

RESOLUTION #26-44C

A RESOLUTION OF THE SANDY CITY COUNCIL ADOPTING THE "BUILDING OUR FUTURE: A COMMUNITY HOUSING WORKSHOP SERIES" FINAL REPORT AS A STRATEGIC FRAMEWORK FOR FUTURE HOUSING POLICY AND LAND DEVELOPMENT CODE AMENDMENTS.

WHEREAS, Sandy City is currently navigating a pivotal moment in its development, characterized by the dual challenges of rising housing costs and a severe shortage of diverse housing options; and

WHEREAS, to address these challenges, the Sandy City Council and Administration initiated a multi-phase workshop process in 2025, featuring industry experts, elected officials, and city staff; and

WHEREAS, this collaborative effort involved five workshops held between July and December 2025, which were designed to move beyond individual concerns toward a shared understanding of factors impeding housing affordability; and

WHEREAS, the workshop process successfully identified and prioritized 48 specific housing issues, narrowing the focus to critical obstacles such as the "missing middle" housing gap, cost drivers, and neighborhood integration; and

WHEREAS, the City Council has established a "Unified Vision" to encourage housing affordability for residents across all stages of life by incentivizing a larger variety of housing in strategic locations while prioritizing owner-occupancy; and

WHEREAS, the resulting "Building Our Future: A Community Housing Workshop Series" Final Report (2026) outlines a strategic roadmap based on three actionable pillars: Variety, Location, and Ownership;

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF SANDY CITY AS FOLLOWS:

1. **Adoption.** The Sandy City Council hereby adopts the "Building Our Future: A Community Housing Workshop Series" Final Report (2026) in Exhibit "A" as a formal guide and strategic framework for future legislative and administrative actions related to housing.
2. **Implementation.** The City Council directs that this report be provided to the consultants tasked with rewriting the Sandy City Land Development Code to ensure that the strategic priorities of Variety, Location, and Ownership are addressed in the City's comprehensive regulatory framework.

3. **Strategic Timeline.** The City Council acknowledges and supports the implementation timeline set forth in the report, including upcoming presentations regarding external Accessory Dwelling Units (ADUs), the interconnected use of Development Agreements, and the evaluation of City-owned property for future housing projects.
4. **Evolution of the Report.** The City Council recognizes that the implementation of housing policy is an evolving process. If at any time professional staff identify improved recommendations or make a determination that specific recommendations within the report should be amended based on further analysis, emerging data, or changing market conditions, they should to notify the City Council of such findings
5. **Severability.** If any section, part, or provision of this Resolution is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Resolution, and all sections, parts, and provisions shall be severable.
6. **Effective Date.** This Resolution shall become effective immediately upon its passage.

PASSED AND APPROVED by the Sandy City Council this 24 day of March, 2026.

Signed by:

Cyndi Sharkey

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Cyndi Sharkey, Chair
Sandy City Council

ATTEST:

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Wendy R

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City Recorder



Exhibit "A"

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BUILDING OUR FUTURE

A COMMUNITY HOUSING WORKSHOP SERIES

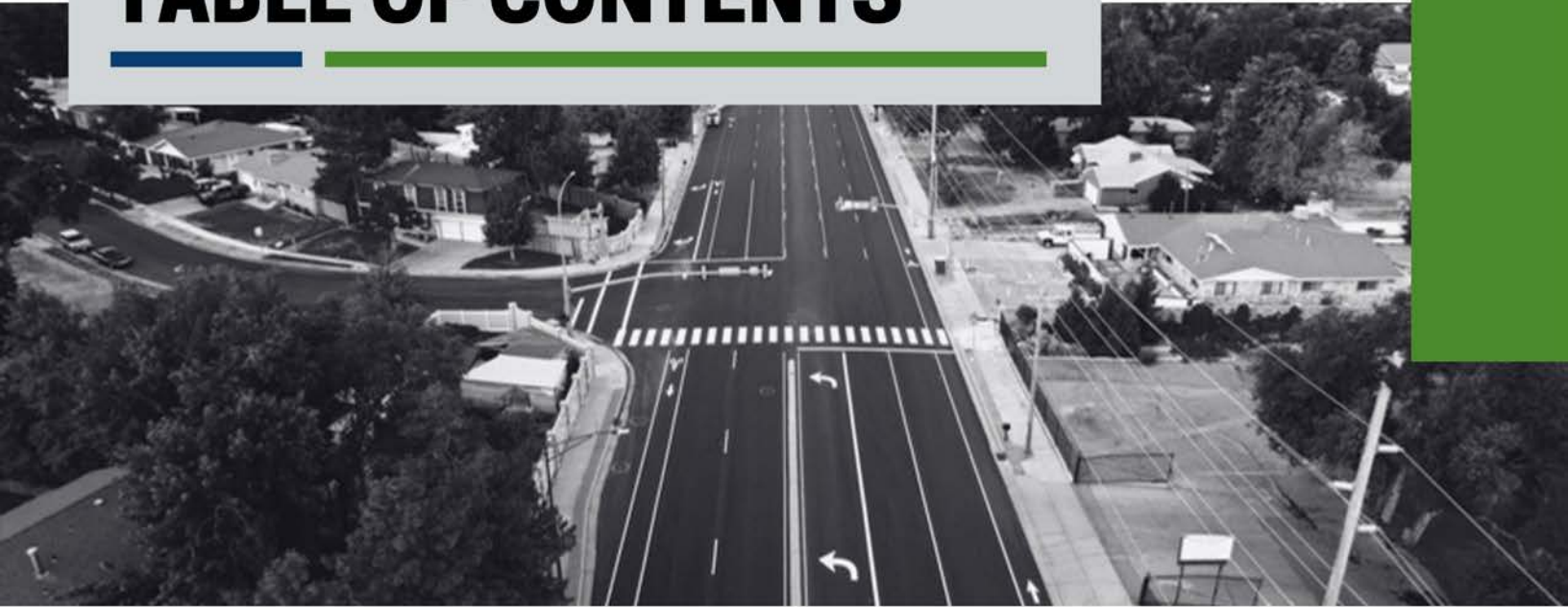
DRAFT

FINAL REPORT

2026



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SECTION ONE: **EXECUTIVE SUMMARY**



Sandy City is currently navigating a pivotal moment in its development. To address the dual challenges of rising housing costs and a severe shortage of diverse housing options, the Sandy City Council and Administration initiated a multi-phase workshop process in 2025. This report details the strategic journey from identifying 48 specific housing "problems" to establishing a unified vision and an implementation roadmap for 2026 and beyond.

The findings emphasize a shift toward three actionable pillars: Variety, Location, and Ownership. By incentivizing missing middle housing (such as duplexes and ADUs), focusing density in transit-oriented centers and corridors, and utilizing tools like development agreements to prioritize owner-occupancy, Sandy City aims to expand affordability while maintaining neighborhood character.


LEGISLATIVE AND ADMINISTRATIVE ACTIONS

Beginning in 2026, the City will move beyond the "what" and "where" to specific legislative and administrative actions:




Diversifying Housing

Legalizing "gentle infill" such as small-lot single-family homes, detached ADUs, and "mansion-style" multi-family units.




Strategic Density

Directing high-density growth toward "The Cairns" and commercial centers while requiring context-sensitive infill in established neighborhoods.



Public Benefits

Trading increased density, accelerated permit approvals, and other incentives for "deed-restricted" affordability, owner occupancy, and other public benefits that meet our housing vision.



Regulatory Tools

Implementing a hybrid regulatory process consisting of Form-Based Codes, Overlay Zoning, and By-Right Approvals to provide a predictable path for high-quality and affordable housing development.

OVERVIEW

BUILDING OUR FUTURE— A COMMUNITY HOUSING WORKSHOP SERIES

The housing landscape in Sandy and across the state of Utah has undergone a dramatic transformation over the last several decades. The widening gap between household income and housing costs, along with the rate of demand and available housing units, have created an urgent need for the City to rethink its land-use policies and development review processes.

Workshops #1 and #2 (July 1 and July 22, 2025) featured industry experts, elected officials, and city staff. These sessions were designed to move beyond individual concerns and toward a shared understanding of the factors impeding housing affordability in our community. This report represents the culmination of that collaborative effort.

◆ Identifying the Challenge

A key phase of this initiative involved identifying and documenting an extensive list of 48 housing issues and categorizing them into ten distinct areas including severe housing shortages, limited variety in housing stock, and neighborhood opposition. Through a prioritization process, elected officials identified the most critical obstacles:



◆ A Unified Vision

Following the identification of these issues, Workshop #3 (September 2, 2025) focused on developing a vision statement to guide future policy. This statement serves as the framing constraint for all proposed growth, explicitly emphasizing owner-occupancy and thoughtfully increasing housing stock variety.

“
To ensure continued sustainability and to maintain the character of our city - Our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.
 ”

— Unified Vision





◆ **From Vision to Action**

The next component of this report details the transition from high-level goals to concrete results. After identifying and detailing these shared, high-level goals, Workshops #4 and #5 (October 14 and December 16, 2025) shifted focus toward achieving concrete outcomes. By leveraging feedback from the final workshops, Sandy City has identified three overarching strategies:

1

Incentivize Variety

Legalize diverse housing types like "mansion-style" multi-family and small-lot single-family homes.



2

Target Strategic Locations

Place higher-density housing in "right locations," such as neighborhood activity centers and corridors, while keeping "gentle infill" in established neighborhoods.



3

Encourage Ownership and Quality Design

Use development agreements and overlay zones to trade regulatory flexibility for guaranteed community gains, such as deed-restricted owner-occupancy and high-quality design standards that preserve Sandy's character.



Implementation and Next Steps



The final phase of this initiative moves beyond the "what" and "where" to define the specific legislative and administrative actions required to achieve the City's housing goals. The implementation plan is built upon four primary objectives: legalizing "gentle infill" such as detached ADUs and mansion-style multi-family units to support the workforce and seniors ; directing high-density growth toward transit-oriented centers like "The Cairns"; and utilizing density bonuses and accelerated approvals to incentivize major public benefits, such as deed-restricted affordable and owner-occupied housing. To ensure these changes enhance rather than disrupt neighborhood stability, the City will further explore the deployment of a hybrid set of regulatory tools like Form-Based Codes, By-Right Approval Packages, and Development Agreements to mandate high-quality design and owner-occupancy.

Timeline

- **March 31, 2026**
 Presentation of progress and recommendations for external Accessory Dwelling Units (ADUs) to the Council.
- **April 14, 2026**
 Staff presentation of initial recommendations for the interconnected use of Development Agreements, By-Right Approvals, and incentive programs.
- **April 21, 2026**
 Staff presentation of City and RDA-owned property with potential for future housing projects, including a recommendation for an initial test case.
- **FOLLOWING COUNCIL ADOPTION**
 This report will be provided to the consultant hired to re-write the Sandy City Land Development Code. They will use this report to address all identified strategic priorities—specifically Variety, Location, and Ownership—and will ultimately propose a comprehensive regulatory framework for the City.



SECTION TWO: **IDENTIFYING & PRIORITIZING ISSUES**

Before working on solutions, the Sandy City Council and Administration needed to come to a shared understanding of what issues are impeding housing affordability in Sandy and in Utah. The first two housing affordability workshops featured presentations from industry experts, stakeholders, and data analysts, who all shared their perspectives on what factors are contributing to rising housing costs. City staff collected and documented those issues into an extensive list of 48 problems broken down into ten categories:

A.	Severe Housing Shortages	F.	Neighborhood & Community Opposition
B.	Soaring Housing Costs	G.	Rising Construction & Land Costs
C.	Widening Gap Between Income & Housing Costs	H.	Developer/ Buying Financing, Funding, & Insurance Needs
D.	Limited Housing Stock Variety	I.	Aging Housing Stock
E.	Zoning and Land Use Regulations	J.	Transportation

**The full extended list of "Housing Affordability: The Problems" is attached to this report in the Appendixes.*

NARROWING THE FOCUS

An "Issues Prioritization" process was developed by Sandy City staff to narrow the list of housing affordability issues into a mutually agreed upon, streamlined list of issues that Sandy City would address first. A short housing questionnaire was distributed to the Sandy City Council Members and Mayor, asking the elected officials to anonymously select, and then rank, their top ten housing affordability issues. The first question asked respondents to select up to ten issues out of the list of the 48 identified issues. The second question then pulled their unique ten selected issues and asked respondents to order the issues in highest (#1) to lowest (#10) priority.

Results of the survey were sent to Council Staff, who compiled the data into several graphs, depicting various aspects of the questionnaire results. The graphs are color coded so that each individual selection represents their overall category based on color.

