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# EUGENE CITY COUNCIL AGENDA

**June 23, 2025**

**5:30 p.m. CITY COUNCIL WORK SESSION**

City Council meetings are held in a hybrid format using in person and virtual meeting technology. Information about online or other options for access and participation will be available at https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials

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**Meeting of June 23, 2025;**
**Her Honor Mayor Kaarin Knudson Presiding**

**Councilors**

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

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**5:30 p.m. CITY COUNCIL WORK SESSION**

1. **WORK SESSION: Urban Growth Strategies - Policies and Actions Update**

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

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

For more information, contact the Council Coordinator at 541-682-5010,
or visit us online at www.eugene-or.gov.

# EUGENE CITY COUNCIL
# AGENDA ITEM SUMMARY

## Work Session: Urban Growth Strategies - Policies and Actions Update

Meeting Date: June 23, 2025
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Terri Harding
Contact Telephone Number: 541-682-5635

**ISSUE STATEMENT**

This City Council work session is an opportunity for staff to provide the Council with an update on the Urban Growth Strategies project, including draft policies for Eugene's Comprehensive Plan and proposed actions to meet Eugene's housing and jobs needs. No action is requested, but staff request feedback on the general direction of the proposed policies and actions.

**BACKGROUND**

Eugene has initiated a multi-year urban growth boundary analysis update and collaborative effort that integrates state-required urban growth planning, equitable community engagement, and Council-directed policy work, and which has been given the umbrella project name of Urban Growth Strategies. Urban Growth Strategies (UGS) builds on the Envision Eugene Community Vision to identify the tools, actions, policies, and land needed for housing, jobs, and other urban uses in Eugene for the next twenty years. Staff provided an update to City Council on this topic at Council's February 12, 2025 meeting, including information on the four project phases.

Urban Growth Strategies includes several phases:

1. **Community Engagement:** Identify the needs and priorities of community members related to housing, jobs, and access to community assets in Eugene.
2. **Policy Development:** Integrate the results of community engagement and technical analysis to create and update the policies guiding land use planning in Eugene.
3. **Housing and Jobs Needs and Actions:** Take actions to address identified needs, especially related to housing production, affordability, and choice.
4. **Land Supply Studies:** Complete a technical analysis of land needed for jobs, housing, and other urban uses (such as parks, schools, and infrastructure).

At this meeting, the information provided by staff will be particularly directed toward the project phases addressing Policy Development and Housing and Jobs Needs and Actions. Council feedback is requested on the general direction of the proposed policies and actions. More details, including a 2025 Community Engagement report, will be presented to Council in the Fall as staff continues to work on a complete adoption package for Council consideration in 2026.

A general project timeline for Urban Growth Strategies is included as **Attachment A**, and an update on recent progress is available as **Attachment B.**

Additional background information on Urban Growth Strategies is available on the project webpage and will be provided at the work session.

**Policy Development**

Eugene's land use planning policies are housed primarily in the Envision Eugene Comprehensive Plan (Comprehensive Plan). This plan is a required element of the Oregon Statewide Planning program and contains Eugene-specific policies that implement Oregon's Statewide Planning Goals at the local level. The Comprehensive Plan is the overarching policy document for land use planning within Eugene's urban growth boundary (UGB) and will eventually replace the Eugene-specific policies in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

Phase 1 of the Comprehensive Plan was adopted in 2017. It includes chapters on the urban growth boundary, economic development, transportation, and administration and implementation, and the most recent Residential and Employment Land Supply Studies (2012-2032) adopted as appendices.

Phase 2 (the current phase) continues the development and adoption of a Eugene-specific comprehensive plan that implements the vision outlined in Envision Eugene, supported by contemporary research and community input. Policies will reflect updated land needs and will support priority tools and actions identified through Urban Growth Strategies work. Phase 2 of the Comprehensive Plan will also include new residential and employment land supply studies in 2027 and adjustments to Eugene's UGB as necessary in 2030.

Phase 2 includes six new chapters which are currently being developed for adoption in 2026 and 2027. **Attachment C** contains draft goals and policies for the following chapters: Community Engagement, Compact Development & Urban Design, Housing, Community Health, and Land Use. The Public Facilities chapter is still under development and will be shared with the public later this summer once internal staff review is complete.

**Ch 1. Community Engagement**

This chapter sets the goals and policies that guide the City of Eugene's community engagement efforts for legislatively adopted planning processes.

**Ch 2. Compact Development & Urban Design**

This chapter guides the City's efforts to use land inside the urban growth boundary in an efficient way that increases opportunities for people to live in complete neighborhoods. This chapter also introduces policies on planning for different types of centers and corridors consisting of commercial and residential uses that are intended to increase access to daily goods and services while reducing the need to rely on an automobile.

**Ch 4. Housing**
This chapter guides the City's efforts to increase housing production, affordability, choice, and fairness. The draft goals and policies in this chapter plan for housing affordable to all incomes, with a particular focus on lower- and middle-income households based on the current and future housing needs of the community.

**Ch 5. Community Health**
This chapter guides the City's efforts to plan for future growth and development that provides a healthy natural and built environment, enhances equitable access and opportunity, and fosters community safety and belonging.

**Ch 8. Public Facilities and Services (and the Eugene Public Facilities Plan)**
This chapter focuses on the urban services provided by the City of Eugene and its public partners, with goals related to responsible stewardship, efficient and orderly growth, and the provision of multiple benefits to the community. This chapter will also contain the Eugene Public Facilities Plan, which will replace the Public Facilities and Services Plan in the Metro Plan for Eugene.

**Ch 11. Land Use (includes the Land Use Designation Map)**
This chapter includes land use designation descriptions, accompanying policies, and a Eugene-specific land use designation map, which will clarify and define land use designations for land within Eugene's UGB, replacing the Metro Plan Diagram for Eugene.

Work on these Comprehensive Plan chapters has been underway since 2024, including extensive community engagement informing their content. Last fall, staff shared a draft Land Use Designation Map with the public. This winter and spring, staff began soliciting input on the draft goals and policies for chapters 1, 2, 4 and 5. This has included sharing their content with a broad variety of groups, committees, commissions and the general public, through recorded presentations and chapter input surveys that are posted on the Urban Growth Strategies Engage Eugene page.

At this work session, staff will provide an update on the draft policies proposed for City Council adoption in both 2026 and 2027. The proposed draft policies will support Urban Growth Strategies work and will ensure that Eugene has an adequate land supply and capacity for housing and jobs. At the June work session staff are requesting feedback from City Council on the general direction of these policies.

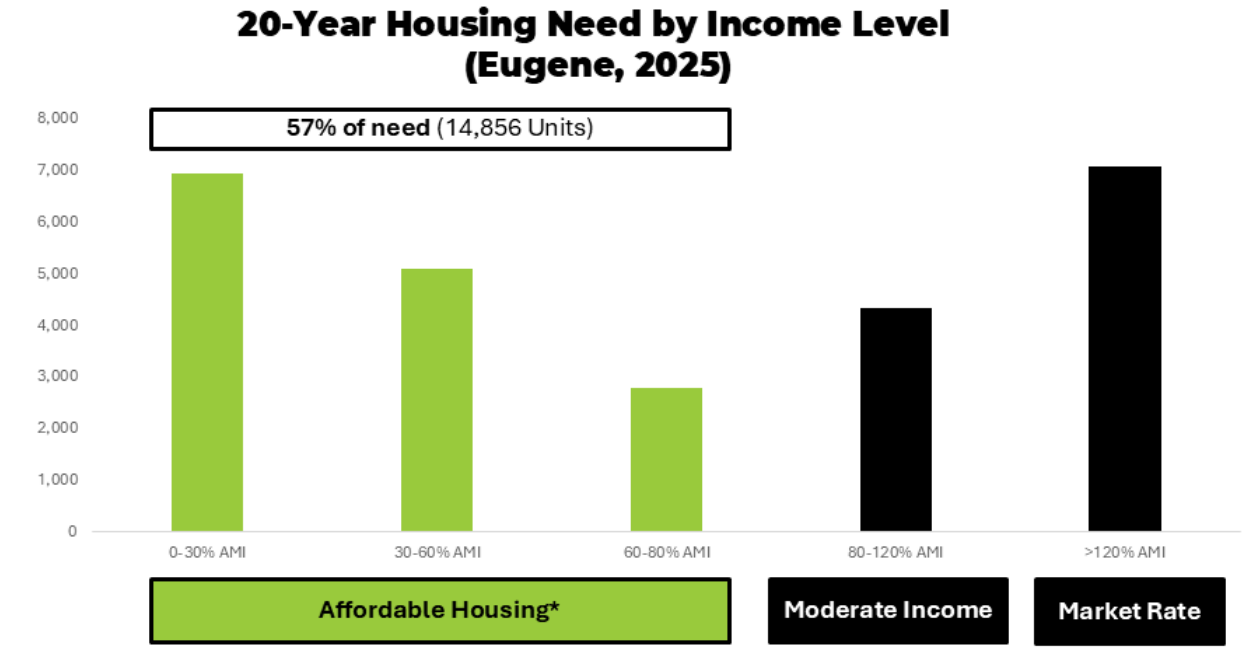
For more information on Policy Development, contact Rebecca Gershow at 541-682-8816 or rgershow@eugene-or.gov, or visit the project Engage Eugene page, to review the draft goals and policies, watch the videos and take the surveys about the Comprehensive Plan.

**Housing Needs and Actions**
Several recent state mandates require the City of Eugene to update its UGB planning. Urban Growth Strategies will comply with these new requirements, which significantly change how cities plan for local housing and urban growth needs.

In 2023, the Oregon Legislative adopted the Oregon Housing Needs Analysis (OHNA), which directed the Oregon Department of Land Conservation and Development (DLCD) to develop and implement rules to increase housing production, affordability, and choice across the state. Cities with a population of over 10,000, including Eugene, must now update their 20-year housing needs analysis and actions every eight years. Given the importance of planning for complete communities, Eugene will plan for all urban land uses (housing, jobs, parks, schools, and infrastructure) on this 8-year cycle for a comprehensive understanding of urban growth needs.

Eugene needs to produce more than 26,000 dwellings over the next 20 years, according to the 2025 OHNA. To meet this need, Eugene would need to produce about 1,600 dwellings each year, which is approximately a 70 percent increase from current production. For comparison, Eugene's currently adopted housing need (2012-2032) is for just over 15,000 dwelling units. The OHNA methodology substantially increases the amount of housing cities will need to plan for by including current unmet housing needs for people transitioning out of homelessness and by accounting for decades of underproduction, as well as by planning for population growth. Eugene's current unmet need accounts for about 30 percent of the overall 20-year OHNA need. About 70 percent of the OHNA 20-year OHNA number accounts for projected future housing needs, including population growth, demographic change, and taking into account second/vacation homes.

Eugene's state-allocated housing need by income level from the 2025 OHNA is illustrated in the chart below. To meet Eugene's housing need for households with the lowest incomes, financial resources are required. Annual production trends for new subsidized Affordable Housing units will have to increase sevenfold in order to meet Eugene's projected need for Affordable Housing.




*Source: Oregon Housing Needs Analysis, January 2025*

**Housing that is affordable to households making less than 80 percent Area Median Income (AMI) and generally requires subsidies from local, state, and federal government agencies.*

The state requires that cities demonstrate how they will accommodate 20 years of growth within the UGB through a sequential process, first through estimating the UGB's existing development capacity, then through projecting new capacity (from new housing, compact development, and jobs actions) within the current UGB, and finally, as needed, through UGB expansion. In 2027, Eugene will adopt new land supply studies outlining how the next 20 years of growth will be accommodated.

To comply with state mandates, Eugene will advance specific actions to address identified needs for housing. As noted above, the City must commit to actions that address housing production, affordability, and fair housing choice. During the February 12, 2025, work session, staff provided information on possible housing actions, which fall into the following categories:

- Information & Partnerships
- Reduce Regulatory Barriers
- Increase Development Capacity
- Financial Incentives
- Direct Investments & Land Acquisition
- Infrastructure Projects

At this work session, staff will provide an update on a package of housing actions for City Council consideration for adoption in both 2026 and 2027 to ensure Eugene has an adequate land supply and capacity for housing. Staff are requesting feedback from City Council on the general direction of these actions, to help staff return for council consideration later this year with more specifics in line with council expectations.

This draft package of actions is informed by: past research and engagement efforts; conversations with community members, housing and development professionals, and City staff; and priorities in existing work plans, such as the Housing Implementation Pipeline. These actions also reflect draft housing and compact development goals and policies in Eugene's Comprehensive Plan. goals and policies in Eugene's Comprehensive Plan.

To reduce barriers and increase development capacity for housing, as well as advance the City's draft housing goals and policies, staff have proposed the following actions:

| Housing Actions Under Consideration for 2026-2027 | | |
|---|---|---|
| **Action** | **Action Type** | **Proposed Year** |
| a. Allow Micro Village Housing | Regulatory | 2026 |
| b. Allow Deferral of Systems Development Charges | Incentive | 2026 |
| c. Update Zoning for Royal Avenue Node | Regulatory | 2027 |
| d. Encourage Voluntary Annexation | Mix | 2026-2027 |
| e. Improve Middle Housing Permitting Process & Communications | Mix | 2026 |

| Housing Actions Under Consideration for 2026-2027 | | |
|---|---|---|
| **Action** | **Action Type** | **Proposed Year** |
| f. Increase Average Densities in Low-Density Residential Areas | Regulatory | 2026-2027 |
| g. Adjust Density Standards | Regulatory | 2027 |
| h. Site-Specific Zoning Changes | Regulatory | 2027 |
| i. Land Use Code Updates | Regulatory | 2026-2027 |
| j. New or Expanded Incentives | Incentive | 2027 |

Each action is summarized in more detail in **Attachment D.**

For more information on Housing Needs and Actions, contact Leah Rausch at 541-682-5476 or lrausch@eugene-or.gov.

**Compact Development Actions**
In addition, Eugene will also advance specific actions to encourage compact development, a strategy supporting both housing and jobs. At this work session, staff will provide an update on a package of compact development actions for City Council adoption in both 2026 and 2027 to both ensure adequate land supply and capacity as well as to advance current and proposed City policies around compact development. Staff are requesting feedback from City Council on the general direction of these actions, to help staff return for council consideration later this year with more specifics in line with council expectations.

To encourage compact development, staff have proposed the following actions:

| Compact Development Actions Under Consideration for 2026-2027 | | |
|---|---|---|
| **Action** | **Action Type** | **Proposed Year** |
| k. Modernize Compact Development Overlay Zones | Regulatory | 2026 |
| l. Encourage Compact Development in Centers & Key Corridors | Incentive, Regulatory | 2026-2027 |

Each action is summarized in more detail in **Attachment D.**

For more information on Compact Development Actions, contact Leah Rausch at 541-682-5476 or lrausch@eugene-or.gov.

