



North Sweet Home Area Plan  
**Technical Memo 10**  
**Preferred Land Use Concept**  
Task 5.2



Draft  
February 2025

# The North Sweet Home Area

The City of Sweet Home is in the process of updating its Transportation System Plan (TSP) and preparing an area plan for the land in the northern part of the City limits, called the North Sweet Home Area.

This area planning effort includes the following steps: 1) an analysis of existing conditions; 2) creation and evaluation of land use/transportation options; 3) selection of a preferred alternative;

and 4) potential changes to comprehensive plan and zoning designations as well as policies and transportation projects identified in the updated TSP.

**This memo aims to provide information about the preferred alternative for the North Sweet Home Area, along with a preliminary transportation analysis of this alternative.**

## Goals & Objectives

### Housing

The Preferred Alternative aims to provide land that can accommodate a variety of housing types needed in Sweet Home in the long term, including lodging in a riverfront hospitality district.

### Economic Development

The Preferred Alternative provides land for a range of industrial and commercial uses, in areas to the SW of the study area, closest to existing downtown uses and activity.

### Natural Resources & Recreation

This Plan will protect water quality resources and wetlands as required by law and provides land available to riverfront hospitality uses along the South Santiam River, which will continue to be protected through riparian area regulations.

### Connectivity

A robust and connected transportation network is proposed in this area, for those walking, rolling, and driving.

*The Preferred Alternative has been designed with principles of...*

### Great Neighborhood Design

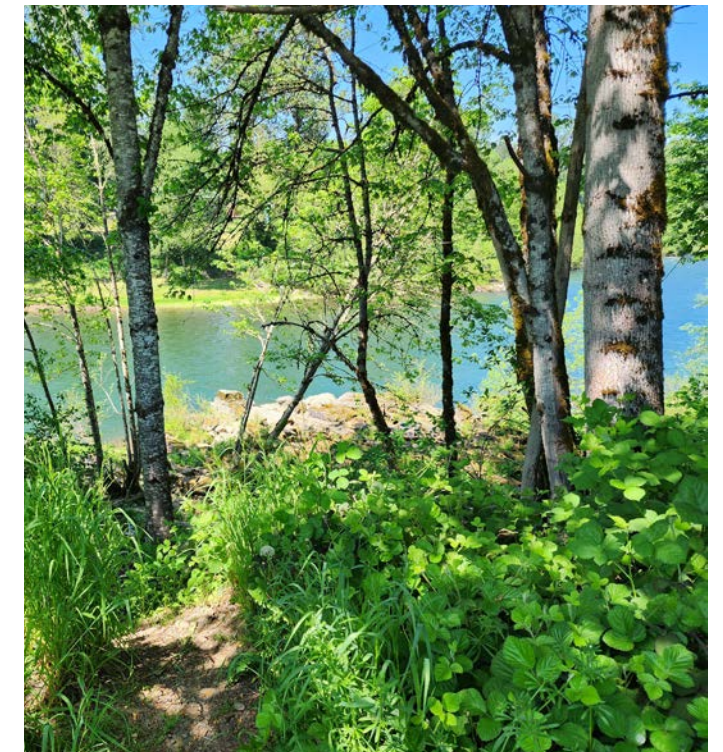
- + Pedestrian & bike friendly
- + Natural feature preservation
- + Connected streets
- + Scenic views
- + Mix of activities
- + Parks, riverfront trails, & open spaces
- + Housing for diverse incomes
- + Housing variety

# Draft Alternative Review

Draft alternatives were presented to the PMT in a series of meetings in Summer 2024, and in a public meeting on June 3, 2024.

- Meetings were open to the public and took place at Sweet Home City Hall. The project team described the goals of the North Sweet Home Area plan and existing conditions in the area, followed by presentation of three land use alternatives and two transportation concepts.
- All alternatives supported a multi-modal transportation system, new neighborhoods in North Sweet Home, and a parks and trails system that takes advantage of the area's natural resources. The land use alternatives differed in their emphasis on industrial, commercial, and residential uses. The transportation concepts differed in the "main entrance" to North Sweet Home - Clark Mill versus a new connection on 24th Ave - plus differences in the alignment and connections of the primary east-west street.

- Alternatives were presented to the Sweet Home City Council on January 28, 2025. Feedback indicated general support for Alternative 3, "Riverfront Hospitality" which forms the basis for the Preferred Alternative.
- Property owners and others indicated a desire for flexibility in the allowed uses of land.
- The owner of a large parcel within the "Recreational Commercial" area indicated he is having difficulty in developing large speculative projects in the current market environment. This Preferred Alternative plan should therefore assume that development will occur in smaller, incremental phases.



