



## Eugene City Council

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# EUGENE CITY COUNCIL AGENDA

February 25, 2026

### 12:00 p.m. CITY COUNCIL WORK SESSION

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

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**Meeting of February 25, 2026;  
Her Honor Mayor Kaarin Knudson Presiding**

#### **Councilors**

Lyndsie Leech, President  
Greg Evans  
Matt Keating  
Alan Zelenka

Eliza Kashinsky, Vice President  
Mike Clark  
Randy Groves  
Jennifer Yeh

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### 12:00 p.m. CITY COUNCIL WORK SESSION

- 1. WORK SESSION: Council Review of Renter Protections**
- 2. WORK SESSION: ROW Utility Licensing Ordinance and Utility Permitting**

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# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



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### Work Session: Council Review of Renter Protections

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Meeting Date: February 25, 2026  
Department: Planning & Development  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: 1  
Staff Contact: Amy Cameron  
Phone: 541-682-5383

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#### ISSUE STATEMENT

This work session is an opportunity for City Council to review renter protections Phases I and II. Council directed the City Manager to document the implementation and impacts of Phase I and Phase II Renter Protections and provide a report including a qualitative and quantitative analysis of the impact of adopted renter protections on renters, landlords, and the rental housing market. The report is included as Attachment A of this AIS. Council will hear about areas of improvement for the Rental Housing Program and will have the opportunity to provide direction on a minor code fix ordinance.

#### BACKGROUND

Like many other communities in Oregon and across the nation, changes to the housing market have created a housing crisis for Eugene renters (over half of Eugene's population). Rent cost-burdens reached new heights in 2023 with nearly two-thirds (62 percent) of all renter households financially strained; spending over 30 percent of their household income on housing costs. The State of Oregon's 74 percent cut to emergency rent assistance for 2025–2027 will impact thousands of renters in Eugene facing eviction. Increasingly, state and local jurisdictions are considering renter protections to stabilize housing, help disadvantaged households gain access to decent and affordable rental options and improve housing racial equity. The Renter Protections that Council approved in Phases I and II, as well as those that are up for consideration in Phase III, build on state requirements to create a more comprehensive local renter protection framework. The policies work in conjunction with housing production and preservation, serving as complementary strategies to improve housing stability while the community works together to address housing challenges in Eugene.

On July 11, 2022, City Council passed Ordinance 20670 adopting Phase I protections; the new protections took effect on August 13, 2022. Phase I protections included tenant and landlord support services, requirements for move-in/out documentation, a requirement that landlords provide rental history references, City-provided tenant education information, and an application screening fee cap of \$10, or the actual cost of screening, whichever is less.

On July 24, 2023, City Council passed Ordinance 20694 adopting Phase II protections; the new protections took effect on August 25, 2023. Phase II protections included limits on security deposits, a requirement to process applications in the order received, relocation assistance and a requirement for landlords to report terminations of tenancy/evictions to the City. On July 12, 2023, Council requested the City Manager return with an implementation and impact review, which is the subject of the work session on February 25, 2026.

More information on the City's renter protections process can be found at [eugene-or.gov/renterprotections](http://eugene-or.gov/renterprotections).

### Summary of the impact analysis

City staff documented the Phase I and II implementation and hired EConorthwest, an independent third-party, to conduct the policy impact analysis.

EConorthwest: The rental housing market is highly complex and influenced by numerous factors beyond local renter protections. A rigorous impact study requires a “control group” to compare outcomes of the policies against what would have occurred without the policies; no such control group exists for Eugene. In light of these data limitations EConorthwest completed a peer city and data analysis of Eugene's rental housing market to evaluate differences. Eugene's trends are similar to its peer cities. The analysis in Attachment A highlights important trends but cannot establish definitive causal links between Eugene's renter protections and changes in the rental market.

The EConorthwest study also found that our community continues to face significant rental housing challenges:

- Eviction filing rates are among the highest in recent years, mirroring state and national trends as pandemic-era relief ended.
- Affordability remains a major concern. Eugene rents are more expensive than its peers while median incomes remain among the lowest of its peers, resulting in high rates of housing cost mismatch and rent burdens.
- The housing supply does not meet the needs of Eugene renters and new construction is slow to fill the shortage. Macroeconomic factors, like wages, inflation, constructions costs, and land use play a major role in shaping housing development and affordability of both homeownership and rental housing.
  - Eugene's rental stock has remained steady at just over 41,000 registered units despite a slight decline (3 percent between 2016 and 2023) in single-detached rentals that began before Eugene renter protection policies took effect.
  - The share of all other small-scale rentals (townhouses/rowhouses, duplexes, triplexes, quadplexes) held steady between 2016 to 2023.

OHNA Reminder: The State of Oregon Housing Needs Analysis (OHNA) estimates that Eugene will need to produce an average of 1,600 new units per year to support the City's expected population growth and address existing unmet needs, including units for people experiencing homelessness and the historic underproduction of housing. The City is looking to increase its current average of 900 units per year to 1,600 units annually.

City Rental Surveys: The City surveyed renters in fall 2023 and landlords in spring 2024 to gain a better understanding of the full rental housing experience in Eugene. The survey results are available at [eugene-or.gov/rentalsurvey](http://eugene-or.gov/rentalsurvey). The rental survey data shows that Eugene renter protections are essential for vulnerable populations, especially those with housing subsidies, conviction histories, and domestic violence survivors, all of whom are more likely to submit over ten applications before securing a home than those without these circumstances. For these renters, capping application fees at \$10 represents a significant savings during a housing search (90 percent of all property managers charge an applicant screening fee, and prior to the cap, the typical

fee was \$50 or more). Landlords cite new regulations—especially relocation assistance—as their top concern (46 percent), followed by state rules limiting termination of tenancy without cause (33 percent) and extending the notice period from 72 hours to ten days for terminations due to nonpayment of rent (29 percent).

#### Areas for Improvement

During the implementation and review process, staff identified a few minor code issues and one area where financial responsibility is not clear. Additional detail on the proposed minor code fixes is included in Attachment B to this AIS.

Minor Code Fixes: Staff identified the following minor rental housing code adjustments that would clarify and align the code with prior Council direction. The proposed adjustments would provide:

1. Additional security deposit clarity – Proposed changes would remove language that conflicts with the definition of security deposit;
2. Maximum applicant screening charge enforcement timing – Proposed changes would require that a violation of the maximum applicant screening charge be remedied within 48 hours;
3. Affordable Housing definition alignment – Proposed changes would simplify the rental housing fee exemption language by using the existing Rental Housing Code definition of Affordable Housing; and
4. Vacation Dwelling definition – Proposed changes would add a definition for “vacation dwelling” consistent with the Short-term rental Ordinance.
5. Responsibility for Maintaining Habitability Standards - The Eugene Rental Housing Code requires that rental dwellings meet certain habitability standards but does not explicitly stipulate the party responsible for maintaining the habitability of rental housing. State law provides that landlords are responsible for maintaining habitability at all times during tenancy (ORS 90.320). Proposed changes would add language to EC 8.425(1) -(10) clarifying that it is the landlord’s responsibility to maintain the habitability standards required by those code sections.

If Council is interested in moving forward on one or more of these proposed minor code updates, a motion included in this AIS would direct the City Manager to prepare a draft ordinance and to schedule a public hearing.

#### Roadmap

The Renter Protections Roadmap included as Attachment C provides the list of policies for further exploration in Phase III, including high-level information on anticipated impact. The next step for items included in the roadmap is a feasibility analysis, which will provide information on funding, implementation, and enforcement. The Phase III items were selected by Council in March 2022.

#### Informational Updates

- **Rental Housing Fee:** The Rental Housing Fee is charged to the owners of rental housing for the purposes defined by Council in Eugene Code 8.440 and set by the City Manager. In 2022 as part of Renter Protections Phase I, Council amended the Code to enable the use of the Fee for implementation of renter protections. At that time, the City Manager changed the fee to \$20 per unit per year and indicated that the fee increase (\$10) would be used for

the implementation of Phase I and may need to be adjusted in subsequent phases. Following the completion of this review of Phase I and Phase II, staff will review budget and administrative impacts associated with implementation and the City Manager may adjust the fee.

- Housing Policy Board: Housing Policy Board (HPB), an intergovernmental body, became involved in the Renter Protections process when it formed a task team in 2018 to learn more about market conditions impacting renters. HPB's work resulted in a set of recommendations that were the basis for Council's selection of the items in the roadmap Council approved in March 2022. HPB is on hiatus until council completes its policy direction on Phase III Renter Protections, at which point, it will be an opportunity to consider HPB's structure and role and evaluate community needs.

#### Potential Next Steps

If Council has interest in considering the minor code fixes, Council can direct the City Manager to prepare a draft ordinance and schedule a public hearing.

### **RELATED CITY POLICIES**

Renter Protections work in conjunction with other housing and economic development policies and programs to reduce barriers to housing, improve housing stability and affordability, and further housing fairness and equity.

As a part of the [City's Urban Growth Strategies](#) project, Eugene will complete a Contextualized Housing Need in 2026. This is a state-required analysis tying a city's allocated housing need and housing production target to local qualitative and quantitative information. The analysis uses current and future housing needs, along with population and market trends, to evaluate fair housing choice and identify fair housing issues in the city to affirmatively further fair housing and move Eugene towards more fair and equitable housing outcomes.

[Housing Implementation Pipeline](#) (HIP) is the 5-year internal work plan (FY22-27) to coordinate current and future resources, goals, and priorities with a systems-thinking approach to housing across the full spectrum from people experiencing homelessness to overall housing supply. Renter protections that work toward neighborhood stabilization and allow residents to stay in their changing neighborhoods, is a direct form of anti-displacement policy. Enhancing renter protections is identified as one of the anti-displacement actions in the High Priority Policies and Programs section of the HIP.

[2025 Eugene-Springfield Consolidated Plan](#) includes strategic goals for the next five years to address urgent community needs through federal funding. The strategic goals aim to create more affordable, fair, and equitable housing in Eugene, ensuring that all residents have access to housing that meets their needs and contributes to the overall wellbeing of the community.

Renter Protections support the City's [Strategic Plan](#) goal to stabilize the cost of housing and high-impact action to develop an Anti-Displacement Plan to ensure that the process of housing stabilization does not come at the cost of any one portion of the community.

### **PREVIOUS COUNCIL DIRECTION**

#### [November 22, 2021 City Council Work Session](#)

Councilor Yeh, seconded by Councilor Syrett, moved to direct the City Manager to return with

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information and feasibility and resources needed to implement renter protections consistent with the Housing Policy Board recommendations and to include items discussed tonight.  
Passed 8:0

#### March 16, 2022 City Council Work Session

Councilor Syrett, seconded by Councilor Keating, moved to direct the City Manager to schedule a public hearing prior to council's summer break and action on the protections included in Phase I as described in the AIS and to include #8 application and screening fee cap of \$10.00 into Phase I and provide council with actionable information on items in Phase II by November 1, 2022 and Phase III by February 1, 2023.

Passed 7:1 (Opposed by Councilor Clark)

Councilor Clark moved, seconded by Councilor Zelenka, to postpone displacement assistance discussions until staff is ready in Phase II, November 1, 2022.

Passed 5:3 (Opposed by Councilor Evans, Keating and Yeh)

#### July 11, 2022 City Council Meeting

Council passed [Ordinance 20670](#) adopting Phase I protections; the new rules were effective August 13, 2022. Phase I included tenant and landlord support services, move-in/out documentation, rental history references, tenant education information and an application screening fee cap at \$10.

Councilor Syrett, seconded by Councilor Keating, moved to adopt an Ordinance Concerning Rental Housing and Amending Sections 8.405, 8.415, 8.425, 8.430, and 8.440 of the Eugene Code, 1971.

Passed 6:2 (Opposed by Councilors Groves and Clark)

#### October 24, 2022 City Council Work Session

Council directed the City Manager to bring back a Phase II Renter Protections Ordinance limiting the amount of deposits a landlord may charge; requiring that applications be processed in the order they are received; providing for additional enforcement options for violations of the screening fee cap; and requiring eviction data reporting and providing for enforcement. Additionally, Council directed that the Phase II Ordinance require landlords to provide relocation assistance (which at the time was referred to as displacement prevention assistance) under certain circumstances.

Councilor Evans, seconded by Councilor Keating, moved to direct the City Manager to bring back an ordinance limiting the amount of deposits a landlord may charge, requiring that applications be processed in the order they are received, providing for additional enforcement options for violations of the screening fee cap, and requiring eviction data reporting and providing for enforcement. Additionally, requiring landlords provide displacement prevention assistance in the amount equal to three times the current market rate rent published by HUD when either 1) the tenant is no-cause evicted or 2) the tenant rent is increased by five percent or more in a twelve-month period and the tenant chooses to move rather than pay the increased rate, and create a small landlord compensation fund for landlords that earn less than 80 percent of area median income.

Passed 5:2 (Opposed by Councilors Clark and Groves)

#### [June 21, 2023 City Council Work Session](#)

Staff presented information about the Phase II Renter Protections. No action was taken.

#### [June 26, 2023 City Council Work Session](#)

Council directed the City Manager to revise the Phase II Renter Protections draft Ordinance with the items in the administrative and programmatic package; to require relocation assistance when rent is increased by the maximum annual percentage allowed by state law; to set the relocation assistance payment amount at 2 months current rent; and to exempt Affordable Housing from all relocation assistance requirements.

Councilor Groves, seconded by Councilor Keating moved to direct the City Manager to revise the draft Ordinance with the items in the technical and procedural package in Attachment C.  
Passed 8:0

Councilor Groves, seconded by Councilor Keating, moved to direct the City Manager to revise the draft Ordinance to require relocation assistance when rent is increased by the maximum annual percentage allowed under ORS 90.323(2).  
Passed 7:1 (Opposed by Councilor Clark)

Councilor Groves, seconded by Councilor Keating, moved to direct the City Manager to revise the draft Ordinance to set the relocation assistance payment amount at 2 months' current rent.  
Passed 6:2 (Opposed by Councilor Clark and Semple)

Councilor Groves, seconded by Councilor Keating, moved to direct the City Manager to amend the draft Ordinance to exempt Affordable Housing from all relocation assistance requirements.  
Passed 7:1 (Opposed by Councilor Keating)

#### [June 28, 2023 City Council Work Session](#)

Council directed the City Manager to amend the Phase II Renter Protections draft Ordinance to apply the notice requirements of relocation assistance exemptions 2, 3, and 4 (landlord and tenant both live on site, either in the same shared dwelling unit or in separate dwelling units on the same parcel of land) only to leases executed after the effective date of the Ordinance.

Councilor Zelenka, seconded by Councilor Keating, moved to direct the City Manager to amend the draft ordinance to apply the notice requirements of exemptions to 2, 3 and 4 only to leases executed after the effective date of the ordinance.

Passed 5:4 (Opposed by Councilor Clark, Groves, Semple, and Yeh with Mayor Vinis' vote in favor breaking the tie)

#### [July 12, 2023 City Council Work Session](#)

Council directed the City Manager to amend a draft Ordinance on Phase II renter protections and to bring it back for action. Council also directed the City Manager to document the implementation and impacts of the City's Phase I and II renter protection code provisions and to provide the Council with a report prior to a Council two-year review work session.

Councilor Groves, seconded by Councilor Keating, moved to direct the City Manager to revise

the draft ordinance to remove exemption 7 from the requirements for relocation assistance.  
Passed 6:2 (Opposed by Councilor Clark and Groves)

Councilor Zelenka, seconded by Councilor Keating, move to direct the City Manager to revise relocation assistance trigger number 4, non-renewal of fixed-term lease, to provide that in a case of a lease with a fixed-term of less than one year, the landlord must at least 90 days prior to the end of the lease term, remind the tenant that in order for the tenant to be eligible for relocation assistance, the tenant must, at least 60 days prior to the end of the lease term, give the landlord notice of the tenant's desire to renew the fixed-term lease, within 30 days of the tenant's notice, the landlord must either decline the tenant's request to renew the lease and pay the relocation assistance to the tenant or the landlord must agree to renew the fixed-term lease.

Passed 7:1 (Opposed by Councilor Keating)

Councilor Groves, seconded by Councilor Keating, move to direct the City Manager to revise the draft Ordinance to remove the small landlord compensation fund.

Passed 7:1 (Opposed by Councilor Clark)

Councilor Zelenka, seconded by Councilor Keating, move to direct the City Manager to document the implementation and impacts of the City's Phase I and II renter protection code provisions and to provide the Council with a report prior to a Council two-year review work session. The report should include a qualitative and quantitative analysis of impacts to renters, landlords and the rental housing market.

Passed 8:0

### July 24, 2023 City Council Meeting

Council approved Ordinance 20694 adopting Phase II renter protections, which included a maximum limit on security deposits, a requirement that landlords process applications in the order received, a requirement that landlords provide tenants with relocation assistance under certain circumstances, required eviction reporting, and refined enforcement measures.

Councilor Groves, seconded by Councilor Zelenka, moved to adopt an Ordinance Concerning Rental Housing; Amending Sections 8.405, 8.415, 8.425, 8.430 and 8.440 of the Eugene Code, 1971; and Adding Section 8.437 to that Code.

Passed: 5:2 (Opposed by Councilor Clark and Groves)

## **COUNCIL OPTIONS**

1. Direct the City Manager to schedule a public hearing on an ordinance implementing the minor code fixes described in Attachment B.

## **CITY MANAGER'S RECOMMENDATION**

The City Manager recommends options 1.

## **SUGGESTED MOTION**

1. Move to direct the City Manager to schedule a public hearing on an ordinance implementing the minor code fixes in Attachment B.

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## **ATTACHMENTS**

- A. Renter Protections Impact Evaluation
- B. Summary of Minor Code Fixes
- C. Current Renter Protections Road Map

## **FOR MORE INFORMATION**

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## Community Development

# Renter Protections

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A qualitative and quantitative analysis of impacts to renters, landlords, and the rental housing market.

February 2026

Prepared by Community Development | Planning and Development  
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# Executive Summary

## Why we prepared this report

On July 12, 2023, Council directed the City Manager to document the implementation and impacts of the City’s Phase I and II renter protection policies and to provide Council with a report, including a qualitative and quantitative analysis of the impact of renter protections on renters, landlords, and the rental housing market prior to a Council work session to review renter protections. This one-time report is separate from the [Rental Housing Code Program Updates](#) provided to Council every three years.<sup>1</sup>

## Background

The renter protections Council approved in Phase I and Phase II amended the existing Rental Housing Code established in 2005. The policies build on the Oregon Residential Landlord-Tenant Act, creating a more comprehensive renter protection framework for Eugene residents and support City efforts to reach goals outlined in the [Housing Implementation Pipeline](#) (HIP) as well as the City’s [2023-2026 Strategic Goal](#) to: “Stabilize the cost of housing.” More information on the Rental Housing Program, its history, and the renter protections process is available at [eugenerentalprogram.org](http://eugenerentalprogram.org).

## How we did this analysis

This policy analysis is divided into two sections: 1) policy impact; and 2) implementation. City staff documented the implementation and hired ECONorthwest, an independent third-party, to conduct the policy impact analysis. The analysis compared Eugene’s rental market with four peer cities—Corvallis, Medford, Spokane, and Tacoma—to identify whether any trends or changes were unique to Eugene’s housing market. More information on the research methods and data sources is provided in the appendices of this report.

## Key findings: policy impact

The rental housing market is complex. There are numerous factors beyond local renter protections that impact the market. Given the complexity, data challenges and limitations, the policy impact analysis highlights important trends, but cannot establish causal links between Eugene’s renter protections and changes in the rental market.

<sup>1</sup> [Ordinance 20573](#) adopted on January 26, 2017. Section 5: The City Manager shall review the City’s Rental Housing Code program and report to City Council every three years with the results of the review.

## EVICCTIONS

### **Eugene's high rate of eviction filings demonstrate the necessity of local tenant support services.**

Eugene's eviction filing rates are some of the highest the city has seen in recent years. Eugene's overall trends are similar to two of its peer cities and align with state and nationwide trends as pandemic-era relief ended and more renters struggle to pay rent, especially lower-income renters.<sup>2</sup>

**Relocation assistance payments mitigated the impact of an unplanned move for 84 Eugene renter households between August 2023 and October 2025.** Eighty-seven percent (87%) of the payments were for landlord-based reasons.<sup>3</sup> Longer tenured renter households received the most relocation assistance payments; in most cases, when a unit has turnover, there is no cap on rent increases. None of the peer cities in the analysis have comparable renter relocation assistance for evaluation.

## RENTAL HOUSING SUPPLY AND AFFORDABILITY

**Relative to income, Eugene's rental housing market is more expensive than its peers and has high rates of renters that are not properly matched with units affordable to them.** Eugene's area median incomes (AMI) are among the lowest of its peers while rents are among the highest. Eugene's 1-and 2-bedroom rents rose nearly 18–19% since 2020, similar to Corvallis, but higher compared to the other peer cities. Forty-five percent (45%) of extremely low-income renters (0-30% AMI), 80% of very low-income (30-50% AMI), and 74% of low-income (50-80% AMI) are renting units that are not properly matched to their income level.

**No clear trend emerged from rates of new construction permits in Eugene or its peer cities between 2019 and 2024.** The number of units permitted and the share of permits compared to total housing stock fluctuated in Eugene and peer cities. The highest rates of Eugene rental unit permits between 2019 and 2024 occurred in 2021, followed by 2022, and then 2024. Single-unit detached permits for units built as rentals remained relatively stable between 2019 to 2024.

