



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

November 12, 2025

12:00 p.m. CITY COUNCIL WORK SESSION

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

Meeting of November 12, 2025; Her Honor Mayor Kaarin Knudson Presiding

Councilors

Greg Evans, President
Eliza Kashinsky
Jennifer Yeh
Mike Clark

Lyndsie Leech, Vice President
Matt Keating
Alan Zelenka
Randy Groves

12:00 p.m. CITY COUNCIL WORK SESSION

- 1. WORK SESSION: Urban Growth Strategies Adoption Package Overview and Housing Action Updates**
- 2. WORK SESSION: Incentivizing Voluntary Annexations**

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EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Urban Growth Strategies Adoption Package Overview and Housing Action Updates

Meeting Date: November 12, 2025
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Terri Harding
Phone: 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 (UGS) project, including an overview of the policy and action components of the draft 2026 adoption package and updates on potential actions to increase housing production. No action is requested, but staff request feedback on the direction of the adoption package, as Council is scheduled to consider initiating the adoption process at their November 24, 2025 meeting.

BACKGROUND

Eugene has initiated a multi-year urban growth boundary analysis 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 builds off 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 updates to the City Council on this topic at their [February 12, 2025](#) and [June 23, 2025](#) work sessions.

Urban Growth Strategies includes several phases:

1. Community Engagement: Identify the needs and priorities of community members for 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 in the Envision Eugene Comprehensive Plan, 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).

This Agenda Item Summary (AIS) includes updates on three topics. First, a detailed description of two proposed housing actions: micro village housing and housing production incentives. Second, the AIS provides a description of the policy and action components of the proposed 2026 UGS adoption package and the process for Council initiation, as well as the subsequent formal adoption process. Finally, the AIS includes a summary of 2025 community engagement activities related to

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Urban Growth Strategies.

Proposed Housing Actions

At this work session, staff will provide more specific information about two proposed housing actions staff are developing for potential adoption in 2026. Staff are requesting feedback from Council on the general direction of these proposed actions, as described in more detail in Attachment A.

1. Micro Village Housing: Micro Village housing developments have been identified as a priority by housing providers, especially for people transitioning out of homelessness. These developments would likely include very small dwelling units with sleeping quarters and a bathroom. The dwellings would share a multi-use common building with cooking facilities and other amenities and services. Buildings similar to Micro Village Housing are currently in use as temporary shelter, but land use code amendments are required in order to authorize this new type of housing for permanent occupancy.
2. Housing Production Incentives: Staff continue to work across the City organization to identify opportunities for new and/or expanded financial incentives to increase capacity for housing development. Staff will likely propose two housing production incentives to City Council. These housing production incentives are proposed to fill gaps in the City's housing programs for moderate-income housing and for housing near transit throughout the city.

Both incentives are enabled by a State law that encourages "transit supportive" multi-unit housing, the same law that enables the City's current Multi Unit Property Tax Exemption (MUPTe) program in downtown; the programs would provide ten-year tax exemptions on the property value of new housing construction, with one incentive focused on supporting moderate-income housing near transit, and the second supporting housing (including market-rate) in centers. In addition to the above, staff are also exploring the feasibility of implementing a revolving loan program recently established by the State to support moderate income housing.

A summary of all housing and jobs actions (including actions proposed for adoption both in 2026 and 2027) is provided as Attachment B. These actions are 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](#).

2026 Adoption Package Overview

City staff are preparing policy, code, and programmatic actions for Planning Commission and City Council consideration in 2026. While land use policy and code actions require formal initiation, programmatic actions can proceed with administrative or Council direction only, depending on the program.

Staff anticipate returning to the Planning Commission and City Council with two adoption packages of land use code and plan amendments over the next two years. The first adoption package will proceed in 2026, and a second adoption package will occur in 2027 (containing additional housing and jobs actions, the Housing Capacity Analysis and Housing Production Strategy, as well as supporting plan and code amendments). State rules require the City to adopt a Housing Capacity Analysis by December 31, 2027.

The adoption process for land use code and plan amendments provides multiple opportunities for

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the public to learn about the proposed changes and 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 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.

A general project timeline for Urban Growth Strategies is included as Attachment C. An update on recent Urban Growth Strategies progress is available as Attachment D and additional background information on the Urban Growth Strategies project is available on the [project webpage](#).

New Envision Eugene Comprehensive Plan chapters will be a major component of the 2026 adoption package. A summary of Comprehensive Plan components is provided in the Comprehensive Plan Fact Sheet, Attachment E.

2025 Community Engagement Summary

Over the past two years, Planning Division staff have been implementing the [Urban Growth Strategies Community Engagement Plan](#) and actively engaging the community on components of Urban Growth Strategies. The first phase of engagement in early 2024 focused on understanding the community's needs and priorities for housing and jobs. The second phase of community engagement started in fall of 2024 and wrapped up in September of 2025 and focused on policy outcomes.

Over the past year, Planning Division staff attended close to 30 in-person events, administered five digital surveys, and convened a Community Advisory Panel, engaging with about 400 people. Staff also continued their work with a housing and developer working group and City boards and commissions, including six meetings with the [Youth Advisory Council](#). The 2025 Community Engagement Summary (Attachment F) provides an overview of the engagement activities and key themes staff heard from the second phase of engagement for Urban Growth Strategies.

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. The project supports the urgent community needs key focus area in the City of Eugene's 2023-2026 [Strategic Plan](#) and Council's sustainable and accountable development goal within their Vision, Values, Goals and Outcomes (2021).

Key related plans include:

- [Envision Eugene Comprehensive Plan](#)
- [Housing Implementation Pipeline](#)
- [Eugene 2035 Transportation System Plan](#)
- [Eugene's Community Climate Action Plan \(CAP\) 2.0](#).

PREVIOUS COUNCIL DIRECTION

[February 12, 2025 Work Session](#)

This work session was an opportunity for staff to provide the Council with an update on the Urban Growth Strategies project, including Eugene's new state allocated Housing Need.

[February 12, 2025 Work Session](#)

This work session was an opportunity for staff to provide the Council with an update on the Urban Growth Strategies project, including Eugene's new state allocated Housing Need.

[June 23, 2025 Work Session](#)

This work session was 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.

COUNCIL OPTIONS

This item is informational only.

CITY MANAGER'S RECOMMENDATION

This item is informational only.

SUGGESTED MOTION

None.

ATTACHMENTS

- A. Housing Actions: Micro Village Housing and Housing Production Incentives
- B. 2026-2027 Housing and Jobs Actions Summary
- C. Urban Growth Strategies Project Timeline
- D. Urban Growth Strategies October 2025 Project Update
- E. Comprehensive Plan Fact Sheet
- F. 2025 Community Engagement Summary

FOR MORE INFORMATION

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Detailed Housing Actions October 23, 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](#).

This document contains expanded descriptions of two priority housing actions: micro village housing and housing production incentives. A full summary of housing and jobs actions proposed for 2026-2027 adoption is provided as **Attachment B**.

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. The intent of this action is 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, as well as clarify standards for Single Room Occupancies (SRO). Micro Village developments would likely include very small dwelling units with sleeping quarters and bathroom. These dwellings would share a multi-use common building with cooking facilities 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 dwellings 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.

The purpose of these proposed land use code amendments is to:

- Provide a pathway for the development of deeply affordable housing serving households earning less than 30% of Area Median Income (AMI), and in particular, housing that meets the needs of people transitioning from homelessness.
- Accommodate on-site supportive services and well-managed, safe communities.
- Support a flexible housing development type that does not require a land use application process.

- Ensure Micro Village Housing is feasible in various residential and commercial zones, including the R-1 Low Density Residential zone.

Staff have started development of code concepts, in coordination with interested housing and development partners. Table 1 below outlines draft concepts for discussion with the City Council.

Table 1. Draft Code Concepts for Micro Village Housing

	Required	Allowed/Optional
Dwelling Unit	<ul style="list-style-type: none"> - 400 sq. feet or less with a bonus for accessible units - Private, in-unit bathroom - Access to kitchen facilities (in-unit or in community building) 	<ul style="list-style-type: none"> - Kitchenette in-unit - Variety of configurations (stacked, attached, detached)
Common Building	<ul style="list-style-type: none"> - Accessible - Shared kitchen facilities - Community eating area 	<ul style="list-style-type: none"> - May contain a dwelling - May result from a conversion of an existing building - Accessory uses such as laundry, storage, day care, etc.
Village Site	<ul style="list-style-type: none"> - Minimum 7 units - Allowed at a density of 4 micro dwellings to 1 dwelling, similar to SROs - Minimum common open space - Pedestrian paths/circulation - Some general development standards would apply (i.e., bike parking, landscaping, parking, garbage screening) 	<ul style="list-style-type: none"> - Recreational amenities: gardens, patios, playgrounds, etc. - Limited commercial uses and temporary activities available to non-residents

In addition to creating Micro Village Housing as a unique housing type, staff will also propose land use code amendments to clarify development standards for both attached and detached SROs. Recent changes to state law have newly defined SROs as attached or detached and require Eugene to allow SROs of up to six units on lots that allow detached single-unit dwellings. Given the similarities to the proposed Micro Village Housing path, staff will propose development standards that clarify the two options and ensure compliance with state law.

During this work session, staff are seeking feedback from Council on the code concepts

provided in Table 1 above, as well as any questions about the proposed path.

Housing Production Incentives

Staff continue to work across the City organization to identify opportunities for new or expanded financial incentives to increase capacity for housing development. Staff are discussing possible incentives, sourced through research and community engagement, and will likely propose two housing production incentives to City Council. Both incentives are enabled by a State law that encourages “transit supportive” multi-unit housing, the same law that enables the City’s current Multi Unit Property Tax Exemption (MUPTe) program in downtown; the programs would provide ten-year tax exemptions on the property value of new housing construction, with one incentive focused on supporting moderate-income housing near transit, and the second supporting housing (including market-rate) in centers..

These housing production incentives are proposed to fill gaps in the City’s housing programs, as no existing tax incentive programs are available for moderate-income housing or for housing near transit throughout the city. These potential programs would provide community benefit by meeting identified housing needs for moderate-income households as well as encouraging housing development in areas with great access to transit and other essential goods and services.

These incentives align with proposed compact development and housing policies in Eugene’s Comprehensive Plan, including more housing in centers and along key corridors. Both paths would support housing development by reducing operating costs in the early years of a housing development so that it becomes financially feasible. In addition to advancing citywide priorities, Eugene will also benefit from increased property tax revenue when the exemptions expire after 10 years. Table 2 below provides more detail on the proposed housing production incentives.

Table 2. Housing Production Incentives Concepts

Housing Production Incentives	Tool	Affordability	Housing Tenure	Geographic Boundaries
Moderate Income Housing	10 year tax exemption on new housing construction	Moderate Income (proposed as 60-120% of AMI)	Ownership or Rental	Within ¼ mile of fixed route transit
Housing in Mixed Use Centers		Any (including Market Rate, proposed as 120% of AMI or more)		Downtown Center & Core Commercial Centers

Attachment A

In addition to the above, staff are also exploring the feasibility of implementing a revolving loan program recently established by the State to support moderate income housing.

Staff are carefully considering staff capacity and any future financial needs to support potential new housing incentives. During this work session, staff are seeking feedback from Council on the incentive concepts provided in Table 2 above, as well as any questions about the proposal. If Council would like to continue exploring these incentives, staff could bring back more information about program options for Council consideration. Implementing a program would require Council action on an ordinance.



Housing & Jobs Actions

Working Draft: October 28, 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. Support Middle Housing Development	Mix	2026
f. Housing Production Incentives	Incentive	2026
g. Increase Average Densities in Low Density Residential Areas	Regulatory	2026-2027
h. Adjust Density Standards	Regulatory	2027
i. Site-Specific Zoning Changes	Regulatory	2027
j. Land Use Code Updates	Regulatory	2026-2027

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 developments would likely include very small dwelling units with sleeping quarters and bathroom. These dwellings would share a multi-use common building with cooking facilities 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 dwellings 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 Flexible Payment Schedule for 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 are exploring a more flexible payment schedule for new development, allowing builders to defer payment of SDCs without interest until certificate of occupancy (or final action on a building permit). Other Oregon cities, including Bend, Medford, Tigard, 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.

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



Royal Node Special Area Zone

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, and/or application preparation assistance. Staff will also propose a property owner education effort to share the potential benefits of annexation, including potential for future housing development.

e. Support Middle Housing Development (2026): As more middle housing is developed in Eugene, staff have identified the need to further support middle housing development through several actions that improve the clarity, consistency, and efficiency of building permit plan review, communications, SDC charges, and regulations. 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. Staff will also propose surgical changes to Eugene's land use code to comply with recent changes to state law affecting middle housing development and middle housing land divisions, for clarity, and to reduce requested adjustments. Finally, staff are considering any needed changes to SDC methodologies for middle housing types.

f. Housing Production Incentives (2026): 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 development. Staff are discussing possible incentives, sourced through research and community engagement, and will likely propose two housing production incentives to City Council. Both incentives will provide ten-year tax exemptions on the property value of new housing, with one incentive focused on supporting new moderate-income housing near transit, and the second supporting more housing (including market-rate) in centers near transit.

These housing production incentives are proposed to fill gaps in the City's housing programs, as no existing tax exemption programs are available for moderate-income housing or for housing near transit throughout the City. These potential programs would provide community benefit by meeting identified housing needs for moderate-income households as well as encouraging housing development in areas with great access to transit and other essential goods and services. These incentives further proposed compact development and housing policies in Eugene's Comprehensive Plan, including more housing in centers and along key corridors. Staff are carefully considering staff capacity and any future financial needs to support housing incentives.

Faced with continually declining federal, state, and local resources, the City of Eugene's Affordable Housing programs are reaching fewer households even though the demand is bigger than ever. Staff are also looking into potential revenue sources that could provide funding for Affordable Housing incentives.

