Housing Implementation Pipeline
5-Year Internal Work Plan

July 1, 2022 - June 30, 2027
(Fiscal Years ‘23 - ‘27)
Letter from the Mayor

Our community of Eugene, Oregon is exceptional in many ways: we have world class biking and trail systems; we are leaders in action on climate change; and our emergency responses to homelessness are models that other communities seek to replicate.

Unfortunately, our community is no exception when it comes to the national crisis of housing affordability and availability. We recognize that addressing housing affordability requires strong collaboration, prioritization, and clear direction beyond what our existing housing “toolbox” provides. A new tool is needed for this type of thinking, action, and commitment.

It is my pleasure to introduce the Housing Implementation Pipeline, also known as the HIP. This tool lays a foundation for the City of Eugene to align and coordinate our housing programs and investments, enabling the organization to work together on the shared goal of meeting our housing needs.

The HIP establishes goals across the entire continuum of housing. These goals are reinforced with immediate actions and sustained impacts planned in two- and five-year increments, all of which are earmarked on the calendar and in the budget. A system like this means that the City of Eugene has a strong foundation for continual improvement for the next five, ten, fifteen and beyond years to continue to dedicate time, resources, and policy to housing affordability. The problem of housing affordability did not occur overnight, and the HIP responds in a manner that allows us to peel back the layers to make system-level impacts in a unified, deliberate, and responsible manner.

This effort has been one of the largest cross-departmental collaboration efforts the City of Eugene has undertaken. This level of collaboration highlights the complexity and intricacy of how housing affordability shows up in everyone’s work at the City. We are grateful for the work by our peers at the City of Beaverton, whose progressive work on its own Housing Action Plan and their generosity with lessons learned paved the way for these conversations at the City of Eugene.

I look forward to the days, two and five years from now, that we can review the successes that have come out of the HIP.

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

- Envision Eugene
INTRODUCTION

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

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

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

The HIP begins this process, by laying out an internal 5-year work plan for the City organization. This work plan coordinates current and future City resources, goals, and priorities with a systems-thinking approach to housing across the full continuum from people experiencing homelessness to overall housing supply. Importantly, there are several initiatives in the HIP that will require working closely with partners to be successful.

A Note about Language

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

This more inclusive definition describes housing as a system, meaning that the goals, programs, and services across the continuum relate to and impact one another, allowing community members to move through the entirety of the continuum as they are able. This comprehensive understanding of housing creates the foundation for a strong network of housing options.
At the core of the HIP are the pillars of Envision Eugene. Envision Eugene is the community’s vision for how Eugene will accommodate the next 20 years of growth in our community in a way that reflects the values of the community. Two pillars are most relevant: provide housing affordable to all income levels; and promote compact urban development and efficient transportation options. Together this means that the City has a role in supporting the development of diverse, affordable and available housing options across the housing continuum. The HIP looks to put these community values into action and results in an implementation plan that helps support more housing development—across the continuum.

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

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

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

HOW TO READ

Housing can be a complicated topic, and we are here to help! The HIP does two things: it gives context for the current state of housing in Eugene and lays out the goals and actions that the City will take to stabilize housing affordability and increase supply for the whole community.

The HIP splits actions into 3 focus areas:
- Homelessness
- Income Qualified Housing
- Overall Housing Supply

Each section has two- and five-year goals and information on actions that the City will take to achieve these goals. These goals and actions create the work plan over the next five years for a cross-departmental City effort (for more about these focus areas see page 10).

To help you understand terminology, we’ve put together a glossary in the appendix which defines key terms that are used throughout the document as well as an index that can tell you were to find information on specific topics of interest like downtown and climate actions.

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Explanation of the Housing Continuum

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

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

The following table shows the AMIs for households of one and four people as defined by US Department of Housing and Urban Development (HUD) as of June 2021. Within the five continuum bubbles, there are three focus areas for which the City has developed goals and policies. These areas appear in this document when discussing immediate actions and sustained impacts, which are the two- and five-year goals, respectively. The focus areas are:

<table>
<thead>
<tr>
<th>% of Area Median Income</th>
<th>1 Person Household</th>
<th>4 Person Household</th>
</tr>
</thead>
<tbody>
<tr>
<td>30% AMI</td>
<td>$14,950</td>
<td>$31,040</td>
</tr>
<tr>
<td>60% AMI</td>
<td>$29,990</td>
<td>$43,710</td>
</tr>
<tr>
<td>80% AMI</td>
<td>$39,990</td>
<td>$56,950</td>
</tr>
<tr>
<td>100% AMI</td>
<td>$49,990</td>
<td>$71,190</td>
</tr>
<tr>
<td>120% AMI</td>
<td>$59,990</td>
<td>$85,430</td>
</tr>
</tbody>
</table>

1 While the Moderate Income bubble is defined as going up to 120% AMI (average median income), City programs currently focus on 100% AMI and below.
2 Shelter options that don’t meet the HUD definition of “shelter” such as Conestoga hubs, pallet shelters, car camping.
3 Extremely low-income, permanent supportive housing (PSH), and long-term transitional housing (6 months to 2 years)
developing the plan

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

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

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

During the HIP creation process, staff met with the Equity Panel, a pilot program derived from the City’s Climate Action Plan (CAP) work, to consider the framing and goals of the HIP. The Equity Panel was comprised of eight local social justice organizations who advised staff on programs related to Transportation, Housing, and Climate Resiliency. Prior to the start of the HIP period (June 2022), the Equity Panel will also assist with development of the equity lens that will be used throughout the work contained in the HIP. We want to thank the organizations that participated in the Equity Panel for their valuable insight and time.

