



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

September 14, 2026

5:30 p.m. CITY COUNCIL WORK SESSION

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

**Meeting of September 14, 2026;
Her Honor Mayor Kaarin Knudson Presiding**

Councilors

Lyndsie Leech, President
Matt Keating
Alan Zelenka
Greg Evans

Eliza Kashinsky, Vice President
Randy Groves
Jennifer Yeh
Mike Clark

5:30 p.m. CITY COUNCIL WORK SESSION

1. WORK SESSION: Urban Growth Strategies Adoption Package #1

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El Consejo de la Ciudad de Eugene agradece su interés en estos puntos de la agenda. La sala de reuniones del ayuntamiento es accesible para sillas de ruedas. Para personas con dificultades auditivas, se puede proporcionar un intérprete con 48 horas de anticipación. También se puede proporcionar interpretación al español con 48 horas de aviso. Para organizar estos servicios, contacte a la Oficina del Gerente de la Ciudad al 541-682-5010. Las reuniones del Consejo de la Ciudad se transmiten en vivo por Metro Televisión, Canal 21 de Comcast y se vuelven a emitir durante la semana.

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EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Urban Growth Strategies Adoption Package #1

Meeting Date: September 14, 2026
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Rebecca Gershow, Heather O'Donnell &
Leah Rausch
Phone: 541-682-5635

ISSUE STATEMENT

At this work session, staff will provide City Council with an overview of the Urban Growth Strategies (UGS) Adoption Package #1, which implements state requirements, direction given by the Council in November 2025 and April 2026, and the Planning Commission's recommendation from July 28, 2026. The City Council's public hearing on UGS Adoption Package #1 is scheduled for October 19, 2026. Council deliberations and possible action are tentatively scheduled for November 23, 2026. This work session is informational only. No action is requested at this time.

BACKGROUND

Eugene is undertaking 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. Prior to the start of the formal adoption process, the Eugene Planning Commission participated in ten work sessions and the Eugene City Council participated in five work sessions on Urban Growth Strategies. Those work sessions informed the development of these land use code amendments. Most recently, staff presented a project update to City Council on [May 18, 2026](#).

According to the 2026 Oregon Housing Needs Analysis, Eugene needs nearly 26,000 new homes over the next 20 years. Through Urban Growth Strategies, City Council will consider a series of housing, compact development, and job actions to work towards meeting the City's housing needs as well as needs for jobs and public lands.

Urban Growth Strategies includes several components:

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, which guide land use planning in Eugene.
3. **Housing and Jobs Needs and Actions:** Take actions to address identified needs, especially those related to housing production, affordability, and choice.

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4. **Land Supply Studies:** Complete a technical analysis of the land needed for jobs, housing, and other urban uses (such as parks, schools, and infrastructure).

The focus of this agenda item summary (AIS) is Urban Growth Strategies Adoption Package #1, the first set of land use code amendments implementing state law requirements and housing and jobs actions, which are a necessary step in urban growth boundary (UGB) planning. The proposed code amendments in Adoption Package #1 are intended to remove barriers to housing and jobs development, increase housing choice, and to comply with state law requirements. The amendments in Adoption Package #1 were the subject of a Planning Commission Public Hearing held on June 23, 2026. On July 28, 2026, the Planning Commission voted to recommend that the Council approve Adoption Package #1.

The major components of Urban Growth Strategies Adoption Package #1 are summarized below, with more information included in **Attachments A-C**:

- **Establishing new development standards for micro village housing and Single Room Occupancies (SROs).**

These proposed code amendments would permit micro village housing and single room occupancy (SRO) developments in all residential, commercial, and special area zones that allow housing. The proposed SRO standards respond to recent changes in state law regulating SROs, whereas micro village housing is proposed as a new housing type in response to input from shelter providers and housing developers. Both housing types provide flexibility to respond to local needs. Creating micro village as a new housing type would allow this model to be used as rental or homeownership housing, rather than only as temporary shelter.

The development of either type of housing would result in very small housing units established on a shared lot, with shared facilities and amenities. Both housing types permit small-scale, community-oriented housing, offering more affordable and flexible rental and homeownership options. Micro village housing would be limited to 400 square feet per dwelling, with a size bonus of up to 600 square feet for accessible units and units affordable to households earning less than 80 percent of the area median income. SROs do not include a size limitation, other than the minimum habitability standards established in the state building code.

As required by state law, four to six attached or detached SRO units would be allowed anywhere that single-unit detached housing is allowed. Where multi-unit housing is allowed, SROs are allowed at a 4:1 density ratio, as is already established in Eugene's code (i.e., 12 SRO units equal three dwellings for the purposes of calculating density). Micro village housing developments must include at least eight dwellings and one common building. The proposed micro village standards also utilize the 4:1 density ratio to calculate maximum density. Distinct from SROs, micro village housing would allow some neighborhood commercial uses to support on-site services and workforce development opportunities.

- **Updating middle housing development and land division standards.**

These proposed code amendments include changes to reduce the cost and complexity of developing middle housing, changes to improve clarity and resolve issues during building permit plan review, changes required to comply with and implement new state law requirements and changes to align Eugene's middle housing requirements with the state's

adopted Model Housing Code for Large Cities. For example, as required by state law, the proposed code amendments would allow additional “bonus” middle housing units, which are additional dwellings in a middle housing development that are allowed if the middle housing development includes either one or more accessible units or units available to purchase by households earning less than 120 percent of the area median income.

The proposed code amendments would provide relief from or reductions in certain development standards for projects with bonus units (i.e., allow larger buildings and a larger development area), prohibit trash and recycling collection in setback areas, remove architectural feature requirements for townhouses, allow certain existing dwellings that are being retained on a site with middle housing to be included in a middle housing land division and located on their own small lot, and streamline middle housing and expedited land division procedures.

