

# CITY OF SWEET HOME PLANNING COMMISSION AGENDA

December 01, 2022, 6:30 PM Sweet Home City Hall, 3225 Main Street Sweet Home, OR 97386

WIFI Passcode: guestwifi

PLEASE silence all cell phones - Anyone who wishes to speak, please sign in.

## **Meeting Information**

The City of Sweet Home is streaming the meeting via the Microsoft Teams platform and asks the public to consider this option. There will be opportunity for public input via the live stream. To view the meeting live, online visit http://live.sweethomeor.gov. If you don't have access to the internet, you can call in to 971-203-2871, choose option #1 and enter the meeting ID to be logged in to the call. Meeting ID: 947 007 522#

## Call to Order and Pledge of Allegiance

#### **Roll Call of Commissioners**

**Public Comment.** This is an opportunity for members of the public to address the Planning Commission on topics that are not listed on the agenda.

## **Meeting Minutes:**

- a) October 6, 2022 Meeting Minutes
- b) November 17, 2022 Meeting Minutes

## **Public Hearings**

- a) Application CU22-12
- b) Sweet Home Housing Needs Analysis

## **Staff Updates on Planning Projects:**

## Adjournment

Persons interested in commenting on these issues should submit testimony in writing to the Community and Economic Development Department Office located in City Hall prior to the hearing or attend the meeting and give testimony verbally. Persons who wish to testify will be given the opportunity to do so by the Chair of the Commission at the Planning Commission meeting. Such testimony should address the zoning ordinance criteria which are applicable to the request. The Sweet Home Planning Commission welcomes your interest in these agenda items. Pursuant to ORS 192.640, this agenda includes a list of the principal subjects anticipated to be considered at the meeting; however, the Commission may consider additional subjects as well. This meeting is open to the public and interested citizens are invited to attend

The failure of an issue to be raised in a hearing, in person or by letter, or failure to provide sufficient specificity to afford the decision maker an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals based on that issue.

A copy of the application, all documents and evidence relied upon by the applicant and applicable criteria are available for inspection at no cost and a copy will be provided at reasonable cost. A copy of the staff report will be available for inspection at no cost at least seven days prior to the hearing and a copy will be provided at reasonable cost. Please contact the Community and Economic Development Department at 3225 Main Street, Sweet Home, Oregon 97386; Phone: (541) 367-8113.

## Planning Commission Process and Procedure for Public Hearings

- Open each Hearing individually
- Review Hearing Procedure (SHMC 17.12.130)
- Hearing Disclosure Statement (ORS 197.763)
  - At the commencement of a hearing under a comprehensive plan or land use regulation, a statement shall be made to those in attendance that:

<u>READ</u>: "The applicable substantive criteria are listed in the staff report. Testimony, arguments and evidence must be directed toward the criteria described or other criteria in the plan or land use regulation which the person believes to apply to the decision. Failure to raise an issue accompanied by statements or evidence sufficient to afford the decision maker and the parties an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals based on that issue."

- Declarations by the Commission:
  - <u>Personal Bias</u> Prejudice or prejudgment of the facts to such a degree that an official is incapable of making an objective decision based on the merits of the case.
  - <u>Conflict of Interest</u> Does any member of the Commission or their immediate family have any financial or other interests in the application that has to be disclosed.
  - <u>Ex Parte Information</u> The Planning Commission is bound to base their decision on information received in the Public Hearing and what is presented in testimony. If a member of the Planning Commission has talked with an applicant or has information from outside the Public Hearing it needs to be shared at that time so that everyone in the audience has an opportunity to be aware of it and the rest of the Planning Commission is aware of it. In that way it can be rebutted and can be discussed openly.
- Staff Report
  - o Review of application
  - Discussion of relative Criteria that must be used
  - During this presentation the members of the Planning Commission may ask questions of the staff to clarify the application or any part of the Zoning Ordinance or the applicable information.
- Testimony
  - Applicant's Testimony
  - Proponents' Testimony
    - Testimony from those wishing to speak in favor of the application
  - Opponents' Testimony
    - Testimony from those wishing to speak in opposition of the application
  - Neutral Testimony
    - Testimony from those that are neither in favor nor in opposition of the application.
  - o Rebuttal
- Close Public Hearing
- o Discussion and Decision among Planning Commissioners
  - Motion
    - Approval
    - Denial
    - Approval with Conditions
    - Continue
- If there is an objection to a decision it can be appealed to the City Council. The Planning Commission shall set the number of days for the appeal period. At the time the City Council goes through the Public Hearing Process all over again.
  - $\circ \quad \text{Recommendation made by Planning Commission} \\ -\text{City Council makes final decision}.$

If you have a question, please wait until appropriate time and then direct your questions to the Planning Commission. Please speak one at a time so the recorder knows who is speaking.



# CITY OF SWEET HOME PLANNING COMMISSION MINUTES

October 06, 2022, 6:30 PM Sweet Home City Hall, 3225 Main Street Sweet Home, OR 97386

WIFI Passcode: guestwifi

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## **Meeting Information**

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## Call to Order and Pledge of Allegiance

The meeting was called to order at 6:32 PM

#### **Roll Call of Commissioners**

PRESENT Laura Wood Henry Wolthuis Jeffrey Parker David Lowman Eva Jurney Jamie Melcher

## **STAFF**

Blair Larsen, Community and Economic Development Director Angela Clegg, Associate Planner (video)

## **GUESTS**

Joshua Victor, Northern Investments, 44004 Wiley Creek, Sweet Home, OR 97386, Sweet Home, OR 97386

Jeremy Totman, T2 Incorporated, 44501 Wiley Creek, Sweet Home, OR 97386 Bernadette Pia, 829 Vine Street, Sweet Home, OR 97386

#### **Public Comment.**

Bernadette Pia submitted a letter to the Planning Commission objecting the the requirement to notice neighbors when a homeowner wishes to establish an Airbnb in their home. Copies were distributed to the Commissioners and Clegg included a copy into the record.

## **Meeting Minutes:**

a) September 1, 2022 Planning Commission Meeting Minutes

Motion to approve the minutes made by Wolthuis, Seconded by Jurney. Voting Yea: 5

The location of the meeting is accessible to the disabled. If you have a disability that requires accommodation, advanced notice is requested by notifying the City Manager's Office at 541-367-8969.

Voting Nay: 0 Abstain: 1

b) September 15, 2022 Planning Commission Meeting Minutes

Motion to approve the minutes made by Wolthuis, Seconded by Jurney.

Voting Yea: 6 Voting Nay: 0

## **Public Hearings**

## **Application CU22-11**

a) Application CU22-11 Staff Report

The Public Hearing was opened at 6:40 PM.

Commissioner Parker asked of the committee if there were any ex parte, conflicts of interest or personal bias, there were none.

Staff Report: Clegg gave the staff report and stated that the applicant is requesting a conditional use permit to allow for truck reload station located on 2 acres of the subject property, on the north side of the tracks, and at the end of 24th Avenue. Any other use that is compatible with the purpose and intent of the zone, and that would have off-site impacts that would not significantly exceed those that are typical of the other conditionally permitted uses listed in this section [SHMC 17.60.030(I)]. Tax Lot 2200 contains approximately 6,400,358 square feet (146.68 acres) and is in the Recreation Commercial (RC) Zone.

Melcher asked staff if the utilities will need to be run under the tracks. Staff clarified that the applicant would not need to for this proposal, however the utilities may need to if further development of the property is proposed.

Applicant's Testimony: Joshua Victor, 44004 Wiley Creek, Sweet Home, OR 97386. Jeremy Totman, T2 Incorporated, 44501 Wiley Creek, Sweet Home, OR 97386. Victor and Totman testified on behalf of the application and explained the proposed use.

There was discussion regarding location, footprint and the hours of operation. There was discussion about the No Further Action Order by DEQ. Larsen explained the process. There was discussion about security and safety.

Testimony in favor: None Testimony in opposition: None Neutral testimony: None

The public hearing was closed at 7:14 PM

The Commission discussed the use and the zoning of the property. Jurney asked staff if there were any down sides to the future 24th Avenue public right-of-way. Larsen discussed the future right-of-way access and working with the property owner should development move forward in the future.

Motion to approve the application made by Melcher, seconded by Lowman.

Voting Yea:6 Voting Nay: 0

## **Staff Updates on Planning Projects:**

Clegg gave an update on pending land use applications.

Larsen informed the Commission that staff is moving forward on the Transportation System Plan. Staff will be working with consultants starting soon.

Larsen informed the Commission that the City received an Oregon Parks and Recreation grant to create a new Park Systems Master Plan. Larsen explained the current plan does not have enough detail regarding amenities, trails, etc. The current plan is out of date and a new plan will assist with future grants and Capital Improvement Plan funding.

Round Table Discussions (Commission comments about topics not listed on the agenda).

Jurney asked Larsen to explain the City Council decision about the Mountain Fir Road dedication. Larsen explained that no decision was made, and the hearing was continued to the next meeting. Larsen is gathering additional information to present to the Council.

There was discussion about noticeable development throughout town.

Jurney asked about the parking lot being roped off downtown. Larsen explained that it is a private property owner issue that is on going.

## Adjournment

The meeting was adjourned at 7:32 PM

Jeffrey Parker Chairperson Sweet Home Planning Commission

Respectfully submitted by Angela Clegg, Associate Planner



# CITY OF SWEET HOME PLANNING COMMISSION MINUTES

November 17, 2022, 6:30 PM Sweet Home City Hall, 3225 Main Street Sweet Home, OR 97386

WIFI Passcode: guestwifi

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## **Meeting Information**

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## Call to Order and Pledge of Allegiance

The meeting was called to order at 6:31 PM.

#### **Roll Call of Commissioners**

PRESENT
David Lowman
Eva Jurney
Greg Stephens
Jeffrey Parker
Henry Wolthuis
Jamie Melcher
Laura Wood

## **STAFF**

Blair Larsen, Community and Economic Development Director Angela Clegg, Associate Planner (video)

#### **GUESTS**

Joshua Victor, 44004 Wiley Creek Road, Sweet Home, OR 97386

**Public Comment.** This is an opportunity for members of the public to address the Planning Commission on topics that are not listed on the agenda.

#### **Public Hearings**

a) Application CU22-13 Staff Report

The Public Hearing was opened at 6:32 PM

Commissioner Parker asked of the Committee if there were any ex parte, conflicts of interest or personal bias, there was none.

Staff Report: Associate Planner Clegg gave the staff report and stated that the applicant is requesting a conditional use permit to allow for the conversion of the existing office building to a residence for a site watchman. The office building is located near the corner of 22nd

Avenue and Tamarack Street. Per SHMC Chapter 17.60.030(D) a conditional use is required for residential uses not related to or conjunction with a recreation development. Tax Lot 2200 contains approximately 6,400,358 square feet (146.68 acres) and is in the Recreation Commercial (RC) Zone.

Wood asked for clarification on the DEQ findings. Larsen explained the No Further Action Order issued by DEQ and the restrictions associated with the Order and the proposed use. Wolthuis asked if there is a time frame for the DEQ conditions to be lifted. Larsen explained the conditions and restrictions according to the use of the property. There is not an expiration date for lifting the restrictions. If the applicant wishes to have them removed in the future, there would need to be additional testing and approval by DEQ.

Applicants Testimony: Joshua Victor, 44004 Wiley Creek Drive, Sweet Home, OR 97386 testified on behalf of the application and explained the reason for the conditional use application. Victor described the proposed structure and the time for which it will be used.

Lowman asked Victor to describe the watchman's role. Victor explained that he will be the watchman on site. Wood asked for clarification on how the monitoring will work at night. Victor explained his proposed security process. Victor gave the Commission examples of negative activities that have been taking place on the site and his proposal to deter further negative activities. Larsen explained to the Commission that no permits have been issues for the proposed building and the list that was provided by the building official was a typical list for a change of use. There was further discussion about the building department requirements and what will need to be approved to obtain a Certificate of Occupancy for the proposed use. There was further discussion about the watchman's role, use of the structure and the restrictions associated with the proposed use. Commissioners asked about existing amenities in the building. Victor described the interior of the building. There was additional discussion regarding the security measures and who would be residing in the proposed structure as the watchman.

Testimony in favor: None Testimony in opposition: None Neutral Testimony: None

The public hearing was closed at 7:06 PM

Lowman asked if there would be a time frame for the watchman. Parker stated that there is not a time frame at this time. Larsen stated that it will depend on the development of the property and a time frame would not be realistic. Jurney asked for clarification on the change of use from commercial to residential and then return to commercial once a watchman is not needed. Larsen explained the process, what is allowed in the zoning, and what is required by the building department for the various uses. Jurney expressed her concern regarding the restrictions and the DEQ comments pertaining to using the property for residential use. Larsen explained how the contamination can be mitigated for the proposed use by capping. Larsen explained the process for capping the area. Wood is concerned about the contamination and the use of the property as a residence and future inhabitants of the structure not knowing about restrictions. There was discussion about the liability and responsibility of the proposed residential use and restrictions being communicated to future residents. There was further discussion about the restrictions. Stephens stated that he felt the proposed use is a legitimate reason to keep a presence there and keep trespassers off the property. Wolthuis discussed what level of security is appropriate. Larsen clarified that the application is for a conditional use to allow for residential use in a commercial building.

Motion to approve the application was made by Wolthuis, seconded by Stephens.

Voting Yea: 6
Voting Nay: 1

## **Staff Updates on Planning Projects:**

Clegg gave an update on pending Land Use applications. She informed the Commissioners that there will be an amendment to the updated planning code soon to correct any errors that were found during the upload.

Jurney asked staff about food cart criteria. Clegg updated the Commissioners on the food cart code draft that she is working on.

Larsen informed the Commissioners that there has been a request for a street vacation that will come before the Planning Commission. There will be a Housing Needs Analysis presentation at the December 1st Planning Commission meeting. Staff is working on the TSP and the Commission should see something soon.

Round Table Discussion (Commission comments about topics not listed on the agenda).

Melcher asked about the Mountain Fir Street dedication and sidewalk recommendation by the Planning Commission. Larsen gave an update on the City Council decision. There was further discussion about the decision and the approval process for the street dedication.

## **Adjournment**

The meeting was adjourned at 7:45 PM

Jeffrey Parker Chairperson Sweet Home Planning Commission

Respectfully submitted by Angela Clegg, Associate Planner

# **MEMORANDUM**

TO: City of Sweet Home Planning Commission

FROM: Angela Clegg, Associate Planner

DATE: November 23, 2022

SUBJECT: Continuation of Public Hearing



City Staff would like to request a continuation of the Public Hearing for Application CU22-12. Per Sweet Home Municipal Code 17.12.120(E) The notice shall be mailed at least 20 days prior to the date of the hearing.

Staff mailed notices to the surrounding neighbors within 300 feet on November 4, 2022, however notices were not emailed to internal departments and applicable service agencies until November 21, 2022. This delay has caused a need for a continuation of the Public Hearing.

# City of Sweet Home Housing Needs Analysis

December 2022





# **Acknowledgements**

This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

## **Sweet Home City Council**

Greg Mahler, Mayor Diane Gerson, President Susan Coleman Lisa Gourley Dylan Richards Angelia Sanchez Dave Trask

## **Sweet Home Planning Commission**

Jeffrey Parker, Chair Jamie Melcher Eva Journey Greg Korn Greg Stephens David Lowman Henry Wolthuis Dave Trask

## **Sweet Home Staff**

Blair Larsen Angela Clegg

## **Department of Land Conservation and Development**

Josh LeBombard, Southern Oregon Regional Representative Sean Edging, Housing Planner

## **Consultant Team**

3J Consulting Scott Fregonese Julia Reisemann

**Natalie Knowles** 

## **FCS GROUP**

**Todd Chase** 

Tim Wood

## **Table of Contents**

Acknowledgements	ii
Introduction	1
Oregon Regulatory Requirements	1
Methodology	2
Process	2
Report Organization	2
Housing Need Projection	4
Methodology	4
Demographic and Socio-Economics	4
Population	4
Socio-economic Characteristics	5
Housing Inventory and Tenancy	7
Housing Market Characteristics	8
Housing Needs	10
Summary of Housing Needs	10
Housing Demand by Dwelling Type and Tenancy	10
Buildable Land Inventory	12
Residential Land Need Analysis	19
Methodology	19
Housing Need Forecast	19
Residential Land Need Summary	20
UGB Sufficiency Analysis	20
Findings and Recommendations	22
Key Findings	22
Housing Policy Recommendations	22
Glossary	25

# Introduction

The Sweet Home Housing Needs Analysis (HNA) is intended to serve as a basis for the City of Sweet Home to document new information regarding the city's Buildable Land Inventory (BLI), population and employment trends, and development policies aimed at providing adequate land within the urban growth boundary (UGB) to accommodate the next 20 years of population growth.

## **Oregon Regulatory Requirements**

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the applicable requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008). Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Goal 10 defines needed housing types as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an UGB at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes." ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy.
- (b) Government assisted housing.<sup>2</sup>
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490.
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.
- (e) Housing for farmworkers.

<sup>&</sup>lt;sup>1</sup> ORS 197.296 only applies to cities with populations over 25,000.

<sup>&</sup>lt;sup>2</sup> Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

# Methodology

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

- 1. Project the number of new housing units needed in the next 20 years.
- 2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
- 3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
- 4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
- 5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
- 6. Estimate the number of additional needed units by structure type.

## **Process**

The HNA process was initiated at a kickoff management of City staff and the consultant in January 2022. PMT members continued to meet on regular basis over the course of the project to track progress on key tasks and deadlines, identify unanticipated issues and develop alternative approaches as needed.

The Planning Commission acted as the advisory committee for the HNA project. The advisory committee met three times in this capacity throughout the course of the project. The advisory committee reviewed and provided comments on key materials and made recommendations related to housing implementation policies.