Preferred Alternative  
**Riverfront Hospitality**

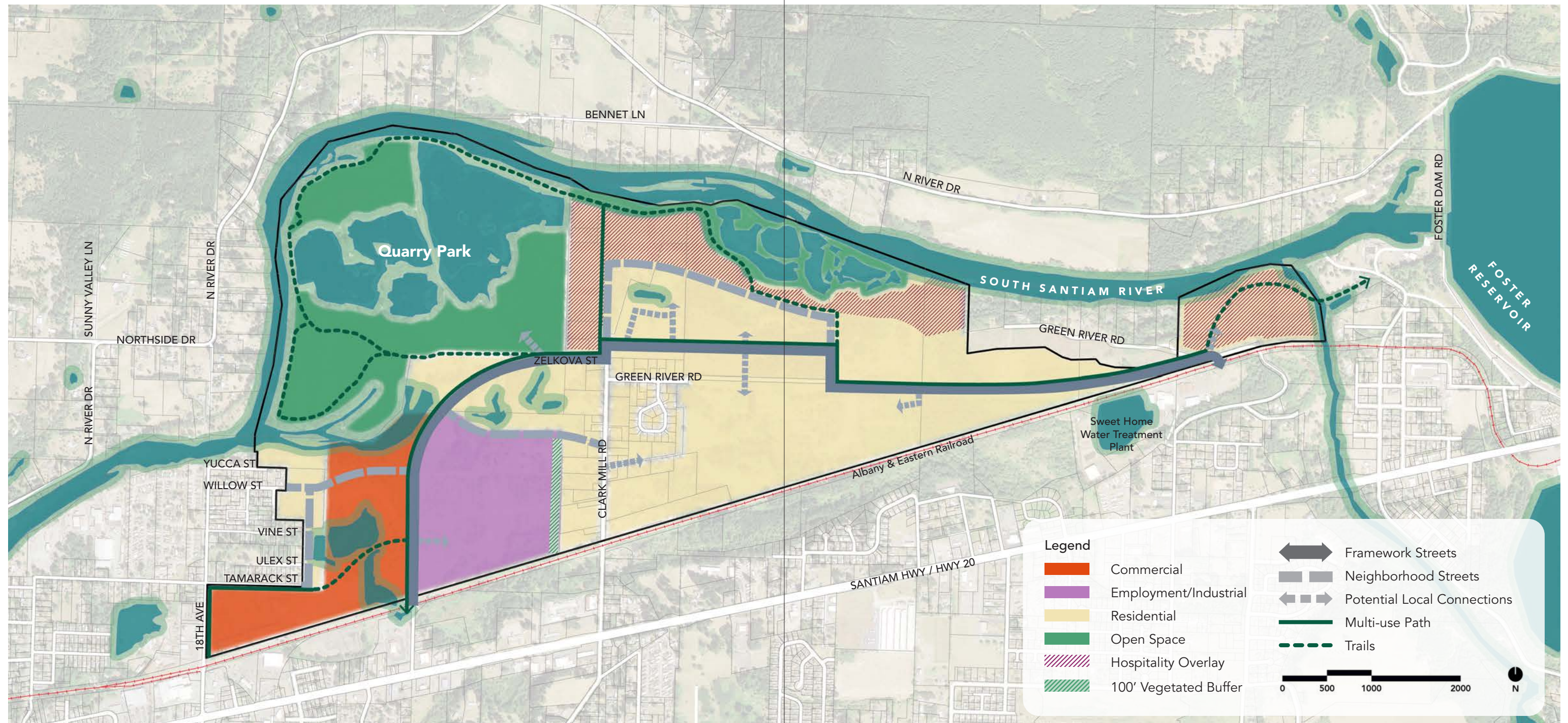


Figure 1

This alternative contains a balance of smaller industrial and commercial uses in the Southwest of the NSHA to take advantage of transportation connections and proximity to downtown Sweet Home, and residential uses in the remainder of the area. A "Riverfront Hospitality Zone" on land

(with residential base zoning) in the vicinity of the South Santiam River would allow for uses catering to a visiting public, including hotels, restaurants, equipment rentals, and similar uses.

Hospitality uses could range in scale but the plan envisions a residential/rustic aesthetic. Less intensive hospitality uses could include rental cabins, campsites, yurts, or RV sites with access to the river or nearby riverfront trails. More intensive hospitality uses could include a small resort.

Nearby commercial and employment lands could also provide services related to tourism, like outdoor recreation equipment rentals or venue/restaurant space.

*Preferred Alternative*  
**Riverfront Hospitality: Aerial Perspective**

A view looking NE across the North Sweet Home area towards Foster Reservoir and the Cascade Mountains, showing one potential buildout of the Preferred Alternative in the next 20-30 years, integrating a new neighborhood into this beautiful riverfront next to downtown Sweet Home. The ultimate eventual developed neighborhood will be shaped by this plan, with flexibility for individual design decisions from property owners and developers.