**Changes in the types and quantities of some small-scale<sup>4</sup> rental units were happening in Eugene's rental market before the policies took effect.** In 2016, rentals accounted for 24% of all single-detached units; by 2024 the share dropped to 21% (from 9,065 to 8,301 over the 8-year period). These 764 single-detached units likely became owner-occupied, short-term rentals, or were redeveloped into middle housing. The share of all other small-scale rentals (single-attached, duplexes, triplexes, quadplexes) held steady between 2016 and 2024.

Numerous macroeconomic and land use factors affect construction, rents, affordability, and sales or conversions of both homeownership and rental housing. As a result, **no definitive causal**

<sup>2</sup>See [State-of-the-States-Housing.pdf](#) and the [Eviction Lab](#).

<sup>3</sup> State regulated qualifying landlord-based reasons are: (a) to demolish or convert the dwelling; (b) to undertake repairs or renovations under certain circumstances; (c) for the landlord or an immediate family member to move in; (d) if the landlord has accepted an offer from a purchaser who intends to live in the dwelling (ORS 90.427).

<sup>4</sup> Defined as rental properties with 1-4 units, including single-unit detached/attached, duplexes, triplexes, and fourplexes.

**relationship can be established between renter protection policies and the supply and cost of rental housing.**

## **RENTAL UNIT CONSOLIDATION**

**The presence of repeat buyers and sellers conducting multiple transactions in Eugene may indicate some degree of consolidation<sup>5</sup> of the single-unit detached rental stock.** Consolidation of the rental market from smaller “mom and pop” landlords to corporate ownership is a broader nationwide pattern that accelerated during the Great Recession and continues today. Numerous factors contribute to the exit of some small-scale landlords. Given the complexity of these market dynamics and data limitations, **it is not possible to isolate the impact of renter protections from the many factors influencing changes in rental housing ownership and management.**

## **RENTAL HOUSING EXPERIENCE**

**Renter protections are providing needed relief for the most vulnerable renters while landlords are concerned about how the new regulations impact their business.**<sup>6</sup> According to the [Rental Experience Survey](#) (1,711 respondents), people with conviction histories or rent subsidies are five times as likely to submit more than 10 applications to secure housing than someone without these circumstances. Prior to the cap, 10 applications cost upwards of \$500 in fees; after the cap, that amount is limited to \$100.

Many landlords (76% of 337 respondents) reported their top concern for owning or managing a rental in Eugene has been new regulations, with 46% of landlords citing relocation assistance as the most impactful regulation followed by state rules limiting termination of tenancy without cause (33%) and extending the notice period for nonpayment of rent terminations (29%). (City Relocation Assistance went into effect in August 2023, six months before the survey was conducted.)

Several community-based organizations serving Eugene’s most vulnerable populations support the policies (see Appendix D: Letters of Support,) indicating how the policies are essential to housing access and stability, provide clear and accessible guidance, ensure fairness and accountability, mitigate the disruption of an unplanned move, and ultimately support stronger, more inclusive and healthier neighborhoods.

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<sup>5</sup> Rental housing consolidation generally refers to the process where ownership of rental properties becomes concentrated among fewer, larger entities—often corporate landlords or institutional investors. Instead of many small landlords owning individual properties, large companies acquire and manage extensive portfolios of rental units.

<sup>6</sup> [Rental Experience Survey](#) results were emailed to City Council on July 15, 2025.

## Key findings: implementation

### ACCOMPLISHMENTS

**Staff have successfully implemented the policies adopted by Council in Phase I & II of renter protections.** August 25, 2025 marked two years since Phase II renter protections became effective. The Oregon Court of Appeals determined that the Eugene City Council has the authority to cap applicant screening charges at \$10 (a Phase 1 item) and is not preempted by state law.

**Expanded services, education, and outreach strengthened support for tenants and landlords.**

Staff rebranded and overhauled the Rental Housing Program website to incorporate renter protections, created a suite of new program materials, developed content in Spanish, reached all registered renter households and landlords with educational information, broadened partnerships with community-based organizations, expanded rental housing data collection, and completed administrative rules providing clarity for the new code.

### CHALLENGES

**There is not enough affordable and accessible housing for renters, especially for people with disabilities, conviction histories, and other classes of people impacted by systemic barriers.**

Recent cuts from state and federal resources to supportive human services and financial assistance have exacerbated the housing crisis for many renters, increasing instability for vulnerable populations. Renter protections can help renters access and stay in housing but must be coupled with increased availability of affordable and accessible housing.

**The City lacks a foundational software tool to unify and improve rental housing data collection.**

While we have significantly expanded collection—through a statically valid rental experience survey, termination of tenancy and eviction reporting, and other public sources, the data remains fragmented, housed across departments, and in outdated systems making it complicated and labor-intensive to extract consistent and meaningful insights from the data. Staff are evaluating software tools and budget constraints to identify the best solution.

## Conclusion

Renter protection policies can influence many aspects of the housing market—such as rental experiences for tenants and landlords, eviction rates, and housing supply. However, these impacts do not happen in isolation. Broader economic factors, like wages, inflation, and construction costs, play a major role in shaping what renters can afford, housing development and tenure. Eugene's trends are similar to its peer cities that do not have renter protection policies in place.

The analysis in this report demonstrates that the housing supply does not meet the needs of Eugene renters.<sup>7</sup> Renters are experiencing increasing instability and high housing costs relative to their

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<sup>7</sup> The State of Oregon Housing Needs Analysis estimates that Eugene will need to produce an average of 1,600 new units per year to support the City's expected population growth and address existing unmet needs, including units for people experiencing homelessness and the historic underproduction of housing. On average, the City issued permits for over 900

income, thus highlighting the importance of the City's local renter protections policies in creating more equitable access to housing and stability, providing needed supports, and mitigating the market impacts for the most vulnerable renters in our community.

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units per year between 2012 and 2024. The City will look to increase that average to 1,600 units permitted annually over the next 20 years. This goal includes permits for all housing types, for both rental and homeownership, at all income levels, and in all locations.

## Policy Impact Analysis (ECONorthwest)

ECONorthwest conducted this evaluation in summer and fall 2025 on behalf of the City based on publicly available data and data provided by the City.

This evaluation highlights important trends and findings but **does not establish causal links between the renter protections and changes in the rental market or rental experiences across Eugene**. A rigorous impact study requires a “control group” to compare outcomes of the policies against what would have occurred without the policies. Given that the City’s renter protection policies apply to all rental housing across the city, no such control group exists. Additionally, numerous external variables influence the rental market, thus limiting this study’s ability to measure the direct impact. As a result, stakeholders should moderate their expectations for this evaluation recognizing that the conclusions are necessarily broad and generalized.

### Limitations of the Analysis

ECONorthwest evaluated the strengths and limitations of data provided by the City, as well as alternative data sources, and created a framework for conducting this evaluation. There are several challenges with seeking to quantify the impact of a set of policies like this, such as:

- The numerous factors beyond these renter protections that affect the condition of Eugene’s rental housing market.
- The policies evaluated are new, with the first phase having gone into effect in August 2022 and the second phase having gone into effect in August 2023.
- The City’s data on some metrics do not predate the policies, limiting the ability to measure policy effects (e.g., there is no strong control group/counterfactual to measure the effects of the policies against).
- Several public data sources are lagged, meaning that the most recent data available are still before the policies went into effect.
- Some data are only available at the county, Public Use Microdata Area (PUMA) level, or are specific to the federal Housing and Urban Development (HUD) Department’s geographies. Since they do not neatly align with Eugene geography, we are limited in our ability to measure impacts in the city specifically.
- Eugene has a sizable college student population that affects the city’s demographics, income averages, and rental stock. Not all data sources disaggregate student populations to control for this impact.

## Peer Cities

The project team selected the following “peer cities” to see if an analysis showing trends and changes could highlight differences in Eugene’s rental housing market and renter experiences that are not occurring elsewhere.<sup>8</sup>

### Figure 1. Eugene and Peer Cities and Total Populations

Source: U.S. Census Bureau American Community Survey, 2023 5-year estimates

| City      | State | Total Population (2023) |
|-----------|-------|-------------------------|
| Eugene    | OR    | 177,520                 |
| Corvallis | OR    | 60,424                  |
| Medford   | OR    | 85,794                  |
| Spokane   | WA    | 229,228                 |
| Tacoma    | WA    | 220,482                 |

Additional background data on population, household and housing market characteristics for Eugene and Peer Cities can be found in Appendix B on page 34.

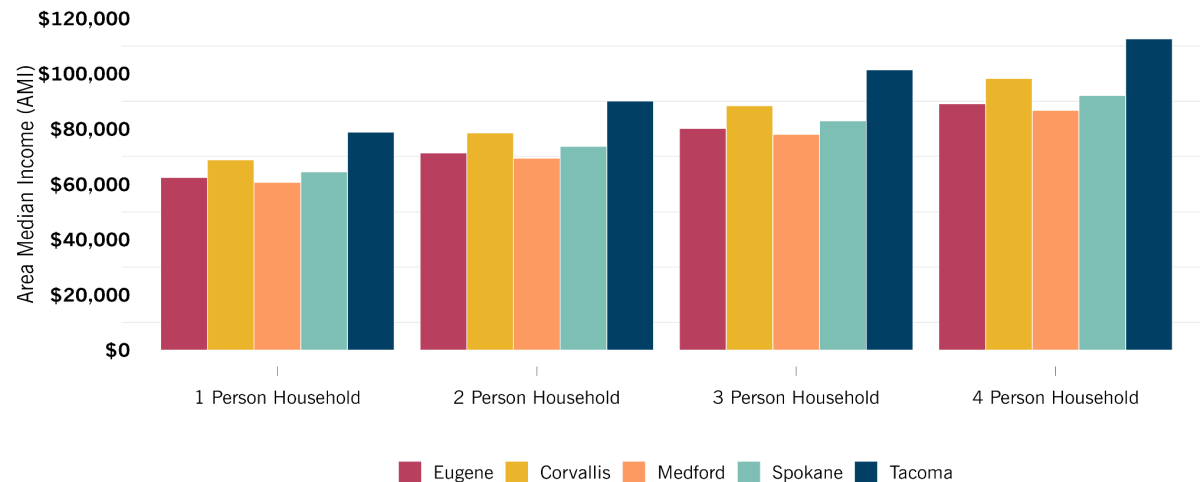
Cities were selected by the project team based on housing region, population size, the presence of a major university, and similarity of housing markets. Missoula, MT (population 75,600) was considered as an additional peer, but upon review of several data characteristics, the project team agreed that it was not a good match.

Figure 2 below shows the median incomes by household size. Relative to income, Eugene has been the more expensive rental market relative to its peers since about 2017. (See Appendix B.).

<sup>8</sup> The ECONorthwest analysis uses the term “project team” to indicate the City of Eugene project staff and consulting team project staff, which collectively made decisions.

**Figure 2. Eugene and Peer Cities Area Median Incomes by Household Size**

Source: U.S. Department of Housing and Urban Development (HUD) Income Limits, 2023



## Evictions

### POTENTIAL IMPACTS OF RENTER PROTECTION POLICIES ON EVICTIONS

The hypothesis under consideration is whether the renter protection policies would improve housing stability by reducing certain types of evictions.

- The Phase I policies enacted in 2022 required landlords to provide tenant rights materials, which could help to reduce evictions if tenants were able to understand and advocate for their rights.
- The Phase II policies enacted in 2023 were targeted toward specific types of evictions by requiring landlords to provide relocation assistance payments for tenants facing no-cause evictions, rent increases at or above the state maximum, and certain landlord-based terminations. In addition, the policies required landlords to report terminations of tenancy and evictions to the city.

In this evaluation, housing stability could be defined as fewer tenant moves and lower turnovers, or through the provision of relocation payments to ease the impact of receiving a termination of tenancy without tenant cause. Reliable, multi-year data on rental turnover at the city level to analyze tenant moves and turnover is not available. In addition, renters move for numerous reasons and reductions in turnover cannot be solely linked to the relocation assistance policy.

For this analysis, ECONorthwest used data on relocation assistance provided by the City as well as data on eviction filing trends in Eugene and peer cities.

## Data Context

### CITY OF EUGENE RELOCATION ASSISTANCE DATA

The City of Eugene provided data on the relocation assistance reported by landlords each month between August 2023 and October 2025 (see Figure 3). There were 84 reported payments and 98

reported exemptions.<sup>9, 10</sup> The data for both the payments and exemptions included the following information:

- Date submitted
- Rental unit address
- Rental unit type
  - Additional Dwelling Unit (ADU)
  - Apartment or condo
  - Cottage cluster
  - Duplex, Triplex, Quadplex
  - Room in shared home
  - Single-unit detached
- Rental agreement type
- Number of bedrooms
- Monthly rent
- Relocation assistance payment amount
- Reason for the relocation assistance payment
- Reason for relocation assistance exemption
- Landlord address
- Landlord ownership type
  - Company
  - Individual
  - Trust
  - Individual and trust
  - Non-profit
- Tenancy duration

## RELOCATION ASSISTANCE PAYMENTS

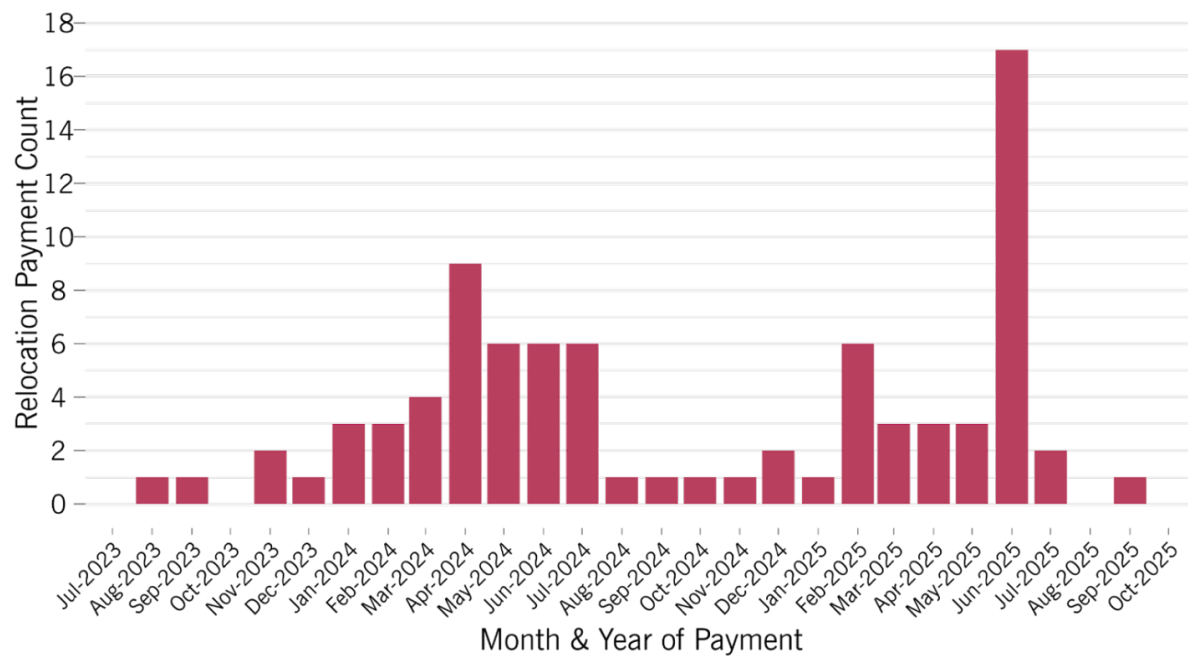
As noted, 84 payments were reported by landlords between August 2023 and October 2025. Landlords are required to pay relocation assistance when they initiate a no-cause termination, issue a rent increase at or above the state maximum and the tenant requests relocation assistance to move, use a qualifying landlord-based reason for termination, or decline to renew a fixed term rental agreement of less than one-year. Most of the relocation assistance payments (73) were for landlord-based reasons, nine of them were for no-cause terminations, and two for declining to renew a fixed-term rental agreement. No relocation assistance payments have been reported for rent increases at or above the state maximum. Figure 3 shows the number of payments recorded per month. Figure 4 shows the number of payments recorded by zip-code, with the majority occurring in the 97401 zip-code.

<sup>9</sup> Not all exemptions are associated with a termination. Landlords must notify tenants and the City of an exemption regardless of whether a termination occurs.

<sup>10</sup> These are likely an undercount as not all payments and exemptions are reported.

**Figure 3. Relocation Assistance Payments by Month, Eugene**

Source: Eugene Relocation Assistance Payment Data, 2023-2025



The majority of reported relocation payments came from rentals that are single unit detached dwellings (31 payments or 36.9% of all payments). Single unit detached rentals are disproportionately represented in the relocation payment data, given that they only comprised 10.9% of the rental housing stock (of any type) according to 2023 U.S. Census Bureau's American Community Survey (ACS) data.

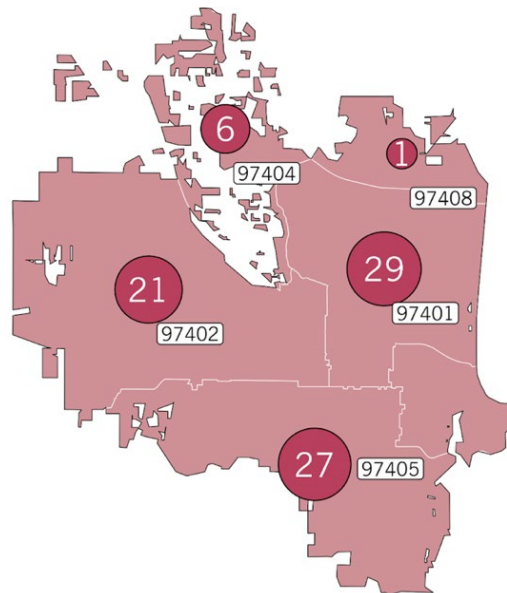
Twenty-nine payments were from apartments or condominiums; 19 were in duplex, triplex, and quad units; and five were from rooms in shared homes. No payments were reported for cottage cluster units.

Of the 84 relocation payments reported, 80 included information on the lease terms: 56 payments (70%) were issued for tenants with a month-to-month lease and 24 (30%) were issued for tenants with fixed-term leases.

The vast majority of payments were provided by an in-state landlord (77 of 84); four landlords were from California, and one each from Arizona, Florida, and Michigan.

**Figure 4. Number of Relocation Assistance Payments by Zip Code, Eugene**

Source: Eugene Relocation Assistance Payment Data, 2023-2025



## RELOCATION ASSISTANCE

### EXEMPTIONS

The dataset included 98 reported exemptions.<sup>11</sup> To qualify for an exemption from relocation assistance, the rental must meet the criteria for one of the following eleven reasons and, in most cases, the landlord must notify the tenant of the exemption. Our dataset did not include any exemptions for reasons 7, 8, 9, or 10.

1. Week-to-week tenancies
2. Landlord and tenant occupy the same dwelling
3. Landlord and tenant occupy the same middle housing parcel
4. Landlord that rents a dwelling unit on a property with an ADU and lives on site
5. Landlord that temporarily rents out their principal residence for not more than three years
6. Landlord that temporarily rents out their principal residence due to active military service
7. The unit is Affordable Housing
8. The dwelling unit is impacted by the federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970
9. The unit is rendered immediately uninhabitable
10. The unit is rented for less than six months with demolition permit submitted prior to signing agreement
11. Fixed term tenancy where the tenant was notified at the time the rental agreement was executed of intent to sell or permanently convert the unit

<sup>11</sup> Reported exemptions do not represent all relocation assistance exemptions. Landlords are not required to report to the City exemption 7 and those who qualified for 2, 3, and 4 before September 1, 2023.

Figure 5 below lists the relocation assistance exemptions by housing type. The most common exemption type was for a “fixed term tenancy for which the landlord’s intent to sell or permanently convert the unit is stated in the rental agreement” (#11), which mostly occurred in lease agreements for a room in a shared home. The second most common exemption type was for a “landlord and tenant occupy the same middle housing parcel” (#3), which occurred in duplexes, triplexes and quadplex unit types.

**Figure 5. Relocation Assistance Exemption by Housing Type, Eugene**

Source: Eugene Relocation Assistance Exemption Data, 2023-2025

| Exemption Reasons                                                                                                           | (ADU)            | Apart-<br>ment or<br>condo | Cottage<br>cluster | Duplex,<br>Triplex,<br>quad-<br>plex | Room in<br>shared<br>home | Single -<br>detached<br>Unit | Total<br>(share<br>of total) |
|-----------------------------------------------------------------------------------------------------------------------------|------------------|----------------------------|--------------------|--------------------------------------|---------------------------|------------------------------|------------------------------|
| 1. Week-to-week tenancies                                                                                                   |                  |                            |                    | 3                                    | 11                        |                              | 14<br>(14%)                  |
| 2. Landlord and tenant occupy the same dwelling                                                                             | 1                | 4                          | 1                  | 2                                    | 8                         |                              | 16<br>(16%)                  |
| 3. Landlord and tenant occupy the same Middle Housing parcel                                                                | 1                | 2                          |                    | 14                                   |                           | 1                            | 18<br>(18%)                  |
| 4. Landlord that rents a dwelling unit on a property with an ADU and lives on site                                          | 4                |                            | 1                  | 1                                    |                           | 2                            | 8<br>(8%)                    |
| 5. Landlord that temporarily rents out their Principal Residence for not more than 3 years                                  |                  |                            |                    |                                      |                           | 17                           | 17<br>(17%)                  |
| 6. Landlord that temporarily rents out their Principal Residence due to active military service                             |                  |                            |                    |                                      |                           | 1                            | 1<br>(1%)                    |
| 11. Fixed term tenancy where the tenant was notified in advance of intent to sell or permanently convert the unit agreement |                  |                            |                    | 6                                    | 13                        | 5                            | 24<br>(25%)                  |
| <b>Grand Total</b><br>(Share of total)                                                                                      | <b>6</b><br>(6%) | <b>6</b><br>(6%)           | <b>2</b><br>(2%)   | <b>26</b><br>(27%)                   | <b>32</b><br>(33%)        | <b>26</b><br>(27%)           | <b>98</b>                    |

Of the 98 relocation assistance exemptions reported, 94 included information on the lease terms: 48 exemptions (51%) for fixed-term leases, 33 (35%) for month-to-month leases, and 13 (14%) for week-to-week leases.