- At meeting #1 in May 2022, the advisory committee viewed a presentation of demographic and housing trends in Oregon, Linn County, and the City of Sweet Home.
- At meeting #2 in September 2022, the advisory committee viewed a presentation on the Residential Buildable Land Inventory and Residential Land Need Analysis.
- Meeting #3 Scheduled for December 1<sup>st</sup>, 2022

All advisory committee meetings were advertised and open to the public.

## **Report Organization**

This report provides the technical basis of findings that support proposed housing policy recommendations and subsequent actions that the city will take to update its Comprehensive

Plan and Development Code. Each section of this report provides current data, assumptions and results that comprise all findings and conclusions:

## I. Introduction.

- **II. Housing Need Projection:** provides a demographic overview and summary of market trends influencing housing growth in Sweet Home.
- **III. Buildable Land Inventory**: identifies vacant, partially vacant, and redevelopable residential land within the Sweet Home UGB, and accounts for constraints to get to a final determination of capacity to meet 20-year needs.
- **IV. Land Sufficiency Analysis:** this section compares expected land demand to vacant land supply to meet housing mix and densities described in the HNA.
- **V. Findings and Recommendations** highlights key findings and draft housing policy recommendations.

# **Housing Need Projection**

# Methodology

The methodology for projecting housing needs within the Sweet Home UGB includes consideration of demographic and socio-economic trends, housing market characteristics and long-range population growth projections.

Regional (Linn County) and local (City or UGB) population, households, income and market characteristics are described in this memorandum using data provided by the U.S. Census Bureau (Census and American Community Survey), the U.S. Department of Housing and Urban Development (HUD), Oregon Department of Housing and Community Services (OHCS), Portland State University (PSU) and the City of Sweet Home. Where trends or long-range projections are provided by an identified data source, this analysis includes extrapolations or interpolations of the data to arrive at a base year (2022 estimate) and forecast year (2042 projection). The result of this forecast translates population growth into households and households into housing need by dwelling type, tenancy (owner vs. renter) and affordability level.

## **Demographic and Socio-Economics**

## **Population**

The City of Sweet Home attained a record-high population of 9,415 people in 2020. Linn County population is currently estimated at 127,320 year-round residents. In the last twenty years, the population in Sweet Home has grown more slowly than the Linn County average (**Exhibit 1**).

Exhibit 1: Population Trends (1990-2020)

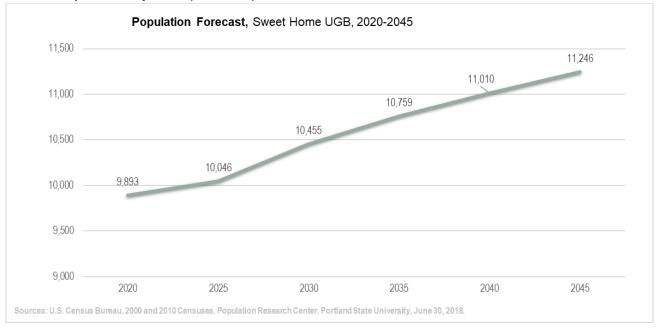
Population Estimates, Linn County and City of Sweet Home , 1990-2020					CAGR	
1990 2000 2010 2020						
Linn County	91,227	103,069	116,672	127,320	1.06%	
City of Sweet Home	6,850	8,016	8,925	9,415	0.81%	

Sources: Population Research Center, Portland State University, April 15, 2020

U.S. Census Bureau, PL94-171 redistricting data files.

Long-range population forecasts prepared by PSU anticipate that 1,720 new residents will be added to the Sweet Home Urban Growth Boundary (UGB) over the next 20 years. This equates to a projected annual average growth rate (CAGR) of 0.76% for the city (see **Exhibit 2**).

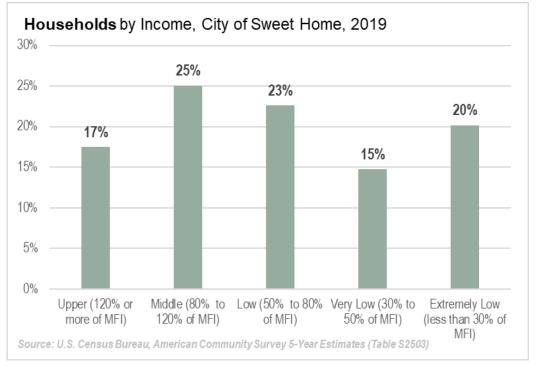
Exhibit 2: Population Projections (2020-2045)



## **Socio-economic Characteristics**

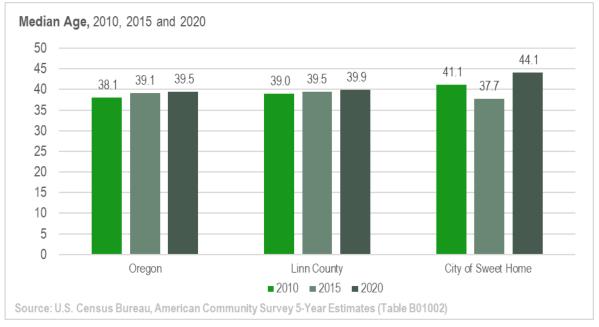
In 2020, the median family income (MFI) in Linn County was \$64,500. As shown below in **Exhibit 3**, income is relatively evenly distributed with 17% of households making more than \$77,400, 25% of households making between \$77,400 and \$51,600, 23% of households making between \$51,600 and \$32,250, 15% of households making between \$32,250 and \$19,350 and 20% of households making less than \$19,350.

Exhibit 3: Households by Income Level, 2015-2019



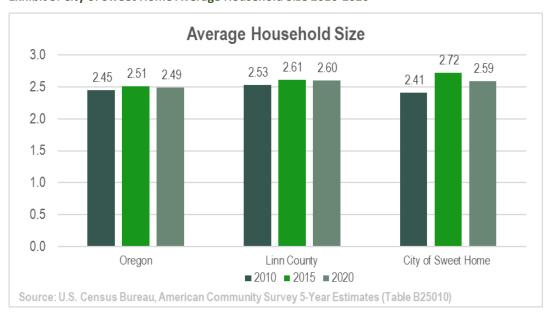
The median age in Sweet Home (44.1) is above the Linn County average (39.6) and is also below the statewide average (**Exhibit 4**).

Exhibit 4: Median Age, 2010-2019



Average household size in Sweet Home has fluctuated slightly over the last two decades, ranging between 2.72 and 2.41 residents per household. In 2020, there were 2.59 residents per household, slightly above the statewide average of 2.49 and below the countywide average of 2.6 (**Exhibit 5**).

Exhibit 5: City of Sweet Home Average Household Size 2010-2020



## **Housing Inventory and Tenancy**

Local housing inventory and tenancy sheds light on housing conditions and market demand preferences. In 2020, there were 4,137 housing units in Sweet Home of which 3,935 units were classified as occupied and 202 units were vacant.

Like most cities in Oregon, single-family detached housing is the most prevalent housing type representing 73% of the housing stock. The remaining inventory in Sweet Home includes mobile homes (13%), multifamily (7%), and townhomes and plexes (7%), as shown in **Exhibit 6**.

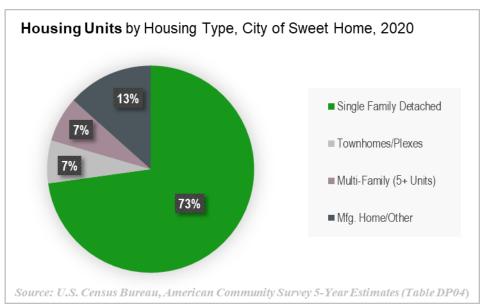
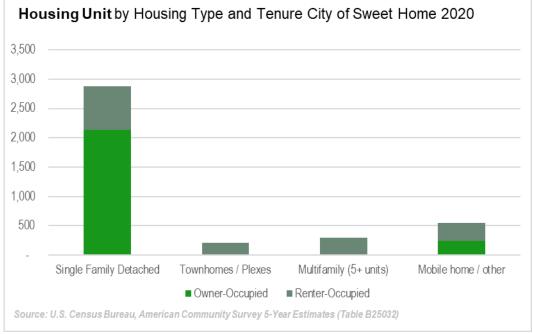


Exhibit 6: Existing Housing Inventory, 2020, City of Sweet Home

Owner-occupied housing units represent 60% of the occupied housing inventory while renter-occupied units account for the other 40% of the inventory (**Exhibit 7**). Ownership is most prevalent among single-family detached and manufactured housing types while renters are more likely to favor townhomes, plexes, and multifamily units.

Exhibit 7: Existing Housing Tenancy, 2020, City of Sweet Home



# **Housing Market Characteristics**

To help gauge housing attainability in Sweet Home, FCS GROUP examined current median family income (MFI) levels using U.S. Housing and Urban Development (HUD) guidelines. By applying the assumptions shown in Exhibit 8 below, based on the 2020 median family income (MFI) for Linn County (\$64,500), using HUD guidelines for upper middle households earning 80% of the MFI, a 4-person family should be able to afford monthly rents at \$1,290.

**Exhibit 8: Housing Affordability Analysis Assumptions** 

Assumptions				
Interest Rate (conventional)	4.50%			
Downpayment	5%			
Mortgage duration (Years)	30			
Income Affordability Target Level %	30%	of median income		
Property Taxes	0.0125	%of sales price		
Mortgage Insurance	0.0085	%of loan amt		
Home Insurance	0.0029	%of sales price		

The rents shown in Exhibit 9 are considered "attainable" if 30% of household income is allocated to housing.

**Exhibit 9: Sweet Home Affordable Housing Analysis** 

Linn County Median Family Income Level (2019)*		\$64,500
Qualifying Income Level: Renters	Lower-end	Upper-End
Upper (120% or more of MFI)	\$77,400	or more
Middle (80% to 120% of MFI)	\$51,600	\$77,400
Low (50% to 80% of MFI)	\$32,250	\$51,600
Very Low (30% to 50% of MFI)	\$19,350	\$32,250
Extremely Low (less than 30% of MFI)	\$19,350	or less
Attainable Monthly Housing Cost: Renters (@30% of income	Lower-end	Upper-End
Upper (120% or more of MFI)	\$1,935	or more
Middle (80% to 120% of MFI)	\$1,290	\$1,935
Low (50% to 80% of MFI)	\$806	\$1,290
Very Low (30% to 50% of MFI)	\$484	\$806
Extremely Low (less than 30% of MFI)	\$484	or less

Monthly housing costs are much higher for homeowners than renters due to added costs associated with insurance and taxes. If 30% of income is allocated to mortgage interest and principal, using the assumptions stated on Exhibit 8 above, the expected housing cost for owners at 80% MFI level is \$1,744, which should be sufficient to afford a home priced at \$265,000 (Exhibit 10). Unfortunately for households at 80% or below MFI, there are few homes listed for sale at attainable price levels.

**Exhibit 10: Sweet Home Affordable Housing Analysis: Homeowners** 

inn County Median Family Income Level (2019)*		
HUD Qualifying Income Level	Lower-end	Upper-End
Upper (120% or more of MFI)	\$77,400	or more
Middle (80% to 120% of MFI)	\$51,600	\$77,400
Low (50% to 80% of MFI)	\$32,250	\$51,600
Very Low (30% to 50% of MFI)	\$19,350	\$32,250
Extremely Low (less than 30% of MFI)	\$19,350	or less
Supportable Housing Price: Mortgage Principal & Interest	Lower-end	Upper-End
Upper (120% or more of MFI)	\$397,000	or more
Middle (80% to 120% of MFI)	\$265,000	\$397,000
Low (50% to 80% of MFI)	\$165,000	\$265,000
Very Low (30% to 50% of MFI)	\$99,000	\$165,000
Extremely Low (less than 30% of MFI)	\$99,000	or less
Monthly Housing Costs for Owners: PIT & Insurance**	Lower-end	Upper-End
Upper (120% or more of MFI)	\$2,616	or more
Middle (80% to 120% of MFI)	\$1,744	\$2,616
Low (50% to 80% of MFI)	\$1,089	\$1,744
Very Low (30% to 50% of MFI)	\$653	\$1,089
Extremely Low (less than 30% of MFI)	\$653	or less
Min. Required Income Level: Owners	Lower-end	Upper-End
Upper (120% or more of MFI)	\$104,628	or more
Middle (80% to 120% of MFI)	\$69,775	\$104,628
Low (50% to 80% of MFI)	\$43,566	\$69,775
Very Low (30% to 50% of MFI)	\$26,140	\$43,566
Extremely Low (less than 30% of MFI)	\$26,140	or less

Sweet Home home values have increased significantly in recent years. As indicated in **Exhibit 11**, median home values in Sweet Home increased to \$348,0000 in March 2022, an annual increase of 19.4% over the past two years. Other cities in the region have experienced similar housing cost increases.

**Exhibit 11: Zillow Home Value Price Index in Select Markets** 

				Annual
	Mar-20	Mar-21	Mar-22	Change %
Sweet Home	\$244,000	\$283,000	\$348,000	19.4%
Lebanon	\$277,000	\$315,000	\$387,000	18.2%
Brownsville	\$300,000	\$346,000	\$420,000	18.3%
Albany	\$304,000	\$338,000	\$414,000	16.7%
Junction City	\$333,000	\$373,000	\$447,000	15.9%

Source: Zillow.com; analysis by FCS Group 4/18/22

## **Housing Needs**

## **Summary of Housing Needs**

Based on the population projections described earlier and most current household size estimates of 2.59 people per household, the total net new housing need within the Sweet Home UGB is forecasted over the next 20 years is approximately 691 housing units plus 16 people living in group quarters (see **Exhibit 12**). This baseline housing need forecast assumes that the current share of group quarters population (includes people residing in congregate care facilities and housing shelters) and housing vacancy rates remain constant.

**Exhibit 12: Sweet Home Housing Needs Forecast** 

	2022 Est.	2042 forecast	Change
City of Sweet Home UGB Population	9,968	11,688	1,720
Less Group Quarters (1%)	95	111	16
Pop in Households	9,873	11,577	1,703
Avg. Household Size	2.59	2.59	
Households (year round)	3,812	4,470	658
Vacancy and Seasonal Housing Assumption	4.9%	4.9%	34
Growth-related Housing Demand (dwelling units)	4,008	4,699	691

## **Housing Demand by Dwelling Type and Tenancy**

This baseline housing need forecast is generally consistent with the observed mix of housing types in Sweet Home. Additional housing forecast scenarios may be considered during the planning process to anticipate impacts of new policy objectives, such as:

- Local policies aimed at incentivizing mixed-use development in the downtown area.
- Ability to provide adequate infrastructure (water, sewer, and road capacity) to create new planned unit developments or single-family subdivisions.

• Changes in low density land use designations to create additional opportunities for middle housing types, such as duplexes and townhomes.

The baseline housing forecast predicts a range in the demand for housing types to address market preferences. The housing demand forecast includes: 503 single-family detached homes (such as small lot and standard lot subdivisions); 46 townhomes/duplexes; 49 multifamily units (apartments); and 93 manufactured housing units or cottage homes

Exhibit 13: Sweet Home Housing Need by Tenure & Housing Type

	Owner-Occupied  Dwelling Units	Renter-Occupied  Dwelling Units	Vacancy Assumption	Total Dwelling Units
Housing Tenure Distribution:	397	261	34	691
Housing Type Distribution				
Single Family Detached	356	125	22	503
Townhomes / Plexes	-	35	11	46
Multi family (5+ units)	-	49	0	49
Mfg. home/other	41	51	0	93
Total	397	261	34	691

In addition, it is anticipated that there will also be the need to accommodate approximately 16 people in some form of group quarters housing (such as seminary/student housing, congregate care, in-patient care, etc.).

**Exhibit 14** identifies that housing products that are most consistent with the projected housing need for Sweet Home.

Exhibit 14: Projected Housing Demand by Income Level, Sweet Home

Housing Type	Owner- Occupied Dwellings	Renter- Occupied Dwellings	Total Dwelling Units	Attainable Housing Products
Upper (120% or more of MFI)	292	46	338	Standard Homes
Upper Middle (80% to 120% of MFI)	83	36	119	Cottage Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MFI)	42	77	119	Townhomes, Mfgd. Homes, Plexes, Apts.
Low (less than 50% of MFI)	0	38	38	Govt. Assisted Apts. & ADUs
Very Low (less than 30% of MFI)	0	77	77	Govt. Assisted Apts. & ADUs
Total	417	274	691	

This housing needs forecast for Sweet Home will be refined during the planning process with input from the City, Advisory Committee, and the public at large.

# **Buildable Land Inventory**

In accordance with OAR 660-008-0005 (2), an estimate of buildable land inventory (BLI) within Sweet Home's Urban Growth Boundary (UGB) has been created to determine the amount of land available to meet housing needs. The BLI analysis uses the most current Geographic Information Systems (GIS) data available for the Sweet Home UGB.

#### **BUILDABLE LAND INVENTORY METHODOLOGY**

The objective of the BLI is to determine the amount of developable land available for future residential housing development within the UGB. The steps taken to perform this analysis are as follows:

- 1. Calculate gross acres by plan designation, including classifications for fully vacant, partially-vacant parcels, and development potential. This step entails "clipping" all of the tax lots that are bisected by the current UGB to eliminate land outside current UGB from consideration for development at this time. City staff input was provided to provide a level of quality assurance to review output is consistent with OAR 660-008-0005(2).
- 2. Calculate gross buildable acres by plan designation by subtracting land that is constrained from future development, such as such as existing public right-of-way, parks and open space, open water, steep slopes, and floodplains. The analysis excludes any wetlands but treats locally significant wetlands as approved via Oregon's local wetlands inventory as its own entity.
- 3. Calculate net buildable acres by plan designation, by subtracting future public facilities such as roads, schools and parks from gross buildable acres.
- 4. Determine total net buildable acres by plan designation by taking into account potential redevelopment locations and mixed-use development opportunity areas.

The detailed steps used to create the land inventory are described below.

#### **Residential Land Base**

The residential land base reflects current Sweet Home Comprehensive Plan land use designations. Properties that are within the residential land base include the following base zone classifications:

**Residential Zoning Categories** 

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Residential/Industrial/Transition
- Central Commercial
- Highway Commercial
- Neighborhood Commercial

- RR-1
- RR-2.5

These classifications have been kept consistent throughout the analysis.