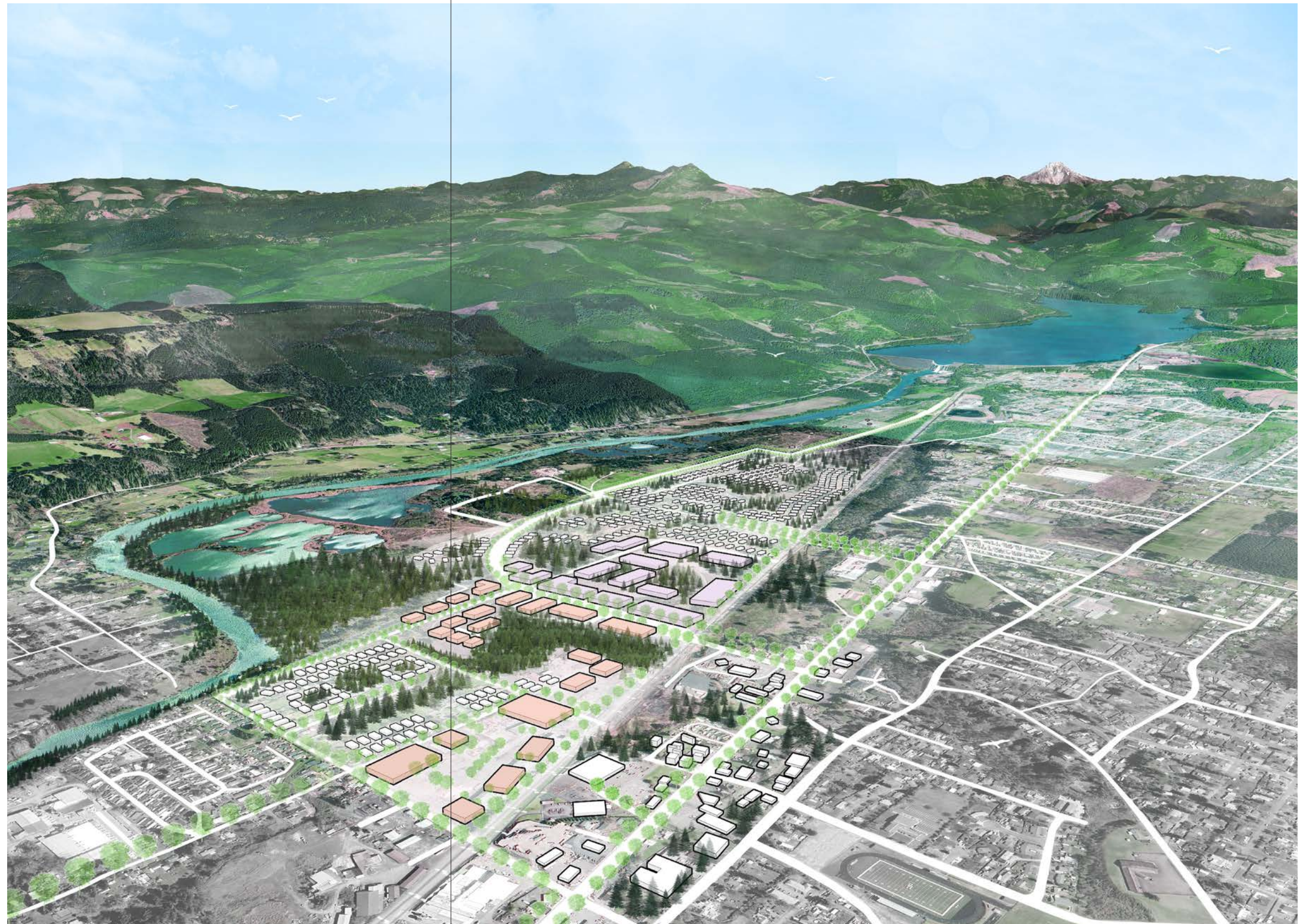


Figure 2

# Industrial Employment



Employment areas could include pedestrian and bike connections for both workers and residents to access the river and downtown.



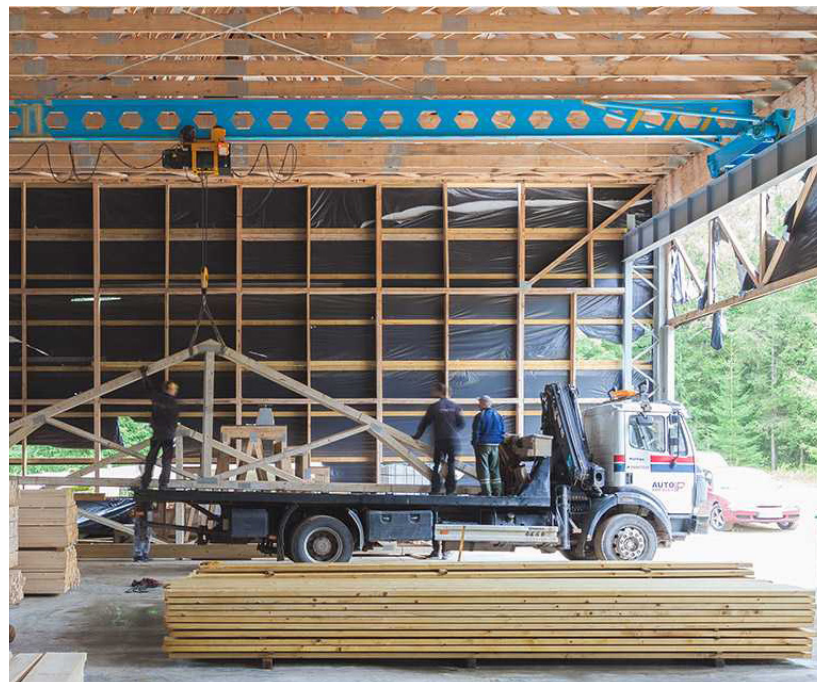
Commercial greenhouses could make use of nearby rail and expansive sites with solar access.



