



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

April 11, 2022

5:30 p.m. CITY COUNCIL WORK SESSION

As the state and community recover from the COVID-19 pandemic, City Council meetings will continue to be held remotely using virtual meeting technology. Information about online or other options for access and participation will be available at <https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials>

**Meeting of April 11, 2022;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Claire Syrett, President
Mike Clark
Randy Groves
Jennifer Yeh

Matt Keating, Vice President
Greg Evans
Emily Semple
Alan Zelenka

5:30 p.m. CITY COUNCIL WORK SESSION

1. WORK SESSION: Middle Housing Code Update

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: Middle Housing Code Amendments (Implementation of House Bill 2001)

Meeting Date: April 11, 2022
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 work session is an opportunity to continue to learn about the Middle Housing Code Amendments that are coming to the City Council for public hearing on April 18, 2022. The work session will include an overview of the Planning Commission recommendation, review options for adoption, and respond to Council requests for information. No action is requested.

BACKGROUND

Middle Housing Code Amendment Project

Like many other communities in Oregon and across the nation, the City of Eugene is experiencing a housing crisis. In addition, Eugene is identified as a severely rent-burdened community. Housing prices continue to rise at a rapid rate, and low vacancy rates and low wages are creating a dynamic that leaves people struggling to find housing that meets their basic needs. In recognition of this statewide issue, the Oregon Legislature passed House Bill (HB) 2001 in 2019, with the goal of increasing housing choice and supply. Implementation of HB 2001 is an important component in the City's ongoing work related to housing and homelessness and aligns with recent Council action to approve the Housing Implementation Pipeline (HIP).

HB 2001 requires Eugene and other cities with a population of more than 25,000 to:

- Allow duplexes on all residentially zoned lots or parcels where detached single-family dwellings are allowed; and
- Allow triplexes, fourplexes, cottage clusters and townhouses in areas zoned for residential use.

HB 2001 allows cities to regulate siting and design of the various middle housing types as long as the regulations do not discourage the development of these housing types through unreasonable costs or delay. [Administrative rules](#) adopted by the state in December 2020 include minimum standards and a model code for compliance with House Bill 2001. The rules establish, at minimum, code standards cities need to implement to comply with the requirements of the bill and they also allow the City to go beyond the state's minimum requirements to encourage or incentivize more middle housing in the community. The City's land use code and plan amendments to implement HB 2001 must be in effect by June 30, 2022 or the City will be required to implement the state's

adopted model code for middle housing.

As a follow up to HB 2001, Senate Bill (SB) 458 was passed by the Oregon Legislature in 2021 to increase homeownership and wealth building opportunities. The legislation requires cities to allow land divisions for any HB 2001 middle housing type (duplexes, triplexes, fourplexes, rowhouses, and cottage clusters) built in accordance with the cities' middle housing code provisions, enabling dwelling units to be sold and owned individually without the need to go through the condominium conversion process. The result of such a "middle housing land division" will be exactly one dwelling on each resulting lot. Code provisions implementing SB 458 are included in the package of code amendments recommended by the Planning Commission.

The City Council discussed the project approach, public involvement plan, and state requirements at its [July 22, 2020](#), [January 25, 2021](#) and [May 24, 2021](#) meetings and met jointly with the Planning Commission on [October 18, 2021](#) to discuss the project status.

Public Outreach Process

An important component of the project's approach is the focus on equity and inclusion in the public outreach process that led to the development of the draft land use code. The Middle Housing project's [Public Involvement Plan](#) outlines the outreach process from concept development through adoption of land use code and policy amendments. The Public Involvement Plan includes opportunities for the community to engage in the planning process and information on how individuals and organizations can effectively participate and is consistent with the City's acknowledged procedures for adoption of legislative land use decisions, located in sections 9.7050, 9.7500 through 9.7560, and 9.7700-9.7750 of the Eugene Code, and Statewide Planning Goal 1. Findings of compliance with Goal 1 can be found on pages 149 to 153 of the [proposed code and plan amendment package](#).

The public involvement approach for the middle housing project included all of the outreach methods we normally use for planning projects, with additional strategies aimed at increasing equity and inclusion. Given the COVID-19 pandemic, staff emphasized online outreach methods that engage a broad spectrum of the community. The first phase of outreach in the fall of 2020 focused on opportunities to learn about the state law and inform the creation of [values and principles](#).

In support of inclusive public engagement, City staff collaborated with the Oregon non-profit [Healthy Democracy](#) to set up a new kind of deliberative process for Eugene. The creation of a lottery-selected review panel designed to reflect the broad needs and interests of the community allowed us to really reach out and hear from all corners of Eugene. The demographics of the panel mirrored the school age population, in an effort to reflect our community's increasing diversity and to plan for the future.

In addition, staff convened an Equity RoundTable to specifically bring an equity lens to the project from representatives of local groups doing equity-based work. This work builds on the contributions of the Equity Panel for the Climate Action Plan.

Staff also worked with a Boards and Commissions RoundTable, and a Local Partners RoundTable, as well as providing information and feedback opportunities to the general public online and across three social media platforms. Staff continued to reach community members in new ways such as conducting University of Oregon student outreach and virtual interaction on [Instagram](#) and Facebook as well as with [Reddit](#), where the Eugene subpage has 30,000 users. Lastly, our planning interns developed an interactive [story map](#) to engage students and young adults in the middle housing conversation.

The early 2021 outreach gathered community-wide input on how to approach implementation of the house bill. The main opportunity for input centered on levels of implementation: we asked community members whether the City should Allow, Encourage, and/or Incentivize middle housing through the land use code requirements.

As part of the outreach efforts, we received 741 surveys (730 in English and 11 in Spanish), held 15 meetings and events, and heard from renters and homeowners, community members in every ward and of every age category, and folks who had never been involved with City processes before. A [comprehensive report](#) on this outreach is available on our website.

Additionally, to reach those who build housing in our community, two Developer Focus Group meetings were held with market rate and affordable housing developers to gather feedback on the code recommendations and affordability strategies. Results from these conversations were incorporated into the code recommendations from the project team.

Overall, people we heard from through these community engagement efforts were overwhelmingly supportive of going beyond the minimum standards required by the state and implementing a combination of the encourage and incentivize middle housing options.

In May 2021, the Planning Commission wrote and presented a [letter](#) to the City Council describing the middle housing outreach process and development of the code writing approach.

Public outreach as part of the formal adoption process has included efforts that are required by Eugene Code and state law, including notice of the Planning Commission November 2021 public hearing which was sent to all Eugene neighborhood organizations, the Oregon Department of Land Conservation and Development, Lane County, the City of Springfield, and other community groups and individuals who requested notice and legal notice published in the Register Guard.

Continuing the commitment to robust public involvement for the project, staff held three [Information Sessions](#) in October, 2021 to help people learn about the draft proposal in advance of the Planning Commission's public hearing, how it responds to the outreach completed in the first phase of the project, and prepare to participate in the formal adoption process.

To help prepare community members for the City Council's upcoming public hearing and answer questions about the Planning Commission's recommendation, project staff presented to community groups, posted information on a variety of social media sites, sent e-news updates to interested parties, and hosted public information sessions over Zoom, on February 18 and 22 and March 3, 2022. Recordings are available on the [project website](#). In addition, consistent with

Eugene Code requirements, notice of the City Council public hearing will be mailed to people who submitted written or oral testimony during the Planning Commission hearing procedures and anyone who requested notice of the Planning Commission's recommendation. In addition, notice will also be posted in the Register Guard.

In addition to the required public notice, staff has maintained a webpage and interested parties list for the duration of the project and has provided regular updates of important dates and opportunities for public comment, including the public hearings.

Middle Housing Draft Land Use Code and Metro Plan Amendments

Based on 10 months of community engagement, technical and legal analysis and work sessions with the Planning Commission, a draft set of land use code and plan amendments was developed to implement House Bill 2001. To reflect what the project team heard from the community outreach, the Planning Commission advised staff to prepare the draft amendments to:

- Focus on equity and inclusion as code choices are made.
- Encourage and incentivize middle housing across the community.
- Near transit routes, encourage compact development by reducing parking requirements.
- Pursue incentives and programs beyond the code as part of the City's ongoing housing work.

The draft land use [code and plan amendments](#) cover a broad range of topics including middle housing definitions, residential zone updates to allow the middle housing types, lot size, parking, and building height standards, middle housing land divisions, and affordability strategies and incentives. The package of code changes is intended to further the project goals, which are to implement House Bill 2001, further longstanding housing equity and affordability goals, and increase the diversity of housing types in Eugene.

Procedural Summary for Adoption of Land Use Code Amendments

The proposed land use code amendments are subject to Type V application (legislative) procedures ([EC 9.7500](#) through [EC 9.7560](#)) as well as the approval criteria in [EC 9.8065](#). The proposed Type I Metro Plan amendment is subject to the Metro Plan application procedures ([EC 9.7700 through 9.7835](#)), as well as the approval criteria in [EC 9.7735](#). The legislative process includes public notice and a hearing before the Planning Commission. After reviewing the proposed amendments and considering public input, the Planning Commission forwarded a recommendation to the City Council. The City Council then holds its own public hearing and takes action on the proposed amendments.

Planning Commission Process

The Planning Commission's public hearing on the package of land use code and plan amendments was held on [November 16, 2021](#). A total of 34 people provided verbal testimony at the hearing, including people from every outreach group convened by the City for this project. In addition, 252 individuals provided written testimony through November 29, 2021. A staff summary of public testimony themes from the Planning Commission process is included as Attachment A to the Commission's [December 7, 2021 Agenda Packet](#).

Planning Commission deliberations occurred at their [November 30](#), [December 7](#), and [December 14](#) meetings in 2021, and completed on [January 11](#) and [January 25](#), 2022. The Commission carefully worked their way through the material, considering the options of meeting the state's minimum standards, going with the state's model code, or going beyond the minimum for each set of land use code regulations. At their last meeting on January 25, 2022, the Planning Commission voted unanimously (6-0) to support a draft set of land use code and plan amendments that implement the law and respond to the themes heard in the public outreach process.