The majority of exemptions reported had an in-state landlord (88 of 98), while there were two landlords each from California, Texas, and Washington, one from Arizona, one from Indiana, and two had no state listed.

## Court Eviction Filings

The goal of the evictions analysis is to evaluate how court filings for evictions have changed since the renter protection policies went into effect. However, city-level data on evictions for peer cities or for Eugene before the policies went into effect was unavailable, limiting the scope of data to evaluate. To overcome this, EConorthwest used county-level judicial data from Evicted in Oregon, Eviction Lab and Eviction Research Network.<sup>12</sup>

The data were used to measure annual eviction trends in the counties surrounding Eugene's peer cities (Lane, Benton, Jackson, Pierce, and Spokane counties), from 2016 to 2018. To convert these county-level eviction totals to city-level (Figure 6), EConorthwest scaled the eviction data by each city's share of its county's rental stock (using ACS 5-year 2023 data). Figure 6 shows the total number of evictions that occurred in each city between 2016 and 2014, but because each city has a different size renter population, the numbers do not reflect a comparable rate of evictions across the cities. To get a comparable rate of evictions (Figure 7) across these differently sized cities, EConorthwest estimated city-level eviction totals by each city's share of low-income renter households (under 50% of AMI, from HUD CHAS 2021). Figure 7 shows the rate of evictions per 1,000 low-income households. (This does not show the rate of evictions for low-income households.)

The data compiled by Evicted in Oregon, Eviction Lab and Eviction Research Network does not tell the whole story for the number of tenants displaced or evicted because publicly available data do not include information on termination of tenancy of households that occur outside of court.<sup>13</sup> As the Eviction Research Network notes, many households that are facing eviction may leave their housing prior to an eviction being filed with the courts, meaning that the official filing caseloads are an under-count of households that have been displaced by eviction.<sup>14, 15</sup>

The following figures (6 and 7) demonstrate the data sample of eviction filings in Eugene and peer cities from 2016 to 2024. The large decline in eviction filings for Eugene and all peer cities can be seen when Oregon and Washington COVID-era eviction moratoria went into effect (April 1, 2020 and March

<sup>12</sup> Due to data limitations across time, Oregon county eviction filings data is sourced from multiple places. Evictions from 2016 to 2018 are annual filing counts from the Eviction Lab, 2019 is a sum of monthly eviction filing counts from the Eviction Research Network, and 2020 to 2024 evictions are annual filing counts from Evicted in Oregon. All Washington's county eviction filings data are from the Eviction Research Network.

<sup>13</sup> Eugene is the only city in Oregon requiring landlords to report terminations of tenancy to the City.

<sup>14</sup> <https://evictionresearch.net/oregon/>

<sup>15</sup> <https://www.evictedinoregon.com/how-evictions-work>

18, 2020) and ended (December 31, 2021 and October 31, 2021). Additional Oregon “Safe Harbor” protections that delayed eviction proceedings for tenants who provided proof that they had applied for emergency rent assistance through the Oregon Emergency Rent Assistance Program (OERAP) ran from December 14, 2021 to September 30, 2022, which also affected eviction filing rates.

**Figure 6. Eviction Filing Estimates in Eugene and Peer Cities, 2016-2024**

Source: Census ACS 5-year Estimates, Eviction Lab, Evicted in Oregon, and Eviction Research Network

Note: Data is scaled by the city's share of its county's rental stock.

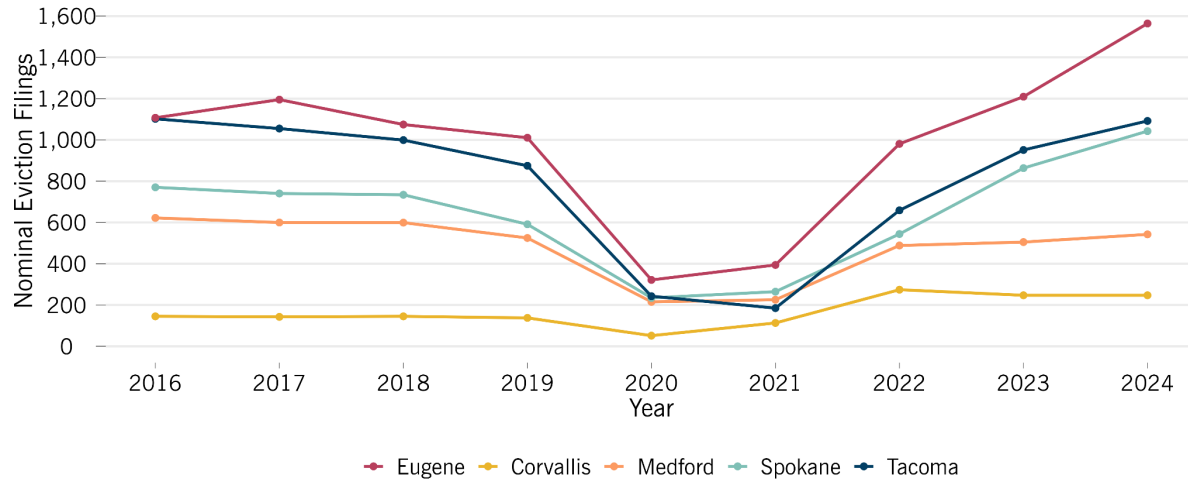
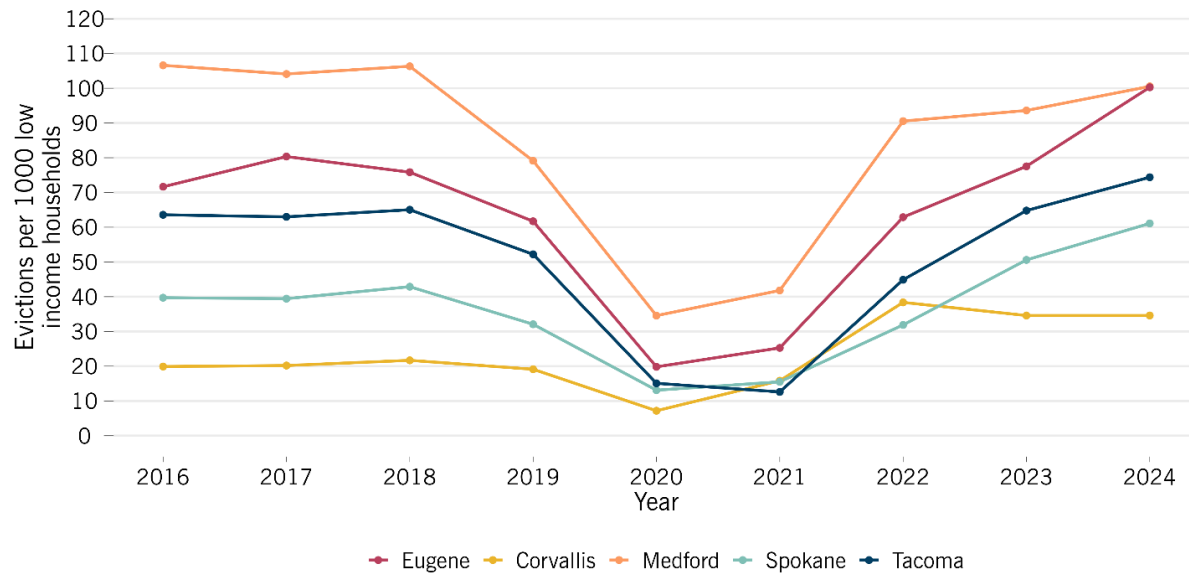


**Figure 7. Eviction Rates in Eugene and Peer Cities Per 1,000 Low Income Renter Households, 2016-2024**

Source: Census ACS 5-year Estimates, HUD Comprehensive Housing Affordability Strategy (CHAS) 2016-2021, Eviction Lab, Evicted in Oregon, and Eviction Research Network

Note: To get a comparable rate of evictions across cities of different populations and ease comparison, ECONorthwest used HUD CHAS data to estimate the number of low-income households. CHAS data is lagged so the most recent is from 2021 and includes information from the 2017-2021, 5-year time period. The CHAS datasets for 2016, 2017, 2018, 2019, 2020 and 2021 are used to normalize corresponding years. The 2021 CHAS dataset is used to normalize years 2022 through 2024. (This Figure 7 does not show the rate of evictions for low-income households.)



According to data from the [National Equity Atlas](#), Eugene had about 3,640 households (3,200 with children) were behind \$1,800 on rent in 2024.<sup>16</sup> This equates to 9.1% of total estimated Eugene renters and compares to 1,510 households (9.8%) in Medford, 4,040 households (10%) in Spokane, 3,870 households (9.7%) in Tacoma, and 1,290 households (9.1%) in Corvallis.

The [Eviction Research Network](#) data across Oregon also demonstrate that evictions from April 2023 to March 2024 “are concentrated in the most diverse, moderately priced, and low-income neighborhoods, with Black and Latinx households bearing the brunt of this crisis.” Racial disparities in evictions stem from a long history of systemic racism and discriminatory policies and practices that exclude communities of color, particularly Black households from housing stability and opportunities.

## Findings

Eviction filings in Eugene reached new heights in 2024 after the COVID-era eviction pauses elapsed. At 1,564, Eugene had the highest number of nominal filings in 2024 (87% of which were for non-payment of rent) and saw the steepest increase in the share of filings for low-income households (those earning

<sup>16</sup> National Equity Atlas uses data from the Census National Household Pulse Survey to estimate households with rent arrears and amount owed.

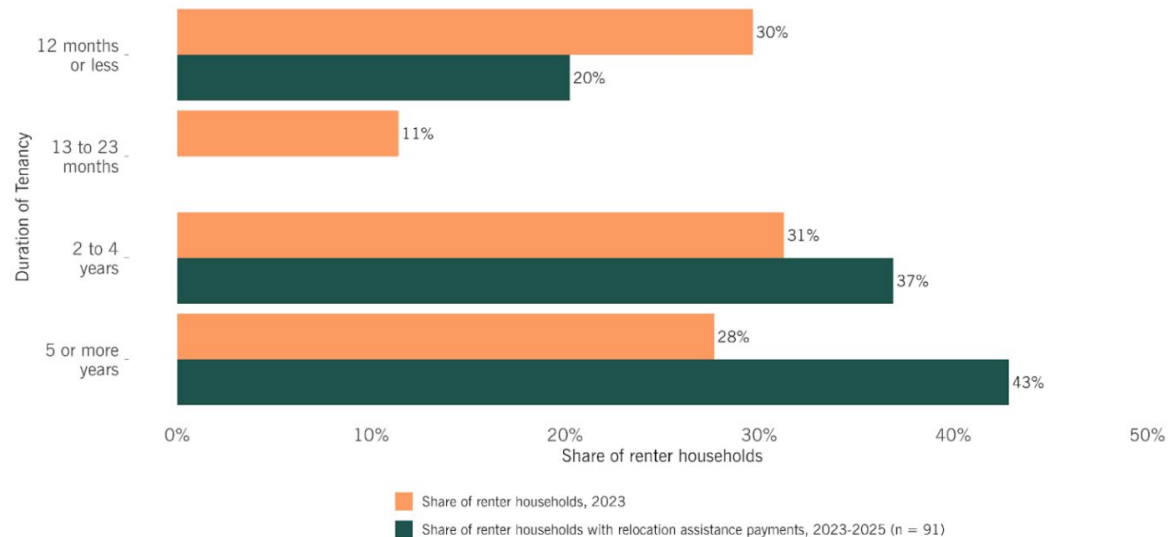
less than 50% of AMI) compared to its peer cities. However, as the Phase II renter protection policies had only gone into effect in August 2023, not much time had elapsed between the policy taking effect and the data gathered. Eugene's nominal eviction filings increased sharply from 2023 to 2024, and it saw the steepest increase compared to its peer cities relative to the size of the low-income renter population. Every city except Medford saw their total eviction filings increase from 2023 to 2024. ECONorthwest is unable to measure a counterfactual scenario, or what the number and type of eviction filings in Eugene would have been without the renter protection policies in place.

The high incidence of eviction filings in Eugene nominally and relative to other cities demonstrates the importance of the City's rental support services and tenant education information aspects of the Rental Housing Program.

Figure 8 below compares the duration of tenancy for all renter households in Eugene to those who received relocation assistance payments. The figure demonstrates that most renter households stay in their units for two to four years. However, longer tenured renter households receive the majority of the relocation assistance payments, disproportional to their share of all renter households. This implies that landlords are evicting more long-term renters than short-term renters; in most cases, when a unit has turnover rents can be increased without limits.

**Figure 8. Share of Renter Households by Duration of Tenancy, with / without Relocation Assistance, Eugene**

Source: 2023 ACS PUMS data, Eugene Relocation Assistance Payment Data 2023-2025



## Recommendations for Further Study

Having only one year of data after the renter protection policies went into effect in 2023 limits our ability to measure the impact of the policies. With more time and better data, the policies could be evaluated to determine if the rate of change differed from evictions in peer cities that do not have renter protection policies. However, even with better data, determining direct causal links between

renter protection policies and evictions will not be possible based on the complexity of the rental market.

## Rental Housing Supply

### POTENTIAL IMPACTS OF RENTER PROTECTION POLICIES ON RENTAL HOUSING SUPPLY

The hypothesis under consideration is whether the renter protection policies are deterring the development of new rental housing stock, thereby reducing supply growth.

## Data Context

ECONorthwest used permit data from the HUD State of the Cities Data Systems (SOCDS) categorized by tenure (renter or homeownership) and number of units in structure as well as data from the 2020 Census Decennial Survey on total housing units to evaluate the current levels of housing stock.<sup>17</sup> ECONorthwest was unable to identify detached and middle housing built for use as rentals (purpose-built) with any reliability.

## Findings

Apart from observing a weak construction market, no clear trends emerged from the rates of new construction permits in Eugene or its peer cities (as in many places). The number of units permitted and the share of permits compared to total housing stock both have significant volatility year-over-year, especially in smaller cities where one or two larger projects can increase the rate.

Figure 9, below, provides context on the total number of housing units in Eugene and peer cities, using the 2020 Decennial Census and HUD SOCDS housing permit data from 2020 to 2025. The time from which a permit is issued to when a unit is built is lagged, thus we approximate any additional housing units built since 2020 as permits issued from 2020 forward.

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<sup>17</sup> These data sources allow for a comparison between Eugene and peer cities, however it should be noted that the City of Eugene reports housing permit data as part of the Growth Monitoring Program, which has more refined data on net housing production.

**Figure 9. Total Housing Units in Eugene and Peer Cities**

Source: 2020 Decennial Census, 2020-2025 HUD State of the Cities Data Survey (SOCDS)

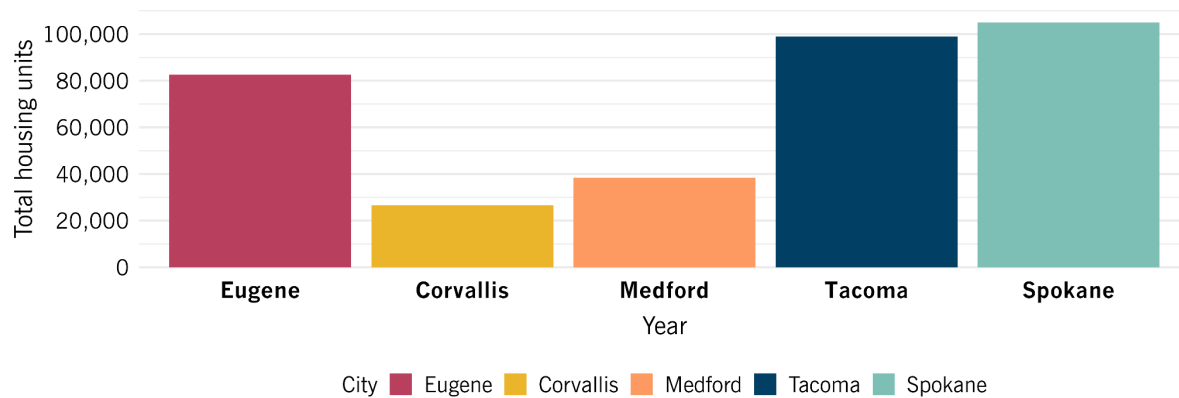
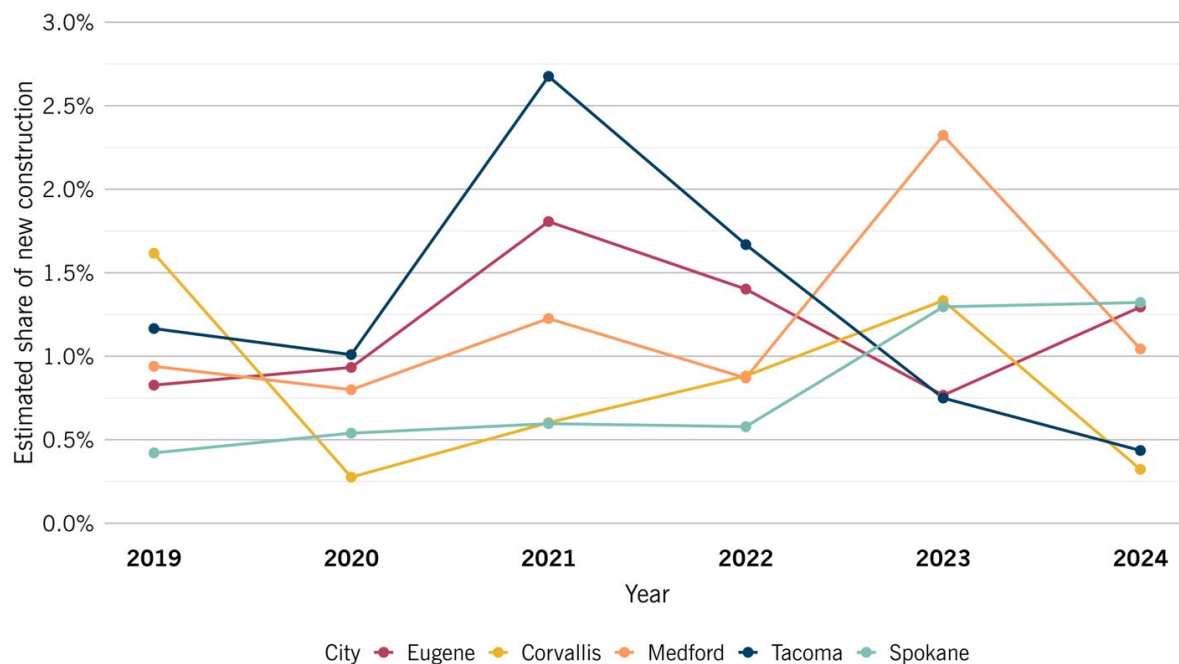


Figure 10, below, shows the estimated percentage of new construction as a share of the total housing stock in Eugene and in peer cities from 2019 to 2024. There are no clear trends that emerged in this comparison other than the rate of new construction in all the cities studied is weak. Eugene's highest share of new development occurred in 2021 as seen in Tacoma. Eugene, Medford, Tacoma and Spokane all saw some of their lowest rates in 2019 and 2020.

**Figure 10. Estimated Rate of New Construction in Eugene and Peer Cities, 2019-2024**

Source: 2019-2024 HUD State of the Cities Data Survey (SOCDS), 2020 Decennial Census, 2023 ACS 5-year PUMS.

Note: To adjust the number of permits relative to the size of the total housing stock in each city and show permits as a share of total stock, ECONorthwest used the estimate of the total stock from the 2020 Decennial Census which provides the most accurate and recent count of housing units to compare with permit data in small jurisdictions.



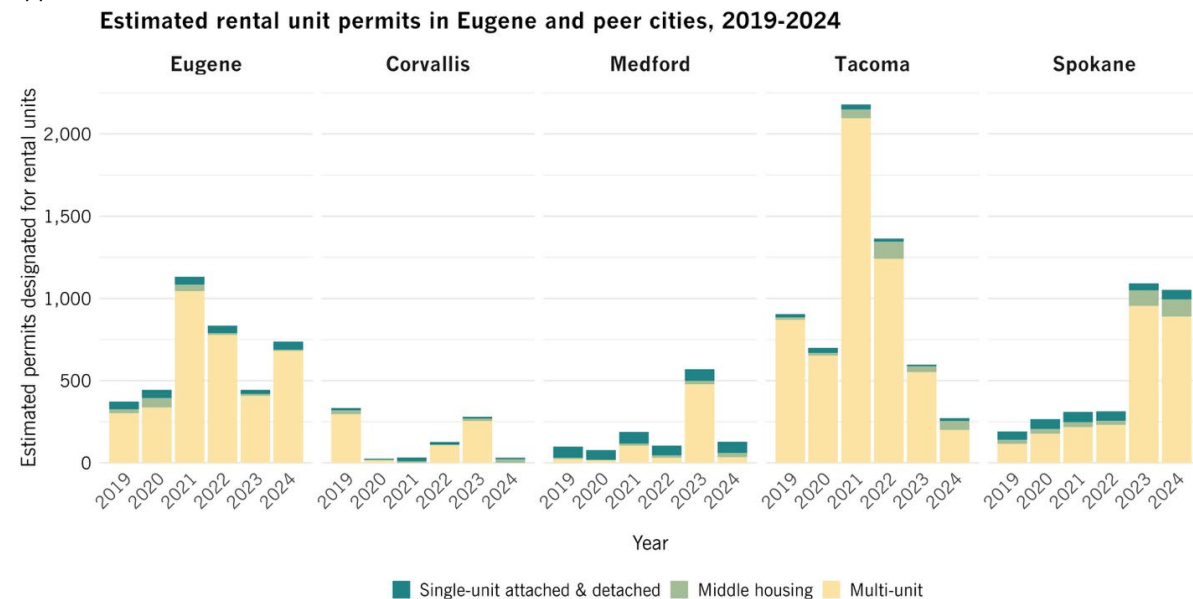
As shown in Figure 11 below, most rental housing permits in Eugene and peer cities are for multi-unit developments with five or more units. Medford had a higher share of permits for single-unit detached rental housing than other peers, but this could be due to the reinvestment and rebuilding of housing units lost after the 2020 fires. Tacoma and Spokane, the largest peer cities, have seen more middle-housing permits. Overall permitting trends for rental housing align with total permitting patterns.