Increase Capacity for Housing

g. 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 density¹ 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 approximately 3,000 square feet)
- Reduce the lot area maximum in R-1 for new lots (which is currently 13,500 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)

h. 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, citywide. 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.

i. 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.

j. 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 (e.g., multi-unit standards, bicycle parking, vehicle access connections)
- Review and update the multi-unit design standards (e.g., building setbacks, building articulation, vehicle parking areas, other site and design standards, exemption from large commercial building standards)
- Clarify standards for mixed-use development in commercial zones
- Revise S-E Elmira Special Area Zone to allow manufactured home parks

¹ Housing density is the number of dwellings per acre.

- Remove the criteria that limit property line adjustments and prohibit flag lots for any housing type other than middle housing in the University area
- Remove the limit on the length of time an RV can be occupied within RV parks
- Make changes to comply with recent changes to state law (e.g., allowance of residential treatment centers and single-room occupancies, reduced land use application process for higher density residential, various surgical amendments)
- Revise flag lot development and lot standards, such as to align with what is already allowed for middle housing or single-unit on a regular lot (e.g., reduce building setbacks, allow variances, driveway paving, lot dimensions), then revise the requirement for Neighborhood/Applicant meetings

DRAFT

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: Middle Housing 5-Year Property Tax Exemption Option: Low-income Housing Preservation Property Tax Exemption	Incentive Incentive Incentive
Financial Incentives for Key Corridors and Centers Option: SDC Adjustments Option: New Urban Renewal District	Incentive Investments
Inclusionary Housing Option: Mandatory - Portland Model (5+ units) Option: Voluntary - Ashland Model (upon upzoning, annexation, or other benefit) Option: Voluntary - Mixed-Income Incentive Program	Regulatory Incentive 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
Shelter Siting Code Updates	Regulatory
Climate-Friendly and Equitable Communities Walkable/Compact Development Code Updates	Regulatory
Streamline Permitting Process	Regulatory

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	2026-2027
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) overlay zone 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 Eugene’s Downtown CFA, such as motor vehicle uses, parking areas, drive throughs, and/or 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:

- Set minimum residential density standards in centers (C-2 Community Commercial Zone)
- 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
- Allow increased building heights for housing above ground floor commercial uses in C-1 Neighborhood Commercial Zone
- Reduce the minimum lot area in the C-1 Neighborhood Commercial Zone
- 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 and site design).

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). This work may result in some changes to the I-2 Light-Medium Industrial Zone to either align with or maintain a distinction between this zone and the employment zones, where necessary.

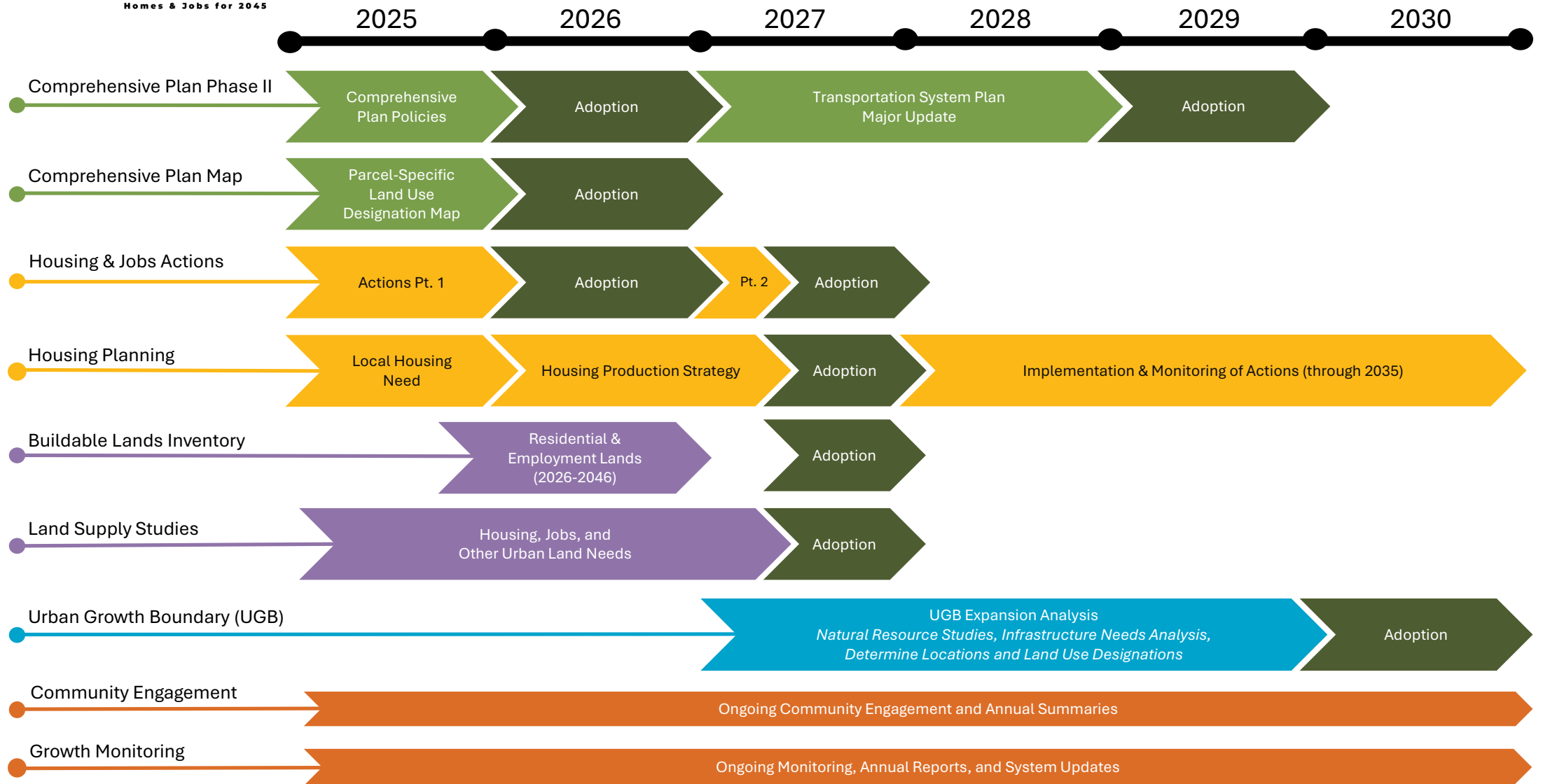
n. Site-Specific Zoning Changes (2027): Staff will identify specific sites to redesignate and/or rezone where changes may help to accommodate future development capacity needs or remove barriers for commercial and/or employment development. Because the currently adopted Employment Land Supply Study demonstrates 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 (e.g., bicycle parking, vehicle access connections, landscaping, commercial building setbacks, large commercial building and site design 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)
- Changes to comply with recent changes to state law (e.g., removing restrictions on daycare) and other surgical clarifications



Project Timeline





October 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 October 2025, project updates include:

- Eugene's Equity Atlas Charts a Path Toward More Inclusive Planning
- Comprehensive Plan Updates
- Draft Eugene Centers and Key Corridors Map
- Community Input on Housing Actions
- 2025 Community Engagement Summary
- Recent and Upcoming Public Meetings

Eugene's Equity Atlas Charts a Path Toward More Inclusive Planning

The Planning Division is proud to announce the launch of its [Equity Atlas: Selected Stories in Eugene's History of Displacement](#)—a research effort that documents how historic land use decisions have shaped today's patterns of land use and housing access. Developed with funding from the Oregon Department of Land Conservation and Development, the Atlas responds to a statewide requirement for Oregon cities to pursue equity-informed planning. It draws from historical research and community input to share stories of how state and federal legislation, exclusionary zoning, and displacement have impacted marginalized communities in Eugene over time.

The Equity Atlas is meant to serve as more than just a historical record—it's the beginning of a process to understand past harms and inform more equitable planning practices and policies moving forward through the Urban Growth Strategies project. At the [August 12, 2025](#) Planning Commission meeting, commissioners affirmed this research as a foundational tool for shaping Eugene's Contextualized Housing Need, Housing Capacity Analysis, and Housing Production Strategy. These planning efforts will guide how and where Eugene grows, ensuring that future land

use decisions address past harms and promote more equitable outcomes. This research is also being integrated into the Envision Eugene Comprehensive Plan, embedding equity into the city's long-range vision for housing, land use, and community well-being.

Explore the [Equity Atlas StoryMap](#) to learn how Eugene's past is informing a more equitable future.

Comprehensive Plan Updates

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 course of 2024, Planning Division staff talked 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 gather 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. Staff worked with a Community Advisory Panel, working group meetings with housing and development stakeholders, and City boards and commissions to collect their feedback on the draft goals and policies.

What's Next?

Using the feedback from the community, staff are refining the draft goals and policies, as appropriate. Staff are also reviewing the [land use code](#), [Eugene-Springfield Metropolitan Area General Plan](#), and other [studies and adopted plans](#) for potential updates and amendments to

reflect the draft policies in the Comprehensive Plan. In 2026, the Eugene City Council and Lane County Board of Commissioners will consider adopting the new chapters.

To learn more about the Envision Eugene Comprehensive Plan, visit the [project webpage](#).

Draft Eugene Centers and Key Corridors Map

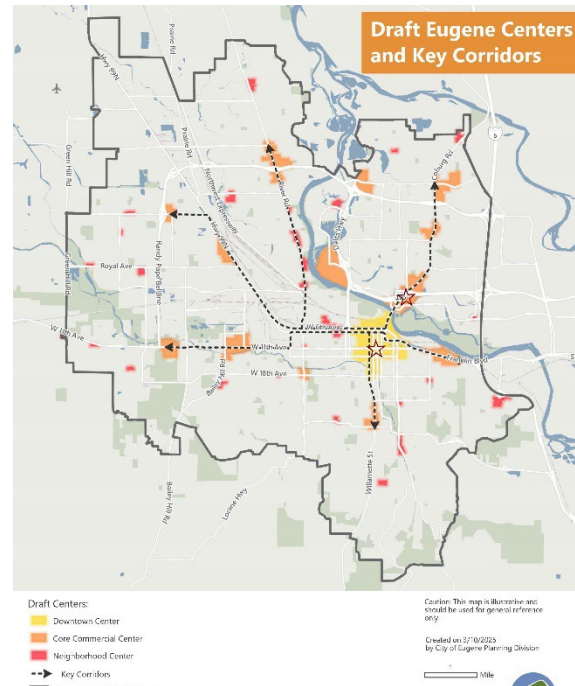
Centers are the heart of Eugene’s neighborhoods. They provide convenient access to people’s **daily needs like housing, jobs, groceries, schools and services**. Centers are envisioned to be:

- Convenient and climate-friendly, bringing goods and services closer to people’s doors.
- Comfortable and safe to be in and get to.
- Connected with high-quality infrastructure for people who walk, use assistive mobility devices (like wheelchairs), bike, ride the bus, and drive.
- A range of sizes, from the largest (downtown) to mid-sized (core commercial centers) and the smallest (neighborhood centers).

Over the past two years, Planning staff have been out in the community talking with people about where they like to go to access convenient goods and services. Staff heard many people express strong support for living near centers, highlighting benefits such as walkability, bike ability, access to services, and vibrant community spaces with local businesses and family-friendly amenities. Some community members also expressed concerns about rising rents, potential gentrification, traffic, noise, safer sidewalks, bike lanes, and more frequent transit service in centers. Overall, residents saw centers as a way of improving their quality of life and community connections, but emphasized that affordability, equity, and accessibility should be a top priority.

As a result of community input and staff research, Planning staff has created a [draft Centers and Key Corridors map](#) and [policies for the Comprehensive Plan](#). [Learn more about centers here.](#)

But wait, aren’t these places already providing goods and services to people in their neighborhoods? Yes, the areas identified as centers are already zoned for commercial uses, and most of them already provide some goods and services. A few of these centers are undeveloped or have other non-commercial uses. By identifying them as centers in the Comprehensive Plan, the City is providing the policy framework to do more in the future. Staff are working on **actions that the City could take to focus future growth and development in and around centers and key corridors**.



By developing policies and actions for centers, the Planning Division is focusing on supporting mixed-use, pedestrian friendly development by removing regulatory barriers and exploring potential financial incentives.

To ask questions or share your thoughts about centers, please [email project staff](#).



Depiction of a mid-sized core commercial center (Artist: A. Loe).

Community Input on Housing Actions

Oregon cities are falling short on providing enough housing to meet their communities' needs. In response, the Governor and the Oregon State 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.

To help meet Eugene's 20-year housing and jobs needs, 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. These actions also provide an opportunity to improve fair and equitable outcomes for more residents.

[Review the full draft list of 2026-2027 Housing and Jobs Actions here.](#)

Community Engagement

To inform these actions, staff have engaged with housing developers as well as a Community Advisory Panel supporting Urban Growth Strategies. 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 retiree.

This fall, housing developers and community panelists have weighed in on several proposed housing actions, including:

- **Micro Village Housing:** In 2026, staff will propose changes to Eugene’s land use code to create a new housing type locally. Micro Village developments would likely include very small dwelling units with sleeping quarters and bathroom. These units would share a multi-use common building with cooking facilities, laundry, and other amenities and services. Potential developers and providers of this housing type weighed in on draft code concepts, and the Community Advisory Panel wrestled with meaningful questions about the availability of on-site supportive services, the role of a property manager or organization, and whether this housing type should solely be focused on serving lower income individuals.
- **Housing Production Incentives:** Staff are exploring new or expanded incentives to support needed housing, including housing in centers, as well as housing affordable to people at ‘moderate’ income levels. Members of the Community Advisory Panel noted that supporting this range of housing could be a good fit for several community groups in Eugene but also questioned whether it would be accessible to groups that have been historically marginalized and may not reach the ‘moderate’ income level. Panelists were generally supportive of encouraging a range of housing types (at a range of affordability levels) near centers. They emphasized the importance of connecting housing to quality transportation and transit and offering a mix of commercial and small business opportunities.
- **Multi-unit Design Standards:** Staff will propose revisions to the land use code as suggested by staff and community partners, including updates to the multi-unit design standards. Staff sought feedback from several developers who regularly use the standards to better understand opportunities for improvement and key roadblocks. The Community Advisory Panel discussed the benefits and burdens of the standards and discussed possible changes to open space requirements and setbacks near busy streets.