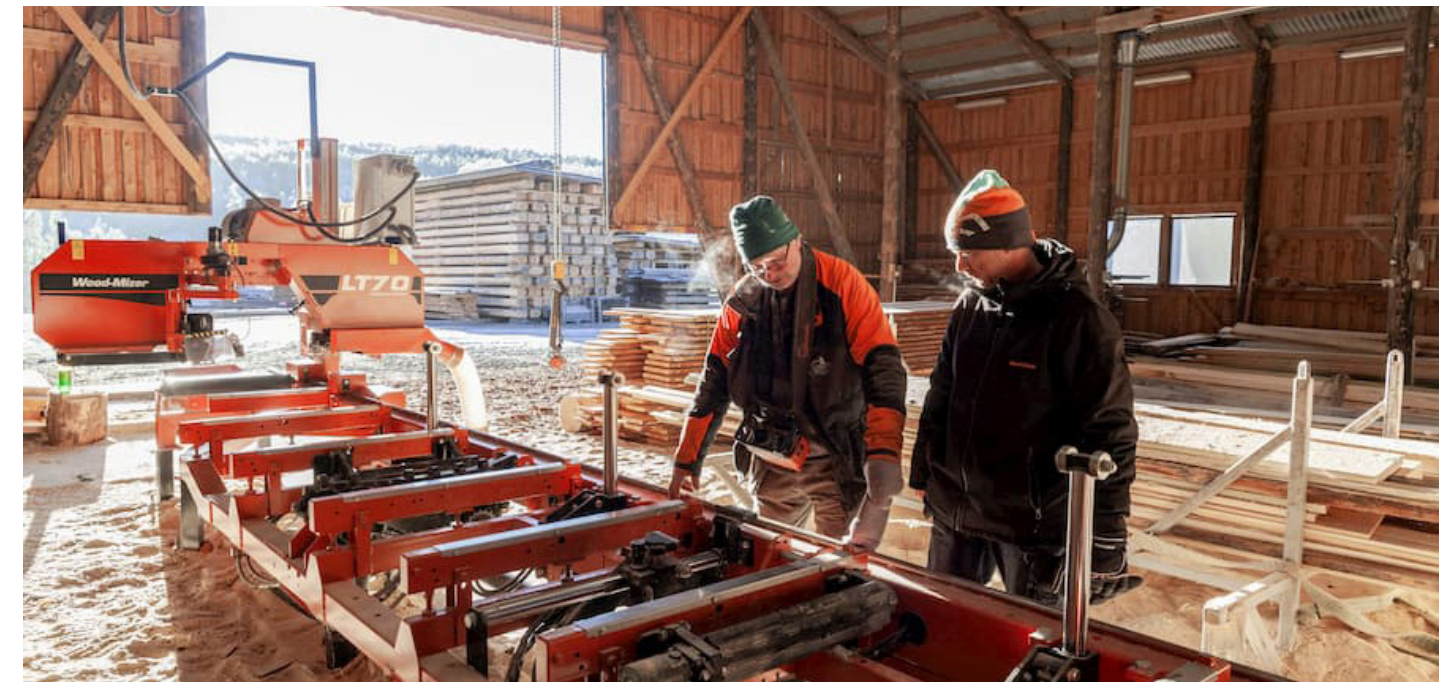
Small scale "craft" manufacturing related to nearby tourism industries (eg, boating, snow sports, hiking, etc), could locate manufacturing and show-room space within the NSHA in this option.



A brewery or food-related manufacturer could locate their facility within employment industrial areas.



Manufacturers of prefabricated buildings or prefabricated wood components could take advantage of nearby timber resources and trained workforce.



Timber-related industry would be well situated on this railroad-adjacent site in the NSHA.

# Riverfront Hospitality & Residential



A resort could design around unique site features and take advantage of views of the river and mountain landscape.



A small resort or lodge sited adjacent to neighborhoods could be residential in character.



Riverfront hospitality uses like cabins and campgrounds could be built in harmony with natural features within the NSHA.



Hospitality uses including short term rentals, campsites, yurts, or RV resorts could be located within hospitality zones.



Neighborhoods could include pedestrian-friendly streets and homes with garages placed to the side or rear of street frontages.



Housing options could include single family residences and a variety of middle housing types.

# Commercial, Retail, & Event



Interim uses in commercial zones could include pop-up food and drink vendors, potentially serving tourism during the Oregon Jamboree.



Incubator space related to tourism could be located within NSHA hospitality zones, like this photo of incubator wineries at the Port of Walla Walla.



A covered stage area could be located within Quarry Park.



A commercial node near hospitality overlay could include outdoor equipment rentals.



Small retail could serve locals as well as tourists passing through town.



Open space within the NSHA could be used to host events like the Oregon Jamboree.