**Jobs Actions**
Eugene will also advance specific actions to address identified needs for jobs. At this work session, staff will provide an update on a package of jobs actions for City Council adoption in both 2026 and 2027 to ensure Eugene has an adequate land supply and capacity for jobs. Staff are requesting

feedback from City Council on the general direction of these actions to help staff return for council consideration later this year with more specifics in line with council expectations.

To reduce barriers and increase land capacity for jobs, staff have proposed the following actions:

| Jobs Actions Under Consideration for 2026-2027 | | |
|---|---|---|
| **Action** | **Action Type** | **Proposed Year** |
| m. Review and Enhance Employment Zones (E-1 and E-2) | Regulatory | 2026 |
| n. Site-Specific Zoning Changes | Regulatory | 2027 |
| o. Land Use Code Updates | Regulatory | 2026-2027 |

Each action is summarized in more detail in **Attachment D.**

For more information on actions to increase jobs, contact Heather O'Donnell at 541-682-5488 or hodonnell@eugene-or.gov.

**Next Steps**

Staff anticipate bringing a series of topics to the Council over the next two years, including two adoption packages of land use code and comprehensive plan amendments. The next work sessions are anticipated for fall 2025 and will focus on possible components of the 2026 adoption package, including further refinement of the draft policies included in the six Comprehensive Plan chapters discussed in this AIS, and further refinement of the housing, compact development, and jobs actions discussed in this AIS.

The first adoption package will proceed in 2026, and a second adoption package (containing additional housing and jobs actions, the Housing Capacity Analysis, and Housing Production Strategy, as well as supporting plan and code amendments) will occur in 2027.

The adoption process for land use code and plan amendments provides multiple opportunities for the public to add their voice. The process will include work sessions with both City Council and Planning Commission, leading up to a Planning Commission public hearing and recommendation and a City Council public hearing and action in 2026. Some components of Urban Growth Strategies (including all Comprehensive Plan and related amendments), will need to be co-adopted by Lane County, requiring a concurrent process with their Planning Commission and Board of Commissioners.

**RELATED CITY POLICIES**

The Urban Growth Strategies project is broad reaching and related to or implements several City plans and policies regarding housing, homelessness, employment, land use, transportation, urban services/facilities, climate and sustainability, and growth management.

Key related plans include:

- Envision Eugene Comprehensive Plan
- Housing Implementation Pipeline

- City of Eugene 2023-2026 Strategic Plan
- Eugene 2035 Transportation System Plan
- Eugene's Community Climate Action Plan (CAP) 2.0

**PREVIOUS COUNCIL DIRECTION**
None.

**COUNCIL OPTIONS**
This item is advisory only.

**CITY MANAGER'S RECOMMENDATION**
This item is advisory only.

**SUGGESTED MOTION**
None.

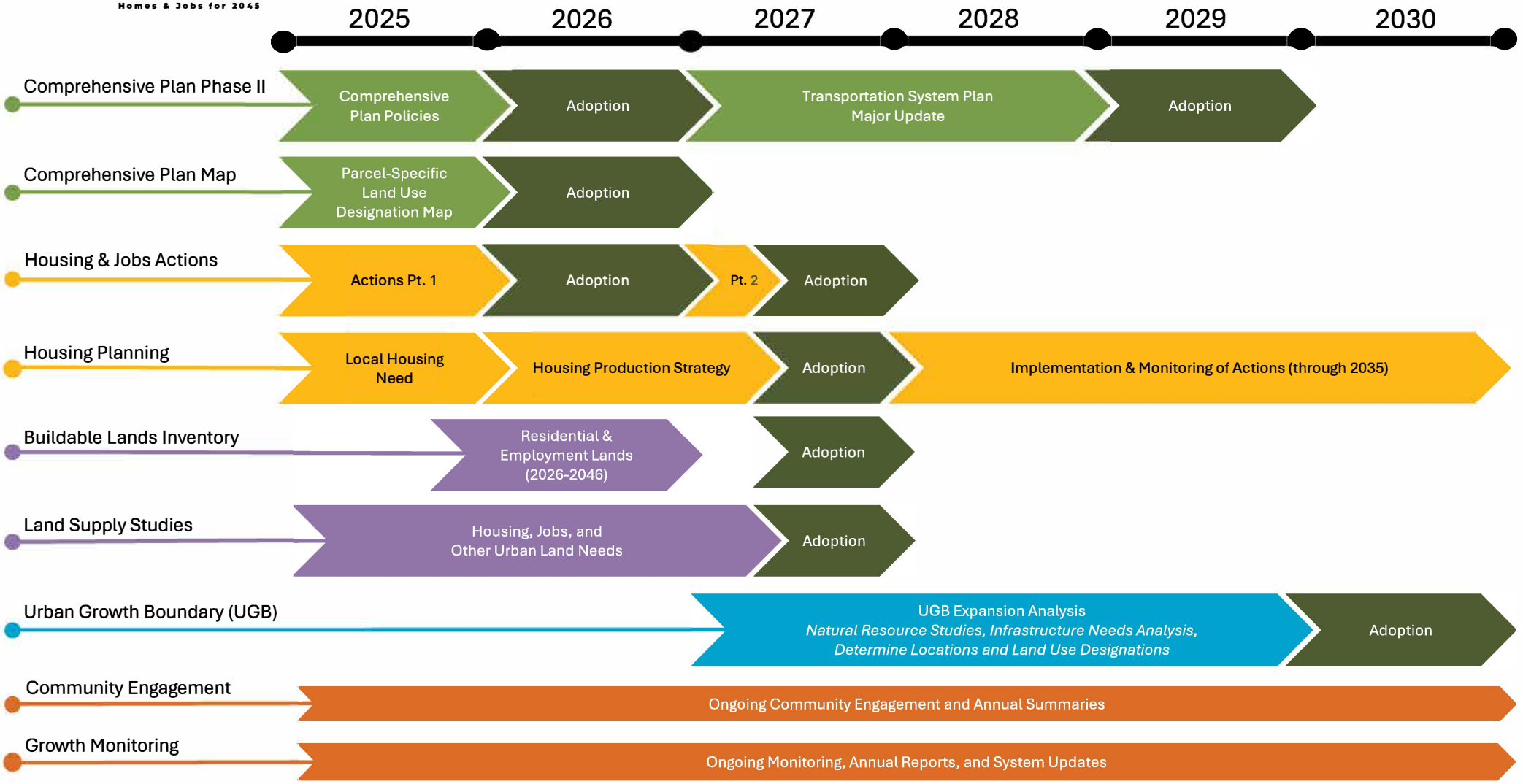
**ATTACHMENTS**
A. Urban Growth Strategies Project Timeline
B. Urban Growth Strategies May 2025 Project Update
C. Comprehensive Plan Phase II – Draft Goals and Policies:
    - Community Engagement
    - Compact Development and Urban Design
    - Housing
    - Community Health
    - Land Use (includes Land Use Designation Map)
D. Draft Summary of Housing and Jobs Actions

**FOR MORE INFORMATION**
Staff Contact: Terri Harding, Principal Planner
Telephone: 541-682-5635
Staff E-Mail: THarding@eugene-or.gov

URBAN GROWTH STRATEGIES
Homes & Jobs for 2045

# Project Timeline

January 2025



URBAN GROWTH STRATEGIES
Homes & Jobs for 2045

# May 2025 Project Update

In an ongoing effort to implement the **Envision Eugene Community Vision**, Urban Growth Strategies is a project identifying the tools, actions, policies, and land needed for the next 20 years to support living wage jobs and housing that everyone can afford. This City of Eugene-led project is a collaborative effort that integrates state-required urban growth planning, equitable community engagement, and City Council-directed policy work.

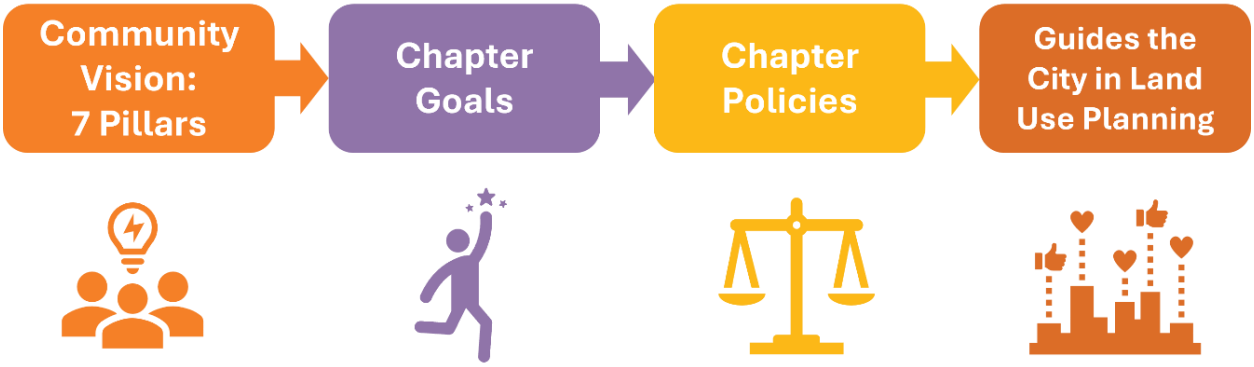
This regular update will provide relevant project information, milestones, and upcoming opportunities for engagement. The best way to stay involved is to follow the project on **Engage Eugene** and sign up for the **EUG Planning Newsletter** for monthly updates on Urban Growth Strategies and other relevant planning work.

For May 2025, project updates include:

- Eugene's Comprehensive Plan: Draft Goals and Policies for Review
- Community Advisory Panel
- 2026-2027 Housing & Jobs Actions
- Reducing Barriers to Housing: Micro Village Housing
- Recent and Upcoming Public Meetings

## Eugene's Comprehensive Plan Update: Draft Goals and Policies for Review

The Envision Eugene Comprehensive Plan is a guide to help Eugene plan carefully for the future. This plan takes Eugene's **vision** for how the city should grow and turns it into goals and policies that guide land use plans, updates to the development code, and financial decisions for the next 20 years.



Over the past year, Planning Division staff have been talking with community members to learn more about what their needs and priorities are for the future (read the **2024 Community Engagement Summary**). Using what they heard, staff wrote draft goals and policies for the community to review for these chapters:

- **Chapter 1 – Community Engagement**
- **Chapter 2 – Compact Development & Urban Design**
- **Chapter 4 – Housing**
- **Chapter 5 – Community Health**

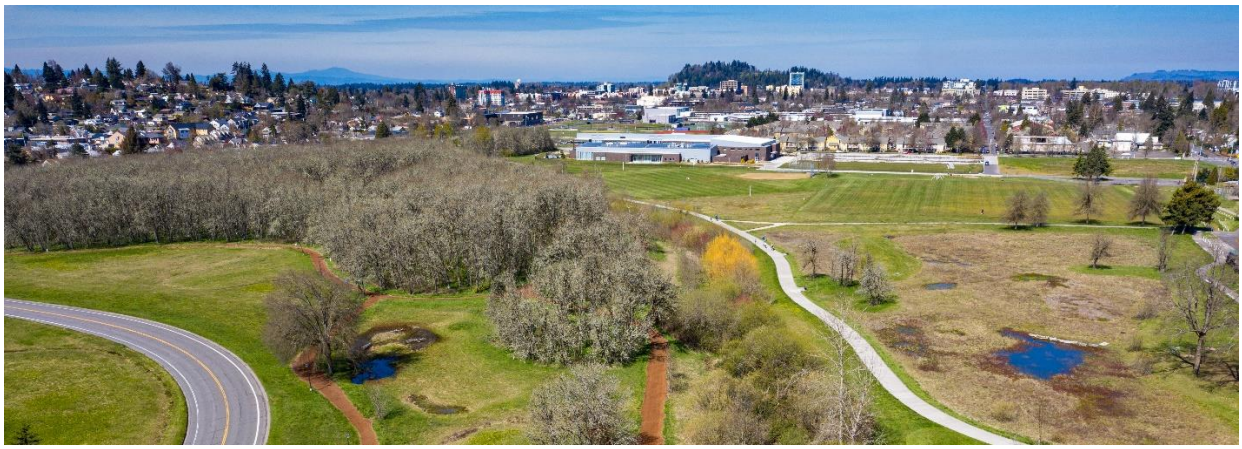
To get feedback from the community, staff released a series of short **surveys** to understand the community's support for the draft goals and policies, and to collect their thoughts and opinions. Staff also made **a few short videos** to describe the Comprehensive Plan and the new draft chapters.

## What's Next?

Planning Division staff are working with a Community Advisory Panel, Housing and Development Working Group, and Boards and Commissions to collect their feedback on the draft goals and policies. Using that feedback, along with the feedback from the surveys, staff will refine the draft goals and policies, as appropriate. In 2026, staff will be asking the Eugene City Council and Lane County Board of Commissioners to consider adopting the new chapters.

Let the City know what you think about the draft Comprehensive Plan goals and policies: **take the surveys** by the end of July 2025.

To learn more about the Envision Eugene Comprehensive Plan, visit the **project webpage**.



## Community Advisory Panel

Urban Growth Strategies is an opportunity to improve fair and equitable outcomes for more residents. To align with the City's goal to center the voices and experiences of people from underserved community groups in decision-making, Planning staff have formed a Community Advisory Panel.

*Community Advisory Panel members hear about components of Urban Growth Strategies during their April 9, 2025 meeting.*

The panel's first meeting was held in early April and they met three times in April and May 2025. The panel is advising City staff on important components of Urban Growth Strategies including Phase II of the Envision Eugene Comprehensive Plan, Housing and Jobs Actions, and understanding current and past housing and land use actions that have contributed to housing insecurity, displacement, and homeownership disparities for underserved community groups, including people of color, people with disabilities, people with low incomes, and tribal communities.

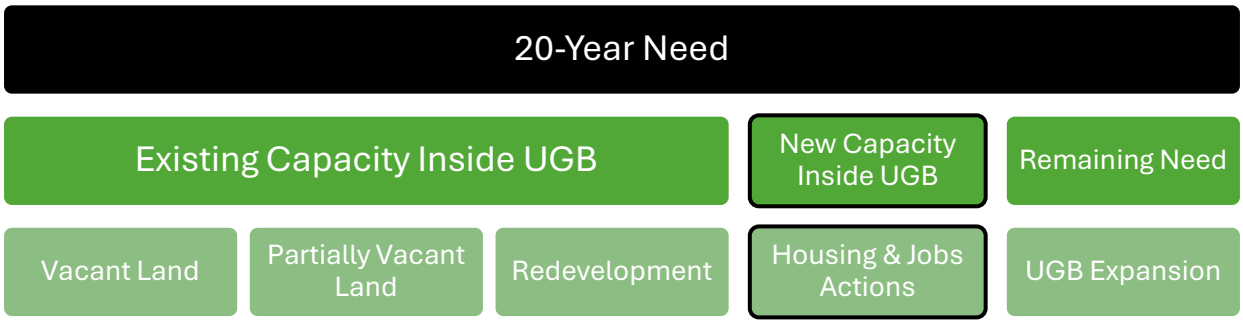
Each panel member brings a diverse perspective to the group. Their lived experiences range from personal to professional, housing insecure to homeowner, and from high-school student to retired architect. City staff are grateful to have the opportunity to work with such a culturally and experientially rich group of people and for their commitment to working towards more fair and equitable outcomes for the Eugene community.