The City does have multiple sites that have conflicting zoning and comprehensive plan categories. A tax lot might be identified residential under zoning and as industrial in the comprehensive plan.

## **Sweet Home Buildable Land Categories HNA**

The next step in the BLI analysis includes classifying each tax lot (parcel) into one of the following categories. In some cases, tax lots had to be split to accompany different plan classifications. Split tax lots are treated as individual and might go into any of the categories described below.

**Vacant land:** Properties with no structures or have buildings with very little value. For purpose of the BLI, residential lands with improvement value less than \$10,000 are considered vacant. These lands were also subjected to review using satellite imagery via Google Earth; and if the land is in a committed use such as a parking lot, an assessment has been made to determine if it is to be classified as vacant, part vacant or developed.

Partially vacant land: Properties that are occupied by a use (e.g., a home or building structure with value over \$10,000) but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and satellite imagery. For Single Family lots, it is assumed that ¼ acre (10,890 sq. ft.) is retained by each existing home, and the remainder is included in the part vacant land inventory. For non-single family uses aerial imagery was used to determine the size of the unused portion.

**Redevelopment Potential**: Occupied properties with a higher land value than the on-site structure. Properties must be at least 20,000sqft to be considered of interest for redevelopment.

**Developed:** Properties unlikely to yield additional residential development for one of two reasons: they possess existing structures at densities that are unlikely to redevelop over the planning period; or they include parcels with zoning designations that do not permit housing development.

**Other:** Properties which are regarded as unlikely to be developed because they are restricted by existing uses such as: public parks, schools, ballfields, roads and public right-of-way (ROW); common areas held by Homeowners Associations, cemeteries, power substations, and constrained by more than 85% of its area.

These tax lot classifications were validated using satellite imagery, street view, and assessor records. Preliminary results were refined based on City staff and public input received during the Housing Needs Analysis (HNA) planning process.

#### **Development Constraints**

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2) as well as 660-038-0070. By definition, the BLI is intended to include land that is "suitable, available, and necessary for

residential." "Buildable Land" includes residential designated land within the UGB, including vacant, part vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential uses. Public-owned land is generally not considered to be available for new growth unless the underlying zoning permits it. One exception is a large site north of the rail tracks by 18<sup>th</sup> Avenue. The County opened the site up for development. It is currently identified as recreational commercial.

It should be noted that "available" does not mean that the land is presently on the market. It is assumed in this analysis that such land is expected to come on the market within the 20-year timeframe of this study. Land is considered to be "suitable for new development" unless it is:

- Severely constrained by natural hazards as determined by the Statewide Planning Goal 7;
- Subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;
- Has slopes of 25 percent or more;
- Is within the 100-year flood plain; or
- Cannot be provided or served with public facilities

Based on state guidelines and data provided by the City of Sweet Home, the following constraints have been deducted from the residential lands inventory.

- Open water of at least one-half acre in size.
- Land within the 100-year floodplains.
- Land with slopes greater than 25%.
- Parks.
- Significant local wetlands via the States approved Local Wetland Inventory are treated on their own.

Sweet Home's Comprehensive Plan has multiple policies regarding the protection of natural and hazardous land<sup>3</sup>. Besides the protection of steep slopes, larger water bodies and 100-year floodplain. In addition, the plan excludes any land characterized by high ground water and ponding, land subject to mud and debris flow, and natural drainage channels. In leu of GIS data specific to these concerns, this analysis will not address the specific natural resource policies as pointed out in Sweet Home's Comprehensive Plan.

## Residential Buildable Land Inventory Results

A summary of the land base by plan designation is provided in **Exhibit 15.** The findings indicate there is a total of 2,077 acres zoned for residential uses in Sweet Home, including 1,504 gross developed acres and 427 gross vacant acres.

https://www.sweethomeor.gov/sites/default/files/fileattachments/community and economic development/page/1461/sh comprehensive plan 2010 201408151818255696.pdf

<sup>&</sup>lt;sup>3</sup> Comprehensive Plan. Page 6

Exhibit 15: Residential Land Base by Zone Designation, Sweet Home

Zone Designation	Developed	Other	Vacant	Total
Central Commercial	26	4	3	33
Highway Commercial	218	18	17	253
Neighborhood Commercial	0	0	0	0
Residential/Industrial/Transition	45	2	3	49
High Density Residential	200	7	49	256
Medium Density Residential	36	4	28	69
Low Density Residential	964	108	320	1392
RR-1	13	0	7	21
RR-2.5	2	3	0	5
Total	1504	146	427	2,077

Source: Sweet Home Buildable Land Inventory; 3J Consulting

Other Environmental constraints (slopes, floodplains, wetlands, etc.) are removed from gross vacant acres. Results summarized in **Exhibit 16** indicate that after accounting for development constraints, Sweet Home has 343 acres of vacant buildable residential land.

Exhibit 16: Vacant Land by Zone Designation, Sweet Home

Zone Designation	Vacant (	Constrained	Buildable Vacant
Central Commercial	3	0	2
Highway Commercial	17	1	16
Neighborhood Commercial	0	0	0
Residential/Industrial/Transition	3	0	3
High Density Residential	49	15	34
Medium Density Residential	28	0	28
Low Density Residential	320	66	254
RR-1	7	1	6
RR-2.5	0	0	0
Total	427	84	343

Source: Sweet Home Buildable Land Inventory; 3J Consulting

In addition to vacant land, the BLI also includes partially-vacant and redevelopable land categories. As noted above, partially-vacant land includes properties that are occupied by a use (e.g., a home or building structure with value over \$10,000) with enough land to be subdivided without the need for rezoning. Properties with redevelopment potential are occupied properties with a higher land value than the on-site structure. Properties must be at least 20,000sqft to be considered of interest for redevelopment. After removing environmental constraints there are 349 part-vacant acres that could be subdivided for development and 29 acres with redevelopment potential, as shown in **Exhibit 17**.

Exhibit 17: Part-Vacant Buildable Land and Future Public Facilities Allowance, Sweet Home

Zone Designation	Partial Vacant	Redevelop ment
Central Commercial	-	2
Highway Commercial	39	20
Neighborhood Commercial	-	0
Residential/Industrial/Transition	23	1
High Density Residential	19	0
Medium Density Residential	8	0
Low Density Residential	249	6
RR-1	11	0
RR-2.5	1	0
Total	349	29

Source: Sweet Home Buildable Land Inventory; 3J Consulting

## **Total Developable Residential Land**

**Exhibit 18** shows the combination of net developable vacant and net vacant in Sweet Home. The final deduction to the BLI, includes a 25% allowance for future public facilities and future right-of-way. Sweet Home has a buildable land inventory of 254 acres of Low Density land, 28 acres of Medium Density land, and 34 acres of High Density land. Conclusions regarding the sufficency of this buildable land inventory will be drawn in the next chapter.

Exhibit 18: Net Buildable Vacant and Vacant Residential Land, Sweet Home

Zone Designation	Buildable Vacant	Public Facilities	Net Vacant
Central Commercial	2	1	2
Highway Commercial	16	4	12
Neighborhood Commercial	0	0	0
Residential/Industrial/Transition	3	1	2
High Density Residential	34	9	26
Medium Density Residential	28	7	21
Low Density Residential	254	63	190
RR-1	6	2	5
RR-2.5	0	0	0
Total	343	86	257

Source: Sweet Home Buildable Land Inventory; 3J Consulting

## **Buildable Land by Lot Size**

**Exhibits 19 and 20** show vacant and part-vacant land broken down by lot size. This is an important consideration given that, for example, a planned unit development yielding dozens of housing units can only occur on a relatively large, contiguous piece of land. The figures below show acreage figures prior to the 25% allowance for public facilities.

**Exhibit 19** indicates that over 47 percent of buildable vacant land (162 acres) is on lots of more than ten acres. The remaining 53 percent of vacant developable land is more equally distributed between lots of five to ten acres (70 acres) and lots of less than five acres (50 acres). The large majority of vacant lots (82%) are less than one acre.

Exhibit 19: Vacant Buildable Land by Lot Size, Sweet Home

Zone Designation	<1 acr	e	1 - 5 a	cres	5 - 10 a	cres	>=10 a	cres
<b>Buildable Vacant</b>	Acres	Lots	Acres	Lots	Acres	Lots	Acres	Lots
Central Commercial	2	6	0	0	0	0	0	0
Highway Commercial	10	36	5	4	0	0	0	0
Neighborhood Commercial	0	0	0	0	0	0	0	0
Residential/Industrial/Transition	1	5	1	1	0	0	0	0
High Density Residential	3	22	2	2	0	0	29	2
Medium Density Residential	5	18	2	1	6	1	15	1
Low Density Residential	40	159	32	19	63	11	118	10
RR-1	0	3	6	3	0	0	0	0
RR-2.5	0	2	0	0	0	0	0	0
Total	62	251	50	30	70	12	162	13

Source: Sweet Home Buildable Land Inventory; 3J Consulting

**Exhibit 20** shows that approximately half of buildable part-vacant land (170 acres) is on lots of between 1-5 acres. Approximately 58 percent of part-vacant lots are less than one acre.

Exhibit 20: Part Vacant Buildable Land by Lot Size, Sweet Home

Zone Designation	<1 acr	e e	1 - 5 ac	res	5 - 10 a	cres	>=10 a	cres
Buildable Part Vacant	Acres	Lots	Acres	Lots	Acres	Lots	Acres	Lots
Central Commercial	0	0	0	0	0	0	0	0
Highway Commercial	5	9	15	12	4	1	15	2
Neighborhood Commercial	0	0	0	0	0	0	0	0
Residential/Industrial/Transition	6	12	17	11	0	0	0	0
High Density Residential	6	14	13	10	0	0	0	0
Medium Density Residential	1	2	7	4	0	0	0	0
Low Density Residential	65	157	106	85	40	7	38	3
RR-1	0	0	11	7	0	0	0	0
RR-2.5	0	0	1	1	0	0	0	0
Total	83	194	170	130	44	8	53	5

Source: Sweet Home Buildable Land Inventory; 3J Consulting

**Exhibits 21 and 22** illustrate an estimate of residential buildable land inventory (BLI) within Sweet Home to determine the amount of land available to meet housing needs.

Exhibit 21: Sweet Home Buildable Land Inventory – Comprehensive Plan

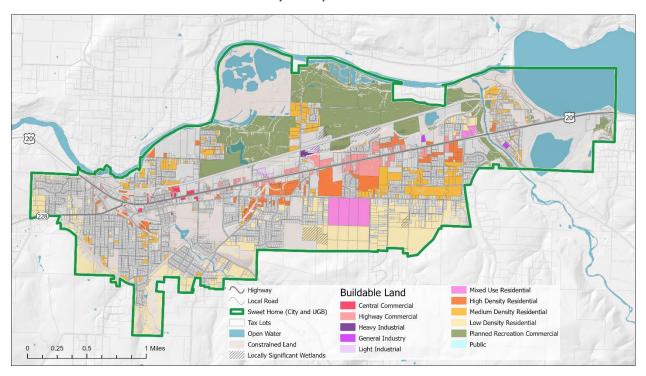
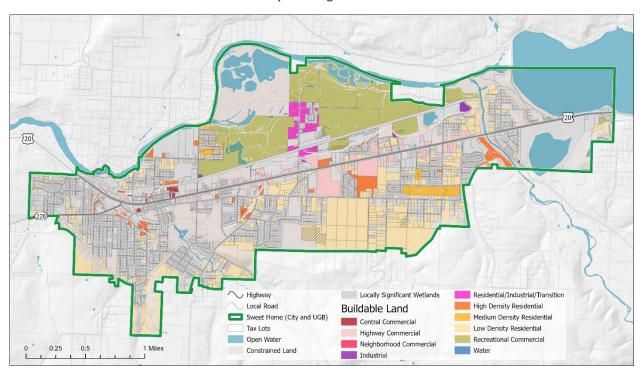


Exhibit 22: Sweet Home Buildable Land Inventory – Zoning



# **Residential Land Need Analysis**

This Memorandum summarizes the housing-related land needs forecast for long-range planning purposes. The housing land needs forecast represents a 20-year forecast from 2022 through year 2042 for the Sweet Home Urban Growth Boundary (UGB). These technical findings are consistent with State of Oregon requirements for determining housing needs per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of *ORS 197.296 to 197.314 and 197.475 to 197.490*.

## Methodology

The methodology for projecting housing land needs within the Sweet Home Urban Growth Boundary (UGB) builds upon the housing needs projection that was described in our prior Memorandum dated September 7, 2022. **Exhibit 23** identifies the housing types that are most consistent with the projected housing need for Sweet Home.

Exhibit 23: Projected 20-year Housing Needs Forecast, Sweet Home UGB

	Dwelling Units
Housing Type Distribution	
Single Family Detached	460
Townhomes / Plexes	42
Multi family (5+ units)	45
Mfg. home/cottages	85
Total	632

This Memorandum compares the 20-year residential land needs (demand) relative to the residential buildable land inventory (BLI) that was developed by 3J Consulting. This provides a means of reconciling housing land demand with buildable land supply within the Sweet Home UGB. The evaluation of UGB land requirements to accommodate the planned housing need included three steps.

**Step 1** takes into account the forecasted number of dwelling units by housing type, including single family detached, townhomes, plexes, multifamily and manufactured homes as well as group quarters population (see Exhibit 1).

**Step 2** considers the amount of land required to accommodate the future housing demand based on the expected average development density for each general housing type (see **Exhibit 24**).

**Step 3** includes a comparison (reconciliation) between the land need determined in Step 2 and the residential buildable land inventory presented in Section 3 of the HNA.

# **Housing Need Forecast**

As discussed above, the forecasted housing need to address the baseline population growth forecast for Sweet Home is a total of 632 housing units. The expected distribution of baseline housing demand documented in the HNA includes:

» Single Family Detached: 460 dwellings (including standard lot and small lot single family detached housing)

- » Manufactured homes and/or Cottage housing clusters: 85 dwellings
- » Townhomes and Plexes: 42 dwelling units
- » Multifamily: 45 dwelling units (includes apartments and condominiums with 5+ units per structure as well as group quarters units).

# **Residential Land Need Summary**

The second step in the reconciliation of land needs estimates the amount of net buildable land area required to address projected housing growth forecast. This step applies average density assumptions based on local experience (dwellings per acre) to each of the general residential development categories listed in Step 1 to arrive at a total residential land need forecast.

As shown in **Exhibit 24**, the forecasted housing need of 632 total dwelling units is expected to require at least 135 net acres of buildable land area. The next step in the analysis includes adjusting the net land area to gross land area to account for future public facilities (25% factor used to account for roads, utilities, and easements). This results in a total buildable land need of 169 acres for planned residential growth.

**Exhibit 24: Sweet Home Residential Classifications and Density Assumptions** 

Dwelling Unit Type	20-Year Dwelling Unit Demand	Applicable Plan Designation	Applicable Local Zones	Allowable Density (DU/Ac)	Avg. Development Density (DU/Ac)	Net Buildable Land Requirement	Gross Buildable Land Need*	%
Single Family Detached	460	LDR	RR-1, RR-2.5, LDR, R/I/T	1 to 5	4.0	115	144	73%
Mfd. Homes & Cottages	85	MDR	MDR	3 to 10	6.5	13	16	13%
Townhomes / Plexes	42	MDR	MDR	6 to 12	9.0	5	6	7%
Multifamily (5+ units)	45	CC, HC, NC, HDR	CC, HC, NC, HDR	14 to 36	18.0	2	3	7%
Total	632					135	169	100%

Source: prior tables; and interpretation of current zoning code and housing development/market conditions.

## **UGB Sufficiency Analysis**

As indicated in **Exhibit 25**, Sweet Home Buildable Land Inventory (BLI) includes 599 acres of vacant land and 480 acres of part-vacant land for a total of 1,079 gross buildable land area (before deducting constraints and exempt uses). The BLI indicates that 158 acres of that land is constrained. Identified vacant land is in the rural residential, low, medium, and high-density residential categories as well as the commercial category which can include some residential uses.

<sup>\*</sup> Assumes 25% of site area required for future public facilities, roads, easements, etc.

Exhibit 25: Vacant Buildable Land Inventory by Comprehensive Plan Land Use Designation, Sweet Home

Zoning Categories	Developed/ Other	Vacant	Part Vacant	Constrained	Total Buildable	Total
Central Commercial	30	2	0	0	2	32
Highway Commercial	236	16	39	1	54	290
Neighborhood Commercial	0	0	0	0	0	0
Residential/Industrial/Transition	46	3	23	0	26	72
High Density Residential	207	34	19	15	38	245
Medium Density Residential	40	28	8	0	36	76
Low Density Residential	1,072	254	249	66	437	1,509
RR-1	13	6	11	1	16	29
RR-2.5	5	0	1	0	1	6
Total	1,649	343	350	83	610	2,259

Source: Sweet Home Buildable Land Inventory August 16, 2022

Since the current UGB includes 610 acres of gross buildable land and the future residential land need forecast is for 169 acres, we can conclude that there is an overall residential land surplus of approximately 441 acres at this time The BLI findings indicate that the existing amount of vacant and part vacant land within Sweet Home is generally sufficient to accommodate planned 20-year housing needs (Exhibit 26).

Exhibit 26: Reconciliation of Land Inventory by Land Use Designation, Sweet Home

Dwelling Unit Type	Applicable Zoning Designation	Gross Buildable Land Requirement	Current Buildable Land Inventory	Buildable Land Surplus (Deficit)	
Single Family Detached	LDR, MDR, R/I/T,	144	516	356	
Mfd. Homes & Cottages	RR-1, RR-2.5	16	510	330	
Townhomes/Plexes (2-4 units)	HDR, C	6	94	85	
Multifamily (5+ units)	HDK, C	3	34	00	
Total		169	610	441	

Source: prior tables; and interpretation of current zoning code and housing development/market conditions.