- **Increasing the maximum allowed building height in the R-1 Low-Density Residential Zone from 30 feet to 35 feet.**

The proposed code amendments would increase the maximum allowed building height from 30 feet to 35 feet in the R-1 Low-Density Residential Zone for all housing types except cottage clusters and accessory dwellings. This proposed change is consistent with the State’s adopted Model Housing Code for Large Cities and with height standards adopted by other Oregon cities, such as Springfield, Salem, and Bend.

There are several factors to consider when reviewing a potential height increase in the R-1 zone, including but not limited to the additional height already allowed for 6:12 pitched roofs; that the proposed code amendments include an additional ten foot height above the maximum height for middle housing bonus units (as described above); and that House Bill 1537 (2024) requires cities to allow a 20 percent or one-story (whichever is greater) increase in height above the base maximum height for certain residential projects (until the bill sunsets in 2032). Additionally, the state recently published draft Oregon Administrative Rules required to implement HB 2258 (2025) and the “Oregon Homes” program, and it is currently unclear what impact these new rules would have on local height restrictions.

- **Allowing adult and child day care centers and day care homes as permitted uses (outright or with certain restrictions) in more zones.**

These proposed code amendments include family child care and adult day care homes in residential, commercial, and certain special area zones; child care and adult day care centers in residential zones that allow the construction of multi-unit housing, commercial zones, and industrial zones (except heavy industrial); and child care centers co-located with certain public and semi-public uses in all residential and commercial zones, the public land zone, certain special area zones, and as a conditional use in employment and industrial zones. The proposed amendments related to child day care respond to recent changes in state law to reduce barriers to childcare.

- **Allowing residential treatment facilities, residential treatment homes, and similar uses, as permitted uses in more zones.**

The proposed amendments would align Eugene’s code with recent changes in state law to reduce barriers to residential-care type housing by treating smaller residential care-type homes the same as single-unit housing and by treating larger residential care-type facilities

the same as multi-unit housing, thereby allowing the residential-care uses outright in the same zones as these residential uses. Although the law allows for some nuance in where each of the residential-care type uses must be allowed, the proposed approach is to treat uses providing similar services similarly, by allowing them in the same zones (e.g., by allowing residential treatment facilities and residential training facilities in the same zones).

- **Streamlining some residential land use application processes.**

To comply with state law requirements, these proposed code amendments add a new expedited process for the following applications in residential or mixed-use zones: zone changes that result in a higher residential density, residential planned unit developments, and variances from a residential standard. A new process is necessary because, for instance, state law now limits the public notice that the City can provide for these applications and prohibits the City from holding a public hearing prior to the initial local decision on the application. The new expedited process is similar to the Type II land use application procedures, which is a Planning Director approval level.

- **Allowing three-year extensions of the expiration date for certain land use approvals.**

The proposed package includes an ordinance extending the expiration dates of the following types of land use applications for three years: Type II and Type III land use approvals such as subdivisions and zone changes; and Expedited Land Division and Middle Housing Land Division approvals. The three-year extension is proposed in response to the housing crisis and to remove barriers to housing and job development. City Council previously adopted similar three-year extensions to comparable land use approvals in 2020 as an economic recovery tool in response to the impacts from the COVID-19 pandemic, and in 2009 in response to the economic challenges brought on by the Great Recession.

Community Engagement Informing the Proposed Code Amendments

Urban Growth Strategies work has included extensive community engagement beginning in 2024 with housing and development stakeholders, people from underserved communities, and the general public. The [2024 Engagement Summary \(pdf\)](#) and [2025 Engagement Summary \(pdf\)](#) highlight key takeaways that informed the development of these code concepts, including the urgent need for more housing affordability, increased housing choice with access to goods and services, more options for people experiencing homelessness, and reducing regulatory barriers to housing and jobs development. The 2026 Engagement Summary will be available prior to the public hearing.

Procedural Summary

The proposed land use regulations included in Urban Growth Strategies Adoption Package #1 are subject to Type V (legislative) application procedures ([EC 9.7500 through EC 9.7560](#)) as well as the approval criteria in [EC 9.8065](#). The legislative process includes formal public notice and a hearing before the Planning Commission, which took place on June 23, 2026. The City Council will hold its own public hearing, scheduled for October 19, 2026, before taking final action on the proposed amendments. The findings addressing the approval criteria will be provided to City Council prior to its public hearing.

Planning Commission Recommendation

Following the June 23, 2026, public hearing, the Planning Commission met twice, on July 14, 2026, **September 14, 2026 Work Session – Item 1**

and July 28, 2026, to deliberate on the proposed code amendments in Urban Growth Strategies Adoption Package #1. The Planning Commission voted 5:0:1 to recommend that the City Council approve the proposed code amendments in Urban Growth Strategies Adoption Package #1, with the changes outlined in Recommendations 1-8 and 10 of Attachment H to the AIS for the July 28, 2026, Planning Commission meeting (**Attachment D**).

The Planning Commission recommended the following changes to the proposed code amendments:

- Allow Micro Village Housing and Single Room Occupancy in the S-W Whiteaker Special Area Zone in addition to the other recommended zones.
- Clarify that the University area number of bedroom limitation does not apply to SROs.
- For Micro Village Housing, reduce the minimum dimension requirement for indoor open space.
- Make minor text corrections to update terminology related to Residential Treatment Facilities and Homes.
- Clarify Accessible and Adaptable Dwellings (for Middle Housing).
- Add Middle Housing code clarifications regarding pedestrian paths.
- Revise Middle Housing cottage cluster proposal to align with draft Oregon Administrative Rules.
- Revise the Middle Housing townhouse requirements for maximum vehicle area width, allowable parking locations, and access.
- Correct minor typos, formatting issues, and numbering across the proposed code amendments.