# Proposed Street Network

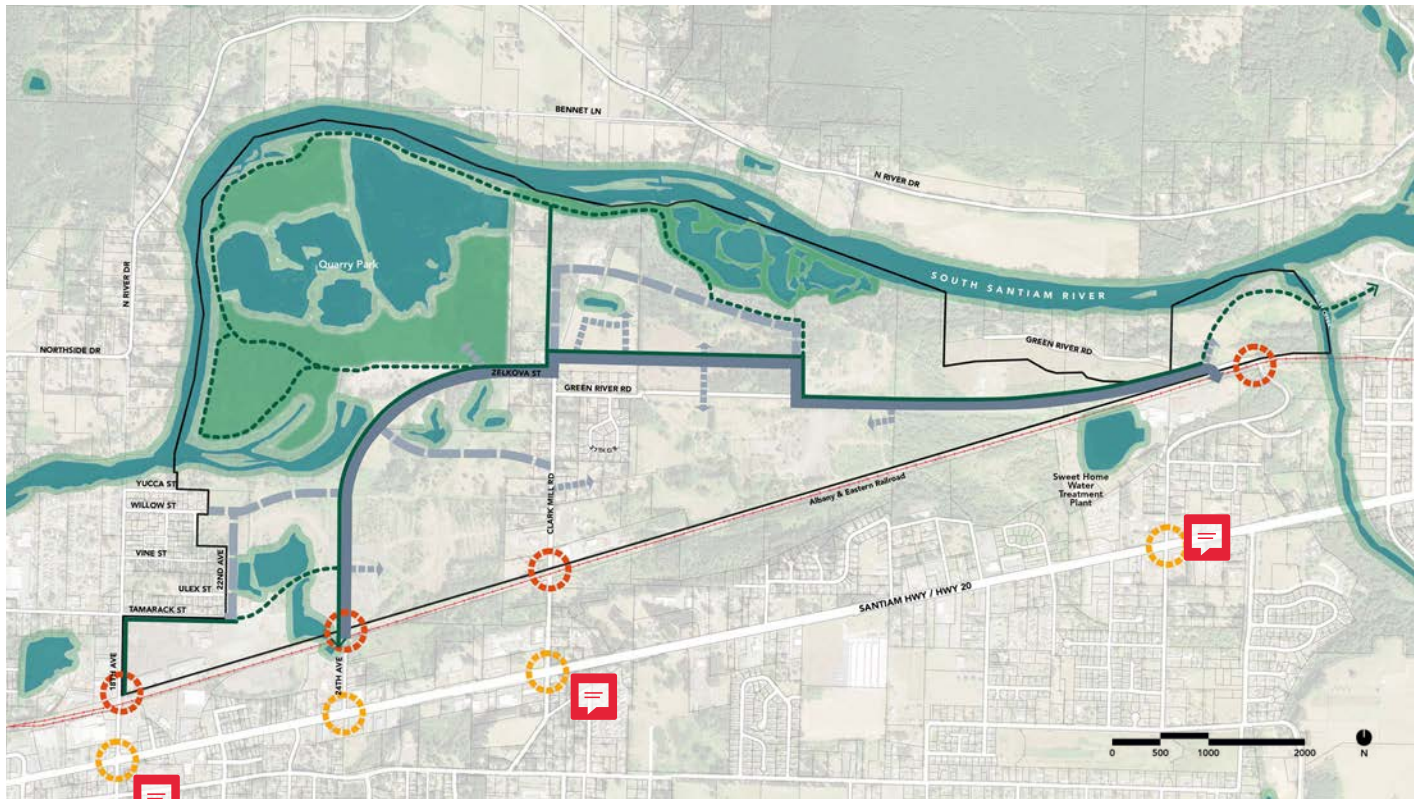


Figure 3

**The Proposed Street Network** (based on Option 2 evaluated in TM #8), proposes a main vehicular entrance into the study area along 24th Ave, and a connection to the east that stays as close to city limits as possible. The City has received approval of a new rail crossing at 24th Avenue.

New transportation facilities could support and be supported by redevelopment of the mill site. Pedestrian and bike infrastructure improvements are proposed throughout the study area, including improved crossings along the framework street, 24th Avenue/Zelkova Street, at the following intersections: 18th Avenue, 24th Avenue, Clark Mill Road, and 47th Avenue. Recreational paths are also proposed through Quarry Park and along the Riverfront, including a pedestrian footbridge across Wiley Creek at the eastern edge of the NSHA.



# Transportation Analysis

The proposed street network (Figure 3) addresses the transportation-related needs for the North Sweet Home Area by emphasizing connectivity for bikes and pedestrians in/ around the North Sweet Home Area. As the area grows and develops, impacts to the city and regional transportation system that can be mitigated with reasonable projects that emphasize the efficiency and safety of auto travelers, pedestrians, and cyclists alike.

A list of projects was developed that supports the preferred land use and street network. Projects were divided into three categories Corridor (C), Spot (S), and Multi-modal (M) improvements projects. These projects were identified based on previous analyses documented in Technical Memorandum 8. **Table 1 on the following page shows each proposed project and its associated cost, which includes a new roadway and path system.** The total cost of transportation projects supportive of the NSHA Preferred Scenario is approximately \$120 million.