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

Next Steps

City staff will hold work sessions with the Planning Commission and City Council this fall to discuss proposed actions to reduce barriers to housing and jobs, encourage compact development, and increase capacity for housing. Those work sessions will include discussions on micro village housing, new incentives for housing, and revisions to the multi-unit design standards, among other

actions. After the work sessions, staff will ask City Council to initiate any code changes. In 2026, there will be additional work sessions, public hearings, and opportunities to weigh in before City Council makes any final decisions.

2025 Urban Growth Strategies Community Engagement Summary



Planning staff heard from community members about centers during Pride

Curious what City staff are hearing from the community about Urban Growth Strategies? The [2025 Community Engagement Summary](#) provides an overview of the engagement activities and key takeaways from the past year of community engagement. Staff continued to hear about housing affordability and availability, desired neighborhood qualities, and support for working towards a more equitable future.

Over the past two years, Planning Division staff have been actively engaging the community on components of the Urban Growth Strategies project. The first phase of engagement in 2024 was focused on understanding the community's needs and priorities for housing and jobs (read the [2024 Community Engagement Summary](#)). The second phase of community engagement started in fall of 2024 and wrapped up in September of 2025 and focused on policy outcomes for the project. Over the past year, Planning staff attended close to 30 in-person events, administered five surveys, and facilitated a Community Advisory Panel, engaging with about 400 people. Staff also continued their work with a housing and developer working group and City boards and commissions.

Staff appreciate everyone who helped shape the policy outcomes for Urban Growth Strategies. If you missed out on these opportunities to engage in the project, but want to share your thoughts, please [email project staff](#).

Next Steps

Over the next several months, Planning staff will revise the draft goals and policies for the Envision Eugene Comprehensive Plan and housing actions based on community feedback and technical

analysis, as appropriate. This fall, City staff will ask the City Council to initiate the formal adoption process for the first phase of the Urban Growth Strategies project. The adoption process will include additional opportunities for the community to provide feedback on these components through the public hearing process.

Recent Public Meetings

An archive of past public meetings for Urban Growth Strategies is regularly updated on the [project webpage here](#).

- **June 12, 2025 – Eugene Active Transportation Committee:** [Compact Development and Community Health draft goals and policies](#)
- **June 17, 2025 – Eugene Planning Commission:** [Compact Development and Housing draft goals, policies, and actions](#)
- **June 23, 2025 – Eugene City Council:** [Compact Development and Housing draft goals, policies, and actions](#)
- **July 8, 2025 – Eugene Planning Commission:** [Land Use and Community Health draft goals and policies](#)
- **August 12, 2025 – Eugene Planning Commission:** [Equity Atlas research](#)

Upcoming Public Meetings

The dates below are tentative. The City's [Public Meetings webpage](#) will always have the most up-to-date information.

- **October 28, 2025 – Eugene Planning Commission:** Policies and Actions Updates
- **November 12, 2025 – Eugene City Council:** Policies and Actions Updates
- **November 24, 2025 – Eugene City Council:** Request to initiate land use code and plan amendments for Urban Growth Strategies
- **December 9, 2025 – Eugene Planning Commission:** Policies and Actions Updates

For More Information

Visit the [project webpage](#), view the [project timeline](#), or follow the project on [Engage Eugene](#). Staff contacts include:

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URBAN GROWTH STRATEGIES

Homes & Jobs for 2045



2025 Community Engagement Summary

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DRAFT

Executive Summary

Our homes are the foundations for our lives; they are places of shelter, safety, gathering, and comfort. Finding a place to call home and earning enough to pay for rent or a mortgage is increasingly difficult in Eugene. Our community is growing, and the City is working hard to support increased employment and housing affordability, availability, and choice. To help address these issues, Eugene's [Urban Growth Strategies](#) project is identifying the tools, actions, policies, and land needed for the next twenty years to support living wage jobs and housing that everyone can afford in Eugene.

Building off the Envision Eugene Community Vision, Urban Growth Strategies is evaluating the need for housing, jobs, parks, infrastructure, schools, and other urban land uses, as well as what tools can help Eugene grow more efficiently. This work will result in studies of what land is available in Eugene, updates to the Envision Eugene Comprehensive Plan and other City plans and land use regulations, a parcel-specific Land Use Designation Map, and an evaluation of whether there is a need to expand the urban growth boundary.

To better understand the community's priorities and needs for housing, jobs, parks, infrastructure, schools, and other urban land uses, City staff, with the help of a local consultant, created a [Community Engagement Plan](#). The Community Engagement Plan outlines the project goals, activities and timeline, phases, communication tools, equity focus, and interested and impacted communities and organizations.

This summary provides an overview of the second phase of engagement, from September 2024 to September 2025, which was focused on understanding the community's opinions related to [draft Comprehensive Plan goals and policies](#) and [actions to reduce barriers to housing production](#).

During this phase, City staff, supported by consultants, **engaged with nearly 400 people** through 28 in-person events, 18 interviews, and community surveys. Events ranged from presenting at the annual Neighborhood Conference to intimate conversations with a Community Advisory Panel. These events are discussed in further detail below and in individual event engagement summaries. From these events the following themes emerged:

- **Housing affordability, availability, and choice** – High housing costs in Eugene are impacting many people who call Eugene home. Many members of the Eugene community have a difficult time finding housing they can afford, that has the qualities they are looking for, and in locations where they want to live.
- **Neighborhood qualities** – Many people in Eugene want to live in neighborhoods that have high-quality walking, biking, and transit infrastructure. They want neighborhoods that are welcoming and connected to grocery options, jobs, trees, parks and open spaces, and

include places for social interaction, like restaurants, cafes, and bars, as well as other ‘third places’ that are accessible without cost.¹

- **Focus on equitable outcomes** – Years of housing discrimination have inequitably impacted people from underserved community groups.² Often lacking generational wealth and access to community amenities, some people from underserved community groups expressed a strong desire for more housing choice in amenity rich neighborhoods, an increased sense of belonging in existing neighborhoods, increased regulation and/or mitigation of polluting industries, and more equitable City investments.

Specific takeaways from the community are available in the [Key Takeaways](#) section of the following report and in the [Appendix](#).

Urban Growth Strategies work is informed by both technical analysis and community engagement. Key takeaways from community engagement will be shared with decision-makers and informs the development and refinement of policies, regulations, and actions across project components.

Next Page: *Over the past year, City staff had the pleasure of working with Eugene’s Youth Advisory Council through a series of meetings on Urban Growth Strategies and other City projects. The Youth Advisory Council (YAC) is composed of high-school aged community members, with representation from high schools across Eugene. A subcommittee of the Youth Advisory Council drafted a letter (see next page) to the Eugene City Council and Planning Commission to share their perspectives and support for the policies and actions moving forward through Urban Growth Strategies. The Youth Advisory Council voted unanimously to sign the letter and share it with decision makers.*

¹ **Third places** are social spaces outside of home (the "first place") and work or school (the "second place") where people gather, connect, and build community. They are typically informal, accessible, and welcoming to a wide variety of people. Examples include cafés, libraries, barber shops, parks, community centers, or even online forums.

² **Underserved communities** include: Black, Indigenous, and people of color; immigrants; people with limited English proficiency; people with disabilities; people without stable housing; people experiencing homelessness; low, extremely low, and moderate-income households; single parents; seniors; youth; renters; students; veterans; and lesbian, gay, bisexual, transgender, and queer (LGBTQ+) community members.



Date: June 4th, 2025
To: Mayor Knudson, City Council, and Planning Commission Members
From: City of Eugene Youth Advisory Council
Subject: Support for Urban Growth Strategies

On behalf of the Mayor's Youth Advisory Council (YAC), we are writing to express our full support for the proposed Urban Growth Strategies project, following a year of meaningful collaboration with the Planning Division.

The mission of the YAC is to bridge the divide between youth and Eugene's local government. We engage in monthly meetings with city officials, speak directly with the Mayor, and immerse ourselves in the community through volunteering and service projects, all for the purpose of amplifying youth voices in the civic process.

Examples of the YAC's participation in the engagement process includes; sharing our concerns and hopes for the city and its future growth, describing the unique challenges faced by youth in our neighborhoods, and providing feedback on youth-specific outreach methods.

But the YAC doesn't only support this project for the care taken to involve youth voices. We are confident that the recommendations produced in the project will have a meaningful impact on the future growth of Eugene, fostering an environment where everyone is given a fair opportunity to thrive.

Thank you for your time and consideration as you make your decisions about Urban Growth Strategies Policies and Actions. We look forward to the possibilities that can come from this project and as a YAC we are excited to continue the important work of making our city better for youth.

Sincerely,
Lily Yao
[Handwritten signatures: Sarah, TMB, Erin Bee, Eliza Killingsworth, Ben, Layla, etc.]

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About Urban Growth Strategies

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.

Building off years of planning and community engagement through Envision Eugene, the project is evaluating the need for housing, jobs, parks, infrastructure, schools, and other urban land uses, as well as what tools can help Eugene to grow more efficiently. This work will result in studies of what land is available for future development in Eugene, updates to the Envision Eugene Comprehensive Plan (Comprehensive Plan), other adopted City plans and land use regulations, a parcel-specific land use designation map, and an evaluation of whether there is a need to expand the urban growth boundary.

The project is a collaborative effort that integrates state-required urban growth planning, equitable community engagement, and City Council-directed policy work.

Urban Growth Strategies Goals

- Advance Eugene’s Vision for a community where people at all income levels can afford to live, work, shop, and play.
- Facilitate the production of more housing and move Eugene towards more fair and equitable housing outcomes.
- Support data-informed policy decisions about our urban area’s growth, including whether to expand the urban growth boundary.
- Provide meaningful opportunities for community members to inform priority policies, tools, and actions to plan for growth.
- Center the voices and experiences of people from underserved populations in decision-making.
- Comply with relevant state statutes and administrative rules.

Urban Growth Strategies Community Engagement Plan

The City of Eugene Planning Commission approved the [Urban Growth Strategies Community Engagement Plan](#) (CEP) in February of 2024. The plan builds on and advances the Envision Eugene Community Vision and includes a variety of opportunities for the community to engage in the Urban Growth Strategies project. The CEP is designed to reach a broad spectrum of community members and includes targeted outreach to engage those most impacted by policies, people with relevant experience, and subject-matter experts.

The CEP outlines engagement goals, provides general timeline for engagement, the types of engagement activities used to include members of the Eugene community, defines engagement phases and tools, and describes how Urban Growth Strategies will advance equitable outcomes for members of underserved communities in Eugene.

The engagement goals for Urban Growth Strategies are:

- Project materials will be accessible and easy for the public to understand, and use balanced, objective information to aid in understanding opportunities and solutions.
- Tools, actions, and policies will be prioritized and refined based on public feedback and technical analysis.
- Targeted outreach will involve working directly with expert stakeholders and members of underserved community groups to ensure their feedback and concerns are understood and articulated within technical analysis.
- Planning Commissions, City Council, and the Board of County Commissioners will consider the outcomes of both the technical analysis and community engagement in their decision-making.

Read the [Community Engagement Plan](#) here.

Overview of Engagement Activities

This section provides an overview of the engagement activities that happened during the 2024 and 2025 engagement phases for Urban Growth Strategies.

2024 Engagement Activities - Phase One

The [2024 Community Engagement Summary](#) for Urban Growth Strategies outlines a robust, equity-centered outreach effort from January to mid-September 2024, aimed at shaping the city's housing and land use policies for the next 20 years. Through over 45 events and activities, the City engaged more than 800 community members—including focused outreach to members of underserved community groups—to gather input on housing affordability, neighborhood qualities, and barriers to access. Key takeaways expressed by community members included the urgent need for more affordable and diverse housing options, improved infrastructure for walking, biking, and transit, and the persistent impacts of housing discrimination. Participants also weighed in on Climate-Friendly Areas, mixed-use centers, and strategies to increase housing production, such as regulatory reform, incentives, and infrastructure investment.

This first engagement phase created the foundation for updates to the Envision Eugene Comprehensive Plan, housing and jobs actions, and future decisions about expanding the urban growth boundary. Following outreach efforts in 2024, the City focused on integrating technical analysis with community feedback to guide policy development, with next steps including continued outreach, refinement of engagement strategies, and the formation of a Community Advisory Panel to ensure inclusive decision-making. The 2024 Engagement Summary reflects a commitment to amplifying community voices—especially those from underserved community groups—and aligning growth strategies with Eugene's vision for equitable, sustainable development.

2025 Engagement Activities - Phase Two

Building on outreach efforts from 2024, this year City staff continued engaging the Eugene community on components of Urban Growth Strategies, gathering feedback on:

- **Draft chapters of the Envision Eugene Comprehensive Plan:**
 - Chapter 1 – Community Engagement
 - Chapter 2 – Compact Development & Urban Design
 - Chapter 4 – Housing
 - Chapter 5 – Community Health
 - Chapter 11 – Land Use
- **Draft Eugene Centers and Key Corridors Map:** Using a [map of proposed centers](#), City staff asked the public, “Would you choose to live near a center?”³
- **Draft Housing and Jobs Actions:** Staff worked with a working group composed of housing development stakeholders and a Community Advisory Panel to collect input and generate ideas for actions to support more housing and jobs development, including reducing regulatory barriers, increasing land capacity, and encouraging compact development.
- **Equity Atlas:** Staff worked with a Community Advisory Panel to gather advice and feedback on this research and communications project.⁴

Staff solicited feedback and engaged in conversations through a variety of methods, including community events and presentations, interviews, online surveys, boards and commission meetings, and meetings with the Community Advisory Panel and a working group of housing development stakeholders.

As of September 2025, engagement efforts reached **almost 400 community members**. Table 1 shows the number of community members who participated in engagement opportunities so far in 2025; it does not include city boards and commissions, nor does it include agency staff or people reached through newsletters or social media.