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

As actions from the HIP are implemented, the City is committed to utilizing the equity lens and engaging with the Equity Panel or specific equity focus groups so that all members of the community are considered and accounted for in Eugene’s housing efforts.

Income Qualified Housing
This focus area encompasses housing that is specifically for households making 0-100% of the AMI. Programs and investments under this focus area include publicly subsidized permanent supportive housing (PSH), other types of Affordable Housing and Moderate Income Housing.

Overall Housing Supply
This focus area encompasses housing across the largest proportion of the housing continuum, spanning Income Qualified Housing and housing developed without public subsidies, for both rental and homeownership opportunities. Programs and investments in this area focus on supporting overall growth to meet Eugene’s need for more housing across all income levels with specific focus on targeting growth in the downtown core and mitigating the negative effects of growth on lower-income community members.

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

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### Population

**Eugene Population**

- **176,654**

**Population Growth 2012 to 2020**

- **15,285**

**Income Qualified Units in Eugene**

- **3,798**

**Housing Units in Eugene**

- **78,107**

**Homeless Individuals in Eugene**

- **3,069**

**Projected Housing Demand 2012-2032**

- **15,105**

**Housing Production 2013 to Mid-2021**

- **8,011**

**Income Qualified Units Developed**

- **5,742** multiple dwellings
- **2,269** single dwellings

**Projected Housing Units Developed**

- **8,011** units

**Homeless Individuals in Eugene**

- **3,069**

**Population by Race and Ethnicity**

- **Asian**: 33%
- **Black**: 28%
- **Hispanic/Latino/A/X**: 26%
- **Native American**: 36%
- **Other Race**: 27%
- **White**: 18%

**Population of Population**

- **Owners**: 47%
- **Rents**: 53%

**Rents That Are Cost Burdened**

- **58%**

**Owners That Are Cost Burdened**

- **33%**

**Household Income by Race**

- **Asian**: $29,952
- **Black**: $30,133
- **Hispanic/Latino/A/X**: $41,522
- **Native American**: Data not available
- **Other Race**: $42,165
- **White**: $53,008

**For Sale Inventory**

- National: 2.4 months supply
- Eugene: < 1 month supply

See Appendix 1 for data sources and links

*Only includes addresses in city limits. Does not include dorms or senior housing. ** More than 30% of income spent on housing.
GOALS

2 YEAR GOALS

HOMELESSNESS
- 250 new Safe Sleep site spaces by the end of FY23
- Complete the Emergency Shelter and Navigation Center which will add 75 low-barrier shelter beds in a permanent facility
- Connect all individuals in city-sponsored shelter beds to supportive services
- Increase provider capacity to operate and support shelter sites
- Develop and deploy street outreach to unsheltered individuals
- Develop and implement a coordinated response protocol

INCOME QUALIFIED
- Support preservation of 95 existing units
  - 60 of which will be for ownership units
- Support 310 new units
  - 50 of which will be new Permanent Supportive Housing units
  - 60 of which will be new owner units
- Secure 280 Affordable units through City Fee Assistance
- Support additional 90 affordable units through City Fee Assistance that are not already receiving City support

OVERALL HOUSING SUPPLY
- Create an Anti-Displacement Plan

5 YEAR GOALS*

HOMELESSNESS
- Participate in the implementation of an integrated regional support system of homelessness services
- Cultivate non-traditional partnerships that support people experiencing homelessness

INCOME QUALIFIED
- Support the preservation of 325 Affordable Housing units
  - 175 will be rental units
  - 150 will be ownership units
- Support 835 new Affordable Housing units
  - 210 will be Permanent Supportive Housing
  - 500 will be rental units
  - 125 will be ownership units
- Meet the TAC** goal for 263 new Permanent Supportive Housing units
- Support 129 units of mixed-income housing
- Purchase two Community Development Block Grant landbank sites
- Redevelop existing City owned sites
- Redevelop existing Urban Renewal Agency site
- Support protected classes through innovative strategies

OVERALL HOUSING SUPPLY
- Issue permits for the construction of 6000 housing units
- Increase the amount of housing downtown by 50% from 2021
- Throughout the HIP period utilize the Racial Equity Lens tools

HOMELESSNESS

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

Goals

Immediate Action - Two Year Goals

Over the next two years the City will focus on increasing access to shelter and services for people experiencing homelessness through temporary shelter spaces like Rest Stops and Safe Sleep sites and a new Emergency Shelter and Navigation Center. In addition to increasing access to shelter, the City will help increase the safety and stability of individuals by providing street outreach and support for people staying in unsanctioned areas.

1. Increase stability and safety for individuals experiencing homelessness through provision of temporary shelter and supportive services:
   - Add at least 250 new Safe Sleep site spaces by the end of Fiscal Year (FY) 23 (June 30, 2023).
   - Partner with Lane County in completing the Emergency Shelter & Navigation Center which will add 75 low-barrier shelter beds in a new permanent facility.
   - Increase stability (assessed via a self-sufficiency matrix) for all individuals in City-sponsored shelter beds through connection to and utilization of supportive services.
   - Increase provider capacity to operate shelter sites and provide supportive services.