The Planning Commission chose to retain the proposed 35-foot R-1 maximum building height in Adoption Package #1. Following the Planning Commission public hearing, staff recommended that the Planning Commission remove the proposed 35-foot height limit from Adoption Package #1 and direct staff to bring a new height proposal to the Commission as part of a later adoption package. However, Planning Commission recommended that the Council approve the original proposal to increase the base maximum building height in the R-1 zone from 30 feet to 35 feet.

For more information, see the [Planning Commission AIS from July 28, 2026 \(pdf\)](#), and a [recording of the meeting](#).

Record of Materials for Council Consideration

A link to all record materials for Urban Growth Strategies Adoption Package #1, including public testimony, as well as a printed copy of the materials, will be made available to the City Council in advance of the October 19, 2026 public hearing. As a courtesy, materials will also be available on the project website, and the complete record will be available for review by the public at the City of Eugene's Permit and Information Center at 99 W. 10th Avenue.

NEXT STEPS

A public hearing on Adoption Package #1 is scheduled for October 19, 2026. City Council deliberations and possible action on Adoption Package #1 are scheduled for November 23, 2026. Council must act on Adoption Package #1 before the end of the year to comply with state law requirements.

Community members are encouraged to speak at the upcoming public hearing and to send their written comments to UGS@eugene-or.gov. All written comments received on or before October 6, 2026, at 5pm will be included in the materials provided to the City Council prior to the public hearing. Written comments received after October 6, 2026 at 5pm will be provided to the Council in advance of action.

Upcoming adoption packages

The formal adoption process for **Urban Growth Strategies Adoption Package #2** is scheduled to begin this October. The major components of this next adoption package include five new Envision Eugene Comprehensive Plan chapters, a new Land Use Designation Map, the adoption of two Climate-Friendly Areas, and additional housing and jobs actions to remove barriers to development and to increase the capacity of land inside Eugene's existing urban growth boundary. A joint Eugene/Lane County Planning Commission Public Hearing on Adoption Package #2 is planned for November 2026.

This Fall, the Planning Commission will also begin holding work sessions on **Urban Growth Strategies Adoption Package #3**, with a Council work session anticipated in December. Adoption Package #3 will include additional housing and jobs actions, Residential and Employment Land Supply Studies, as well as supporting plan and code amendments. State rules require the City to adopt a Housing Capacity Analysis (part of the Residential Land Supply Study) by December 31, 2027.

Also in 2027, the Housing Production Strategy will be brought to decision-makers, and with an updated land supply study complete, staff will begin analyzing whether and which land is necessary to include in an urban growth boundary expansion. Any land need that must be accommodated by a UGB expansion will be brought to the Planning Commission and City Council in time for Council to act by the end of 2030.

There are a number of housing and jobs actions underway as part of Urban Growth Strategies, [summarized here by anticipated action date \(pdf\)](#). A full [project timeline \(pdf\)](#) and background information on the Urban Growth Strategies project is available on the [project webpage](#).

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 following strategies within the City's 2026-2028 Strategic Plan Framework:

- Thriving, Livable Community
 - Expand Economic and Job Opportunity for Shared Prosperity
- Housing and Homelessness

- Increase and Accelerate Production of Diverse Housing Types
- Remove Barriers to Housing Production

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](#)
- [Eugene-Springfield 2025 Consolidated Plan](#)

PREVIOUS COUNCIL DIRECTION

City Council formally initiated this adoption process at two meetings:

[November 24, 2025 Meeting](#)

Councilor Evans, seconded by Councilor Leech, moved to initiate the proposed 2026 package of land-use plan and code amendments for Urban Growth Strategies, including: amendments to the Envision Eugene Comprehensive Plan; adoption of a parcel-specific Land Use Designation Map; amendments to the Eugene-Springfield Metropolitan Area General Plan and adopted refinement plans; and amendments to Chapter 9 of the Eugene Code to remove barriers and increase development capacity for housing and jobs, to encourage compact development, and to designate Climate-Friendly Areas.

Passed 6:0

[April 27, 2026 Meeting](#)

Councilor Leech, seconded by Councilor Kashinsky, moved to initiate a land use code amendment to extend unexpired Type II, Type III, Expedited Land Division and Middle Housing Land Division land use approvals for three years.

Passed 8:0

COUNCIL OPTIONS

This item is informational only.

CITY MANAGER'S RECOMMENDATION

This item is informational only.

SUGGESTED MOTION

None.

ATTACHMENTS

- Adoption Package #1 Summary: Proposed Actions
- Adoption Package #1 Detail: Single Room Occupancies and Micro Village Housing

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Development Standards

- C. Adoption Package #1 Detail: Middle Housing Code Updates
- D. Staff memo to Planning Commission: Urban Growth Strategies Adoption Package #1 Preliminary Recommendations (July 28, 2026)

FOR MORE INFORMATION

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Adoption Package #1 Summary

As a part of Urban Growth Strategies, Eugene is advancing specific actions in several different packages, to address needs for the next 20 years of housing and jobs. This is a necessary step in urban growth boundary (UGB) planning. According to the latest analysis from the State of Oregon, Eugene needs to build nearly 26,000 housing units in the next 20 years to meet the needs of the community.