## 2026-2027 Housing and Jobs Actions

Oregon cities are falling short on providing enough housing to meet our communities' needs. In response, Governor Kotek and the legislature have advanced a series of priorities to increase housing production, affordability, and choice.

As a part of Urban Growth Strategies, Eugene will advance specific actions to address needs for the next 20 years of housing and jobs. **Eugene needs more than 26,000 new homes over the next 20 years,** according to the **2025 Oregon Housing Needs Analysis**. To meet this need, Eugene would need to produce about 1,600 dwellings each year, or a 70% increase from current production. The OHNA takes a more comprehensive approach to determining a city's housing needs. The methodology considers current unmet needs, including housing to make up for decades of underproduction and units for people experiencing homelessness, as well as future needs for population growth, changes to household composition based on shifting demographics, and the impact of second and vacation homes.

Housing and jobs actions are a necessary step in urban growth boundary (UGB) planning. The state requires that cities demonstrate how they will accommodate 20 years of growth within the UGB through a sequential process (illustrated below), first by estimating existing development capacity in the UGB, then by projecting new capacity from new housing and jobs actions within the current UGB, and finally, as needed, through UGB expansion. In 2027, Eugene will adopt new land supply studies outlining how 20 years of growth will be accommodated.




To help meet Eugene's 20-year housing and jobs needs, City staff have proposed a series of housing, compact development, and jobs actions as priorities for City Council adoption in 2026 and 2027. These actions reflect draft **housing** and **compact development** policies in the Comprehensive Plan. *Actions are still at the 'concept' level and will require more research, evaluation, and feedback.*

**Review the full draft list of 2026-2027 Housing and Jobs Actions here.**

This list of actions is informed by past research and engagement efforts, conversations with community members, housing and development professionals, and City staff, and priorities in existing work plans, such as the Housing Implementation Pipeline, and address several priorities:

- Reduce barriers to housing
- Increase capacity for housing and jobs
- Encourage compact development
- Reduce barriers to jobs

## Reducing Barriers to Housing: Micro Village Housing

An example of an upcoming Housing Action that staff are excited about is creating a path to Micro Village Housing. Housing developers, shelter providers, and City staff have identified "micro village" housing as a priority housing type, especially for people transitioning from homelessness. This model has already proved successful in a shelter setting, including EveryOne Village in Eugene, as well as housing developments in Olympia, WA and Austin, TX.

As one of the proposed housing actions for 2026, the City intends to create a pathway for legal, permanent housing using this model. Staff will propose changes to Eugene's Land Use Code to create a new housing type locally. Micro Village housing would be a flexible type, but would likely include a cluster of detached, very small housing units with sleeping quarters, and in-unit toilet, shower, and sink. These units would share a multi-use common building with cooking facilities, laundry, and other amenities and services.

**Community First! Village, Austin, TX**

This type of housing would help to meet some of Eugene's local housing need, especially for people with the lowest incomes. These micro units are faster and less expensive to develop than traditional multi-unit rental housing, could open access to new funding sources, provide opportunities for workforce development partnerships, and formalize a housing model that simultaneously provides independence and community support.

**Review the full draft list of 2026-2027 Housing and Jobs Actions here.**

## Recent Public Meetings

An archive of past public meetings for Urban Growth Strategies is regularly updated on the **project webpage here**.

- **February 11, 2025 – Eugene Planning Commission:** Housing Need
- **February 12, 2025 – Eugene City Council:** Housing Need
- **March 19, 2025 – Eugene Sustainability Commission:** Comprehensive Plan – Compact Development Chapter
- **April 16, 2025 – Eugene Sustainability Commission:** Comprehensive Plan – Community Health Chapter
- **May 6, 2025 – Lane Transit District Strategic Planning Committee:** City of Eugene Transportation and Land Use Briefing

## Upcoming Public Meetings

**Eugene Active Transportation Committee:** On June 12, 2025, Planning Division staff will present draft goals and policies for the Compact Development and Urban Design and Community Health chapters of the Comprehensive Plan to the committee and request their feedback. **Find information on the meeting here**.

**Eugene Planning Commission:** On June 17, 2025, the Planning Division will provide an update to the Planning Commission on Urban Growth Strategies, focusing on housing and compact development goals, policies, and actions. **Find information on the meeting here.**

**Eugene City Council:** On June 23, 2025, the Planning Division is scheduled to provide an update to the City Council on Urban Growth Strategies, focusing on housing and compact development goals, policies, and actions. **Find information on the meeting here.**

**Eugene Planning Commission:** On July 8, 2025, the Planning Division will provide an update to the Planning Commission on the Envision Eugene Comprehensive Plan, including policy development for land use, public facilities and services, and community health. **Find information on the meeting here.**

## For More Information

Visit the **project webpage**, view the **project timeline**, or follow the project on **Engage Eugene.** Staff contacts include:

**Leah Rausch**
Urban Growth Strategies
LRausch@eugene-or.gov
541-682-5476

**Stuart Warren**
Comprehensive Plan
SWarren@eugene-or.gov
541-682-5561

**Thea Evans**
Land Use Designation Map
TEvans@eugene-or.gov
541-682-6035

URBAN GROWTH STRATEGIES

Eugene Comprehensive Plan

# Phase II – Draft Goals and Policies

## Purpose and Introduction

The Envision Eugene Comprehensive Plan is more than a policy document—it's our community's blueprint for the future. It charts a thoughtful, inclusive path for how Eugene will grow—where we live, work, shop, and play—not just today, but for generations to come. Rooted in shared values and a vision of sustainability, equity, and opportunity, this plan is our collective promise to build a vibrant, resilient Eugene for everyone.

The Envision Eugene Comprehensive Plan guides the City in its land use planning for future growth within Eugene's urban growth boundary. The policy direction in the Envision Eugene Comprehensive Plan is based on the **community's vision**. It is intended to address the needs and desires of Eugene's residents, as well as the requirements of **Oregon's Statewide Planning Goals**. It is a State-mandated land use plan, adopted by the City to serve as Eugene's city-specific comprehensive land use plan.

For several decades, Eugene and Springfield shared a common comprehensive plan, the **Eugene - Springfield Metropolitan Area General Plan (Metro Plan)**. In 2007, State legislation required Eugene and Springfield to adopt separate urban growth boundaries and comprehensive plans for the area inside those boundaries. As a result, the City of Eugene adopted its first Eugene-only urban growth boundary and first phase of the Envision Eugene Comprehensive Plan in 2017.

This document outlines the draft goals and policies for Phase II of the Envision Eugene Comprehensive Plan. Phase II contains new and updated goals and policies for the following chapters:

**Chapter 1 - Community Engagement**

**Chapter 2 – Compact Development and Urban Design**

**Chapter 4 – Housing**

**Chapter 5 – Community Health**

**Chapter 11 – Land Use (Partially adopted in 2017)**

Staff have been working with City subject matter experts and partners and are looking to collect broader feedback on these goals and policies. This document also includes explanations of the

intent of the goals and policies, and how each chapter will be structured. When these chapters are completed, they will include introductions that provide additional background and context.

For more information, including recorded presentations on each chapter, and to share your feedback with us, please visit the Urban Growth Strategies **Engage Eugene page**.

## Terms and Definitions

The currently-adopted **Envision Eugene Comprehensive Plan Introduction** (page I-3) explains the intent of the **goals** and **policies** included in each chapter:

> *The Envision Eugene Comprehensive Plan will ultimately contain a set of chapters that address a full range of specific aspects of land use planning. Each chapter begins with an introductory section, followed by goals and/or policies. The introductory text is provided for general explanatory purposes only. In the future, the Envision Eugene Comprehensive Plan will also include a land use diagram and descriptions of land use designations. The terms "goal" and "policy" are used specifically in this comprehensive plan to mean:*
>
> - ***Goals** articulate the overarching aspirations of the community. The Envision Eugene Comprehensive Plan goals are broad statements that describe our collective hopes for the way in which our community will grow. A goal is aspirational and may not be fully attained within a particular time frame.*
> - ***Policies** are statements adopted to provide a consistent course of action and move the community toward attainment of its goals. Policies in the Envision Eugene Comprehensive Plan guide the work of the City Manager and staff in formulating proposed changes to the Eugene Code and other regulatory documents, to guide other work programs and long range planning projects, and preparation of the budget and capital improvement program. These policies will not be used in determining whether the City shall approve or deny individual land use development applications unless such direction is specifically stated in the policy. New land use plans and changes to the City's land use code and land use plans must be consistent with the policies in the Envision Eugene Comprehensive Plan.*

### *New Terms*

New terms that are being introduced as part of these chapters are located at the end of this document in the **glossary**.

DRAFT

# Chapter 1 - Community Engagement

## Draft Goals and Policies

### Draft Goals

This section contains the DRAFT goals for Chapter 1 – Community Engagement.

1. **Equitable and Outcome-Oriented Community Engagement**

   Plan and make available welcoming engagement opportunities across all phases of planning processes. Focus engagement efforts on planning with people from underserved community groups to inform and influence the development and outcomes of planning processes.

2. **Accessible, Accountable, and Transparent Engagement Processes**

   Design processes that communicate how engagement will inform decision making and clearly document feedback and outcomes. Design engagement opportunities that are universally accessible (in terms of time, location, language, etc.) to facilitate the sustained engagement of a representative cross-section of community members.

3. **Foster Healthy Dialogue**

   Maintain and build relationships with a broad network of community members and groups to foster healthy ongoing dialogue regarding community priorities and needs.

### Draft Policies

**Equitable and Outcome-Oriented Community Engagement**

1.1 **Welcoming experience.** Design and implement community engagement opportunities that create a welcoming environment to encourage broad participation and a sense of belonging.

1.2 **Design for equity**. Design community engagement plans that prioritize the needs of people who will be most impacted by the planning process and have the least amount of power to influence it.

1.3 **Demographic diversity.** Work to increase participation by people from underserved community groups on boards, commissions, panels, and other City-sponsored entities.

1.4 **Engaging young people.** Create opportunities for young people to be engaged in planning processes in meaningful ways.

1.5 **Community voice.** Design and provide opportunities for City leadership[1] to engage with and hear from a representative cross section of the community.

1.6 **Outcome-oriented.** Design community engagement plans that provide meaningful opportunities for community members to affect project outcomes and decision making.

1.7 **Community-led**. Collaborate with community organizations on engagement activities. Support collaborators to organize, lead, and facilitate events that are welcoming and meaningful for the people they serve.

**Accessible, Accountable, and Transparent Engagement Processes**

1.8 **Community engagement plans.** Develop community engagement plans that are approved by the Planning Commission, as the City's Committee for Community Engagement. Community engagement plans should be used for legislatively adopted planning processes that have the potential to produce citywide impacts or significant impacts on members of underserved community groups.

1.8(a) **Components.** Community Engagement Plans should include at a minimum, a definition of the problem, goal, and/or issue to be addressed; community context; engagement activities and timelines; communication tools; and interested and impacted communities and organizations.

1.8(b) **Transparency**. Clearly define components such as participants' roles and responsibilities, the scope of the project, regulatory restrictions, specific elements of the project that can be influenced by community members, and who the final decision makers are.

1.8(c) **Levels of participation.** Consider the ability of community members to influence the outcomes of the project when designing appropriate levels of participation in a community engagement plan. Take into consideration constraints such as local, state or federal rules, project resources, and City Council direction.

1.8(d) **Co-design.** To the extent possible, provide opportunities for community members with lived experience, knowledge of the field, and/or subject matter expertise to participate in the design of community engagement plans.

1.8(e) **Focused and broad engagement opportunities.** Use a variety of events and activities to engage a broad spectrum of the Eugene community. Use focused engagement events and activities, such as focus groups, interviews, tabling at community events, and listening sessions, to reach specific communities who are unlikely to engage in other events and activities.

1.8(f) **Monitoring**. During community engagement plan implementation, monitor and adjust the plan, as needed, to ensure that the communication tools, activities, and timelines

[1] City leadership in this case includes the Eugene Planning Commission, City Council, and Mayor.

are working as intended to include interested and impacted communities in the planning process.

1.9 **Multiple opportunities and formats**. Provide formal and informal opportunities for community engagement in all phases of legislatively adopted planning processes.

1.10 **Outreach.** Continue to assess the best ways to invite community members into engagement opportunities, and use focused strategies that encourage participation by interested and impacted community members.

1.11 **Foundation for an engaged community**. Create a strong foundation for robust community engagement by providing accessible, easily understandable, and culturally responsive information and communication.

1.12 **Post-engagement evaluations**. Conduct post-engagement evaluations to improve future engagement work.

1.13 **Documentation and feedback.** Provide clear communication to participants about the issues raised in the community engagement process, how community input affected outcomes, and the rationale used to make decisions. Provide clear documentation for the rationale supporting decision making.

**Foster Healthy Dialogue**

1.14 **Cultivate partnerships and relationships.** Partner with other City departments and divisions to help develop and foster relationships with a broad range of community leaders and organizations, including Neighborhood Associations and organizations representing underserved community groups.

1.15 **Community member compensation.** Encourage equitable and informed policy discussions by compensating participants from underserved community groups who bring lived experience and/or expertise to the planning and decision-making process.

1.16 **Advisory panels.** When appropriate, use advisory panels to advise staff on community priorities, needs, planning process content and/or process. Consider how panel members are selected, and the decision-making structure to ensure the voices of interested and impacted communities are represented and able to inform meeting outcomes.

DRAFT

# Chapter 2 - Compact Development and Urban Design

## Draft Goals and Policies

### Draft Goals

This section contains the DRAFT goals for Chapter 2 – Compact Development and Urban Design.

1. **Compact Urban Form**

   Foster an attractive urban development pattern that promotes efficient use of resources, facilitates equitable development and access to community assets, and reduces Eugene's carbon emissions.

2. **Connected Corridors and Centers**

   Concentrate future growth and development near key corridors and mixed-use centers to facilitate efficient transportation, transit-supportive land uses, housing options, economic development, and social connections.