The Corridor (C) projects focus on providing connectivity through the North Sweet Home Area by providing a parallel collector street to Main Street (US20) that also supports development and re-development of parcels abutting the new framework street. New street extensions and new neighborhood streets stemming from the framework street will help serve the new developments that arise in the North Sweet Home Area and further enhance connectivity for pedestrians and cyclists. The corridor projects form the backbone of the transportation network that the Spot (S) projects and Multimodal (M) projects enhance.

The Framework Streets (Projects C-1 and C-2) will be built to the cross-section standards outlined in this memorandum (Fig. 6), however there is potential that this project could be modified to have a wider cross section on 24th Avenue (project C-1). The City of Sweet Home in coordination with ODOT rail have determined that a 4 to 5 lane section could be allowable along this alignment. While traffic is not anticipated to reach levels that would require 4 to 5 travel lanes, the City may choose to develop with flexibility in mind in case dense development takes place in the North Sweet Home Area. Doing so would require the 3 lane framework street to include larger on-street bike lane buffers that allows for future conversion to a 5 lane section without any full-deep pavement construction (i.e. dedicate 22 feet between the curbs to bike lanes and buffers) and without relocating existing curblines. This is not anticipated to take place within the planning horizon, and project C-1 does not assume this to take place.



Index	Project Name	Project Description	Planning Level Cost Estimate
C-1	24th Ave Improvements	Widen 24th Ave with Framework Street cross section from US20 to railroad. Extend 24th Avenue north of railroad to to Zelvova St.	\$21,450,000
C-2	Zelvova St Improvements	Extend Zelvova Street east of 24th Avenue to Zelvova Street.	\$43,550,000
C-3	New Neighborhood Street 1	Construct new neighborhood street connecting 24th Avenue to Clark Hill Road.	\$9,005,000
C-4	New Neighborhood Street 2	Construct new neighborhood street connecting Zelvova Street to proposed hospitality district.	\$18,005,000
C-5	Willow St Extension	Extend Willow Street east of 20th Avenue to 24th Avenue.	\$9,000,000
C-6	22nd Ave Extension	Extend 22nd Avenue from Tamarack Street to Willow Street.	\$9,000,000
S-1	US20/18th Ave Improvements	Modify existing signal to meet capacity needs, including potential addition of protected left turns on US20.	\$150,000
S-2	US20/24th Ave Improvements	Install signal at existing intersection.	\$1,000,000
S-3	US20/Clark Mill Rd Improvements	Install signal at existing intersection.	\$1,000,000
S-4	US20/47th Ave Improvements	Install signal at existing intersection.	\$1,000,000
S-5	Zelvova St/Clark Mill Rd Improvements	Install signal at existing intersection.	\$1,000,000
S-6	18th Ave Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
S-7	24th Ave Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
S-8	Clark Mill Rd Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
S-9	47th Ave Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
M-1	18th Avenue Multiuse Path	Install multiuse path along 18th Avenue and Tamarack Street.	\$360,000
M-2	New Neighborhood Street 2 MUP	Install multiuse path along New Neighborhood Street 2	\$260,000
M-3	Quarry Park Trail	Install new trail route through Quarry Park.	\$1,440,000
M-4	Tamarack Street Pedestrian Trail	Install new trail route between Tamarack Street and 24th Avenue, including pedestrian bridge over existing body of water.	\$1,650,000
M-5	24th Ave/Neighborhood St 1 Crossing	Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.	\$50,000
M-6	24th Ave/Neighborhood St 2 Crossing	Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.	\$50,000
M-7	25th Ave/Willow St Crossing	Install pedestrian crossing at 24th Ave/Willow Street intersection. Type of crossing to be identified following engineering study.	\$50,000
		<b>Total:</b>	<b>\$120,420,000</b>

Table 1: Project List

The Spot (S) projects focus on intersections that will require operational and safety upgrades based on the new street network. For example, additional side street traffic is expected at the existing intersections with US20, including: 18th Avenue, 24th Avenue, Clark Mill Road, and 47th Avenue due to additional trip demand in the North Sweet Home Area. As development takes place, this additional trip demand will cause operational deficiencies at these existing intersections that need to be mediated with intersection control upgrades. Similarly, additional traffic using the existing rail crossings will spur the need to update existing rail crossing orders and upgrade the existing rail crossings. Today, some of the existing rail crossings do not include pedestrian or bicycle facilities to safely cross the rail, and some of the crossings do not include any treatment other than signing and striping for motor vehicles. See Figures 4 and 5.

The Multimodal (M) projects focus on safety and connectivity specific to cyclist and pedestrian modes, including the installation of new multiuse paths that enhance pedestrian connectivity, and improvements to the trail system that provide a recreational aspect to the walking and biking previously unavailable in the North Sweet Home Area. Pedestrian crossing installations are also included at some strategic locations to enhance the pedestrian network. Additional street crossings should be considered as development occurs to include crossings at/near schools or neighborhoods. Street crossing treatment types should be determined with an engineering study to identify the appropriate treatments based on vehicle traffic volumes and speeds as growth occurs.

Project costs for some projects, especially those constructing new roadways, trend on the higher end due to the expectation that the terrain will be difficult to build on due to variable grades, wetlands, and anticipated impacts to existing parcels. The Preferred Street Network may require changes to alignment to conform to the natural environment and to maneuver other obstacles, such as the area the encompasses much of Green River Road that is not within the City urban growth boundary (UGB).