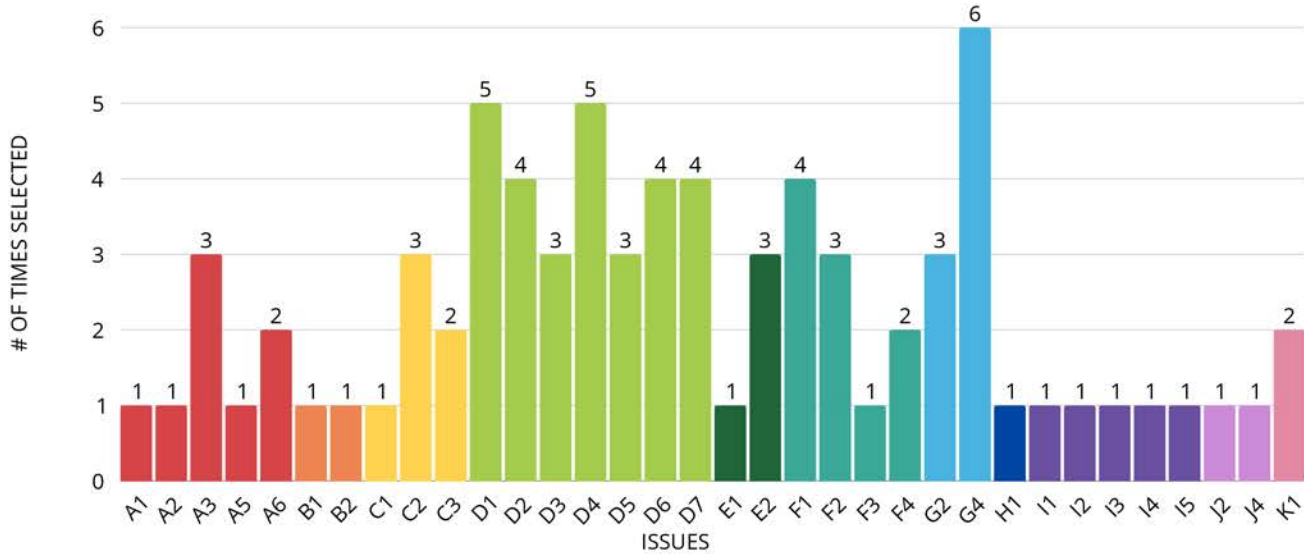


GRAPH 1

ALL SELECTED CATEGORIES

*CATEGORIES W/ ZERO SELECTIONS EXCLUDED

Graph 1 shows the number of times each issue was selected in the first question by individual respondents. The Y axis shows the number of times an issue was selected out of a total possible score of eight, and the X axis labels the issue selected. Any issues that did not receive any selection by the eight respondents were excluded from the graph.

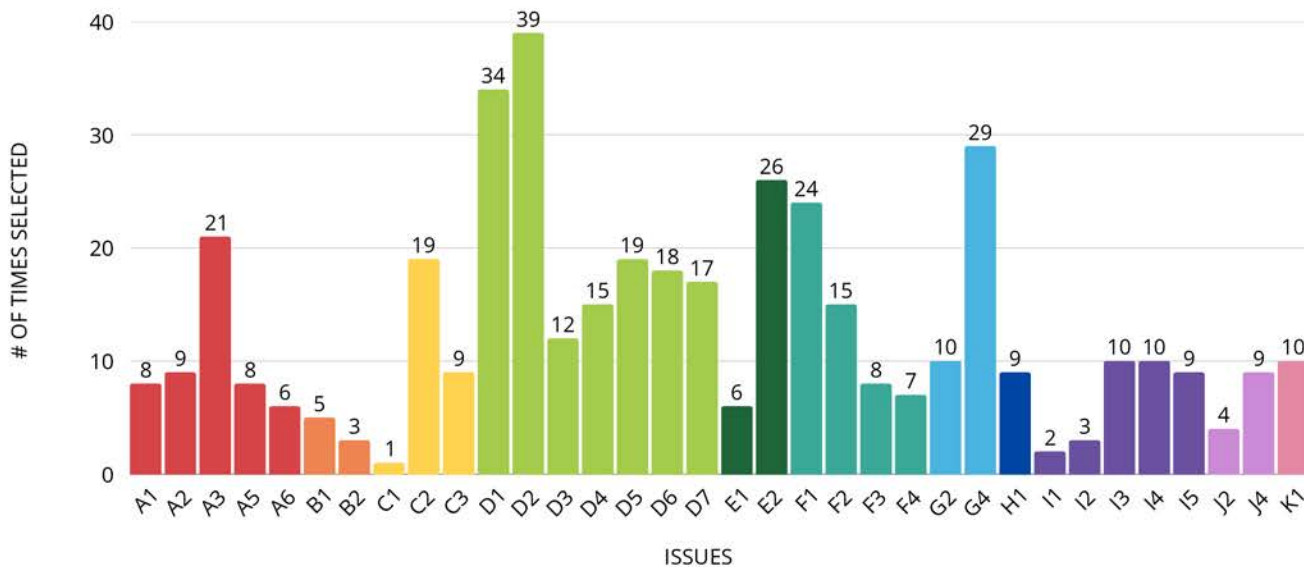


GRAPH 2

WEIGHTED RESULTS

*CATEGORIES W/ ZERO SELECTIONS EXCLUDED

Graph 2 represents the results of the second questionnaire question— the priority rankings. After selecting up to ten issues, respondents were then asked to rank those issues from highest (#1) to lowest (#10) priority. A numerical score was then assigned to each selected priority based on rank, as displayed in the graph below.



◆ SCORING SYSTEM

The results for Graph 2 were calculated using a weighted numerical system based on the respondents' chosen ranks. After selecting up to ten issues, respondents were then asked to rank those issues from highest (#1) to lowest (#10) priority. A numerical score was then assigned to each selected priority based on rank.

◆ EXAMPLE SCORING (ISSUE D1)

Scores of selected and prioritized issues were then combined to find the total weighted ranking result for each issue. For example, issue D1 (Limited Options Between Large Single-Family Homes and Apartments) was selected by five respondents, and received a total weighted score of 34.

Priority #	Assigned Score
1 (highest priority)	10
2	9
3	8
4	7
5	6
6	5
7	4
8	3
9	2
10 (lowest priority)	1

Ranking Calculation for Issue D1		
Respondent	Rank	Assigned Score
1	10	10
2	3	8
3	2	9
4	Not Chosen	0
5	9	2
6	6	5
7	Not Chosen	0
8	Not Chosen	0
		Total Score: 34

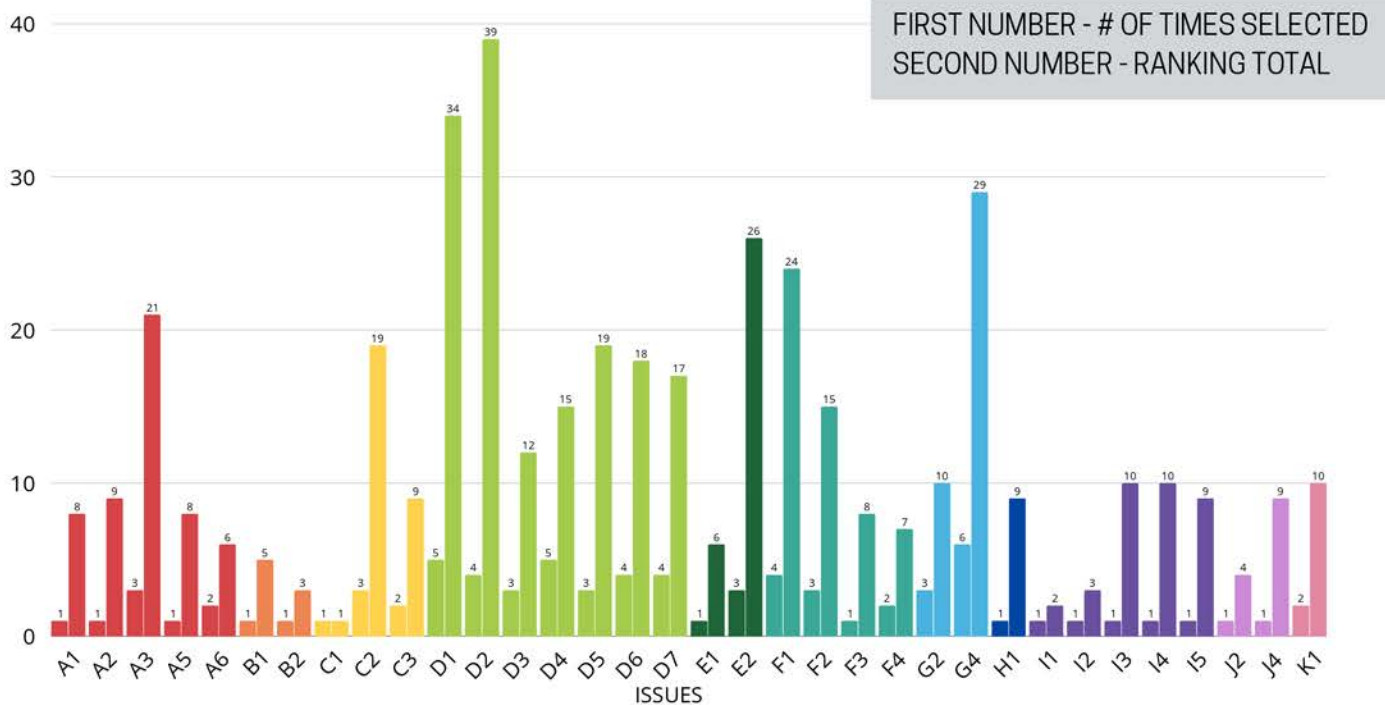


GRAPH 3

RANKINGS AND SELECTIONS

*CATEGORIES W/ ZERO SELECTIONS EXCLUDED

Graph 3 summarizes all collected data. The X-axis lists the issues selected by respondents (unselected issues are excluded). For each issue, the first bar shows how many times it was selected, and the second bar shows the combined total of its priority ranking scores.



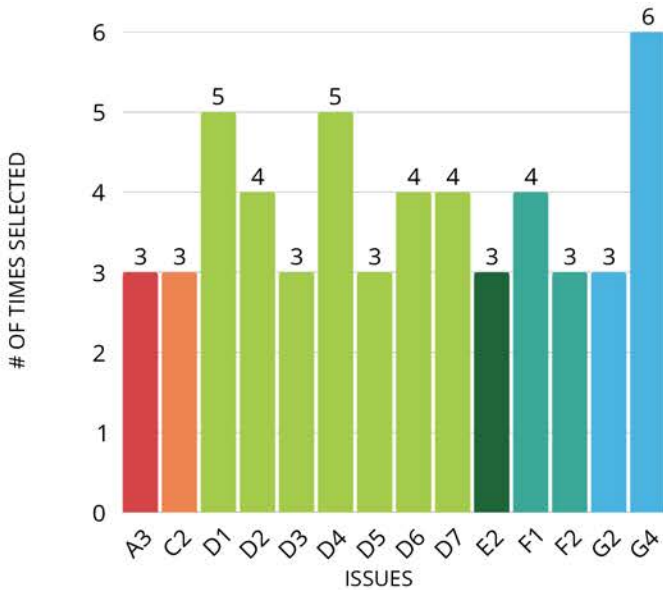
KEY FOR ISSUES WITH A SCORE OF 10 OR MORE

- A3: Focus on Single Family Homes
- C2: Impact of Renting on Wealth Building
- D1: Limited Options Between Large SF Homes & Apartments
- D2: Obstacles to Middle Housing
- D3: Appearance and Neighborhood Integration
- D4: Housing for Seniors
- D5: Lack of Affordable Options for First Time Homebuyers
- D6: Housing Diversity for a Wide Range of Demographics
- D7: Minimal Construction of Smaller Homes
- E2: Low Condominium Construction (Lack of For Sale Units)
- F1: Restrictive Zoning Codes
- F2: Lack of Alternative Zoning Models and Flexibility
- G2: Appearance is Key (Aesthetic Concerns from Residents)
- G4: Lack of Tools to Enforce Owner Occupancy
- I3: High Interest Rates
- I4: Lack of Housing Assistance
- K1: Public Transportation Access

GRAPH 4

CATEGORIES SELECTED THREE TIMES OR MORE

To condense the data and streamline the discussion process, staff also compiled data of issues that were chosen by three or more respondents. In Graph 4, the Y axis shows the number of times an issue was selected, and the X axis shows the selected issue. From the list of 48 identified issues, 14 were selected by three or more respondents.