On July 28, 2026, the Eugene Planning Commission recommended the following set of proposed land use code amendments (**Adoption Package #1**). This first group of actions for City Council consideration is primarily a series of legislative land use code amendments that are time-sensitive and are proposed both as actions to address some of the City's housing and employment needs, as well as required responses to recent state legislation.

Adoption Package #1 includes:

- Creating new development standards for micro village housing and single room occupancies (SROs) that would permit both housing types in all residential, commercial, and special area zones that allow housing. **Review more details on these code concepts in Attachment B.**
- Updates to middle housing development and land division standards, including changes to reduce the cost and complexity to develop middle housing, to improve clarity during plan review, to comply with recent changes to state law, and to align with the State's adopted Model Housing Code for Large Cities. **Review more details on these code concepts in Attachment C.**
- Additional changes to reduce barriers to housing and jobs development, explained further in **the code concept tables on the following pages**. They include:
 - Allow adult and child day care centers and day care homes to be permitted in more zones.
 - Allow residential treatment facilities, residential treatment homes, and similar uses to be permitted outright in more zones.
 - Increase the maximum allowed building height in the R-1 Low-Density Residential Zone.
 - Streamline some residential land use application processes.
 - Provide temporary extensions of the expiration date of certain land use approvals.

Action: Day Care

As a part of a series of proposed actions to reduce barriers to job development, this action would allow adult and child day care centers and day care homes to be permitted (outright or with use restrictions) in more zones. The proposed amendments related to child day care respond to recent changes in state law to reduce barriers to child care.

Type of Action	Code Concept/Outcome	Anticipated Zones	State Mandate (House or Senate Bill)
Expand Allowable Uses	Child day care – Add state-defined child care-specific uses and generally allow outright: - Family child care homes (less than 16 children) in residential, commercial, and relevant special area zones. - Child care centers co-located with a public-type institution (any number of children) in all residential and commercial zones, public land zone, relevant special area zones (with and without conditions), and with conditions in employment and industrial zones (except heavy industrial). - Child care centers (any number of children) in multi-unit, commercial, and industrial zones (except heavy industrial), and residential and employment zones with some conditions. Allow child care centers in R-1 Low Density Residential zone with a conditional use permit, like large day care is currently. Adult day care – Add adult day care center and adult day care home definitions to align with state child day care definitions and allow those uses in the same zones and in the same manner as child care centers and family child care homes are allowed.	Commercial, residential, special area, public land, employment, and industrial zones (except heavy industrial)	HB 3560 (2025)

Type of Action	Code Concept/Outcome	Anticipated Zones	State Mandate (House or Senate Bill)
Revise Development Standards	Day care – Remove special day care development restrictions of EC 9.5200. They cannot apply to child care and should not apply to adult day care if treating it the same as child care. Apply special use restrictions (e.g., size limitations) in employment/industrial zones and relevant special area zones to both child and adult day care.	Residential, special area, employment, and industrial zones	HB 3560 (2025)

Action: Residential Treatment/Care Homes and Facilities

As a part of a series of proposed actions to reduce barriers to housing development, this action would allow residential care homes and facilities in more locations around the city.

Type of Action	Code Concept/Outcome	Anticipated Zones	State Mandate (House or Senate Bill)
Expand Allowable Uses	Add state-defined residential treatment and training homes and facilities and generally allow outright on more properties. Simplify by allowing residential treatment homes or facilities and similar uses in the same manner as residential training homes or facilities. While state law provides some distinction between these types of uses, the proposed code amendments treat these uses the same since they are residential care-type uses that provide similar functions and only differ in the members of the community. Residential care home Add this new umbrella use and definition for smaller residential care-type homes, which incorporates the state-defined residential treatment homes and residential training homes.	All zones except heavy industrial	HB 2005 (2025), ORS 197.665, ORS 197.667 & recommendation

Type of Action	Code Concept/Outcome	State Mandate Anticipated Zones (House or Senate Bill)	
	• These homes provide residential care alone or along with treatment or training for up to five individuals. • Allow this use outright anywhere single-unit dwellings are allowed. • Do not add any more restrictions than would be required for a single-unit dwelling. • This use replaces the current use “Assisted Care” for 5 or fewer people living in the facility, and the current use “Residential Treatment Center.” Residential care facility • Add this new umbrella use and definition for larger residential care-type facilities, which incorporates the state-defined residential treatment facilities and residential training facilities. • These homes provide residential care alone or along with treatment or training for six or more individuals. • Allow this use outright anywhere multiple-unit dwellings are allowed (regardless of if they are allowed outright, subject to special development standards, or with land use application approval). • Continue to require this use to be subject to minimum and maximum density requirements as applicable. • This use replaced the current use Assisted Care for 6 or more people living in the facility, and the current use Residential Treatment Center. Remove existing Residential Treatment Center and Assisted Care definitions (replaced with residential care home and facility).		

Action: Building Height

As a part of a series of proposed actions to reduce barriers to housing development, this action would increase the maximum allowed height for most housing types in the R-1 Low-Density Residential Zone. This action is also described in **Attachment C**.

Type of Action	Code Concept/Outcome	State Mandate	
		Anticipated Zones (House or Senate Bill)	
Revise Development Standards	Maximum building height – Increase the maximum building height in the R-1 Low Density Residential Zone from 30 feet to 35 feet for all housing types (except for cottage cluster which remains at a maximum height of 25 feet and accessory dwelling units).	Low-Density Residential (R-1)	Recommendation (Consistent with the state’s Model Housing Code – Large Cities)

Action: Land Use Approvals and Applications Processes

As a part of a series of proposed actions to reduce barriers to housing and jobs development, this action would streamline some residential land use application processes as well as provide temporary extensions of the expiration date of certain land use approvals (Type II, Type III, Expedited Land Divisions, and Middle Housing Land Divisions) for three years.