As summarized in this [letter to the Council](#), much of the Commission's recommended code simply meets the state's minimum standards. In cases where the proposed code exceeds them, it does so to *incentivize smaller housing types, lower-cost housing, income-qualified housing, transit-oriented development, and provide flexibility for already-developed sites*. While the changes may seem vast to some community members, in reality, they will contribute to incremental change over many years.

To accompany the proposed set of amendments, staff prepared a comprehensive [Guide to the Planning Commission Recommendation](#). The Guide includes the Planning Commission's letter to Council, links to background information, summaries of proposed code changes, middle housing code incentives, hot topics, and how to get involved. The Guide has been broadly distributed and serves as a reference tool to compare choices for various code sections to meet the minimum standards, go with the state's model code, or go with a Eugene-specific standard that responds to local input.

Hot Topics: Housing Affordability, Equity, and Displacement

Although not unique to middle housing, issues that have garnered significant attention from the public over the past 18 months include housing affordability, equity and access to housing for all community members, and displacement and gentrification concerns.

The Middle Housing Code Amendments cannot directly require affordability for new construction because this would conflict with state law. However, the City is required to "consider ways to increase the affordability of middle housing by considering ordinances and policies." To do so, the City can go beyond the requirements of the rules and can take actions to *encourage* housing to be affordable. Strategies in the draft code amendments recommended by the Planning Commission that promote affordability include allowing smaller lots and more units, increased building heights and lot coverage, and decreasing parking requirements near transit, as well as opportunities for home ownership.

In addition, the Planning Commission included a land use code incentive for income qualified housing in their recommendation. For property owners who keep some of the middle housing units affordable to low income earners, lot size reductions and parking reductions are proposed to be offered as code incentives. These are the same code incentives that are recommended for smaller middle housing units and units near transit. Staff is actively seeking feedback on this proposal from affordable and market rate housing developers, as well as the general public.

Housing programs such as financial incentives, fee reductions, tax exemptions, and anti-displacement strategies are important components of the [Housing Implementation Pipeline](#) (HIP),

which was recently approved by Council. Many of the programs and projects in the HIP emphasize equity and access to housing for low income community members, BIPOC communities, and people with disabilities. There is substantial overlap between the recommendations of the Middle Housing Equity RoundTable with regard to these populations and the Equity Panel convened to advise staff on the HIP process. Coordination between the HIP and Middle Housing Code Amendments is ongoing.

In summary, the Middle Housing Code Amendments are one piece of a complex system of housing rules, regulations, and programs that involve public, private and nonprofit partners around the community to move toward our collective goals.

March 9, 2022 City Council Work Session

Project staff presented the Planning Commission’s recommendation to the Council at the March 9, 2022 work session ([Materials/Video](#)). During the discussion, Councilors asked for clarification about the options for adopting a code to comply with the House Bill, options for adjusting the proposed parking reduction near transit, and for comments from the Oregon Department of Land Conservation and Development. Each is addressed below.

Options for Code Adoption

The options for adoption include 1) adopting the State’s Model Code or 2) adopting a local code that meets the State’s Minimum Standards. The Planning Commission’s recommendation follows option 2 with draft code that meets the minimum standards with additional provisions to encourage and incentivize Middle Housing. The attached Annotated Guide to the Planning Commission Recommendation (Attachment A) clarifies and simplifies the options for a list of code topics related to middle housing.

For example, the minimum lot size for duplexes (see page 4 of the Guide) is 4,500 square feet in both the Minimum Standard and the Model Code (based on the minimum lot size required for single detached dwellings in Eugene). To encourage middle housing, the Planning Commission recommendation is 2,250 square feet, with additional incentives to reduce lot size by 25% available for small units and income qualified housing.

Duplex Standards

	Minimum Standard	Model Code	Planning Commission Recommendation	
Minimum Lot Size	Cannot be greater than the minimum lot size required for a single detached dwelling. 4,500 square feet	Cannot be greater than the minimum lot size required for a single detached dwelling. 4,500 square feet	2,250 square feet	
			Encourage	Incentivize (lot size reduced by 25% if composed of small and/or income-qualified units)

In addition, staff has prepared a one-page summary of the proposed code compared to the state’s minimum standards and model code (Attachment B). This “cheat sheet” is a reference best used in concert with the full [Guide to the Planning Commission Recommendation](#) and draft code on the

[project website](#).

In response to Council questions at the March 9 work session regarding local code options, staff will provide more information on the locally customized features of the Planning Commission recommendation, and answer questions about where the Council has latitude to modify it while still complying with state law.

Options for Parking Reductions Near Transit

Council asked about the options for adjusting the proposed parking reduction near transit. Attachment C includes the maps of the parking reduction incentive recommended by the Planning Commission. Council has the option of modifying these maps or the incentive itself. As proposed, the incentive grants a no required parking incentive to new middle housing within one-quarter mile of fixed bus routes, and one-half mile of EmX service, based on research identifying how far people are willing to walk to different levels of transit service. This incentive supports the City's transportation, climate, equity, and compact development goals.

Comments from the Oregon Department of Land Conservation and Development (DLCD)

During the March 9 Council meeting, Councilor Semple requested DLCD staff review and comment on an email from Bill Aspegren sent to Council on March 6. Staff forwarded the email to DLCD for comment and an explanation of the agency's role in the City's code amendments process. DLCD Housing Planner Ethan Stuckmayer's response is attached (Attachment D).

Staff has been coordinating regularly with DLCD staff throughout the project. Funding was provided by the Department through a competitive grant program to work with a consultant team and pilot a new kind of engagement with a lottery selected panel facilitated by Healthy Democracy. In January 2021, Eugene project staff met with DLCD in their all-staff meeting to discuss the outreach process for implementing House Bill 2001. DLCD staff commented that they had observed Eugene's public meetings and outreach strategies and had been fielding questions from other jurisdictions about wanting to adapt parts of Eugene's process. Subsequently, Eugene staff were invited to present the outreach project to the Land Conservation and Development Commission (LCDC) in November 2021. A recording of the LCDC meeting can be viewed [here](#).

City Council Process

The City Council's public hearing is scheduled for April 18, 2022 at 7:30 pm. Additional work sessions for deliberations are scheduled for May 11 and 18, 2022 with action scheduled for May 23, 2022. The City must have regulations in place by June 30, 2022 that comply with state law, or the state's model code will apply directly.

Community members are encouraged to send their comments to middlehousingtestimony@eugene-or.gov. All written comments will be provided to the City Council prior to the public hearing for inclusion into the public record.

The project's [Engage Eugene](#) and web [page](#) are frequently updated with opportunities to engage community members and provide information about middle housing in Eugene.

ATTACHMENTS

- A. Annotated Guide to the Planning Commission Recommendation on Middle Housing (March 2022)
- B. Eugene Planning Commission Middle Housing Recommendation – One-page Summary
- C. Parking Reduction Near Transit Maps
- D. Email from Ethan Stuckmayer, Oregon Department of Land Conservation and Development, dated March 29, 2022

FOR MORE INFORMATION

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

Introduction

Thank you for your interest in the Middle Housing Code Amendments project. We hope you find this Annotated Guide to the Planning Commission Recommendation helpful. This version contains information requested by the Eugene City Council at their March 9, 2022 work session. The [February Guide](#) remains a comprehensive resource for the public looking to understand the recommendations and participate in the City Council process.

Background information

- [Project Webpage](#)
- [Fact Sheet: Project Overview](#)
- [Fact sheet: Requirements of HB 2001](#)
- [Fact Sheet: The History of Residential Zoning](#)
- [Fact Sheet: Market Factors](#)
- [Project FAQ](#)
- [Middle Housing Land Division \(SB 458\) FAQ](#)
- [Affordability FAQ](#)
- [Sign up for emails and formal notice](#)

All Things Code

- [HB 2001 Minimum Standards](#)
- [House Bill 2001 Model Code](#)
- The Planning Commission's [Proposed Code Amendments](#) *(full text)*

Middle Housing Core Team

- [Terri Harding](#): Project Manager
- [Jennifer Knapp](#): Urban Design Lead
- [Jeff Gepper](#): Land Use Code Lead
- [Sophie McGinley](#): Public Engagement Lead

Recent and Upcoming Meetings- *details on the [project webpage](#)*

- **Information Session Videos:** February 18, February 22, March 3
- **City Council Work Session:** Wednesday March 9
- **City Council Work Session:** Monday April 11, 5:30 pm
- **City Council Public Hearing:** Monday April 18, 7:30 pm
- **City Council Work Session:** Wednesday May 11, 12:00 pm
- **City Council Action:** Monday May 23, 7:30 pm

MIDDLE HOUSING TYPES

Local examples from Eugene:



Duplexes



Triplexes and Quadplexes



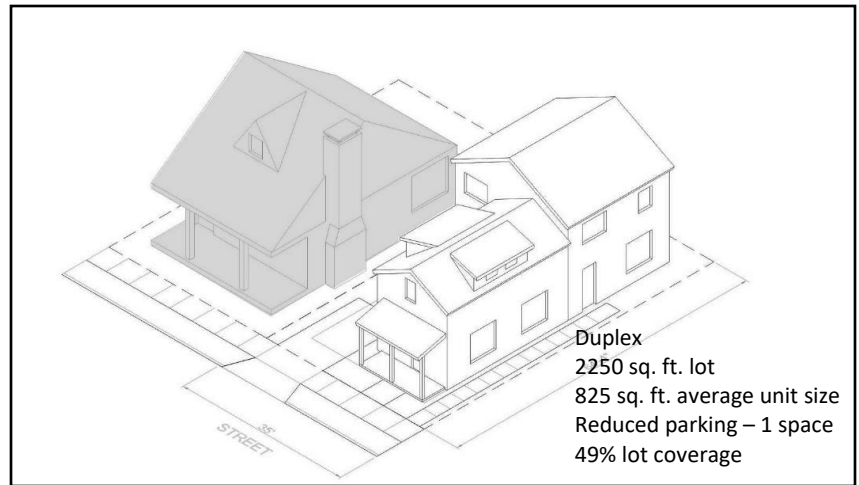
Townhouses



Cottage Clusters



Duplex in West University Neighborhood



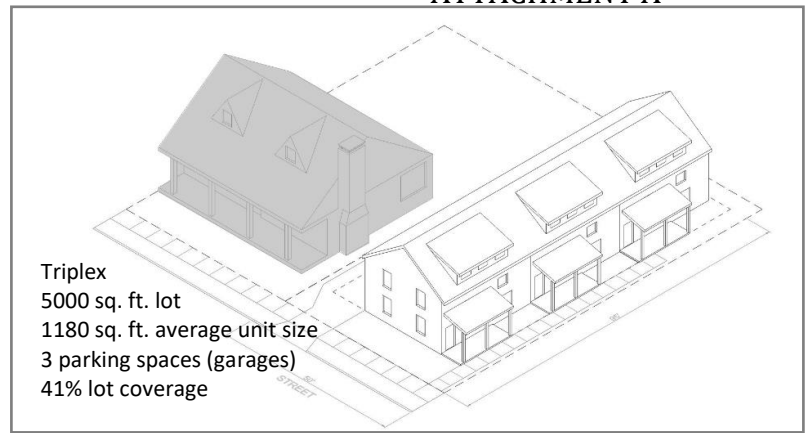
Duplex Standards

	Minimum Standard	Model Code	Planning Commission Recommendation	
Attached /Detached	Must allow Attached dwellings only	Allows both detached and attached plexes	Allows both detached and attached plexes	
			Incentivize	
Minimum Lot Size	Cannot be greater than the minimum lot size required for a single detached dwelling. 4,500 sf	Cannot be greater than the minimum lot size required for a single detached dwelling. 4,500 sf	2,250 square feet	
			Encourage	Incentivize (lot size reduced by 25% if composed of small and/or income-qualified units)
Minimum Frontage	Cannot be greater than the minimum frontage required for a single detached dwelling. 50/50/35 feet	Cannot be greater than the minimum frontage required for a single detached dwelling. 50/50/35 feet	Interior lot: 20 feet Corner lot/Curved lot: 20 feet Curved lot/ Cul-de-sac bulb lot: 35 feet	
			Allow	Encourage
Minimum Lot Width	Cannot be greater than the minimum lot width required for a single detached dwelling. 50/50/35/50 feet	Cannot be greater than the minimum lot width required for a single detached dwelling. 50/50/35/50 feet	Interior lot: 20 feet Corner lot: 20 feet Curved lot/Cul-de-Sal Bulb Lot: 35 feet Flag lot: 50 feet	
			Allow	Encourage
Minimum Front Yard Setbacks	Cannot be greater than the minimum setbacks required for a single detached dwelling. 10 or 18 feet	Must be less than 10 feet, except those minimum setbacks applicable to garages and carports. </=10 or 18 feet	10 feet or 18 feet for garage doors and carports	
			Allow	

Minimum Interior Yard Setbacks	Cannot be greater than the minimum setbacks required for a single detached dwelling.	Must be less than 15 feet, except those minimum setbacks applicable to garages and carports.	5 feet from the property line and minimum 10 feet between buildings	
	</= 5 and 10 feet	<15 feet	Allow	
Maximum Height See diagram page 5	Cannot be lower than the maximum height for a single detached dwelling.	Cannot be lower than the maximum height for a single detached dwelling.	35 feet (+7 feet for pitched roof)	
	30 feet (+7 feet for pitched roof)	30 feet (+7 feet for pitched roof)	Encourage	
Minimum Off-Street Parking	No more than 1 space per duplex dwelling unit	No off-street parking requirements.	1 space per duplex dwelling unit	
	</= 1 space per duplex dwelling unit	0 spaces per duplex dwelling unit	Allow	Incentivize (No parking requirements if located near transit and/or has small units and/or income-qualified units)
Design Standards	Must be: 1) same as for single detached dwellings; 2) same as standards from the Model Code; or 3) standards less restrictive than Model Code.	The same design standards applicable to single detached dwellings.	The same design standards applicable to single detached dwellings.	
	None	None	None	
			Allow	
Maximum Lot Coverage	May not be less than the maximum lot coverage applicable to a single detached dwelling.	May not be less than the maximum lot coverage applicable to a single detached dwelling.	75% of lot	
	>/= 50% of lot	>/= 50% of lot	Encourage	



Triplex – West Eugene

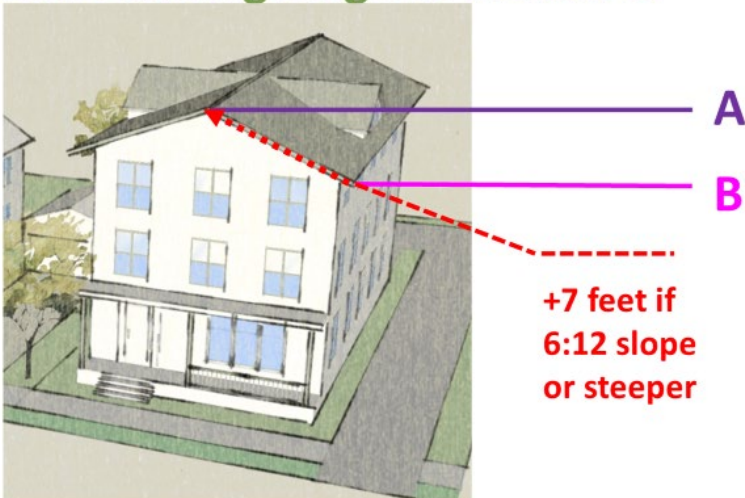


Triplex Standards

	Minimum Standard	Model Code	Planning Commission Recommendation	
Attached /Detached	Must allow Attached dwellings only	Allows both detached and attached plexes	Allows both detached and attached plexes	
			Incentivize	
Minimum Lot Size	5,000 square feet	4,500 square feet	3,500 square feet	
			Encourage	Incentivize (lot size reduced by 25% if composed of small and/or income-qualified units)
Minimum Frontage	Cannot be greater than the minimum frontage required for a single detached dwelling 50/35/50 feet	Cannot be greater than the minimum frontage required for a single detached dwelling 50/35/50 feet	Interior & Corner lots: 35 feet Curved lot/Cul-de-sac bulb lot: 35 feet Flag lot: 50 feet	
			Allow	Encourage
Minimum Lot Width	Cannot be greater than the minimum lot width required for a single detached dwelling 50/35/50 feet	Cannot be greater than the minimum lot width required for a single detached dwelling 50/35/50 feet	Interior & Corner lots: 35 feet Curved lot/Cul-de-sac bulb lot: 35 feet Flag lot: 50 feet	
			Allow	Encourage
Minimum Front Yard Setbacks	Cannot be greater than the minimum setbacks required for a single detached dwelling. 10/18 feet	Cannot be greater than 10 feet, except those minimum setbacks applicable to garages and carports 10/18 feet	10 feet or 18 feet for garage doors and carports	
			Allow	
Minimum Interior	Cannot be greater than the minimum setbacks	Cannot be greater than 10 feet, except those minimum setbacks	5 feet from the property line and minimum of 10 feet between buildings	

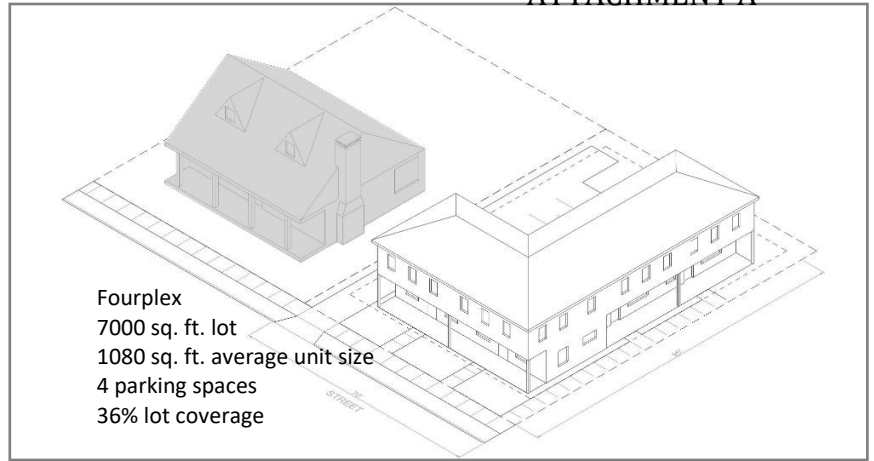
Yard Setbacks	required for a single detached dwelling. 5/10 feet	applicable to garages and carports 10 feet	Allow ATTACHMENT A
Maximum Height (Diagram page 5)	30 feet (+7 feet for pitched roof)	35 feet (+7 feet for pitched roof)	35 feet (+7 feet for pitched roof) Encourage
Minimum Off-Street Parking	Lots under 3,000 square feet: 1 space per lot Lots 3,000 square feet to 4,999 square feet: 2 spaces per lot Lots 5,000 square feet to 6,999 square feet: 3 spaces per lot	1 per development	Lots under 3,000 square feet: 1 space per lot Lots 3,000 square feet to 4,999 square feet: 2 spaces per lot Lots 5,000 square feet to 6,999 square feet: 3 spaces per lot Allow Incentivize (No parking requirements if located near transit and/or has small units and/or income-qualified units)
Design Standards	Must be: 1) the same standards applicable to single detached dwellings ; 2) the design standards from the Model Code ; or 3) standards that are less restrictive than the Model Code .	Entry orientation, windows, garages and off-street parking areas, driveway approach	Entry orientation, windows, garages and off-street parking areas, driveway approach Allow
Maximum Lot Coverage	May not be less than the maximum lot coverage applicable to a single detached dwelling. 50% of lot	Maximum lot coverage does not apply to Triplexes No maximum	75% of lot Encourage