2. Increase the safety and stability of people experiencing homelessness and living outside by enhancing supportive services:
   - Develop and deploy street outreach and support to unsheltered individuals to increase stability and access to supportive services.
   - Develop and implement a fully coordinated response protocol across all City program areas and with the broader homeless service system.

* Units include the 2 year goals/cumulative ** In December 2018 the Technical Assistance Collaborative released the Lane County Homeless Services System recommendations. This report is often referred to as the TAC report or TAC.
will likely include: quickly intervene in situations where people do become homeless. These programs and services to prevent individuals from entering homelessness and partnerships, with participation from the City and would focus on the creation of new, or alignment unsheltered to housed. This collective action approach will likely be led by community partnerships that support people experiencing homelessness through the continuum of 2. Increase community engagement in addressing homelessness by cultivating non-traditional system is to ensure: a robust regional plan for building a high-functioning and integrated system of homeless supportive services. The purpose of this integrated system to ensure: • Services exist and are accessible across the spectrum of needs in the community, and current gaps in the homeless service system are filled • Individuals are matched appropriately to the resources and services they need through a highly-functioning coordinated entry system 2. Increase community engagement in addressing homelessness by cultivating non-traditional partnerships that support people experiencing homelessness through the continuum of unsheltered to housed. This collective action approach will likely be led by community partners, with participation from the City and would focus on the creation of new, or alignment of existing, programs and services to prevent individuals from entering homelessness and quickly intervene in situations where people do become homeless. These programs and services will likely include: • Innovative housing development • Improved access to health care services (medical, mental health, behavioral health) • Improved access to addiction services • Flexible funding for one-time diversion efforts • Workforce development • Federal and state advocacy 1 The City budget is measured on a Fiscal Year rather than the calendar year which ranges from July 1 – June 30. For example: Fiscal Year 2021 (FY21) is July 1, 2020 – June 30, 2021. Fiscal Year 2022 (FY22) is July 1, 2021 – June 30, 2022. Fiscal Year 2023 (FY23) is July 1, 2022 – June 30, 2023 and so on. Goals Sustained Impact - Five Year Goals In the next five years, the City will continue to work with regional partners to implement a robust regional plan for building a high-functioning and integrated system of homeless supportive services. The City will also continue to build partnerships with community groups to better prevent individuals from becoming or remaining homeless. 1. Participate in the implementation of a robust regional initiative to create a high-functioning and integrated system of homeless supportive services. The purpose of this integrated system is to ensure: • Services exist and are accessible across the spectrum of needs in the community, and current gaps in the homeless service system are filled • Individuals are matched appropriately to the resources and services they need through a highly-functioning coordinated entry system 2. Increase community engagement in addressing homelessness by cultivating non-traditional partnerships that support people experiencing homelessness through the continuum of unsheltered to housed. This collective action approach will likely be led by community partners, with participation from the City and would focus on the creation of new, or alignment of existing, programs and services to prevent individuals from entering homelessness and quickly intervene in situations where people do become homeless. 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Safe Sleep sites are equipped with amenities including restrooms, hand washing stations, potable water, perimeter fencing, and covered warming/cooling stations. In FY22, the year prior to the beginning of the HIP period, the City plans to open approximately 250 Safe Sleep site beds. By the end of FY23, the City will open approximately 250 additional temporary shelter beds at Safe Sleep sites across the community, for a total goal of 500 Safe Sleep site beds during the FY22/FY23 Safe Sleep Site initiative. Navigation Center Eugene is currently limited in the number of emergency shelter beds available for people experiencing homelessness, and existing temporary shelter programs are inadequate to meet the full scope of need. To help address the need, the City has been working with Lane County to create a low-barrier, Emergency Shelter and Navigation Center with capacity for 75 beds. On-site amenities at the Navigation Center will include sleeping areas with personal storage space, laundry, showers, restrooms, and on-site meals. Important to the Navigation Center model, housing-focused supports will be in place to support people staying at the center in obtaining and retaining housing. Case management, employment and benefit assistance, and health-focused services will be provided. The Navigation Center will be located at 100 River Avenue and is set to open by mid-2022. The City will also be working concurrently to create more permanent supportive housing (see page 14) to create long-term housing with wraparound services for chronically homeless individuals accessing Navigation Center services. Enhancing Supportive Services While shelter is an essential component of our strategy, supportive services are also an important part of increasing stability for individuals. Many of these services are currently provided by other community entities, so the City’s role will primarily be as partner. This includes assisting with the development of street outreach capacity that can help make connections between people who are unsheltered and existing community programs. The City will also continue to be an active partner with Lane County as they strive to improve upon the existing coordinated entry system. Lane County is the lead for our local Continuum of Care programs, coordinating the majority of federal, state and local funding allocated to human service and housing programs for people in our area who are homeless or low-income. Finally, City efforts will include working with community partners to address the factors that contribute to homelessness such as addiction, mental illness, and inadequate health care. Leveraging broader community partnerships in a collective impact model will create opportunities for the City to engage in and advocate for necessary programs and policies related to supportive services. Tracking Spending on Homelessness There is both a human and financial cost to homelessness. While the human toll is incalculable, the City is working to better track the direct and indirect spending to support unhoused community members and to respond to and manage the impacts of unsheltered homelessness on the wider community. The City’s central finance office will be implementing a new system to track the costs and projected spending related to homelessness work across the City. This will help provide consistent Homelessness financial information to policy makers. The City anticipates having this new system ready for the start of FY23 (July 1, 2022).
**Income Qualified Housing**

Income qualified housing is key to transitioning previously homeless households and many others who are burdened by rising rents and stagnant incomes, into stable housing. It encompasses housing that is set aside for families making 0-100% of the Area Median Income (AMI) and includes Affordable Housing and Moderate Income Housing (see page 9 for the AMI table). Income qualified housing requires new residents to verify their income eligibility before moving in. Programs and investments under this focus area include publicly subsidized permanent supportive housing (PSH), and other types of Affordable Housing and Moderate Income Housing.