These trends are indicative of a weak construction sector, as high construction costs including land, labor, and materials, along with high borrowing costs stymie development. There is no indication that stymied construction correlates with renter protections in Eugene.

### Figure 11. Estimated Rental Unit Permits in Eugene and Peer Cities, 2019-2024

Source: HUD SOCDs, 2019-2024, ACS PUMS 2023

Note: Because permit data is not disaggregated by tenure, EConorthwest applied the 2023 share of housing stock that is rental housing of each unit type (single-unit detached, middle housing, multi-unit) to the permit data to approximate the tenure of these units.



Many macroeconomic and land use factors affect construction of both homeownership and rental housing; construction rates in both markets are not keeping up with demand. Therefore, EConorthwest cannot draw a link between the renter protection policies and the fluctuation in permits for rental housing.

## Rental Unit Consolidation

### POTENTIAL IMPACTS OF RENTER PROTECTION POLICIES ON RENTAL UNIT CONSOLIDATION

The hypothesis under consideration is whether the renter protection policies are encouraging smaller landlords to sell their properties, resulting in consolidation of the rental housing stock into fewer, larger owners.

## Data Context

ECONorthwest analyzed a subset of residential property sale records pulled from the Regional Land Information Database by City of Eugene staff to identify transaction trends in the single-unit detached rental market. Data were property sale records between 2022 and 2025 and included records for 10,690 individual property sales (3,483 had complete data for the purposes of this analysis). The data included information on the purchaser or seller of homes in Eugene, as well as information about the presence of accessory dwelling units (ADUs), subdivisions, and non-market rate transactions.

ECONorthwest filtered the data to ensure that it had complete information and to ensure that common types of sales transactions did not appear as a “multiple property sale” by the same entity. These common sales transaction types that are not indicative of consolidation included: a) the sale of an ADU and a home, b) subdivisions from developers or contractors, and c) non-market rate sales (less than \$100,000), that are likely property transfers between entities.

## Findings

After filtering the data, ECONorthwest identified 158 sale records in which the seller appears more than once and 102 sale records in which the purchaser appears more than once between 2022 and 2025. The presence of repeat buyers and sellers conducting multiple transactions in Eugene may indicate some degree of consolidation toward fewer, larger property owners in the single-unit detached rental stock over the study period. There are important caveats to consider:

- Multi-property owners who only sold one property over this span of time, but may have had other transactions before 2022, would not appear in these findings.
- Multi-property owners often use separate LLCs for each property, making them appear as single-property owners. This obscures ownership and complicates this type of analysis.

Consolidation in the market from many, smaller-scale, self-managed owners toward fewer, larger-scale, professionally managed owners could have implications for Eugene’s rental market, including renter experiences and the likelihood of eviction proceedings.

According to the 2024 landlord Rental Experience survey, the majority of Eugene’s rentals are managed by professional property managers: 74% of all units surveyed have professional property managers, with an average portfolio of 245 units, whereas 26% of all units surveyed are managed by the property owner, with an average portfolio of six units. Professional property managers issued far more “for cause” termination of tenancy notices that went to eviction court in 2022 and 2023 than

property owners who manage their own properties: 120 for every 1,000 units compared to only four per 1,000 units.

The majority of survey respondents also discussed the concern of new regulations on their “financial, time and psychological burdens” of managing properties: 86% of professionally managed properties and 77% of property owners identified new regulations as a top concern; anecdotally, several small landlords have expressed intent to sell or convert their properties to short-term rentals.

While anecdotal evidence may exist, sales transactions data do not include the reasons for the sale, so ECONorthwest **cannot tie consolidation in the market to the renter protection policies directly; there are numerous factors that impact sales and rental housing ownership trends.**

## Limitations to This and Future Analysis

Analysis of historical tax lot parcel data (rather than just parcels that transacted as used in this study) could provide more insight into the scale of these transactions relative to the entire rental housing stock and whether any change that occurred in the natural rate of transactions correlates with the renter protections policies. This type of extensive analysis was outside the scope of this project and would not result in identifying causation anyway. Even with longitudinal data on all tax lot parcels, obfuscation of the true ownership of property would hinder efforts to accurately understand consolidation trends. It is possible to analyze CoStar data to identify anecdotal examples of transactions to institutional from smaller landlord and future Rental Experience surveys will track trends and changes to rental property owner characteristics, holdings and management, and key areas in which owners and property managers differ substantially. However, this survey data is not a complete inventory of all rental housing in Eugene and therefore would not provide a comprehensive picture of trends in the market.

## Conclusion

Due to the numerous data limitations from lagging data timeframes, lack of comparison data, and confounding factors that impact the rental housing market, we were unable to conduct a robust policy impact analysis study. While there are many factors influencing both the rate of evictions and the supply of rental housing stock, our analysis demonstrates that Eugene has seen an increase in evictions (in line with national and peer city trends), a slight reduction in the number of single-unit detached dwellings used as rentals (since 2016), and some rough evidence of consolidation in rental ownership.

## Considerations for Further Study

Too little time has passed since the renter protection policies went into effect to sufficiently measure their impact. In addition to the myriad impacts that influence renter household choices and housing market trends, two particular data timing challenges impact our ability to evaluate these impacts:

1. Publicly available data are lagged such that the most recent data are not capturing the post-policy market conditions.
2. Because data were not collected before the policies took effect, we lack a baseline or control group to rigorously assess changes attributable to the policies.

ECONorthwest recommends that the City of Eugene invest in a robust rental housing registration platform to better track rental housing inventory, ownership, and rental housing unit status over time, continue to collect data on Eugene evictions and, if possible, solicit city-level data for peer cities from the Evicted in Oregon project, instead of relying on adjusted county-level data. The characteristics of renter households in Eugene, the suburbs, and the rural areas of the county likely differ, including in ways that correlate with evictions, like race, ethnicity, and income given the extensive impact of structural racism.<sup>18</sup>

In addition, ECONorthwest recommends that the City identify longitudinal vintages of RLID for Lane County to better establish the baseline of rental property ownership and to highlight a longer period of rental property sales transactions. Better data could unlock more insight on consolidation and ownership trends, but it will not paint the full picture of reasons landlords sell their rental properties nor provide an understanding of the true ownership size and structure of landlords who use Limited Liability Corporations or other legal structures in their real estate portfolios.

The rental housing market is complex. Numerous factors beyond local renter protections impact the market. Given the complexity, data challenges and limitations, analyses can highlight important trends, but cannot establish causal links between Eugene's renter protections and changes in the rental market.

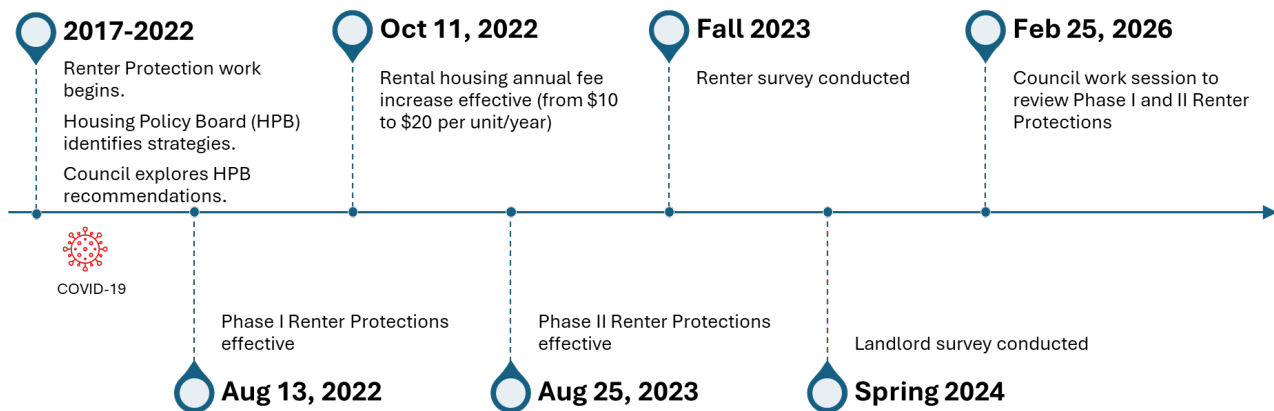
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<sup>18</sup> <https://evictionresearch.net/oregon/>

## Implementation Analysis (City Staff)

This section summarizes the implementation of Phase I and II Renter Protections, including legal challenges, support services, education and outreach, enforcement, expansion of rental housing data collection and management, and completion of administrative orders associated with the new ordinances.

Figure 82: Renter Protection timeline



### Phase I and II Renter Protections

|                 |                                                      |                                                                                                                                                                            |
|-----------------|------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>PHASE I</b>  | 1. Support services                                  | <i>Phase I Effective August 13, 2022:</i><br>Council passed <a href="#">Ordinance 20670</a> on July 11, 2022.<br><br>Admin order effective September 2, 2022               |
|                 | 2. Move-in/out documentation                         |                                                                                                                                                                            |
|                 | 3. Rental history reference                          |                                                                                                                                                                            |
|                 | 4. Tenant education information                      |                                                                                                                                                                            |
|                 | 5. Maximum applicant screening charge                |                                                                                                                                                                            |
| <b>PHASE II</b> | 6. Limit deposits                                    | <i>Phase II Effective August 25, 2023:</i><br>Council passed <a href="#">Ordinance 20694</a> on July 23, 2023.<br><br><a href="#">Admin order</a> effective April 17, 2024 |
|                 | 7. Process applications in the order received        |                                                                                                                                                                            |
|                 | 8. Relocation Assistance under certain circumstances |                                                                                                                                                                            |
|                 | 9. Termination of tenancy and eviction reporting     |                                                                                                                                                                            |

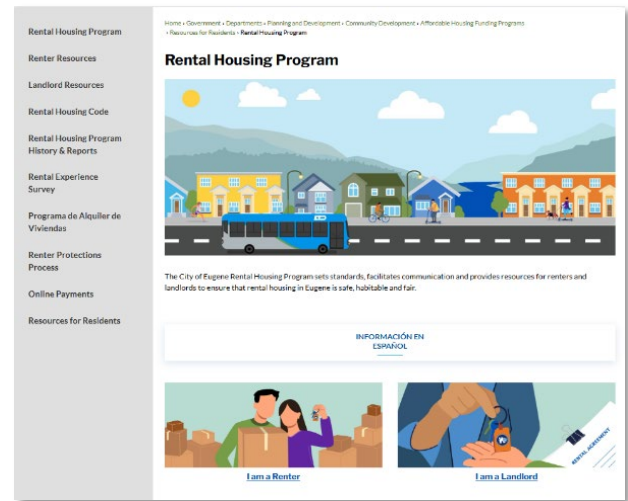
## Communications

Throughout the renter protections process, staff provided regular communications about code changes and updates to the Rental Housing Program to renters, landlords, community partners, and other interested parties through various channels including email, mail, the City website, social media, print media, presentations, and tabling at local events.

## Legal Challenges

In November 2022, a lawsuit was filed with Lane County Circuit Court challenging the screening charge cap (Thorin v. City of Eugene). On January 31, 2023, the Circuit Court determined that the City was preempted by state law from imposing or enforcing a \$10 cap on applicant screening charges. The City appealed the Circuit Court's decision in August 2023 and the Court of Appeals reversed the Circuit Court decision. The Oregon Supreme Court denied the plaintiffs' November 2024 appeal on February 20, 2025. Ultimately the Court of Appeals' decision stands - the City's [Maximum Applicant Screening Charge](#) rule is not preempted by state law. On March 10, 2025, staff began enforcing the rule. Staff disseminated information swiftly and broadly on implementation of the rule.

Figure 13: Image of Rental Housing Program website [eugenerentalprogram.org](http://eugenerentalprogram.org)



## Support Services

Support services include a rental housing analyst, program materials, a free tenant hotline, education and outreach. These services have proven to be an essential component to helping renters and landlords understand their rights and responsibilities, navigate resources, and comply with the new renter protections.

### RENTAL HOUSING ANALYST

The Community Development division filled the Rental Housing Analyst position in September 2022. The Rental Housing Analyst implemented the renter protections policies with coordination, development, and expertise. The position supports renters with information and resources, provides technical assistance to landlords, coordinates with local organizations to strengthen housing opportunities and resources, compiles and analyzes rental housing data and policies, and provides community education and outreach. This position is an essential support to the City's intergovernmental relations state legislative work related to landlord-tenant law.

### PROGRAM MATERIALS

- Staff created program materials for the adopted renter protection policies and rebranded and redesigned the [Rental Housing Program](#) website, adding renter and landlord specific pages, a

new suite of program materials, and a landing page for Spanish speakers. The website provides a centralized resource to access program information, register rentals, file complaints, download forms, find resources, and complete Phase II landlord reporting requirements.

- Staff worked with a local marketing firm to create a [digital toolkit](#) including a series of accessible educational videos in English and Spanish about key components of renter protections and the Rental Housing Program.

## TENANT HOTLINE

The Rental Housing Program supported a free tenant hotline in FY24 and FY25, and continues support in FY26.<sup>19</sup> The hotline is currently provided by Springfield-Eugene Tenant Association (SETA). Through the hotline, Eugene renters access one-on-one support for questions related to rights and responsibilities, fair housing, landlord-tenant law, finding housing, financial assistance, and information on Eugene’s Rental Housing Code. The City receives quarterly reports on the volume and nature of the hotline calls. The reports provide information about the challenges tenants’ experience, areas of need, and inform the Rental Housing Program’s education and outreach efforts.

Figure 14: SETA Tenant Hotline – Eugene Calls FY24-FY25

| Fiscal Year | Total Eugene Calls | Top 5 most common call topics                                                                                                                                                                                              |
|-------------|--------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| FY25        | 1,257              | <ul style="list-style-type: none"> <li>• Habitability/repairs</li> <li>• Late rent/rent assistance</li> <li>• Termination notices/evictions</li> <li>• Housing/resource navigation</li> <li>• Rental agreements</li> </ul> |
| FY24        | 847*               |                                                                                                                                                                                                                            |

\*SETA’s temporary emergency closure in FY24 affected the volume of hotline calls.

## EDUCATION AND OUTREACH

Staff raised awareness of renter protections through a variety of engagement strategies including mailers, digital, in-person outreach, and collaboration with community partners.

- Between July 1, 2022 to June 30, 2025 (FY23-FY25) and beyond, staff focused efforts on reaching renters and landlords about renter protections by speaking on panels, conducting stakeholder engagement, presenting at community-based organizations, tabling at local events, and participating in monthly housing navigator meetings. Events included the University of Oregon’s Housing Fair, the Public Safety Forum for Spanish speakers, Homes for Good’s Community Night Out, SvDP’s Second Chance Renter Education, and more. Presence at these events reached hundreds of community members, and specifically targeted low-

<sup>19</sup> The City of Eugene financially supported the SETA tenant hotline from FY20-FY23 using one-time pandemic related federal funds provided by the CARES Act (CDBG-CV).

income renters, people with disabilities, families with children, college students, and Spanish speaking renters.

- Between fall 2022 and spring 2024, staff mailed Tenant Education Information to over 35,000 renter households and 2,500 landlords and property managers.

Figure 15: Outreach and education numbers for FY22-FY25



### STRENGTHENED OPPORTUNITIES FOR HOUSING ACCESS AND STABILITY

City partnerships and engagement with community-based organizations strengthened and expanded support for people with conviction histories, disabilities, and other people impacted by systemic barriers to accessing housing.

- Conducted 20 stakeholder engagement interviews with community-based organizations to identify barriers, solutions, and support for housing for people with conviction histories, disabilities, and other classes of people whose access to rental housing and stability are impacted by systemic barriers. The results of this engagement will be used to identify programmatic opportunities and inform policy recommendations, as applicable.
- Partnered with a local community-based organization, Restored Connections Peer Center (RCPC), and the Lane County Public Defender's office to support the expansion of criminal record set-aside clinics in 2025 for Eugene residents. The clinic provided free legal support, fingerprinting, fee assistance, peer support, and resources to people with conviction histories. Setting aside criminal records removes barriers to housing and positively impacts housing racial equity.<sup>20</sup>

<sup>20</sup> See Fernandez, M. (2025, April). *Barred from Housing: The Discriminatory Impacts of Criminal History Restrictions in Tenant Screening*. The Thurgood Marshall Institute at LDF. <https://tminstituteldf.org/criminal-background-checks-housing-barrier/>

Figure 16: Community partners at City-sponsored Set-Aside Clinic



*"We have families living in cars in the city of Eugene—[parents] who both work, who go to the local gyms to shower and get their children ready for school. And the reason they don't have a home is because of criminal history from seven years ago," Stephanie Cameron, Founder/ Executive Director Restored Connections Peer Center (Source: KLCC)*

Figure 17: Set-Aside Clinic numbers in 2025

| People served | Legal motions filed | Filing & fingerprint fees covered |
|---------------|---------------------|-----------------------------------|
| <b>184</b>    | 1,000+              | 130                               |

- Sponsored a free Trauma-Informed housing workshop in FY25 to equip housing professionals with tools to create supportive, trauma-informed, and healing centered environments that promote housing stability and support the health and wellbeing of residents, property managers, resident service providers, neighbors, and community members.<sup>21</sup>
  - 47 participants received certificates of completion
- Supported seven Fair Housing training courses in FY24 & FY25 focused on protected classes of people that experience high rates of housing discrimination and systemic barriers to accessing and maintaining stable housing, reaching a total of 327 participants:
  - Rapid Re-Housing Providers (61)
  - Tenants (17)
  - Board Members, Commissioners, and Elected Officials (7)
  - Landlords and Property Managers (100)
  - Affordable Housing Providers (95)
  - Disability Service Providers (34)
  - LGBTQIA+ Advocates (13)

## DATA COLLECTION AND MANAGEMENT

Staff expanded rental housing data collection and management to include:

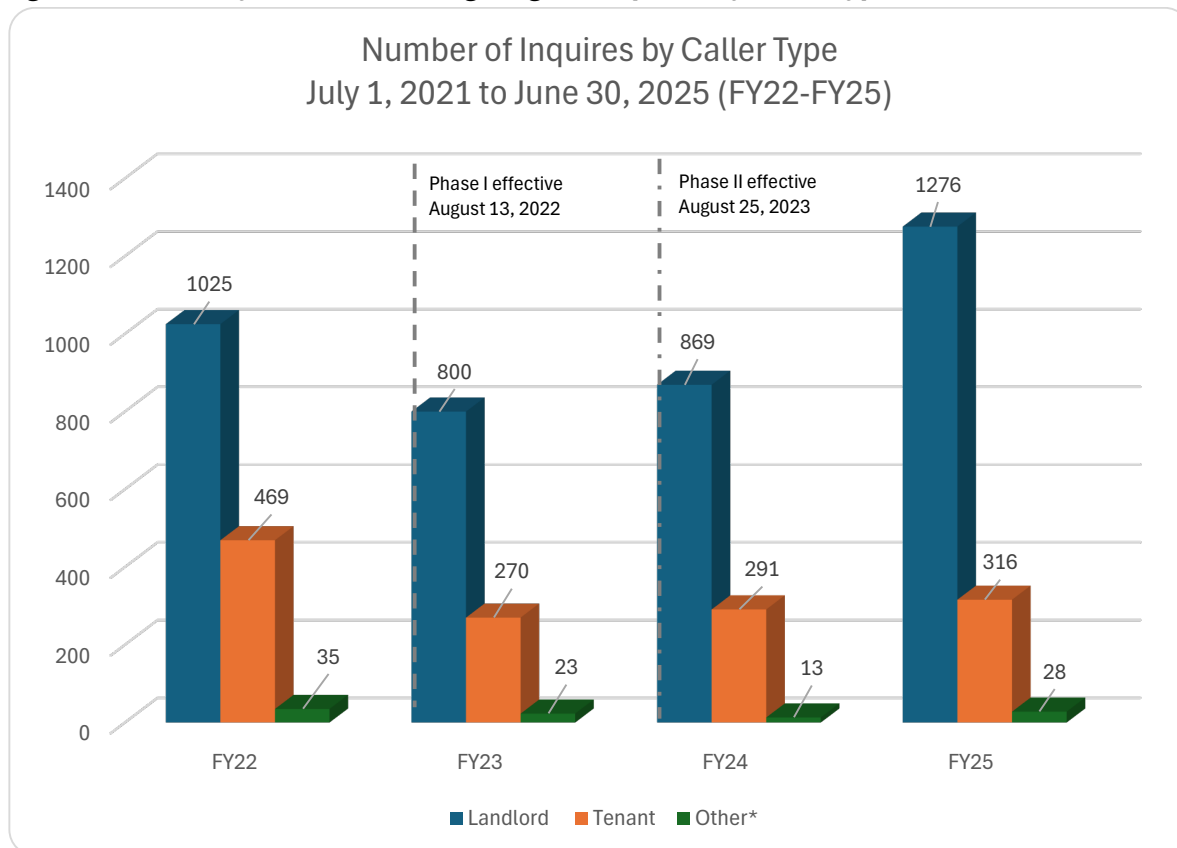
<sup>21</sup> "A trauma informed care approach can be applied to the housing industry by centering lived experiences of residents and using intentional design to create housing that is inclusive, safe, and non-triggering." (*Trauma-Informed Housing: A Deeper Dive into the Intersection of Trauma & Housing*. (n.d.) [https://traumainformedhousing.poah.org/sites/default/files/assets/A\\_Deepier\\_Dive\\_into\\_the\\_Intersection\\_of\\_Trauma\\_and\\_Housing.pdf](https://traumainformedhousing.poah.org/sites/default/files/assets/A_Deepier_Dive_into_the_Intersection_of_Trauma_and_Housing.pdf))

- Rental housing market data: number of units, rents, vacancy rates, renter household income, and cost-burdens. Rental Housing data highlights were provided to Council with results from the rental experience survey in July 2025.
- The City's [rental experience survey](#) conducted in fall of 2023 (renters) and spring of 2024 (landlords) collected data on renter and landlord demographics, property management practices, rental housing characteristics, challenging experiences, concerns, future housing plans, and rental property conversions and sales. Follow-up surveys to track changes over time will be administered approximately every three years.
- Termination of tenancy and eviction filings.
- Relocation assistance exemptions and payment tracking.
- Tenant and landlord inquiries related to renter protections.
- Tenant hotline calls by topic and caller demographics.