Figure 4: Rail crossing at 47th Avenue (Google Maps, 2022)



Figure 5: Rail crossing at 18th Avenue (Google Maps, 2022)

## Street Network: Pedestrian and Bike Connections



A multi-use path along the edges of employment areas could provide easy connectivity from the NSHA to Foster Reservoir and into town.



Trails could weave through neighborhood open space, providing pedestrian connectivity to natural resources, and access to passive recreation.



A multi-use path along the river could serve the community and tourists. This could alternatively be a soft surface trail.

## Street Network: Framework Streets

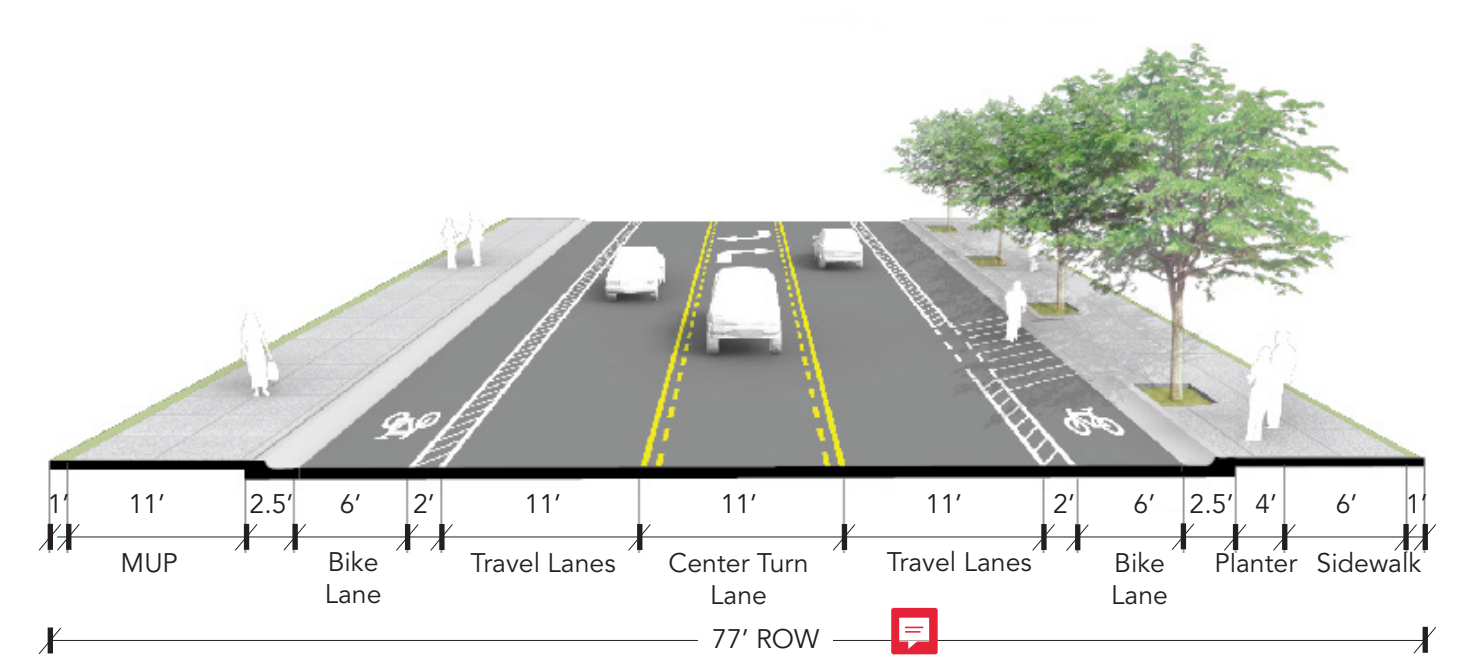


Figure 6: Framework Street with adjacent Multi-use Path (MUP)



Example of Framework Street with adjacent multi-use path in Bend, OR.