During the next phase of the HNA process the consultant team will work with City staff, public officials, and the community at large to identify new housing policies that would help preserve and enhance the housing inventory and optimize remaining buildable lands.

# **Findings and Recommendations**

# **Key Findings**

Sweet Home's population growth over the next 20 years will result in new households that will require additional housing. Key findings of the housing needs analysis include:

- Sweet Home's population is forecast to grow at 0.69% per year over the next two decades, adding approximately 1,571 new residents.
- Population growth will require the addition of 632 new dwelling units between 2022 and 2042.
- The forecasted housing mix that addresses 20-year demand is expected to consist of: 460 single-family detached homes, 42 townhomes/plexes, 45 multifamily housing units and 85 manufactured housing units.
- The share of those making 80% or less of the median family income level for Linn County (\$51,600) was 58% of Sweet Home's households in 2020.
- Over 1 in 4 renter households in Sweet Home are severely rent burdened with over 50% of their income going towards monthly housing costs.
- Net new housing needs over the next 20 years will require 169 acres of buildable residential land. Currently, the Sweet Home UGB includes 610 buildable acres across categories that allow residential development. The results of the housing needs analysis indicate that the current Sweet Home UGB is sufficient to accommodate future housing needs.

## **Housing Policy Recommendations**

The purpose of the draft housing policy recommendations is to strengthen and renew the City of Sweet Home's intention to help foster development of a wide variety of housing to meet the needs of the community. Recommendations are intended to supplement or replace the existing housing policies contained within the Sweet Home Comprehensive Land Use Plan. Proposed additions are underlined, not deletions or modifications of current policies are recommended.

## **Residential Land Use Policies**

- 1. Residential areas will offer a wide variety of housing types in locations best suited to each housing type.
- 2. Sweet Home will encourage rehabilitation or redevelopment of older residential areas.
- 3. The City encourages flexibility in design to promote safety, livability, and preservation of natural features.
- 4. Sweet Home establishes density recommendations in the Plan in order to maintain proper relationships between proposed public facilities, services, and population distribution.

- 5. The City will work with public and nonprofit organizations that provide affordable housing within the community.
- 6. Schools and parks shall be distributed throughout the residential section of the community.
- 7. Where nonresidential uses abut residential areas in the community, nonresidential uses shall be subject to special development standards.
- 8. Efforts will be made to complete or connect existing sidewalks along routes to schools, parks, or commercial areas.
- 9. Development of residential local streets, whenever possible, will increase connectivity within and between neighborhoods.
- 10. The maximum net development densities (not including streets), in high density residential areas shall not exceed 35 multi-family dwelling units per acre, based on the standards for unit type.
- 11. In medium-density residential areas, single-family dwellings and two-family dwellings on corner lots would be consistent with the prevailing character of developed areas and compatible with adjoining land use in undeveloped areas. In these areas, the maximum net density shall not exceed 9 dwelling units per acre.
- 12. The maximum net density (not including streets) in low density residential areas shall not exceed 5.4 dwelling units per acre for single-family dwellings.
- 13. Many of the hillside areas of Class II slope or less (25% slope or less) provide attractive sites for residential use. The City may enact special development standards governing hillside development on Class II slopes.
- 14. Efforts will be made to extend trails, pedestrian ways, and bikeways through existing residential areas.
- 15. To encourage connectivity and pedestrian access, residential blocks shall meet the development standards, except when topographical constraints make the standards impractical. When existing conditions or topography prevent a cross street, a pedestrian access way to connect streets should be considered as part of the development.
- 16. Ensure the land use code includes "clear and objective" standards for housing development and does not have the effect of discouraging needed housing through unreasonable cost or delay or reducing the proposed housing density already allowed by zoning.
- 17. <u>Create a marketing campaign that increases awareness and participation with the federal solar tax credit to provide homeowners and renters assistance in upgrading their homes to be more energy efficient.</u>
- 18. Conduct a Fair Housing audit of the City's development processes and Development Code. An audit would look at existing definitions, restrictions, standards that trigger conditional use permits, and disparate impacts of policies on protected classes.
- 19. <u>Identify areas of high priority for improving infrastructure to support new residential development, focusing on opportunities for new development in higher density zones.</u>

  Particularly in areas with vacant land zoned for housing.
- 20. <u>Plan for a 20-year supply of suitable land for Sweet Home to meet housing needs through regular monitoring and adjustments of available residential land.</u>
- 21. Streamline the permitting process to reduce cost and delay of new housing units.

- 22. <u>Promote the development of accessory dwelling units as a means to contribute to the overall housing stock and rental market.</u>
- 23. Identify public owned properties that could be used for affordable housing.
- 24. Consider deferrals or waivers of SDCs for affordable housing developments.
- 25. <u>Monitor annually the number of total housing units, regulated affordable units, multifamily units, regulated affordable multifamily units and single family units, and regulated affordable single family units.</u>
- 26. Explore opportunities to remove undevelopable land from the buildable land inventory, including comprehensive plan amendments, rezoning and land exchanges.

#### **Glossary**

**Accessory Dwelling Unit (ADU):** A small living space located on the same lot as a single-family house.

**Buildable Lands Inventory (BLI):** An assessment of the capacity of land within the city's Urban Growth Boundary to accommodate forecasted housing and employment needs.

**Buildable Residential Land:** Includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

**Constrained land:** Land that is unavailable for future net new residential development based on one or more factors, such as environmental protections, public lands, floodplains, or steep slopes.

**Cost Burdened:** Defined by US Department of Housing and Urban Development (HUD) as households who spend over 30% of their income on housing.

**Cottages:** Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

**Density:** Defined by the number of housing units on one acre of land.

**Development density:** Expected number of dwelling units (per acre) based on current zoning designations.

**Exempt Land:** Land which is unavailable for development based on ownership (e.g., the city owns the land, and it is either a park or intended to be a park) or which is otherwise owned by a public entity and is not intended for housing (e.g., land owned by a port, school district, etc.).

**Family:** A group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

**High Density:** Lots with the average density of 12+ dwelling units per acre. Best suited for multifamily housing such as apartments and condominiums.

**Housing Needs Analysis (HNA):** The Housing Needs Analysis consists of four distinct reports that analyze the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand going into 2040.

**Housing Unit (or Dwelling Unit):** A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other person in the structure and there is direct access from the outside or common hall.

Household: Consists of all people that occupy a housing unit.

**HUD:** Acronym for US Department of Housing and Urban Development, the federal agency dedicated to strengthening and supporting the housing market.

**Low Density:** Lots with the average density of 3-4 dwelling units per acre. Best suited for family housing such as single-family detached homes.

Manufactured Housing: is a type of prefabricated home that is largely assembled of site and then transported to sites of use. The definition of the term in the United States is regulated by federal law (Code of Federal Regulations, 24 CFR 3280): "Manufactured homes are built as dwelling units of at least 320 square feet in size, usually with a permanent chassis to assure the initial and continued transportability of the home. The requirement to have a wheeled chassis permanently attached differentiates "manufactured housing" from other types of prefabricated homes, such as modular homes.

Manufactured Home Park (or manufactured home park): a local zoning designation that is specifically intended to address demand for this housing type. OAR chapter 813, division 007 is adopted to implement section 9, chapter 816, Oregon Laws 2009, and sections 2, 3 and 4, chapter 619, Oregon Laws 2005, as amended by sections 10 to 12, chapter 816, Oregon Laws 2009, and sections 19, and 21, chapter 503, Oregon Laws 2011 for the purpose of regulating manufactured dwelling parks.

**Median Family Income (MFI):** The median sum of the income of all family members 15 years and older living in the household. Families are groups of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

**Medium Density:** Lots with the average density of 6-12 dwelling units per acre. Best suited for small lot housing such as single family attached, townhomes, plexes and cottages.

**Mixed Use:** Characterized as two or more residential, commercial, cultural, institutional, and/or industrial uses into one combined building or building(s) on the same parcel of land.

**Multi-Family Housing:** Stacked flats in a single buildings or groups of buildings on a single lot. Parking is shared, and entrance to units is typically accessed through a shared lobby.

Oregon Administrative Rules (OAR): Administrative Rules are created by most agencies and some boards and commissions to implement and interpret their statutory authority (ORS 183.310(9)). Agencies may adopt, amend, repeal or renumber rules, permanently or temporarily. Every OAR uses the same numbering sequence of a three-digit chapter number followed by a three-digit division number and a four-digit rule number. For example, Oregon Administrative Rules, chapter 166, division 500, rule 0020 is cited as OAR 166-500-0020. (oregon.gov)

**Part-vacant land:** Unconstrained land that has some existing development but can be subdivided to allow for additional residential development.

**Plexes and Apartments:** Multiple units inside one structure on a single lot. Usually, each unit has its own entry.

**Seasonal dwellings:** These units are intended by the owner to be occupied during only certain seasons of the year. They are not anyone's usual residence. A seasonal unit may be used in more than one season; for example, for both summer and winter sports. Published counts of seasonal units also include housing units held for occupancy by migratory farm workers. While not currently intended for year-round use, most seasonal units could be used year-round.

**Severely Cost Burdened:** Defined US Department of Housing and Urban Development (HUD) as households who spend over 50% of their income on housing.

**Single Family Attached:** Dwelling units that are duplexes without a subdividing property line between the two to four housing units. "Attached" duplexes require a single building permit for both dwelling units. The "attached" units would be addressed with one numerical street address for the overall structure with separate alpha-numeric unit numbers for each dwelling.

**Single Family Detached:** Free standing residential building, unattached, containing separate bathing, kitchen, sanitary, and sleeping facilities designed to be occupied by not more than one family, not including manufactured and mobile homes.

**Townhome (also known as duplexes, rowhouse, etc.):** Attached housing units, each on a separate lot, and each with its own entry from a public or shared street or common area.

**Urban Growth Boundary (UGB):** Under Oregon law, each of the state's cities and metropolitan areas has created an urban growth boundary around its perimeter – a land use planning line to control urban expansion onto farm and forest lands.

Vacant housing unit: A housing unit is vacant if no one is living in it at the time of enumeration unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.

**Vacant land:** Vacant and part-vacant land identified within the local buildable land inventory that is not developed and unconstrained for future planned residential development.

## **Sweet Home Housing Needs Analysis**









### Agenda

- Welcome
- Project Overview
- Buildable Land Inventory
- Housing Needs Projection
- Reconciliation of Residential Supply and Demand
- Housing Policy Recommendations
- Comprehensive Plan Chapter 4: Residential Lands and Housing
- Next steps



### **Housing Needs Analysis Overview**

OAR 660, ORS 197.296 and divisions 7, 8 & 24 provide a framework for Comp. Plan amendments related to Housing Needs Analysis (HNA):

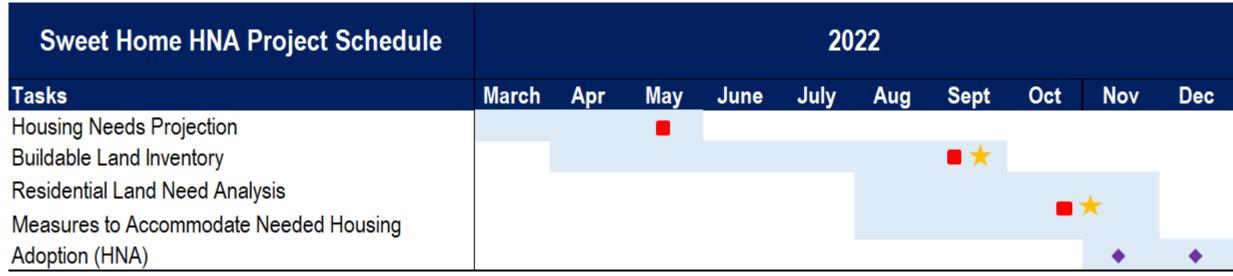
- Housing needs projection
- Buildable land inventory (BLI)
- Residential land needs analysis
- Policy measures for accommodating needed housing



HB 4006 puts new emphasis on addressing severe rent burdens\*

<sup>\*</sup> When households spend over 50% of income on gross rent

### **Project Overview**



PAC Meetings

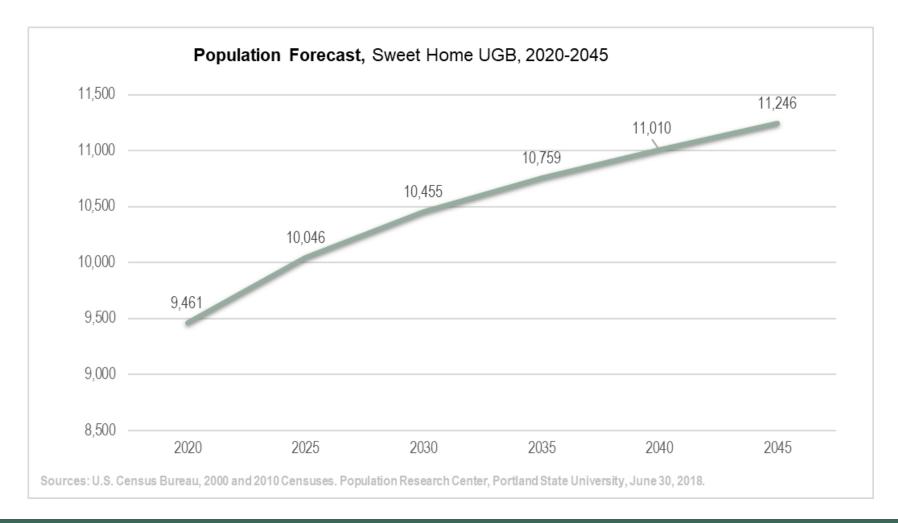
Planning Commission/City Council Meetings •

Public Workshops \*

# Housing Needs Projection

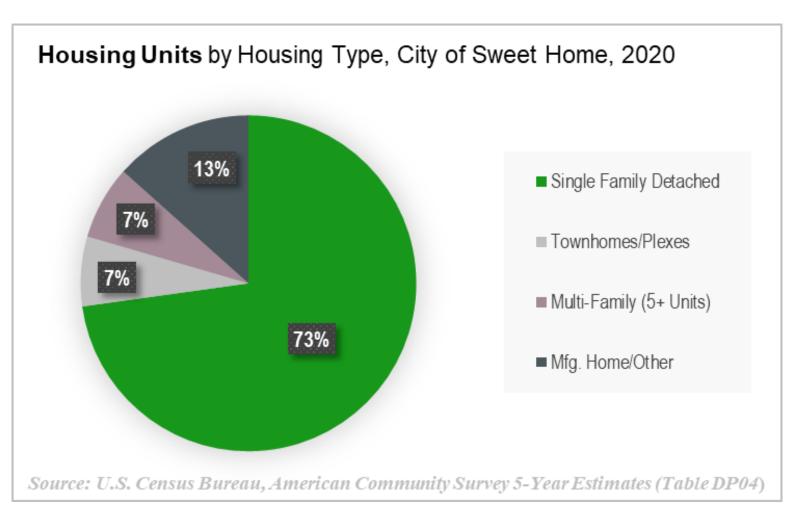
#### **Population Growth Forecast**

- Sweet Home UGB is projected to add +/-1,573 people over next 20 years
- Household growth tends to exceed population growth as the average household size shrinks



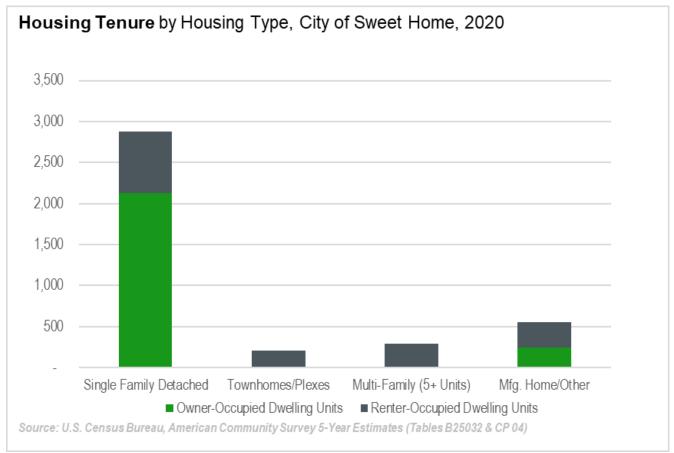
### **Housing Inventory**

- 4,107 total housing units in Sweet Home (city limits in year 2020)
- 73% of housing is single family detached
- 14% "middle housing" (townhomes, plexes and apartments)
- Vacancy was 5% in 2020



#### **Tenure by Structure**

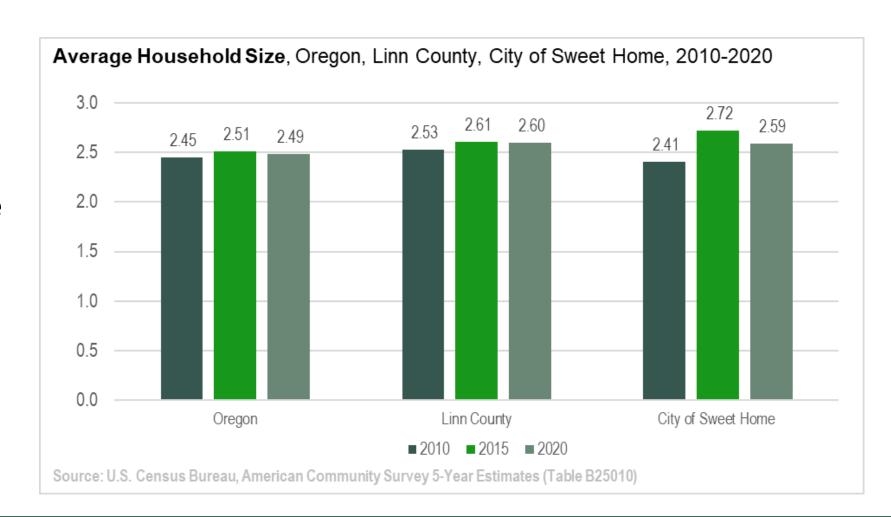
- 70% of single-family detached home units are owner-occupied
- 100% of multifamily and townhomes are renteroccupied
- 45% of mobile homes are owner-occupied