How Building Height is Measured





Fourplex – Turtle Creek



Fourplex Standards

	Minimum Standard	Model Code	Planning Commission Recommendation	
Minimum Lot Size	7,000 square feet	4,500 square feet	4,500 square feet	
			Encourage	Incentivize (lot size reduced by 25% if composed of small and/or income-qualified units)
Minimum Frontage	50/35 feet	50/35 feet	Interior & Corner lots: 50 feet Curved Lot/Cul-de-sac bulb lot: 35 feet	
			Allow	
Minimum Lot Width	50/35/50 feet	50/35/50 feet	Interior & Corner lots: 50 feet Curved lot/Cul-de-sac bulb lot: 35 feet Flag lot: 50 feet	
			Allow	
Minimum Front Yard Setbacks	10/18 feet	10/18 feet	10 feet or 18 feet for garage doors and carports	
			Allow	
Minimum Interior Yard Setbacks	5/10 feet	<= 10 feet	5 feet from the property line and minimum of 10 feet between buildings	
			Allow	
Maximum Height (Diagram page 5)	30 feet (+7 feet for pitched roof)	35 feet or 3 stories	35 feet (+7 feet for pitched roof)	
			Encourage	
Minimum Off-Street Parking	Lots 3,000 square feet to 4,999 square feet: 2 spaces per lot Lots 5,000 square feet to 6,999 square feet: 3 spaces per lot	1 per development	Lots 3,000 square feet to 4,999 square feet: 2 spaces per lot Lots 5,000 square feet to 6,999 square feet: 3 spaces per lot Lots 7,000 square feet and over: 4 spaces per lot	

	Lots 7,000 square feet and over: 4 spaces per lot		Allow	Incentivize (No parking requirements if the fourplex is located near transit and/or has small units and/or income-qualified units)
Design Standards	Must be: 1) the same standards applicable to single detached dwellings ; 2) the design standards from the Model Code ; or 3) standards that are less restrictive than the Model Code .	Entry orientation, windows, garages and off-street parking areas, driveway approach	Entry orientation, windows, garages and off-street parking areas, driveway approach	
			Allow	
Maximum Lot Coverage	50% Of lot	N/A	75% of lot	
			Encourage	



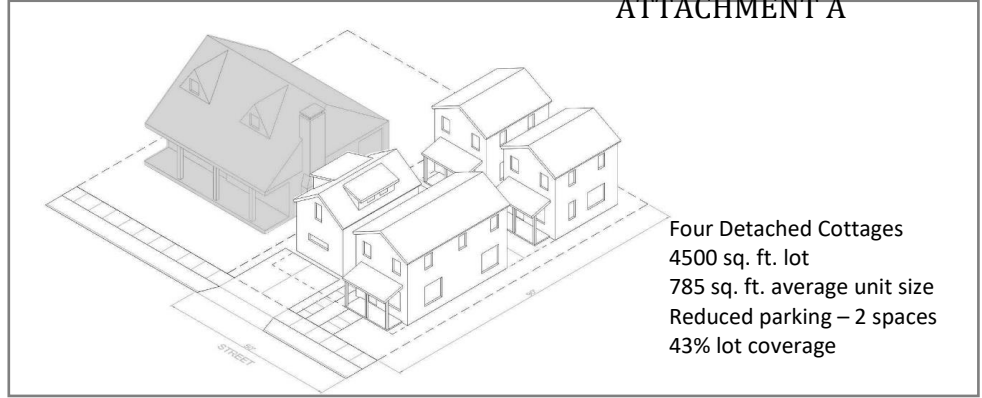
Lucia Townhouse – Friendly Neighborhood



Townhouse – River Road Neighborhood

Townhouse Standards

	Minimum Standard	Model Code	Planning Commission Recommendation
Minimum Lot Size	Average minimum lot size cannot be greater than 1,500 square feet .	No minimum lot size	No minimum lot size Encourage
Minimum Frontage	No more than 20 feet	No minimum frontage requirement.	No minimum frontage requirement Encourage
Minimum Lot Width	Not addressed.	No minimum lot width requirement.	10 feet Allow
Minimum Front Yard Setbacks	10 or 18 feet	10 or 18 feet	10 feet or 18 feet for garage doors and carports Allow
Minimum Interior Yard Setbacks	10 feet, 0 where attached	5 feet from a side property line	5 feet from the property line Allow
Maximum Height (Diagram page 5)	30 feet (+7 feet for pitched roof)	35 feet or three (3) stories.	35 feet (+7 feet for pitched roof) Encourage
Minimum Off-Street Parking	No more than 1 space per dwelling	One (1) space per unit.	1 space per dwelling Allow Incentivize (off-street parking requirements are lifted if the townhouse is located near transit and/or has small units and/or income-qualified units)
Design Standards	Must be: 1) the same standards applicable to single detached dwellings; 2) the standards from the Model Code ; or 3) standards that are less restrictive than the Model Code .	Entry orientation, unit definition, windows, driveway access and parking.	Entry orientation, unit definition, windows, driveway access and parking. Allow



Amazon Cottages – Southeast Neighborhood

Cottage Cluster Standards

	Minimum Standard	Model Code	Planning Commission Recommendation	
Minimum Lot Size	7,000 square feet	4,500 square feet	4,500 square feet	
			Encourage	Incentivize (lot size reduced by 25% if composed of small and/or income-qualified units)
Minimum Frontage	50/50/35 feet	None	Interior lot: 50 feet Corner lot: 50 feet Curved Lot/Cul-de-sac bulb lot: 35 feet	
			Allow	
Minimum Lot Width	50/50/35/50 feet	None	Interior lot: 50 feet Corner lot: 50 feet Curved lot/Cul-de-sac bulb lot: 35 feet Flag lot: 50 feet	
			Allow	
Minimum Front Yard Setbacks	10 feet	10 feet	10 feet	
			Allow	
Minimum Interior Yard Setbacks	5/10/6 feet.	5/10/6 feet	5 feet from the property line or minimum of 10 feet between buildings, setbacks between cottages are a minimum of 6 feet	
			Allow	
Maximum Height	Not addressed.	25 feet or two (2) stories, whichever is greater.	25 feet	
			Allow	
Minimum Off-Street Parking	No more than 1 space per dwelling	<1,000 square feet floor area: 0 >1,000 square feet floor area: 1	1 space per dwelling	
			Allow	Incentivize (off-street parking requirements are lifted if the cottage cluster is located near transit and/or has small units and/or income-qualified units)

Design Standards	Must be: 1) the same as single detached dwellings; 2) the standards from the Model Code; or 3) standards that are less restrictive than the Model Code.	Cottage orientation, common courtyard design standards, community buildings, pedestrian access, windows, parking design, screening, garages and carports, accessory structures, existing structures.	<p style="text-align: center;">ATTACHMENT A</p> <p>Cottage orientation, common courtyard design standards, community buildings, pedestrian access, windows, parking design, screening, garages and carports, accessory structures, existing structures.</p> <p>Allow</p>
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Middle Housing Incentives

In cases where the proposed Middle Housing code standards differ from the minimum standards and/or Model Code, the differences are intended to **lower cost**, increase **flexibility**, and **remove barriers** to the development of middle housing. In addition, the Planning Commission is recommending a set of standards that are specifically intended to **encourage the development of income-qualified Affordable housing**. *The proposed Land Use Code incentives¹ are as follows:*

Detached Units

The Planning Commission recommends allowing detached units for design flexibility and to encourage middle housing to be developed on lots that already have houses on them without displacing existing houses.

Proposed Incentive: Middle Housing Units may be attached or detached

Parking Reductions

The Planning Commission recommends off-street parking reductions to create design flexibility for sites, allow for more space to be dedicated to housing, and align with transit-oriented development and goals to reduce dependence on single-occupancy vehicles. Reduction in off-street parking requirements does not prohibit on-site parking from being built.

Proposed Incentive: No off-street parking is required if middle housing is within the buffer² of a Frequent Transit Route.

Proposed Incentive: On-street parking credits may contribute to minimum middle housing off-street parking requirements.

Proposed Incentive: No off-street parking is required for each middle housing dwelling unit with a dwelling size³ less than 900 square feet.

Proposed Incentive: No off street parking is required if at least 50% of middle housing units are for low-income⁴ occupants.

Small Unit Incentives

The Planning Commission would like to encourage smaller units due to their generally lower development and rental or acquisition costs as compared to larger units. This incentive is intended to encourage the development of smaller units on smaller lots to decrease the cost of new development.

Proposed Incentive: If middle housing units have a dwelling size of less than 900 square feet, the minimum lot size may be reduced by 25 percent.

Income-Qualified Incentives

Along with encouraging lower cost housing, the Planning Commission recommends encouraging housing that is affordable to certain income levels. This incentive would encourage a portion of middle housing units to be reserved for folks making 80% of area median income or below.

Proposed Incentive: If at least 50% of units within a middle housing development are for low-income occupants, the minimum lot size may be reduced by 25 percent.

Proposed Incentive: If at least 50% of units within a townhouse development are for low-income occupants, a density bonus may be applied.

¹ These incentives are land use code incentives. Additional program and monetary incentives are being pursued through the *Housing Implementation Pipeline*.

² "Frequent Transit Route Buffer" means .25 miles from Frequent Transit Route and .5 miles from the EmX corridor

³ "dwelling size" means the total square footage of a dwelling unit in a duplex, triplex, fourplex, townhouse, or cottage cluster.

⁴ "low-income" means having an income at or below 80% of area median income.

Going Beyond the Minimum Standards



■ Allow ■ Encourage ■ Incentivize

Many of the proposed Middle Housing Code Amendments meet the minimum standards established by the state (“Allow”)⁵. Where the proposal exceeds minimum standards (“Encourage”, “Incentivize”), it does so to encourage lower cost housing, flexibility, and Affordable Housing. Examples of standards that encourage or incentivize development of middle housing are below:

Encourage

<i>Lot Size</i>	The proposed minimum lot size is less than the maximum allowed by the state’s minimum standards.
<i>Lot Width</i>	The proposed minimum lot width, in some cases, is less than the minimum requires by the state’s minimum standards.
<i>Building Height</i>	The proposed maximum height, in some cases, is greater than the minimum required by the state’s minimum standards.
<i>Lot Coverage</i>	The proposed maximum lot coverage percentage, in come cases, is greater than the minimum required by the state’s minimum standards.