3. **Complete Neighborhoods**

   Increase opportunities for people to live in well-connected, safe, and healthy neighborhoods with diverse housing options and access to food, parks, schools, jobs, and social spaces within an easy walking distance.

### Draft Policies

**Compact Urban Form**

2.1 **Compact development.** Implement measures that increase the efficient use of land within the urban growth boundary through strategies such as updating land use plan designations and zones, amending development standards, implementing strategic investments and incentives, and planning for future growth near centers and key corridors.

2.2 **Design and planning integration**. Integrate urban design with land use and transportation planning to provide a safe, attractive and connected public realm, promote resource-efficient land use patterns (such as centers, transit-supportive land uses, and complete neighborhoods) and reduce vehicle miles traveled per person.

2.3 **Safe and resilient urban form.** Consider efficient police and emergency response, fire safety, disaster resilience, and mitigation of impacts from climate change when adopting

design regulations.

2.4 **All ages and abilities.** Strive for a built environment that provides accessible, safe, healthful, and attractive places for people of all ages and abilities.

2.5 **Infill and redevelopment opportunities**. Encourage infill development and redevelopment by addressing regulatory, financial, and other barriers to infill development on smaller vacant, partially vacant, and underutilized sites and regulatory, financial, and other barriers to the adaptive reuse of buildings.

2.6 **Motor vehicle parking areas.** Reduce the amount of land utilized by surface parking areas, especially in centers and along key corridors. Encourage redevelopment of existing surface parking areas. When surface parking areas are necessary**,** encourage compact pedestrian-friendly designs that limit impervious surfaces and maximize public benefit.

2.7 **Transitions.** Consider updates to land use regulations that include design transitions to promote a gradation of development types and scales between low and high intensity development patterns while still allowing for compact development.

2.8 **Placemaking.** Encourage the integration of design elements into the public realm, such as art, landscaping, seating, and interpretative signage to highlight and define distinct places of natural, historical, and/or cultural value in the community.

**Connected Corridors and Centers**

2.9 **Key Corridors.** Support higher-intensity development and redevelopment, including commercial services, employment opportunities, and multi-unit housing near Eugene's key corridors, as defined in the **Glossary**, and as shown on the illustrative Eugene Centers and Key Corridors Map (See page 10).

2.9(a) **Encourage development**. Use coordinated land use and transportation planning, economic incentives, public realm improvements, and zoning and land use code amendments to encourage pedestrian-friendly development and redevelopment along key corridors.

2.9(b) **Focus on transportation access**. Review and revise the land use code to promote building and site designs along key corridors that provide safe and efficient access for people traveling by foot, bike, transit, or by an assistive or micromobility device.

2.9(c) **Buffering housing**. Encourage buffers, such as horizontal and vertical separation, street trees, and landscaping, between housing and high-volume roads within key corridors.

2.10 **Centers.** Support higher-intensity commercial, employment, and mixed-use development as well as a variety of housing types in and near centers, at different scales as described below. Use coordinated land use and transportation planning, economic

incentives, public investments, and zoning and land use code amendments to encourage development and redevelopment in and near centers. Where specified, centers can include climate-friendly areas, as defined in the **Glossary**, and as shown on the illustrative Eugene Centers and Key Corridors Map (**See page 10**).

2.10(a) **Downtown center.** Encourage continued growth and investment in downtown Eugene as the region's premier commercial, mixed-use, employment, cultural and high-density residential area.

2.10(b) **Core commercial centers.** Encourage continued growth and investment in core commercial centers that serve the needs of surrounding residents as well as a wider area, and contain concentrations of employment, public facilities, commercial, and community services, with a range of housing types. Core commercial centers are primarily, but not exclusively, located along key corridors.

2.10(c) **Neighborhood centers.** Encourage continued growth and investment in neighborhood centers that allow a mix of uses that serve the needs of surrounding residents. Plan for a concentration of primarily neighborhood-serving commercial uses surrounded by a mixture of housing types.

2.11 **Transportation in centers.** Plan to serve centers with high-quality transportation infrastructure for people who walk, use assistive mobility devices, bike, and/or use public transit. Plan for centers to have public transit connections to community assets within the city and region.

2.12 **New government facilities.** Where practicable, prioritize the location of new government facilities that provide direct service to the public within or near climate-friendly areas that do not already contain sufficient government facilities, including but not limited to parks, open space, plazas, and similar public amenities.

**Complete Neighborhoods**

2.13 **Complete neighborhoods.** Support the design and development of complete neighborhoods, where people of all ages, abilities, and incomes have safe and convenient access to daily goods and services.

2.13(a) **Centers in complete neighborhoods**. Plan for new and existing neighborhoods to have a center within a comfortable walk, or equivalent, to enable more people to conveniently access goods and services without having to rely on an automobile.

2.13(b) **Public places in complete neighborhoods.** Plan for neighborhood parks, plazas, community gardens, and/or open spaces in complete neighborhoods as places of local activity and gathering.

2.13(c) **Transportation facilities in complete neighborhoods.** Prioritize land use choices that reduce barriers for people who walk, bike, and use assistive and other micromobility devices. Plan for rights-of-way to be integrated into

surrounding neighborhood uses through pedestrian-scale design that provides safe and efficient pedestrian, bicycle, and transit access.

2.14 **Historic preservation.** Continue to identify and encourage preservation of significant historical and cultural resources. Encourage adaptive reuse of historic buildings for housing or other public benefits and incorporate historic preservation into planning efforts.

2.15 **Neighborhood-serving commercial.** Review and revise the land use code to promote greater flexibility for neighborhood-serving commercial facilities in residentially zoned neighborhoods.

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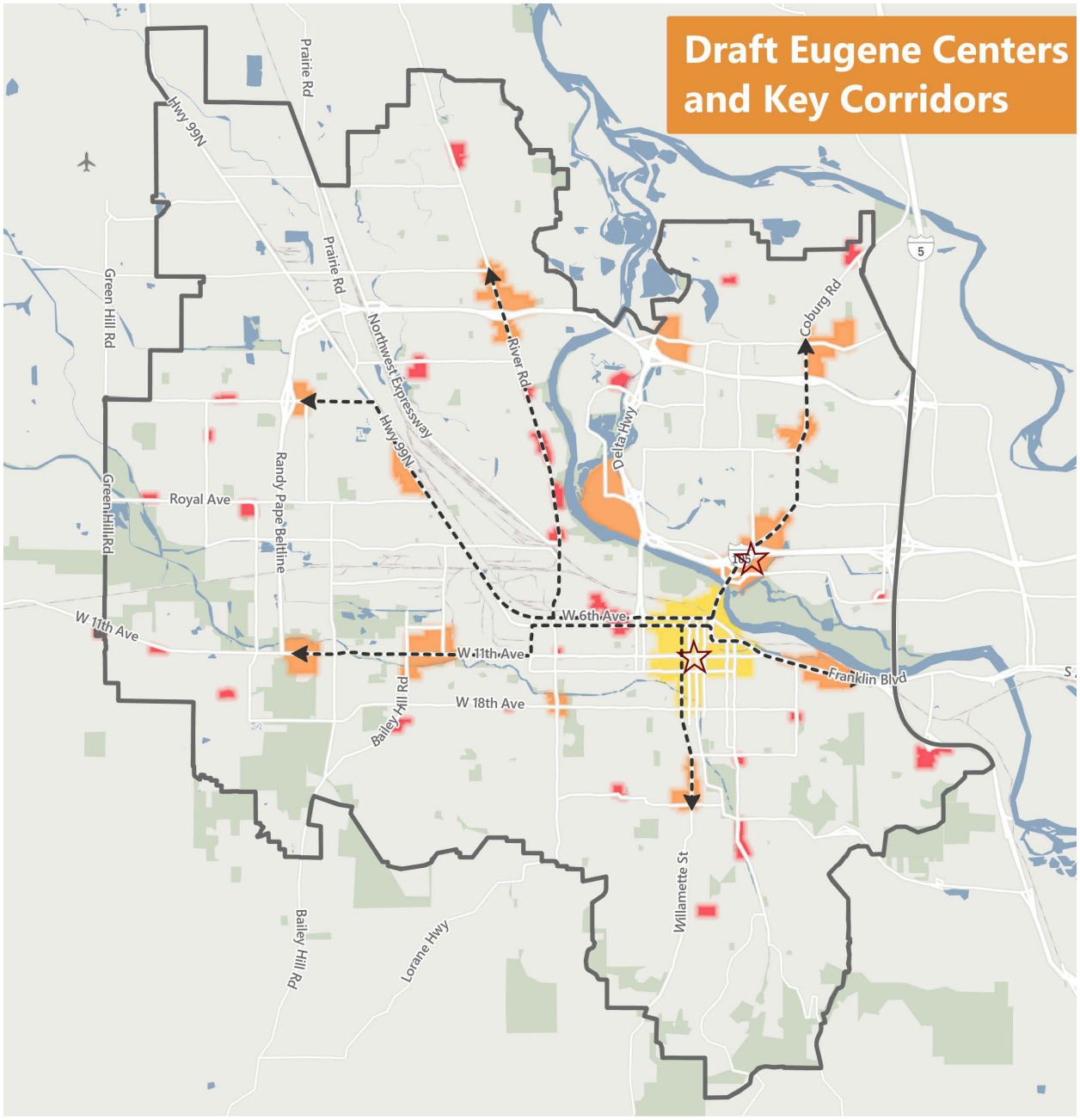
Draft Eugene Centers and Key Corridors
Prairie Rd
Hwy 99N
Green Hill Rd
Prairie Rd
Northwest Expressway
River Rd
Coburg Rd
Delta Hwy
Hwy 99N
Randy Pape Beltline
Green Hill Rd
Royal Ave
W 11th Ave
W 6th Ave
W 11th Ave
Franklin Blvd
W 18th Ave
Bailey Hill Rd
Willamette St
Bailey Hill Rd
Lorane Hwy
Draft Centers:
Downtown Center
Core Commercial Center
Neighborhood Center
Key Corridors
Eugene Urban Growth Boundary
Climate-Friendly Areas (see _____ for parcel specific map)
Caution: This map is illustrative and should be used for general reference only.
Created on 3/10/2025
by City of Eugene Planning Division
1
Mile
NORTH
Eugene

# Chapter 4 - Housing

## Draft Goals and Policies

### Draft Goals

This section contains the DRAFT goals for Chapter 4 – Housing.

1. **Housing Production**
   Develop and facilitate tools that increase the production of new housing, creating a supply of housing that meets the needs of current and future residents.

2. **Housing Affordability**
   A housing supply that is affordable to all community members, with particular focus on households earning less than or equal to 120 percent of the area median income.

3. **Housing Choice and Diversity**
   A housing supply that accommodates the diverse housing needs and preferences of community members; including but not limited to housing types, locations, and characteristics such as cost, size, accessibility, and ownership.

4. **Housing Fairness and Equity**
   Provide fair, equitable, and affordable access to housing for community members, and in particular, for people from underserved community groups.

### Draft Policies

**Housing Production**

4.1 **Housing production.** Regularly review land use regulations and processes and update them as needed to reduce barriers to the development of housing.

4.2 **Housing access**. Incentivize an increase in the supply of all housing types, with particular emphasis on housing affordable to households earning equal to or less than 120 percent of the area median income, through strategies such as tax incentive programs, development subsidies and incentives, and land use regulations that allow more housing to be built across the city.

4.3 **Buildable land supply**. Designate an adequate supply of buildable residential land within the urban growth boundary consistent with state law. Work to meet the projected housing need using strategies such as annexation, provision of public facilities and services, rezoning, redevelopment, infill development, and urban growth boundary expansion, when necessary.

4.4 **Consolidation of parcels**. Encourage the consolidation of parcels in downtown and

other centers and along key corridors to facilitate development and redevelopment of such parcels.

4.5 **Surplus lands.** Work with interested partners to identify surplus land that could be made available for the development of housing, prioritizing parcels eligible for Affordable Housing development consistent with state and federal law.

4.6 **Removing state and federal barriers:** Partner with state and federal agencies to increase housing production by reducing or removing barriers to development.

4.7 **New and updated tools.** Consider new, expanded or refined incentives and exemptions that encourage the production of housing, including but not limited to reduced regulation, height and density bonuses, minimum density requirements, system development charge deferrals, tax exemptions, and inclusionary housing incentives or requirements. Tools under consideration will prioritize the following housing locations and characteristics:

- Affordable Housing
- Accessible housing
- Downtown housing and housing around centers and/or key corridors
- Income-qualified housing affordable to households earning up to 120 percent of the area median income

4.8 **Housing near centers**. Increase housing production in and near centers by allowing and supporting a diversity of housing types that accommodate a broad range of housing needs.

4.9 **Housing in climate-friendly areas.** Plan for zoned capacity to accommodate at least 30 percent of current and future housing need in centers designated as climate-friendly areas.

4.10 **Conversion of non-residential buildings to housing**. Develop strategies that support the conversion of existing non-residential buildings, such as religious institutions, commercial buildings, and office buildings, to housing.

**Housing Affordability**

4.11 **Coordination and partnerships**. Coordinate with public, private, and non-profit sectors of the housing market to facilitate the production and provision of housing that is affordable for all households.

4.12 **Barriers to affordability**. Identify policy, regulatory, and financial barriers to housing affordability and consider removing or minimizing them to increase housing choice for households earning up to 120 percent of the area median income.

4.13 **Affordable Housing production**. Identify opportunities to increase public subsidies and incentives for production of Affordable Housing for households earning up to 80 percent of the area median income.

4.14 **Moderate-income housing production.** Identify opportunities to increase public subsidies and incentives to increase production of housing that is affordable to households earning between 80 and 120 percent of the area median income.

4.15 **Affordable Housing preservation.** Pursue programs and strategies to preserve and maintain existing Affordable Housing and to ensure those housing units remain affordable.

4.16 **Housing programs**. Coordinate with housing partners to support programs such as land acquisition, housing rehabilitation, and financial assistance in order to increase access to safe, healthful, and Affordable Housing.

**Housing Choice and Diversity**

4.17 **Housing supply**. Support the development of a housing supply that meets the diverse needs of Eugene's current and future residents, such as diverse housing types, characteristics, and locations.

4.18 **Housing mixture**. Develop new land use regulations and update existing land use regulations to allow a diverse mixture of housing types, characteristics, and locations in order to support a broad range of housing needs.

4.19 **Housing for seniors and people with disabilities**. Develop land use regulations that support the production of housing geared toward older adults and people with disabilities, such as accessible housing, multigenerational housing, intergenerational care facilities, and smaller housing units in areas with access to community assets.

4.20 **Middle housing**. Encourage the development of duplexes, triplexes, fourplexes, townhouses, and cottage clusters. Explore incentives such as fee reductions, tax exemptions, preapproved building plans, and tools that support middle housing home ownership.