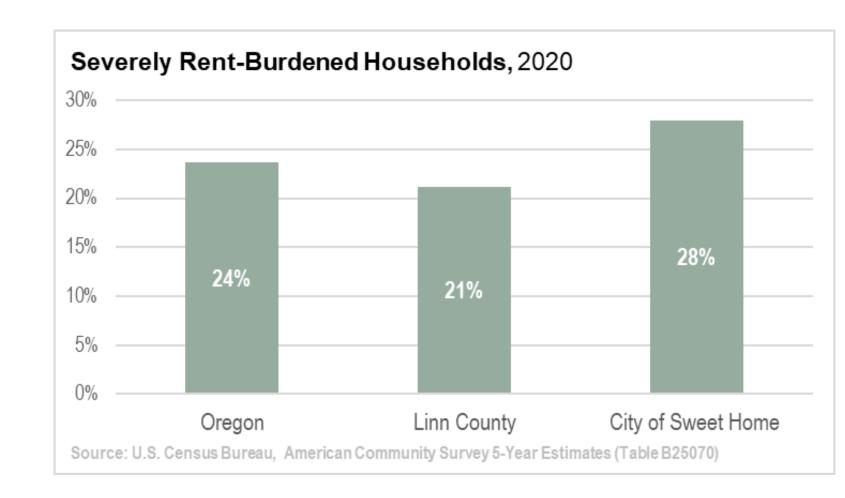
#### **Average Household Size**

- Average household size in Sweet Home has fluctuated in the last decade
- Locally, household size is now above
- Smaller households usually demand smaller "middle" dwelling types



#### Severe Rent Burden

- Severe rent burden occurs when over 50% of income is spent on rent
- More than 1 in 4
   households in Sweet
   Home experienced
   severe rent burden in
   2020
- Since Pandemic, this share has likely increased



#### **Median Home Prices in Select Markets**

- Home sales prices have been growing rapidly in the region
- Median prices in Sweet Home are about \$348,000, up \$104,000 in two years
- Sweet Home is still relatively affordable compared with surrounding cities

				Annual
	Mar-20	Mar-21	Mar-22	Change %
Sweet Home	\$244,000	\$283,000	\$348,000	19.4%
Lebanon	\$277,000	\$315,000	\$387,000	18.2%
Brownsville	\$300,000	\$346,000	\$420,000	18.3%
Albany	\$304,000	\$338,000	\$414,000	16.7%
Junction City	\$333,000	\$373,000	\$447,000	15.9%

**Source:** Zillow.com; analysis by FCS Group 4/18/22

#### **Attainable Housing Thermometer**

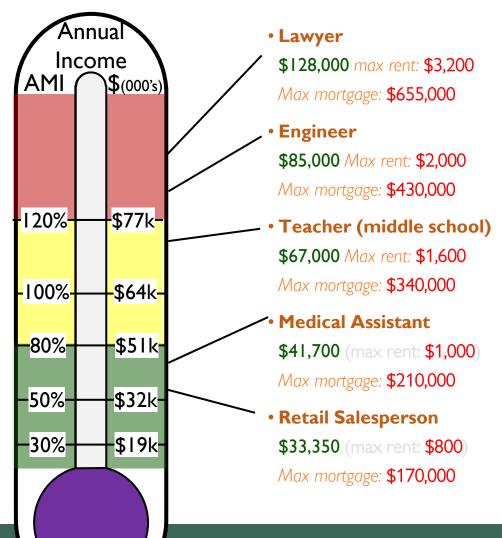
- The median income of all households
- HUD measures affordability by county
- HUD bases affordability on household size
- Useful for contextualizing home prices based on the affordability of expected monthly payments
- Allows for quantification of the suitability for housing types by income level











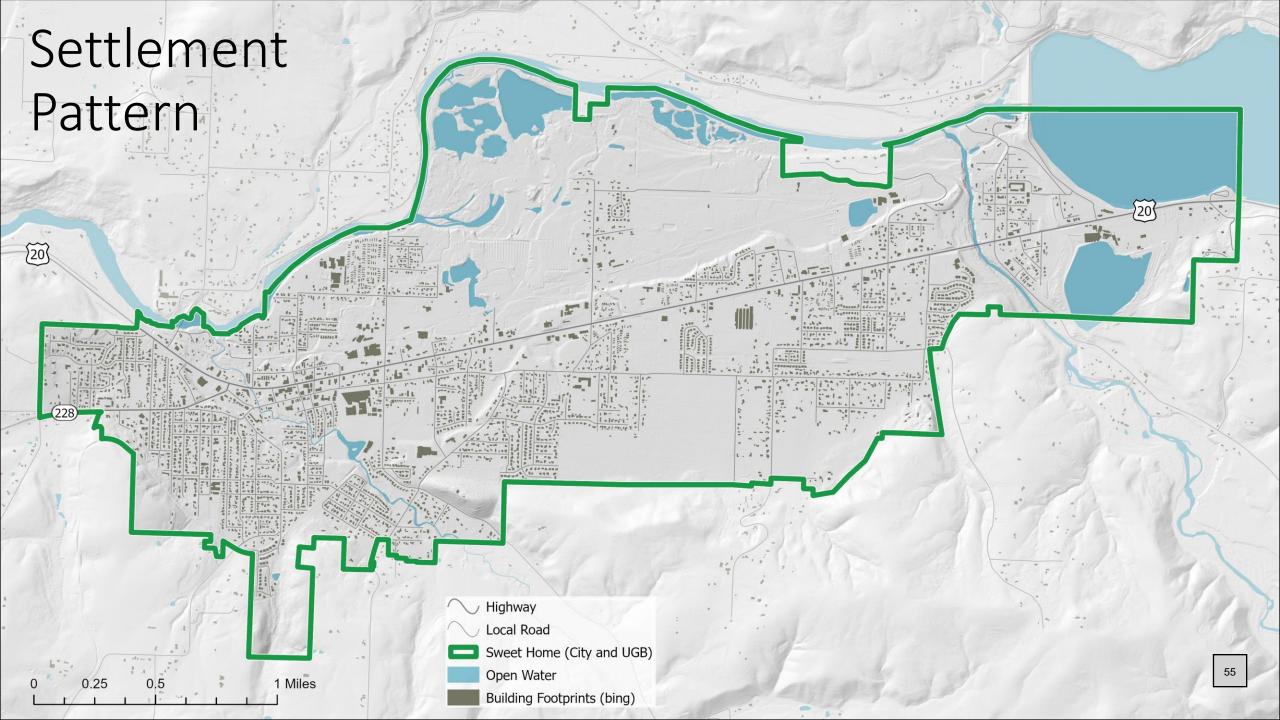
#### **Projected Housing Needs**

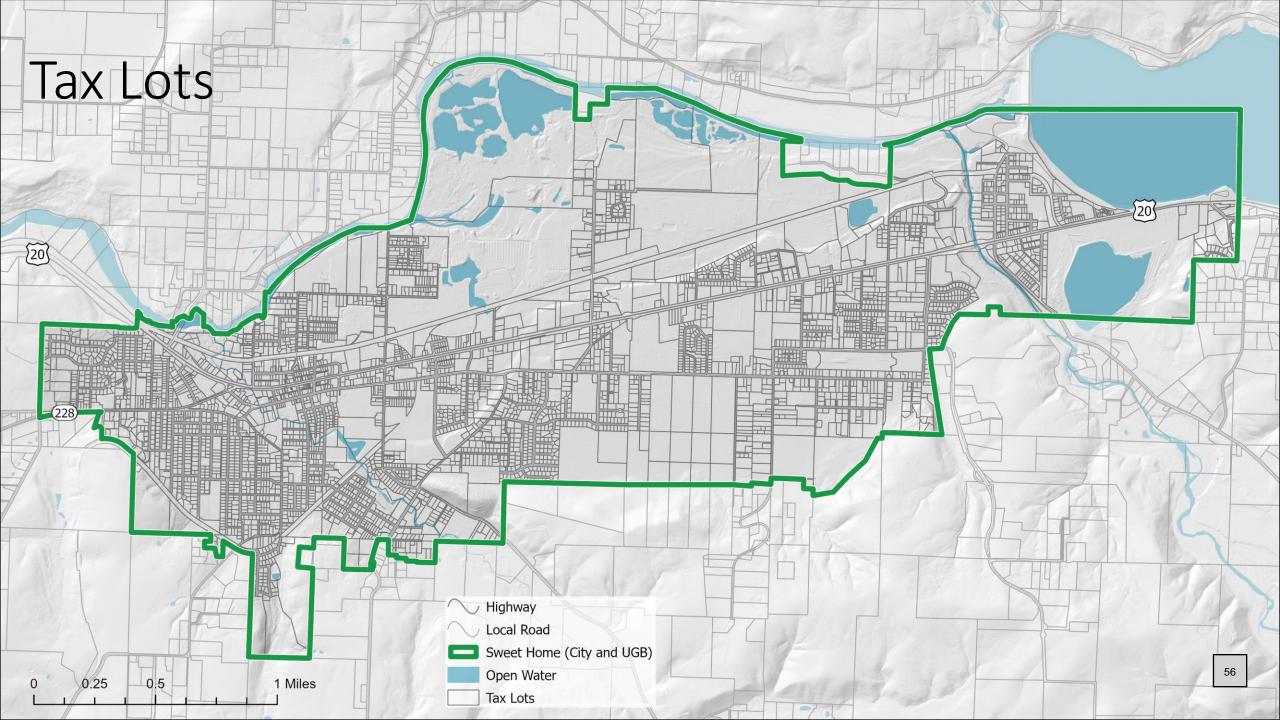
- Baseline forecast = 632 new housing units and 15 people living in shared housing
- Potential Housing Mix: 73% detached and 14% middle housing types
- This forecast addresses population growth needs only; not replacement needs

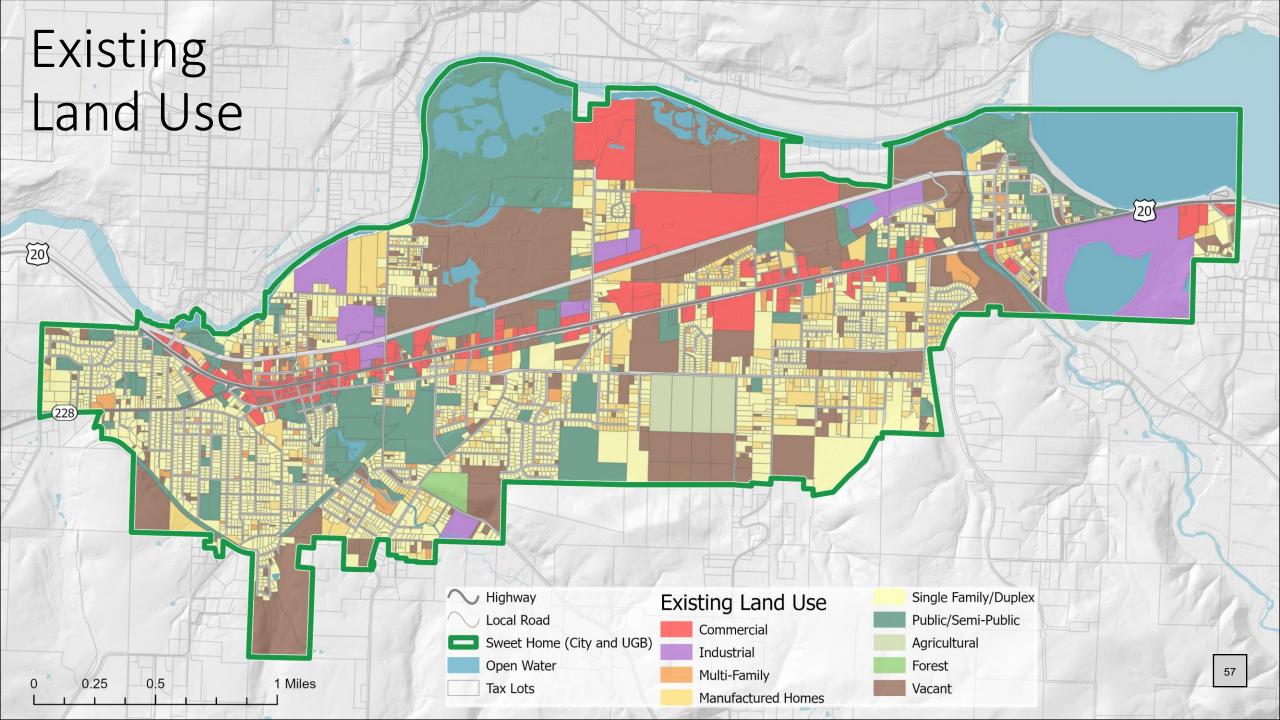
	Owner-Occupied  Dwelling Units	Renter-Occupied  Dwelling Units Vacano	y Assumption	Dwelling Units
Housing Tenure Distribution:	363	238	31	632
Housing Type Distribution	207			100
Single Family Detached Townhomes / Plexes	325	114 32	20	460   42
Multi family (5+ units)	-	32 45	10 0	42 45
Mfg. home/cottages	38	47	0	85
Total	363	238	31	632
Group quarters (pop)				15

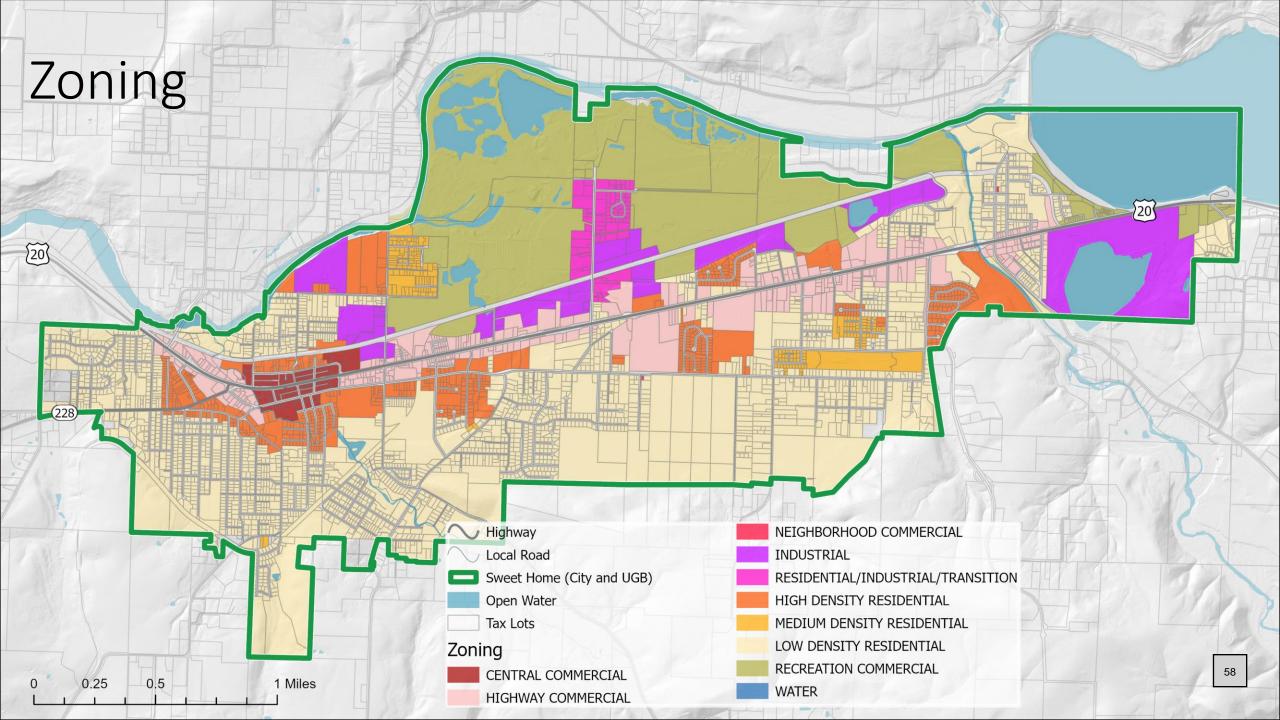
U.S. Census Bureau, American Community Survey 5-Year Estimates (Tables B25032 and CP04) & previous tables