The City partners with and supports public agencies, for-profit, and non-profit developers who leverage multiple funding sources to build income qualified housing.

<table>
<thead>
<tr>
<th>Goals</th>
<th>Immediate Action - Two Year Goals</th>
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<tbody>
<tr>
<td>1. Support Affordable Housing developers to preserve existing units and construct new units</td>
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<tr>
<td>• Target for Housing Preservation: 95 existing units</td>
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<tr>
<td>• Target for Housing Development: invest in 310 new units</td>
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<tr>
<td>2. Increase the number of PSH units</td>
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<tr>
<td>• Target for PSH: invest in 50 new units³</td>
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<tr>
<td>3. Increase support for Affordable Homeownership: 120 units⁴</td>
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<tr>
<td>• Target for housing preservation: 60 existing units</td>
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<tr>
<td>• Target for housing development: invest in 60 new units</td>
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<tr>
<td>4. Potential additional goal if Council chooses to invest in City Fee Assistance for Income Qualified Housing (described in Appendix E)⁵</td>
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<tr>
<td>The number of units would depend on the amount available for assistance; with an estimated $1.3M per year during the HIP period:</td>
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<tr>
<td>• Secure 280 units that are anticipated to receive investments through other City programs but that do not have all the subsidy needed to start construction; and</td>
<td></td>
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<tr>
<td>• Invest in additional 90 units for projects that are not already receiving other City support</td>
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</table>

2 These projects are years in the making. The unit counts in the two and five year goals represent the timing for when a unit becomes available for lease/sale (rather than when the City awards funds to the projects, when construction starts, or when a project is closed out in the Federal reporting system, if applicable).

3 This number is also included in the “Target for Housing Development” total units included in item #1.

4 This number is also included in the “Target for Housing Preservation” and “Development” totals in item #1.

5 Council approved the use of $2,287,000 of America Rescue Plan Act of 2021 funds in the December 2021 Supplemental Budget (for the FY22 Budget) to provide City Fee Assistance for Income Qualified Housing. This funding is estimated to support the development of PSH, rental, and ownership opportunities through a combination of currently identified projects and projects anticipated to be awarded through program RFPs in FY22.
Goals
Sustained Impact - Five Year Goals

In the next five years, the City will continue supporting the construction and preservation of income qualified housing. By FY27, the City will support the development of new PSH for single adults, while also utilizing City-owned land as redevelopment sites for Affordable Housing. In addition, the City anticipates supporting moderate income housing in downtown. The unit numbers below include the two year goal numbers in the above section to provide a cumulative total over the five year period.

1. Continue investing in increasing the supply of Affordable Housing (0-80% AMI)
   • Target for Preservation: 325 units (175 rental; 150 ownership)
   • Target for Development: invest in 835 units (210 PSH; 125 ownership; 500 rental)

2. Support the development of PSH units in Eugene as part of the community’s homeless systems transformation efforts: 263 units

3. Support the development of mixed-income housing that includes moderate income (60-100% AMI) and market rate units.
   • Target: 129 units
   • Potential additional units if Council chooses to invest to increase downtown housing units and target support for moderate income units (described in Appendix E).

4. Contribute land to the creation of additional units
   • Utilize Federal Community Development Block Grant (CDBG) dollars for the existing landbank program to purchase two sites and complete Request for Proposals processes to select two projects
   • Redevelop existing City-owned site(s)
     o 13th and Chambers
     o 33rd and Hilyard (if a suitable replacement parcel for Land and Conservation Water Fund can be secured of equal recreational and dollar value)

5. Incorporate Fair Housing opportunities that specifically support protected classes through innovative housing strategies and prioritizations in income-qualified redevelopments.
   • Redevelop existing Agency-owned site at the Downtown Riverfront (lot 2)

6. Consider the development of other types of supportive housing, including transitional housing, scattered site developments, and supportive housing that is able to partner in the implementation of the recommendations of the Lane County Shelter Feasibility Study, also known as the TAC Report, includes a goal of 350 PSH units for single adults in Lane County, Eugene’s portion is 75% of the total 350 unit county-wide goal, which is 263 units. Counting toward that goal already is the Commons on MLK (51 units).

Permanent Supportive Housing

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

This process is already being implemented and the first round of projects are coming online. Through FY22 (July 2021-June 2022), the City has supported 81 PSH units, 51 of which are specifically for single adults. More PSH projects are scheduled to be built over the HIP period. More PSH projects are scheduled to be built over the HIP Period (see Appendix C). While the City and its housing development partners are moving quickly to build more PSH, there are challenges to increase the capacity of local service providers that are able to partner in the operations of new PSH and to identify the funding for supportive services. These challenges may impact the timing and number of PSH units that are able to be built and operated in the community.

City Fee Assistance for Income Qualified Housing Development

Several years ago, the Oregon State legislature made new funds available through the Oregon Housing and Community Services Department for affordable housing development, and other changes increased local resources for development. As a result, the number of multi-family affordable housing developments proposed in Eugene increased significantly. The availability of subsidies and predictability of the funds directly impacts the creation of new affordable units. Income Qualified Housing, especially Low-Income Housing Tax Credit or PSH type developments, need substantial subsidies from a variety of sources to reach the target affordability for a project.