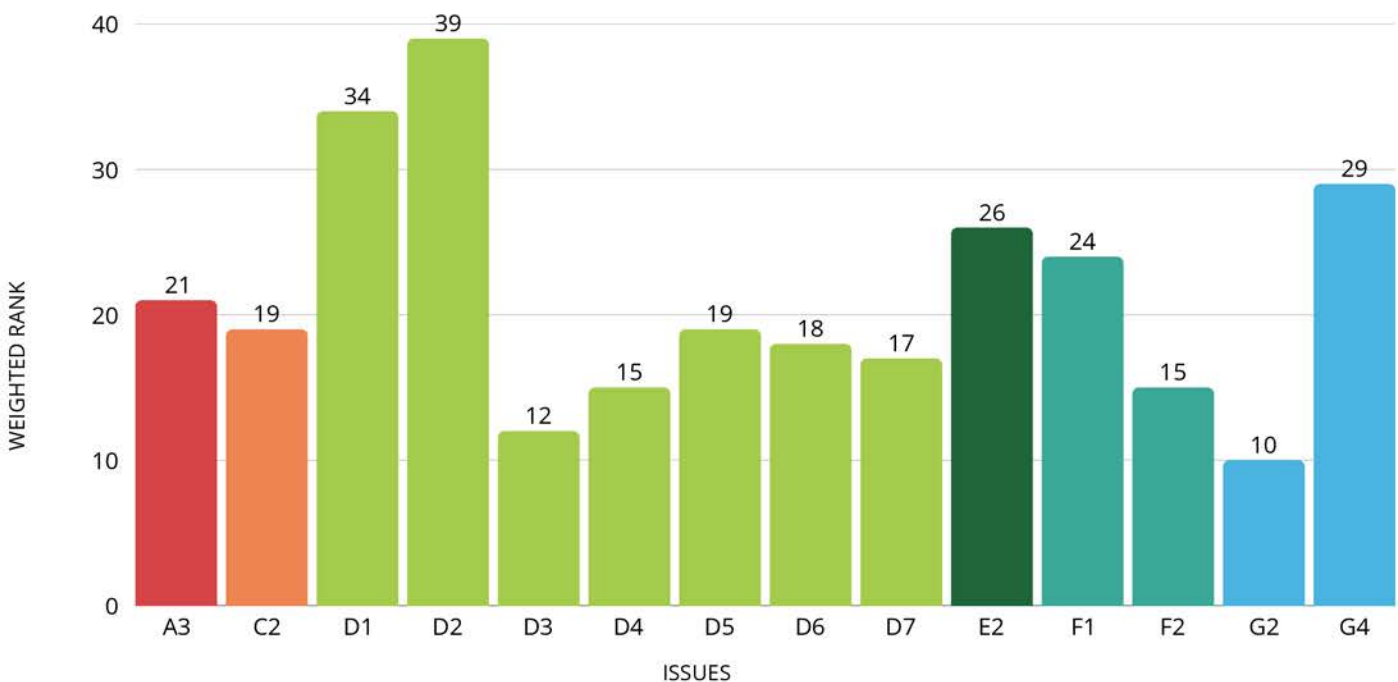
ISSUES KEY

- **A3: Focus on Single-Family Homes**
- **C2: Impact of Renting on Wealth Building**
- **D1: Limited Options Between Large SF Homes & Apartments**
- **D2: Obstacles to Middle Housing**
- **D3: Appearance and Neighborhood Integration**
- **D4: Housing for Seniors**
- **D5: Lack of Affordable Options for First Time Homebuyers**
- **D6: Housing Diversity for a Large Range of Demographics**
- **D7: Minimal Construction of Smaller Homes**
- **E2: Low Condominium Construction (Lack of For Sale Units)**
- **F1: Restrictive Zoning Codes**
- **F2: Lack of Alternative Zoning Models and Flexibility**
- **G2: Appearance is Key (Aesthetic Concerns from Residents)**
- **G4: Lack of Tools to Enforce Owner Occupancy**

GRAPH 5

WEIGHTED RANKING RESULTS OF CATEGORIES SELECTED THREE TIMES OR MORE

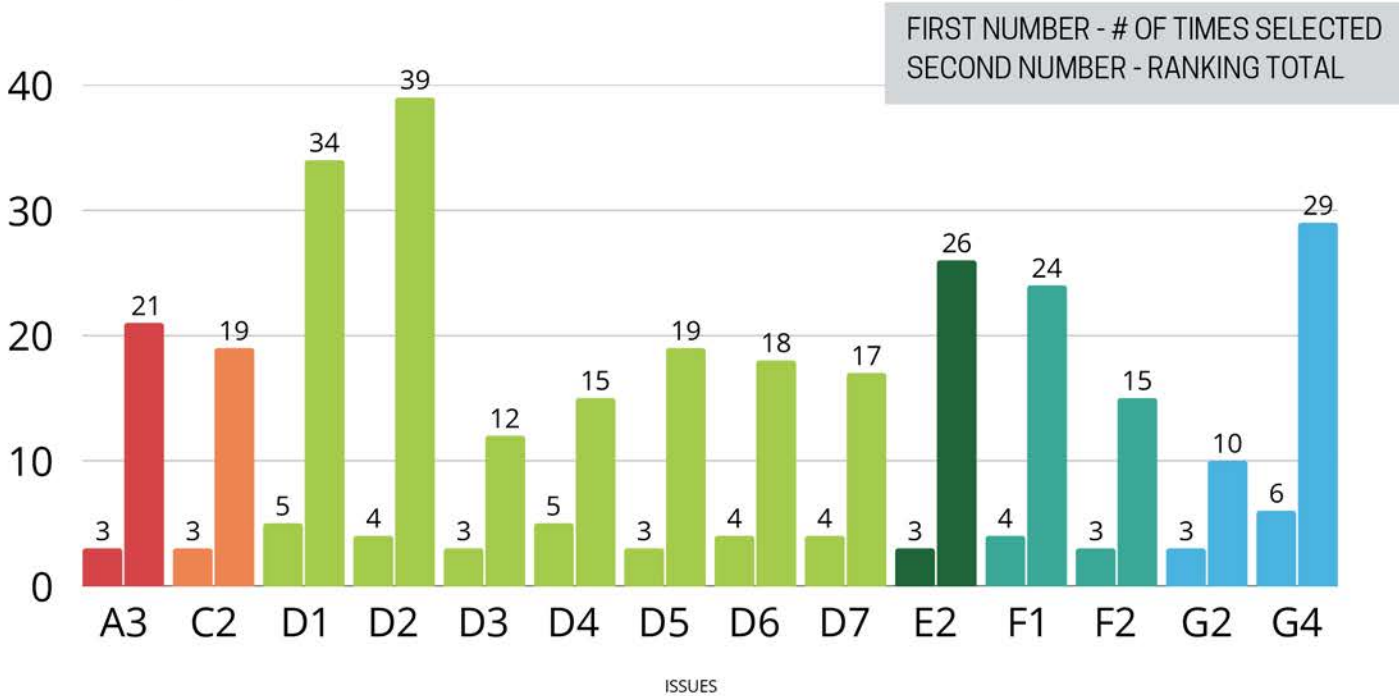
Similar to Graph 3, Graph 5 shows the weighted ranking scores of categories that were selected three times or more.



GRAPH 6

SELECTIONS AND RANKINGS OF CATEGORIES SELECTED THREE TIMES OR MORE

Graph 6 combines the data from Graphs 4 and 5. Each issue along the X axis has two bars; the first bar shows the number of times the issue was selected, and the second shows the total weighted priority ranking score of that tissue. This graph was designed to easily compare the number of times an issue was chosen to the priority ranking results of issues selected by three or more respondents.



TOP CATEGORIES AND ISSUES

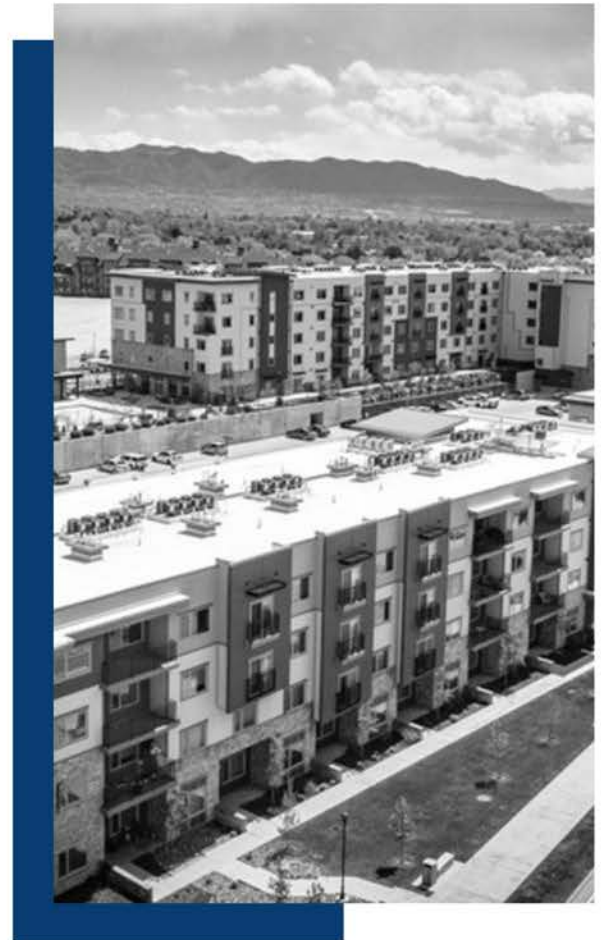
Consolidated data from the elected officials' survey responses revealed three highly ranked categories and the five most prioritized issues.

◆ CATEGORIES



◆ ISSUES

- **Obstacles to Middle Housing**
(D2)
- **Limited Options Between Larger Single-Family Homes & Apartments**
(D1)
- **Lack of Tools to Enforce Owner Occupancy**
(G4)
- **Low Condominium Construction**
(E2)
- **Restrictive Zoning Codes**
(F1)



Developing a Shared Understanding

Prior to identifying these housing affordability categories and issues, it was necessary for the City Council and Administration to establish a shared understanding of housing affordability conditions in Sandy City and beyond. To support this effort, Council staff invited key stakeholders to present their perspectives on housing affordability statistics, challenges and barriers. Insights from these presentations informed the development of the categories and issues that were subsequently prioritized by Sandy's elected officials.

SEVERE HOUSING SHORTAGES CATEGORY A

The Utah Foundation, an independent, non-profit and non-partisan public policy research organization in Utah, published a comprehensive "Missing Middle Housing Series" between 2021 and 2022. Within the study, researchers found that household formation in Utah has significantly outpaced the number of available housing units. To meet demand, the Wasatch Front is expected to require approximately 200,000 housing units per decade between 2026 and 2055.

Declining household size is a key factor contributing to the growing gap between housing demand and supply. Steve Waldrip, Senior Advisor to the Governor for Housing Strategy and Innovation, cited U.S. Census Bureau data showing a steady decrease in average household size both in Utah and the United States: from 4.38 in 1930 to 3.08 people per household in 2019. As household sizes continue to shrink, a greater number of housing units are required to accommodate the same population.

To meet demand, the Wasatch Front is expected to require approximately 200,000 housing units per decade between 2026 and 2055.

— ***Missing Middle Housing Series, The Utah Foundation***



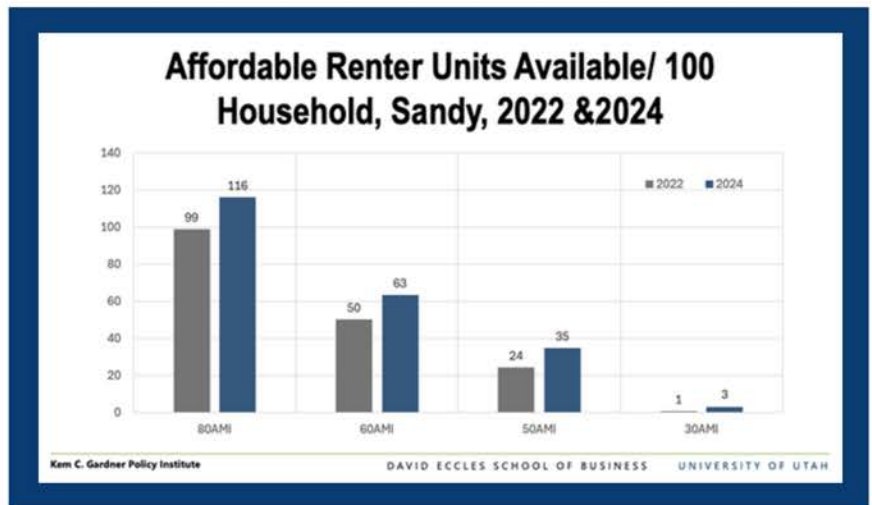
LIMITED HOUSING STOCK VARIETY

CATEGORY D

The demand for additional housing units in the Wasatch Front and Utah is closely tied to the need for a broader range of housing types. The Kem C. Garnder Institute, Utah’s premier economic and public policy research institute, examined the relationship between housing costs and income levels for residents in Sandy City and statewide. By categorizing renters in Utah by income and housing types (apartments, townhomes, single-family houses, etc.), the Institute assessed the availability of affordable rental units per 100 rental households.

In Sandy, the number of renters earning 80% of the area median income is roughly proportional to the number of local, available rental units affordable to that income group. However, as income levels decrease, the gap between the rental households and number of affordable rental units widens significantly. Renters making 50% of Sandy’s median income have access to only 35 affordable units per 100 renters. Those making 30% of Sandy’s median income, the demographic that is most vulnerable to housing instability and homelessness, only have three available, affordable units per 100 renters in that demographic.

While greater housing variety can improve affordability, it also introduces financial risk for developers. Cowboy Partners provided the Council and Administration with a developer’s perspective of housing affordability obstacles. Residential development is heavily reliant on outside investors, who require rates of return that justify their financial risk. When interest rates



are high, investors are more likely to place capital in low-risk alternatives, such as money market accounts, which offer predictable and stable returns. High interest rates, combined with lengthy municipal approval processes, elevated construction costs, and stringent development requirements can discourage investment in diverse housing projects.

These affordability gaps are amplified by a limited variety of housing stock. Today, Sandy’s housing supply is dominated by single-family homes, with large apartment complexes (20+ units) comprising the next largest share. During the early 2000s, Sandy experienced substantial growth in single-family detached housing, reflecting broader national development trends at that time. Current development trends indicate a preference for building larger apartment complexes, due in part to limited available space, financing risks, rising land costs, and other factors. This lack of housing stock diversity intensifies affordability challenges by limiting options for households at varying income levels.

NEIGHBORHOOD AND COMMUNITY OPPOSITION

CATEGORY F

In July of 2024, the Utah Foundation surveyed Utah’s municipal officials, in an attempt to gauge the appetite for housing affordability. More than half of the officials surveyed considered community opposition to be the most substantial barrier to improving housing affordability in their communities. This finding is consistent with public feedback and broader research.

Findings from the *Pace of Progress, Sandy City General Plan 2050* public engagement process show that Sandy residents expressed a preference for higher-density housing located near transit stations and commercial centers. This attitude is mirrored in a statewide survey completed by the Utah Foundation— 60% of respondents support more affordable housing in their neighborhoods, as long as it is not large apartment complexes. Instead, Utah residents favor development that closely resembles the aesthetics and format of their neighborhoods, such as mansion style duplexes.