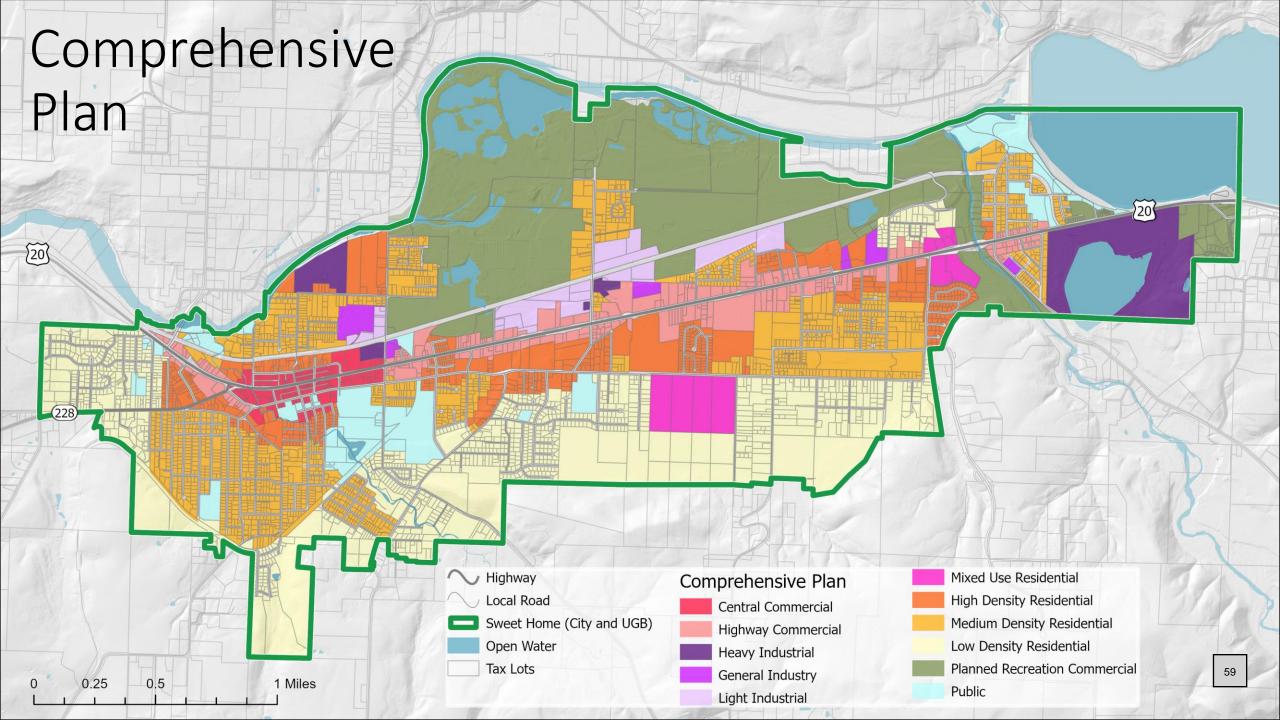
## Buildable Land Inventory

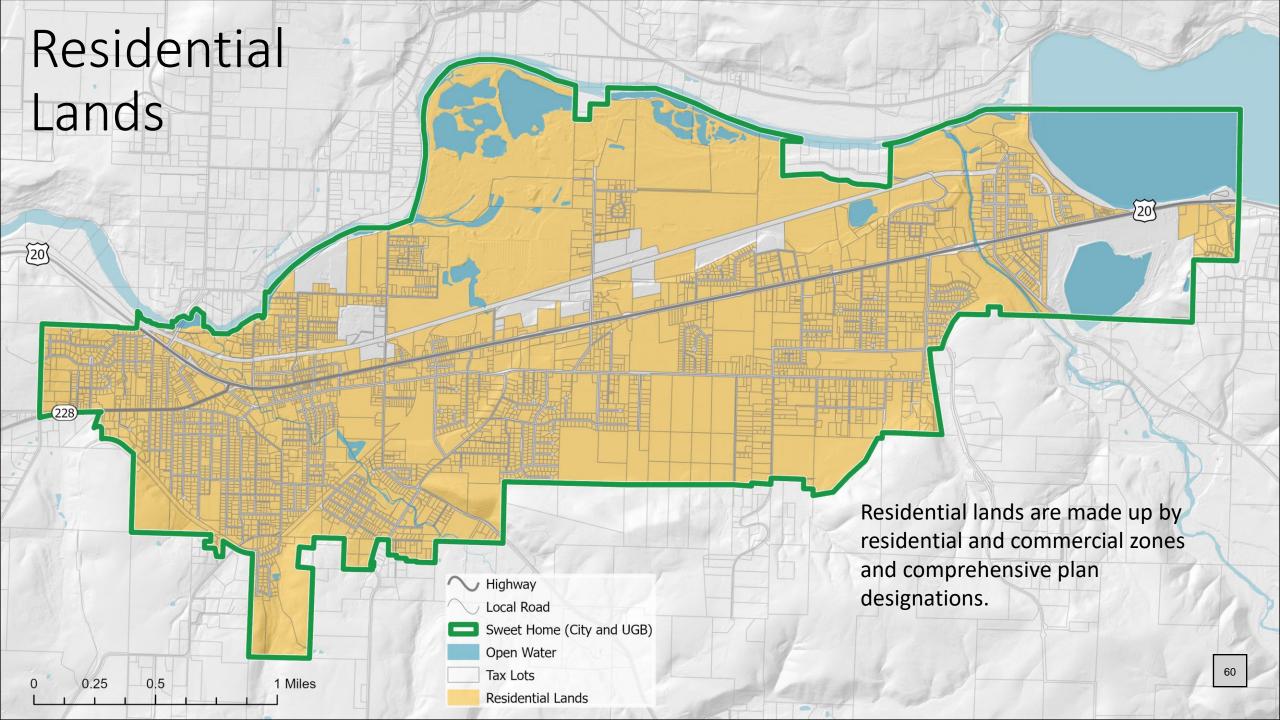


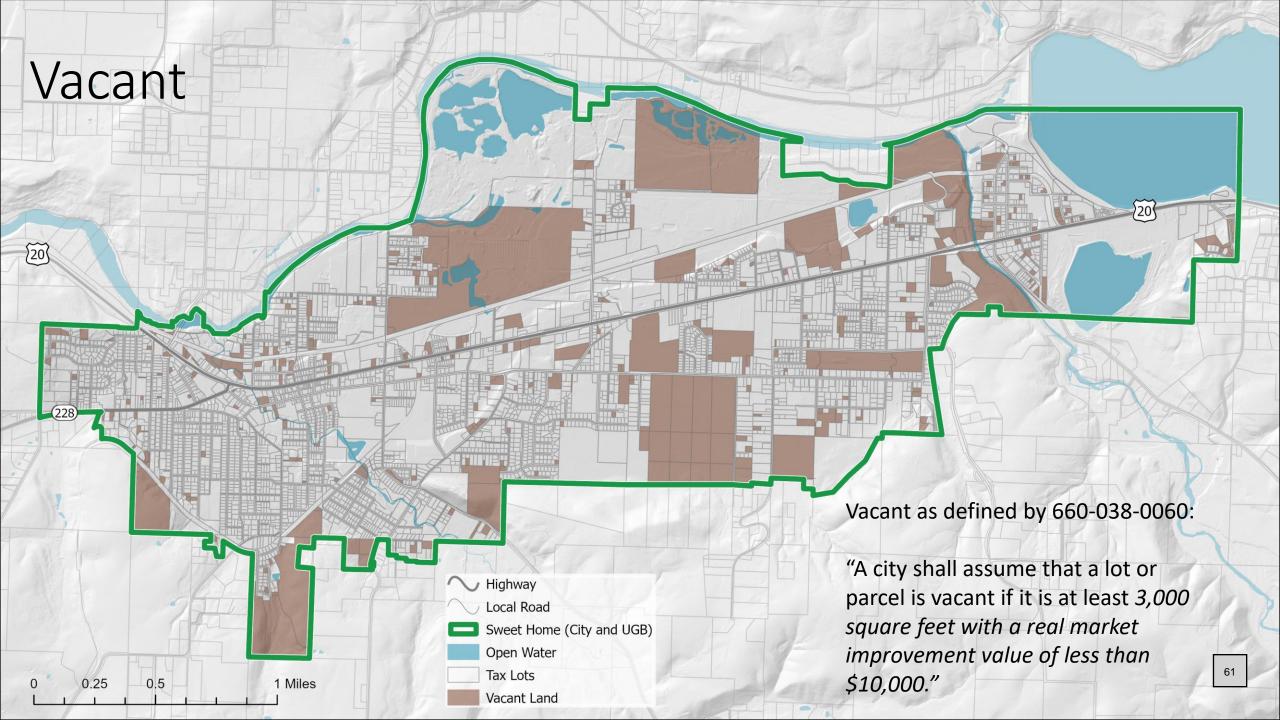


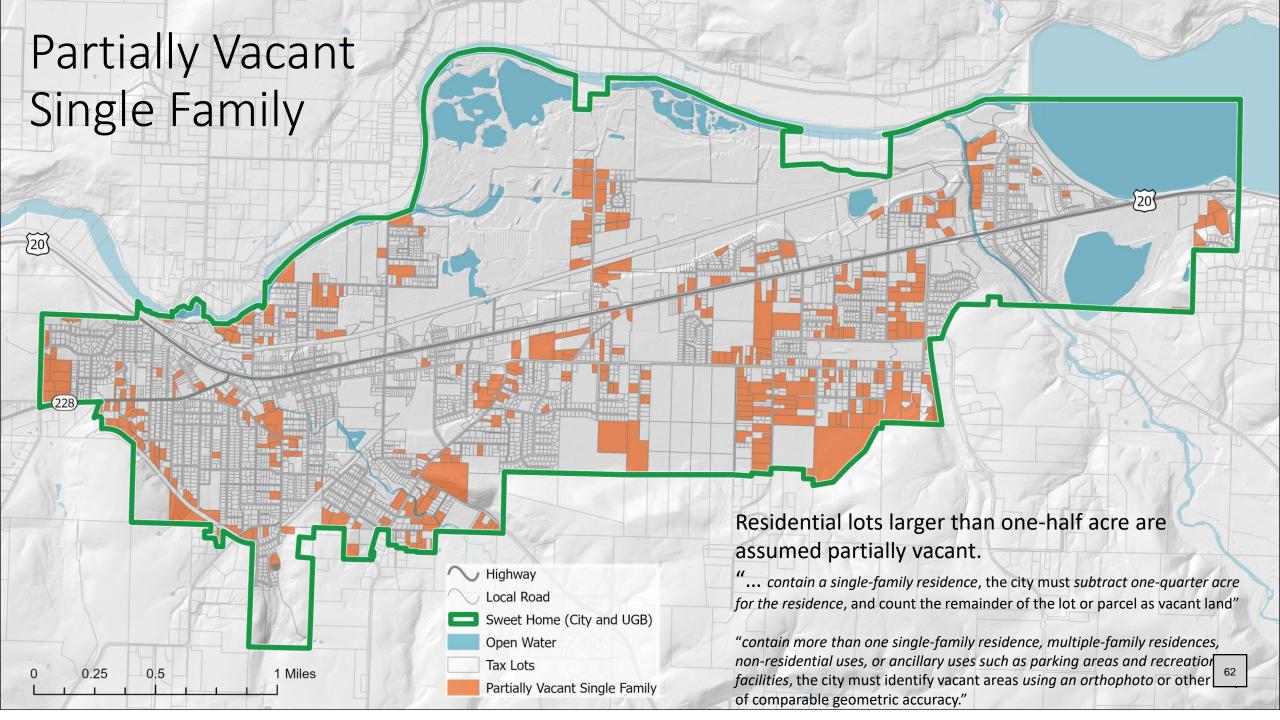


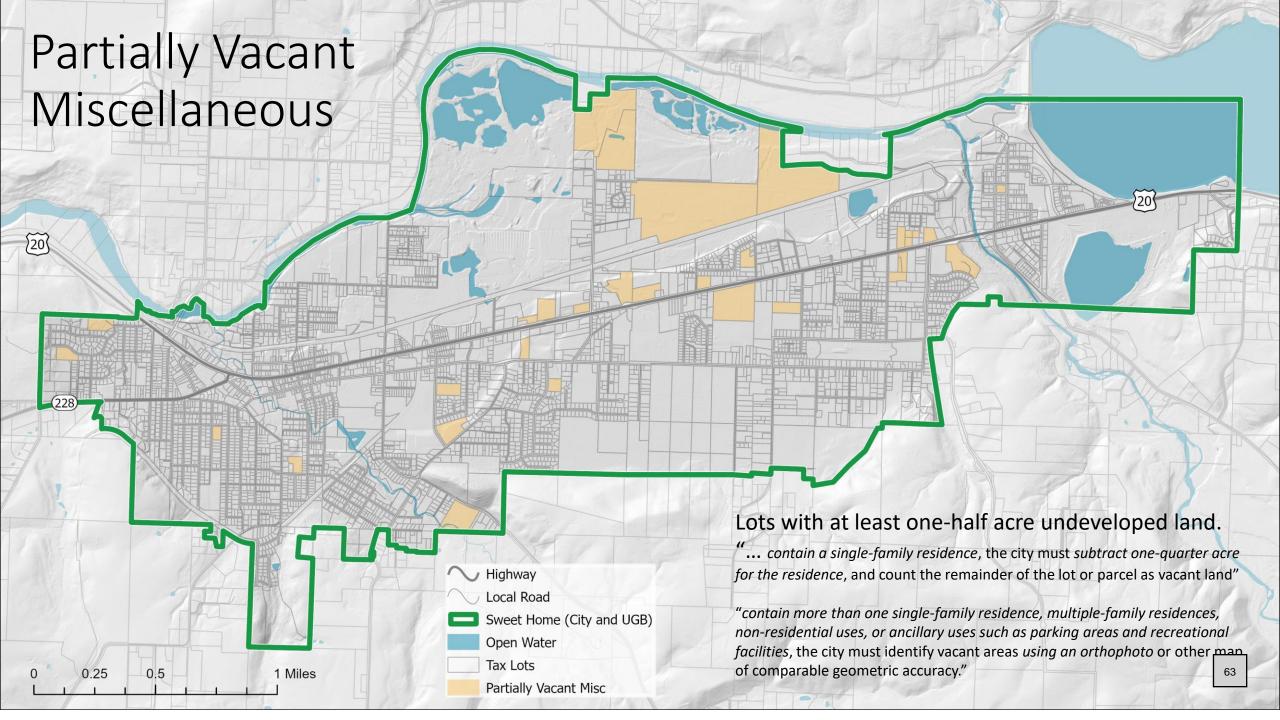


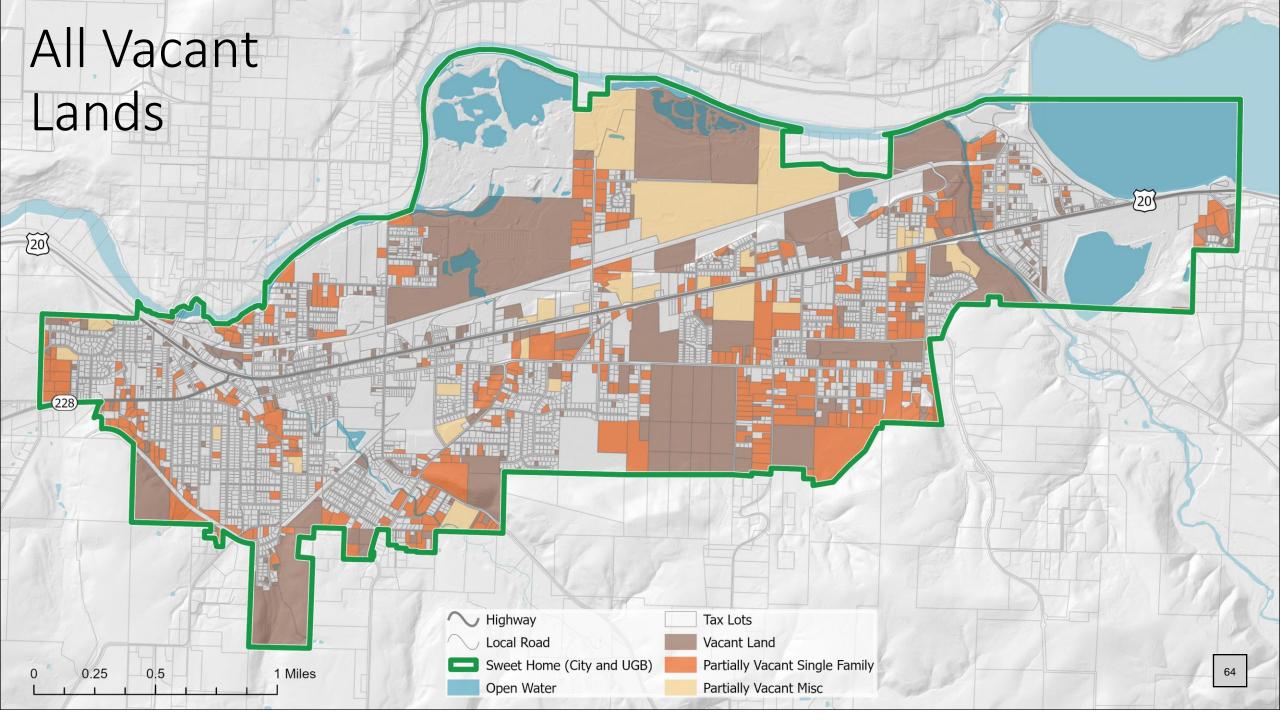


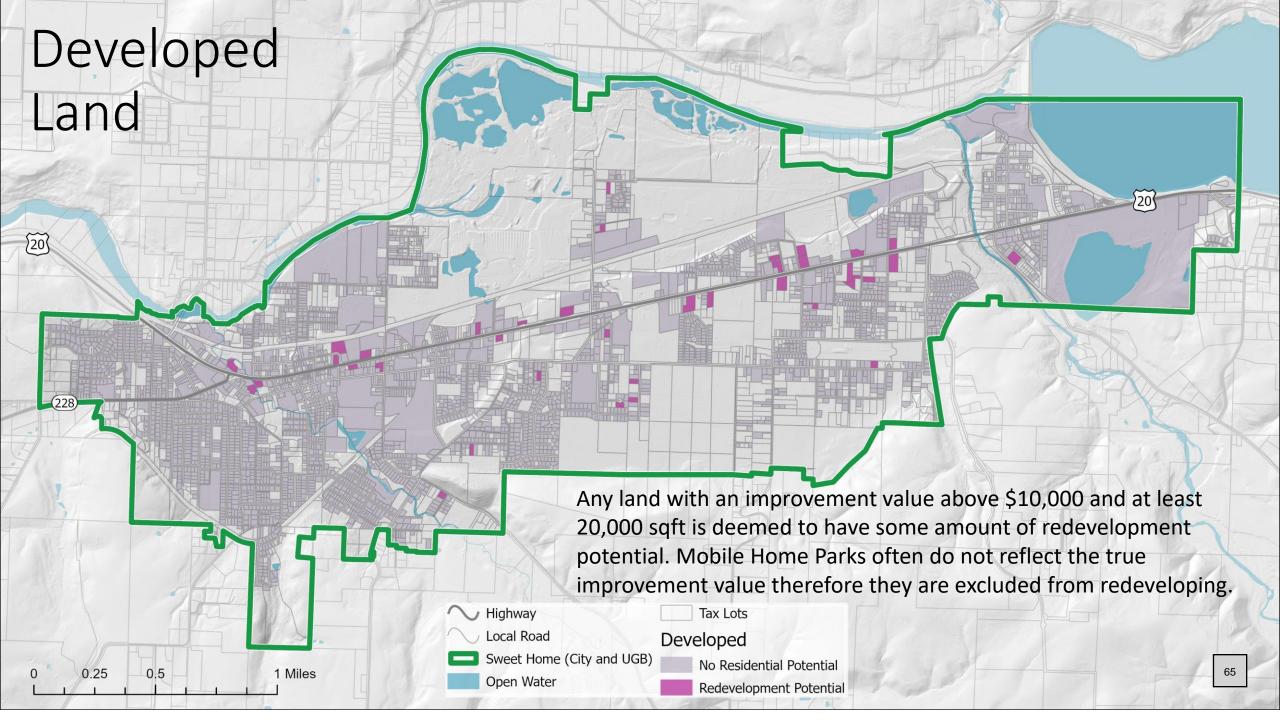


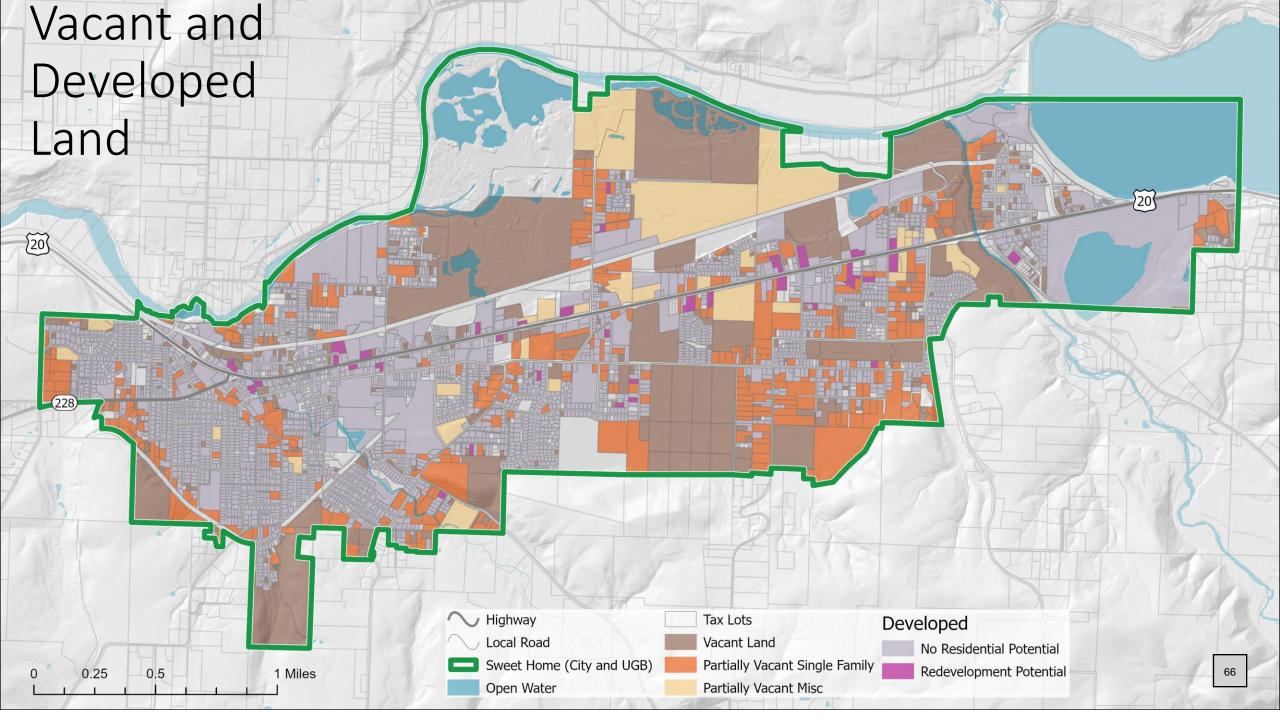




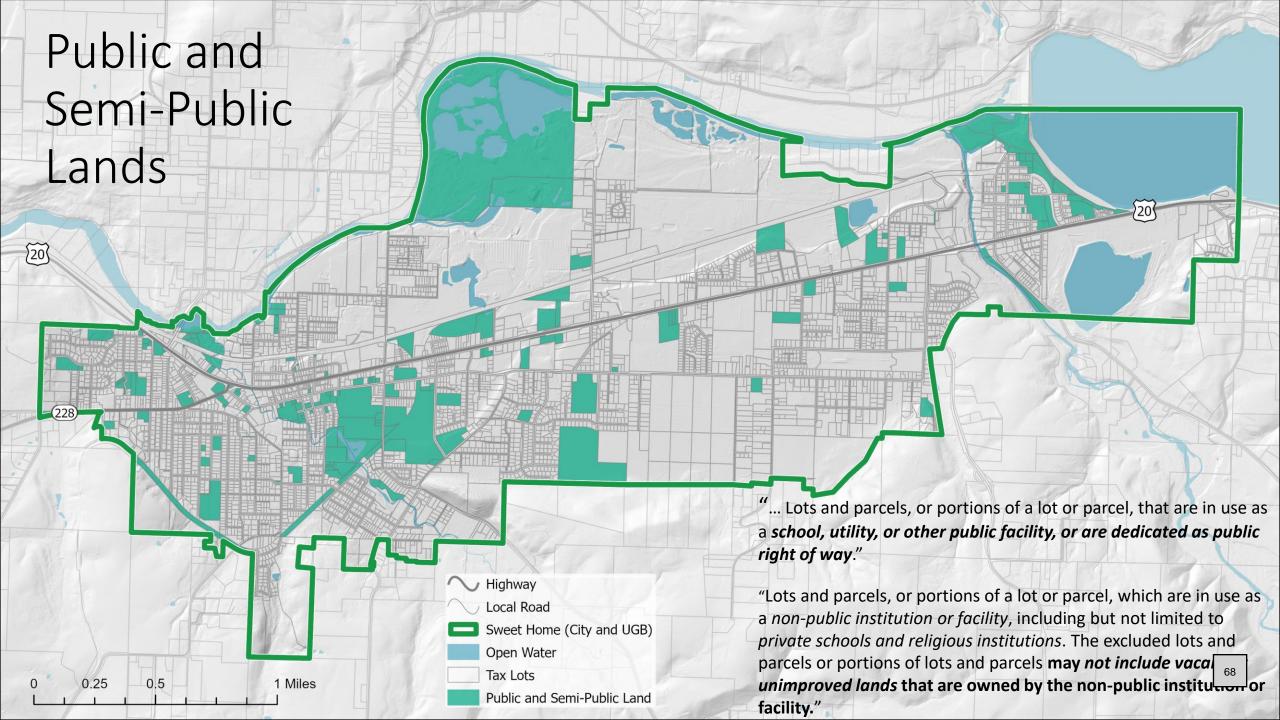


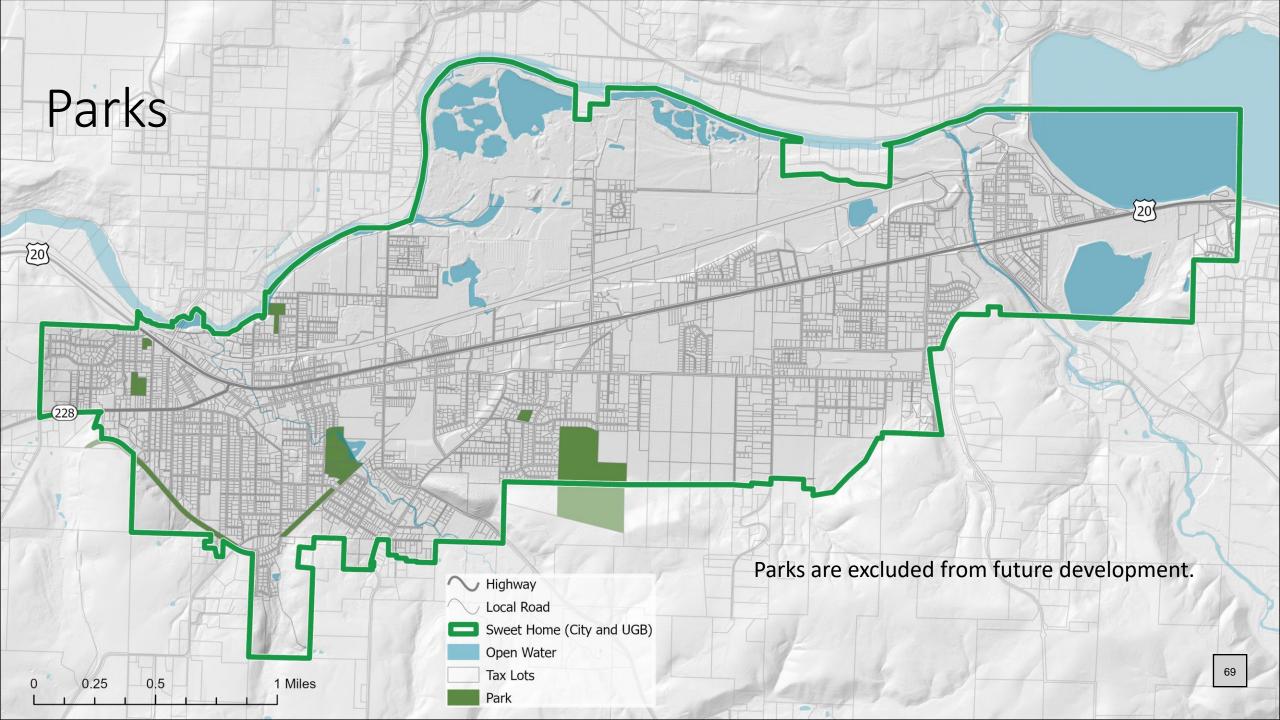


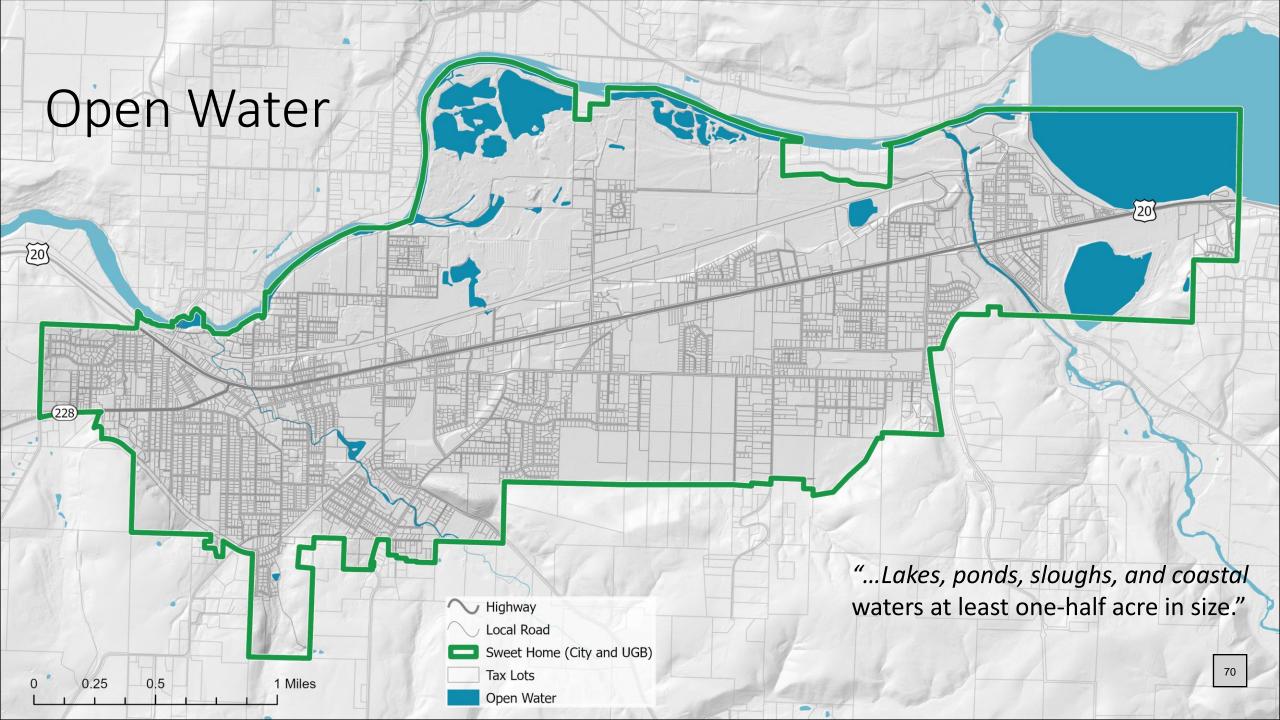


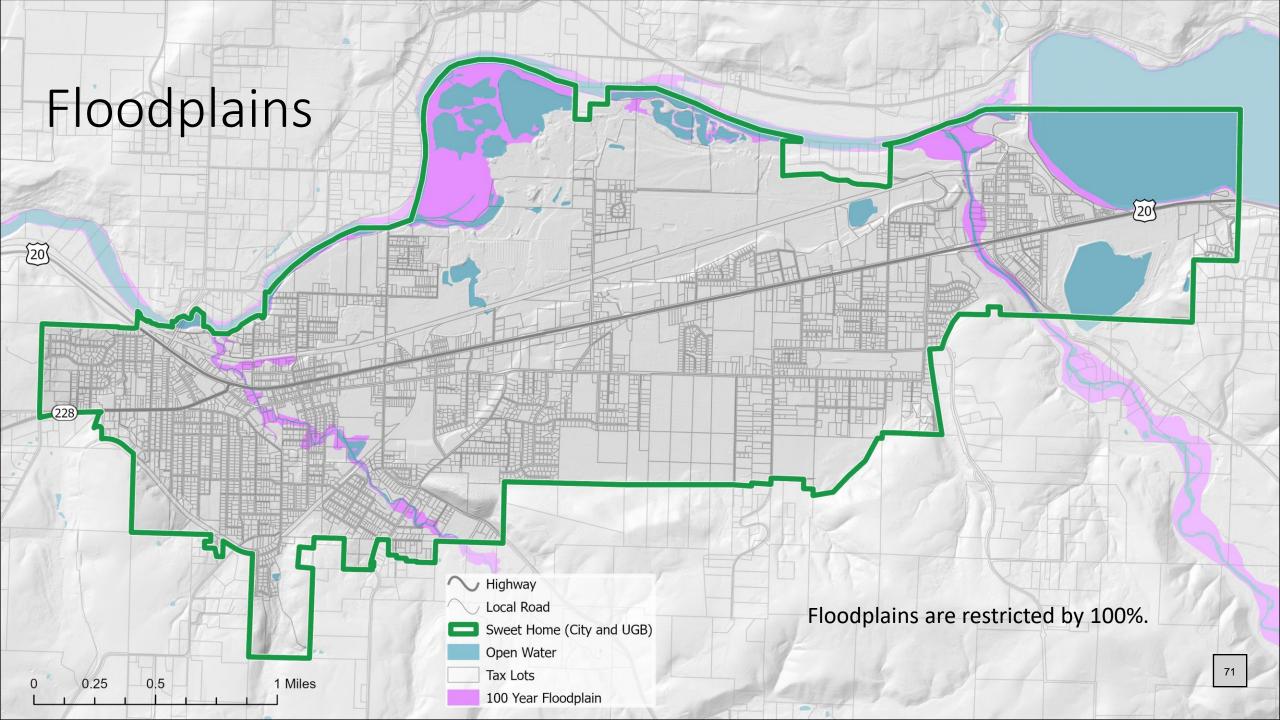


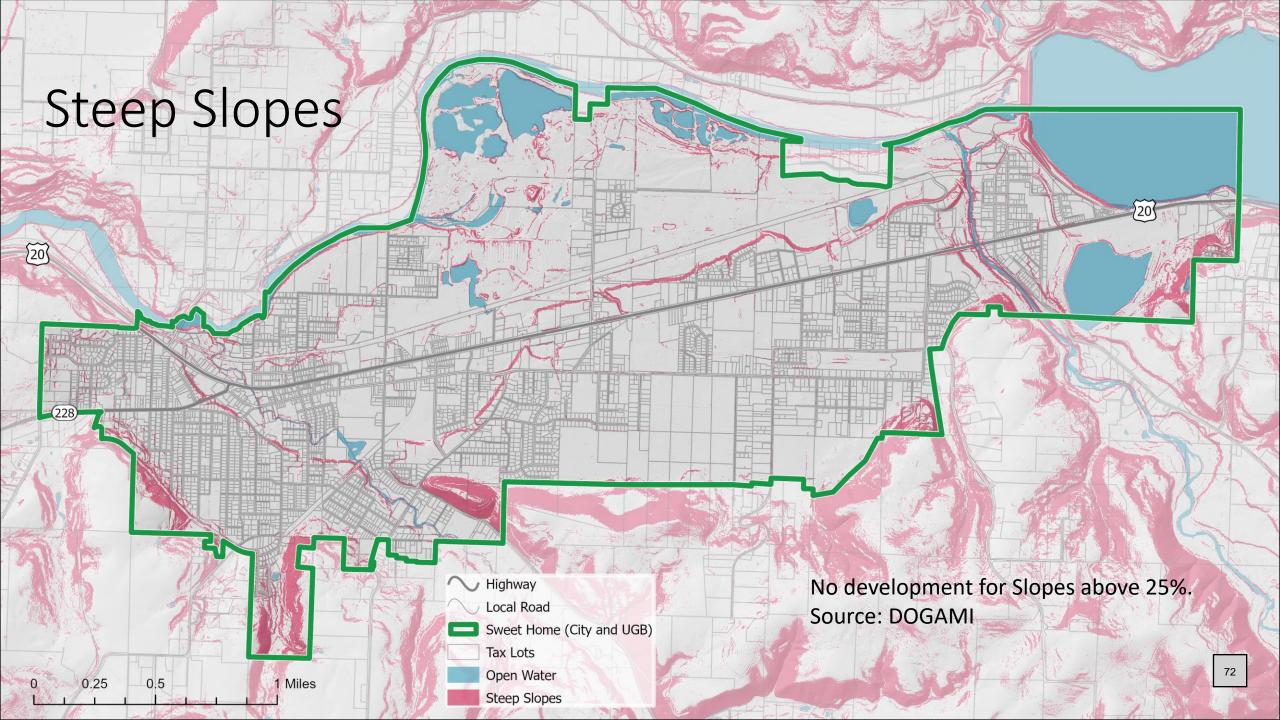
## Constraining Factors

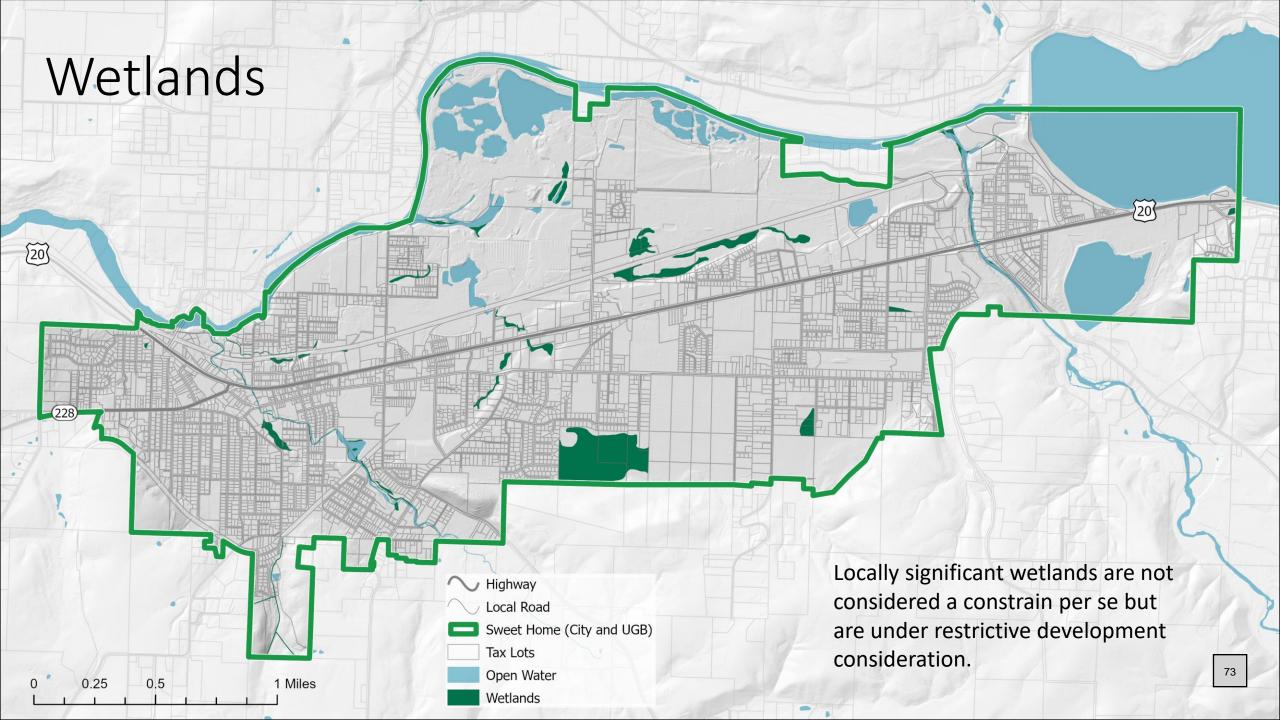




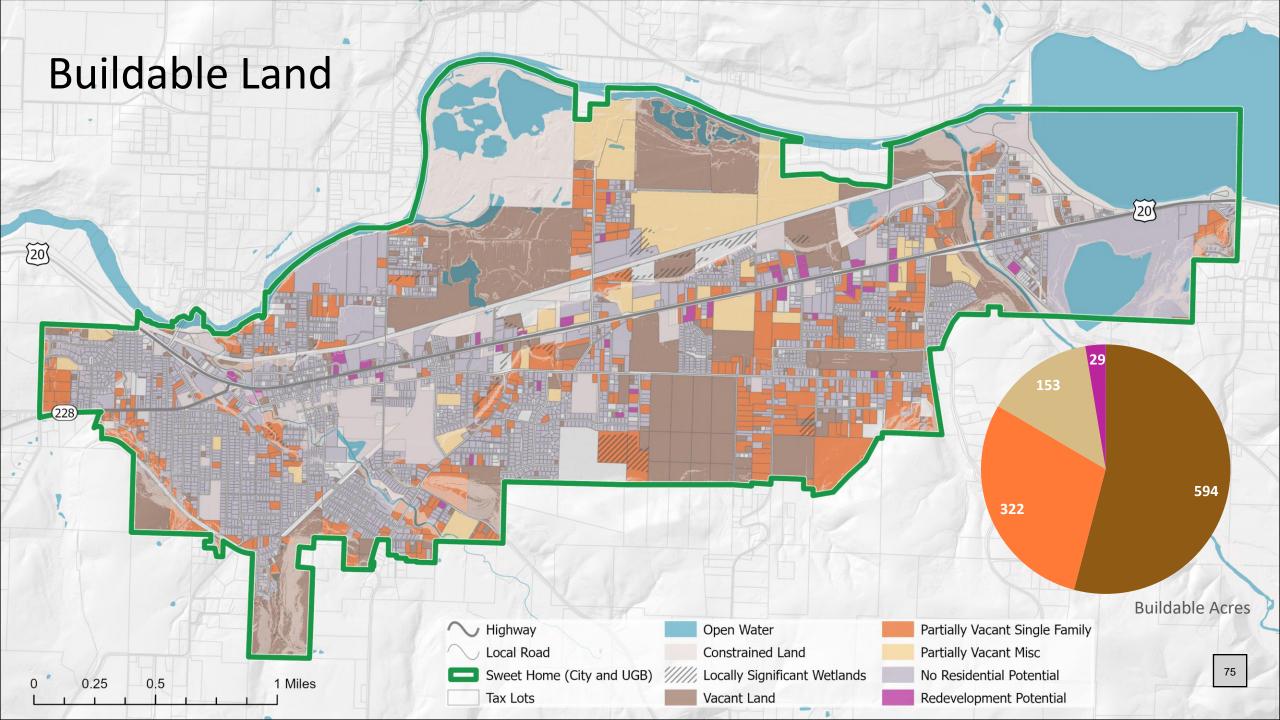


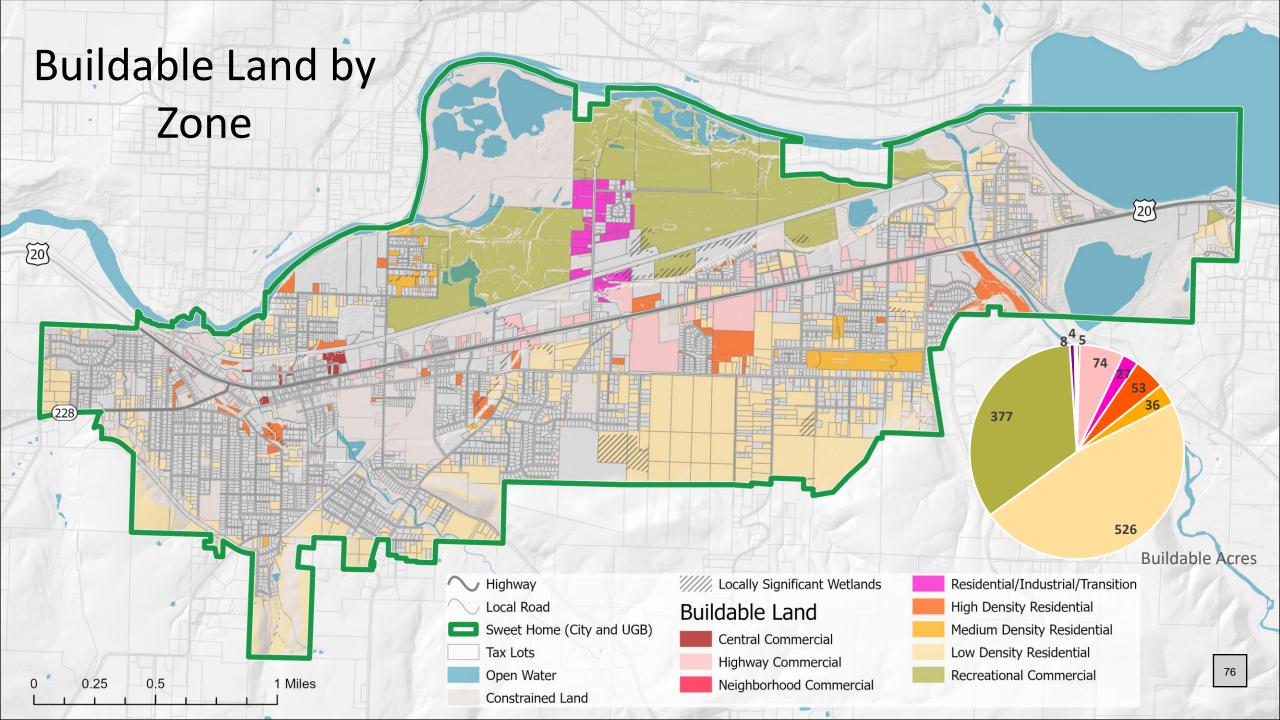






# Buildable Land Supply





## Draft Reconciliation of Residential Land Supply and Demand

#### **Projected Housing Needs**

- Baseline forecast = 632 new housing units and 15 people living in shared housing
- Potential Housing Mix: 73% detached and 14% middle housing types
- This forecast addresses population growth needs only; not replacement needs

	Owner-Occupied Dwelling Units	Renter-Occupied  Dwelling Units V	/acancy Assumption	Dwelling Units
Housing Tenure Distribution:	363	238	31	632
Housing Type Distribution				
Single Family Detached	325	114	20	460
Townhomes / Plexes	-	32	10	42
Multi family (5+ units)	-	45	0	45
Mfg. home/cottages	38	47	0	85
Total	363	238	31	632
Group quarters (pop)				15

U.S. Census Bureau, American Community Survey 5-Year Estimates (Tables B25032 and CP04) & previous tables

#### **Projected Residential Land Need (Demand)**

- Baseline forecast shows demand for 169 gross acres to accommodate new housing units
- 144 acres for single family detached units, 25 acres for other housing types

Dwelling Unit Type	20-Year Dwelling Unit Demand	Applicable Plan Designation	Applicable Local Zones	Allowable Density (DU/Ac)	Avg. Development Density (DU/Ac)	Net Buildable Land Requirement	Gross Buildable Land Need*
Single Family Detached	460	LDR	RR-1, RR-2.5, LDR, R/I/T, RC	1 to 5	4.0	115	144
Mfd. Homes & Cottages	85	MDR	MDR	3 to 10	6.5	13	16
Townhomes / Plexes	42	MDR	MDR	6 to 12	9.0	5	6
Multifamily (5+ units)	45	CC, HC, NC, HDR	CC, HC, NC, HDR	14 to 36	18.0	2	3
Total	632					135	169

Source: prior tables; and interpretation of current zoning code and housing development/market conditions.

<sup>\*</sup> Assumes 25% of site area required for future public facilities, roads, easements, etc.

#### **Buildable Land Inventory (Supply)**

- 2,773 total residential acres in Sweet Home UGB
- 1,675 acres developed residential acres
- 1,098 gross acres of buildable land (minus constraints and exempt uses)

Zoning Categories	Developed/ Other	Vacant	Part Vacant & Redev.	Total Buildable	Total
Central Commercial	26	2	2	5	31
Highway Commercial	218	16	59	74	292
Neighborhood Commercial	0	0	0	0	0
Residential/Industrial/Transition	45	3	24	27	72
High Density Residential	200	34	19	53	253
<b>Medium Density Residential</b>	36	28	8	36	71
Low Density Residential	964	254	255	508	1,472
Recreation Commercial	171	251	126	377	548
RR-1	13	6	11	17	31
RR-2.5	2	0	1	1	3
Total	1,675	594	504	1,098	2,773

Source: Sweet Home Buildable Land Inventory August 16, 2022