³ **Centers** are one strategy for planning for compact urban areas that have a mixture of commercial and residential uses that increase access to goods and services throughout Eugene.

⁴ The **Equity Atlas** is a catalogue of actions harming communities of color, low-income communities, people with disabilities, and tribal communities – particularly actions related to land use, housing, and displacement in Eugene. The State of Oregon requires cities to inventory and address past and current discriminatory practices in their housing planning work.

Table 1. Number of People Directly Engaged in Urban Growth Strategies, 2025

Engagement Tactic	Dates	Estimated People Engaged
All Community Events and Presentations (11 events detailed below)	October 2024-August 2025	260+
Bethel Neighborhood Action Planning Meeting	October 24, 2024	30
University Area Action Planning Meeting	November 19, 2024	20
Neighborhood Conference	April 26, 2025	50
Lane Transit District Strategic Planning Committee	May 6, 2025	11
We Are Bethel	May 31, 2025	10
Juneteenth	June 19, 2025	30
Jefferson Westside Picnic	June 24, 2025	10
Eugene PRIDE	June 28, 2025	45
Oregon Asian Celebration	July 19, 2025	20
Oregon Aloha Festival	August 21, 2025	10
Fiesta Cultural	September 5, 2025	30
Community Advisory Panel meetings (7)	March-September 2025	13
Working group meetings (4)	September 2024-May 2025	42
Interviews (6)	Spring, 2025	18
Surveys (5)	January-July 2025	61
Total Number of People Engaged:		394+

The following section provides detail for each engagement activity from this phase of engagement. Most activities include a link to more detailed summaries for additional information.

Community Events and Presentations



Planning staff discuss Urban Growth Strategies at the Oregon Aloha Festival

With support from two interns, Planning Division staff participated in 11 community-based events and presentations to share information about Urban Growth Strategies. These events were an opportunity for staff to receive input from the public on various components of the project.

Project staff coordinated with community partners to participate in events throughout the year, with a priority placed on reaching people from underserved community groups, particularly those disproportionately harmed by past land use and

transportation decisions. More specifically, government land use, housing and displacement actions as described in state housing planning rule.

“Yes, I think having accessible centers are important but in developing these areas we need to keep affordability, especially for housing, in mind.” - Eugene PRIDE Participant

Links to individual community event and presentation summaries are in the [Appendix](#).

Community Advisory Panel



Members of the Community Advisory Panel and staff at their final meeting. Some panel members attended the meeting virtually and are not pictured.

Urban Growth Strategies is an opportunity to improve fair and equitable outcomes for more residents. To align with the City’s goal and the state’s mandate to center the voices and experiences of people from underserved community groups in decision-making, Planning staff formed a Community Advisory Panel composed of 13 community members who represent Black, Indigenous, Latino/Latina, Asian, Pacific Islander, and other communities of color. Each panel member brought a diverse perspective to the group. Their lived experiences range from personal to professional, housing insecure to homeowner, and from high-school student to retiree. Panel members have a range of abilities, rely on multiple modes of transportation, and represent a range of socioeconomic statuses.

The panel met eight times between March and October 2025, were compensated for their time, and provided a meal. Meetings were designed to be as inclusive as possible and included in-person and virtual formats.

- **Meeting #1:** City staff provided an overview of urban growth planning and a brief overview of the Urban Growth Strategies project. Participants reflected on “what do you think of when

you hear urban planning? If you had a magic wand, how does Eugene look or feel different 20 years from now?” [Read the Meeting #1 summary here.](#)

- **Meeting #2:** City staff introduced the draft Equity Atlas and presented on the background, origin, and a few highlights from historical research. After the presentation the panel split into two groups for discussion on the Equity Atlas and were asked how they would like to change or improve the Equity Atlas. [Read the Meeting #2 summary here.](#)
- **Meeting #3:** City staff provided a presentation of Eugene’s Comprehensive Plan, highlighting specific goals and policies from the Community Engagement and Community Health chapters. After the presentation, staff asked panel members to write down two words that came to mind describing each chapter. Then panel members discussed each chapter and identified areas they felt needed changing or were missing. [Read the Meeting #3 summary here.](#)
- **Meeting #4:** City staff provided a presentation of Eugene’s Comprehensive Plan and highlighted specific goals and policies for the Compact Development & Urban Design and Housing chapters. Staff asked panel members to write down the first two words that came to mind that describe each chapter. Then panel members discussed each chapter’s goals and policies that resonated with them, stories that related, and identified areas they felt needed changing or were missing. [Read the Meeting #4 summary here.](#)
- **Meeting #5:** City staff provided a presentation on Eugene’s housing need and fair housing issues, and shared five big ideas to address local housing needs, especially regarding issues in housing choice. After the presentation, the panel worked in pairs to provide feedback on strengths, weaknesses, opportunities, and threats of the five big ideas. They also had the opportunity to suggest their own big ideas and build an ideal neighborhood using various materials. [Read the Meeting #5 summary here.](#)
- **Meeting #6:** City staff provided a presentation on the Equity Atlas: Selected Stories from Eugene’s History of Displacement online StoryMap, discussed the content, panelist feedback from meeting #2, and next steps. After the presentation the panel provided feedback and ideas for next steps in sharing the resource with the community. [Read the Meeting #6 summary here.](#)
- **Meeting #7:** City staff presented on Eugene’s multi-unit housing design standards. The panel discussed benefits and burdens of possible changes to the standards and how any changes fit into Eugene’s larger effort to reduce regulatory barriers to housing production and encourage housing affordability and choice. [Read the Meeting #7 summary here.](#)

Working Group Meetings



Working group members meeting to discuss housing actions.

City staff hosted four working group meetings from September 2024 to May 2025, (the first three meetings were held in early 2024). These working groups convened technical and policy experts in housing and development, including housing providers (both affordable and market-rate), builders, designers, planners, and advocates.

A total of 42 unique community partners participated across the four meetings, with several attending multiple sessions.

- **Meeting #4:** The fourth meeting included 18 individuals who discussed draft housing goals and actions for the Housing Production Strategy and land use efficiency measures, with emphasis on incentives, permitting efficiency, and equitable outcomes. [Read the Working Group Meeting #4 summary](#)
- **Meeting #5:** The fifth meeting included 5 individuals who reviewed the draft Land Use Designation Map and discussed policy considerations for the Land Use chapter of the Comprehensive Plan. [Read the Working Group Meeting #5 summary](#)
- **Meeting #6:** The sixth meeting included 12 individuals who discussed draft housing goals and policies, and housing actions as they pertain to the [state's new housing rules and regulations](#). [Read the Working Group Meeting #6 summary](#)
- **Meeting #7:** The seventh meeting included nine individuals who discussed draft compact development strategies and potential actions related to Climate-Friendly Areas and job accessibility. [Read the Working Group Meeting #7 summary](#)

“The City’s goals must be expediency, innovation, and creativity to get housing built.”

– Working Group Meeting #7 Participant

Youth Advisory Council



Youth Advisory Council members at their December 2024 meeting accompanied by former Mayor Vinis and Mayor Knudson

City staff hosted a series of meetings with Eugene's [Youth Advisory Council](#) to better understand the needs and priorities of young people in Eugene on topics related to the City's future growth and development. The Youth Advisory Council (YAC) is composed of high-school aged community members, with representation from high schools across Eugene. Over six meetings, staff engaged YAC members in the following policy topics:

- Engaging young people
- Equitable access
- Housing
- Planning for climate

Each meeting was structured differently but generally included a staff presentation and an opportunity for meaningful dialogue between staff and YAC members.

- **Meeting #1 Summary: Introduction to Urban Growth Strategies.** City staff met with the YAC to introduce the Urban Growth Strategies project and gather their perspectives. YAC members highlighted concerns about transportation safety (sidewalks, lighting, bike lanes), interest in parks and public safety improvements, and priorities such as equitable housing, climate action, and access to daily needs. The YAC unanimously supported ongoing involvement, including forming a subcommittee to expand youth outreach, with follow-up discussions planned for future meetings. Read the [YAC Meeting #1 summary here](#).
- **Meeting #2 Summary: Engagement.** City staff hosted the second meeting with the YAC to share information and better understand how the City can engage young people in City projects. At the meeting, YAC members designed three engagement events to better promote and invite young people to participate in City projects. The engagement events they designed were a Walk and Talk Event, A Tabling Event at a school, and a Build Your

Future Event where city staff go to schools and ask young people what they would like a future city to look like. Read the [YAC Meeting #2 summary here](#).

- **Meeting #3 Summary: Equitable Access.** City staff hosted the third meeting with the YAC to understand the ability of young people to access goods and services close to their home. As an activity they were asked to answer three questions. “What goods and services do you have access to in your neighborhood? What goods and services would you like to have access to in your neighborhood? What barriers exist for you to get to the places you want to go in your neighborhood?” The key takeaways from the YAC were that they did not have goods and services close to their home, poor streetlighting and busy streets made them feel unsafe, and the frequency of Lane Transit District’s bus service was too limited for them to travel. Read the [YAC Meeting #3 summary here](#).
- **Meeting #4 Summary: Housing.** City staff hosted the fourth meeting with the YAC to understand the needs and priorities of young people in Eugene for housing. YAC members were asked to imagine their home in the next 10 years and answer the following questions: “What does your home look like? What is your home like? Where is your home located?” Youth Advisory Council members expressed their need for a variety of housing types, characteristics, and locations. They emphasized the importance of being able to live close to urban spaces and natural settings like parks and open space. Read the [YAC Meeting #4 summary here](#).
- **Meeting #5 Summary: Planning for Climate.** City staff hosted the fifth meeting with the YAC to share information on how the City is planning for a changing climate and to better understand young people’s interest in living in compact, mixed-use, urban areas called centers. YAC members were asked the following questions about centers: “Would you choose to live in a center? Why or why not? What is the most important quality of a center?” Most of the council members said they would choose to live near a center. The most important qualities YAC members wanted in a center were walkability, housing affordable for all income levels, and that centers needed to feel and be safe. Read the [YAC Meeting #5 summary here](#).
- **Meeting #6 Summary: Wrap-Up and Cake.** City staff hosted the sixth meeting with the YAC to share key takeaways from their work with them and highlight Comprehensive Plan policies that were informed and supported by the key takeaways. After the presentation staff asked the Youth Advisory Council clarifying questions and had a discussion. After the discussion Youth Advisory Council voted unanimously to sign a letter to City Council in support of Urban Growth Strategies (See [Executive Summary](#) to view the letter). Read the [YAC Meeting #6 summary here](#).

Sustainability Commission



Sustainability Commission during a regular meeting.

The [Sustainability Commission](#) works to create a healthy community now and in the future by proposing measurable solutions to pressing environmental, social, and economic concerns to the City of Eugene, its partners, and its people.

City staff from the Planning Division presented on Phase II of the Envision Eugene Comprehensive Plan to Eugene's [Sustainability Commission](#) at their March 19 and April 16, 2025 meetings.

- At the [March 19 meeting](#), City staff provided an overview of the Envision Eugene Comprehensive Plan and draft goals and policies for the Compact Development & Urban Design chapter. Staff also facilitated a discussion with the Commission to better understand their needs and priorities for compact development and urban design.
- At the [April 16 meeting](#), City staff presented an overview of the draft goals and policies for the Community Health chapter. Staff also facilitated a discussion with the Commission to better understand their needs and priorities for community health in Eugene.

Read the [Sustainability Commission Meeting Summary](#) here.

Active Transportation Committee



Eugene Active Transportation Committee members

The [Active Transportation Committee](#) advises the City of Eugene's Transportation Planning team, community organizations, and partners on transportation related projects, plans, and implementation.

At the [June 12, 2025, Active Transportation Committee meeting](#), Planning staff presented an overview of Urban Growth Strategies, the Envision Eugene Comprehensive Plan, and draft goals and policies for Compact Development & Urban Design. Staff answered clarifying questions and requested feedback from the committee on the draft goals and policies.

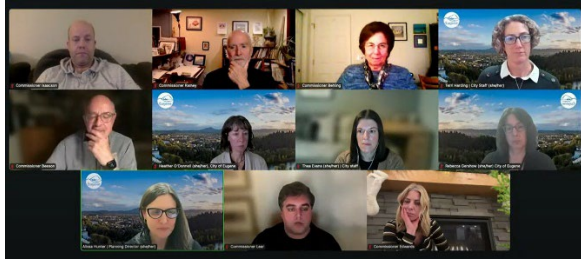
Read the [Active Transportation Committee Meeting Summary](#) here.

Lane County Public Health

A staff team from Lane County Public Health (LCPH) reviewed the draft goals and policies for the Comprehensive Plan's Community Health chapter and provided written and verbal feedback during a meeting with City of Eugene staff on July 3, 2025. LCPH found strong alignment with best practices and the [Lane County Community Health Improvement Plan](#). Staff from LCPH made suggestions for ways they felt that the Community Health chapter could be improved, and those suggestions are included in the summary.

Read the [summary of Lane County Public Health's feedback](#) on the Community Health Chapter.

Eugene Planning Commission



Staff meet with the Eugene Planning Commission (December 10, 2024).

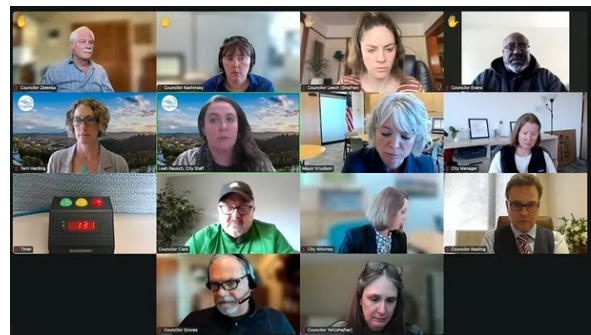
The Eugene Planning Commission met five times between December 2024 and September 2025 to review components of Urban Growth Strategies. These sessions provided updates on community engagement efforts, state requirements, and policy development. The summarized topics of the Planning Commission meetings are included below.