Incentivize⁶

<i>Detached Middle Housing</i>	Middle housing may be attached or detached.
<i>Lot Size Reduction</i>	Minimum lot sizes can be decreased by 25 percent if middle housing units are small and/or for low-income occupants.
<i>Reduction of On-Site Parking Requirements</i>	Minimum on-site parking requirements can be decreased if middle housing is nearby a frequent transit route, through on-street parking credits, for small middle housing units, and/or for middle housing for low-income occupants.

⁵ This graph is representative of the standards included in the *Guide to the Planning Commission Recommendation* code summary section.

⁶ More information on incentives can be found on the prior page.

Middle Housing Hot Topics

Tree Preservation

Middle housing is treated the same as a single detached dwelling for purposes of Chapter 9 (Land Use Code) tree preservation standards, as required by House Bill 2001.

Chapter 6 (Public Works Standards) tree preservation standards are not proposed to be amended and will apply to all housing and other development.

Special Area Zones

Middle Housing located in a Special Area Zone will be subject to the middle housing standards applicable to the base zone, such as R-1, R-2, R-3 or R-4, consistent with the Special Area Zone's corresponding land use designation (e.g. Low Density Residential, Medium Density Residential, High Density Residential).

Single Detached Dwellings continue to be subject to Special Area Zone Standards.

Historic Districts

Middle Housing code standards will apply to all area of the city, including Historic Districts, however Historic District protections and standards will still apply.

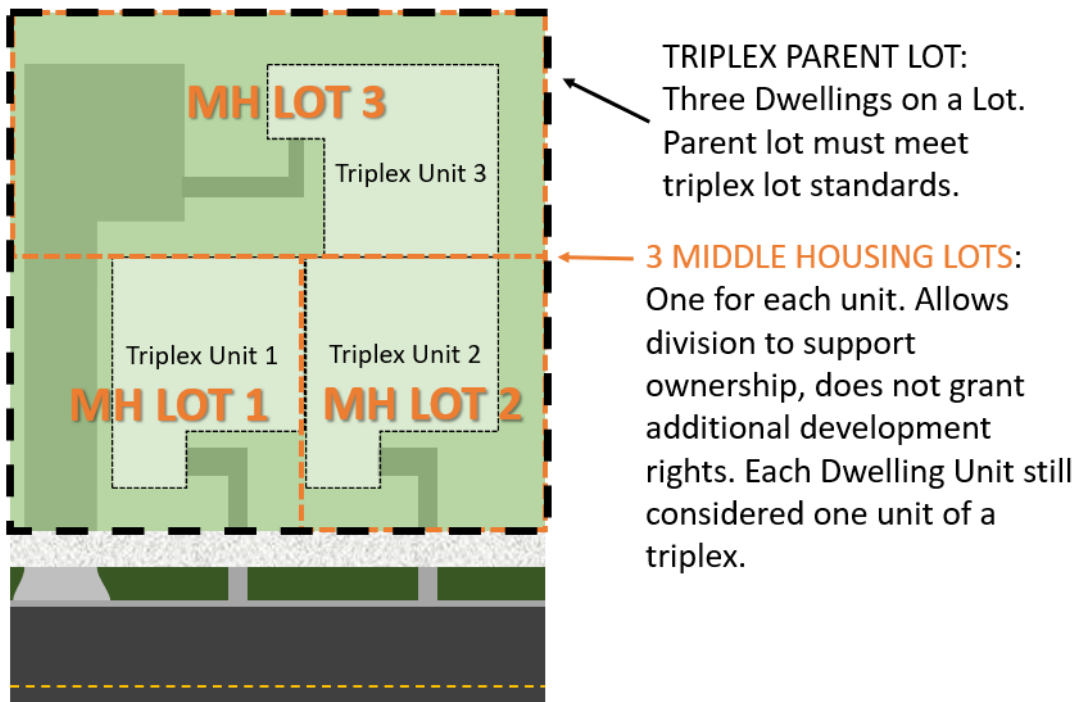
Covenants, Conditions, and Restrictions (CC&Rs)

While HB 2001 does prohibit the creation of new CC&Rs that conflict with HB 2001, it does not affect existing CC&Rs. These are private agreements that the City has no jurisdiction to enforce.

Middle Housing Land Division

Consistent with state law requirements, lots developed with middle housing can be divided so that each middle housing unit can be individually owned.

The "parent lot" must meet all applicable development standards (e.g. setbacks, lot coverage, height limits) and the "child lot" is solely for ownership purposes and does not allow further development.





EUGENE PLANNING COMMISSION (EPC) RECOMMENDATION MIDDLE HOUSING CODE AMENDMENTS TO IMPLEMENT HOUSE BILL 2001 (2019)



Please refer to the [project website: www.eugene-or.gov/MiddleHousing](http://www.eugene-or.gov/MiddleHousing)
and the February 2022 [Guide to the EPC Recommendation](#) for further information.

The **State Minimum Standards** are a set of administrative rules adopted by the State of Oregon that outline the minimum that cities must do to comply with House Bill 2001.

The **State Model Code** is a set of land use code provisions that meet the requirements of the Minimum Standards. Cities can choose to adopt the Model Code in full or to amend their existing codes in to comply with the Minimum Standards. If a city does not amend its code by June 30, 2022, the Model Code will apply to the development of middle housing in that city.

The **EPC Recommendation** is based on the Minimum Standards, Model Code, and 18 months of technical analysis, public engagement feedback, and deliberations.

	State Minimum Standards	State Model Code	Eugene Planning Commission Recommendation
	The data in this column show the development standards the City must adopt for the R-1 Low Density Residential Zone to comply with the Minimum Standards.	The data in this column show the development standards the Model Code would apply to the R-1 Low Density Residential Zone.	The data in this column show the development standards the Planning Commission is recommending for the R-1 Low Density Residential Zone, based on public feedback. Green = Encourages more and lower cost housing Black = Model Code Blue = Same as Minimum Standards
Attached/Detached Duplex/Triplex/Fourplex	Attached only	Attached and Detached	Attached and Detached
Minimum Lot Size			
<i>Duplex</i>	4,500 sf	4,500 sf	2,250 sf
<i>Triplex</i>	5,000 sf	4,500 sf	3,500 sf
<i>Fourplex</i>	7,000 sf	4,500 sf	4,500 sf
<i>Rowhouse</i>	1,500 sf average	None	None
<i>Cottage Cluster</i>	7,000 sq ft	4,500 sf	4,500 sf
Maximum Building Height <i>^ Additional 7 feet allowed for steeper pitched roofs</i>			
<i>Duplex</i>	30 ft^	30 ft^	35 ft^
<i>Triplex</i>	30 ft^	35 ft^	35 ft^
<i>Fourplex</i>	30 ft^	35 ft^	35 ft^
<i>Rowhouse</i>	30 ft^	35 ft^	35 ft^
<i>Cottage Cluster</i>	N/A	25 ft	25 ft
Minimum Required Off-Street Parking <i>*varies by lot size</i>			
<i>Duplex</i>	1	0	1
<i>Triplex</i>	1/2/3*	1	1/2/3*
<i>Fourplex</i>	2/3/4*	1	2/3/4*
<i>Rowhouse</i>	1	1	1
<i>Cottage Cluster</i>	1	0/1 (varies by unit size)	1
Small Housing Unit Incentives	None	None	Lot Size & Parking Reductions
Housing Near Transit Incentives	None	None	Parking Reduction
Affordable Housing Incentives	None	None	Lot Size & Parking Reductions
Homeownership/Anti-Displacement Incentives	None	Detached Duplex/Triplex/ Fourplex Allowed	Detached Duplex/Triplex/ Fourplex Allowed

- State law prohibits the City from imposing rent control requirements on middle housing.
- Standards that are required by state law to be the same for middle housing as single-family housing include tree preservation and solar setback standards. Design standards for middle housing such as standards for driveways, parking configuration and landscaping, either match existing standards for single-family homes or are aligned with the Model Code.
- Where the EPC Recommendation differs from the State Minimum Standards, it does so to incentivize smaller housing types, lower cost housing, Affordable Housing, and housing near transit.