Type of Action	Code Concept/Outcome	State Mandate	
		Anticipated Zones (House or Senate Bill)	
Revise Land Use Applications	Streamline some residential land use application processes – Add a new application process (similar to the existing Type II land use application process) for zone changes to a higher density, a residential planned unit development, or a variance from a residential standard. The application may not be for a final subdivision or partition plan and may not reduce the minimum density of the property.	Residential, commercial, and mixed-use zones and designations	SB 974 (2025)
Extension of Land Use Approvals	Temporarily extend land use approval expiration dates – Extend the expiration deadlines for certain land use application approvals that have not yet expired including Type II and Type III land use approvals, Expedited Land Divisions, and Middle Housing Land Divisions. The expiration deadline would be extended by 3 years for all development (e.g., housing and jobs).	All zones	Recommendation



Adoption Package #1 Detail: Single Room Occupancies and Micro Village Housing

The City of Eugene is proposing land use code changes that support Single Room Occupancies (SRO) and Micro Village Housing. Both types of housing would allow very small units to be built together on a shared lot, with amenities provided in a shared building.

The two types of housing are similar with key differences, described on the following page. Both housing types respond to needed housing in Eugene, including:

- Lower cost housing options than traditional apartments or single unit dwellings
- Smaller units for individuals or aging households
- Cooperative and community living options, including developments with on-site supportive services and onsite amenities
- Safe, comfortable units for people exiting homelessness

This document summarizes the proposed development standards for SROs and Micro Village Housing included in the 2026 Urban Growth Strategies **Adoption Package #1**. Table 1 on the following page compares key similarities and differences between the two housing types.

*August 2026 Update: On **July 28, 2026**, the Eugene Planning Commission recommended a set of proposed land use code changes creating new development standards for single room occupancies (SRO) and micro village housing. The Eugene City Council will consider the recommendation in Fall 2026 as a part of a larger package of land use code amendments.*

Review the complete Adoption Package #1 proposed code amendments at www.eugene-or.gov/UrbanGrowth.

Helpful Definitions

A full list of existing definitions in the Eugene land use code is available [here](#).

Community Building. A building intended for the shared use of residents in a development that provides space for accessory uses such as community rooms, guest housing, exercise rooms, day care, community eating areas, or picnic shelters. [Existing]

Dwelling. A building, or portion thereof, designed and used as a residence for occupancy by a person or persons. This includes both buildings constructed on-site and manufactured homes. [Existing]

Dwelling, Micro Village. A dwelling within a micro village development. Micro village dwellings are not multiple-unit dwellings or middle housing. Each dwelling includes a private bathroom and must have access to a kitchen, either in-unit or in a community building on the development site. [New]

Micro Village Development. A development site with a minimum of eight detached or attached micro village dwellings that includes one or more community buildings. [New]

Single Room Occupancy. A minimum of four attached or detached units that provide living and sleeping space for the exclusive use of one or more individuals and that are independently rented and lockable. Each unit must share either sanitary facilities or food preparation facilities with other units in the Single Room Occupancy (SRO). [Revised]

Table 1 below provides a high-level summary of the proposed land use code concepts for SROs and Micro Village Housing. Generally, SROs are defined in state law, which was updated in 2025 to include detached units.¹

Table 1. Summary of Code Concepts for SROs & Micro Village Housing

Concept	Single Room Occupancy Units	Micro Village Dwellings
Tenure (rent or own)	Must be independently rented per state law	Renter or owner-occupied
Occupants	Exclusive use of one or more individuals	No occupancy or household size limits applies. Dwellings are expected to be small in scale, commonly suitable for two adults.
Min/Max Size	- Proposed minimum size of 110 sq ft (to align with U.S. Department of Housing and Urban Development requirements) - Size is not established in state law other than minimum habitable space in building code (70 sq ft)	- Minimum dwelling size set by building code (190 sq ft) - Maximum size of 400 sq feet per micro village dwelling or up to 600 sq feet for affordable dwellings (0-80% of area median income) or accessible dwellings (Accessible or Type A - ANSI)
Configuration	Allow attached, detached (state law change in 2025), or mixed	Allow attached, detached, or mixed ²
Shared Facilities	Must share kitchen OR bathroom, as required by state law	- Allow private kitchen and bathroom (complete dwelling) with the option for shared facilities - Require bathrooms in-unit whether attached or detached
Common Space	Required to share either kitchen or bathroom facilities; no additional common space requirements	- Each micro village development must include a minimum of one community building for every 20 micro village dwellings - Community building(s) minimum size 225 sq/ft, with no dimension being less than 10 feet

¹ ORS 197A.430

² Micro village dwellings may be located within the common building.