Since 1998, the City has administered a program to exempt a certain amount of System Development Charges (SDCs) for rental and homeownership developments serving low-income households (60% AMI for rental and 80% AMI for ownership units). SDCs are charges applied to new development to help offset the impact of development, redevelopment or an intensification of use on the City’s infrastructure. SDCs fund the expansion of essential City services including our transportation network, parks, stormwater and wastewater systems. The Eugene Code imposes a cap on the total amount of exemptions available annually for low-income housing projects within Eugene. This cap amount is adjusted annually proportional to changes to the SDC base fee. The annual low-income housing SDC exemption cap is currently, $238,000. With this cap, an exemption is not guaranteed for all Affordable Housing developments that qualify. For perspective, the annual cap on low-income housing SDC exemptions is less than the average SDC fees for a 50-unit project. In FY20 and FY21, Council provided City fee subsidies in the form of allocating General Funds to pay SDC fees for specific Affordable Housing projects, most recently in the December 2020 Supplemental Budget. However, the appropriation process and

HIGH PRIORITY POLICIES AND PROGRAMS

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Iris Place - Artist rendering

Roosevelt Crossing

6 210 of these units are also included in the “Target for Development” total in item #1. The Lane County Shelter Feasibility Study, also known as the TAC Report, includes a goal of 350 PSH units for single adults in Lane County, Eugene’s portion is 75% of the total 350 unit county-wide goal, which is 263 units. Counting toward that goal already is the Commons on MLK (51 units).
Affordable Housing and Multi-Unit Property Tax Exemptions

Property tax exemptions are an important tool that the City has to promote development of housing that serves community interest. Currently, housing developers are able to apply for City Council approval of Low-Income Rental Housing Property Tax Exemption (LIRHPTEx), which is authorized by the State to create Affordable Housing for residents earning up to 60% AMI. It is possible that a portion of the Multi Unit Property Tax Exemption (MUPTE) State statute could allow City Council to provide a tax exemption to support the creation of Income Qualified housing above 60% AMI throughout the city. Staff would need to research the details of such a program, and how, for example, it would complement the LIRHPTEx program and how much flexibility the City has to define affordability levels for eligible projects. Ultimately, implementing that portion of the MUPTE statute would be up to Council. (See page 28 for other tax exemption information.)

Landbanking

The City actively works to purchase land to contribute to Affordable Housing redevelopment projects. Using Federal Community Development Block Grant (CDBG) funds, this program is successful in providing opportunities for Affordable Housing developers to competitively bid on developing these properties using a Request for Proposal (RFP) process. Over the past five years, the City acquired two properties and offered them to developers through a RFP process for the construction of Affordable Housing. St. Vincent de Paul has recently completed construction of the 53-unit development Iris Place on River Road that will be fully occupied in 2022. Council recently approved sale and redevelopment terms for the second property, at 1059 Willamette for 129 housing units including 66 income-qualified units at 80% AMI. Construction is anticipated to start in 2023.

In the next five years, the City is looking to partner with Affordable Housing developers to redevelop two City-owned properties (13th Avenue and Chambers Street and, if possible, 33rd Avenue and Hilyard Street) and the Urban Renewal Agency-owned parcel at the Downtown Riverfront (lot 2). In addition, the City will look to use Federal CDBG funds to purchase two additional properties for future Affordable Housing sites during the HIP period. (See Appendix D for map and potential timing and use for redevelopment of City Owned Land for Housing.)

In December 2021, Council provided an initial investment in City Fee Assistance with ARPA funds of just under $2,278,000 to 1) enhance affordability in income qualified projects supported with other City investments, such as projects receiving HOME and Affordable Housing Trust Fund dollars, and 2) invest in other income qualified units such as projects eligible to participate in the Low-Income SDC Exemption Program. The projects that receive these funds will create units that will likely come online during the HIP period. Additional funding for projects in later years could be part of future budget conversations.

See Map of Affordable Housing developments in Eugene on the previous page.
One of the seven Pillars of Envision Eugene is “provide housing affordable to all income levels,” which can only be achieved by focusing on creating an adequate supply and a variety of housing types in our community. While most housing is built by private developers, the City uses targeted programs and policies to support the construction and provision of housing within Eugene.

Goals
Immediate Action - 2 Year Goals
Eugene's challenge of housing affordability is due in part to a lack of overall housing supply for both rentals and homeownership. At the same time, increased demand for housing has caused disproportionate hardship on our most vulnerable residents. Over the next two years, the City will look to take steps toward increasing housing supply and, with additional resources, could create an anti-displacement plan.7

1. Create an Anti-Displacement Plan
In a tight housing market, low-income and vulnerable Eugene residents are most at risk of involuntary displacement from their neighborhoods due to increased market values, rents or changes in the neighborhoods' basic amenities and cultural cohesion. Creating an anti-displacement action plan would help achieve equitable housing access and benefit the health of all people in our community.

7 See Appendix A for the schedule of policy exploration.
Goals
Sustained Impact - 5 Year Goals
The City has set target goals for the next five years that will begin to address the lack of overall housing supply in our community. Because of the unpredictability of the housing market and the time necessary for new housing to be developed, the City has set ambitious and measurable five-year goals for sustained impact.