Staff will continue to identify data that can be used to inform and evaluate rental housing policies and assess the impact of renter protections, particularly for systemically excluded populations such as BIPOC, individuals with disabilities, LGBTQIA+ individuals, and families with children.

### **DIRECT SUPPORT**

Rental Housing Program staff respond to hundreds of inquiries annually. A primary goal of the Rental Housing Program is to facilitate communication between renters and landlords and help them resolve issues without necessitating the City's enforcement process or legal action. The charts below summarize who made inquiries about rental housing and the topics related to those inquiries between FY22-FY25. As shown in Figure 18, most inquiries to the Rental Housing Program are from landlords, with the highest count of landlord inquiries occurring in FY25, increasing 47% from FY24, after Phase II became effective. Tenant inquiries make up a minimal percentage of the total renter population in Eugene and inquiries decreased 42% between FY22 to FY23 when Phase I became effective (Figure 18). The decrease corresponds with broad distribution of tenant education information and increased capacity and awareness of the tenant hotline operated by SETA.

**Figure 18: Summary of Rental Housing Program Inquiries by Caller Type**

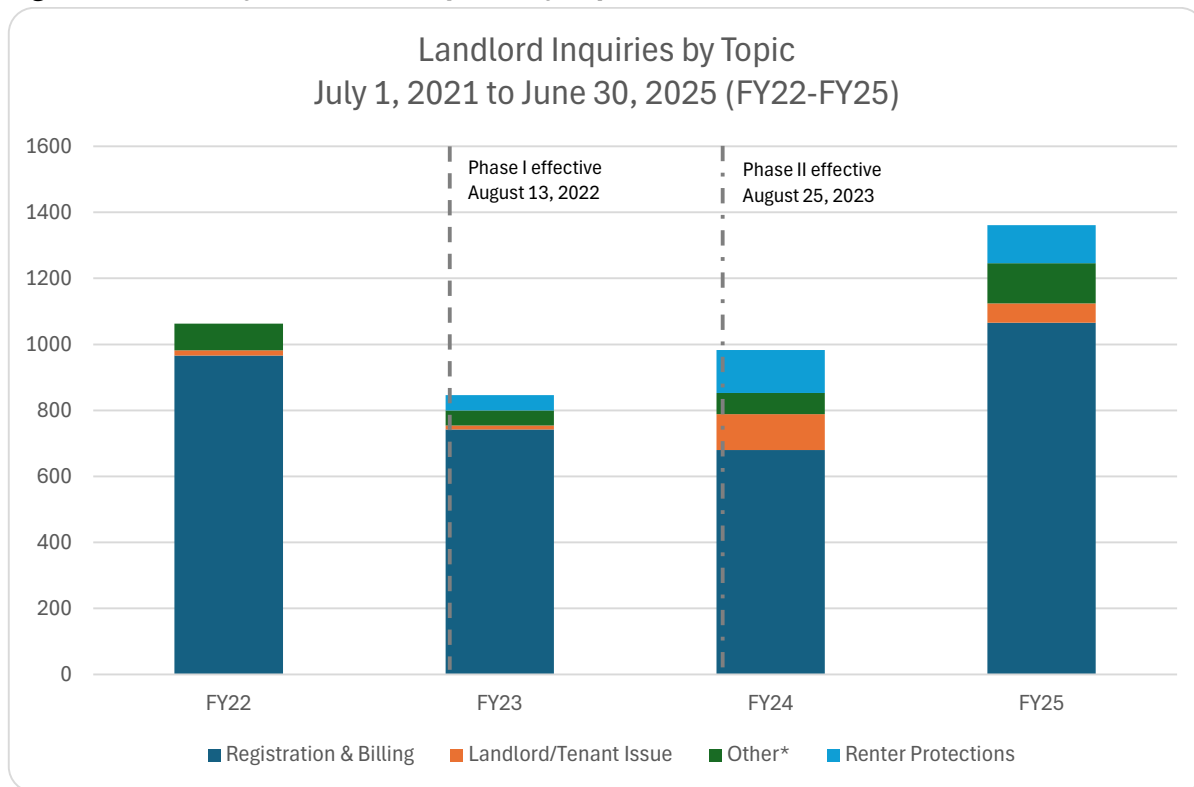
Source: City Data - PDD Call Log

\*Other includes outside agency staff, other jurisdictions, and media.

Figure 19 below, shows that most landlord inquiries (87%) are related to registration and billing, with call topics about renter protections and landlord-tenant issues increasing between FY23-FY25.<sup>22</sup> Between FY23 and FY25, landlord inquiries related to renter protections increased significantly, but still only accounted for 12% of landlord topics (Figure 19).<sup>23</sup> While renter protections are a small percentage of the total topics, they are often highly complex and time-intensive. The increase in landlord topics related renter protections and landlord/tenant issues corresponds with Phase II implementation and state legislative activity related to landlord-tenant law. It also indicates that landlords utilized Rental Housing Program support to learn about the new renter protections, seek technical assistance, and ensure compliance.

<sup>22</sup> "Landlord-tenant issue" is a category staff use to track inquiries related to state or federal law, not city code. In these cases, staff provide information or referrals but cannot enforce or give legal advice.

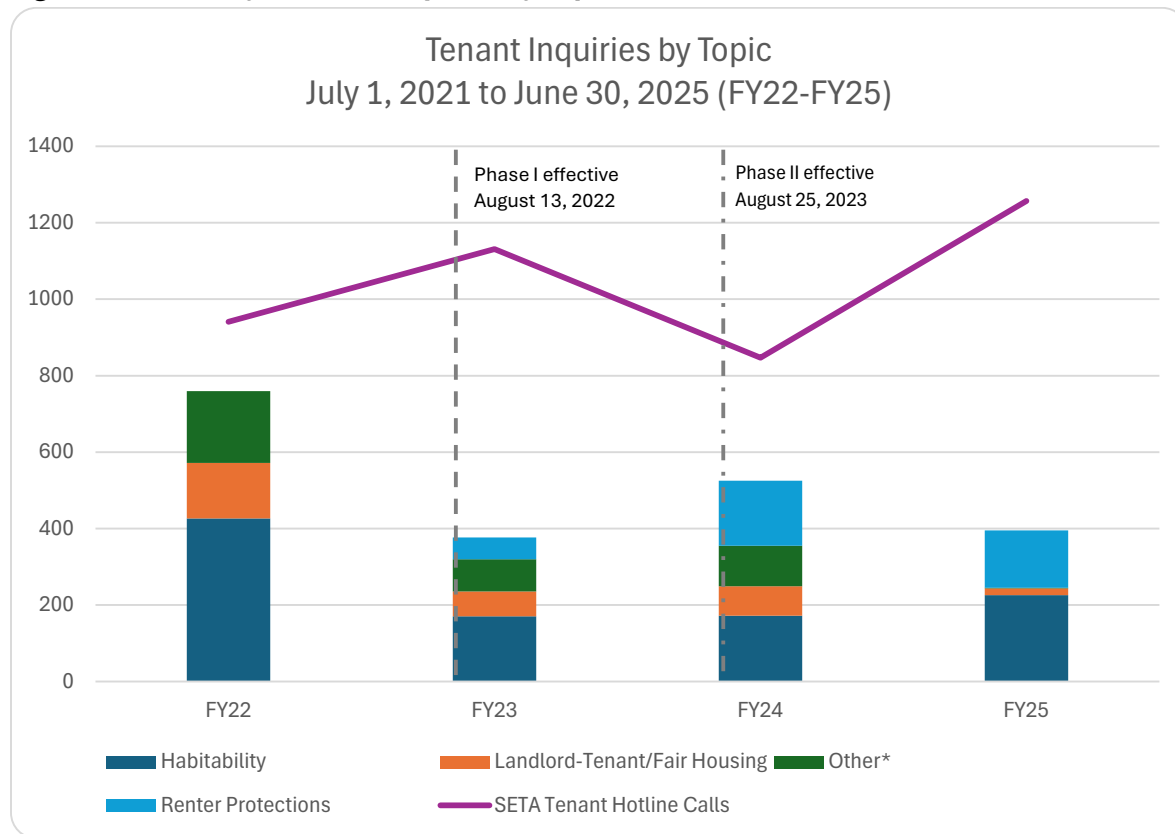
<sup>23</sup> The City tracks the number of distinct inquiries (calls, emails, walk-ins) and the topics related to those inquiries. For each inquiry, there may be multiple topics. For example, one inquiry could be related to registration & billing, landlord/tenant issue, and renter protections. In this case, three topics would be related to one inquiry.

**Figure 19: Summary of Landlord Inquiries by Topic**

Source: City Data - PDD Call Log

\*Other includes topics such as seeking legal assistance, fair housing, buying/selling rental properties, and a variety of questions/comments that fall outside of City Rental Housing Code or Landlord-Tenant law.

Figure 20 below shows that habitability is one of the most common tenant inquiry topics before and after renter protections Phases I and II became effective. The SETA tenant hotline reports align with City data, demonstrating that habitability is one of most common tenant concerns. After the passage of Phase I in FY23, tenants began inquiring about renter protections and made up 29% of total tenant inquiry topics between FY23 and FY25. Inquiries related to renter protections more than doubled after Phase II became effective: from 57 in FY23 to 170 in FY24. Phase II protections are more complex and require a broader and deeper understanding of state landlord-tenant law. Increased staff capacity to answer direct inquiries and support for a tenant hotline have proven essential to the success of the new renter protections, especially Phase II.

**Figure 20: Summary of Tenant Inquiries by Topic**

Source: City Data - PDD Call Log and SETA Hotline Reports

\*Other includes a range of topics from concerns about roommate issues, noise, odors, garbage, animal feces, utility bills, yard maintenance, drug use on the property, and other issues that fall outside of City Rental Housing Code or Landlord-Tenant law.

## ENFORCEMENT & CODE COMPLIANCE

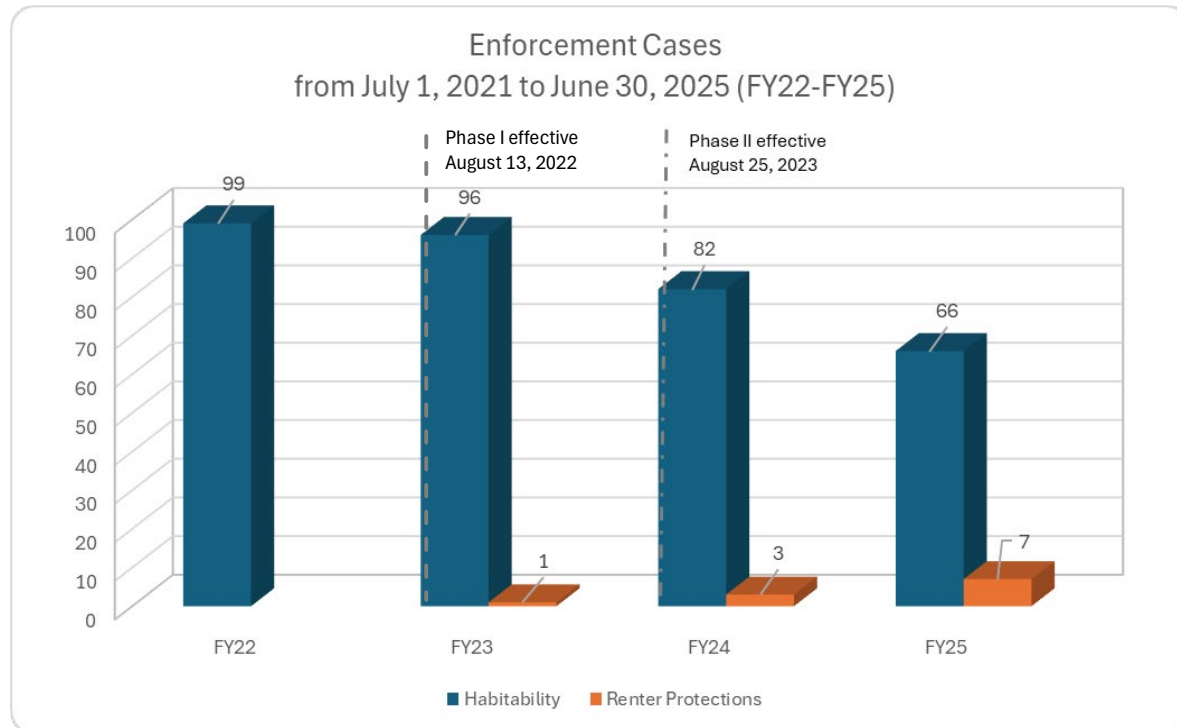
Through direct support, education, and outreach many rental housing issues are mitigated before they require enforcement or legal action. With an annual average of approximately 350 inquiries from tenants between FY22 and FY25, an annual average of just under 20% (64) resulted in formal complaints (see Figure 21 below). If a tenant contacts City staff about an issue covered by the Rental Housing Code, the complaint process ensures the tenant first notifies the landlord of concerns and then allows the landlord time to respond—10 days for most issues and 48 hours for essential services that may impact health and safety, or violations of renter protections that need a quick resolution<sup>24</sup>—before filing a formal complaint with the City.

In Figure 21 below, a summary of rental housing enforcement cases for FY22-FY25, we see most cases are for habitability, both before and after Phase I and II renter protections took effect. Just 11 renter protection enforcement cases were logged between FY23-FY25 and have increased year-over-year as

<sup>24</sup> Application processing, applicant screening fees, and security deposits.

protections were added. This low number of enforcement cases for renter protections is indicative of effective education and outreach and voluntary landlord compliance.

**Figure 21: Summary of Rental Housing Enforcement Cases**



## Administrative Orders

Two administrative rules provide clarity on the new renter protection code provisions. One administrative order increased the annual rental housing fee.

- **Effective September 2, 2022:** The City Manager adopted amendments to the Rental Housing Code Administrative Rule R-8.430 aligning the requirements of the Rule with the changes made to the Rental Housing Code by Phase I Ordinance 20670, providing clarity on documentation, references, tenant information, and enforcement.
- **Effective October 11, 2022:** The City Manager adopted Administrative Order 53-05-03-F increasing the Rental Housing Program annual fee from \$10 to \$20 to offset the costs associated with the enforcement of the new code provisions and with providing services to tenants and owners and managers of rental housing, including but not limited to: a rental housing navigator position, rental housing data collection, and support services. Staff will be making an adjustment to Rental Housing Fee, a combination of inflationary increase and rightsizing it now that we have experience with implementing renter protections.
- **Effective April 17, 2024:** The City Manager adopted amendments to the Rental Housing Code Administrative Rule R-8.430 aligning the requirements of the Rule with the changes made to the Rental Housing Code by Phase II Ordinance 20694, providing clarity on documentation,

security deposits, application processing, relocation assistance, termination of tenancy reporting, and enforcement.

## Opportunities for improvement

The rollout of any new policy or program requires that program staff evaluate progress, be responsive to feedback and insights revealed by data, and make necessary adjustments. This section highlights challenges in implementation, opportunities for improvement, and the plan for addressing these challenges.

### DATA COLLECTION

While staff have expanded rental housing data collection, the system needs further improvement. The City's existing billing system was created when the Rental Housing Program was first established in 2005. As technology has advanced since then, there is limited ability to build on the existing rental housing data infrastructure. This necessitated a search for a new platform to improve data collection and management. This is a priority for the current biennium. The renter protections team is also collaborating with other City divisions to find ways to leverage resources and identify ways to expand and improve rental housing data collection.

### STRENGTHENING OPPORTUNITIES FOR HOUSING ACCESS AND STABILITY

The program extended solutions and support for people with conviction histories, people living with disabilities, and other classes of people impacted by systemic barriers through education and outreach, strengthening partnerships with community-based organizations to remove barriers, and helping renters navigate community resources. However, income disparities, a lack of Affordable Housing, limited accessible housing, dwindling resources, and discrimination continue to disproportionately affect these populations in Eugene.

Staff will continue to explore potential policies and programs, work across City departments, and with community partners to reduce barriers for people with conviction histories, disabilities, LGBTQIA+, BIPOC, and Veterans in rental housing.

## Ongoing Program Evaluation and Reporting

Staff will document program activities, collect qualitative and quantitative rental housing information, analyze and interpret the data and monitor the impact of the rental housing policies and efficiency of the program. Staff will report to Council every three years with a program update as required by code, make program adjustments, and bring the Council recommendations on potential policies or code adjustments (see below) to explore, as applicable.<sup>25</sup>

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<sup>25</sup> [Ordinance 20573](#) adopted on January 26, 2017. Section 5: The City Manager shall review the City's Rental Housing Code program and report to City Council every three years with the results of the review.

During the implementation and review process, staff identified minor code issues to which adjustments would clarify and align the code with prior Council direction. Staff also identified a potential policy clarification area on financial responsibility for maintaining habitability standards.

## MINOR CODE FIXES

The adjustments would address:

- 1) Additional security deposit code language in [EC 8.425\(15\)\(b\)](#) that refers to pets and conflicts with the definition of security deposit which explicitly states: “As used in the City Rental Housing Code, **a pet deposit is not considered a security deposit.**” ([EC 8.415](#)).
- 2) Improve enforcement remedy timing for the maximum applicant screening charge in [EC 8.430\(5\)\(a\)\(5\)](#), which does not provide an accelerated timeline for remedying a violation of the screening fee cap. In the context of applying for rental housing, especially in a market with such a low vacancy rate, waiting 10 days for enforcement remedy is not aligned with the quick turn-around time Council intended. The existing code has a 48-hour deadline for remedying issues with essential services, security deposit limits, and applications processed in order received that could be applied to applicant screening charge enforcement.
- 3) Replace old and redundant language that defines Affordable Housing for the purposes of the rental housing fee exemption in [EC 8.440\(3\)](#). The existing code has a defined term that was added with Phase II that the fee exemption could refer to. This would simplify and better align; and
- 4) The lack of clarity of what “vacation dwelling” means for the purposes of exclusion from the applicability of the rental housing code. Using the same definition from the Short-term rental [Ordinance 20638](#) would align the code definitions and add clarity for people seeking to understand if the rental housing code applies to their property.
- 5) Responsibility for Maintaining Habitability Standards. The Eugene Rental Housing Code requires that rental dwellings meet certain habitability standards but does not explicitly stipulate the party responsible for maintaining the habitability of rental housing. State law provides that landlords are responsible for maintaining habitability at all times during tenancy (ORS 90.320). Proposed changes would add language to EC 8.425(1) -(10) clarifying that it is the landlord’s responsibility to maintain the habitability standards required by those code sections.

## Appendices

### Appendix A. Small-Scale Rentals as a Share of Stock (ECOnorthwest)

The City of Eugene sought to evaluate whether the renter protection policies could be impacting the housing market by encouraging smaller-scale landlords<sup>26</sup> to sell their small-scale rental<sup>27</sup> properties, thereby reducing the rental housing supply. However, publicly available data are only available as of 2023; one set of policies went into effect in 2022 and the second set of policies went into effect in 2023, meaning there is insufficient time since the policies went into effect to study their impacts.

Data from 2016, 2019, and 2023 U.S. Census Bureau's American Community Survey (ACS) 5-year estimates demonstrate that changes in the types and quantities of small-scale rental units, both nominally and as a share of stock, were already happening in Eugene's rental market.

As shown in Figure 22, the small-scale rental market has changed in the last 10 years. The number of single-unit detached rentals declined 8.4% from 9,065 in 2016 to 8,301 in 2023 while the number of single-unit attached (e.g. townhouses/rowhouses) rentals increased 30% (from 2,870 to 3,668) and the number of duplexes, triplexes, and quadplexes increased 22.6% (from 5,866 to 7,197).