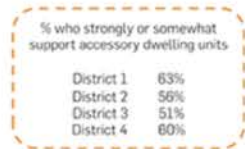
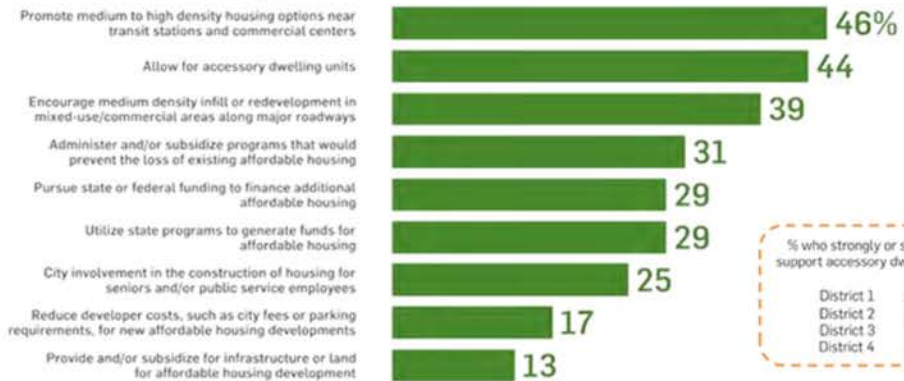
Resistance to higher-density development is often shaped by homeowners’ perceptions of neighborhood stability and property values. For many Utah residents, homeownership represents a primary source of personal wealth, and changes to neighborhood character are therefore perceived as potential financial risks. Research and stakeholder feedback indicate that acceptance of higher-density development increases when housing units are owner-occupied, rather than renter-occupied. However, municipalities have limited authority and few policy tools to require or enforce owner occupancy in multifamily developments.

RESIDENTS FAVOR DENSITY HOUSING & ACCESSORY DWELLING UNITS

When presented with potential strategies for providing affordable housing, nearly half of residents say that they favor housing density near transit stations and allowing for accessory dwelling units. About 1 in 3 residents favor redevelopment in commercial areas, affordable housing programs, and using government funding to increase affordable housing. Residents are less enthusiastic about options relating to the City constructing or subsidizing new affordable housing developments.



If you had to choose, which three of the following strategies would you recommend the city implement? Please select three total strategies.



Snapshot from *Pace of Progress, Sandy City General Plan 2050*, Appendix C—“Community Engagement”

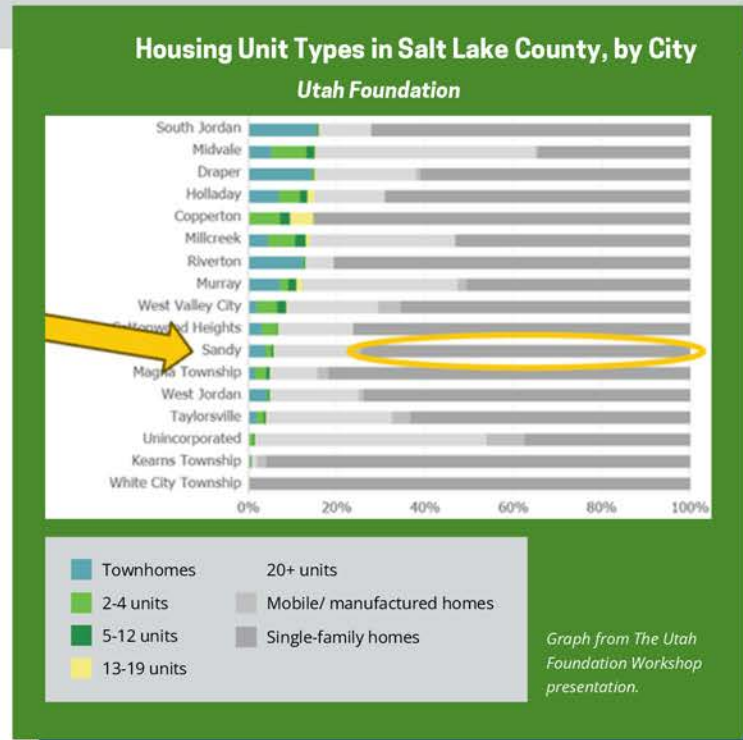
If you had to choose, which three of the following strategies would you recommend the City implement? Please select three total strategies. (n = 521)



◆ **OBSTACLES TO MIDDLE HOUSING (D2) AND LIMITED OPTIONS BETWEEN LARGER SINGLE FAMILY HOMES & APARTMENTS (D1)**

Missing middle housing refers to residential building types that fall between the large-lot single-family homes and large-scale multifamily apartment complexes. These housing types include small-lot single family homes, duplexes, townhomes, and mixed-use development. While not commonly identified in missing middle literature as a missing middle housing type, Sandy City included detached ADUs when discussing missing middle housing. Comparable in scale to single-family homes, missing middle housing can integrate more seamlessly into existing neighborhood.

Sandy's housing stock is comprised of approximately 75% single-family homes, while townhomes, duplexes, and other multiplex housing types represent a relatively small share of the overall housing supply. Additionally, Sandy City does not currently allow for detached ADUs. In the absence of these middle housing options, the gap between housing availability and affordability will continue to widen. Single-family homes alone cannot meet the rising demand due to high development and purchase costs, while large apartment complexes often do not address demand for home ownership. Expanding missing middle housing could help reduce rental costs, increase homeownership opportunities, and address key affordability challenges; however, these housing types also faces distinct regulatory and market barriers.



The Utah Foundation, as part of their "Missing Middle Housing Series" cites that majority of residential land in Utah is zoned for single-family homes. In Salt Lake County, more than 88% of residential land is designated for single-family use. Zoning in the United States essentially began with a rigid separation of residential, commercial, and industrial land uses. Rather than representing a modern shift or a temporary trend, this separation has been the historical norm for local ordinances. This foundational approach has directly contributed to the regulatory challenges facing missing middle housing today. Because traditional zoning practices often limit or exclude housing types between single-family homes and large apartment complexes, they create a fundamental shortage of middle housing units.

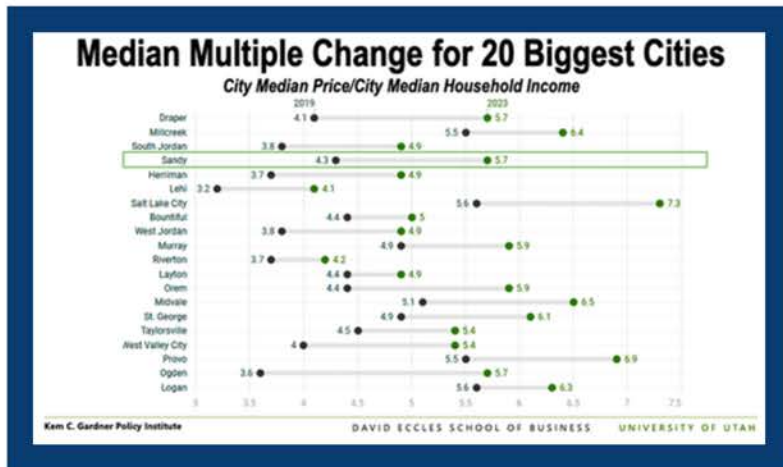


◆ **LACK OF TOOLS TO ENFORCE OWNER OCCUPANCY (G4)**

One Utah Foundation survey found that 80% of Utahns feel the pressure of rising home and rent costs, including those who currently own their home. In fact, many respondents indicated that they believe they could not afford to purchase their current homes at today's market prices. As a result, housing affordability concerns in Utah have extended beyond low-income households and focuses on first-time homebuyers.

A common affordability benchmark suggests that a home is affordable when its purchase price is relatively comparable to three years of a household's median income. According to the Kem C. Gardner Institute, a Sandy resident currently needs approximately 5.7 years of median household income to purchase a median-priced home in Salt Lake County. While this ratio is slightly more favorable than the statewide figure of 6.2 years, it still exceeds accepted affordability thresholds and places homeownership out of reach for many residents. In 2024, only about 3% of homes sold in Sandy were affordable to households earning 80% of Sandy's median income.

Local governments have limited tools to promote and enforce home ownership, and those that do exist are often constrained by legal, financial, or market barriers. For example, condominium development can offer a lower barrier-to-entry pathway into homeownership, and municipalities may consider requiring minimum owner-occupancy rates as a condition of project approval. However, condominiums already face significant development challenges, and additional regulatory requirements may further discourage their construction.



Other policy options, such as imposing higher taxes on vacant properties, could help return units to the housing market while generating revenue for other affordable housing programs. At the same time, such policies may result in investment losses for property owners and raises concerns related to property rights. Utah also has more than 18,000 short term rental units statewide, which reduces the availability of housing for long-term residents. However, state-imposed regulations and enforcement limitations create significant challenges for municipalities seeking to regulate or restrict short-term rentals. Across all available home ownership strategies, implementation barriers and other challenges often limit their effectiveness.

◆ **LOW CONDOMINIUM CONSTRUCTION (E2)** (LACK OF FOR SALE UNITS)

Condominiums are more affordable than single-family homes in most major cities and can offer an easier market entry for new or low-income buyers, yet condo construction is at historic lows across the country and in Utah. And when they are built, the Utah Foundation explains that many developers prioritize selling to large investors who make them available as rental property, to reduce selling time and to take advantage of federal income tax laws that encourage multifamily rental property development.

Cowboy Partners, a local real estate and property management company in Utah, shared that condo developers face a multitude of barriers, including high interest rates, rising construction costs, steep land prices, and design and pre-sale requirements. Land holding costs can add high price tags to projects who are slowed down by lack of financing, customization and design requirements, and municipal approval processes. The Utah Foundation finds that condos can be more difficult for developers to finance than other housing, particularly if there are pre-sale requirements. Many condo developments can take years to sell every unit, in contrast to an often-quicker leasing or rental process.

The Wasatch Front Regional Council also cites high insurance risks as a barrier to condo development. Condos experience high insurance costs and liability limits, as condo or townhome residents are more likely than single-family homeowners to sue builders at any given time, given the

sharing of legal costs across residents. These insurance risks once again encourage condo sale to large single investors instead of individual households, as those sales are characterized by less risk.



Condo developers face a multitude of barriers, including high interest rates, rising construction costs, steep land prices, and design and pre-sale requirements.

— **Cowboy Partners**



◆ RESTRICTIVE ZONING CODES (F1)

Zoning restrictions and requirements represent a substantial barrier to housing affordability, particularly as it relates to missing middle housing development. Land use, density, and design standards put in place by municipalities and the state can dictate the supply, location, and cost of housing development.

Zoning serves an essential role in community development by allowing municipalities to thoughtfully plan smart and sustainable growth while considering public safety, neighborhood character, property values, density, area usage, and other factors. Still, from a developer's perspective, meeting zoning requirements or obtaining permits can impose time and resource-intensive requirements. Many housing projects depend on the ability and willingness of developers to pursue rezoning or conditional use permits, which can increase project timelines, costs, and financial risks.

Opposition to shifts in land use policy over the past several decades—changing from automobile-oriented, single-family development to more diverse development patterns that encourage affordability—have also become a staggering challenge to development. Minimum parking requirements present a substantial obstacle to housing development. Requiring one or more parking spaces per dwelling unit increases construction costs and expands the amount of land needed for a project, resulting in higher costs that are ultimately passed on to renters and homebuyers.

Policy tools such as upzoning, overlay zones, and accessory dwelling units are all potential solutions to mindfully increasing density to meet demand in a measured and context-sensitive manner. Implementing these strategies, however, would require changes to existing zoning standards and development review processes. Changes to zoning requirements and processes would be needed to achieve those solutions and are often met with public opposition.

SECTION THREE: **CREATING A SHARED VISION**



To ensure continued sustainability and to maintain the character of our city, our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.



The draft vision statement was the product of Workshop #3 (held on September 2, 2025), which was specifically dedicated to "Goal Prioritization and Vision Development."

VISION CREATION PROCESS

FACILITATED DISCUSSION AND REVIEW

The workshop participants did not write the statement from scratch in a vacuum. Instead, they reviewed themes and concepts that had emerged from the educational phases of Workshops 1 and 2. Subject matter experts and a facilitator guided the participants through these concepts.

GOAL PRIORITIZATION EXERCISE

Prior to Workshop 3, the participants completed a prioritization questionnaire to identify which housing issues were most critical to the City. The questionnaire included 48 issues that were identified during the first 2 workshops. Each participant completed the questionnaire, selecting and prioritizing as many as 10 issues that they felt were most important for Sandy to address.

COLLABORATIVE REFINEMENT

The participants then actively refined the language during Workshop 3 to ensure it balanced competing interests.



“Sustainability” and “Character”

were added as the framing constraints (the *condition* for growth).



“Owner Occupied”

was explicitly emphasized as a priority to distinguish the City's goals from rental-heavy developments.



“Across All Stages of Life”

was included to broaden the scope beyond just "affordable" housing to include seniors and first-time buyers.

CONSENSUS BUILDING

The resulting text was not a single participants motion but a consolidated draft that staff compiled based on the keywords and priorities agreed upon during Workshop 3. This draft was then formally reviewed and reaffirmed at the beginning of Workshop 4 (October 14, 2025)





SECTION FOUR: **TURNING VISION INTO ACTION**

This section details how the City might translate the drafted Vision Statement into concrete results. By utilizing the feedback from Housing Workshop 5 (December 16, 2025), we have identified three overarching strategies and the tactics, conditions, and tools necessary to achieve the goals of housing variety, location efficiency, owner occupancy, and maintaining neighborhood character that were identified in the draft housing vision statement.