#### **Reconciliation of Land Inventory**

- Land supply is generally sufficient to accommodate 20-year housing needs.
- Overall residential land surplus of 929 acres
- Surplus is significant among lower density residential land
- Surplus is also ample among higher density lands.

Dwelling Unit Type	Applicable Zoning  Designation	Gross Buildable Land Requirement	Current Buildable Land Inventory	Buildable Land Surplus (Deficit)	
Single Family Detached	LDR, MDR, R/I/T,	144	965	805	
Mfd. Homes & Cottages	RR-1, RR-2.5, RC	16	903		
Townhomes/Plexes (2-4 units)	HDR, C	6	133	124	
Multifamily (5+ units)	TIDIX, O	3	100	124	
Total		169	1,098	929	

Source: prior tables; and interpretation of current zoning code and housing development/market conditions.

### **Housing Policy Recommendations**

#### **Current Housing Policies**

- 1. Residential areas will offer a wide variety of housing types in locations best suited to each housing type.
- 2. Sweet Home will encourage rehabilitation or redevelopment of older residential areas.
- 3. The City encourages flexibility in design to promote safety, livability, and preservation of natural features.
- 4. Sweet Home establishes density recommendations in the Plan in order to maintain proper relationships between proposed public facilities, services, and population distribution.
- 5. The City will work with public and nonprofit organizations that provide affordable housing within the community.
- 6. Schools and parks shall be distributed throughout the residential section of the community.

#### **Current Housing Policies**

- 7. Where nonresidential uses abut residential areas in the community, nonresidential uses shall be subject to special development standards.
- 8. Efforts will be made to complete or connect existing sidewalks along routes to schools, parks, or commercial areas.
- 9. Development of residential local streets, whenever possible, will increase connectivity within and between neighborhoods.
- 10. The maximum net development densities (not including streets), in high density residential areas shall not exceed 35 multi-family dwelling units per acre, based on the standards for unit type.
- 11.In medium-density residential areas, single-family dwellings and two-family dwellings on corner lots would be consistent with the prevailing character of developed areas and compatible with adjoining land use in undeveloped areas. In these areas, the maximum net density shall not exceed 9 dwelling units per acre.

#### **Current Housing Policies**

- 12. The maximum net density (not including streets) in low density residential areas shall not exceed 5.4 dwelling units per acre for single-family dwellings.
- 13. Many of the hillside areas of Class II slope or less (25% slope or less) provide attractive sites for residential use. The City may enact special development standards governing hillside development on Class II slopes.
- 14.Efforts will be made to extend trails, pedestrian ways, and bikeways through existing residential areas.
- 15.To encourage connectivity and pedestrian access, residential blocks shall meet the development standards, except when topographical constraints make the standards impractical. When existing conditions or topography prevent a cross street, a pedestrian access way to connect streets should be considered as part of the development.