4.21 **Manufactured housing**. Allow manufactured dwellings and manufactured home parks as outright permitted uses in all residential zones. Support the preservation and rehabilitation of existing manufactured dwellings and parks to preserve housing affordability.

4.22 **Existing housing stock**. Work with public and non-profit partners on strategies that aid in the rehabilitation, maintenance, and/or restoration of existing housing, including the adaptation of housing to changing community needs, such as energy efficiency improvements and adaptations to allow people to age in place.

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4.23 **Home ownership.** Consider programs, such as down payment or first-time homebuyer assistance, to encourage or support home ownership, particularly for households earning less than 120 percent of the area median income. Programs may include home ownership assistance for less common ownerships structures such as housing cooperatives and community land trusts.

**Housing Fairness and Equity**

4.24 **Fair housing.** Coordinate plans and investments with internal and external partners to support inclusive communities, overcome disparities in access to community assets, mitigate exposure to harms, protect from housing discrimination, or enhance housing choice for people from underserved community groups.

4.25 **Disparate impacts**. Evaluate housing policies and regulations to determine whether they have disparate impacts on underserved community groups in Eugene and revise as necessary.

4.26 **Permanent supportive housing**. Support the development of permanent supportive housing that provides long-term Affordable Housing and support services to people who are experiencing homelessness or at risk of becoming homeless.

4.27 **Shelter.** Work with public and non-profit partners on strategies and programs that remove regulatory barriers to the siting of shelters, and preserve, improve, and expand Eugene's supply of shelters (also referred to as transitional housing), for individuals and families experiencing homelessness, with the goal of providing interim stability and support prior to moving to permanent housing.

4.28 **Household stability and displacement**. Support plans and investment programs to maintain the ability of households to stay in their housing and neighborhoods. Pursue strategies that address the impacts of involuntary displacement for people from underserved community groups.

4.29 **Housing dispersal and integration**. Seek to create housing opportunities for people from all income levels throughout the community, to both improve equitable access to community assets, and to avoid or reduce segregation by race and/or income.

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# Chapter 5 – Community Health

## Draft Goals and Policies

### Draft Goals

This section contains the DRAFT goals for Chapter 5 – Community Health.

1. **Healthy Natural and Built Environment**

   Provide a healthy natural and built environment throughout Eugene so community members can have access to clean air and water, experience nature in their daily lives, and live in places that are protected from environmental contamination.

2. **Equitable Access and Opportunity**

   Enhance opportunities for all community members to improve their quality of life through access to affordable and safe housing, food, employment, and public facilities and services.

3. **Community Safety and Belonging**

   Foster a safe and inclusive city where all people, including those from underserved community groups, feel a sense of safety, connection, and belonging.

### Draft Policies

**Healthy Natural and Built Environment**

5.1 **Environmental justice.** Pursue the fair treatment of all people, including people from underserved community groups, with respect to the development, implementation, and enforcement of local environmental laws, regulations, and policies.

5.2 **Separation of uses.** When redesignating land, the City shall avoid locating heavy industrial and residentially designated land adjacent to each other.

5.3 **Local regulatory tools**. Consider potential adverse environmental impacts of industrial uses and major transportation corridors (e.g., railroad facilities, freeways, and high-volume streets), and where necessary, mitigate impacts using a variety of tools, including but not limited to land use regulations, building and landscape design, physical separation between uses, and land acquisition. Environmental impacts include but are not limited to noise pollution, air, water and soil contamination, and vibration impacts on surrounding residents and businesses.

5.4 **Local air, water quality, and noise standards.** Continue to monitor, plan for, and enforce local land use regulation of air quality, water quality, and noise standards.

5.5 **Coordination with regulatory agencies.** Continue to support and cooperate with other regulatory agencies such as the Oregon Department of Environmental Quality, Oregon Department of Transportation, Lane Regional Air Protection Agency, and the U.S. Environmental Protection Agency in developing, implementing, monitoring, and enforcing programs and tools that meet air, water quality, and noise standards.

5.6 **Urban tree canopy.** Support urban forestry program efforts to plan for street trees and other trees on public property so that neighborhoods have equitable access to shade and cooling.

5.7 **Green streets.** When planning and designing transportation facilities, encourage the use of green street elements wherever practicable, such as landscaped medians, stormwater swales, and rain gardens to absorb and cleanse stormwater.

5.8 **Park and recreation planning.** Support equitable access to public parks and open spaces in and around new and underserved neighborhoods, as needed, for close-to-home opportunities for physical activity, mental health, recreation, nature appreciation, and social connections.

5.9 **Active transportation planning.** Work to improve physical and mental health outcomes as well as social connectedness by planning for safe, accessible and equitable active transportation facilities such as sidewalks, bikeways, and accessways.

**Equitable Access and Opportunity**

5.10 **Social equity.** Promote fair treatment, access, opportunity, and advancement for those most burdened by past and current injustice by acknowledging and striving to eliminate barriers to inclusion and integration in City land use planning efforts.

5.11 **Accessible built environment.** Enhance the pedestrian experience throughout Eugene, with a specific focus on underserved communities, through public and private development that creates accessible, safe, and attractive places for people who walk and/or use wheelchairs or other mobility devices.

5.12 **Child care and early childhood learning.** Work to increase safe, affordable, and accessible child care facilities throughout Eugene by reducing regulatory barriers, through actions such as allowing child care as an outright permitted use in more zones, simplifying application processes, and aligning definitions.

5.13 **Access to social services and healthcare.** Coordinate with public and non-profit agency partners to enhance equitable access to affordable, quality social services and healthcare by encouraging their colocation and siting of new social services and healthcare services when planning for centers and key corridors.

5.14 **Arts, culture, and recreation.** Consider equitable access to arts, culture, and recreation as integral to the community's social and economic wellbeing, when planning for new and underserved neighborhoods.

5.15 **Equitable historic preservation planning**. Highlight the voices and lived experiences of underserved community groups in historic preservation efforts.

5.16 **Access to food options**. Promote equitable access to healthy, affordable food options to increase food security for households of all income levels. Reduce the presence of food deserts by encouraging grocery stores, corner markets, and farmers markets near centers and key corridors.

5.17 **Urban food production.** Support urban agriculture and animal keeping where appropriate, through updates to land use regulations that support local food security, resilience, and equitable access to healthy foods.

5.18 **Electric vehicle charging stations**. Review the land use code for barriers to expanding access to electric vehicle charging stations throughout the city, including in the public right-of-way.

**Community Safety and Belonging**

5.19 **Gathering places and social connectedness.** Encourage the design of welcoming and safe community gathering spaces for flexible uses to encourage community interaction and events of differing sizes throughout the city.

5.20 **Community stability**. Support plans that mitigate the impacts of involuntary displacement (such as eviction or rising rents) on local businesses, in order to help maintain the ability for local businesses to stay in their neighborhoods.

5.21 **Emergency shelters.** Work to remove barriers to locating and siting emergency shelters, including emergency shelters for people experiencing homelessness and mass sheltering related to natural disasters.

*See Chapter 4, Housing for policies on permanent supportive housing and transitional housing.*

5.22 **Clean, safe neighborhoods**. Encourage urban design practices that incorporate crime prevention techniques such as increasing visibility through clear sightlines, lighting, programming public spaces for increased use, and other best practices.

DRAFT

# Chapter 11 – Land Use

## Draft Goals, Policies, and Land Use Designations

**Please note: The text shown in gray has already been adopted in the Comprehensive Plan and is not substantially changed from the text in the current Chapter 11, entitled Eugene Urban Growth Boundary.**

### Introduction

Land use planning forms the fundamental framework for shaping the physical, social, and economic landscapes of the city. This chapter lays out the goals and policies concerning Eugene's urban growth boundary, land use designations, and urban reserves, all of which help to guide the allocation, utilization, and transformation of land within Eugene. The urban growth boundary (UGB), land use designations, and urban reserves are interconnected components of comprehensive land use planning, working together to guide the growth and development of the city. Collectively, these planning tools promote orderly and sustainable development, balancing growth with resource management, efficient land utilization, and boundary expansion when necessary, consistent with the state's land use planning framework.

Following the Goals, Chapter 11 is organized with policies in the following topic areas:

- Eugene Urban Growth Boundary
- Land Use Designation Map
- Urban Reserves

### Draft Goals

This section contains the DRAFT goals for Chapter 11 – Land Use.

1. **Strategic and Equitable Growth**
   Promote the efficient use of land inside Eugene's urban growth boundary, with strategic and equitable boundary expansion when needed, to accommodate all types of land needs for at least 20 years. Plan for the orderly and efficient conversion of land from rural to urban uses in response to urban needs.

2. **Clear Process**
   Provide clarity for property owners, community members, staff, and stakeholders regarding land use and growth management processes to foster a stable and predictable environment for sustainable growth and development.

3. **Land Use Designations**
   Define and regulate land use designations within Eugene's urban growth boundary as shown on the Land Use Designation Map, to promote orderly development, protect natural resources, and guide future growth. Encourage a land use pattern that fosters a mutually supportive arrangement of jobs, housing, institutions, open space, and park and recreational uses.

## Draft Policies

This section contains the DRAFT introductions and policies for Chapter 11 – Land Use.

### Eugene Urban Growth Boundary

Eugene's urban growth boundary identifies the land that is anticipated to be needed by Eugene's growing population over a specific period of time. Eugene's urban growth boundary, adopted by City of Eugene and Lane County and acknowledged by the state, is expected to accommodate Eugene's land needs through 2032. It includes all land inside Eugene's city limits and additional land that is anticipated to annex to the City over time. Land located between the city limits and the urban growth boundary, an area referred to as the "urban transition area," is typically not developed at planned urban levels until the land is annexed to the City. Standards for development in unincorporated areas should ensure that allowed development does not inhibit future development at planned urban levels or inhibit the provision of services in an orderly, efficient, and timely manner.

The location of Eugene's urban growth boundary was identified with careful consideration of the adopted population growth forecast for the City of Eugene and the corresponding need for housing and employment opportunities, parks, schools and public infrastructure. The City's Growth Monitoring Program, discussed in the Administration and Implementation chapter of this comprehensive plan, will be used to evaluate new growth and development trends for purposes of informing whether future adjustments to the urban growth boundary are needed.

The Envision Eugene Employment Land Supply Study (2012-2032), located at Appendix B to this comprehensive plan, includes a supply and demand analysis of buildable employment land within the Eugene urban growth boundary area for the 2012-2032 planning period. The study demonstrates that, based on the best information available at the time of the study, Eugene's 2012 urban growth boundary did not include sufficient buildable land for employment, schools and parks to meet demands through 2032, and had to be expanded.

The Residential Land Supply Study, located at Appendix C to this comprehensive plan, includes a supply and demand analysis of buildable residential land within the Eugene urban growth boundary area for the 2012-2032 planning period. The study demonstrates that, based on the best information available at the time of the study, Eugene's 2012 urban growth boundary included sufficient buildable residential land to meet demands through 2032. Specifically, the analysis

shows Eugene residents will have greater demand for more multi-unit housing than they have in the past, as well as trends towards greater density and more diverse housing types that will provide for the needs of households at all income levels. However, state regulations also require Eugene to implement a regular cycle of urban growth boundary analysis to determine whether there is enough land in the urban growth boundary to accommodate 20-years of growth and to address any deficiencies.

11.1 **Urban growth boundary map.** The official, precise location of the Eugene urban growth boundary is shown in the Eugene Urban Growth Boundary Shapefile on compact disc at Appendix A to this Envision Eugene Comprehensive Plan. The location of the urban growth boundary as depicted on printed maps in this Envision Eugene Comprehensive Plan and in the Metro Plan is for illustrative purposes only.

## Land Use Designation Map

The Land Use Designation Map included in this comprehensive plan is a graphic representation of the community's land use vision, goals, objectives, and recommendations. The Land Use Designation Map is adopted by the City of Eugene and Lane County and applies to all the land within Eugene's urban growth boundary. Should inconsistencies occur between the Envision Eugene Comprehensive Plan text and the Land Use Designation Map, the Land Use Designation Map will prevail. Should inconsistencies occur between the Land Use Designation Map and maps and policies in refinement plans, the Land Use Designation Map will prevail.

The Envision Eugene Comprehensive Plan Land Use Designation Map consists of six general land use designation categories:

- Residential
- Commercial
- Industrial and Employment
- Public and Semi-Public
- Mixed-Uses
- Overlay Designations

Below are descriptions of each of these designation categories and their corresponding designations, which describe their intended applications within Eugene's urban growth boundary. Although not specified in each designation category, the provision of streets and utilities are anticipated to be accommodated in each designation.

### *Residential*

The Residential category includes three designations—Low-Density, Medium-Density, and High-Density Residential. Designations in this category allow for the development of housing within certain net acre density ranges. This category also allows for uses associated with housing, such as

schools, neighborhood parks, public and semi-public uses, neighborhood commercial uses, and places of worship. Such uses are allowed within residential designations if consistent with comprehensive plan policies, refinement plans, and the Eugene Land Use Code.

The residential land use designation densities are:

- **Low-Density Residential** - Through 14.28 dwelling units per net acre
- **Medium-Density Residential** - Over 14.28 through 28.56 dwelling units per net acre
- **High-Density Residential** - Over 28.56 dwelling units per net acre

These density ranges do not prescribe particular structure types; that distinction, if necessary, is left to the Eugene Land Use Code. In conformance with state law, these density ranges do not apply to middle housing types (e.g., duplexes, triplexes, fourplexes, cottage cluster housing, and townhomes), which may result in properties with middle housing developing at a higher density than these ranges.

### *Commercial*

The Commercial category includes two designations – Community Commercial and Major Commercial.

#### Community Commercial

The Community Commercial designation generally includes commercial uses that develop around an anchor retail store like a supermarket. This designation allows such general uses as public and semi-public uses; restaurants; retail stores; personal services; financial, insurance, and real estate offices; hospital and medical services; and hospitality-related facilities, such as hotels; and some manufacturing. Residential uses are also permitted in this designation.

#### Major Commercial

The Major Commercial designation is intended to provide hubs for regional commercial uses. Major Commercial areas within the Eugene urban growth boundary include downtown Eugene and Valley River Center. These areas are generally larger in size than areas designated Community Commercial and contain a scale of services that attract people from a larger area including people from throughout the Eugene-Springfield metropolitan area, Lane County, and other adjacent counties. This designation may also include complementary uses such as office space, public and semi-public uses, and medium to high-density residential uses. Major Commercial areas are intended to provide a vibrant mix of retail, office, housing, dining, entertainment, and cultural experiences, and are therefore encouraged to exhibit compact urban design.