Concept	Single Room Occupancy Units	Micro Village Dwellings
		- Open space requirement 15% of gross site area - Up to 50% of open space may be located in indoor recreation areas or community spaces
Zoning	Any residential, commercial, or special area zone that allows housing	Any residential, commercial, or special area zone that allows housing
Density + Number of Units	- Minimum of 4 units - Up to 6 units where single-unit detached homes are allowed 4:1 density ratio where multi-unit housing is allowed (state law is 3:1 minimum)	- Minimum of 8 dwellings 4:1 density ratio for calculating maximum density
Commercial Uses	- No special allowance for commercial uses in residential zones - Mixed-use permitted outright in commercial zones	C-1 Neighborhood Commercial Uses allowed outright or with a conditional use permit in residential zones - Mixed-use permitted outright in commercial zones
Other Development Standards	General development standards for pedestrian circulation, parking, and accessory buildings apply	- Community building required (see common space) - Accessory buildings allowed - General development standards for pedestrian circulation and parking apply
Conversions	SROs cannot be added to a site with an existing dwelling, but dwellings can be converted to an SRO	An existing dwelling can be converted into community building, attached micro village dwellings, or maintained as a single unit dwelling
Bicycle Parking (minimum)	0.25 long term spaces per SRO unit - Minimum of 4 spaces per development	0.25 long term spaces per micro village dwelling unit - Minimum of 4 spaces per development
Motor Vehicle Parking (maximum)	- Maximum of 1.25 spaces per dwelling (4 units are equal to 1 dwelling), which is roughly .31 spaces per SRO unit. A development with 8 SRO units would be allowed up to 3 off street parking spaces. - No minimum	- Maximum of 1.25 spaces per micro village dwelling unit. A development with 8 micro village dwelling units would be allowed up to 10 off street parking spaces. - No minimum



Adoption Package #1 Detail: Middle Housing

Eugene needs to build nearly 26,000 housing units in the next 20 years, according to the latest analysis from the State of Oregon, to meet the needs of the community. Years of housing discrimination in Eugene has caused housing insecurity for communities of color, indigenous communities, people with disabilities, and low-income communities. Supporting middle housing (like duplexes, triplexes, fourplexes, townhomes, and cottage clusters) is one way that the City of Eugene can increase housing affordability and choice for all people who call Eugene home. Middle housing is an important tool to fix decades of unfair housing practices and disparities.

This document outlines key proposed code updates for middle housing that are included in the 2026 Urban Growth Strategies **Adoption Package #1**. They build on the original code amendments adopted by the Eugene City Council in 2022. To see all the proposed code amendments for middle housing please view the [Middle Housing Code Concepts \(pdf\)](#).

August 2026 Update: On July 28, 2026, the Eugene Planning Commission recommended the following set of proposed land use code changes to revise middle housing development and land division standards. The Eugene City Council will consider the recommendation in Fall 2026 as a part of a larger package of land use code amendments.

Review the complete Adoption Package #1 proposed code amendments at www.eugene-or.gov/UrbanGrowth.

Types of Changes

The City is proposing changes to the land use code to align with state rules and guidance, reduce regulatory barriers and support development of all types of housing, including middle housing. These changes fall into three categories: minor technical improvements, mandatory changes, and staff recommended changes. The proposed code amendments aim to balance the community's need for more housing with other neighborhood qualities that Eugonians value.

Technical Improvements

Changes that increase the clarity of the land use code based on lessons learned from the last four years. Many of these minor technical improvements do not change the overall regulation but help to clarify its intent. These changes are the result of working with City staff and community members who use these regulations daily to develop middle housing. *Please note that these changes are not shown in the tables below.*

Mandatory Changes

Changes that are required by state law. The proposed changes respond to new requirements from [House Bill 2138](#) (2025 session) or the Climate Friendly and Equitable Communities program.

Mandatory changes to both middle housing development standards and middle housing and expedited land divisions are outlined in more detail in the [Middle Housing Code Concepts \(pdf\)](#).

Staff Recommended Changes

Staff recommendations for ways the City can improve middle housing affordability and choice. Many of these changes align the City's middle housing regulations with the State's model code, provide better clarity and improve usability of the code, and resolve issues with the existing code. Some of these changes also respond to needs expressed by the community for increased housing choice and more housing that is affordable.

Increase Affordability and Choice

Regulating middle housing comes with a spectrum of choices. For example, these proposed changes aim to increase affordability and choice by allowing taller building heights in low density residential areas and providing more flexibility regarding the building footprint for cottage clusters. Two options, as well as the current standards, are described below and outlined in **Table 1 (next page)**.

Building Height

In the Low-Density Residential Zone (R-1) the maximum allowed building height is 30 feet (up to 37 with a pitched roof). Staff have heard from community members who build housing that an additional five feet would help improve building costs and flexibility by allowing a full three stories of living area. The proposed code amendments include increasing the maximum building height in R-1 from 30 feet to 35 feet (up to 42 feet with a 6:12 pitched roof) for all housing types (except cottage clusters and accessory dwellings), as recommended in the State's adopted Model Housing Code for Large Cities.

Building Footprint & Floor Area – Cottage Clusters

Currently, a cottage in a cottage cluster, a type of housing where smaller homes are clustered around a central common space, is limited to a maximum footprint of 900 square feet and a maximum average floor area of 1,400 square feet. To align with recently published draft Oregon Administrative Rules (OAR) to implement HB 2258 (2025), the proposed code amendments include eliminating the maximum footprint and that cluster cottages be allowed to have an average maximum floor area of 1,400 square feet (this is subject to change based on final versions of the OARs).

Maximum Number of Attached Townhomes and Design Features

The City currently allows up to ten townhouses to be attached in the R-1 zone and requires that each dwelling include a wall that faces the street and has at least one architectural feature intended to improve the appearance of the structure, such as a porch. The proposed code amendments keep the maximum number of townhouses that are allowed to be attached at ten and remove the requirement for the architectural feature. Walls facing the street must still have a minimum percentage of windows and doors.



Image Caption: Townhouses in Eugene

Table 1. R-1 Low Density Residential Zone Building Height

Regulation	Current Standard	<i>Expand</i> Affordability and Choice
R-1: Maximum Building Height*	- Maximum 30 feet for all housing - Maximum 25 feet for cottage clusters	- Maximum 35 feet for single-unit detached - Maximum 35 feet for other middle housing types - No change for cottage clusters or accessory dwellings  Planning Commission Recommendation

*Current maximum allowed building height in the (R-1) Low-density Residential zone is 30 feet with an allowance of an additional 7 feet for roof slopes of 6:12 or steeper. The 7 feet allowance would be in addition to the proposed maximum.