◆ Key Strategies:

- 1. Permit and Incentivize a Variety of Housing Options for a Broad Range of Residents**
- 2. More Housing in the Right Locations**
- 3. Maintaining Neighborhood Character**

BREAKDOWN OF THE VISION STATEMENT

To realize the goal of encouraging "housing and housing affordability for residents across all stages of life", the Council and Mayor focused on four actionable pillars derived from the vision statement:

Variety	Location	Ownership	Character
<i>Incentivizing diverse housing types (seniors, first-time buyers, workforce).</i>	<i>Placing more housing and the appropriate housing types in the "right locations" (neighborhoods, activity centers, corridors, and transit centers).</i>	<i>Ensuring housing remains owner-occupied.</i>	<i>Preserve Sandy's unique character.</i>

◆ Developing Strategies, Tactics, and Tools

The identification of these tools was a cumulative process involving staff recommendations and consensus building amongst the City elected officials during Workshops 4 and 5.

Workshop 4

The “What” and “Where”

Participants engaged in focused discussions to determine which missing housing types belonged in which location types throughout the City. This resulted in staff conducting preliminary "test-fit" analyses to visualize how preferred housing types would physically fit within certain locations.

Workshop 5

The “How”

Building on the "test-fits," the final workshop utilized a consensus-building exercise to answer specific questions on implementation. The Council and Mayor participated in an exercise to determine appropriate incentives and conditions.

Conditions

Workshop 5 also created a list of necessary conditions that various housing proposals, depending on housing types and/or locations, would need to meet to be permitted in Sandy. Throughout Section Four and the entirety of this report, references to “conditions” could include any of the following:

DIMENSIONS

Size, setbacks, placement.



DESIGN STANDARDS

Green space, appearance, materials.

SIZE

Within a particular size of development.



AFFORDABILITY

Income restrictions, rent stabilization, deed restrictions.



LOCATION

Unique lot, edge, specific frontage.



OWNER OCCUPANCY

Owner occupancy requirements, household size, type of occupant.

IMPACT REQUIREMENTS

Parking, infrastructure, noise, traffic.



◆ **What's our Strategy?**

The following outlines the specific strategies identified through the Workshop Series to support each section of the vision statement.

STRATEGY ONE:

PERMIT AND INCENTIVIZE A VARIETY OF HOUSING OPTIONS FOR A BROAD RANGE OF RESIDENTS

To support seniors, first-time homebuyers, and the workforce, the City must diversify its housing stock. The workshop results indicated a strong desire to legalize specific "Middle Housing" types across many location types.

◆ **TACTIC ONE: LEGALIZE "MIDDLE HOUSING" MUCH MORE BROADLY**

Consensus was reached to more broadly permit specific middle housing types in locations where they are currently restricted. In low and very-low density neighborhoods certain housing types were identified as appropriate for "gentle infill". Specifically, the results of the Workshop 5 Exercise showed strong support for permitting:



Detached ADUs



Small Lot Single-Family



Small Mid Rise



Mansion Style Multi-Family



Twin Homes / Duplexes

The results of the Workshop 5 Exercise showed strong support for permitting various types of missing middle housing, however unique conditions for those housing types in certain locations within Sandy were also identified.

★ Conditions

HOUSING TYPE	PREFERRED LOCATION	CONDITIONS?	IDENTIFIED CONDITIONS
 <p>Detached ADUs</p>	Low / very-low density neighborhoods	Yes	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Location <input checked="" type="checkbox"/> Dimensions <input checked="" type="checkbox"/> Design standards <input checked="" type="checkbox"/> Owner occupancy
 <p>Small Lot Single Family</p>	Low / very-low density neighborhoods	No	
 <p>Small Mid-Rise</p>	Centers (SAP), Centers (NAC), and Corridors	Yes	No consensus reached on specified conditions
	The Cairns	No	
 <p>Mansion Style Multi-Family</p>	The Cairns, Centers (NAC), and low / very-low density neighborhoods	Yes	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Design standards <input checked="" type="checkbox"/> Impact requirements
	Corridors and medium density neighborhoods	No	
 <p>Twin Homes / Duplexes</p>	Low / very-low density neighborhoods	Yes	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Design standards
	Centers (NAC)	No	



◆ TACTIC TWO: ADOPT FINANCIAL AND REGULATOR INCENTIVES

Participants reached a clear consensus on which incentives the City should pursue, moving toward a model that rewards outcomes rather than locations or specific housing types. By focusing on project use and affordable price points, these incentives will be more effectively leveraged to drive affordability across the City. Incentives may be considered in exchange for a major public benefit.

Examples of Public Benefit:

- ◆ “Affordable” units
- ◆ Housing for first-time home buyers
- ◆ Workforce housing
- ◆ Housing for Seniors
- ◆ Owner-occupied housing

Incentives

A majority of workshop participants selected the following incentives to help achieve these major public benefits:



Density Bonuses

Permitting developers to build more units than base zoning allows.



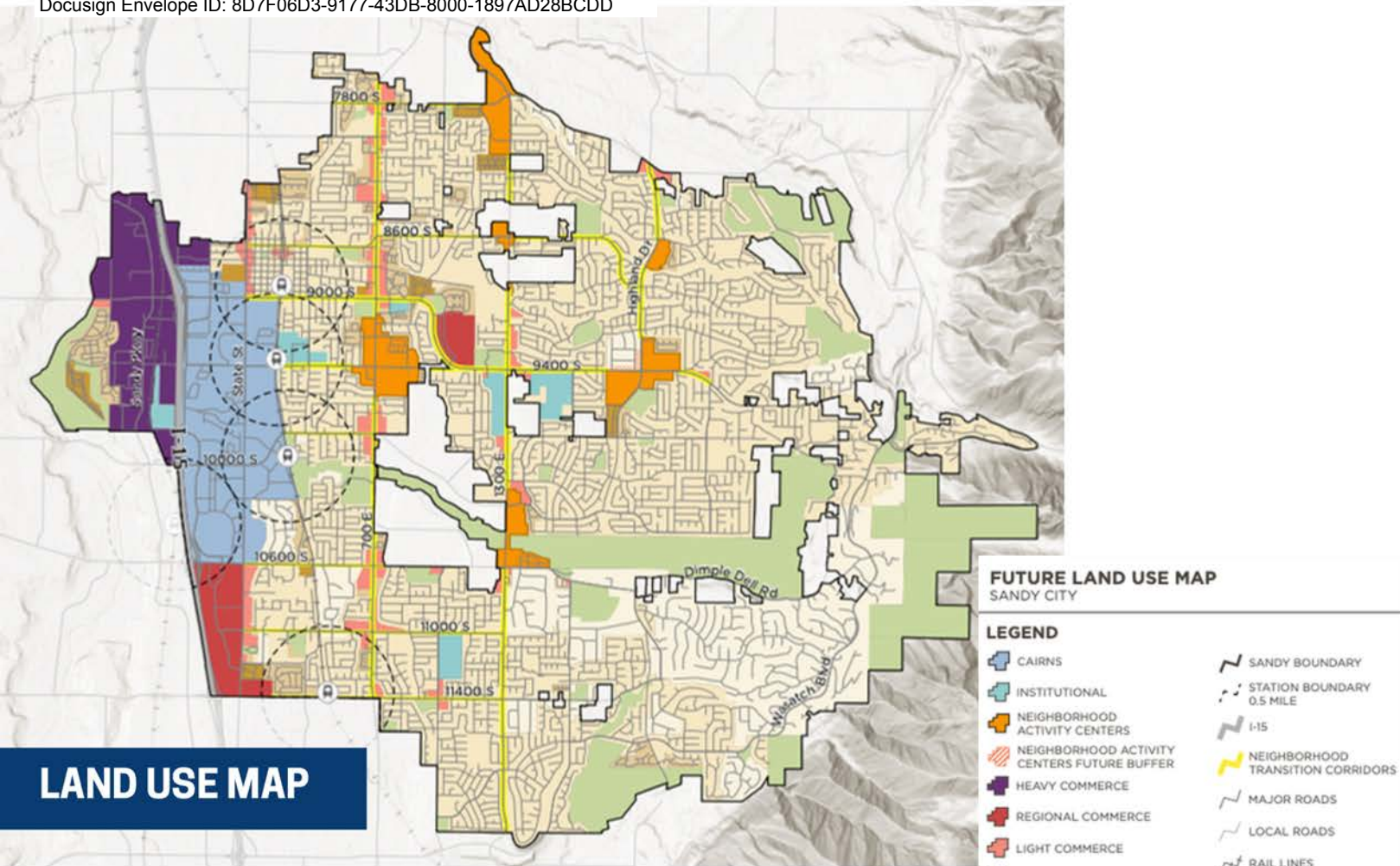
City Assistance

Utilizing tools like land write-downs, city sourced funding, and fee waivers or reductions.



Accelerated Approval Process

Reducing soft costs by moving projects more quickly through permitting and inspections.



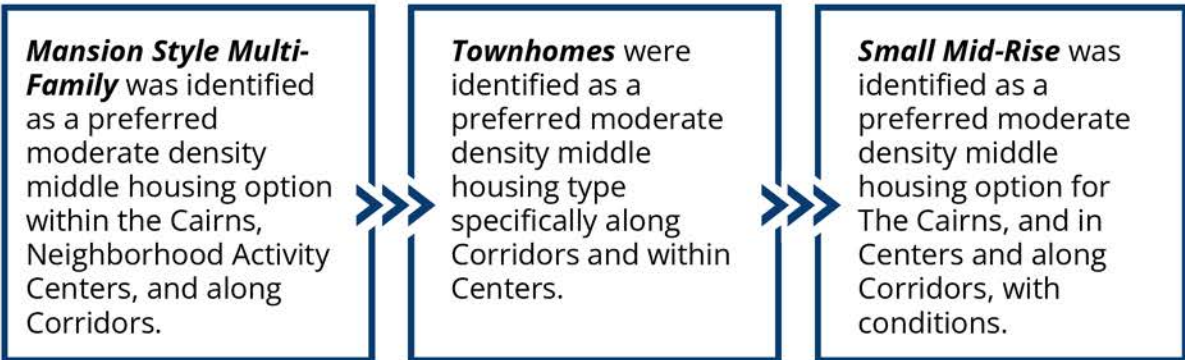
STRATEGY TWO:

MORE HOUSING IN THE RIGHT LOCATIONS

The vision statement emphasizes placing housing in the "right locations." The workshop results clarified that density should be focused on corridors and centers, while sensitive infill is appropriate for neighborhoods.

◆ **TACTIC ONE: ENCOURAGE HIGHER DENSITY HOUSING OPTIONS DOWNTOWN, IN CENTERS, AND ALONG CORRIDORS:**

The exercise results showed a distinct preference for moderate-density middle housing types in transit and commercial areas within the Cairns, Centers, and along Corridors.





TACTIC TWO: CONTEXT SENSITIVE INFILL IN EXISTING NEIGHBORHOODS:

For existing lower density neighborhoods, participants supported "invisible density" or "gentle infill" that respects the current residents and existing character of neighborhoods.



Small-Lot Single Family

A majority of participants identified small-lot single family (SF) housing type as a preferred option in Medium-Density, Low Density, and Very-low Density Neighborhoods. In the lower density neighborhoods this housing type should be a permitted use with no conditions.

For low/ very low density neighborhoods, location conditions were also identified for the following housing types in addition to the housing types conditions detailed on page ____.



Twin Homes and Duplexes







Mansion Style Multi-Family



Detached ADUs*

These location conditions include any combination of the following:

-  Located on unique lots (to result in lower impact on neighborhoods).
-  Adjacent to busier streets.
-  Transitional or buffer locations between SF residential and higher intensity residential uses.
-  Near centers or corridors.
-  Adjacent to non-residential uses.

**The 2026 Utah Legislature passed a bill that mandates municipalities with a population over 5,000 to allow detached ADUs and remove local zoning prohibitions based on location. However, municipalities can still restrict ADUs on lots less than 11,000 sq. feet, and may still set design, dimension, and height rules.*

STRATEGY THREE:

MAINTAINING NEIGHBORHOOD CHARACTER

A primary concern reflected in the vision statement is maintaining the "character of our city" and ensuring housing is "owner occupied".

◆ **TACTIC ONE: INCENTIVIZE, ENCOURAGE, OR REQUIRE OWNER OCCUPANCY REQUIREMENTS WHENEVER POSSIBLE:**

This was the single most agreed-upon condition in the workshop exercises.



Detached ADUs

Every participant agreed that owner occupancy must be a mandatory condition for Detached ADUs.



Neighborhoods

A majority of participants agreed that owner occupancy regardless of housing type is essential in medium, low, and very-low density neighborhoods.

◆ **TACTIC TWO: ADOPT ROBUST STANDARDS FOR THE LOCATION, DIMENSIONS AND DESIGN OF MIDDLE HOUSING IN NEIGHBORHOODS:**

To ensure new middle housing types blend into existing neighborhoods location, dimensional and design regulations were prioritized by a majority of participants for detached ADUs, Twin Homes, and Mansion Style Multi-family.



Maintaining neighborhood character was the single most agreed-upon condition among Sandy's elected officials.

OPTIONAL TOOLS

Taking into consideration all of the data that we gathered during the workshop series from participants, each of the three strategies that we've identified in this report, and the professional recommendations from City Staff, we've identified a series of tools that might be used to help the City achieve its housing affordability vision.