**Figure
9.0500**

Frequent Transit Routes

Overview Map

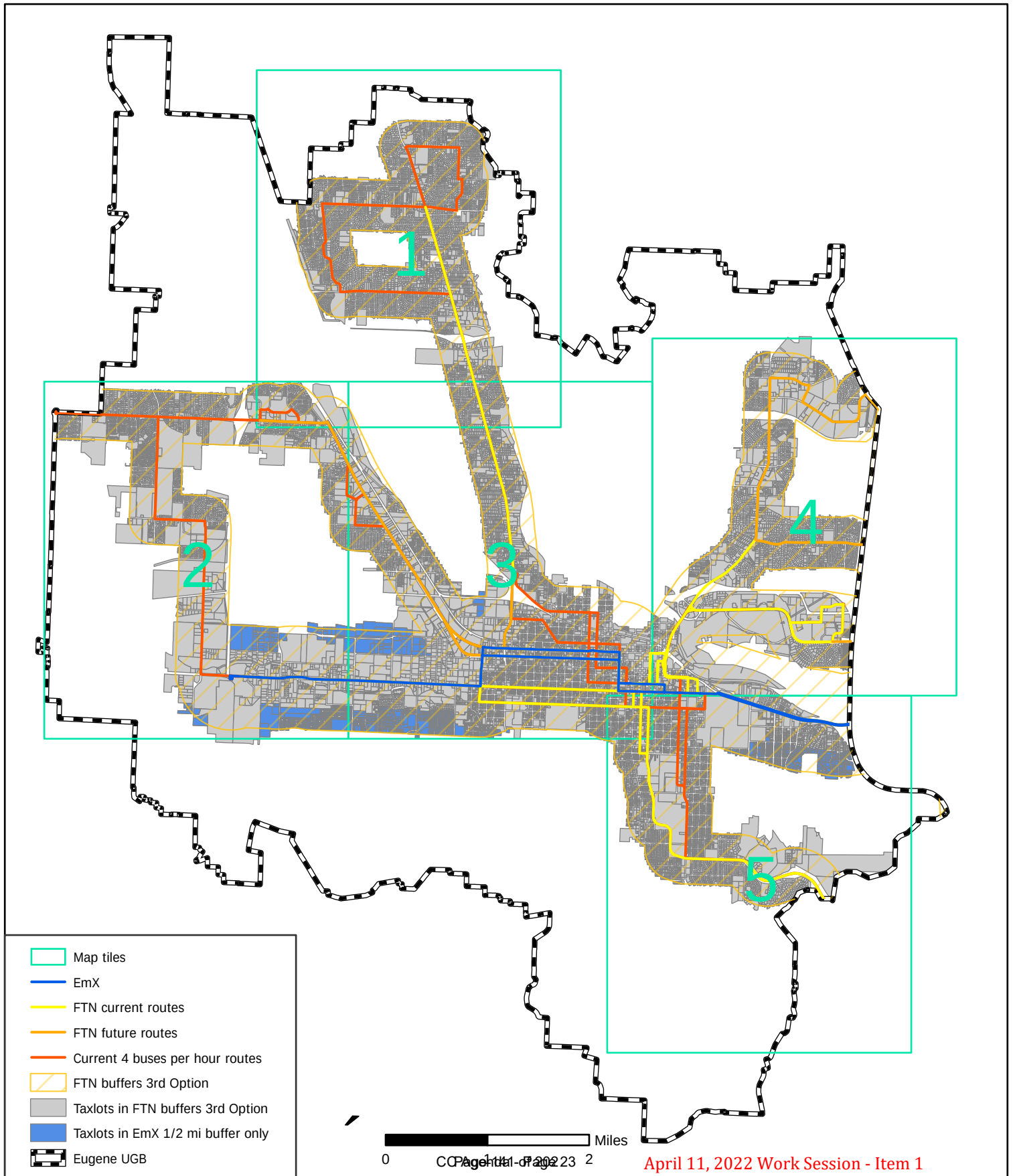


**Figure
9.0500**

Frequent Transit Routes

Map Tile #1

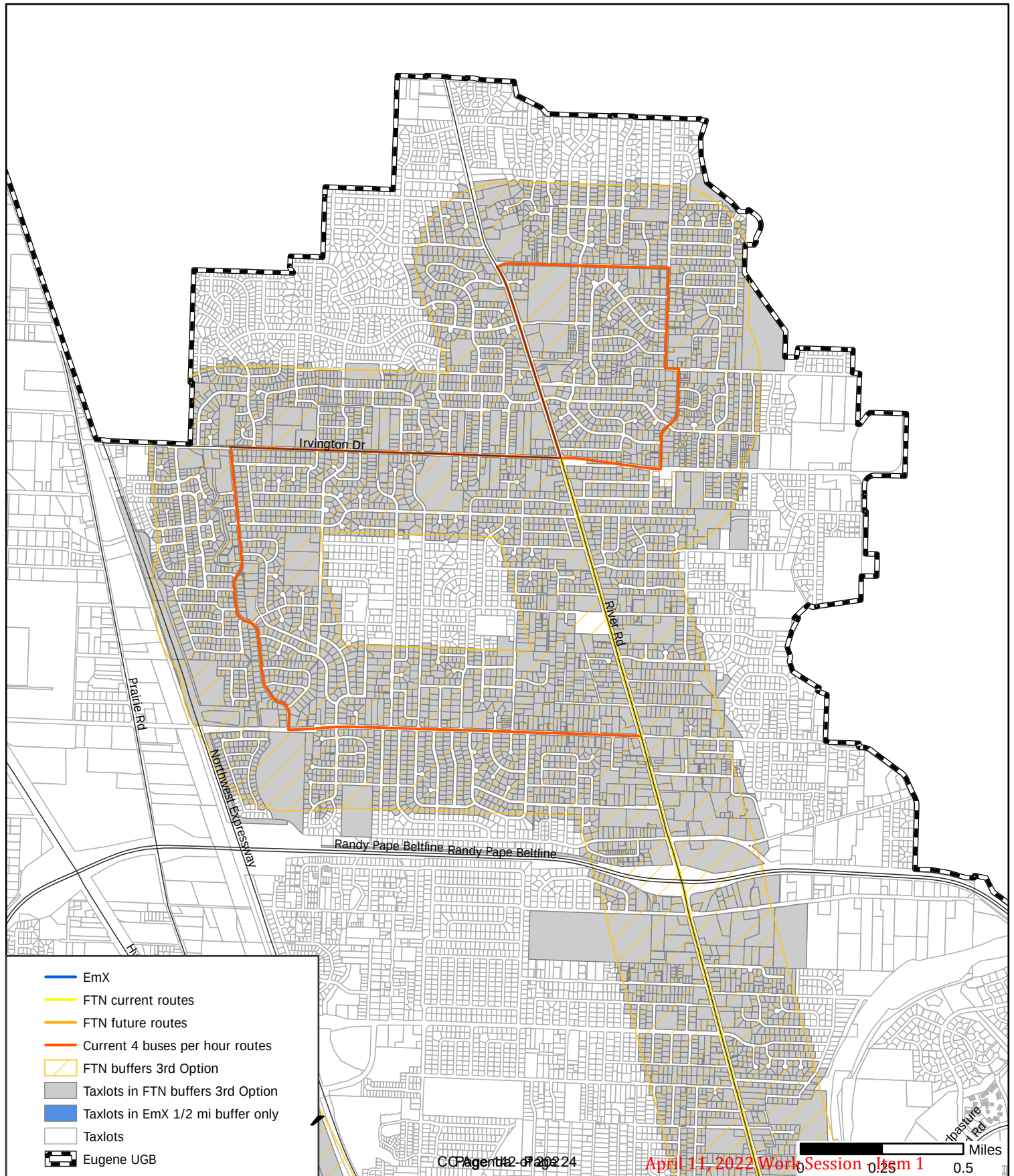


Figure
9.0500

Frequent Transit Routes

Map Tile #2