Regulating Trash and Recycling for Middle Housing

Currently, the City does not regulate where middle housing developments store their trash and recycling. Based on feedback from the community about impacts from some trash and recycling in some middle housing developments, the proposed code amendments prohibit outdoor storage and trash and recycling collection areas in building setbacks. Currently, the City prohibits outdoor storage and trash and recycling collection areas in the minimum or maximum front yard setbacks or in required landscaping areas for other housing types (e.g. multi-unit housing) except single-unit dwellings, accessory dwelling units, and middle housing. This proposal does not require screening, as is required for multi-unit housing, to keep new regulation from increasing the overall building cost for middle housing.

Encouraging Homeownership and Accessible Middle Housing

In 2025, the State of Oregon passed House Bill 2138. This bill requires Oregon cities to expand middle housing options and provide incentives for affordable homeownership¹ and accessible² dwellings. To encourage affordable homeownership and accessible middle housing, the City must allow more flexibility in developable area, floor area, height, or density requirements when a new middle housing development includes at least one dwelling that is guaranteed to be affordable or constructed in a way that accommodates someone with a physical disability.

Described below and shown in **Table 2** are proposed additions to the land use code for four different incentives for qualifying middle housing projects (e.g., with affordable homeownership or accessible dwellings), as recommended in the State's adopted Model Housing Code for Large Cities:

Bonus Dwelling(s)

A qualifying middle housing development can include an additional dwelling (if they are building a duplex or triplex) or up to two additional dwellings (if they are building a fourplex, townhouses, or cottage cluster).

Building Height Bonus

The bonus dwelling(s) can exceed the maximum building height by 10 feet.

Lot Coverage

The City currently regulates how much of a lot can be covered by a building. A qualifying middle housing development can exceed the maximum lot coverage by an additional 10%.

Minimum Front Yard Setback

The current minimum front yard setback in the Low-Density Residential (R-1) and Medium-Density Residential (R-2) zones is 10 feet. This means that, currently, a dwelling cannot be within the first 10 feet from the front of the lot. The minimum front yard setback is reduced from 10 feet to 5 feet only for the bonus dwelling(s).

Table 2. Affordable and Accessible Incentives from the Model Housing Code

Housing Type	# of Affordable Homeownership or Accessible Dwellings to Qualify	Incentive: Bonus Dwelling(s)	Incentive: Height Bonus*	Incentive: Lot Coverage**	Incentive: Minimum Front Yard Set Back***
Duplex	1 dwelling	One Dwelling	Additional 10 feet	Additional 10%	5 feet

¹ Affordable homeownership, in this case, means that the dwelling has a covenant that ensures the dwelling is available for purchase by a household with an income below 120 percent of the area median income for at least 10 years.

² Accessible, in this case, means that the dwelling must be designed in a way that that allow independent use by residents with mobility impairments – without relying on aides or modifications – known as either Accessible or Type A Dwellings.

Housing Type	# of Affordable Homeownership or Accessible Dwellings to Qualify	Incentive: Bonus Dwelling(s)	Incentive: Height Bonus*	Incentive: Lot Coverage**	Incentive: Minimum Front Yard Set Back***
Triplex	1 dwelling	One Dwelling	Additional 10 feet	Additional 10%	5 feet
Fourplex	1 dwelling	Two Dwellings	Additional 10 feet	Additional 10%	5 feet
Cottage Cluster	1 dwelling	Two Dwellings	Additional 5 feet	Additional 10%	5 feet
Townhouse	1 dwelling	Two Dwellings	Additional 10 feet	Additional 10%	5 feet

*Current maximum building height is 30 feet in Low-Density Residential (R-1) and 35 feet in Medium-Density Residential (R-2). See Table 1, the proposed code amendments would increase the maximum building height in R-1 to 35 feet.

**Current maximum lot coverage is 60% in Low-Density Residential (R-1) and 75% in Medium-Density Residential (R-2).

***The current minimum front yard setback in Low-Density Residential (R-1) and Medium-Density Residential (R-2) is 10 feet.

Additional Cottage Cluster Incentives

The State's adopted Model Housing Code for Large Cities also outlines specific regulatory incentives for middle housing projects with affordable or accessible cottage cluster dwellings. These proposed incentives are described below and shown in **Table 3**.

Maximum Average Cottage Building Size

A qualifying cottage cluster development can increase the average cottage size (floor area) to 1,500 square feet, an increase of 100 square feet.

Minimum Courtyard Size

The bonus dwelling(s) can decrease the size of the shared courtyard to 120 square feet for that cottage. Currently, people building a cottage cluster must provide a share courtyard and the courtyard must be at least 150 square feet for each cottage in the development.

Table 3. Affordable and Accessible Cottage Cluster Incentives from the Model Housing Code

Regulation	Current standard	Incentive
Average Cottage Size Maximum	1,400 square feet	Additional 100 square feet
Cottage Courtyard Size Minimum	150 square feet per cottage	120 square feet per cottage

*See Table 1 for additional proposed changes for cottage cluster footprint maximums without bonus units, based on draft Oregon Administrative Rules to implement HB 2258 (2025). These are subject to change based on final versions of these OARs.