### *Industrial and Employment*

The Industrial and Employment category includes three designations – Campus Employment, Light-Medium Industrial and Employment, and Heavy Industrial.

**Campus Employment**

This designation generally provides opportunities for diversification of the local economy through siting of light industrial and employment firms in a campus-like setting and which typically have a large number of employees. The activities of such firms are enclosed and therefore should have minimal impacts (such as noise, pollution, and vibration) on other users and surrounding areas. A variety of large-scale light industrial and office-based scientific, medical, research and development, or other professional complexes are the primary focus of this designation. Commercial activities in this designation are secondary and intended to serve the day-to-day needs of employees working in and near campus employment areas. This designation may also accommodate other uses such as public and semi-public uses. Development standards are applied through the Eugene Land Use Code to provide for adequate circulation, functional coordination among uses on each site, a high-quality environmental setting, and compatibility with adjacent areas.

**Light-Medium Industrial and Employment**

This designation generally accommodates a larger variety of industries and manufacturing than Campus Employment, including those involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impacts from these uses, such as noise, pollution, and vibration, are generally less than industries listed in the Heavy Industrial designation description, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage. This designation may also accommodate public and semi-public uses, supporting offices, and some small-scale commercial uses.

**Heavy Industrial**

This designation generally accommodates industries that process large volumes of raw materials into refined products and/ or industries which may create more external impacts than industries listed in the Light-Medium Industrial and Employment designation description. These uses include lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large- scale storage of hazardous materials; power plants; and railroad yards. Such industries often are energy- and resource- intensive. Heavy industrial transportation needs often include truck and rail. This designation may also accommodate public and semi-public uses, light and medium industrial uses, and supporting offices. These areas are also designated to accommodate new uses likely to benefit from local resources and industries, such as processing, preparing and storing raw materials related to timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

### *Public and Semi-Public*

This category contains four designations: Natural Resource, Parks and Open Space, University Research, and Government and Education. As noted in the description of Residential designations,

schools, neighborhood parks, public and semi-public uses, and public facilities and services are also allowed on land designated for public and semi-public uses.

**Natural Resource**

This designation generally includes privately and publicly owned lands where development and conflicting uses must be prohibited or limited to protect natural resource values. These lands must be protected and managed for the primary benefit of values such as fish and wildlife habitat, wetland and riparian areas, soil conservation, watershed conservation, scenic resources, passive recreational opportunities, vegetative cover, and open space.

Appropriate implementation measures shall be applied to protect these areas and to direct development toward buildable lands adjacent to natural resource areas. Where uses have been identified as a conflicting use incompatible with protection of the primary values of the identified natural resource, those practices must be prohibited or limited in the land use code.

**Parks and Open Space**

This designation generally includes publicly owned metropolitan and regional scale parks which have an important role in both local and regional open space and recreation. This designation also includes some privately owned lands, such as certain areas along the South Hills ridgeline, the Willamette River, the Amazon Creek corridor, and Eugene's portion of the "Q" Street Floodway. The boundary of the Parks and Open Space designation along portions of these waterways is intended to follow the river or creek top-of-bank or the closest adjacent multi-use path to the natural resource.

**University Research**

This designation includes property located in proximity to the University of Oregon campus. It is primarily intended to accommodate light industrial, research and development, and office uses related to activities, research, and programs that complement the research and educational functions of the University of Oregon. The designation also allows for mixed-use development, including a limited range of retail and service uses and multiple-unit dwellings. Commercial activities in this designation are intended to serve the day-to-day needs of employees working in and near university research areas.

**Government and Education**

This designation generally includes public and semi-public uses related to government and education. Government services include the full spectrum of activities conducted by public agencies uses such as government offices, cultural venues, public facilities and services, parks and recreational facilities, open space and other public and semi-public uses. Uses also include schools and campuses, career training facilities, and other public/private partnership activities such as Affordable Housing.

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### *Mixed-Uses*

This designation category generally represents areas where a greater mixture of uses and more flexibility is appropriate, such as a mix of uses identified in a special area zone, a refinement plan, or other zoning tools. The Mixed-Uses designation can be applied as an overlay or as a base designation. Other designations may also allow for a mixture of uses. When the Mixed-Uses designation is applied as an overlay designation, the underlying land use designation determines the predominant allowable land uses. Refinement plans may also affect the predominant allowable land uses.

### *Designation Overlays*

The following overlay designations are used to designate areas within Eugene's urban growth boundary where different land use regulations may apply.

**Nodal Development Area (Node) Overlay**

Nodal development is generally a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of housing and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented. Fundamental characteristics of nodal development include: design elements that support pedestrian environments and encourage transit use, walking, and bicycling; transit access within walking distance (generally 1/4 mile) of anywhere in the node; mixed uses and a core commercial area so that services are available within walking distance; public spaces, including parks, public and private open space, and public and semi-public uses, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 dwelling units per net acre.

**Climate-Friendly Areas Overlay**

Climate-Friendly Areas are mixed-use centers with high-density housing, jobs, and services, as well as high-quality walking, biking, and transit infrastructure. Fundamental characteristics of Climate-Friendly Areas include: they are planned for, or provided with, high-density residential uses and a high concentration of employment opportunities; they are served or planned to be served by high-quality walking and biking facilities and frequent transit service; they contain, or are near, sufficient parks and other public amenities; and they allow a mix of housing types and non-auto oriented commercial and public-serving uses.

**Willamette River Greenway Overlay**

The Willamette River Greenway Boundary is shown for illustrative purposes on the Land Use Designation Map. The official boundary is adopted by Resolution No. 2592, refer to Metro Plan Chapter III-D for related information, findings, and policies.

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## Draft Policies

11.2 **Land Use Designation Map.** The official map identifying Eugene's land use designations is contained in the digital files on a thumb drive adopted as Appendix [ See Draft Land Use Designation Map here] to the Envision Eugene Comprehensive Plan entitled "Eugene Land Use Designation Map." Land use designations as depicted in this Envision Eugene Comprehensive Plan are for illustrative purposes only.

11.3 **Public ways and railroad right-of-way.** Areas of public ways and railroad right-of-way are not assigned a base land use designation;[2] however, overlays shown on the Land Use Designation Map do apply to public rights-of-way. Public way and railroad right-of-way that is officially vacated is automatically designated consistent with the land use designation to which the vacated area is attached, typically to the right-of-way centerline.

11.4 **Enable administrative adjustments and minor changes to the Land Use Designation Map without requiring legislative amendments.** The City will routinely update the Envision Eugene Comprehensive Plan Land Use Designation Map for administrative purposes. Updates will be documented with the date of the map update, along with any associated land use decisions and post-acknowledgement plan amendments incorporated since the last Land Use Designation Map update. These administrative updates will include:

> 11.4(a) Adjustments to land use designation boundaries that have occurred due to an approved dedication or vacation of a public way or railroad right-of-way.
>
> 11.4(b) Minor adjustments to land use designation boundaries to account for topological updates performed by Lane County. These topological updates appear as minor shifts in the display of property lines to account for changes such as nearby subdivisions or property reconfigurations that would otherwise result in a gap or overlap of parcel boundaries within a geographic information system (GIS). Topological updates do not include legal changes in property lines as a result of a land use decision, including a legal lot verification, lot validation, property line adjustment, partition, or subdivision. Land Use Designation Map changes to reflect changes in property lines as the result of a land use decision will be made utilizing a legislative land use amendment process.

11.5 **Assigning land use designations for an urban growth boundary expansion.** Eugene land use designations are assigned when property is added to Eugene's urban growth boundary through an adopted expansion. This property may be zoned Agricultural until rezoned for urban uses.

11.6 **Urban transition area.** Regardless of the designation assigned, Agricultural zoning may be continued on a property located within the area between the city limits and Eugene's urban growth

[2] This does not apply to certain taxlots in the Lane County Assessor database within the public right-of-way that have already been vacated, have ownership assigned, and have a base land use designation assigned as shown on the Land Use Designation Map.

boundary until the property is annexed into the city limits and rezoned for urban uses, consistent with its land use designation.

11.7 **Land use designation and zone inconsistencies phase I.** Property zoned to allow a higher residential density than allowed by its residential land use designation as of [ADOPTION DATE] and as mapped and listed in Appendix [See Draft Land Use Designation Map here], may develop as allowed by its zoning (including at allowable densities) without a land use designation change.

11.8 **Land Use Designation Map future phase.** Where necessary, the City will work to better align the land use designation and zoning maps through a zone, land use code, or land use designation change.

11.9 **Density ranges.** Provide density ranges in land use regulations that are consistent with the broad density categories of this plan as described in in the Residential designation category description. Middle housing types are exempted from this policy.

11.9(a) Low-Density Residential. Through 14.28 dwelling units per net acre.

11.9(b) Medium-Density Residential. Over 14.28 through 28.56 dwelling units per net acre.

11.9(c) High-Density Residential. Over 28.56 dwelling units per net acre.

11.10 **Overlap in density ranges.** Zones and/or housing types which allow development at densities which overlap the established density ranges in the residential designation category may be established to promote housing choice. Under no circumstances shall housing densities be allowed below existing density ranges.

## Urban Reserves

As Eugene continues to grow, the Growth Monitoring Program will track Eugene's land supply and growth trends, as described in Chapter 10. State regulations also require Eugene to implement a regular cycle of urban growth boundary analysis to determine whether there is enough land in the urban growth boundary to accommodate 20-years of growth and to address any deficiencies. To plan for Eugene's land needs beyond 2032, Eugene looked outside the urban growth boundary acknowledged by the state in 2018 (intended to meet the City's needs through 2032) to identify urban reserves that will be prioritized for future inclusion in Eugene's urban growth boundary. Based on the analysis conducted when the urban reserves were established, Eugene's urban reserves include enough land to meet 27 additional years of Eugene's projected needs for housing, employment and public uses. Lands identified as urban reserves retain their rural zoning and remain under the jurisdiction of Lane County. A policy adopted into the Metro Plan requires Eugene, in coordination with Lane County, to initiate a review of Eugene's supply of urban reserves no later than 10 years after Eugene's first urban growth boundary expansion following urban reserves adoption. (see Metro Plan Chapter IIC).

11.11 **Urban reserves map**. The official map identifying Eugene's urban reserves is located in the digital files on a thumb drive adopted as Appendix F to the Metro Plan and Appendix A to the Lane County Rural Comprehensive Plan entitled "Eugene Urban Reserves." The location of all Eugene urban reserves land as depicted in this Envision Eugene Comprehensive Plan is for illustrative purposes only.

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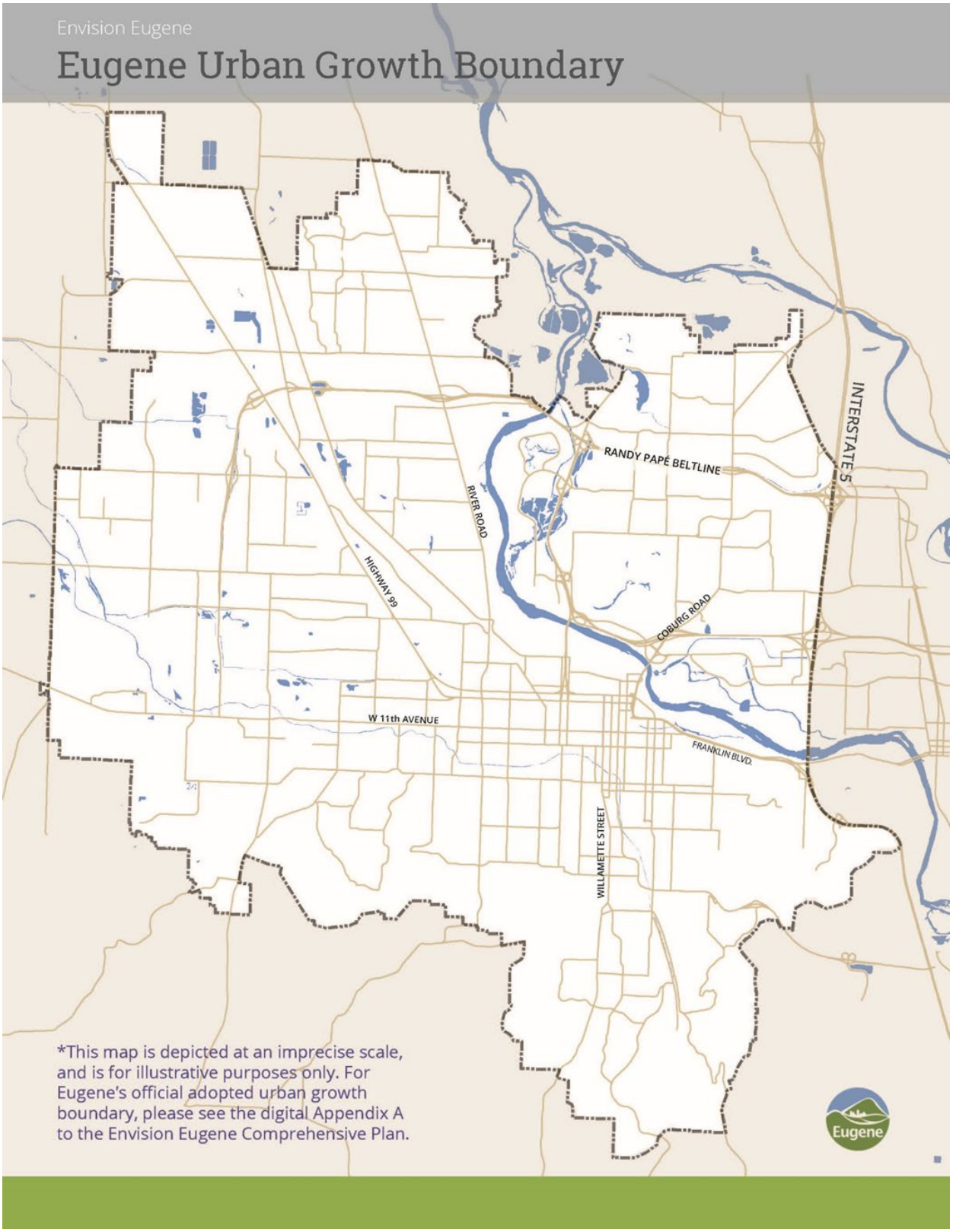
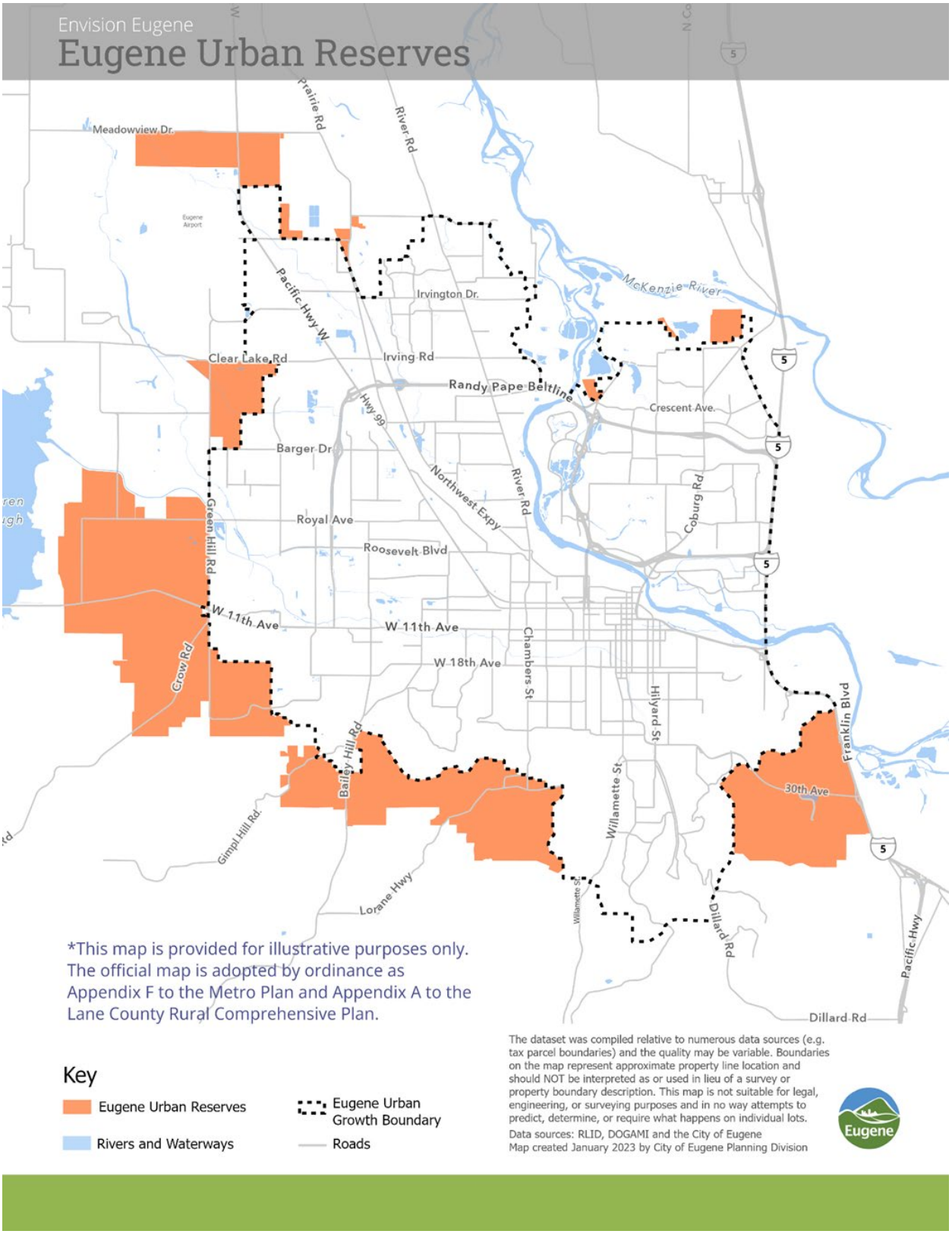
**Adopted in 2017**