- During the [December 10, 2024 Planning Commission meeting](#), Planning staff provided an update on Urban Growth Strategies, with a focus on the Comprehensive Plan work, including the Land Use Designation Map. In the presentation, staff provided an overview of the Community Engagement, Compact Development & Urban Design, Housing, Community Health, and Land Use chapters.
- During the [February 11, 2025 Planning Commission meeting](#), Planning staff provided an update on Urban Growth Strategies, including Comprehensive Plan policy development for the Community Engagement chapter, new rules for housing planning in Oregon, and housing actions the City will propose in 2026 and 2027.
- During the [June 17, 2025 Planning Commission meeting](#), Planning staff provided an update on the Housing and Compact Development & Urban Design chapters of the Comprehensive Plan, as well as potential housing and jobs actions.
- During the [July 8, 2025 Planning Commission meeting](#), Planning staff provided updates on draft Community Health and Land Use chapters of the Comprehensive Plan.
- At the [August 12, 2025 Planning Commission meeting](#), Planning staff provided an update on the Equity Atlas, which is a component of the Urban Growth Strategies project. The State of Oregon requires cities to inventory and address past and current discriminatory practices in their housing planning work. The Equity Atlas meets these requirements and was fully funded by a state grant from Oregon's Department of Land Conservation and Development.

Eugene City Council

City staff presented to and received questions and feedback from the City Council twice this year, in February and June 2025.

At the February 12 work session, staff shared a project update on Urban Growth Strategies, new rules for housing planning in Oregon, and actions to meet Eugene's housing need.



City Council work session meeting (February 12, 2025).

At the June 23 work session, staff provided an update on community engagement efforts, development of six new chapters of the Comprehensive Plan, an overview of Eugene's 20-year housing need, and potential housing and jobs actions.

Watch the [February 12 City Council work session](#) here.

Watch the [June 23 City Council work session](#) here.

Lane County Planning Commission Meeting

On December 17, 2024, City staff presented to and received questions and feedback from the [Lane County Planning Commission](#). Staff provided an overview of Urban Growth Strategies and highlighted the Comprehensive Plan and Land Use Designation Map, in addition to providing an overview of new state housing planning rules.

Watch the [December 17 Lane County Planning Commission work session](#) here.

Lane County Board of Commissioners

On March 12, 2025, City staff presented to and received questions and feedback from the [Lane County Board of Commissioners](#). Staff provided an overview of the components of Urban Growth Strategies, including the Comprehensive Plan and Land Use Designation Map, in addition to an overview of the new state housing planning rules.

Watch the [March 12 Lane County Board of Commissioners meeting](#) here.

Interviews

City staff held informal interviews with 18 community members with a variety of perspectives, experiences, and interests. The purpose of the interviews was two-fold: 1) recruit potential members for an advisory panel informing various aspects of Urban Growth Strategies; and 2) solicit feedback on draft comprehensive planning goals. All interview participants identified as Black, Indigenous, or a person of color, and they also held intersectional identities and experiences related to housing stability, income, age, and more. Key takeaways across interviews included concerns over housing affordability for all income levels, accessible transportation infrastructure for all abilities, accessible community engagement opportunities, and addressing historic power dynamics through Urban Growth Strategies.

Read the [Interview Summary](#) here.

Comprehensive Plan Surveys

Between January and July 2025, City staff gathered input from 61 community members focused on draft goals and policies for five chapters of the Comprehensive Plan through a series of topical surveys. Demographics of those who completed the survey were similar to past surveys and only reached a portion of Eugeneans (64% of respondents were born before 1980, 74% identified as white, and 69% were homeowners). The feedback revealed strong support for equity, compact

development, and housing reform. Participants emphasized the need for clear plan language, inclusive outreach, and accountability frameworks to ensure meaningful implementation. Key takeaways included the importance of walkability, environmental justice, zoning reform, and access to services, with calls to prioritize both low- and moderate-income households and reduce car dependency.

“These goals, if implemented effectively, could fundamentally reshape Eugene away from exclusionary zoning toward the kind of walkable, mixed-use neighborhoods that actually work for people and the environment.”

- Survey Respondent

Read the [2025 Survey Summary](#) here.

Digital Information Sharing

Project staff provided opportunities for the community to stay informed about Urban Growth Strategies by posting regularly to social media, the project’s Engage Eugene page and the project webpage; writing monthly newsletter articles; and emailing regular project updates.

The Engage Eugene page is a ‘one stop shop’ for project information and ways to engage. Additionally, Planning staff posted recorded info sessions on each new draft chapter of the Comprehensive Plan, which were available through Engage Eugene.

Newsletter articles provided project information and promoted engagement opportunities. Project updates provided key information and updates about various Urban Growth Strategies components, new draft chapters and surveys, and community engagement activities.

The specific platforms used to share project information included:

- [Urban Growth Strategies Webpage](#)
- [Urban Growth Strategies Engage Eugene page](#) (over 1,500 informed visitors as of 8/26/25)
- [Comprehensive Plan Videos](#) (304 views total as of 8/26/25)
- Newsletters
 - [EUG Planning Newsletter](#) (16,528 subscribers as of 8/28/25)
 - [Community Bulletin](#) (532 subscribers as of 9/17/25)
 - [InMotion Transportation Newsletter](#) (5,000 subscribers as of 9/16/2025)
- [News to Build On](#) (805 subscribers as of 9/17/25)
- Project Updates:
 - [January 2025 Project Update](#) (January 2025)
 - [May 2025 Project Update](#) (May 2025)
- Social Media
 - [EUGPlanning Instagram](#) (1,294 followers as of 9/23/25)

Key Takeaways

This section contains key takeaways from all engagement activities. It is organized into two sections: general themes and themes related to draft housing actions and comprehensive plan goals and policies.

General

- **Housing affordability, availability, and choice** – High housing costs are impacting many people who call Eugene home. Many members of the Eugene community have a difficult time finding housing they can afford, that has the qualities they are looking for, and in locations that are desirable.
- **Neighborhood qualities** – Many people in Eugene want to live in neighborhoods that have high-quality walking, biking, and transit infrastructure. They want neighborhoods that are welcoming and connected to grocery options, jobs, trees, parks and open spaces, and include places for social interaction, like restaurants, cafes, and bars, as well as other ‘third places’ that are accessible without cost.
- **Focus on equitable outcomes** – Years of housing discrimination have inequitably impacted people from underserved community groups. Often lacking generational wealth and access to community amenities, some people from underserved community groups expressed a strong desire for more housing choice in amenity rich neighborhoods, increased sense of belonging in existing neighborhoods, increased regulation and/or mitigation of polluting industries, and more equitable City investments in underserved neighborhoods.

Draft Housing Actions and Comprehensive Plan Goals and Policies

- **Housing Actions** – Producing more housing under current regulatory and market conditions (high materials cost, high land costs, and high labor costs) is difficult for housing providers to make financially feasible. Through conversations with community members, local housing providers, planners, architects, and housing advocates about ways the City could help increase housing production, a few key takeaways emerged:
 - **Barriers to Housing** – Working group members, Community Advisory Panel members, and survey respondents supported reducing regulations for housing. Specifically, working group members emphasized the need to streamline approval processes, modernize or remove zoning overlays, and remove redundant regulations. Specific regulations that were mentioned as barriers were Site Review, Nodal Development, and Multi-Unit Design Standards. The Community Advisory Panel, when asked about potential changes to the Multi-Unit Design Standards indicated the importance of active, walkable, and productive street frontages and pedestrian areas (even near busy streets) and were skeptical about reducing/removing open space requirements in multi-unit housing.

- **City-Wide Housing Incentives** - Housing providers indicated that city-wide housing incentives would help increase housing production. The Community Advisory Panel expressed that incentives should be focused on housing for people who need it most, discouraged discrimination based on income, and questioned whether incentives would be accessible to groups that have been historically marginalized and may not reach the ‘moderate’ income level. Potential incentives included in discussions were System Development Charge deferrals, property tax exemptions (for mixed- and moderate-incomes), and regulatory incentives such as rezoning.
- **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 housing type received support from the working group and the Community Advisory Panel.
- **Voluntary Annexation** - Property owners face financial, educational, and regulatory barriers to annexing into City limits. Working group members supported the City taking action to encourage annexation, make the process easier and less expensive.
- **Compact Development** - Working group members supported increasing maximum density and building heights in low density residential areas. Community members during tabling events and through surveys encouraged the City to develop in a compact way that reduces the need to rely on an automobile. The Community Advisory Panel generally supported having more goods and services close to where they live.
- **Housing Around Centers** – Staff received broad support for increasing housing options in and around centers. Community members are interested in a range of housing types that are affordable across the income spectrum.
- **Draft Comprehensive Plan Goals, Policies, and Land Use Designation Map** – The draft goals and policies received general support from survey participants, working group members, and City boards and commissions. Across all engagement activities, a few common themes emerged:
 - **Ambiguous Language** - The use of unclear language was perceived to lack accountability and community members expressed concerns that some policies were not strong enough to produce the desired outcome.
 - **Anti-Exclusionary** - The draft goals and policies were perceived to be a departure from exclusionary zoning practices towards more inclusive, climate-friendly land use patterns that contain a mixture of uses.
 - **Housing Affordability** - Feedback emphasized and supported policies that facilitate the production of more Affordable Housing and increased housing affordability for people who earn low and moderate incomes.
 - **Land Use Designation Map** - The draft Land Use Designation map was supported by both working group members and the broader community. The new map was perceived as a needed modernization project that would help reduce barriers to

development, clarify how a property can be used, and a significant improvement over the Metro Plan diagram.

- **People want to live near a center** – When asked, “would you choose to live near a center”, 77% of community members said “yes.” The top three reasons why people would choose to live near a center were:
 - Proximity to goods and services, like grocery options.
 - Living in a neighborhood where they could walk and bike.
 - Living in community. Centers were perceived as places for people to gather and socialize conveniently. Community members emphasized the importance of parks, plazas, and community spaces in centers that are safe and welcoming for people of all ages and abilities.
- **Equity Atlas** – Planning staff worked with the Community Advisory Panel to understand their perspective on how the City should approach inventorying past harms in housing and land use. The Panel felt that this work should be a living research document that should be shared with the community, contain storytelling, and be used to help inform future decisions to overcome past and current discriminatory practices.
- **Safer Infrastructure** – Across all engagement activities, many community members expressed feeling unsafe when walking, using assistive mobility devices (like wheelchairs), and biking on busy streets. Members of the Youth Advisory Council, who depend on these modes of transportation at a high rate, emphasized the need for improved sidewalks, safer bike lanes, and better street lighting.

Next Steps

Urban Growth Strategies is informed by both technical analysis and community engagement. Staff have begun revising draft goals, policies, and housing and jobs actions, as appropriate, based on the key takeaways documented in this summary. In fall of 2025, Planning Staff will ask the Eugene City Council to initiate the formal adoption process for components of Urban Growth Strategies, including new chapters of the Envision Eugene Comprehensive Plan, the land use designation map, and several housing and jobs actions.

The next phase of community engagement for Urban Growth Strategies is the formal adoption process for the first round of policies and actions, which includes opportunities for providing input, including multiple public hearings. During this phase, staff will work with elected and appointed officials to further refine project components, prior to adoption consideration by the Eugene City Council and the Lane County Board of Commissioners.

Project staff are also continuing to develop additional project components, including more housing and jobs actions, land supply studies, and Eugene’s Housing Production Strategy. These components will be developed based on feedback staff have received from the community over the past several years. This work will culminate in 2027 with a determination of whether Eugene needs

to expand its urban growth boundary to accommodate a 20-year supply of lands for housing, jobs, and other urban land uses.

DRAFT

Appendix: Links to Event Summaries

Listed below are the links to individual event summaries.

- **Tabling Events and Presentations Summaries**
 - [Bethel Neighborhood Action Planning Meeting Summary](#)
 - [Neighborhood Conference Notes](#)
 - [Juneteenth Event Summary](#)
 - [Jefferson Westside Picnic Summary](#)
 - [Pride Event Summary](#)
 - [Oregon Asian Celebration Summary](#)
 - [Oregon Aloha Festival Summary](#)
 - [Fiesta Cultural Summary](#)
- **Community Advisory Panel Summaries**
 - [Community Advisory Panel Meeting #1 Summary](#)
 - [Community Advisory Panel Meeting #2 Summary](#)
 - [Community Advisory Panel Meeting #3 Summary](#)
 - [Community Advisory Panel Meeting #4 Summary](#)
 - [Community Advisory Panel Meeting #5 Summary](#)
 - [Community Advisory Panel Meeting #6 Summary](#)
 - [Community Advisory Panel Meeting #7 Summary](#)
- **Working Group Summaries**
 - [Working Group Meeting #4 Summary](#)
 - [Working Group Meeting #5 Summary](#)
 - [Working Group Meeting #6 Summary](#)
 - [Working Group Meeting #7 Summary](#)
- **Youth Advisory Council Meeting Summaries**
 - [Youth Advisory Council Meeting #1 Summary](#)
 - [Youth Advisory Council Meeting #2 Summary](#)
 - [Youth Advisory Council Meeting #3 Summary](#)
 - [Youth Advisory Council Meeting #4 Summary](#)
 - [Youth Advisory Council Meeting #5 Summary](#)
 - [Youth Advisory Council Meeting #6 Summary](#)
- [Sustainability Commission Meeting Summary](#)
- [Active Transportation Committee Meeting Summary](#)
- [Lane County Public Health Meeting Summary](#)
- [Comprehensive Plan Survey Summary](#)



Comprehensive Plan Fact Sheet

October 7, 2025

What is the Comprehensive Plan?

The Envision Eugene Comprehensive Plan incorporates the [community vision](#) into City goals and policies.

These goals and policies provide long-term direction related to Eugene's growth and land use, which is then translated into on-the-ground actions.