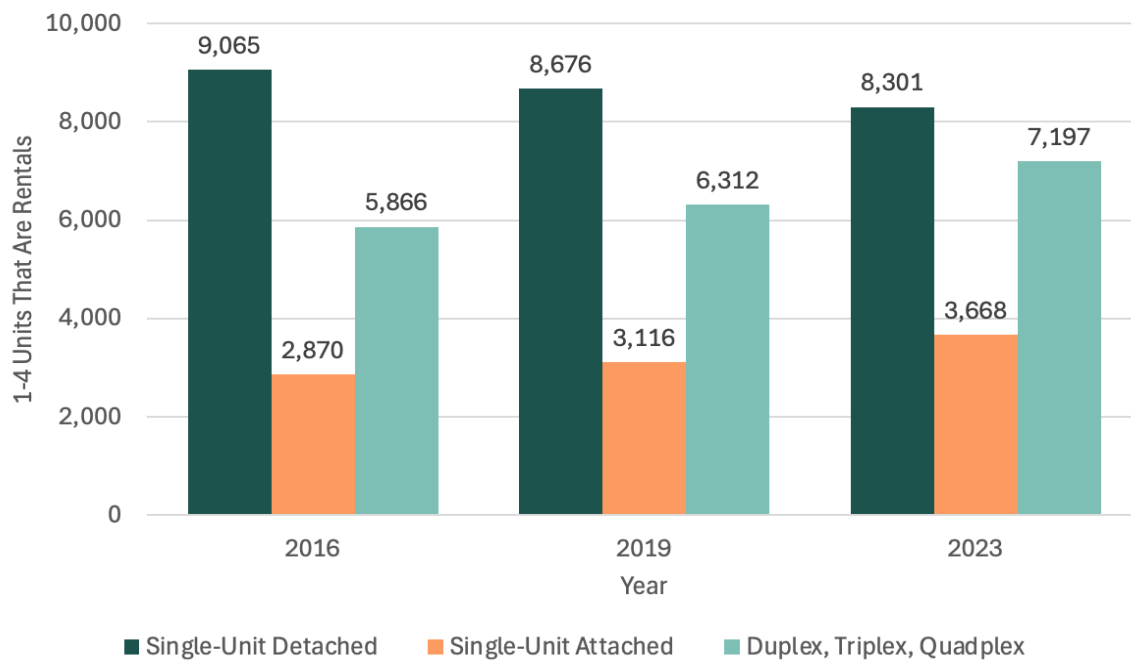
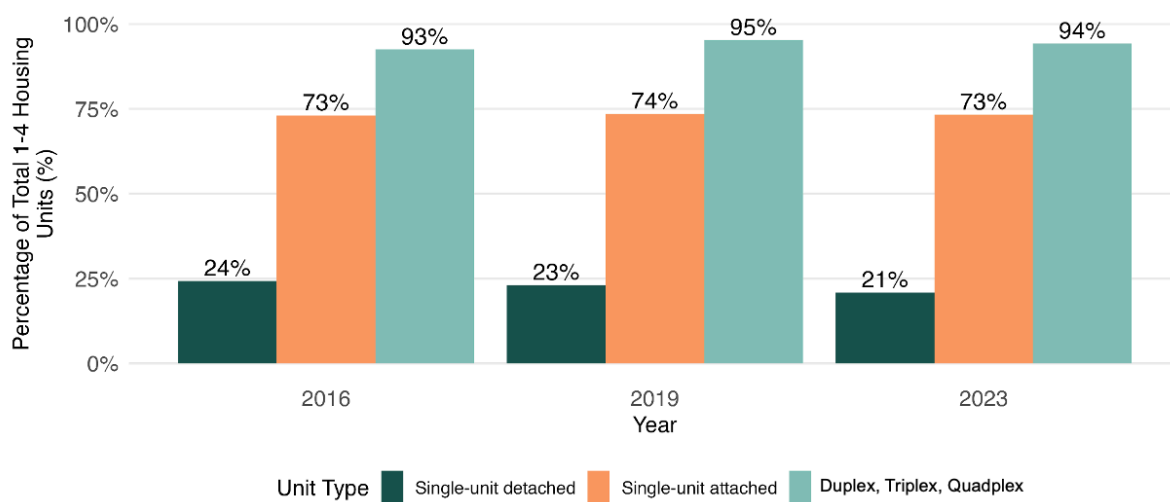
Figure 23 shows that, in addition to declining nominally, single-unit detached rentals shrank compared to single detached ownership units. In 2016, rentals accounted for 24% of all single-detached units, but by the end of 2023 the share dropped to 21%. This shift did not occur for the other two types of small-scale rentals evaluated: the share of single-unit attached rentals has held steady at 73-74% of all single unit attached homes and the share of duplexes, triplexes and quadplexes used as rentals has held steady between 93% and 95% of all duplexes, triplexes and quadplexes.

This suggests that either single-unit detached units were converted into homeownership units or short-term rentals, divided into duplexes or triplexes and quadplexes, or demolished and rebuilt into multi-unit housing between 2016 and 2023. Without a more nuanced examination of demolition and construction projects and reliable short-term rental data in Eugene, we are unable to determine which of these explanations is most likely.

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<sup>26</sup> For the purposes of this analysis, "small-scale landlords" are those who own six or fewer rental properties.

<sup>27</sup> Defined as rental properties with 1-4 units, including single-unit detached/attached, duplexes, triplexes, and fourplexes.

**Figure 22. Small-Scale Rental Housing Stock by Type of Units in Eugene, 2016-2023***Source: Census ACS 2023 5-year survey estimates***Figure 23. Share of Small-Scale Unit Types Used as Rentals in Eugene, 2016-2023***Source: 2016, 2019, and 2023 ACS 5-year survey data*

## Appendix B. Housing and Population Characteristics (ECONorthwest)

This section includes demographic, population, and household characteristics. ECONorthwest used the 2023 American Community Survey (ACS) Data from the Census Bureau to provide this contextual information. To account for the way data is skewed in cities with large universities, ECONorthwest focused primarily on the adult (age 18+) non-student population, defined as individuals who are not enrolled in public nor private school and are not attending undergraduate, graduate or professional school beyond a bachelor's program. Eugene's student demographic characteristics are summarized in the box below. All other data points are adult (18+) non-student population unless otherwise stated.

Notes about gender, race, and ethnicity data: Data from the U.S. Census is the most comprehensive data available for these topics, but it should be recognized that this data does not include people that do not feel comfortable responding or identifying with the specific census categories. Broad race and ethnicity categories like "Asian" can paint a picture of a people with heritage from more than 20 different countries and can give a false impression of the diverse realities within a category. This is additionally compounded when data about historically excluded racial groups is summarized together. For example, when income data is provided for BIPOC rather than providing the data for each racial group individually. Grouping smaller populations together is often a necessity when working in smaller or less diverse geographies to avoid high margins of error within the Census data itself; but it obscures important variation among and across these populations. Additionally, the ACS currently collects information about a respondent's sex via a single question that offers only two options: "male" or "female" and therefore does not accurately represent gender diversity.

### Eugene's Adult Student Households

- Percent of total population: 8%
- Sex: 41% Male, 58% Female
- Average household size: 2.4 people
- Average household income (renters and homeowners): \$40,051
- Rate of regular cost burdening: 23%
- Rate of severe cost burdening: 45%
- Adult students accounted for eight percent of the total population in Eugene and Corvallis, larger than Spokane and Tacoma (four percent), and Medford (three percent).

**Population Summary Statistics (from 2023 and adult (18+) non-student population unless otherwise stated) Eugene and Peer Cities**

- Eugene's total population (177,520) is larger than Corvallis (60,424), which houses Oregon State University. It is smaller than Spokane (229,228) and Tacoma (220,482), which also have universities.
- Eugene's average annual population growth rate slowed from 2000 to 2010 and then increased faster from 2010 to 2020, and it had the second highest average annual growth rate of all peers in 2020.
- Medford had the fastest population growth rate increases – it had the lowest average annual growth rate in 2000 (it was negative, as the population was declining), but reached the highest average annual growth rate of all peer cities by 2020.
- Eugene's median age of 40 is similar to its peers: Medford (40), Corvallis (41), Spokane (39) and Tacoma (37).
- Eugene's age distribution does not vary significantly from its peers.
- Eugene's population is primarily non-Hispanic white, followed by Hispanics of any race, and people who identify as non-Hispanic of multiple races. The race and ethnic composition does not vary significantly from its peers, except for Tacoma, which has fewer people who identify as non-Hispanic white, roughly an equal share of people who identify as Hispanic of any race, and more people who identify as non-Hispanic Black, non-Hispanic Asian, and non-Hispanic of two or more races.

**Household Summary Statistics (from 2023 and adult (18+) non-student population unless otherwise stated)**

- Eugene's median household income was \$46,693 in 2023, close to Spokane (\$47,305) and lower than Corvallis (\$48,316), Medford (\$50,975), and Tacoma (\$65,769). This does not take into account cost of living.
- Eugene's household income distribution was similar to its peer cities, with all having roughly 18%-21% of households earning 0-50% of AMI (extremely and very low-income), 27%-30% of households earning between 50% and 80% of AMI (low income), and 49-55% of households earning more than 80% of AMI.
- Eugene's sex distribution is roughly 50% (male/female), like its peers and nationally.
- Eugene's homeownership rate is roughly 56%, which is lower than most peers (Medford's is 60%, Spokane's is 62%, Tacoma's is 63% and Corvallis' is 67%), meaning Eugene has a higher renter population than its peers.

**Renter Household Characteristics (from 2023 and adult (18+) non-student population unless otherwise stated)**

- Eugene and Spokane have the highest share of renter, non-family households (58%) compared to 54% in Corvallis, 52% in Tacoma, and 48% in Medford.

- In Eugene 16% of renter households are single-parents, with 12% of renter households headed by females and 4% headed by males. This is on par with Medford and Tacoma (both 17% single-parents and 12% female headed, respectively), similar to Spokane's 15% single-parents and 11% female headed shares, and higher than Corvallis, where 12% of renter households are single-parents, and 8% are headed by females.
- Eugene's median age for renter households (41) is slightly older than for the total population (median age 40). Tacoma's median renter household age is also 41 (four years older than the median population age), while Medford's median renter household age is 45 (+5 years), and Spokane's is 44 (+5 years). Corvallis is the only peer city with a lower renter household median age (39 vs 41). These trends are reflected in the age distributions of the renter household population.
- The racial and ethnic composition of Eugene's renter households does not meaningfully differ from its total population. It has slightly more non-Hispanic whites and fewer non-Hispanic Asian renter households. The distribution of peer cities is also similar.
- Eugene's renter household income distribution shows a relatively high share (37%) earning less than 50% of the AMI (extremely and very low-income). Another 22% of Eugene renters earn between 50% and 80% of the AMI. Eugene also has one of the highest proportions (21%) earning more than 120% of AMI among the peer cities.
- Eugene's ratio of males to females is similar across renter (54% female) and homeowner households (53% female). Other peer cities have slightly different ratios, and differences between renter households and homeowner households. The largest imbalance is in Medford, which has 61% female headed renter households and 48% female headed homeowner households. Corvallis and Spokane have about a five percentage point difference in distributions, with more female headed renter households and fewer female headed homeowner households.
- About 50% of renter households in Eugene are cost-burdened, paying more than 30% of their gross income on housing costs. This is similar to rates in Corvallis (49%), and Spokane (48%), slightly higher than Tacoma (46%) and slightly below rates of cost burdening in Medford (51%). These estimates use the PUMA geographies to approximate cities.
- Eugene's rent burden trends across income levels are consistent with peer cities. Among households earning less than or equal to 30% of AMI, nearly 80% of renter households are cost burdened, with most (69%) experiencing severe cost burden, paying more than half of their gross income on housing costs. Among households earning 50–80% and 80–100% AMI, 47% and 29% are cost burdened, respectively; severe burdening decreases as income rises. These trends speak to the lack of affordable housing options for households with the lowest incomes in Eugene.
- Renter households identifying as Black, Indigenous, or people of color (BIPOC) of all incomes see slightly higher rates of cost burdening than non-Hispanic white households in Eugene and all peer cities, except for Tacoma where white households have a cost burdening rate of one

percentage point higher. In Eugene, 51% of non-Hispanic white renter households experiencing cost burdening compared to 52% of BIPOC households.

- Medford has the highest rate of BIPOC renter households experiencing cost burdening, at 57% which is six percentage points higher than non-Hispanic white renter households. Corvallis sees 54% BIPOC renter cost burdening, seven percentage points higher than non-Hispanic white renter households, and Spokane sees 50% BIPOC renter cost burdening, roughly three percentage points higher than non-Hispanic white renter households.
- In Eugene, the split between BIPOC and white households with severe cost burden is nearly equal as well (for renter households of all incomes). For BIPOC renter households of all incomes, 27% are severely cost burdened, compared to 26% of non-Hispanic White renter households of all incomes.
- Greater variation exists when considering income level in conjunction with cost burdening. In Eugene, 74% of renter households identifying as BIPOC and earning less than or equal to 30% AMI experienced severe cost burden, compared to 67% of non-Hispanic white households.

**Additional Housing Market Characteristics (adult (18+) non-student population unless otherwise stated)**

- Relative to its median income, Eugene's rental housing market is more expensive than its peers. In 2024, Eugene's average asking rent for a 1-bedroom unit was just over 25% of AMI, compared to peers ranging from roughly 17% (Corvallis) to 23% (Medford) of their AMIs.  
**Measured this way, Eugene has been the more expensive rental market relative to its peers since about 2017.** Eugene's relative affordability on this metric has improved since it peaked at 30% of AMI in 2021 and declined to 25% of AMI in 2024; most peers saw their relative affordability improve since then, too. This analysis uses both HUD income levels and CoStar rental data. Eugene's average asking rents for 1- and 2-bedroom units were higher than peer cities except for Tacoma: Eugene's was \$1,362 (1BR) and \$1,641 (2BR) in 2024, compared to \$1,150 and \$1,606 in Corvallis; \$1,175 and \$1,355 in Medford; \$1,172 and \$1,396 in Spokane; and \$1,403 and \$1,732 in Tacoma (CoStar).
- Average asking rents for 1-bedroom units in Eugene increased 18% in Eugene between 2020 and 2024, compared to 19% in Corvallis, 14% in Medford, 17% in Spokane, and 13% in Tacoma (CoStar).
- Average asking rents for 2-bedroom units in Eugene increased 19% in Eugene between 2020 and 2024, compared to 19% in Corvallis, 14% in Medford, 17% in Spokane, and 14% in Tacoma (CoStar).
- The same trends hold for average asking rents for 2-bedroom units, which are at about 27% for Eugene, and 20-24% for peer cities. Eugene's average asking 2-bedroom rent peaked at roughly 31% in 2021.
- In Eugene, 73% of renter households earning 0-30% of AMI are not properly matched to a unit that is priced in the 0-30% AMI range. A high share of renters in this income range are cost

burdened, or renting a unit that would be affordable to a household earning more money (affordability determined by paying less than 30% of income on housing).

- In Eugene, 68% of renter households earning 30-50% of the AMI income level are not properly matched in a unit priced in the 30-50% range. Of the unmatched households in this income level, 82% are renter burdened in higher cost units and the rest (17%) are "renting down" and occupying a unit affordable to a household earning 0-30% AMI.
- In Eugene, 46% of renter households earning in the 50-80% AMI range are not properly matched with an appropriately priced unit. Of these unmatched households, roughly 30% are cost burdened and 70% are "renting down" and occupying units affordable to renters in lower income brackets.

## Appendix C. Technical Methods and Data Sources (ECONorthwest)

**Eviction data** are county-level judicial data compiled by Evicted in Oregon, Eviction Lab, and Eviction Research Network. Oregon county eviction data for 2016 to 2018 are annual filing counts from the Eviction Lab, 2019 is a sum of monthly eviction filing counts from the Eviction Research Network, and 2020 to 2024 evictions are annual filing counts from Evicted in Oregon. All eviction filing data for counties in Washington state come from the Eviction Research Network.

**Demographic and housing market data** used in this evaluation are drawn from U.S. Census Bureau's American Community Survey (ACS) 1 and 5-year estimates, as well as ACS 5-year Public Use Microdata Sample (PUMS). Corvallis is not included in ACS 1-year estimates due to its population size. Accordingly, 5-year estimates were used as the primary data source. In cases where 1-year estimates were deemed more appropriate for the analysis, Corvallis was omitted from the comparison. ACS data is available for a range of geographies, e.g. jurisdictional and state geographies. However, because ACS estimates are pre-tabulated there are limitations to the granularity of analysis that can be done with the data. To supplement, PUMS data can be used to calculate shares of cross-tabulated data, but the areas represented in the data are not at the city-level.

**Housing permit data** comes from the HUD State of the Cities Data Systems (SOCDS) dataset through 2024.

**Home sales data** comes from the Regional Land Information Database (RLID) through 2025.

**Relocation assistance data** were provided by the City of Eugene based on information it collects from landlords.

## Geographies Used

To compare across data sources and peer cities, ECONorthwest normalized across several different geographies. This included disaggregating county level data to reflect cities, reaggregating census geographies that had split over time due to population changes, and using shares of totals rather than nominal totals for more accurate comparisons.

The PUMS dataset uses geographies called Public Use Microdata Areas (PUMAs) that contain approximately 100,000 people.<sup>28</sup> As population changes over time, PUMA boundaries are re-evaluated at the end of each Census decennial and are often revised. To account for changes in PUMA boundaries over the years, we use a combination of PUMAs from 2020 that best represent the area covered by 2010 PUMAs.

We also relied on county level data for some analyses. We used a combination of data at both the jurisdiction and county level from ACS and cross-tabulated data at the PUMA level from PUMS to

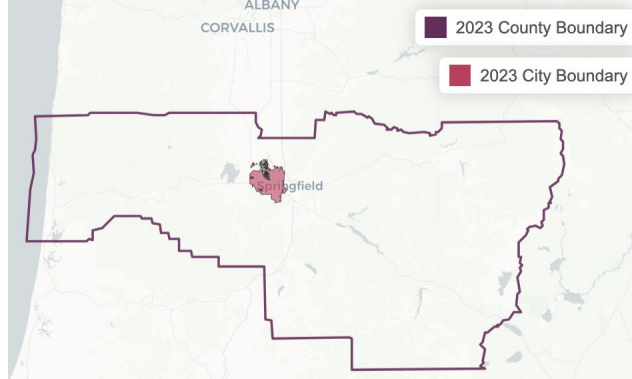
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<sup>28</sup> <https://www.census.gov/programs-surveys/geography/guidance/geo-areas/pumas.html>

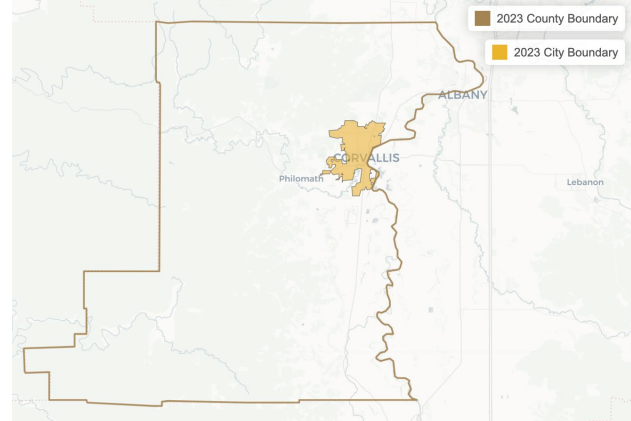
evaluate each city's approximate share (for eviction filing data). Figure 3 shows the county associated with each jurisdiction.

**Figure 24. Maps of 2023 Cities and Counties for Eugene and Peer Cities**

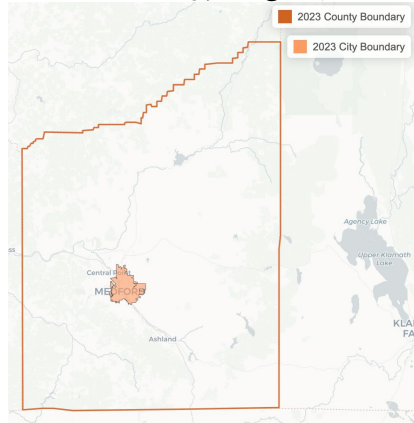
**Lane County, Oregon (Eugene)**



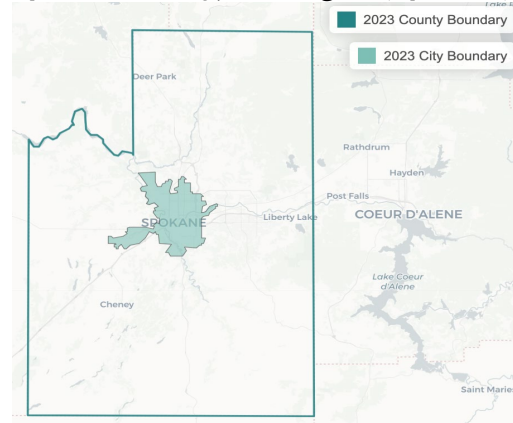
**Benton County, Oregon (Corvallis)**



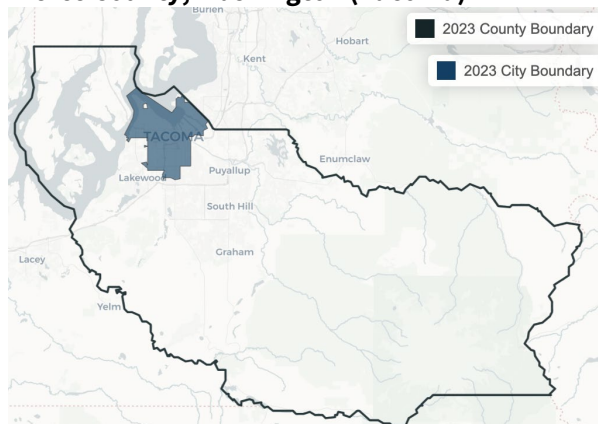
**Jackson County, Oregon (Medford)**



**Spokane County, Washington (Spokane)**



**Pierce County, Washington (Tacoma)**



## Appendix D. Testimonials from Community Organizations



September 08, 2025

Re: City of Eugene Renter Protections Dear

Members of the City Council,

The mission of the Fair Housing Council of Oregon (FHCO) is to end housing discrimination and ensure equal access to housing choice throughout the state of Oregon. FHCO works with the City of Eugene to provide Fair Housing education and enforcement when federal and state Fair Housing laws have been violated. Over half the contacts we receive on our renters' rights hotline are related to discrimination based on disability, while 15-20% are related to race, national origin, and familial status.