## Adopted in 2023



## Glossary

New terms that are being introduced as part of these chapters are:

- **Accessible housing**. Housing that is built for or physically adaptable to the individuals who are intended to occupy it, including seniors or people with physical or mental disabilities, and/or medical conditions.
- **Affordable Housing.** Housing that is guaranteed to be affordable, under guidelines established by the United States Department of Housing and Urban Development, to households that earn no more than 80 percent of the household area median income (AMI), 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 the Eugene Code.
- **Area Median Income (AMI).** The household income that is at the mid-point of the community's income. For example, half of all Eugene households have an income above the AMI, and the other half have an income below the AMI. The term is commonly used by the federal Department of Housing and Urban Development (HUD) to identify income levels that are eligible for its programs.
- **Center.** Also referred to as mixed-use center. An umbrella term for different types of areas where a mix of residential and commercial uses are allowed and planned for, including the downtown center, core commercial centers, neighborhood centers, and climate-friendly area(s). Centers are envisioned to function as the heart of Eugene's neighborhoods. They provide convenient access to people's daily needs, like housing, jobs, groceries, schools, and services. Centers also play a crucial role in reducing dependence on automobiles by keeping goods and services close together.
- **Center, downtown.** The major center for jobs, transit, services, civic, and cultural institutions for Eugene and the region. The downtown center provides a diversity of opportunities for high density urban living, economic development, retail, and entertainment. The downtown center may also meet the definition of a climate-friendly area.
- **Center, core commercial.** Located throughout Eugene, typically along key corridors, core commercial centers feature a range of commercial and community services, employment opportunities and public facilities, and include or are adjacent to a range of housing options with easy access to transit. Development in core commercial centers is intended to be mostly mid-rise in scale (3-5 stories), with larger-scale buildings located closest to transit. A core commercial center may also meet the definition of a climate-friendly area.
- **Center**, **neighborhood.** Neighborhood centers include a variety of housing types located around a smaller commercial core that provides convenient access for people who walk, use mobility devices, and bike.
- **Climate-friendly area.** An urban mixed-use area containing, or planned to contain, a

mixture of higher-density housing, jobs, businesses, and services. These areas meet certain state land use requirements, including minimum residential densities, building height, outright permitted uses, and residential capacity. Climate-friendly areas are served by, or planned for service by, high-quality pedestrian, bicycle, and transit infrastructure and services to provide frequent and convenient connections to key destinations within the city and region. Climate-friendly areas are designated on the Land Use Designation Map using the Climate-friendly area designation overlay as described in Chapter 11 of this plan. A climate-friendly area may also meet the definition of a downtown center or core commercial center.

- **Community assets.** Goods and services needed to support healthy, active, and prosperous lives. Community assets include, but are not limited to, areas with multimodal connectivity infrastructure, areas with community based supportive services, transit stations and stops, retail and service establishments (including grocery stores), child care facilities, schools, colleges, parks and open space, recreation facilities, community centers, farmers market(s), libraries, government offices and other civic destinations, medical facilities, major employers, and performance venues.
- **Complete neighborhood.** Walkable neighborhood that includes a range of housing types as well as other uses that provide for daily needs, such as small-scale employment, retail services, school, parks, or a bus stop or transit station.
- **Fair housing**. Refers to the prevention of discrimination against protected classes of people. In Eugene, this includes discrimination based on a person's race, color, ethnicity, national origin, religion, age, gender, physical or mental disability, the presence of children under age 18 (familial status), marital status, sexual orientation, domestic violence survivors, legal source of income, or domestic partnership status.
- **Fair treatment**. When no group of people bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental, and commercial operations or policies.
- **Housing affordability.** Housing that allows households of all income levels to spend no more than 30 percent of their total gross income on housing costs, including utilities. Households paying more are considered housing cost burdened.
- **Inclusionary housing.** A policy or program that requires and/or incentivizes a certain percentage of new residential dwelling units in a development to be preserved as income-qualified housing for a period of time.
- **Income-qualified housing.** Housing affordable and available to households earning 0-120 percent of the area median income. Income-qualified housing may include Affordable Housing and moderate-income housing.
- **Involuntary displacement**. The involuntary relocation of individuals who are part of underserved community groups. Involuntary displacement may be a result of market

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pressures such as eviction, acquisition, demolition, expiring affordability covenants, or rising housing costs.

- **Key corridors**. Transportation corridors that are served by transit and currently have or could benefit from frequent transit service (approximately every 15 minutes or less). Key corridors are typically surrounded by commercial and employment uses, higher density housing, and parks, which enables shorter trips and less reliance on the automobile. Key corridors currently include portions of W 11th Avenue, Highway 99, River Road, 6th and 7th Avenues, Coburg Road, Franklin Boulevard, and South Willamette Street. Core commercial centers are typically, but not always, located along key corridors.
- **Land use designations**. Categorizations of land within Eugene's urban growth boundary, providing general guidance on the density, character, and location of land uses based on a long-term vision and guided by policies in the Envision Eugene Comprehensive Plan. Land use designations are depicted on the Land Use Designation Map and are generally implemented through zoning and the City's Land Use Code
- **Market rate housing.** Housing that has no rent restriction or income qualifications and is not restricted by Affordable Housing laws.
- **Middle housing.** The following dwelling types: duplexes, triplexes, fourplexes, townhouses, and cottage clusters.
- **Permanent supportive housing.** A housing model designed to provide housing assistance and supportive services on a long-term basis for people that experience chronic homelessness. Supportive services can include mental health resources, substance abuse treatment, peer education, and assistance with independent living skills.
- **Planning processes** generally refers to legislatively adopted planning processes that have the potential to impact underserved community groups and/or produce significant impacts citywide.
- **Transitional housing.** Supportive, yet temporary, accommodation meant to bridge the gap from homelessness to permanent housing. Shelters for people experiencing homelessness are included in this type of housing.
- **Transit-supportive land uses**. The planning and development of areas in a way that encourages and supports the use of public transportation.
- **Underserved community groups.** The City of Eugene defines underserved community groups as people who identify in one or more of the following ways: People who identify as Black, Indigenous, and other people of color, immigrants, people with limited English proficiency, people with disabilities, people without stable housing, people experiencing homelessness, low and extremely low-income and moderate-income households, single-parents, seniors, youth, students, veterans, renters, and lesbian, gay, bisexual, transgender and queer (LGBTQ+) community members.
- **Underutilized sites.** Properties that are smaller, and vacant or partially vacant with low value or low intensity development, where the land use regulations allow for significantly

higher density development.

- **Universally accessible.** Measures to remove barriers and provide reasonable accommodation to ensure all community members, regardless of their physical or mental ability, or ability to speak or read English, have equal access and are able to fully participate.
- **Zoned capacity.** The theoretical maximum number of housing units allowed to develop on a given piece of property, based on current zoning.

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URBAN GROWTH STRATEGIES
Homes & Jobs for 2045

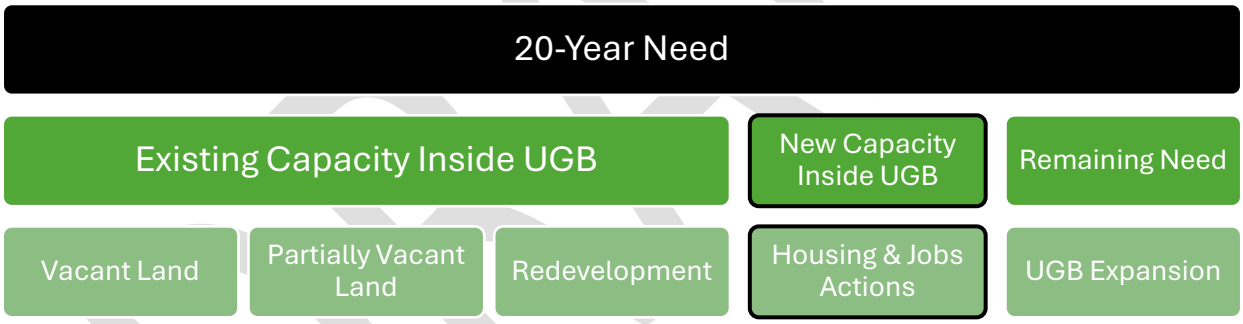
# Housing & Jobs Actions

## Working Draft: June 4, 2025

As a part of Urban Growth Strategies, Eugene will advance specific actions to address needs for the next 20 years of housing and jobs. **Eugene needs more than 26,000 homes over the next 20 years**, according to the 2025 Oregon Housing Needs Analysis. To meet this need, Eugene would need to produce about 1,600 dwellings each year, or a 70% increase from current production.

This document summarizes the housing, compact development, and jobs actions that City staff propose to recommend as priorities for City Council adoption in 2026 and 2027. These actions reflect draft **housing** and **compact development** goals and policies in Eugene's Comprehensive Plan.

Housing and jobs actions are a necessary step in urban growth boundary (UGB) planning. The state requires that cities demonstrate how they will accommodate 20 years of growth within the UGB through a sequential process (illustrated below), first by estimating the UGB's existing development capacity, then by projecting new capacity from new housing and jobs actions within the current UGB, and finally, as needed, through UGB expansion. In 2027, Eugene will adopt new land supply studies outlining how 20 years of growth will be accommodated.




*Actions are described at the 'concept' level and require more research, evaluation, and feedback.* This list of actions is informed by past research and engagement efforts, conversations with community members, housing and development professionals, and City staff, and priorities in existing work plans, such as the Housing Implementation Pipeline.

The actions address several priorities:

- Reduce barriers to housing
- Increase capacity for housing and jobs
- Encourage compact development
- Reduce barriers to jobs

**This list of actions is not comprehensive of all the City's upcoming work on housing or jobs.**

The Housing Implementation Pipeline is a cross-departmental, 5-year work plan (FY22-27) for the City organization. This work plan coordinates current and future City resources, goals, and priorities across the full continuum from people experiencing homelessness to overall housing supply.

Each action includes a proposed adoption or action year in parentheses. Additional actions to address housing production, affordability, and fair housing choice will be included in Eugene's new Housing Production Strategy (HPS), also proposed for City Council adoption in 2027. An initial list of actions for this 8-year HPS work plan (2028-2035) is included in this summary.

## Housing Actions

To reduce barriers and increase development capacity for housing, as well as advance the City's **draft housing goals and policies**, staff have proposed the following actions:

| Actions Under Consideration for 2026-2027 | | |
|---|---|---|
| **Action** | **Action Type** | **Proposed Year** |
| a. Allow Micro Village Housing | Regulatory | 2026 |
| b. Allow Deferral of System Development Charges | Incentive | 2026 |
| c. Update Zoning for Royal Avenue Node | Regulatory | 2027 |
| d. Encourage Voluntary Annexation | Mix | 2026-2027 |
| e. Improve Middle Housing Permitting Process & Communications | Mix | 2026 |
| f. Increase Average Densities in Low Density Residential Areas | Regulatory | 2026-2027 |
| g. Adjust Density Standards | Regulatory | 2027 |
| h. Site-Specific Zoning Changes | Regulatory | 2027 |
| i. Land Use Code Updates | Regulatory | 2026-2027 |
| j. New or Expanded Incentives | Incentive | 2027 |

### Reduce Barriers to Housing

**a. Allow Micro Village Housing (2026):** Housing developers, shelter providers, and City staff have identified "micro village" housing as a priority housing type, especially for people transitioning from homelessness. This model has already proved successful in a shelter setting, including EveryOne Village in Eugene, as well as housing developments in Olympia, WA and Austin, TX. The intent of this action is to create a pathway for legal, permanent housing using this model.