Every city in Oregon is required by law to have a comprehensive plan, which must address all applicable [Statewide Planning Goals](#) and include an urban growth boundary (UGB) to designate land available for urban development.

The Envision Eugene Comprehensive Plan is a formally adopted, legally binding land use plan. Policies in the Envision Eugene Comprehensive Plan direct the City as it considers future legislative actions. The City's land use code, which implements the policies of this comprehensive plan through detailed regulation, includes the determining criteria for individual land use applications.

QUICK FACTS

- Eugene is adopting its own comprehensive plan in phases
- It will replace the Eugene-specific policies and plan diagram in the *Metro Plan*
- The first phase allowed Eugene to adopt its own urban growth boundary
- Phase II is underway now. Learn more by visiting the [project webpage](#)

How is the Comprehensive Plan being developed?



Development of the Comprehensive Plan includes focused community engagement.

Previously, Eugene and Springfield shared a UGB and comprehensive plan through the [Eugene-Springfield Metropolitan Area General Plan](#) (*Metro Plan*). In 2017, Eugene adopted its first ever Eugene-specific UGB and the first phase of the [Envision Eugene Comprehensive Plan](#).

Because of the resource-intensive nature of moving from one comprehensive plan structure to another, the Envision Eugene Comprehensive Plan is being developed in phases. This phased approach allows each chapter to have focused community engagement prior to adoption. Project phases are illustrated in figure 1.

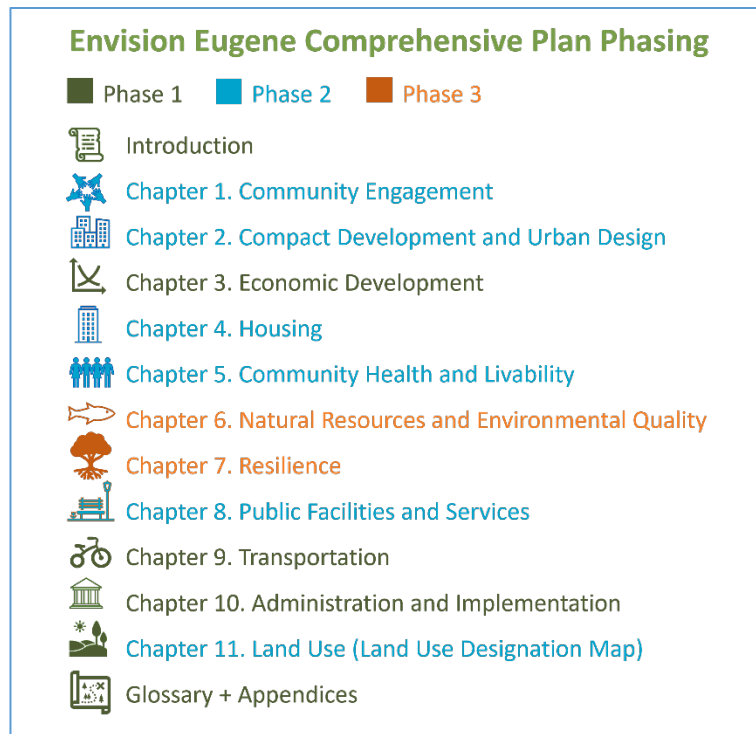


Figure 1. Development of the Envision Eugene Comprehensive Plan is happening in three phases. Each phase is illustrated by a different color. Phase II is underway now.

As each phase is adopted, the Eugene-specific policies and Land Use Map will take the place of the policies and plan diagram in the *Metro Plan*. Throughout the process of transitioning to a local comprehensive plan, local issues and the Statewide Planning Goals will always be addressed in either the *Metro Plan* or the Envision Eugene Comprehensive Plan.

When the Envision Eugene Comprehensive Plan is complete, it will address all applicable Statewide Planning Goals and [the seven pillars of Envision Eugene](#). The Envision Eugene Comprehensive Plan's goals and policies address land use in Eugene (what land can be used for and how much land is needed for the community's growing population) and how that land use intersects with other goals of the community, like prosperity and health.

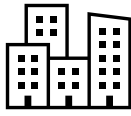
What is included in Phase II?

Phase II of the Envision Eugene Comprehensive Plan is underway and involves updates to existing chapters and the development and adoption of the following chapters:

- Chapter 1. Community Engagement
- Chapter 2. Compact Development and Urban Design
- Chapter 4. Housing
- Chapter 5. Community Health
- Chapter 8. Public Facilities & Services (including a Public Facilities Plan)
- Chapter 11. Land Use (including a parcel-specific Land Use Designation Map)

A major component of this work is creating a [land use designation map](#) that is specific to Eugene and accompanying land use designations and policies to replace the [Metro Plan diagram](#). Most of Phase II work will be included in the 2026 adoption package except for Chapter 8, which will be in the 2027 adoption package.

Why is the City working on this now?



Housing: This phase of the Comprehensive Plan was identified in the [Housing Implementation Pipeline](#) (HIP) as a way to ground Eugene’s land use code and housing project work in adopted policy. It is incorporated into [Urban Growth Strategies](#) and coordinated with the [Growth Monitoring Program](#).



Enough land for growth: Given new state mandates to respond to Oregon’s housing crisis, Eugene and other cities with a population over 10,000 are required to plan for housing needs and land supply on an 8-year cycle. This means that Eugene will revisit the UGB, at least for housing needs, on a more regular basis. Housing is core to the entire city – it must work together with infrastructure, parks, schools, businesses, and services. For this reason, Eugene will assess all urban land needs and land supply, including housing, on an 8-year cycle moving forward, which will require ongoing updates to the Comprehensive Plan.



Land Use Designation Map: This parcel-specific map will clarify and define land use designations and policies for land within Eugene’s urban growth boundary. The map, designation descriptions, and accompanying policies will be a component of the Envision Eugene Comprehensive Plan.



Timing: Phase II is being developed under the umbrella of Urban Growth Strategies with other City projects including housing and jobs actions and Climate-Friendly Area designation. Comprehensive Plan amendments will occur in 2026 and 2027 to support this work.

Want more details?

- Visit the [Envision Eugene Comprehensive Plan](#) webpage for project updates, the latest timeline of events, opportunities for comment, and other information.
- Subscribe to the [Envision Eugene newsletter](#) for regular project updates.
- Engage in the project through [Engage Eugene](#)
- Contact Associate Planner Stuart Warren at SWarren@eugene-or.gov or 541-682-5561

Visit the Envision Eugene
Comprehensive Plan Webpage



Visit the Urban Growth Strategies
Engage Eugene Webpage



EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Incentivizing Voluntary Annexations

Meeting Date: November 12, 2025
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Alissa Hunter
Phone: 541-682-5508

ISSUE STATEMENT

At this work session, City Council will be provided with information and options on potential incentives for encouraging voluntary annexations, including financial implications of the incentives and of annexation in general. This work session was requested by City Council as a follow up to a previous work session on the topic. Staff requests feedback from Council on the proposed incentives discussed in this Agenda Item Summary.

BACKGROUND

At a previous work session in October 2024, City Council received an overview of various issues related to voluntary annexations, including policy context, triggers, process, approval criteria, River Road/Santa Clara area, street annexations and the benefits and challenges of annexation. Staff also provided background on the Urban Growth Strategies project, and actions proposed as part of that work to support housing production through encouraging voluntary annexations. The Agenda Item Summary for the October 2024 work session, which provides extensive background on voluntary annexations, is provided as Attachment A.

During their discussion, at the October 2024 work session, Councilors expressed interest in encouraging voluntary annexations for a variety of reasons, including housing production, consistent governance, efficient and orderly service provision and property tax revenue. City Council ended that work session by passing a motion requesting more information on potential incentives for encouraging voluntary annexations, the financial implications of potential incentives and the financial implications of annexations.

Since the October 2024 work session, Urban Growth Strategies project staff have continued to solicit extensive community input on a variety of actions to promote housing production, including actions to encourage voluntary annexation. Staff heard from community members who support the City taking action to encourage annexation and to remove barriers by making the process easier and less expensive. Annexation is required for the development of most housing on property outside the city limits. By further assisting with the annexation process, the City could help to increase housing production, especially production of middle housing. Voluntary annexation as a tool to encourage housing production could be especially effective in the River Road and Santa Clara neighborhoods, where there is the greatest concentration of residentially designated properties outside city limits and inside the urban growth boundary, and therefore a likely area to see construction of new housing.

Potential Incentives and Financial Implications

Planning staff have identified financial, educational, and regulatory barriers to the annexation of land into Eugene's city limits. Financial considerations for property owners contemplating annexation include costs related to preparation of the application, including the costs of professional services such as those provided by a planner, lawyer, or licensed surveyor; the application fee required by the City; and the increase in property taxes following annexation. Related to education, the benefits and triggers of annexation do not appear to be widely known. The state law that requires contiguity with the city limits for property to be eligible for annexation has been identified as a regulatory barrier, especially in the River Road and Santa Clara areas.

After reviewing a number of possible incentives to encourage voluntary annexation, staff are proposing the following four actions for City Council consideration. These actions, which could be undertaken independently or bundled, are intended to encourage voluntary annexation for the purpose of increasing housing production. As explained in greater detail below, the financial benefits to the City of voluntary annexation are uncertain.

1. Targeted Outreach and Education: This action would include: proactively sending information to property owners in targeted areas (such as River Road and Santa Clara) outlining annexation benefits and any incentives; creating interactive online maps showing annexation-eligible parcels and urban service availability; partnering with local builders/developers to explain how annexation facilitates middle housing and infill housing development; and attending neighborhood meetings to discuss the benefits of annexation and any available incentives.

This action would have the least amount of financial impact on the City, as it would likely only require staff time and mailing costs, and could be accomplished within existing resources. It would be challenging to estimate how many annexations would result because of this action.

2. Street/Public Property Annexations: The City of Eugene has already piloted an approach to encourage and assist neighboring property owners to annex at the same time the City annexes adjacent street right-of-way or other public land, typically to build infrastructure. Examples include the City's recent annexation of the rights-of-way of Crow Road (where the adjacent properties are primarily designated residential) and Old Coburg Road (where the adjacent properties are primarily designated for employment and medium density housing), and the annexation of Golden Gardens Park (where the adjacent properties are designated for employment). In those cases, the City prepared the annexation application materials for both the right-of-way and the adjacent properties that wished to annex, including a property survey and legal description for each property, at no cost to the private property owners.

In other cases, the City has annexed street right-of-way only, which can support more property owners in achieving contiguity of city limits, which is necessary for annexation under current state law. This usually occurs when the City is annexing right-of-way in which the infrastructure already exists. As a practice, the City has notified adjacent property owners of the upcoming street annexation and provided information about the benefits of contiguity.

The financial implications are generally staff time and are dependent on the number of street or public property annexations planned by the City per year, along with the number and size of private properties interested in being part of the annexation application. For the

recent Crow Road annexation, 18 privately-owned properties (97.8 acres in total) were included in the annexation.

3. Annexation Application Fee Waivers: A property owner seeking to annex property must submit a \$5,155.70 application fee to the City. The application fee is intended to cover a portion of staff time and notice costs in processing the application. Staff time includes reviewing an application for completeness, mailing public notice, responding to public and applicant comments and inquiries, coordinating with service providers, drafting findings of compliance with the Eugene Code, drafting a resolution, preparation of a City Council Agenda Item Summary, and coordinating with the State and Lane County and special districts upon approval. The City Council could give direction to support an annexation application fee waiver or reduction as an incentive to promote voluntary annexation.

Over the past ten years, an average of 10 annexation applications have been submitted to the City annually. This equates to a total of \$51,557 in general fund revenue annually. Although there is not an accurate way to determine how many new applications a fee waiver might generate, a doubling or tripling in the number of applications submitted would result in \$103,114 or \$154,671 worth of application fees not being collected. It would take three to four years' worth of property taxes from the annexed property (based on an average single unit dwelling in River Road or Santa Clara) to recoup the fee for a single annexation application, if no additional housing was produced as a result of the annexation.

Considerations for this action include the loss of revenue to the general fund, and adjustment of the Planning Division budget for these losses, while also recognizing the potential increase in staff resources needed to process the additional applications.

4. Tax Differentials: This incentive, which is authorized by state law, allows the City to approve a phasing in of the City's tax rate over a period not to exceed 10 years, as part of annexation.

This action would have the greatest financial implications due to the loss of new property tax revenue for up to ten years. However, it may also likely be the most attractive incentive for property owners, as the increase in property taxes has been highlighted as an issue that deters owners of already developed properties from pursuing annexation. In the River Road area, the owner of a typical annexable residential property developed with a detached single-unit dwelling would see approximately a 16 percent increase in the total property tax bill following annexation, whereas in Santa Clara, the owner of a similar property would experience a roughly 51 percent property tax increase following annexation. The differences in percentages are due to the differences in the tax rates for special districts in each area.

In addition to the loss of new property tax revenue for the City, there would also be administrative costs associated with tracking and processing tax differentials. Those costs would vary based on the number of applications and could include staff and legal time spent preparing agreements, calculating tax rates, coordinating with the Lane County Assessor, and annual tracking.

Next Steps

Planning staff intend to move forward with targeted outreach and education and Public Works staff are continuing with their efforts around street and public property annexations. Staff is requesting feedback from Council on the potential actions related to an annexation application fee waiver and tax differentials.

November 12, 2025 Work Session – Item 2

Other Considerations

Financial Implications of Annexations

One benefit of annexation of property is that it would generate property tax revenue for Eugene. A typical residential property in the River Road area that is eligible for annexation and developed with a typical single-unit dwelling is estimated to generate \$1,350 in annual property tax revenue for the City. In the Santa Clara area, a similar property is expected to generate \$1,420 in annual property tax revenue due to differences in assessed values. These figures do not account for any phasing of the City's tax rate, which as noted above, would reduce the total tax revenue generated.