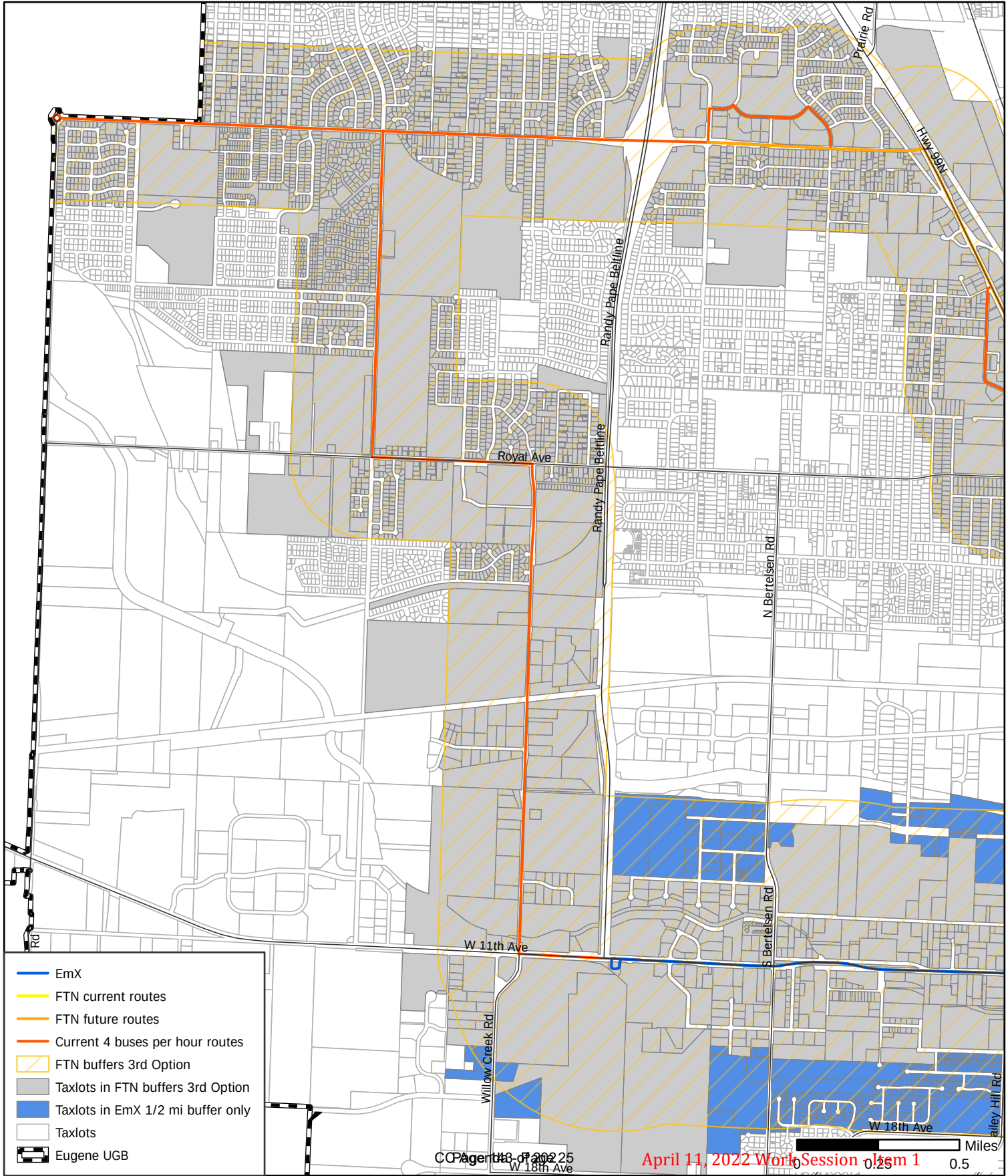


**Figure
9.0500**

Frequent Transit Routes

Map Tile #3

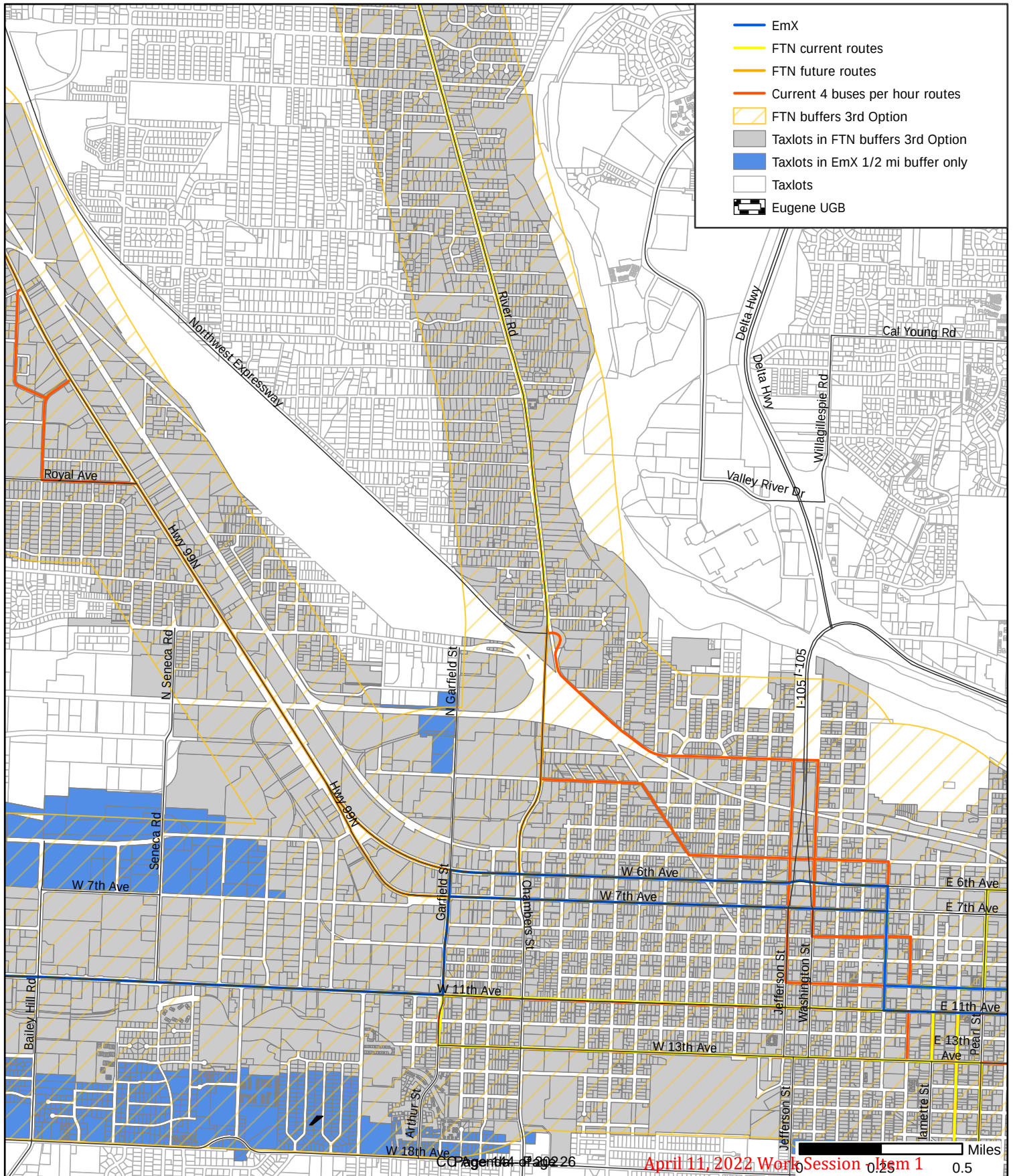


**Figure
9.0500**

Frequent Transit Routes

Map Tile #4

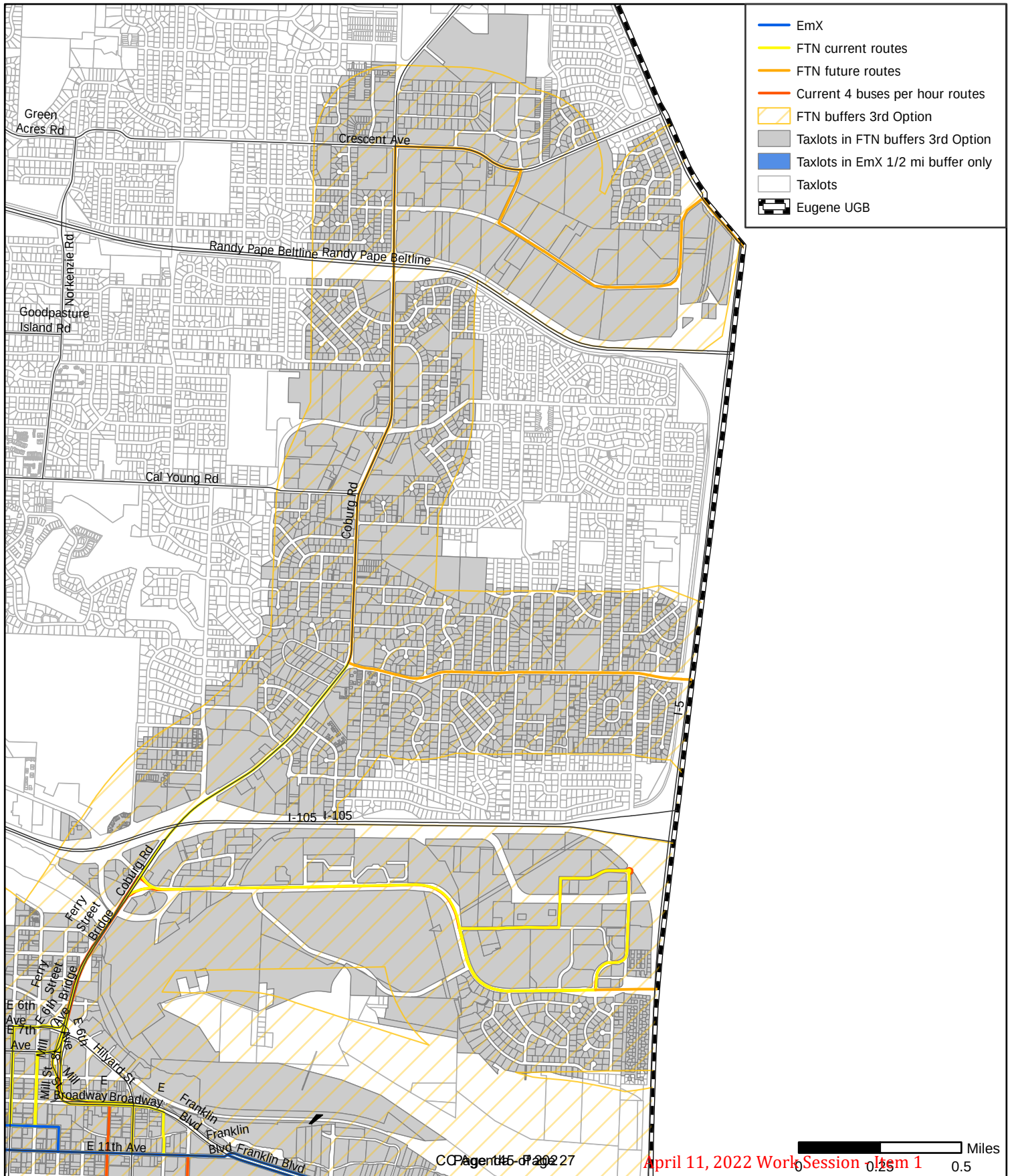
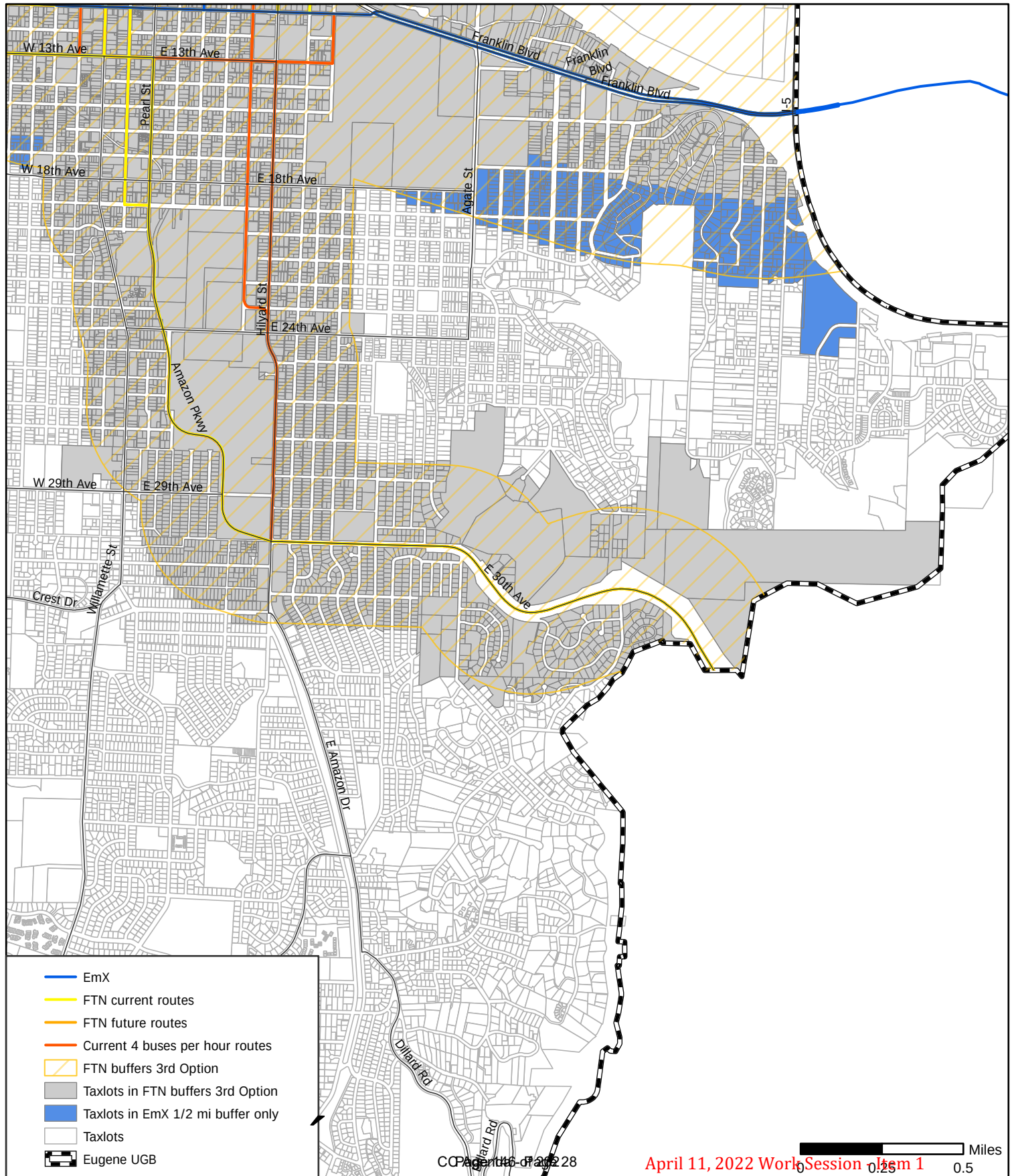