**Community First! Village, Austin, TX**

Staff will propose changes to Eugene's Land Use Code to create a new housing type locally. Micro Village Housing would be a flexible type, but would likely include a cluster of detached, very small housing units with sleeping quarters, and in-unit toilet, shower, and sink. These units would share a multi-use common building with cooking facilities, laundry, and other amenities and services. This type of housing would help to meet some of Eugene's local housing need, especially for people with the lowest incomes. These micro units are faster and less expensive to develop than traditional multi-unit rental housing, could open access to new funding sources, provide opportunities for

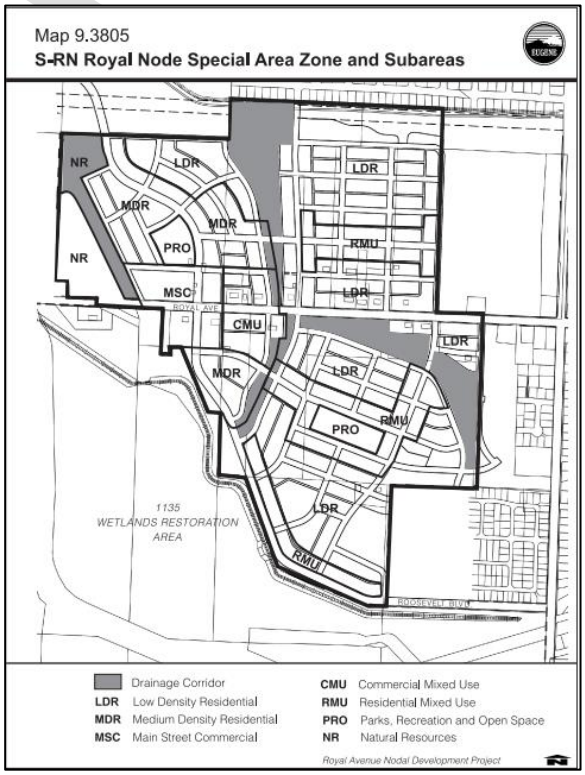
workforce development partnerships, and formalize a housing model that simultaneously provides independence and community support.

**b. Allow Deferral of System Development Charges (2026):** System 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 building future infrastructure. The City identified three focus areas in the Housing Implementation Pipeline (HIP), including SDC Credits and Financial Assistance, Communication, and Aligning SDC Incentives with City Housing Goals. In 2025, staff reviewed the SDC credit system for alignment with overall housing goals. As part of the Urban Renewal program, the City is setting up a Downtown Fee Assistance program to pay SDCs for new housing in the downtown core. The City also recently removed the cap on the compact development adjustment for Transportation SDCs.

Carrying the cost of SDCs early in a project has been identified as a barrier by local developers. Typical requirements to pay SDCs at the time of building permit issuance means that the SDC cost must be rolled into construction loans, adding expense to the already high interest payments made by housing developers during construction. Eugene currently offers a program to finance SDCs with interest over 10 years.

In addition to the SDC priorities already included in the HIP, staff will also explore alternate payment schedules for development of housing, including allowing deferral of SDCs without interest until certificate of occupancy. Other Oregon cities, including Bend, Medford, and Portland, have made significant changes to SDC payment schedules, providing a model for this approach.

**c. Update Zoning for Royal Avenue Node (2027):** For 25 years, Eugene has had designated "nodal development areas" that are zoned for mixed-use, pedestrian friendly development. Some nodal areas have developed with this pattern, others have not. Specifically, the S-RN Royal Node Special Area Zone, which was identified as a "pilot project," has been identified by staff and community partners as a regulatory barrier to housing development. Staff will propose revised plan designations and zoning for the node, including repealing the existing adopted plan, special area zone, and codified map.




**Royal Node Special Area Zone**

**d. Encourage Voluntary Annexation (2026-2027):** Property owners face financial, educational, and regulatory barriers to annexing into City limits. Annexation can support additional housing development (especially middle housing) and by assisting with the annexation process, the City could help to increase housing production. This is especially the case in the River Road and Santa Clara

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neighborhoods, where there is a patchwork of City and County properties.

The City of Eugene has piloted an approach to encourage and assist property owners with annexation when the City annexes road right of way for infrastructure, in both the Crow Road (primarily residential) and Old Coburg Road (primarily employment and medium density housing) areas. As the annexation of street segments continues, the City can support more property owners in achieving contiguity of city limits, which is necessary for annexation under current state statutes.

In addition, staff will propose additional tools to encourage annexation, including financial incentives such as waived annexation application fees, tax differentials, application preparation assistance, and/or reduced permit fees. Staff will also propose a property owner education effort to share the potential benefits of annexation, including potential for future housing development.

**e. Improve Middle Housing Permitting Process & Communications (2026):** As more Middle Housing is developed in Eugene, staff across divisions have identified the need to improve the clarity, consistency, and efficiency of building permit plan review and communications. Staff will work to create and centralize internal and external documents, guidance, and expectations related to Middle Housing reviews and communication. Additionally, the City will work to strengthen communication to potential developers, homeowners, and agency partners to encourage and support more Middle Housing development citywide.

### Increase Capacity for Housing

**f. Increase Average Densities in Low Density Residential Areas (2026 and 2027):** The R-1 Low Density Residential Zone is the most expansive zone in Eugene. To increase land capacity and promote more efficient housing production, staff will propose a few strategies to increase the average housing density[1] on R-1 zoned property. Under consideration are the following citywide strategies:

- Establish a minimum residential density in R-1
- Allow smaller lots in R-1 by adjusting the minimum lot size for new lots to align with the existing maximum density (e.g., to 3,000 square feet)
- Reduce the lot area maximum in R-1 for new lots (e.g., from 13,500 to 10,000 square feet)
- Require middle housing within new subdivisions
- Require a minimum number of dwellings in partitions
- Increase allowed buildable area on low and medium density lots to accommodate needed housing types (e.g., middle housing) and/or characteristics (e.g., multi-generational homes)

**g. Adjust Density Standards (2027):** The draft Residential Land Supply Study in 2026 will help staff better understand the specific land supply, housing types, and development capacity needs for certain land use designations (e.g., Low Density Residential, High Density Residential). In response, staff will propose adjustments to minimum or maximum density standards in relevant zones to increase development capacity potential on land within the current UGB. As an example, during the last UGB analysis, the City increased the minimum required density in Medium Density Residential areas to address a projected shortfall in those areas.

[1] Housing density is the number of dwellings per acre.

**h. Site-Specific Zoning Changes (2027):** Staff will identify specific sites to redesignate and/or rezone where changes may help to accommodate future development capacity or remove barriers for housing. Because the currently adopted Residential Land Supply Study demonstrates that the 2012-2032 housing land demands are generally at balance with the projected capacity of the land supply, this work cannot be completed until the next 20-year land supply and demand analysis (i.e., the draft Residential Land Supply Study) is conducted in 2026.

**i. Land Use Code Updates (2026 and 2027):** Staff will propose a list of other surgical revisions to the land use code as suggested by staff and community partners. These revisions will likely include:

- Extension of land use approval deadlines (temporary measure)
- Changes resulting from an ongoing review of most commonly adjusted development standards
- Review and update the multi-unit design standards
- Clarify standards for mixed-use development in commercial zones
- Revise S-E Elmira Special Area Zone to allow manufactured home parks
- Remove the criteria that limits property line adjustments in the University area
- Remove the limit on the length of time an RV can be occupied within RV parks
- Revise the requirement for Neighborhood/Applicant meetings

**j. New or Expanded Incentives (2027):** Staff continue to work across the City organization to identify opportunities for new or expanded financial incentives to increase the development capacity of land for housing and/or jobs. Staff are discussing possible incentives, sourced through research and community engagement, and expect to propose a new incentive to City Council potentially focused on supporting moderate-income housing within and near mixed-use centers. The specific tool implementing this incentive program could include loans, tax exemptions, SDC reductions, fee assistance, or other tools. Staff are carefully considering staff capacity and any future financial needs to support housing incentives.

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## Housing Production Strategy Adoption

The Housing Production Strategy (HPS) is a new, state-required plan that will identify and prioritize new actions to address Eugene's housing needs over 8 years. The City must commit to actions that address housing production, affordability, and fair housing choice. The HPS is proposed to be adopted by City Council in 2027 and implemented in 2028-2035. ***A draft list of possible actions to include in the HPS is available below***. These actions will be refined, and more actions added, through **upcoming community engagement**. The final HPS actions must respond to identified fair housing issues, as well as Eugene's needed housing types, characteristics, and locations.

| Actions Under Consideration for Housing Production Strategy (2028-2035) | |
|---|---|
| **Action Title** | **Action Type** |
| Citywide Financial Incentives | |
| Option: Citywide Incentives - Moderate Income Revolving Loan Program | Incentive |
| Option: Citywide Incentives – Multiple Unit Property Tax Exemption (MUPTE) for Affordable Housing (60-80% AMI) or Moderate Income Housing (80-120% AMI) | Incentive |
| Option: Citywide Incentives - Middle Housing 5-Year Property Tax Exemption | Incentive |
| Financial Incentives for Key Corridors and Centers | |
| Option: Centers/Corridors Incentives - MUPTE Expansion | Incentive |
| Option: Centers/Corridors Incentives - System Development Charge (SDC) Adjustments | Incentive |
| Option: Centers/Corridors Incentives - New Urban Renewal District | Investments |
| Inclusionary Housing | |
| Option: Mandatory - Portland Model (5+ units) | Regulatory |
| Option: Voluntary - Ashland Model (upon upzoning, annexation, or other benefit) | Incentive |
| Option: Voluntary - Mixed-Income Incentive Program | Incentive |
| Explore New Revenue Options for Income-Qualified Housing | Investments |
| Explore Additional Fee/SDC Assistance for Income-Qualified Housing | Investments |
| Housing Community Education | Info/Partnerships |
| Wastewater Infrastructure - Infill Projects | Infrastructure |
| Railroad Quiet Zone | Investments |
| Middle Housing - Pre-Approved Plans/Other Incentives | Mix |
| Anti-Displacement Action Plan | Mix |
| Encourage Efficient, Healthy, Resilient Homes (Building Decarbonization) | Mix |
| State and Federal Advocacy | Other |
| Growth Monitoring Phase II | Other |
| Land Use Designation Map Phase II | Regulatory |
| Land Use Code Audit | Regulatory |
| Hillside Development Standards | Regulatory |
| Middle Housing Code Updates (pending state legislation) | Regulatory |
| Shelter Siting Code Updates | Regulatory |
| Climate-Friendly and Equitable Communities Walkable/Compact Development Code Updates | Regulatory |
| Streamline Permitting Process | Regulatory |

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## Compact Development Actions

To encourage compact development, advance the City's **draft compact development goals and policies**, and increase land capacity for jobs, staff have proposed the following actions:

| Actions Under Consideration for 2026-2027 | | | |
|---|---|---|---|
| **Action** | | **Action Type** | **Proposed Year** |
| k. | Modernize Compact Development Overlay Zones | Regulatory | 2026 |
| l. | Encourage Compact Development in Centers & Key Corridors | Incentive, Regulatory | 2026-2027 |

**k. Modernize Compact Development Overlay Zones (2026):** As a part of Climate-Friendly Areas (CFA) designation, staff will propose the modernization and consolidation of Eugene's compact development overlay zones. These overlay zones have been implemented over several decades to encourage mixed-use, transit-oriented, and compact development. Modernization will be an opportunity to clean-up remnant policies that were in place before currently adopted and updated development standards. This process will include:

- Adopt a new CFA Overlay in the downtown and lower Coburg areas
- Remove the Transit Oriented Development (/TD) Overlay downtown
- Remove the Nodal Development (ND) zoning and designation overlays citywide
- Rezone specific properties within CFAs as needed, including removing Site Review (/SR) and Planned Unit Development (/PD) overlays where they exist
- Explore limiting certain auto-oriented uses in CFAs, such as motor vehicle uses, parking areas, drive throughs, and/or household/consumer goods storage facilities

**l. Encourage Compact Development in Centers and Key Corridors (2026 and 2027):** A core component of Eugene's compact development goals and policies moving forward will be encouraging development in and around identified centers. Staff will propose tools to allow and/or encourage more compact, walkable development in and near centers. These tools may include:

- Create a new or expanded incentive to encourage multi-unit housing development on promising sites within or near centers
- Set minimum residential density standards in centers (C-2 Community Commercial Zone) and around centers (residential zones)
- Allow incremental upzoning within a certain distance of a center
- Reduce restrictions within the siting criteria for C-1 Neighborhood Commercial Zone
- Allow horizontal mixed-use on a C-1 Neighborhood Commercial development site
- Remove Site Review (/SR) and/or Planned Unit Development (/PD) overlay zones where they create an unnecessary regulatory barrier to housing development. This would likely start in centers within the Willakenzie and River Road - Santa Clara areas.
- Update the land use code to facilitate compact development in centers (e.g., limits on household/consumer goods storage facilities or other uses, building design).

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## Jobs Actions

To reduce barriers and increase land capacity for jobs, staff have proposed the following actions:

| Actions Under Consideration for 2026-2027 | | |
|---|---|---|
| **Action** | **Action Type** | **Proposed Year** |
| m. Review and Enhance Employment Zones | Regulatory | 2026 |
| n. Site-Specific Zoning Changes | Regulatory | 2027 |
| o. Land Use Code Updates | Regulatory | 2026-2027 |

**m. Review and Enhance Employment Zones (2026):** Developers and businesses have shared that Eugene's employment zones, E-1 Campus Employment and E-2 Mixed Use Employment, need improvements to ensure businesses can be effectively sited. Staff will propose a set of land use code revisions to improve the functionality of these zones. Possible revisions will likely include allowed uses, use limitations (e.g., location requirements, size of uses), and building and site design requirements (e.g., parking, outdoor storage).

**n. Site-Specific Zoning Changes (2027):** Staff will identify specific sites to redesignate and/or rezone where changes may help to accommodate future development capacity needs or remove barriers for commercial and/or employment development. Because the currently adopted Employment Land Supply Study demonstrates that the 2012-2032 employment land demands are generally at balance with the projected capacity of the land supply, this work cannot be completed until the next 20-year land supply and demand analysis (e.g., the draft Employment Land Supply Study) is conducted in 2026.

**o. Land Use Code Updates (2026 and 2027):** Staff will propose a list of other surgical revisions to the land use code as suggested by staff and community partners. These revisions will likely include:

- Changes resulting from an ongoing review of most commonly adjusted development standards
- Results from a cross reference of where uses are allowed (or not allowed) in similar zones (e.g., allow veterinary clinics in more zones, allow more commercial uses in the S-W Whiteaker Special Area Zone)

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