By-Right Development Approval

The "Self Check-Out Lane" of municipal planning. By-Right is a streamlined path where, if an applicant's project perfectly aligns with a pre-existing set of rules developed by the City and approved by the City Council, then that project must be approved without a lengthy series of reviews, debates, or hearings.

If the City Council has determined that a specific middle housing type belongs in a particular geographic location or neighborhood, a proposal that aligns with that determination should be able to proceed with minimal additional discussion or reconsideration.

From a municipal perspective, form based code (FBC) improves housing affordability by shifting the regulatory focus from restrictive land-use categories to the physical form of buildings, which unlocks missing middle housing—such as twin homes and mansion style multi-family—that traditional zoning often prohibits. By establishing clear, visual standards, FBCs enable a predictable "by-right" approval process that slashes the expensive "soft costs" associated with legal delays and public hearings. Rather than limiting the number of units per acre, FBCs regulate the building envelope, allowing developers to fit more small, attainable units within the same footprint, which increases housing supply and lowers the overall cost of production.

Form Based Code

FBC is a tool that a municipality might use to, for example, implement By-Right Development approvals. Instead of regulating the specific use of a property (what happens inside the building), a FBC regulates the physical form of buildings—such as location, height, placement on the lot, and relationship to the street. This can help ensure that new, denser housing development still fits the desired character of a neighborhood (such as a mansion style multi-family unit). FBC would constitute a comprehensive change to our land development code. However, as the City is moving towards a full re-write, now would be the time to pursue form based code if that is the direction desired by the Council.



Overlay Zoning

Overlay zoning is a regulatory tool that a municipality uses to establish a special set of standards and requirements for a geographically defined area that supplements, and often supersedes, the rules of the existing underlying base zone. It does not replace the original zoning but instead places an additional layer of regulation—such as development incentives (to help achieve a major public benefit), dimensional regulations, location, architectural design standards, use restrictions, or density requirements—on top of it to achieve a major public benefit, like preserving character, promoting owner occupancy, or promoting housing affordability. Overlay zoning is more “surgical” than FBC, and would require far less of a comprehensive “overhaul” of our land development code.

For a municipality, overlay zoning serves as a surgical policy tool to address localized needs without the administrative friction of a full-scale rezoning. By stacking a secondary layer of rules over the existing base zone, the City can precisely apply targeted mandates or incentives—such as density bonuses to drive housing affordability—within a specific geographic location while keeping the underlying “rulebook” intact. This allows officials to adapt to urgent community goals while maintaining long-term regulatory stability.

From the municipality’s perspective, a development agreement functions as a strategic “handshake in writing” that trades regulatory flexibility for guaranteed community gains. Rather than relying on rigid, broad-stroke zoning, the City uses these binding contracts to swap specific incentives—like density bonuses or expedited timelines—for high-priority public benefits such as deed-restricted affordable housing, or owner occupancy. This logic allows the City to custom-fit a project to its goals, ensuring that developers provide tangible social value in exchange for the extra “slack” or speed granted in the approval process.

Development Agreements

(To incentivize a major public benefit)

A negotiated agreement that allows the City to trade an incentive (density bonus, quicker approval, etc.) for a major public benefit (affordable units, owner occupancy, etc.) through a legally binding contract. This type of agreement can work in combination with an overlay zone, or alternatively, when an applicant requests a change to existing zoning or other regulations to build a project.

SECTION FIVE: IMPLEMENTATION & NEXT STEPS

To translate the vision of a sustainable, owner-occupied, and diverse housing market into reality, the City will pursue the following implementation roadmap. This phase moves beyond the "what" and "where" to the specific legislative and administrative actions required to achieve our identified housing goals.

◆ **IMPLEMENT NOW**

◆ **IMPLEMENT WITH LAND DEVELOPMENT CODE REWRITE**

DIVERSIFY HOUSING TYPES VIA "GENTLE INFILL"

To support seniors, first-time buyers, and Sandy City's workforce, the City can legalize and incentivize specific "Middle Housing" types:

- ◆ **Legalize Small Lot Single Family Housing:** Permit these broadly in low, very-low, and medium-density neighborhoods to provide entry-level ownership opportunities.
- ◆ **Permit Detached Accessory Dwelling Units (ADUs):** Allow these in lower-density neighborhoods, provided they meet specific "invisible density" criteria like scale, massing, and setbacks.
 - *Staff will be making a presentation on its progress and recommendations for external ADUs to the Council on March 31, 2026.*
- ◆ **Encourage "Mansion Style" Multi-family:** Authorize multi-unit buildings designed to look like large single-family homes in neighborhoods and corridors, ensuring they blend into the existing fabric.
- ◆ **Allow Twin Homes and Duplexes:** Permit these in neighborhoods and Neighborhood Activity Centers (NAC) to increase variety without disrupting character.

IMPLEMENT LOCATION-SPECIFIC DENSITY

The City can strategically place housing where it makes the most sense to maintain neighborhood stability:

- ◆ **Focus High Density in "The Cairns" and Centers:** Direct small mid-rise developments and townhomes toward transit areas, commercial centers (SAP/NAC), and major corridors.
- ◆ **Establish Design-Based Conditions:** For neighborhoods, require "context-sensitive" infill that respects current residents through strict appearance and impact standards (e.g., off-street parking and traffic mitigation).

INCENTIVIZE PUBLIC BENEFITS

Instead of just regulating location, the City can reward developers for achieving specific community goals:

- ◆ **Trade Density for Affordability:** Use Density Bonuses to allow developers to build more units than base zoning permits in exchange for "deed-restricted" affordable housing, senior housing, workforce housing, and first-time homebuyers.
 - *On April 14, 2026, staff will present initial recommendations for the interconnected use of Development Agreements, By-Right Approvals, and certain incentive programs to achieve our desired housing outcomes.*
 - ◆ **Offer Financial and Soft-Cost Relief:** Provide city-sourced funding, property, or fee waivers for projects that target deed restricted affordable housing, housing for seniors, workforce housing, or first-time homebuyers.
 - *On April 21, 2026, staff will present city and RDA owned property that has the potential for future housing projects that will help us to achieve our desired housing outcomes. Staff will also present for Council consideration a particular City/ RDA property to use as our initial test case.*
 - ◆ **Accelerate Approvals:** Create a "fast lane" for permitting and inspections to reduce the "soft costs" for developers who commit to deed restricted affordable housing, housing for seniors, workforce housing or first-time homebuyers.
 - *On April 14, 2026, staff will present initial recommendations for the interconnected use of Development Agreements, By-Right Approvals, and certain incentive programs to achieve our desired housing outcomes.*
-

ENSURE OWNER-OCCUPANCY AND CHARACTER

To maintain the City's character and distinguish goals from "rental-heavy" developments, specific mandates can be applied:

- ◆ **Mandate Owner-Occupancy for ADUs:** Require that the primary unit of any property with a detached ADU be owner-occupied.
 - *Staff will be making a presentation on its progress and recommendations for external ADUs to the Council on March 31, 2026*
- ◆ **Prioritize Ownership in Neighborhoods:** Whenever possible, emphasize owner-occupancy requirements for all new housing types in medium, low, and very-low density areas.
- ◆ **Use Development Agreements:** Negotiate legally binding contracts to ensure developers provide what has been agreed to—like owner-occupied units—in exchange for regulatory flexibility.
 - *On April 14, 2026, staff will present initial recommendations for the interconnected use of Development Agreements, By-Right Approvals, and certain incentive programs to achieve our desired housing outcomes.*

IMPLEMENTATION TOOLS

To put these ideas into practice, the City can utilize three primary regulatory frameworks:

TOOL	PURPOSE	BENEFIT
<p>★ FORM-BASED CODES (FBC)</p>	<p>Regulates the physical form (height, placement) rather than just the use.</p>	<p>Unlocks missing middle housing while ensuring it looks like it belongs in the neighborhood.</p>
<p>★ OVERLAY ZONING</p>	<p>Adds a "surgical" layer of rules (like design standards or incentives) over existing zones.</p>	<p>Addresses localized needs without requiring a full re-write of the land development code.</p>
<p>★ BY-RIGHT APPROVAL</p>	<p>Creates a "self check-out lane" for projects that perfectly match pre-approved rules or packages</p>	<p>Slashes expensive soft costs and provides a predictable path for developers.</p>





PARTICIPANTS

ELECTED OFFICIALS

2025 Sandy City Council

Ryan Mecham, *District One*

Alison Stroud, *District Two*

Zach Robinson, *District Three*

Marci Houseman, *District Four*

Aaron Dekeyzer, *At-Large*

Brooke D’Sousa, *At-Large*

Cyndi Sharkey, *At-Large*

2026 Sandy City Council

Brooke Christensen, *District One*

Kris Nicholl, *District Three*

Sandy Mayor

Monica Zoltanski

SANDY CITY STAFF

Shane Pace, *CAO*

Lynn Pace, *City Attorney*

Dustin Fratto, *Council Office Executive Director*

Justin Sorenson, *Council Office Asst. Director*

Liz Theriault, *Council Policy & Comms. Analyst*

James Sorensen, *Community Development Director*

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Kasey Dunlavy, *Economic Development Director*

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THANK YOU TO OUR WORKSHOP PRESENTERS

Shawn Tiegan, *The Utah Foundation*

Steve Waldrip, *Utah Governor’s Office*

Lee Dial, *Cowboy Partners*

Dejan Eskic, *Kem C. Garnder Policy Institute*

Megan Padjen, *Wasatch Front Regional Council*



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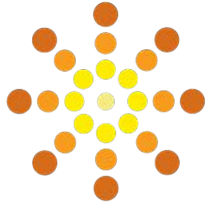
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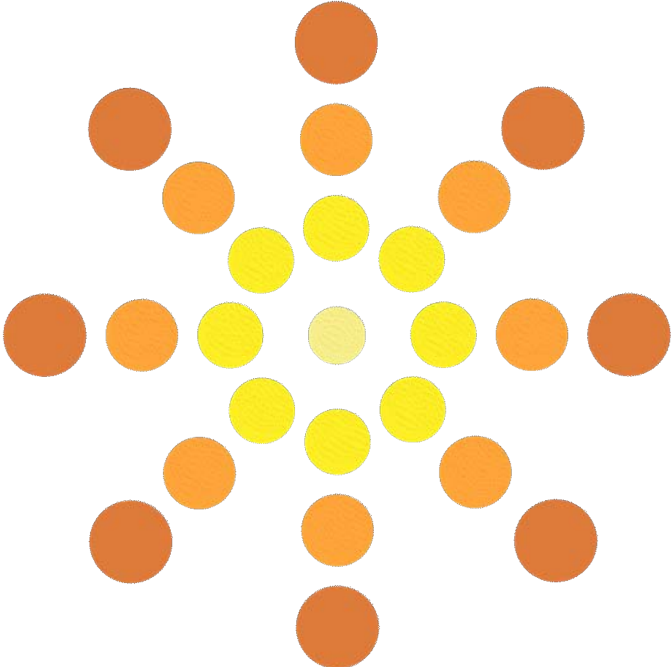
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UTAH FOUNDATION
RESEARCH • ANALYZE • INFORM

Housing and Homeownership

July 1, 2025



Housing and Homeownership

- ▶ Quality of Life
 - ▶ Housing shortage
- ▶ Middle housing
- ▶ Homeownership
- ▶ Priorities Project
- ▶ The future
- ▶ Solutions



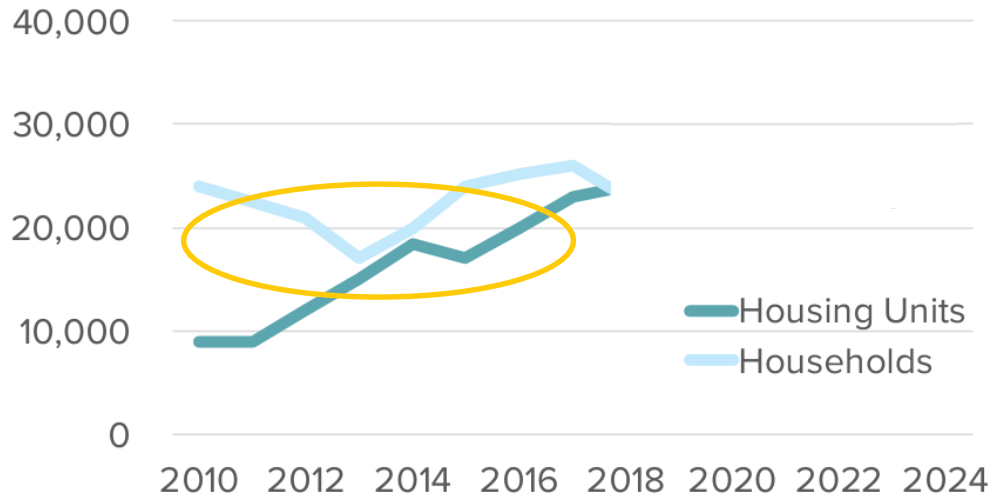
Utah Quality of Life



Housing shortage



Utah's current housing deficit.