**Figure
9.0500**

Frequent Transit Routes

Map Tile #5



From: [STUCKMAYER Ethan * DLCD](#)
To: [HARDING Terri L](#)
Cc: [HANSEN Alissa H](#); [WINGARD Patrick * DLCD](#); [HOWARD Gordon * DLCD](#)
Subject: RE: Letter to Council from Neighborhood Leaders re HB 2001 code amendments
Date: Tuesday, March 29, 2022 11:53:15 AM
Attachments: [image006.png](#)
[image007.png](#)

[EXTERNAL]

Hi Terri,

Thank you for your email and your continued efforts to comply with the requirements and deadlines associated with HB 2001. Thank you also for forwarding along the attached public testimony and the City Council's request for DLCD to review.

First, I would like to highlight that DLCD's role in the code development process is to advise, guide, and consult local governments to ensure that they are operating in accordance with state laws, statutes, and rules. This includes offering rule interpretations and technical analysis. It also includes providing technical and planning assistance grant funds to local governments to engage in good planning work. In recent years, DLCD has invested \$145,000 in the City of Eugene's community engagement and code development process related to the implementation of HB 2001. DLCD has watched with great interest the city's precedent-setting and equity-focused community engagement process via Healthy Democracy, and we believe it to be a best practices model that could be employed throughout the rest of the state.

An often-confused aspect of DLCD's role is that the department does not have final authority to determine what does or doesn't comply with state laws for a post-acknowledgement plan amendment such as Eugene's middle housing code amendments. The final determination authority actually lies with the Land Use Board of Appeals, and in some cases, other state courts. DLCD's actual role in this process is to provide comments and interpretations related to how local government decisions interact with state laws. DLCD typically only formally comments on locally proposed amendments that are submitted through an official "Notice of Post-Acknowledgement Plan Amendment". DLCD does not typically comment on testimony submitted by members of the public about specific local issues, as those items are ultimately part of the local community engagement and feedback process that would lead to an eventual Notice of Post-Acknowledgement Plan Amendment. Rather, our review of post-acknowledgement plan amendments is typically limited to either the staff report, recommendations, and findings provided in advance of the hearings process, or to the adopted code amendments and findings after the decision has been made. Since the process can be iterative, we do not generally have the resources to review alternative proposals for each hearing.

However, since the Eugene City Council has requested review of the code provisions submitted as testimony to the Council, the Department offers the following generalized comments. Overall, the testimony uses the Middle Housing Model Code for Large Cities language as a template, but it has been edited as to result in some notable departures from the underlying intent of the model code.

1. The alternative code does not allow detached plex development. While the administrative rules in OAR 660-046 do not require Eugene to allow detached plex development, DLCDC recommends that the city allow the flexibility of detached plexes. The Department would recommend that the city carefully weigh arguments against allowing such flexibility against the increase in the city's housing supply that would result from allowing detached plexes.
2. The definition of a cottage cluster is found not just in Oregon Administrative Rules but in Oregon Revised Statute. This statutory definition includes provisions related to minimum density and does not include maximum numbers of units in the development. DLCDC encourages the city to maintain use of only the statutory definition of a cottage cluster.
3. The alternative applies tree protection standards only to middle housing development, and not to detached single-unit development. This is not in compliance with OAR 660-046-0110(3) for duplexes and OAR 660-046-0225(1)(c) for other middle housing types.
4. The testimony increases the minimum lot size for middle housing greater than what is recommended in either the model code or the City recommendations. Minimum lot size is one of the key metrics in determining the availability of lots that can be developed with middle housing. Increasing the minimum lot size decreases the total number of lots where middle housing is allowed.
5. The testimony alters the Model Code provisions related to off-street parking. The testimony increases the off-street parking requirement to one space per dwelling unit and would need some slight nuance to be fully in compliance with the Oregon Administrative Rules "minimum compliance standards".
6. Several other design standards proposed in the testimony seem reasonable on their face but act as additional layers of regulation that, in practice, work in conjunction with other regulations to stymie middle housing development.
7. There are several elements of the testimony that are billed as ways to increase housing affordability in middle housing. These are laudable considerations but *only* if they are not used to artificially create additional cost and delay to the development of middle housing. Applying these standards in that manner would be counterproductive to the goal. DLCDC reminds the Eugene City Council that the primary intent of HB 2001 is first and foremost about allowing increased housing choice and options. Increasing housing choice and options increases the attainable supply of housing which inherently has the secondary benefit of increasing housing affordability for households that cannot afford the price or rent of a traditional single unit development. Additionally, the City is expected to build on specific affordability strategies as part of its Housing Needs Analysis and Housing Production Strategy program.

Lastly, and most importantly, to fully comply with HB 2001 and Oregon Administrative Rule Chapter 660, Division 46, cities are prohibited from applying siting and design standards that would cause unreasonable cost and delay to the development of middle housing compared to the standards typically applied to single dwellings in the same zone. The Land Conservation and Development Commission has adopted various pathways for cities to meet this objective – one of those options is the Middle Housing Model Code for Large Cities. Cities are welcome to take these pathways as a starting point for conversations with the general public and elected officials in order to craft their

own, locally-preferred development codes. DLCD encourages any local decisions that would allow middle housing to the maximum extent possible even if those standards exceed minimum compliance standards or the model code – and *especially* if those decisions are based on recommendations from broad-based and grant-funded community engagement such as Eugene’s Healthy Democracy process.

Thank you again for your email and please let me know if you have any questions about the Agency’s response,



Ethan Stuckmayer

Senior Planner of Housing Programs | Community Services Division

Pronouns: he/him/his

Oregon Department of Land Conservation and Development

635 Capitol Street NE, Suite 150 | Salem, OR 97301-2540

Work Phone: 503-302-0937 (*Preferred*) | Main DLCD Office: 503-373-0050

ethan.stuckmayer@dlcd.oregon.gov | www.oregon.gov/LCD

From: HARDING Terri L <THarding@eugene-or.gov>

Sent: Friday, March 11, 2022 2:29 PM

To: STUCKMAYER Ethan * DLCD <Ethan.STUCKMAYER@dlcd.oregon.gov>

Cc: HANSEN Alissa H <AHansen@eugene-or.gov>; WINGARD Patrick * DLCD <Patrick.WINGARD@dlcd.oregon.gov>

Subject: FW: Letter to Council from Neighborhood Leaders re HB 2001 code amendments

Ethan,

The Eugene City Council met on March 9 for a work session on the Middle Housing Code Amendments to implement House Bill 2001. The Council is scheduled for a second work session on April 11, and a public hearing on April 18. After an 18 month local outreach and technical analysis process, the Planning Commission completed its review and recommendations in January. Public comments are now coming to the City Council as they head into the decision making process. We received the email below which includes a request for your review. At the March 9 work session, one of councilors also asked if DLCD could review it. As such, we wanted to reach out to DLCD for your comment and an explanation of your agency’s role in the City’s code amendment process.

Thank you for your attention, and please let me know if you need any more information.

Terri

Terri Harding, AICP (she/her)

Principal Planner

City of Eugene | Community Planning & Design

P: (541) 682-5635



Respectfully acknowledging that we live and work on the land of the Willamette Valley bands of the Kalapuya people.

Messages to and from this e-mail address may be available to the public under Oregon Public Records Law

From: aspegren@comcast.net <aspegren@comcast.net>
Sent: Wednesday, March 09, 2022 3:21 PM
To: HARDING Terri L <THarding@eugene-or.gov>
Cc: *Eugene Mayor, City Council, and City Manager <MayorCouncilandCityManager@eugene-or.gov>
Subject: FW: Letter to Council from Neighborhood Leaders re HB 2001 code amendments

[EXTERNAL 

Terri,

Earlier I sent the below email and attachment to the Mayor and Councilors. As part of the letter, it was recommended:

“...that the most productive immediate step would be for the City to request that the Department of Land Conservation and Development (DLCD) review this first draft purely for conformance with HB 2001 and the OAR. (The draft includes comments citing to the OAR.)”

I watched the March 9, 2022, work session and believe Councilor Semple asked staff to honor the recommendation, and you agreed.

Would you confirm that my belief is correct? If you are unclear about what we would like DLCD to review, contact me. Please forward any feedback you receive from DLCD.

Thanks,
Bill Aspegren

From: aspegren@comcast.net <aspegren@comcast.net>
Sent: Sunday, March 6, 2022 4:00 PM
To: Mayorandcc@ci.Eugene.or.us
Subject: Letter to Council from Neighborhood Leaders re HB 2001 code amendments

Dear Mayor and Councilors,

Please review the attached letter that introduces a draft version of the DLCD "Model Code" that is tailored to Eugene.

Thank you for your thoughtful consideration of what we believe is an approach that offers many benefits.

Respectfully,

Bill Aspegren, Co-Chair
South University Neighborhood Association
Ward 3