Although calculating the cost to serve a typical property with a full suite of City general fund services would require a complex analysis, it is highly likely to exceed \$1,420 per year. This means that incremental annexation of properties is not expected to fully cover the cost of providing city services to those properties. For context, it would take the annexation of nearly 741 homes in the River Road area or roughly 704 homes in the Santa Clara area to generate \$1,000,000 in property tax revenue for the City. However, as previously noted, there are other tangible and meaningful benefits of annexation including facilitating housing production, consistent governance, and efficient, equitable, and orderly service provision.

Annexation of properties also has financial implications on the special districts that currently serve the properties outside the city limits, as it results in a loss of property tax revenue after the properties are annexed. More work with the special districts and more detailed analysis would be needed to fully understand these implications.

Potential Annexation Legislation

Local housing advocates have advanced a policy concept that would amend state law to remove the requirement that a property be contiguous to city limits in order to annex. Currently, state law requires that properties be contiguous to (or across street or a body of water from) the city limits to be eligible for annexation.

Prior to 2008, when the Lane County Local Government Boundary Commission was the approving body for annexations, properties were not required to be contiguous to Eugene's city limits to be annexed. This resulted in the patchwork of annexed properties seen today in the River Road and Santa Clara neighborhoods. Many properties in these areas are still not contiguous to the current city limits. As such, annexation is not possible for many, even if property owners are willing and ready to annex.

If City Council is interested in considering the concept of non-contiguous annexations, staff can provide further analysis and more information on the benefits and implications, including service delivery considerations, at a future date.

RELATED CITY POLICIES

There are numerous policies related to annexation in the Eugene-Springfield Metropolitan General Plan (Metro Plan), the Eugene 2035 Transportation System Plan, and the River Road Santa Clara Neighborhood Plan. These are provided in Attachment A.

PREVIOUS COUNCIL DIRECTION

[April 22, 2024 Work Session](#)

Councilor Keating, seconded by Councilor Groves, moved to hold a work session by January 1, 2025, to discuss possible options for addressing on-street parking issues in the River Road and Santa Clara areas and a separate work session to discuss voluntary annexations.

Passed 7:1 (Opposed by Councilor Semple)

[October 30, 2024 Work Session](#)

Councilor Clark, seconded by Councilor Keating, moved to hold a follow up work session to today's work session to discuss incentives for encouraging voluntary annexations and the financial implications of the incentives and the annexations.

Passed 7:0

COUNCIL OPTIONS

None. This work session is informational only.

CITY MANAGER'S RECOMMENDATION

None. This work session is informational only.

SUGGESTED MOTION

None. This work session is informational only.

ATTACHMENTS

- A. Eugene City Council Agenda Item Summary, Work Session: Voluntary Annexations (October 30, 2024)

FOR MORE INFORMATION

Staff Contact: Alissa Hunter, Planning Director

Telephone: 541-682-5508

Staff E-Mail: AHunter@eugene-or.gov

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Voluntary Annexations

Meeting Date: October 30, 2024
 Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
 Staff Contact: Alissa Hunter
 Contact Telephone Number: 541-682-5508

ISSUE STATEMENT

At this work session, City Council will be provided with an overview of voluntary annexations, as requested by City Council through a motion during the River Road Santa Clara Neighborhood Plan adoption process. This item is intended as an informational overview, and no action is requested.

BACKGROUND

Annexation is the legal process by which a property becomes part of a city. After annexation, a property will become a part of the city and be located inside the city limits. Annexation removes the property from county jurisdiction and places it under city jurisdiction. A map of Eugene's City limits, showing the current City Council ward boundaries for context, is provided as Attachment A.

To encourage compact urban growth and sequential development within Eugene's urban growth boundary (UGB), the Eugene-Springfield Metropolitan Area General Plan (or "Metro Plan"), which is one of the City's comprehensive land use plans, provides that ultimately all land within Eugene's UGB will be annexed into the City and will be provided with a minimum level of urban services.

While state law allows both property owners and local governments to initiate annexation, the City of Eugene has a long-standing policy of not initiating annexation of private property, and instead has relied solely on property owner-initiated annexations. If a property owner proposes development that will increase demand on urban services, typically the property must be first annexed to the City. Both the Eugene Code and the Growth Management Policies in the Metro Plan clearly lay out the priorities and requirements for provision of urban services outside of the City limits. However, many real property improvements and updates, such as additions and shops, are allowed without requiring annexation.

Benefits of annexation include improving urban service delivery, service efficiencies, clarity and certainty in services for residents, service providers and City staff, consistent governance, property tax revenue, and opportunities for housing development.

More information about annexations is provided below, and in Attachment B (Annexation Facts and Figures).

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Annexation Procedures and Criteria

Prior to 2008, annexations in Lane County were controlled by the Lane County Local Government Boundary Commission. Following elimination of the Boundary Commission by the Oregon Legislature through Senate Bill 417 (2007), responsibility for annexations in Lane County reverted back to local governments. Subsequently, the City Council adopted annexation procedures in the land use code that follow state law and continue the City's long-standing approach of relying on property owner annexation requests.

To be eligible for annexation, a property owner must show that the proposed annexation meets all the following criteria from [Eugene Code 9.7825](#). The property proposed for annexation must:

- Be located within Eugene's UGB.
- Be contiguous to Eugene's City limits or separated from the City limits only by public right-of-way or a stream, bay, lake or other body of water.
- Be consistent with applicable policies of the Metro Plan and in any applicable refinement plans.
- Result in a boundary in which the minimum level of key urban facility and services can be provided in an orderly, efficient and timely manner. This means the property must generally be located within 300 feet of services (such as water, wastewater, streets) or the property owner must be willing to extend those services to the property at their own cost.

The City's annexation procedures provide for public notice of the proposed annexation to owners and occupants of properties located within 500 feet of the property proposed for annexation and the applicable neighborhood association. Typically, less complex annexation requests are placed on Council's consent calendar; however, any annexation application can be pulled by a Councilor for discussion, or if necessary, set for a public hearing at the discretion of the Council. To date, the vast majority of annexation applications have received little to no testimony and were approved by Council without a public hearing.

Annexation Triggers

The Metro Plan and state laws support the premise that as land develops inside the UGB, it should do so at urban levels, served by urban services. As such, when a development proposal would increase the demand for urban services, property owners are typically required to annex the property into the City in order to receive the necessary City utilities and services.

Common triggers for annexation include subdivision of land to enable the development of additional housing, construction of a new house on a vacant lot, development of middle housing (duplexes, triplexes, fourplexes, townhouses and cottage clusters), and new commercial or industrial development. Types of activities that do not require annexation include additions to an existing use (such as adding a shop, bedroom, deck, fence or new windows), property line adjustments, and construction of accessory dwelling units. The sale of a property does not trigger annexation.

Annexation in the River Road and Santa Clara Neighborhoods

Although there is unannexed property throughout the UGB, the River Road and Santa Clara neighborhoods are unique in that they encompass a higher percentage of unannexed properties than other areas of the City, including many that are developed with housing. This is in part

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because many of the properties in the River Road Santa Clara area were developed under Lane County regulations prior to the establishment of the UGB and adoption of the Metro Plan policies regarding compact urban development, key urban service provision and annexation.

Additionally, prior to 2008, when Lane County Local Government Boundary Commission was the approving body for annexations, properties were not required to be contiguous to Eugene's City limits to be annexed. This resulted in the patchwork of annexed properties seen today in the River Road and Santa Clara neighborhoods. Many properties in these areas are still not contiguous with the current City limits. As such, annexation is not possible for many, even if property owners are willing and ready to annex.

In the 1980s, under orders from the State of Oregon to mitigate groundwater pollution problems from septic systems, the City of Eugene provided sanitary sewer service to the River Road and Santa Clara areas without first requiring annexation. While, as noted above, the City typically relies on development activity to trigger annexation requests, many properties in these neighborhoods are developed, receive City sewer service and remain unannexed. The City of Eugene absorbs some service costs through providing some level of service to these areas, such as police, fire and planning. This situation has created inefficiencies in the provision of other urban services as well as a lack of clarity and certainty for residents, service providers and staff.

Street Annexation

Annexation applies to rights-of-way as well as private properties. There are street rights-of-way that run through Eugene's UGB that have not been annexed. Since the Metro Plan anticipates that all land inside Eugene's UGB will eventually be part of the City, it makes sense to transition streets providing access and utilities to properties within the City limits into the City. Annexing streets into the City and the acceptance of maintenance and operations responsibility for those streets by the City (typically accomplished through a separate jurisdictional transfer process, discussed in greater detail below) allows the City greater control over water and sewer line extension and repair, storm drainage, infrastructure operations, maintenance, and planning, traffic speed control, and traffic and parking enforcement. As urban development continues and private properties are annexed, there is more opportunity and a greater public need for assuring connectivity and access.

Transferring the maintenance and operational responsibility for the streets within the right-of-way from Lane County to the City is a two-step process described in state law. The first step is annexation, which brings the right-of-way inside City limits but does not affect the responsibility for maintenance and operation of the street. Once annexation is complete, a jurisdictional transfer of the public infrastructure may be proposed by the County or requested by the City. Jurisdictional transfer of the county road and the public infrastructure to the City will give the City authority for the street and other infrastructure within the public right-of-way

Staff have been working cooperatively with Lane County to review areas of the UGB and identify opportunities to annex public rights-of-way to bring more Lane County streets into the City limits (and request jurisdictional transfer from the County). City Council has seen several of these annexation and jurisdictional transfer requests recently and will likely continue seeing these on the council agendas over time.

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Urban Growth Strategies

As noted above, one of the benefits of annexation is the opportunity to facilitate more housing production on residential land, as annexation is required for the development of most housing. As part of the [Urban Growth Strategies](#) project, staff have compiled a list of possible actions to address Eugene’s current and future housing needs and increase housing production, affordability and choice. One of the possible actions included on this list is to encourage voluntary annexation of residential land contiguous to City limits to support infill housing development. As part of this action, the City could pursue a mix of support and incentives, which could include:

- Targeted annexation of street segments to support infill housing development by creating contiguity with the City limits for properties that may wish to annex but are not currently contiguous.
- Offering adjacent property owners the opportunity to annex in conjunction with a street annexation process at no cost (including application preparation).
- Sharing information with property owners (including those adjacent to City street annexation projects) on the potential benefits of annexation, including potential for future housing development upon successful annexation.
- Considering financial incentives for voluntary annexation, such as
 - waived annexation application fees,
 - tax differentials (a provision which provides for phasing in the City’s tax rate over a period not to exceed 10 years.)
 - application preparation assistance
 - reduced fees

The list of possible actions to facilitate the production of housing, including encouraging voluntary annexation, will be further refined over the next year based on feedback from the community, City staff, Planning Commission, and City Council. Staff intend to share the full list with City Council for feedback in early 2025 and seek direction in late 2025/early 2026.

RELATED CITY POLICIES

There are numerous policies related to annexation in the Eugene-Springfield Metropolitan General Plan (Metro Plan), the Eugene 2035 Transportation System Plan and the River Road Santa Clara Neighborhood Plan. These are provided in Attachment C.

PREVIOUS COUNCIL DIRECTION

[April 22, 2024 Work Session](#)

Councilor Keating, seconded by Councilor Groves, moved to hold a work session before January 1, 2025 to discuss possible options for addressing on-street parking issues in the River Road and Santa Clara areas and a separate work session to discuss voluntary annexations.

Passed 7:1 (Opposed by Councilor Semple)

COUNCIL OPTIONS

Information only.

CITY MANAGER'S RECOMMENDATION

None.

SUGGESTED MOTION

None.

ATTACHMENTS

- A. City of Eugene Ward Boundaries Map
- B. Annexation Facts and Figures
- C. Related City Policies

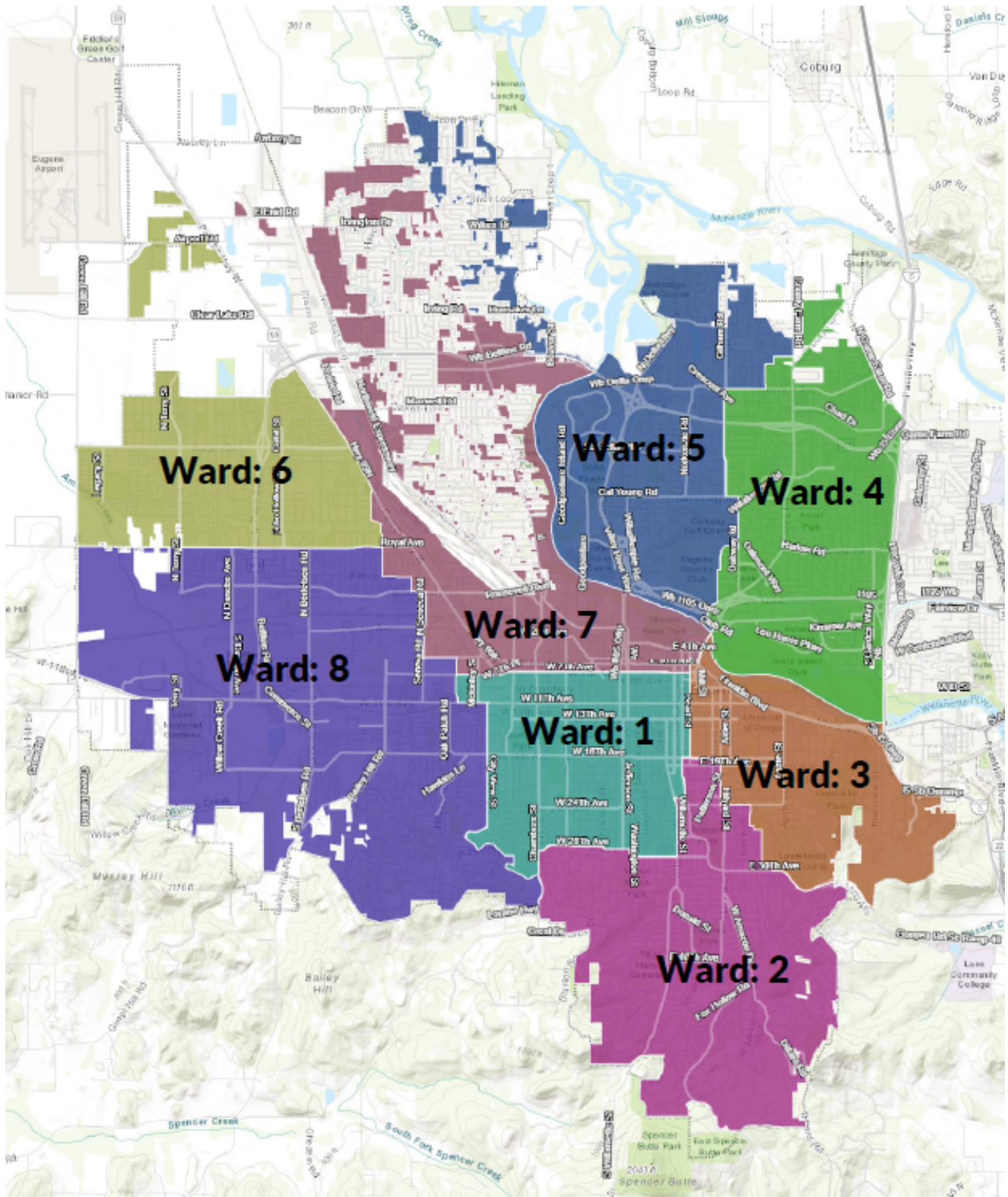
FOR MORE INFORMATION

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Ward Boundaries 2022

ATTACHMENT A





Annexation Facts and Figures

How much of land within Eugene’s Urban Growth Boundary is within the City Limits?