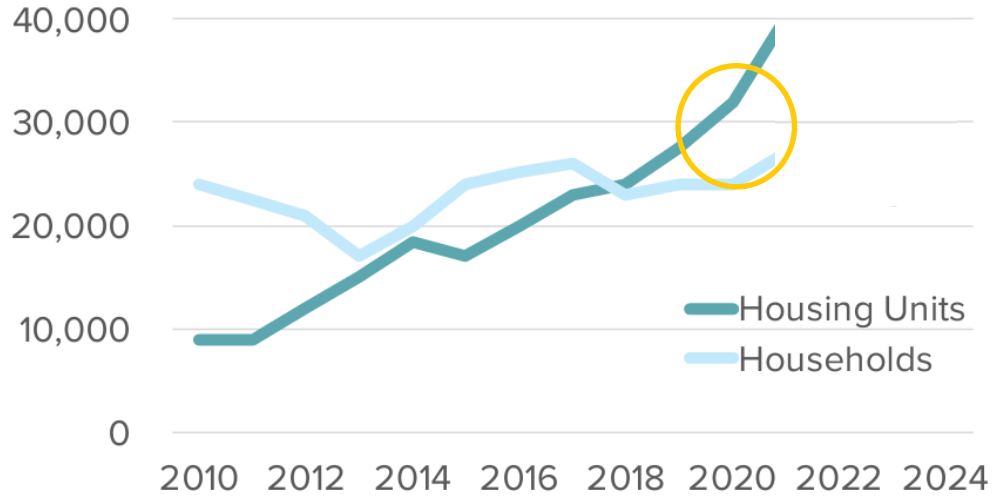


Household Formation and Available Housing, 2010-2024

Source: Kem C. Gardner Policy Institute.



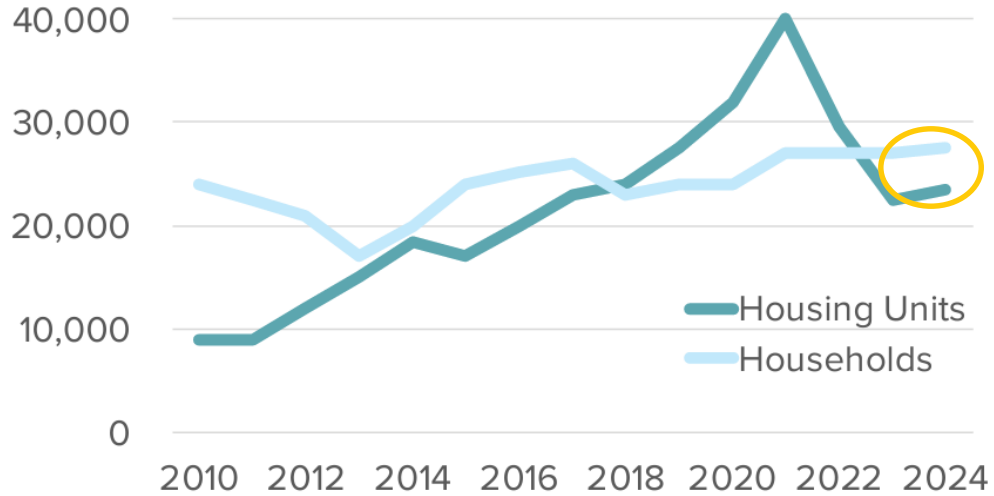
Utah's current housing deficit.



Household Formation and Available Housing, 2010-2024

Source: Kem C. Gardner Policy Institute.

Utah's current housing deficit.



Household Formation and Available Housing, 2010-2024

Source: Kem C. Gardner Policy Institute.

Utah Quality of Life – 2022



Utah's Community Quality of Life



- Affordable housing has the lowest performance rating in the index.
- Housing affordability and other costs of living accounted for nearly two-thirds of the overall 2018-2022 decrease.

Utah Quality of Life – 2022

Q: What could most improve respondents' areas as places to live?

A: More affordable housing (34%)

Middle Housing Series – 2021-22



Survey responses

- ▶ More than 80% of Utahns feel that home prices and rents are too high.
- ▶ Survey respondents do not think they could afford the homes they currently own if they wanted to purchase them today.
- ▶ Nearly 90% of survey respondents are worried about housing costs.

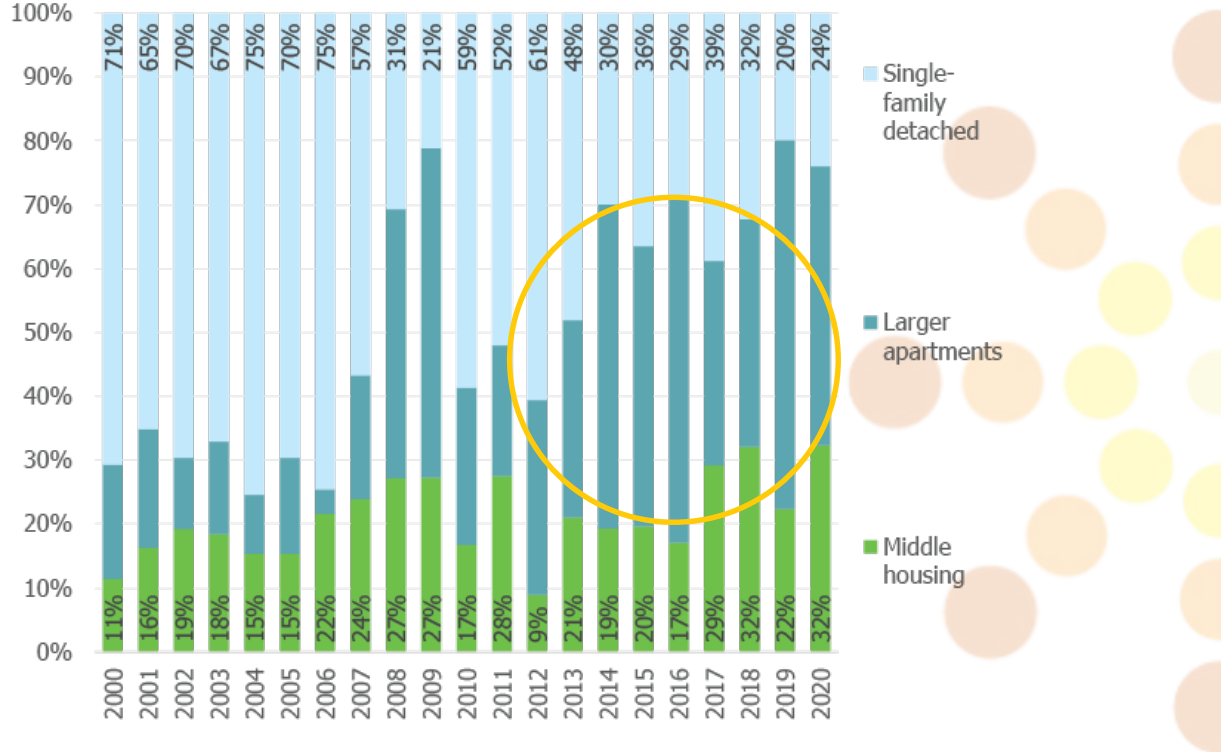
Preferences

- ▶ Most survey respondents (60%) support more affordable housing options in their neighborhoods.
- ▶ But not apartments.

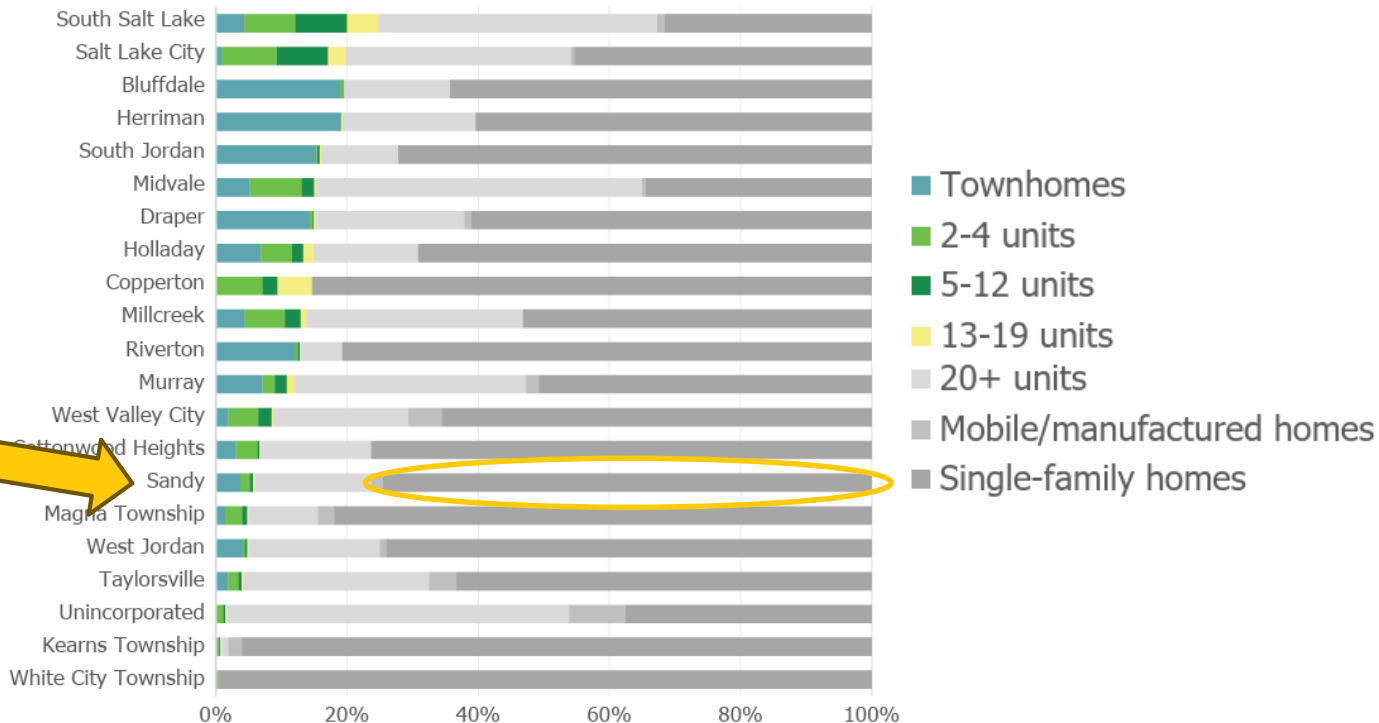


Missing Middle





Residential dwelling unit permits by type, Salt Lake County



Housing unit types in Salt Lake County, by city

Preferences

- ▶ Most survey respondents (60%) support more affordable housing options in their neighborhoods.
- ▶ But not apartments.



Preferences

- ▶ Most survey respondents (60%) support more affordable housing options in their neighborhoods.
- ▶ But not apartments.
- ▶ Appearance is key.



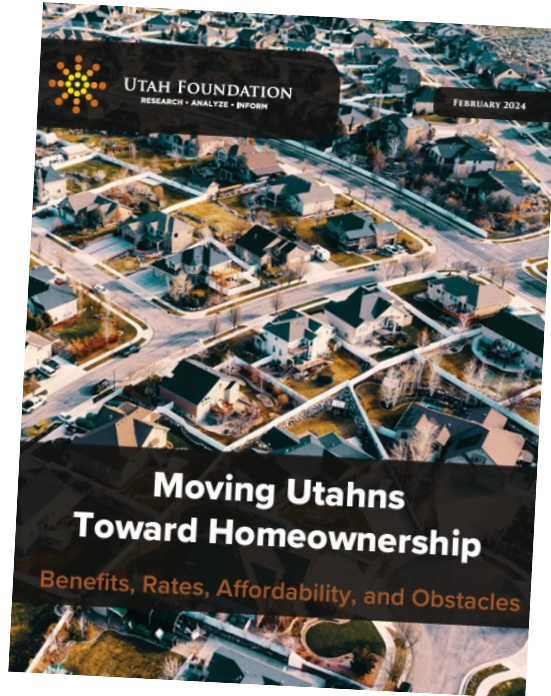


Obstacles

- ▶ Zoning
- ▶ Neighborhood opposition
- ▶ Parking spaces
- ▶ Condo challenges



Home Ownership – 2024



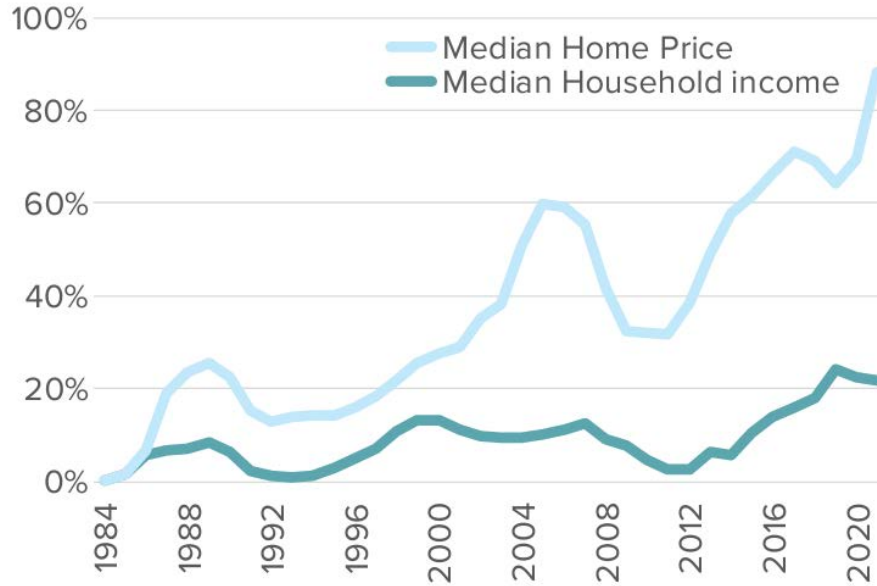
Why homeownership?