**Review all the proposed changes for middle housing
in the [Middle Housing Code Concepts \(pdf\)](#).**



Memorandum

Date: July 28, 2026

To: Eugene Planning Commission

From: Rebecca Gershow, Principal Planner
Heather O'Donnell, Senior Planner
Leah Rausch, Senior Planner

Subject: Urban Growth Strategies Adoption Package #1 Preliminary Recommendations

This document provides staff recommendations for refinements, changes, or additions to the Urban Growth Strategies Adoption Package #1 proposed land use code amendments. These proposed changes are in response to testimony received by the Planning Commission through the close of the public record on June 30, 2026, staff clarification, and direction from the Planning Commission at their July 14, 2026 meeting.

Recommendation #1:

Allow Micro Village Housing and Single Room Occupancy in the S-W Whiteaker Special Area Zone.

Staff will update Adoption Package #1 to allow Single Room Occupancies and Micro Village Housing in the S-W Whiteaker Special Area Zone (EC 9.3910), consistent with the other special area zones included in the amendments.

Recommendation #2:

Clarify that the University area number of bedroom limitation does not apply to SROs.

EC 9.2751(19) establishes a maximum bedroom count of 3 bedrooms in a dwelling in the University area, except with a deed restriction meeting certain requirements. Staff will update EC 9.2751(19)(b) to clarify that the maximum bedroom count does not apply to SROs.

Recommendation #3:

For Micro Village Housing, reduce the minimum dimension requirement for indoor open space.

Proposed open space requirements for Micro Village Housing, proposed as EC 9.5570(3)(c), currently require 15% of the development site to be provided as shared open space. Up to 50 percent of that requirement can be located in indoor recreation areas, community spaces, or required community buildings. Adoption Package #1 currently requires the minimum area of any single space to be 225 square feet, with no dimension being less than 15 feet. Based on the Planning Commission's deliberations on July 14th, staff will retain the minimum required area of 225 square feet but reduce the minimum required dimension to 10 feet.

Recommendation #4:**Make minor text corrections to update terminology related to Residential Treatment Facilities and Homes.**

Staff will correct the following issues in the proposed Residential Treatment Facilities, Homes and Similar Uses code amendments: In one instance the proposed amendments would remove a reference to “residential treatment facility,” when they should remove a reference to “residential treatment center.” In two other instances, “residential care facility” needs to be replaced by “residential treatment center,” which is consistent with the rest of the draft code, but was missed in these spots. In addition, since the proposed definition of “residential care facility” does not exactly align with the definition in ORS 443.400 regarding the number of people, staff will revise the proposed definition of “residential care home” to clarify that it also includes uses that meet the ORS 443.400 definition of residential care facility regarding serving fewer than 6 people.

Recommendation #5:**Clarify Accessible and Adaptable Dwellings (for Middle Housing).**

Staff will update the definitions for Accessible and Adaptable Dwellings to better reflect the way the building code and building code standards (e.g., accessible dwelling Type A) are referenced in the land use code. This will include replacing references to Accessible Dwelling and Adaptable Dwelling with “Accessible Dwelling (Accessible or Type A)” and “Adaptable Dwelling (Type B)” throughout the proposed code amendments.

Recommendation #6:**Add Middle Housing code clarifications regarding pedestrian paths.**

Staff will update the proposed driveway standards for triplexes and fourplexes to clarify that to be excluded from the maximum driveway width, a pedestrian path must be distinct from the driveway (for example, by utilizing different color/materials) but does not have to be physically separated from the driveway. Staff will clarify that a pedestrian path that meets ADA requirements qualifies as a “hard surface” path for required cottage cluster pedestrian paths, which would allow for well-compacted gravel paths which are less expensive to build than concrete.

Recommendation #7:**Revise Middle Housing cottage cluster proposal to align with draft OARs.**

Staff will revise the proposed land use code amendments to align with the draft Oregon Administrative Rules regarding cottage clusters, including:

- Update “Dwelling, Cottage Cluster” definition to include subgroupings of attached units limited to four or less units, no limit for detached units or for total number of cluster units
- Update size allowance to average of 1,400 sq. ft. (from 900 or 1,400 sq. ft. depending on height)
- Update maximum size of retained units and bonus units to align with updated size allowance

*Urban Growth Strategies Adoption Package #1 Preliminary Recommendations***Recommendation #8:****Revise the Middle Housing townhouse requirements for maximum vehicle area width, allowable parking locations, and access.**

Staff will revise the middle housing townhouse allowable parking locations and access requirements to address testimony including:

- Revise EC 9.5550(5)(b)1.(4) so that the maximum 12' width of outdoor off-street vehicle parking and maneuvering areas and garages is per townhouse lot, not per townhouse structure
- For townhouses that use a shared access, revise EC 9.5550(5)(b)2.b. to remove the requirement that off-street parking areas shall be accessed from the back/rear facade of the townhouse and located in the rear yard of the townhouse lot, and to allow parking in the side yard of townhouse units using a shared access connection and/or a shared driveway
- Revise EC 9.5550(5)(b)2.c. to clarify that while a maximum of one access connection per townhouse structure is allowed, a single access connection shared by two or more townhouse structures is also allowed

Recommendation #9:**Remove the proposed R-1 maximum building height code amendments from Adoption Package #1.**

Staff will remove the proposed code amendments related to maximum building height in the R-1 zone from Adoption Package #1 to allow staff to continue testing options for the R-1 maximum building height on a variety of development scenarios (e.g., lot sizes, housing types, lot slopes) and to allow for the Oregon Homes (HB 2258) draft rules to be finalized. Staff plan to bring a new height proposal to the Commission, most likely as part of Adoption Package #3.

Recommendation #10:**Correct minor typos, formatting issues, and numbering across the proposed code amendments.**

Through staff review, testimony, and Planning Commissioner comments, staff will correct a variety of small, non-substantive typos, formatting, numbering, and code clarity issues.