Within Eugene’s urban growth boundary (UGB), approximately 80 percent of the land is within the city limits. Within the River Road and Santa Clara neighborhoods (inside the UGB), approximately 44 percent of the land is within the city limits. Approximately 87 percent of street miles within the Eugene UGB are within the city limits.

What percentage of the City’s buildable land inventory is not annexed?

As of 2021, 40 percent (833 acres) of the Low and Medium Density Residential land identified as vacant or partially vacant in Eugene’s buildable land supply is unannexed, which likely means that a large portion is not served with the utilities necessary to annex and realize the development potential.

How many annexation applications are approved annually by the City Council?

Between 2008-2023, an average of seven applications were approved each year.

How much does it cost to submit an annexation application?

The City application fee is \$5,155.70, which covers a portion of staff time for processing the application. In addition, an applicant must hire a registered land surveyor to prepare a legal description of the property proposed for annexation, and most applicants typically hire a private consultant to prepare and file the application. Anecdotally, staff have heard that consultant fees can range from \$5,000 to \$15,000 depending on the size and complexity of the proposal.

What triggers the need for annexation?

Development that would increase the demand for urban services typically triggers the need for annexation. Examples include:

- Subdivisions, partitions and zone changes
- New dwellings, such as a new home on a vacant lot or the creation of middle housing.
- New commercial or industrial development

What type of activity does not trigger annexation?

Examples include:

- Accessory dwelling units
- Additions, remodels or expansion of existing dwellings (including bathrooms, kitchens, bedrooms)
- Any improvements to residential lots which do not involve a residential dwelling, including garages, sheds, accessory buildings, landscape features, driveways, walls, fences, pools, sports courts, etc.
- Property line adjustments
- Land divisions which will not enable development of additional dwellings
- Agricultural related uses

What are Key Urban Services?

The Metro Plan defines the minimum level of key urban services as the following: wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis.

Wastewater Service: Within the city limits, Eugene relies on a combination of regional and local services for the provision of wastewater services. Eugene provides collection of wastewater through a system of sanitary sewers and pumping systems, which connects to a regional system of similar sewer collection facilities owned and operated by the Metropolitan Wastewater Management Commission. Except for the River Road and Santa Clara areas, developed unannexed properties are typically served by on-site septic systems.

Stormwater Service: The City of Eugene generally provides public stormwater service within the city limits, although there are also public stormwater systems owned by Lane County.

Transportation: Eugene, Lane County and the State of Oregon all own streets that provide access to properties within the city limits. For the River Road and Santa Clara area inside the UGB, the City of Eugene generally provides maintenance to all streets south of Beltline and Lane County provides maintenance to all street north of Beltline, through an intergovernmental agreement.

Solid Waste Management: Collection service within the UGB is provided by private firms. The City of Eugene licenses haulers within the city limits. Regional disposal sites are operated by Lane County.

Water Service: EWEB is the water service provider in the City of Eugene. Outside of the city limits, water is typically provided by special service districts. Some districts contract with EWEB to provide water. For instance, the River Road Water District and the Santa Clara Water District purchase water from EWEB to serve development within their district boundaries, and EWEB provides billing, administration and maintenance for the districts.

Fire and Emergency Medical Services: Eugene Springfield Fire provides fire and emergency services within the city limits. The City of Eugene contracts services with CAHOOTS for service inside the city limits. For unannexed properties within the UGB, ESF does respond but the level of response is based on the location of the property. For calls within contract districts (such as the River Road Water District), ESF provides the same level of service as provided inside the city limits. For calls outside of contract districts, such as the Santa Clara area served by Lane Rural Fire, ESF has mutual aid agreements to respond. Over the last fiscal year, seven percent of the calls ESF responded to within Eugene's UGB were outside of the city limits.

Police Protection: Within the city limits, police protection is provided by City of Eugene Police Department (EPD). The Lane County Sheriff's Office provides protection outside of the city limits. Through a mutual aid intergovernmental agreement with Lane County, EPD does respond to calls to annexed property inside the UGB. For unannexed areas, in the past 38 months, EPD calls for service

outside account for one-percent of the department's responsive call volume. The majority of the calls (72 percent) are initiated by EPD officers, and primarily traffic stops and patrol checks.

City-Wide Parks and Recreation Programs: Within the city limits, parks and recreation programs are provided by the City of Eugene. Within the River Road area, the River Road Park and Recreation District provides park and recreation services to unincorporated residents.

Electric Service: Within the city limits, EWEB provides electrical service. For unannexed properties, service is provided by EWEB or a local electric cooperative, depending on the location.

Land Use Controls: The City of Eugene provides planning and building permit services for all properties located within the Eugene's urban growth boundary. For unannexed properties, the City of Eugene provides these services through an intergovernmental agreement with Lane County.

Communication Facilities: A variety of telecommunications providers offer communications services throughout the Eugene/Springfield area.

Public Schools: Properties with Eugene's urban growth boundary are served by Eugene 4J School District, Bethel School District and Junction City School District. School district boundaries do not change due to annexation.

Do property taxes increase when a property is annexed to the City?

Yes. City taxes are higher than the taxes in unincorporated areas, to account for the higher level of services. For an idea how taxes may change for properties in River Road, Santa Clara and the Industrial Corridor, the City's Annexation Property Tax Estimator tool is available here <http://pdd.eugene-or.gov/Home/PropertyTaxEstimator>.

Would the annexation of more properties help solve the City's budget gap?

This idea is unlikely to help fill the City's budget gap because it is anticipated that taxes on newly annexed properties would not cover the cost of providing city services to the property, and because annexation occurs incrementally over time. For more information, see Attachment B.1, which is a report prepared for the City's Finance Investigative Team (updated in 2019) while exploring potential revenue sources to fund city services. This report was also included in the City's 2023 Staff Revenue Team Revenue Options Report

Title: River Road/Santa Clara Annexations (Updated April 2019)

Description: A large number of unincorporated properties within Eugene’s Urban Growth Boundary are located in the River Road/Santa Clara (RR/SC) and the Industrial Corridor Community Organization (ICCO) areas. These properties now receive services from several special districts and Lane County. There are also many properties in RR/SC and ICCO that are within the City and receive City services. The patchwork character of unincorporated and City properties make service delivery among properties in these areas difficult, inconsistent and inefficient.

The Eugene/Springfield Metropolitan Plan, adopted by Eugene, Springfield and Lane County, includes policies that encourage annexation as the preferred means of providing urban-level services for new development and for a city to be the providers of these services within its Urban Growth Boundary. The Lane County Code, which the City administers through an urban transition agreement, requires owners of unincorporated property to agree to annex for land divisions, zone changes, new commercial or industrial development, new dwellings and any other activity that increases demand for services. Annexation is not required for accessory dwelling units, minor property improvements, residential outbuildings, room additions, home remodeling or other activities that do not increase demand for services.

State law governs how annexations may occur. To be eligible for annexation a property must be contiguous with city boundaries or separated only by a right-of-way. All property owners and at least 50% of residents on a property must consent to annexation. There are numerous unincorporated islands in the area and state law allows such island properties to be annexed without consent; however the Metro Plan and City policy promote that annexations occur on a voluntary basis, rather than city initiated actions.

After annexation, a property is removed from any special districts and no longer pays special district taxes. The property then receives full city services and is subject to all city property taxes. The property tax paid by newly annexed properties does not quite cover the marginal costs of extending city services to the property, on average. State law allows taxes to be deferred up to ten years.

How could this idea help solve a budget gap? This idea is unlikely to help fill a budget gap because it is anticipated that taxes on newly annexed properties would not cover cost of extending city services to the property.

What are some potential benefits? The RR/SC and ICCO areas are currently a patchwork of incorporated and unincorporated properties. Additional annexations would consolidate incorporated properties and improve urban service delivery and service efficiencies.

What are some drawbacks? If taxes were deferred for up to ten years to encourage more annexations, there would be a significant deficit between the costs of providing the services and the revenues received. Property taxes would go up for those that are annexed.

What are longer-term or indirect implications from this idea? If the RR/SC and ICCO areas were entirely annexed, City service delivery would benefit due to increase efficiency. Residents in areas would benefit from consistent availability of urban-level services to their properties. Special districts in the areas would experience a loss of significant property within their boundaries, and community members are concerned about what happens to those districts and their community assets.

Financial Impact on City from Annexations

Updated: 4/16/2019

Goal: Estimate potential financial impact on the City of large-scale annexation in the River Road/Santa Clara/Industrial Corridor Community Organization areas

Key Assumptions: All City services are provided at the same cost per capita as current City services. Annexation brings in property tax revenues at (i) full City permanent tax rate or (ii) a "hold harmless" tax rate that maintains pre-annexation total tax rate for a period of up to 10 years as an annexation incentive. Annexed properties also generate the same per capita amount of other General Fund revenues per capita

Results: Revenues generated from annexing the area would be insufficient to pay the cost of providing the services, even at the full City tax rate. If a "hold harmless" rate is used as an annexation incentive, the shortfall would be even greater.

	Percent of RR/SC/ICCO Area Annexed			
	100%	75%	50%	25%
Assessed Value Annexed Area	\$ 1,504,000,000	\$ 1,128,000,000	\$ 752,000,000	\$ 376,000,000
Population Annexed Area	18,012	13,509	9,006	4,503
Total General Fund Revenues from Annexation				
At Full City Permanent Tax Rate	\$ 14,500,000	\$ 10,860,000	\$ 7,240,000	\$ 3,620,000
At "Hold Harmless" Tax Rate	\$ 8,240,000	\$ 6,170,000	\$ 4,120,000	\$ 2,060,000
Cost of Current Services	\$ 15,690,000	\$ 11,760,000	\$ 7,840,000	\$ 3,920,000
Surplus / (Deficit)				
At Full City Permanent Tax Rate	\$ (1,190,000)	\$ (900,000)	\$ (600,000)	\$ (300,000)
At "Hold Harmless" Tax Rate	\$ (7,450,000)	\$ (5,590,000)	\$ (3,720,000)	\$ (1,860,000)

Related City Policies

Eugene Springfield Metropolitan Area General Plan (Metro Plan)

Growth Management Policies

1. The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.

8. Land within the UGB may be converted from urbanizable to urban only through annexation to a city when it is found that:
 - a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner.
 - b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the *Metro Plan*.

9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.

10. Annexation to a city through normal processes shall continue to be the highest priority.

11. The tax differential concept, as provided for in ORS 222.111 (2), shall be one mechanism that can be employed in urban transition areas.

12. Police, fire and emergency medical services may be provided through extraterritorial extension with a signed annexation agreement or initiation of a transition plan and upon concurrence by the serving jurisdiction.

15. Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.

17. As annexations to cities occur over time, existing special service districts within the UGB shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts.

21. Cities shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard annexation is required.

Residential Land Use and Housing Element

- A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.

Public Facilities and Services Element

- G.1 Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-C, relevant policies in this chapter, and other Metro Plan policies.
- G.26 Wastewater and water service shall not be provided outside the UGB except to the following areas, and the cities may require consent to annex agreements as a prerequisite to providing these services in any instance:
- a. The area of the Eugene Airport designated Government and Education on the *Metro Plan Diagram*, the Seasonal Industrial Waste Facility, the Regional Wastewater Biosolids Management Facility, and agricultural sites used for land application of biosolids and cannery byproducts. These sites serve the entire metropolitan area.
 - b. An existing development outside the UGB when it has been determined that it poses an immediate threat of public health or safety to the citizens within the UGB that can only be remedied by extension of the service.

In addition, under prior obligations, water service shall be provided to land within the dissolved water districts of Hillcrest, College Crest, Bethel, and Oakway.

Definitions

24. Key urban facilities and services:

Minimum level: Wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served).

Full range: The minimum level of key urban facilities and services plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services.

49. Tax differential: Tax differential is a provision in Oregon city annexation law which provides an opportunity to phase in the city's tax rate over a period not to exceed 10 years. The proposal is specified at the time of annexation and cannot be modified thereafter.

Eugene 2035 Transportation System Plan

Cost Effectiveness and Finance Policies:

3. In collaboration with ODOT and Lane County, develop criteria that trigger logical phased jurisdictional transfer of streets and highways.

River Road Santa Clara Neighborhood Plan (2024)

Policy 5.5 Public Right-of-Way Management: City and County will continue to cooperatively work towards addressing jurisdictional issues in the right of way, including parking, maintenance, street improvements, and annexation issues.

Policy 17.4 Annexation: Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.