## Street Network: Neighborhood and Local Streets

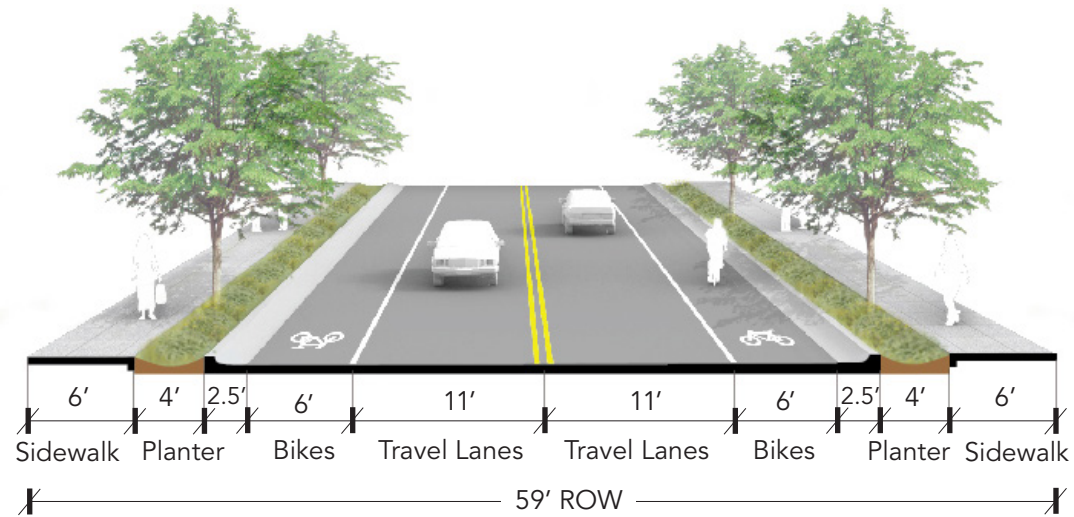


Figure 7: Neighborhood Street

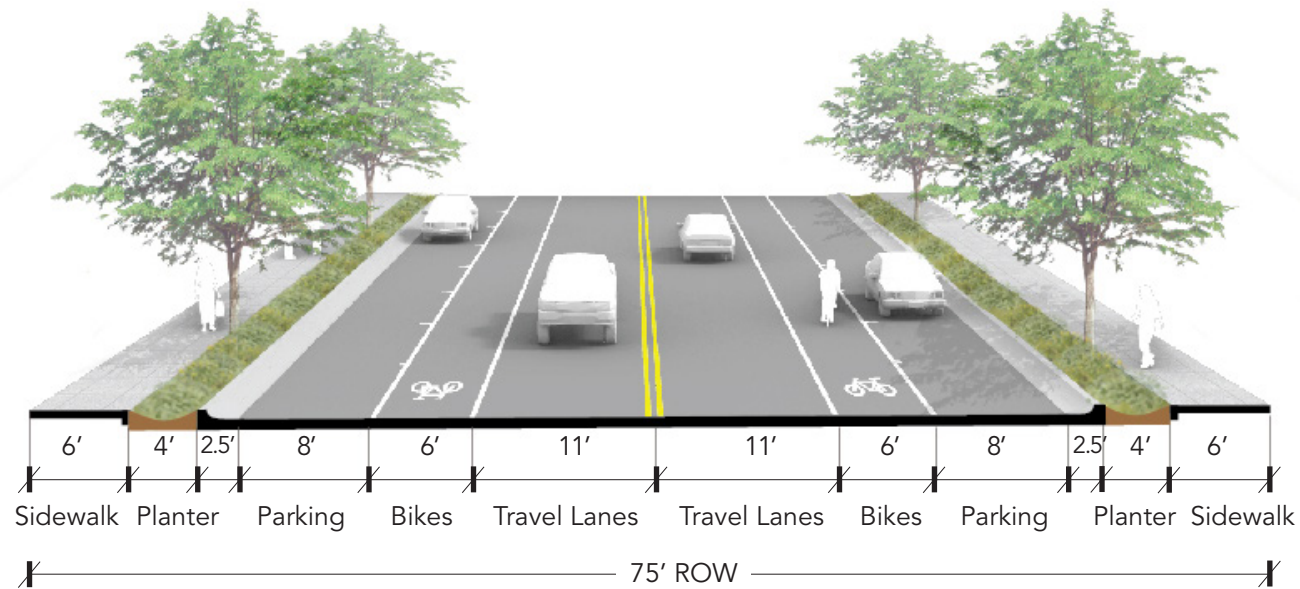


Figure 8: Neighborhood Street with Parking

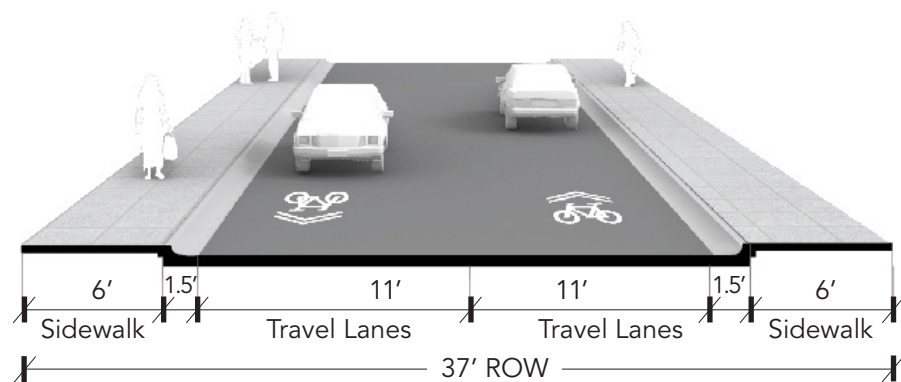


Figure 9: Local Street

## Implementing Actions

Implementation of the Preferred Alternative's land use and transportation elements will require the following planning policies or actions:

- Addition of conceptual roadways, functional classifications, and other features to the City's updated Transportation System Plan.
- Changes to the comprehensive plan and zoning designations of the North Sweet Home Area, which currently has a combination of Recreation Commercial (RC), Industrial (M) and Residential Industrial Transition (RMT) designations, as well as Natural Resources Overlay and Planned Development Overlay designations.
- Potential recommendations may include the creation of new commercial, industrial, residential, and overlay designations to foster the desired outcomes for the NSHA.