Within cases of discrimination, we find that housing providers may use certain practices that promote housing discrimination and displacement. The City of Eugene Renter Protections create accountability and frameworks for housing providers to deter discrimination. Of note:

- FHCO finds that among immigrants, refugees, and people living with disabilities, landlords may keep units in poor condition whereas they keep units in acceptable conditions for people not part of these protected classes. By requiring housing providers to distribute a Tenant Education Information Flyer, this creates accountability for a housing provider and education for a tenant about their rights, housing habitability standards as well as additional tenant protections. Creating more accountability around documentation of a unit's condition at time of move-in/move out, also promotes accountability around better unit condition and limits predatory property debt practices.
- Creating limits on security deposits helps deter housing providers from charging exorbitant move-in fees which are often used to deter people with rental barriers that may be caused by disabilities or other barriers related to a person's disability. Limiting move in costs creates better access to housing choice.
- Creating limits to application fees and requiring landlord to process applications in order received, eliminates the practice of prioritizing applications from non-marginalized groups.

- Reporting of terminations and evictions to the city and requiring relocation assistance also promote more significant protections for tenants that fall along protected class lines who may be less likely to stand up for their fair housing rights when being discriminated against.

FHCO appreciates its long-standing relationship with the city of Eugene and this city's efforts to create more protections and accountability for housing providers. Sincerely,



Shyle Ruder, Education and Outreach Director Fair  
Housing Council of Oregon [sruder@fhco.org](mailto:sruder@fhco.org)  
(503) 223 – 8197, ext 113



**HEAD START of LANE COUNTY**

221 B Street • Springfield OR 97477-4522

541-747-2425 • FAX: 541-747-6648 • <http://www.hsolc.org>

*"Ensuring that our youngest children have a solid foundation for life."*

October 13, 2025 Appreciation of Tenant Protections

My name is Chava Kronen. I have worked for Head Start of Lane County for 29 years as a family advocate and since 2023, I have been the Housing Outreach Specialist. Head Start of Lane County serves working class and low income families with children 0-5 years of age. We are a dual generation program, supporting the parents with their goals, strengths and needs as well as providing comprehensive pre-school education for the children.

We serve approximately 900 families. Ten to 15% of the families we serve experience homelessness, per McKinney Vento definition of homelessness. Over 80% of the families who rent are rent burdened, paying 40% or more of their gross income on rent.

The recently passed **Renter's Protections** have made a significant difference for many of the families, literally keeping a family housed and off the streets. (We are woefully short of shelter beds for families).

The most recent win for low income and working class families living in the crisis of poverty is **the cap on application fees**. As noted in the recent Rental Survey, families that have barriers to finding housing end up applying to multiple rentals and paying fees anywhere from \$30-75 for each member 18 and older. This is true for Head Start families. I spoke with one parent who says the application fees have been a barrier to applying for rent so she continues to live doubled up. Although screening fees are to be returned to the applicant if they are not used, I am unaware of how many landlords do this on a regular basis.

The **Tenant Education Form** is also very useful. I did attend a lease signing in Eugene and the form was presented by the Property Manager. I encourage my clients to read the document and to keep a log of all interactions and issues with the Property Management.

My job would be much more difficult without the **support of the Springfield Eugene Tenant Association's (SETA) tenant hotline** which also includes the Housing Navigator Meetings and Lane County Housing Navigator List Serve, both which SETA hosts. I direct my clients to call SETA on a regular basis to get up-to-date info on landlord/Tenant law and referrals to housing resources. Dozens of Housing Navigators attend the monthly meetings where we share information and trouble shoot and find solutions for difficult housing cases. The LC Housing Navigator List Serve has over 100 agencies represented and is also invaluable for Housing Navigators.

**SERVING CHILDREN AND FAMILIES IN LANE COUNTY**

EDUCATION • HEALTH SERVICES • SPECIAL SERVICES • FAMILY SERVICES

**HEAD START of LANE COUNTY**

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541-747-2425 • FAX: 541-747-6648 • <http://www.hsolc.org>

*"Ensuring that our youngest children have a solid foundation for life."*

In addition, the role of the **Rental Housing Analyst** has been a great support for me as well. I have directed clients to reach out to Amy directly. This serves two purposes:

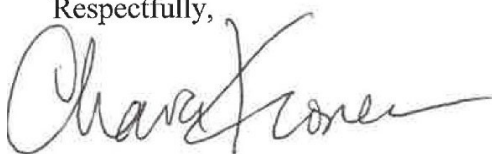
Tenants will get the most accurate responses to their questions and guidance and tenants learn to interact with their city government.

I provided testimony for **Relocation Assistance** at the Eugene City Council public comment meetings. The housing landscape has long changed since working a minimum wage job meant you could easily afford a place to rent. And it isn't going back any time soon. Owning housing, but not living in it, and renting it solely for profit must become a thing of the past. I have worked with several clients who were given Landlord reasons to vacate the property. The stress and chaos this creates for families is profound. Children cannot attend school, appointments of all kinds are more challenging to keep. Working class and low income families can barely make ends meet and the cost of moving into a new place, if you can find one that fits your needs, is overwhelming. One parent I worked with, single mom with three children, received such a notice (after a year and a half of harassment by the homeowner). In her case, the Property Management was well versed in the new law and she received her payment promptly which partially aided in securing new housing.

I commend the other protections which include **Move-in/out documentation, Security Deposit Limits** and the **fairness in the application process**.

I am proud of the work of the Eugene City Council in attempting to address the housing crisis with these protections.

Respectfully,

A handwritten signature in black ink, appearing to read 'Chava Kronen', written over a horizontal line.

Chava Kronen

Housing Outreach Specialist Head Start of Lane County

**SERVING CHILDREN AND FAMILIES IN LANE COUNTY**  
EDUCATION · HEALTH SERVICES SPECIAL SERVICES FAMILY SERVICES



**Oregon  
Law Center**

WORKING TOGETHER TO ACHIEVE JUSTICE FOR LOW INCOME OREGONIANS

Lane County Legal Aid Office 101  
E Broadway Ave., Suite 200  
Eugene, OR 97401 541-485-1017  
October 15, 2025

Rental Housing Program 99 W 10<sup>th</sup> Ave

Eugene, OR 97401

**Re: City of Eugene Renter Protections**

Members of the City Council,

On behalf of Oregon Law Center – Lane County Legal Aid, I am writing in support for the City of Eugene’s Rental Housing Program and the passage of recent protection measures for tenants living in Eugene.

Oregon Law Center – Lane County Legal Aid is a nonprofit organization that provides free civil services to low-income Lane County residents, including representing and advising low-income tenants in eviction proceedings and other landlord/tenant matters. To qualify as low-income our clients need to be at or below 125% of the Federal poverty guidelines. This equates to an income of \$40,188 per year for a family of four, far less than the Eugene median household income of over \$63,000.

Nearly all of our clients face housing insecurity and barriers to finding and maintaining secure housing.

The renter protections implemented by the city of Eugene help to mitigate some of the most difficult barriers for our clients finding housing. Specifically, the maximum applicant screening charge and the security deposit limit decrease financial barriers for our clients and their families to find sustainable housing.

Further, the city’s efforts to create and implement tenant education information, support services, and move-in/out documentation often help prevent legal disputes between tenants and landlords from arising in the first place by educating both tenants and landlords on their rights and responsibilities.

The protections addressing application processing, rental history reference, relocation assistance, and termination of tenancy and eviction reporting help our client community access and maintain stable housing. They ensure that landlords are following the law when considering tenant applicants and when terminating current tenants and help our clients find new housing when a lease is being terminated without cause within the first year.

Oregon Law Center – Lane County Legal Aid appreciates the work the City of Eugene is doing to help create more housing protections for our vulnerable clients and look forward to continued progress in implementing protections.

Sincerely,

Sean Foster  
Staff Attorney  
Oregon Law Center – Lane County Legal Aid



August 27, 2025  
Rental Housing Program  
99 W 10th Ave Eugene, OR  
Dear Rental Housing Program Team,

On behalf of Restored Connections Peer Center (RCPC), I am writing to express our strong support for the City of Eugene's Rental Housing Program and the recent renter protection measures.

RCPC is a peer-run recovery community center that serves individuals navigating substance use recovery, homelessness, and housing instability. Many of our community members face multiple barriers to securing safe and stable housing. Local renter protections are therefore not just policy changes—they are lifelines for individuals working hard to stabilize their lives and sustain recovery.

The renter protections adopted by the City provide essential safeguards for our community members. Protections such as **limits on excessive move-in costs, clear notice requirements, and stronger anti-retaliation provisions** directly impact individuals who are often vulnerable to exploitation or sudden displacement. For people in recovery, stability in housing is closely tied to stability in health and wellness. The ability to plan, budget, and trust that their rights are protected makes all the difference in whether someone can focus on recovery or is forced back into crisis.

These protections also help reduce the cycle of homelessness. In a housing market as challenging as Eugene's, our community sees daily how quickly someone can lose their footing without strong tenant safeguards. By ensuring more equitable rental practices, the City is creating conditions that prevent unnecessary displacement and ultimately support stronger, healthier neighborhoods.

We deeply appreciate the City's leadership in prioritizing renters and expanding the Rental Housing Program. RCPC stands in full support of these efforts and encourages the City to continue strengthening local protections to ensure all residents—especially those most at risk—have a fair chance at safe and stable housing.

Thank you for your commitment to equity and stability for Eugene renters, and for giving our community members the dignity of protection in the housing market.

Sincerely,

Stephanie Cameron  
Founder/Executive Director Restored Connections Peer Center 146 E12th Ave  
Eugene OR 97401  
541-363-3506 (Desk) 503-857-8494 (Cell)



September 20<sup>th</sup>, 2025

To whom it may concern,

The Springfield Eugene Tenant Association (SETA) is a non-profit, public service organization dedicated to renters' rights and interests. We provide free community resources, including our free Tenant Hotline, and we directly serve about 230 renter households. As the only service specifically dedicated for renters operating for free in Eugene, we have become a central voice and hub for all things renter - including their experiences, their perspective, and their challenges.

We share this because we want to highlight our professional expertise in renter experiences and we write today to endorse and support the Eugene Rental Housing program and the renter protections passed by council thus far.

A truth we must address is that Oregon, and specifically Eugene, are experiencing a housing crisis - with thousands of individuals right on the brink of homelessness. Another truth is that 1 / 3 tenants living in Eugene are severely rent burdened - spending more than 50% of their entire income on rent and rent alone. However, a more surreptitious and lesser known truth is that with the majority of Eugene's housing stock built in the 1950's, repairs, habitability, and liveability conditions are also extremely strained. Programs, like the Eugene Rental Housing code, are often the only watchdog to address the living conditions of tenants and ensure that bad actors in our communities are held accountable and to the same standards as everyone else.

This ensures that tenants can expect that when they move into a new home, or if they experience a significant habitability issue, they can have the same exact experience living in one unit as another - regardless of who owns and/or manages the unit. Additionally, the health risks associated with poorly maintained and repaired homes are clear and abundant.

The Renter protections passed both in Phase 1 and Phase 2 have been significantly successful. Even in the few years(or months) these rules have been in place, we have seen a significant shift in consumer protections in Eugene and an improvement in the daily lives of renters –

- With the application fee cap limit, which has only been enforced since March 2025, has reduced the confusion from tenants and also reduced the high cost of moving - transitioning the average tenant from paying anywhere from \$100 - \$500 simply to be considered for a unit to roughly \$50 - \$100; and has been acknowledged as a good idea by the State Legislature who mimicked this ordinance to try and pass a statewide cap for Oregon.
- Applications processed in the order that they are received provides a clear and equitable approach to reviewing tenant applications. We have connected with professional housing navigators who have shared openly that their clients, who have higher barriers to securing housing, are now being fairly considered.

- Security Deposit adjustments have had little impact on a landlord's ability to turnover a unit but have made it significantly easier for the average tenant to qualify to move into a rental unit.
- Relocation assistance provides much needed financial support to tenants who are being surprised by an eviction caused by the landlord into finding a new home in this unstable market - and has ensured that landlords who attempt to abuse this law to think twice before circumnavigating the court system.

The work is not yet complete. Tenants living in Eugene every day are experiencing harm, financial, discriminatory, or otherwise. The passage of the Eugene Renter Protections, however, has set a strong standard in Oregon and nationwide on how best to treat those who are most vulnerable in our community. This is work to be proud of, work to be celebrated, and work that has consistently ensured that tenants remain safe, housed, and informed.

If you'd like to connect with me, please reach out to [tmorris@springfieldeugenetenantassociation.com](mailto:tmorris@springfieldeugenetenantassociation.com). Thank you for your consideration.

Sincerely,



Timothy Morris  
Executive Director



*Achieve with us.*

4181 E. Street Springfield, OR 97478  
541-343-5256 ph  
541-343-4387 fax  
[www.arclane.org](http://www.arclane.org)

Rental Housing Program  
99 W. 10<sup>th</sup> Ave. Eugene Oregon, 97401

09/02/2025

To whom it may concern,

I am writing to express my strong support for the rental protections that have recently been put in place, particularly as they relate to tenants with disabilities. As a representative of individuals who experience disabilities through The Arc of Lane County, I have witnessed firsthand the significant impact that housing stability has on the overall well-being and quality of life for people in this community.

People with disabilities often face unique challenges when it comes to securing and maintaining stable housing. Many encounter predatory rental practices, such as increased deposits, higher rental costs for accommodations, and many live in uninhabitable conditions due to fear of landlord retaliation. Rental protections that ensure fair treatment, affordable housing, and accessible living environments are therefore critical to promoting the independence and dignity of individuals with disabilities. Additionally, these protections prevent undue hardship for people who may already be struggling with medical costs, limited income, and social isolation.

The rental protections already in place not only help ensure fair housing but also contribute to the creation of more inclusive, supportive communities for people with disabilities. I urge you to continue supporting and expanding these essential protections to further enhance the quality of life and equitable inclusion of individuals with disabilities in our community.

I would be happy to discuss this issue further or provide additional information as needed. Thank you for your attention to this important matter and for your continued commitment to promoting fairness and accessibility for all individuals.

Sincerely,

Trisha Aspiranti  
Associate Director On Track  
[Trisha.aspiranti@arclane.org](mailto:Trisha.aspiranti@arclane.org)  
458-201-9176

Serving People with Developmental Disabilities and Their Families Since 1953



**September 9, 2025**

Rental Housing Program  
99 W 10th Ave  
Eugene, OR

Dear Rental Housing Program Team,

On behalf of Emergence Addiction and Behavioral Health Therapies, I am writing to share our strong support for the City of Eugene's Rental Housing Program and the recently adopted renter protection measures.

Emergence is a non-profit treatment provider serving Lane and Linn Counties. At its core, our mission is to provide comprehensive, integrated substance use, mental health, and disordered gambling treatment that promotes health and quality of life for individuals in our communities. Guided by values of dignity, equity, and evidence-based care, our professional staff work to ensure the highest standards by utilizing best practices and innovative approaches in the field. Emergence serves many individuals navigating substance use recovery, homelessness, and housing instability. For these community members, access to safe and stable housing is one of the greatest barriers they face. In this context, renter protections are not simply policy updates—they represent stability, opportunity, and a renewed sense of hope for those working diligently to rebuild their lives.

Housing stability is inseparable from recovery. Achieving abstinence equips our clients with skills—such as accountability, financial planning, and communication—that directly help them overcome the barriers outlined in the City's renter protections:

- **Tenant Education Information** – Many individuals entering treatment lack experience with rental processes. In our programs, we provide life-skills and recovery groups that foster responsibility and confidence. The City's educational flyer reinforces these lessons by giving tenants clear, accessible guidance at the start of their rental journey.
- **Support Services** – Emergence specializes in serving people with disabilities, conviction histories, and complex challenges. Through case management and peer support, we help clients build the confidence to use City hotlines and services, ensuring they are not excluded due to stigma or misunderstanding.
- **Maximum Applicant Screening Charge** – For individuals living on limited or fixed incomes, even small fees can present major obstacles. By teaching financial literacy and budgeting within treatment, we prepare our clients to manage expenses, while the City's \$10 cap makes it possible for them to take the first step toward stable housing.
- **Move-In/Out Documentation** – Clients with past evictions or unstable housing histories often fear being unfairly charged. We emphasize advocacy skills and respectful communication with

2149 Centennial Plaza, Suite 4  
Eugene, Oregon 97401

541.687.8820  
541.687.9279 fax

[www.4emergence.com](http://www.4emergence.com)

landlords, while the City's requirement for photographic and itemized records provides the accountability that protects tenants from unjust claims.

- **Security Deposit Limits** – Saving large sums is often unattainable for those rebuilding after addiction. Our focus on long-term planning, employment support, and financial responsibility complements the City's deposit limits, making housing stability a realistic goal.
- **Rental History Reference** – Many of our clients carry "colorful" rental histories. Treatment helps them create new, positive references through demonstrated accountability in program participation and employment. The City's requirement for timely references ensures the progress they have made is not overshadowed by their past.
- **Termination of Tenancy and Eviction Reporting** – Eviction can be a destabilizing event that threatens recovery. By teaching conflict resolution and relapse prevention, we equip clients to maintain housing, while the City's reporting requirements increase transparency and reduce silent displacement.
- **Application Processing (First-Come, First-Served)** – Individuals in recovery often face stigma in rental applications. This policy ensures fairness in the process, while we support clients in building organizational skills to apply promptly and present themselves as strong candidates.
- **Relocation Assistance** – Unplanned displacement can trigger crisis for those new in recovery. The City's relocation assistance provides a critical safety net, while our relapse prevention tools and recovery support help individuals remain steady through life's unexpected disruptions.

By addressing these barriers directly, the City of Eugene is creating conditions where people in recovery can succeed—not only in securing housing but in sustaining long-term health and stability. Emergence is proud to stand alongside our clients as they rebuild their lives, and we are deeply grateful for the City's leadership in prioritizing renters who are most at risk of being left behind.

Thank you for your commitment to equity, dignity, and housing stability for all Eugene residents.