1. Issue permits for the construction of 6,000 housing units
A Regional Housing Needs Analysis methodology conducted for the State of Oregon found that Eugene will need to produce an average of 1,200 units per year to support Eugene’s expected population growth and address the existing shortage of units8. On average, the City has issued permits for over 800 dwellings per year during the period between 2000 and 2020. The City will look to increase that average to 1,200 units permitted annually over the next five years9. This goal includes permits for all housing types, from accessory dwellings to apartment complexes and everything in between, for both rental and homeownership, at all income levels, in all locations. There is overlap between this goal and the previous goals pertaining to Income Qualified Housing and the next goal about downtown.

2. Increase the amount of housing downtown by 50% from 2021; an increase of over 1,000 units
Downtown Eugene is the social, economic and cultural heart of the community. It produces more tax revenue than any other part of the city (on a per acre basis) and is a highly efficient use of land. Compact development, in the walkable and bikeable downtown area reduces climate impacts, which is consistent with goals set by the City’s adopted CAP 2.0. Additionally, compact development is one of the seven Envision Eugene Pillars. This goal is a subset of the above goal, and could be further supported by one of the potential investment opportunities described in Appendix E.

3. Incorporate Racial Equity Lens tools and strategies in each policy and program area explored through the HIP
Utilizing an equity lens will allow the City to explore ways to achieve social and racial equity through awareness, analysis, and engagement practices for topics within the HIP. The equity lens toolkit in Appendix H will align HIP policy topic areas with identified strategies to evaluate the potential for harm or benefit to at-risk communities. It will include specific actions and stimulate transformative dialogue to build shared accountability across the organization for upholding institutional anti-discriminatory and anti-racist decision making.

Land Use
Middle Housing Code Amendments- House Bill 2001
The Oregon State Legislature passed a law in June 2019 (House Bill 2001) that requires large cities in Oregon, including Eugene, to amend their land use regulations to allow more housing types like duplexes, triplexes, fourplexes, cottage clusters, and townhouses (collectively referred to as middle housing) in residential areas where single-family homes are allowed. As part of this land use code amendment process, the City conducted extensive public outreach with a focus on equity in an effort to uphold the City’s commitment to inclusion, collaboration and transparency.

The resulting proposed draft code changes go beyond the minimum state requirements to encourage and incentivize the creation of middle housing in Eugene, particularly near transit routes to promote compact development (learn more about Middle Housing Incentive Exploration on page 30). The proposed draft code also addresses Senate Bill 458 (2021), which requires the City to allow for the division of middle housing types, so that each unit is on a separate lot and can be purchased for homeownership. City Council will have an opportunity to review, revise and adopt the draft code in early 2022. The code amendments must be in place by June 30, 2022, or the State’s model code will apply to middle housing development in Eugene.

Place Based Solutions
Downtown Housing Strategies
Encouraging compact development in the downtown core is one critical way to provide housing for our growing community. Increasing the number of housing units in the downtown core achieves other policy goals related to climate recovery and resiliency, compact development transportation efficiency, downtown vibrancy and fiscal sustainability.

Despite community benefits from a strong residential presence downtown, new residential construction faces a number of competitive disadvantages, particularly financial challenges, compared with development in other parts of the city.

Prior support for downtown housing has come in multiple forms, especially 1) Affordable Housing investments such as HOME funds and tax exemptions from Low-Income Rental Housing Property Tax Exemption (LIRPTTE), 2) tax exemption under the Multi Unit Property Tax Exemption (MUPTE) program, 3) Urban Renewal, and 4) regulatory incentives, such as the removal of parking minimums in the downtown area. These tools have led to the creation of the majority of the housing units in downtown today, including Broadway Place, First on Broadway, Aurora Building, and West Town on 8th.

The City could look to continue this type of support by exploring tax exemption opportunities (see page 28) as well as the possibility of extending the life of the Downtown and Riverfront Urban Renewal Districts for the purposes of supporting more housing downtown. Support for downtown housing will allow the City to meet its goal of adding at least 1,000 new units downtown. See Appendix A for timing details.

9 The Growth Monitoring program will be providing regular updates on how many permits for new dwellings are issued each year.
Developing Key Transportation Corridors
The City has identified key transportation corridors as streets that have or are planned to have frequent transit service (approximately 15 minutes or less). These streets are often accompanied by nearby amenities such as parks, shopping and employment centers making them well suited to support the compact development of housing (See Appendix G for map of corridors). Similar to Downtown, development along transportation corridors faces competitive challenges.

The City will look to support development along key transportation corridors by exploring tax exemption opportunities (see page 28) as well as through implementing the State's new Climate Friendly and Equitable Communities rules (see page 34).

Housing Creation Tax Exemption Exploration
The City currently employs two property tax exemption programs to encourage development of housing: the Low-Income Rental Housing Property Tax Exemption (explained on page 23) for Affordable Housing and the Multi-Unit Property Tax Exemption (MUPTE) for market rate and mixed-income housing. MUPTE can help make developments financially feasible by eliminating the property taxes associated with new construction for 10 years. Currently, City Council has authorized MUPTE for the downtown core. Since Council updated the program in 2015, use of it has been limited to several larger developments, and it has not been as effective at encouraging smaller multi-unit developments.

To increase desired housing, the City could explore streamlining the MUPTE program to make the program application process less costly and labor-intensive, for both staff and applicants, while maintaining identified community benefits. Additionally, Council could consider expanding the program to other key transportation corridors and/or implementing the portion of the MUPTE statute that could provide further assistance to Affordable Housing developments. (See page 23 for more information on an Affordable Housing MUPTE.)