#### **Housing Policy Recommendations**

- 16. Ensure the land use code includes "clear and objective" standards for housing development and does not have the effect of discouraging needed housing through unreasonable cost or delay or reducing the proposed housing density already allowed by zoning.
- 17.Create a marketing campaign that increases awareness and participation with the federal solar tax credit to provide homeowners and renters assistance in upgrading their homes to be more energy efficient.
- 18.Conduct a Fair Housing audit of the City's development processes and Development Code. An audit would look at existing definitions, restrictions, standards that trigger conditional use permits, and disparate impacts of policies on protected classes.
- 19.Identify areas of high priority for improving infrastructure to support new residential development, focusing on opportunities for new development in higher density zones. Particularly in areas with vacant land zoned for housing.

#### **Housing Policy Recommendations**

- 20. Plan for a 20-year supply of suitable land for Sweet Home to meet housing needs through regular monitoring and adjustments of available residential land.
- 21. Streamline the permitting process to reduce cost and delay of new housing units.
- 22. Promote the development of accessory dwelling units as a means to contribute to the overall housing stock and rental market.
- 23. Identify public owned properties that could be used for affordable housing.
- 24. Consider deferrals or waivers of SDCs for affordable housing developments.
- 25. Monitor annually the number of total housing units, regulated affordable units, multifamily units, regulated affordable multifamily units and single family units, and regulated affordable single family units.
- 26. Explore opportunities to remove undevelopable land from the buildable land inventory, including comprehensive plan amendments, rezoning and land exchanges.

## Comprehensive Plan Chapter 4: Residential Lands and Housing

#### **Chapter 4: Residential Lands and Housing**

#### Chapter 4: Residential Lands and Housing

#### Community Goals

Sweet Home strives to establish residential areas that are safe, healthful and attractive places to live, and that will provide a maximum range of residential choices for the people in Sweet Home.

#### Overview

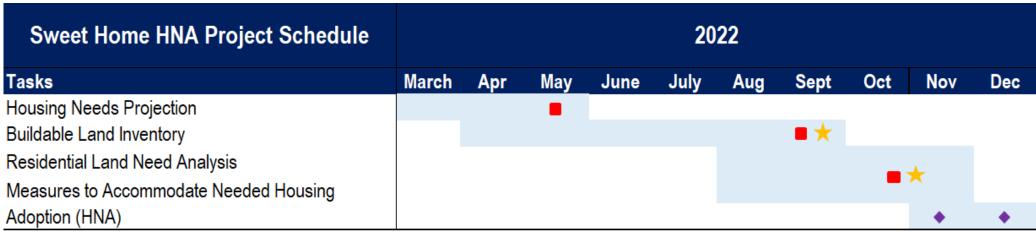
Through comprehensive planning, the City of Sweet Home can help guide the quantity, type, and affordability of its housing stock. Sweet Home recognizes the challenge of planning for a variety of housing options in both existing neighborhoods and new residential areas. How to achieve housing options that match the changing demographics and lifestyle of the residents will continue to be one of the challenges facing the community.



### **Next Steps**

#### **Next Steps**

- Housing Needs Analysis adoption Early 2023
- Comprehensive Plan Chapter 4: Residential Lands and Housing adoption – Early 2023



PAC Meetings

Planning Commission/City Council Meetings ◆

Public Workshops \*

#### **Thank You**