Sincerely,

**Joshua Jordan, CADC-II, CRM-II, QMHA-r**  
Peer Services Manager  
Emergence Addiction and Behavioral Health Therapies



## Appendix E. Key Oregon Landlord-Tenant Legislative Changes Since 2022

| Bill (Year)    | Topic                                                          | Changes Made                                                                                                                                                                                                                                                                                                                                                  | Anticipated Solution/Goal/Outcome                                                                                                                                                                     |
|----------------|----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| SB 1536 (2022) | Cooling                                                        | Created a right to cooling to allow tenants and others access to cooling.                                                                                                                                                                                                                                                                                     | Protect renters from heat-related illnesses and deaths during extreme heat events. Provide resources for cooling including air conditioners and ductless heat pumps for people with low incomes.      |
| SB 611 (2023)  | Rent Stabilization                                             | Capped the annual allowable rent increase at 10%.                                                                                                                                                                                                                                                                                                             | Protect tenants from rent hikes that effectively cause displacement, while maintaining flexibility and reasonable profit for landlords.                                                               |
| SB 599 (2023)  | Childcare services in rental homes                             | Requires landlords to allow tenants to operate childcare services when certain conditions are met.                                                                                                                                                                                                                                                            | Deliver relief in Oregon's childcare shortage. Support landlords with liability protections without incurring significant cost to the property owner.                                                 |
| HB 2001 (2023) | Time to remedy non-payment of rent terminations / evictions    | Requires landlords to give tenants a 10-day (or 13-day if mailing) non-payment of rent notice (previously 72/144 hour notice), requires landlords to reasonably cooperate with a tenant's rental assistance application, allows tenants to remedy the violation with a payment in full up to the court date, extends court schedules for hearings and trials. | Prevent abrupt displacements for tenants facing eviction for non-payment of/late rent.                                                                                                                |
| SB 1069 (2023) | Use of electronic notices                                      | Allows landlords and tenants to provide written notices by email and landlords to refund money electronically.                                                                                                                                                                                                                                                | Modernize Oregon Residential Landlord-Tenant law.                                                                                                                                                     |
| HB 2680 (2023) | Applicant screening                                            | Landlords must provide applicants with confirmation and receipt of screening promptly after each screening is conducted.                                                                                                                                                                                                                                      | Ensure landlords are not charging tenants for services that are not provided. (Tenants are entitled to a refund of the applicant screening fee if screening is not conducted.)                        |
| HB 2134 (2025) | Ending fixed-term leases early after receiving a 90-day notice | Allows a tenant to terminate a fixed term rental agreement with a 30 days' notice and without penalty when a landlord issues a 90-day termination for selling to purchaser who plans to owner-occupy.                                                                                                                                                         | Give renters in good standing more flexibility to find a new place in a tough housing market when the landlord decides to move back into the rental or sell it to a purchaser who intends to move in. |

|                    |                                                                                                             |                                                                                                                                                                                                                                |                                                                                                                                                                               |
|--------------------|-------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| HB 3378<br>(2025)  | Alternative to digital access to dwelling                                                                   | Requires landlords to provide tenants with at least one alternative means of accessing the dwelling other than using software on tenant-owned phones or electronic devices.                                                    | Ensure all tenants, regardless of their technological proficiency or access to electronic devices, can securely access their homes.                                           |
| HB 3521<br>(2025)  | Refund of hold deposit if dwelling is defective                                                             | Requires landlords to refund a holding deposit within 5 days or face penalties if the tenant discovers material defects relating to the premise's habitability.                                                                | Protect tenants' financial loss when a landlord breaches the agreement to rent a habitable unit in exchange for a holding deposit.                                            |
| SB 690<br>(2025)   | Delayed eviction for non-payment for families receiving health-related housing support (HRHS)               | Requires courts to delay eviction timelines by 90 days for eligible tenants, particularly families with infants following a defendant's (tenant) motion and declaration of HRHS.                                               | Help keep infants housed and protect them from the trauma of homelessness.                                                                                                    |
| SB 599<br>(2025)   | Inquiring about or disclosing immigration status                                                            | Landlords may not inquire about or disclose the immigration status of housing applicants, tenants or household members, except as required by federal programs that provide rent subsidies or affordable rent.                 | Create a more just and inclusive Oregon while protecting vulnerable residents by strengthening Oregon laws that protect immigrants and prohibit discrimination.               |
| HB 3522A<br>(2025) | Removing squatters                                                                                          | Allows landlords to use a 24-hour termination notice followed by an expedited eviction process for squatters.                                                                                                                  | Provide clearer and quicker pathways to recover property from squatters, reducing vacancy losses.                                                                             |
| HB 3525<br>(2025)  | Exempt wells that supply ground water for domestic purposes                                                 | Requires landlords to test drinking water samples that come from wells in ground water quality management areas for arsenic, coliform bacteria, lead and nitrates.                                                             |                                                                                                                                                                               |
| SB 586<br>(2025)   | Termination notice period when selling a rental dwelling unit to a buyer who intends to reside in the unit* | Allows a landlord to pay a tenant one month's rent to reduce from 90 to 60 days the termination notice period that a landlord must give the tenant when selling the dwelling unit to buyers who intend to reside in the unit.* | Facilitate smoother transactions between buyer and seller, align with federal mortgage occupancy rules, balance property owner and buyer flexibility with tenant protections. |

\*City relocation assistance rules still require a 90-day notice and a payment equal to two months' rent for all qualifying landlord-based reason for terminations.

## Minor Code Fixes

This attachment provides information on a set of proposed minor code fixes staff identified that would clarify and align the existing code with Council direction. Each item below includes a brief description of the topic area, the purpose of the revision, current code language, and provides proposed modifications. If Council would like to move forward, staff can prepare a draft ordinance on these minor code fixes (strikethrough text will be removed from the code and **red bold** text will be added) for a public hearing and then a meeting action item.

| Topic                                                                               | Purpose of the Revision                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Current Code Language & Proposed Revision                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|-------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1. Security Deposits Definition Clarity</b>                                      | Removes language that conflicts with the code definition of security deposit (below) and clarifies that the code does not limit pet deposits.<br><br><u>EC 8.415 Security Deposit.</u> A refundable payment or deposit of money, however designated, the primary function of which is to secure the performance of a rental agreement or any part of a rental agreement. As used in the City Rental Housing Code, a pet deposit is not considered a security deposit.                 | <u>EC 8.425(15)(b)</u><br>Notwithstanding subparagraph (a) of this subsection (15), a landlord may require an additional security deposit if the landlord and tenant agree to modify the terms and conditions of the rental agreement <del>to permit a pet or for other cause</del> and the additional security deposit relates to the modification. The additional security deposit authorized by this subparagraph (b) may not exceed an amount equal to one month's rent for the dwelling unit.                                     |
| <b>2. Maximum Applicant Screening Charge Enforcement Timing</b>                     | Provide a quick turn-around time for addressing applicant screening charge code violations by applying the 48-hour enforcement deadline for remedying a violation.<br><br>[Note: the 48-hour remedy is already in code for violations of the maximum security deposit (15) and applications processed in order received (16).]                                                                                                                                                        | <u>EC 8.430(5)(a)(5)</u><br>If the city manager finds a violation of EC 8.425 <del>(14), (15)</del> or <del>(16)</del> , a deadline of 48 hours for remedying the violation.<br><br>[Note: (14) is maximum applicant screening charge.]                                                                                                                                                                                                                                                                                                |
| <b>3. Affordable Housing definition for the Rental Housing Annual Fee Exemption</b> | Simplifies the rental housing fee exemption language by using the definition of Affordable Housing that is already in code (below). The fee exemption was already in the code before the renter protections additions were made in 2022 and 2023 that, among other things, added a definition for Affordable Housing.<br><br><u>EC 8.415 Affordable Housing.</u> Housing that is guaranteed to be affordable, under guidelines established by the United States Department of Housing | <u>EC 8.440(3)</u><br>The following unit types, while subject to the standards, enforcement procedures, and other requirements established in sections <u>8.400</u> through <u>8.440</u> of this code, shall be exempt from the fee payment requirements:<br>(a) <b>Affordable Housing</b> —Rentals with a recorded deed restriction requiring the units to be rented affordably to households at or below 60 percent of the Area Median Income; and<br>(b) Rentals that have been approved by the city for an exemption from property |

|                                                                 | and Urban Development, to households that earn no more than 80 percent of the median household income for the city of Eugene, for a period of at least 20 years; or housing for low-income persons that is eligible for an exemption from systems development charges pursuant to section <a href="#">7.725(2)</a> of this code.                                                                                                                                                         | taxes pursuant to sections <a href="#">2.910</a> to <a href="#">2.922</a> and <a href="#">2.937</a> to <a href="#">2.940</a> of this code or that are recognized by the city as exempt from property taxes pursuant to ORS 307.092.                                                                                                                                                                                                                                                                             |
|-----------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Topic                                                           | Purpose of the Revision                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Current Code Language & Proposed Revision                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| <b>4. Vacation Dwelling Definition</b>                          | <p>Currently the Rental Housing Code does not have a definition for “vacation dwelling.” Align the rental housing code (EC 8.410) with the Short-term rental <a href="#">Ordinance 20638</a> and use the definition of “short-term rental” (below) for “vacation dwelling”.</p> <p><i>Short-Term Rental:</i> A dwelling unit, or portion of a dwelling unit, offered for overnight occupancy in exchange for a fee and that is available to rent for fewer than 30 consecutive days.</p> | <p><a href="#">EC 8.410(2)(h)</a><br/>The following living arrangements are excluded from the application of sections <a href="#">8.405</a> through <a href="#">8.440</a> of this code:<br/>(h) Occupancy in a <b>V</b>acation <b>D</b>welling.</p> <p><i>Add a definition for vacation dwelling:</i><br/><b>Vacation Dwelling: A dwelling unit, or portion of a dwelling unit, offered for overnight occupancy in exchange for a fee and that is available to rent for fewer than 30 consecutive days.</b></p> |
| <b>5. Responsibility for Maintaining Habitability Standards</b> | The Eugene Rental Housing Code requires that rental dwellings meet certain habitability standards but does not explicitly stipulate the party responsible for maintaining the habitability of rental housing. State law provides that landlords are responsible for maintaining habitability at all times during tenancy (ORS 90.320).                                                                                                                                                   | Add language to subsections 1-10 of EC 8.425, clarifying that it is the landlord’s responsibility to maintain the habitability standards required by those subsections.                                                                                                                                                                                                                                                                                                                                         |

# RENTER PROTECTIONS ROADMAP

Updated with Council's 3/16/22, 7/11/22 & 10/24/22 direction

## Phase

I = Council approved 7/11/22

II = Council approved 7/24/23

III = Additional research after Phase II concludes

## Impact Scale

● = Regular

○ = Partial

Keeping People Housed

Components of Rental Affordability

Housing Racial Equity

| PHASE                                   | RECOMMENDATION                                                                                                                                                                                                        | ACTIVITY         | IMPACT | FUNDING | HOW TO IMPLEMENT | ENFORCEMENT                                             |
|-----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------|--------|---------|------------------|---------------------------------------------------------|
| I                                       | Council approved July 11, 2022                                                                                                                                                                                        |                  |        |         |                  |                                                         |
|                                         |                                                                                                                                                                                                                       |                  |        |         |                  |                                                         |
| II                                      | Council approved July 24, 2023                                                                                                                                                                                        |                  |        |         |                  |                                                         |
| PHASE III REQUIRES FEASIBILITY ANALYSIS |                                                                                                                                                                                                                       |                  |        |         |                  |                                                         |
| III                                     | 9. Prohibit landlords from:<br>a) including medical or education debt when evaluating an applicant's income vs. expense and<br>b) using a mandatory credit score of above 500. (9,10 need to be considered together). | Application      |        |         |                  | Additional research to be presented to Council in 2026. |
|                                         | 10. Loosen minimum monthly gross income screening standards. (9,10 need to be considered together).                                                                                                                   | Application      |        |         |                  |                                                         |
|                                         | 11. Local prevention of, or moratorium on, no cause evictions.                                                                                                                                                        | Support Services |        |         |                  |                                                         |

# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



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### Work Session: ROW Utility Licensing Ordinance and Utility Permitting

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Meeting Date: February 25, 2026  
Department: Public Works  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: 2  
Staff Contact: Jack Blackham  
Phone: 541-731-3873

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#### ISSUE STATEMENT

City Council requested analysis on a Right-of-Way (ROW) licensing ordinance as a tool for the City's utility permitting effectiveness, to preserve and strengthen the City's regulatory authority, and generate additional revenue. A review of the current governance framework for the management of the public ROW and benefits of a ROW licensing ordinance will be discussed. This item is informational only.

#### BACKGROUND

ROW licensing ordinances are currently used by many Oregon cities, including the City of Eugene, as a tool in the governance structure regulating the long-term use of the public ROW for franchise utility providers and operators. Currently the City utilizes a mixture of governance structures including franchise agreements, licensing ordinance and revocable permitting for utility providers, operators, services and facilities in the City's public ROW. This AIS first outlines the current governance structures used followed by preliminary discussion of how a non-telecommunication ROW licensing ordinance could benefit the City's approach to regulating the ROW.

##### Utility Permitting Program

For short-term ROW activities such as installing, maintaining, and repairing public and private utilities, all utility providers are required to obtain one of two types of utility permits from Public Works Maintenance:

- A. Individual Utility Permits are required for the relocation of existing facilities, extensions, expansions, or upgrades, as well as work that involves traffic lane closures or impacts on street trees. The average review time for an Individual Permit is 10 days, which includes review of engineered plans, traffic control and Temporary Pedestrian Access Route (TPAR) plans.
- B. The Annual Blanket Utility Permit is intended for installation of service lines, minor repairs and general maintenance activities; these permits do not require City plan review or approval, provided the City receives the established 48-hour notice prior to work. This blanket permit option provides an expedited permitting option to utility providers that either have a franchise agreement or are registered and licensed under the telecommunication ordinance (both discussed below).

This clearly defined permitting process establishes standards for construction methods, traffic control, surface restoration, and inspection. These standards also help minimize disruptions to the public while preserving the long-term condition of the public ROW and supporting reliable utility

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service delivery, in accordance with Chapter 7 of the Eugene Code and the City's 2022 Utility Construction and Use of the ROW Manual. Currently, the utility permit and inspection program does not fully recover the costs associated with permit review and inspection and does not provide the resources needed to support an adequate level of inspection services. A fee study is currently underway and once completed, staff will propose the needed fee increases through the Administrative Order process to ensure the program reaches full cost recovery.

#### Franchise Agreements

Franchise agreements operate as a contract between the City and the utility provider for a specified length of time and are negotiated separately with each provider. These agreements provide the terms for a utility to provide their service through our ROW. Contract terms, such as service obligations and compensation, can differ across each agreement. All of the City's current franchise agreements have the requirement to obtain permits for their temporary work through the City's Utility Program. This provides all franchise agreement holders with the ability to use the blanket utility permit to expedite routine work as described above.

#### ROW Licensing Ordinance

A ROW licensing ordinance is a local regulatory framework that requires utility providers to obtain a license from the City in order to place, operate and maintain their utility facilities within the public ROW. Ordinances establish uniform rules, responsibilities and fee structures for all licensed utilities. The City currently has a licensing ordinance for telecommunications providers only.

#### Telecommunications Licensing Ordinance

In 1997, the City of Eugene passed Ordinance No. 20083 to authorize and regulate telecommunications activities in the City, to the extent allowed by federal and state law. The ordinance requires telecommunication utility providers to register with the City and pay a registration fee (business tax) of 2 percent of gross revenues. Those telecommunication utility providers that wish to use the public ROW for the placement of infrastructure and facilities that are used to provide services must also obtain a license under the ordinance and pay a license fee (ROW use fee) of 7 percent of gross revenue. This telecommunications license authorizes long-term ROW use and does not exempt telecommunication utility providers, operators or related entities from other required permits needed for temporary or permanent work under the City's utility permitting program. There are currently 22 telecommunications providers licensed from the City of Eugene.

#### Franchise Agreements vs ROW Licensing Ordinance

A ROW licensing ordinance likely could establish a more consistent regulatory framework and fee structure for non-telecommunications utilities operating in the ROW than using individual franchises. However, it should be noted that there may be some circumstances in which the City might wish to have different terms and conditions for different providers and/or utility services, in which case a franchise would provide more of that flexibility.

A licensing ordinance could create uniform rules, and expectations across non-telecommunications providers and reduce the staff time required to negotiate and manage individual franchise agreements. Additionally, as federal or state regulations change, the City could amend the ordinance adopting the needed regulations, rather than negotiating new franchise agreements and waiting until current agreements expire to implement the new regulations. Under a licensing ordinance, providers could still need to obtain permits for temporary work in the ROW from the

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Utility Permitting Program. A new ROW licensing ordinance could be implemented with no immediate impact to non-telecommunication utility providers that have current franchises, until their existing franchise agreements expire. At present, only two non-telecommunications utility providers are operating without franchise agreements that would be subject to the requirements of a new ROW licensing ordinance once adopted.

Many Oregon cities have adopted ROW licensing ordinances. Examples include Bend, Gresham, Oregon City and Tualatin. Common themes across jurisdictions are a desire to modernize their inconsistent regulatory structures, ensure equitable treatment of all utility providers, strengthen infrastructure protection and long-term planning and enhance administrative efficiency by reducing staff burden. A sampling of rationale for adoption of ROW licensing ordinances include:

- City of Bend sought to improve staff efficiency as their franchise agreements had different terms and conditions, which resulted in different expectations for different ROW users. With its new ROW code, it sought to benefit from improved efficiency and to ensure all entities are treated equitably.
- City of Gresham sought to secure fair and reasonable compensation for the use of its public ROW and improved ROW management consistent with the rapidly evolving federal and state regulatory policies.
- Oregon City identified the primary goals of their licensing ordinance as accurately identifying all ROW users and ensuring fair, market-rate compensation for the use of their ROW.
- City of Tualatin expressed interest in better management and regulation of the public ROW and wanted clearer definitions of a utility facility and utility service and aimed to clarify responsibilities of utility operators.

#### Review of Fee Structures

The typical fee structure that is seen in ROW ordinances across the state is based on a utility provider's gross revenue or other criteria. This fee structure could be separate from and in addition to the permitting fee structure.

Below is a summary of the fee structures used in Eugene and in other jurisdictions as a sample of how revenue is generated.

|             |                                                                                                                                                                                                                                                                                           |
|-------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Bend        | Electric Utility: 7 percent gross revenue<br>Natural Gas: 7percent of gross revenue<br>Water Utility 6 percent of gross revenue<br>Cooperative Utility: 5 percent of gross revenue<br>Utility that doesn't provide service or early gross revenue within the City: \$3.50 per linear foot |
| Gresham     | All utilities: 10 percent gross revenue<br>Utility that doesn't provide service or early gross revenue within the City: \$2.50 per linear foot                                                                                                                                            |
| Oregon City | Electric Utility: 5 percent gross revenue<br>Natural Gas Utility: 5 percent gross revenue<br>Water Utility: 6 percent gross revenue                                                                                                                                                       |

|                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|---------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                       | Sewer and Storm sewer: 6 percent gross revenue<br>Utility that doesn't provide service or early gross revenue within the City: \$2.75 per linear foot                                                                                                                                                                                                                                                                                             |
| Tualatin                              | Electric Utility: 3.5 percent of gross revenue<br>Natural Gas Utility: 5 percent of gross revenue<br>Tiered approach for utilities that don't provide service or earn gross revenue within the City:<br>Up to 5,000 LF                \$5,634 fee<br>5,000-10,000 LF            \$8,452 fee<br>10,001-20,000 LF        \$11,268 fee<br>More than 20,000 LF    \$16,902 fee                                                                        |
| Eugene – Telecommunications Ordinance | Non-Cable telecommunication utilities: registration fee/business tax of 2 percent of gross revenue and license fee/ROW use fee of 7 percent of gross revenue<br>Cable telecommunication utilities: registration fee/business tax of 2 percent of gross revenue and cable franchise fee of 5 percent of gross revenue<br>Utilities providing service wirelessly and not using the ROW: registration fee/business tax of 2 percent of gross revenue |
| Eugene – Franchise Agreements         | Sewer and Storm sewer utility: 6 percent of gross revenue (via AO)<br>Water and Electric utility: 6 percent of gross revenue (via IGA)<br>MCI Communications: \$4 per linear foot<br>BNSF Railway Company: \$5 per linear foot                                                                                                                                                                                                                    |

The revenue generated from the City of Eugene's telecommunications ordinance currently supports the General Fund with the 7 percent license fee and the 5 percent cable franchise fee being allocated to the General Fund. The remaining 2 percent from all utility providers is allocated towards the Equipment Replacement Fund. Total revenue generated from the telecommunication ordinance is approximately \$5.5M per fiscal year.

The revenue generated from sewer and storm sewer utilities is allocated to the City's Road Fund and the remaining franchise agreements support the General Fund.

Transitioning from a franchise structure to a ROW ordinance alone is unlikely to generate additional revenue without an accompanying increase in fees. Additional analysis would be needed to project an accurate percentage of gross revenue for all utilities that could generate an increase in total revenue for the City. If desired, City Council has the authority, through the budget process, to allocate revenue from a ROW ordinance to specific programs and services.

The natural gas supplier for Eugene is currently operating without a franchise agreement. The supplier currently pays the natural gas supplier tax per Eugene Code 3.605 of 5 percent of gross revenues, generating approximately \$2M per fiscal year. This revenue is currently allocated to the General Fund. A new ROW licensing ordinance could take effect with this supplier upon adoption.

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## Summary

A ROW licensing ordinance could provide benefits to the City of Eugene's governance structure by reducing staff burden on managing multiple franchise agreements, provide more consistent regulation and oversight, establish more consistent compensation and allow for a more flexible response to, and quicker adoption of changing federal and state regulatory policies. However, a ROW licensing ordinance that eliminates franchise agreements for all utility providers could also reduce the City's flexibility in certain circumstances with certain utility providers and services.

Further analysis of utility services, providers and operators within the City, and regulatory and specific compensatory terms would be needed to determine whether a ROW licensing ordinance would, and to what degree, improve City governance of the public ROW. Additionally, research and analysis would require a significant investment of staff time to determine the decision points and associated recommendations for City Council to consider with a ROW licensing ordinance, before drafting an ordinance. This includes but would not be limited to the benefits and costs of different fee structures; whether the ROW licensing ordinance applies to specific utility services, providers and/or operators; and how the ROW licensing ordinance could influence different implementation and enforcement processes.

## **RELATED CITY POLICIES**

### [Housing Implementation Pipeline](#)

ROW permitting directly affects utility connections, site access, and infrastructure readiness for housing development. Standardized ROW regulations could reduce delays and uncertainty for housing projects.

### [City of Eugene Strategic Plan](#)

The strategic plan emphasizes regulatory effectiveness, climate implementation, housing delivery, equity, and efficient public services—all areas influenced by ROW permitting practices.

### [City of Eugene Ordinance No. 20083](#)

The City of Eugene's telecommunications licensing ordinance includes polices such as the City receiving fair compensation, including but not limited to full recovery of all its costs for the use of public ROW and other City property by telecommunications providers; minimizing inconvenience to and protecting the public from adverse safety consequences stemming from the installation, maintenance and operation of facilities; locating, installing and maintaining facilities consistent with City of Eugene adopted land use plans and policies; and ensuring providers make use of the ROW in as efficient a manner as possible.

### [Administrative Order 58-22-15-F 2022 Utility Construction and Use of the Right-of-Way Manual](#)

The primary objectives when exercising authority by this administrative order is to prevent personal injury, property damage, and inconvenience to the public, and avoid damage of the public infrastructure resulting from improper construction practices and public ROW use by contractors, public utility owners, public agencies and property owners. To accomplish this, the City manages the public way, a finite resource, in the best interest of the public without discouraging reasonable requests for public and private improvements and special uses of the public way.

**PREVIOUS COUNCIL DIRECTION**

None.

**COUNCIL OPTIONS**

Informational only.

**CITY MANAGER'S RECOMMENDATION**

None.

**SUGGESTED MOTION**

None.

**ATTACHMENTS**

None.

**FOR MORE INFORMATION**

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