Lastly, the City could explore a property tax reimbursement/rebate to incentivize Accessory Dwelling Units (ADUs). This policy exploration could occur in FY23 (See Appendix A for a full timeline of policy and programs). Additional resources would be needed to explore these tax exemption options.

City Fees and Systems Development Charge Implementation
Systems Development Charges (SDCs) are fees applied to development to help offset the impact of new development or an intensification of use. Local SDCs are collected for transportation, parks and open spaces, stormwater, and wastewater systems and are a primary funding source for implementation of each system's infrastructure master plan. While SDCs are only a portion of total development costs, the calculations behind the charges are complicated and may be challenging for some developers to anticipate in the early stages of project development, potentially adding uncertainty to project costs.

The City has identified three specific areas related to SDC Implementation to focus on over the 5-year HIP period:

1. Study and prioritize the extension of capital projects to provide services to undeveloped residential areas within the UGB.
2. Use development fees to support infrastructure projects that are not yet served with the necessary systems (water and sewer) to all areas within the UGB. However, some areas planned for housing are not yet served with the necessary City infrastructure, such as wastewater. To address these needs, the City proposes to:
   - Study and prioritize the extension of capital projects to provide services to undeveloped residential areas within the UGB.

Communication
An interdepartmental staff work group from Planning and Development and Public Works will provide clearer information to customers before submitting permit applications to the Permit Information Center staff and comprehensive education for City staff on SDC creation, methodology and calculation.

SDC Credits and Financial Assistance
An interdepartmental staff work group from Planning and Development and Public Works will review the SDC credit system for alignment with overall housing goals. Staff will also explore alternate payment schedules for development of desired housing.

Align SDC Incentives with City Housing Goals
SDC methodologies are regularly updated to reflect the cost of expanding the infrastructure system. During this update process, staff will look for opportunities to align SDC incentives with overall housing goals.

Infrastructure Planning and Prioritization
As part of the adoption of Eugene’s urban growth boundary, which is intended to provide enough residential, employment and public land for 20 years of population growth, the City updated the Public Facilities and Services Plan to plan for the provision of infrastructure (water and sewer) to all areas within the UGB. However, some areas planned for housing are not yet served with the necessary City infrastructure, such as wastewater. To address these needs, the City proposes to:
- Study and prioritize the extension of capital projects to provide services to undeveloped residential areas within the UGB.

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Crescent Village mixed-use residential

Construction on Gordon Lofts and Hotel
• Review the Public Facilities and Services Plan for opportunities to better align the City's plans for infrastructure and housing development.

Align Land Use Application Fees with Housing Affordability Priorities

Land use application fees have not been increased or changed for over 10 years. As part of an update, which will include raising certain fees to increase the City's cost recovery, the City will look to reduce fees for certain housing types including Affordable Housing, Middle Housing (see Middle Housing Incentives) and higher density housing along identified key corridors. Most land use application fees are already waived for properties within the Downtown Plan boundary.

Middle Housing Incentives

Throughout the public engagement process for Middle Housing Code Amendments (HB 2001), community members and the Planning Commission emphasized the need for incentivizing smaller and more affordable housing options. To increase desired middle housing, the City will explore a suite of incentives such as fee reductions, tax exemptions, preapproved plans, first-time home buyer assistance, and land use code changes (e.g. density bonuses). Potential incentives would complement other items in the HIP and some incentive programs could be expanded to include middle housing in certain places or city wide if specific targets are met including efficiency targets like small square footage, or income restriction targets. It is anticipated that a comprehensive approach that pairs financial incentives with regulatory changes will have the greatest impact. This policy exploration could occur starting partway through FY23, if the additional resources are secured. (See Appendix A for the potential policy and program exploration timeline.)

Transportation Demand Management

Housing and transportation are inextricably linked; where we live plays a huge role in accessing jobs, grocery stores, schools, parks and other locations. The City has begun work on creating transportation demand management (TDM) strategies to give people more options to get where they need to go. This could include transportation services and amenities, active transportation, parking management, multimodal subsidies, and education to help people bike, walk, take transit, and share rides for more trips. The TDM planning process will look to create a final strategy that shifts transportation modes and reduces the burden of transportation costs and impact on household income for housing.

Anti-Displacement Actions

Anti-Displacement Action Plan

If additional resources are made available, City staff will look to coordinate policies and actions to promote equitable development and reduce the harmful impacts of involuntary displacement as Eugene continues to grow. The action plan will guide many of our existing and proposed policies or programs.

Academic and professional publications on anti-displacement identify production, preservation and protection as key policy areas to combating the negative effects of displacement. In developing the plan, the City will look to other cities and models that have proven effective at preventing the effects of involuntary displacement. As shown in Appendix A, the plan could be created beginning in early 2023, if additional resources are made available for this work. An Anti-Displacement Action Plan will be co-created with community members, building off the work of the Equity Panel and with a particular focus on engaging with communities that are most impacted by displacement. It could include direction on tenant/renter protection regulations, Affordable Housing preservation and development, rental assistance, homeownership assistance, community land trust support, inclusionary zoning requirements, and a housing-specific equity lens toolkit.

Renter Protections

Over half of all Eugene households rent housing and over half of all renters in Eugene are considered “housing cost-burdened” (where a household pays more than 30% of their income for housing). With Eugene's expected growth, many renters will likely experience increased housing pressure, with the burden likely falling on renters with the fewest resources. Landlord-tenant regulation of private rentals is one way that the City can support vulnerable renters.

The City has already been working with the community to determine appropriate measures for addressing renter protections. The Housing Policy Board approved a set of recommendations that were presented to City Council in November 2021. Council provided direction to return in the first quarter of 2022 with information about the feasibility and resources needed for implementation. The recommendations under consideration include proposals to enhance renter protections focused on two stages of renting (the application stage and the move-in/out stage) along with support services and oversight.

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4 OTHER ADMINISTRATIVE ITEMS

This section includes items that will enable the City to have a smooth and efficient workflow and strong public processes.

Envision Eugene Comprehensive Plan

Eugene’s land use code and policies are rooted in the principles and direction laid out in the community’s long range planning document, known as the Envision Eugene Comprehensive Plan. While the first phase of the Envision Eugene Comprehensive Plan was completed in conjunction with adoption of the urban growth boundary, there are still crucial chapters that have yet to be drafted and adopted. In the next two years and if additional resources are made available, the City would complete the Housing and Compact Development chapters of Envision Eugene which will allow Eugene to ground its land use code and housing project work in adopted policy.

In addition to the Housing and Compact Development chapters of the Envision Eugene Comprehensive Plan and if additional resources are made available, City staff would begin work to align the land use diagram in the comprehensive plan with the existing zoning map. This will provide certainty and reduce land use processes for property owners, developers and City staff and provide clarity about the allowed locations for various housing types and densities for the whole community.

Housing Policy Board Structure and Purpose

The Intergovernmental Housing Policy Board (HPB) acts as a forum for public input into the community issues related to affordable housing. The mission of HPB is to increase the availability of decent, affordable housing for low and very low-income families and individuals in Lane County. HPB makes policy and other recommendations to Eugene and Lane County governments. Over time, HPB has focused on Eugene specific topics and outcomes. To uphold the vision of meeting both the City of Eugene’s critical housing policy needs and respecting the intent of the original Intergovernmental HPB agreement, an examination of the structure is needed. During the exploration process, staff will be aware of the growing need for housing policy support specific to the City as a result of the HIP, in addition to the value and opportunity in working across jurisdictions.

Real Property Disposition Process

Implementing an equitable real property disposition process is one way the public sector can help to address historically marginalized communities and offset the racial wealth gap through real property ownership. If additional resources are made available, research and analysis could be conducted to explore how disposition processes can be structured to result in better outcomes for all sectors of the community. Once this research is completed, staff could bring a recommendation for Council to consider (See Appendix A for potential timing).

Growth Monitoring and House Bill 2003 (2019)

The City is developing a system to efficiently collect growth-related information including population and jobs growth, the number and types of houses being built, and the status of Eugene’s undeveloped land supply. Knowing how fast Eugene is growing and the rate of development will help to determine if there is a need to implement ways to grow more compactly (e.g. development incentives or increased density) or grow the land supply by expanding Eugene’s urban growth boundary.

This work will directly feed into the Housing Capacity Analysis and Housing Production Strategy mandated by the State through HB 2003. Eugene will be required to analyze future housing needs and determine how to accommodate future population growth, and also develop...
Climate Friendly and Equitable Communities Rulemaking Implementation

The state is currently in the rulemaking process to adopt new Oregon Administrative Rules that aim to reduce greenhouse gas emissions while increasing housing choice and creating more equitable outcomes for community members. The rules are anticipated to require the Central Lane Metropolitan Planning Organization, representing the cities of Eugene, Springfield and Coburg, to submit a land use and transportation scenario plan to the State that allows for high levels of compact urban development in climate friendly areas. In addition, as drafted, Eugene will be required to implement the scenario by adopting changes to the City’s land use code and comprehensive plan by December 31, 2024.

Green Housing Policy

Building emissions make up 12% of Eugene’s total carbon emissions. The City and partners currently offer a suite of incentives to promote more energy efficient construction, including incentives for weatherization, energy efficiency and renewable energy. As part of the CAP 2.0, the City will evaluate existing programs and explore additional programs to help meet Climate Recovery Ordinance goals.

Staffing/Implementation

Housing work is an iterative process; today’s housing conditions will be different than conditions in the future. The City will regularly evaluate progress towards goals and update the HIP to incorporate new solutions and account for unforeseen changes to the housing landscape. The HIP will be reviewed and updated on a two-year schedule (in years 3 and 5 of the HIP period), similar to the Capital Improvement Program managed by the City’s Public Works Department. (See Appendix H for a potential 2-year report outline.)

Making a meaningful difference on improving Eugene’s housing affordability and supply will require coordinated action across the City organization. The HIP is an ambitious plan for new coordination, tools, program areas, and efforts. These additions would require some additional staff capacity and resources to get the work done. Over the next few months – prior to the Final HIP in January – staff will explore what staff capacity and resources are needed to appropriately implement the HIP.

APPENDICES

A. Potential Policy & Program Exploration Timeline
B. 5-Year Financial Forecast HIP Period (FY23-FY27)
C. Forecasted City Supported Shelter & Housing Pipeline
D. City Owned Land Map & Potential Timing and Use for Redevelopment of City Owned Land for Housing
E. Investment Opportunities
F. Glossary
G. Map of Key Transit Corridors
H. Equity Lens [to be attached upon completion; prior to June 30, 2022]
I. HIP Stats Data Sources