The concern: prices



New home prices have increased much faster than incomes.



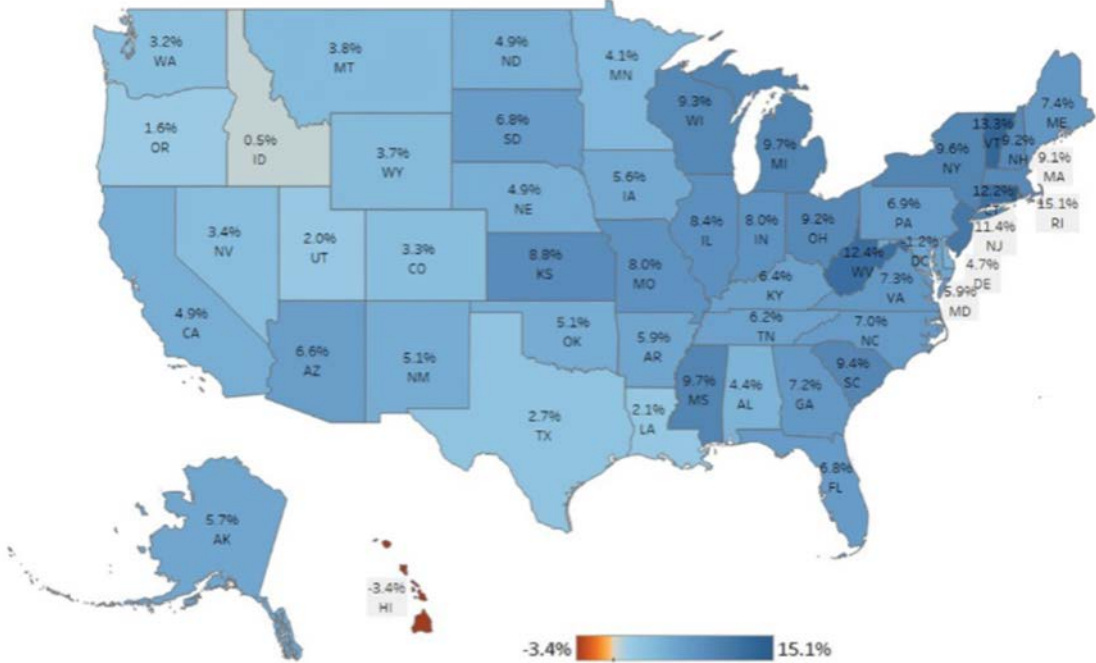
Median Home Prices and Median Incomes, Inflation-Adjusted, 1985-2022



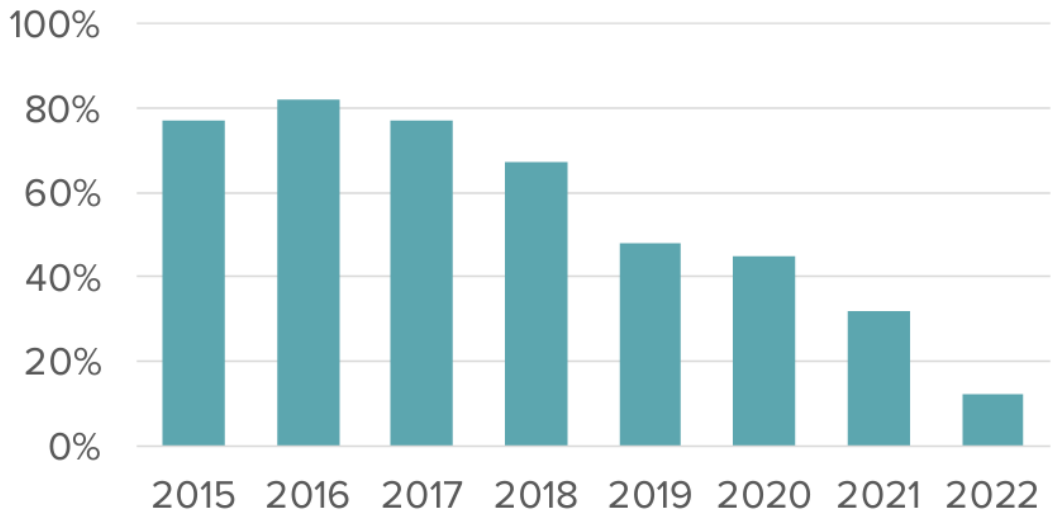
UTAH FOUNDATION
Significant Statistics



Home Price Appreciation, 2023

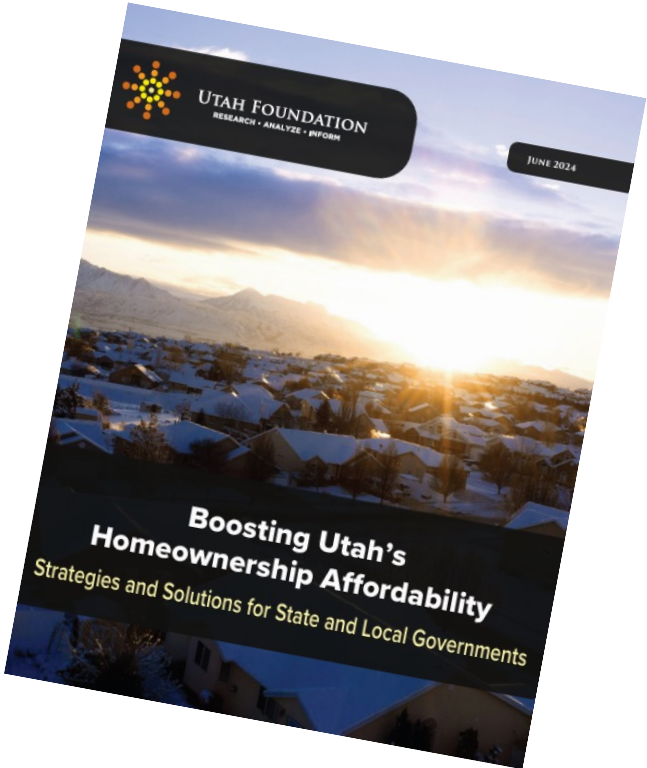


Home affordability in Utah has been declining for those earning the typical income.



Percentage of Utah Home Sales Affordable to those Earning the Area Median Income, 2015-2022

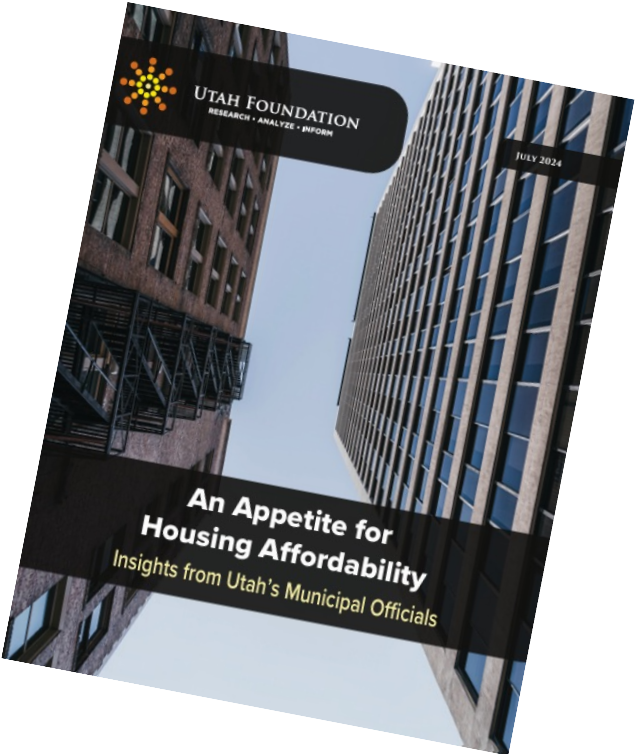
Source: Perpetual Housing Fund.



One takeaway:

Encouraging construction density can improve homeowner affordability, as smaller lots are integrated into neighborhoods that are otherwise characterized by single-family homes.



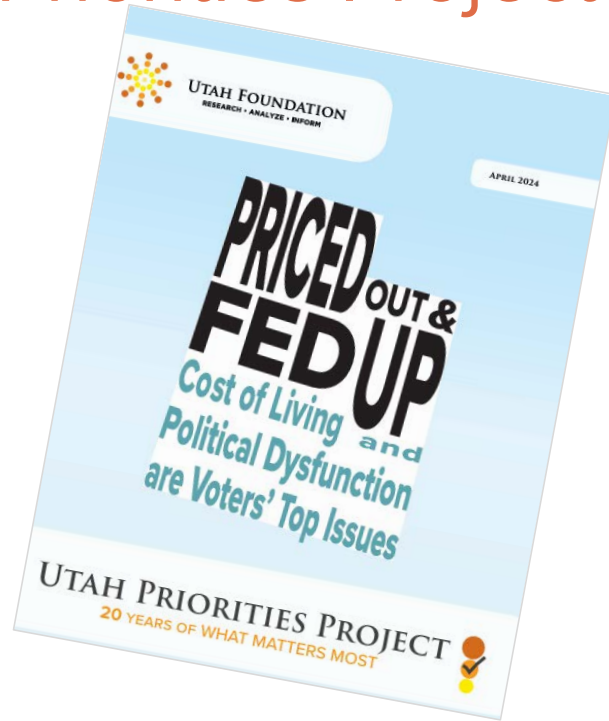


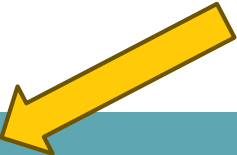
One takeaway:

Many municipal officials and staff (56%) consider community opposition to be the most substantial barrier to affordable housing.



Utah Priorities Project – 2024





Most Important	Housing Affordability Politicians listening to voters
High Importance	Earning enough to pay for non-housing needs Government overreach Partisan Politics



Focus has shifted from low-income Utahns to first-time homebuyers.

Affordability Concerns by Demographic Group, 2020 and 2024

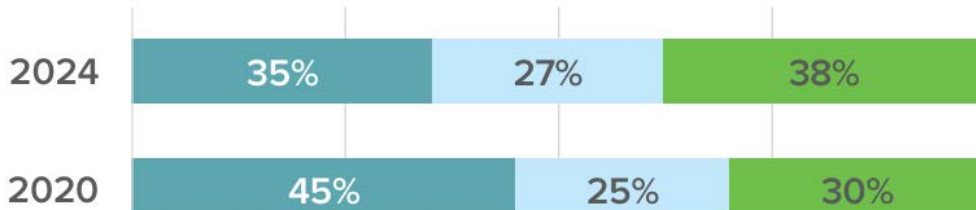
“When thinking about housing affordability, I am most concerned about affordable housing for:
low-income Utahns, myself, first-time homebuyers”

Focus has shifted from low-income Utahns to first-time homebuyers.

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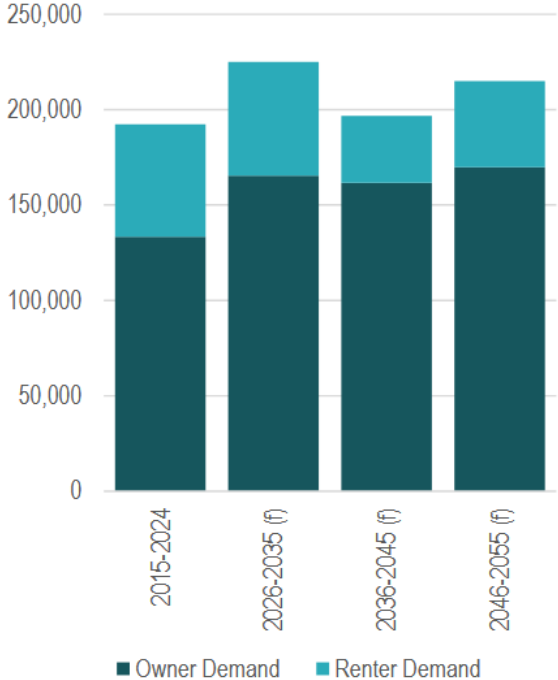


Looking Forward

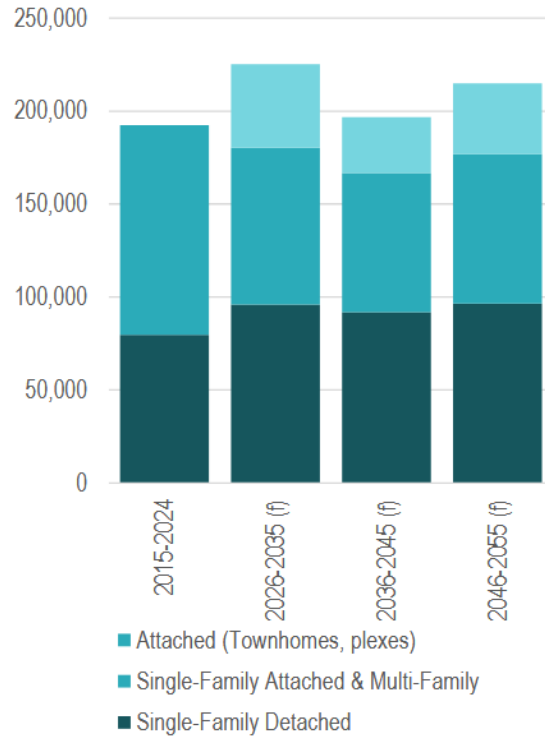
The Wasatch Front is expected to require 200,000 housing units each decade between 2026 and 2055.



Total Demand by Tenure Distribution 2015-2055 (f)¹

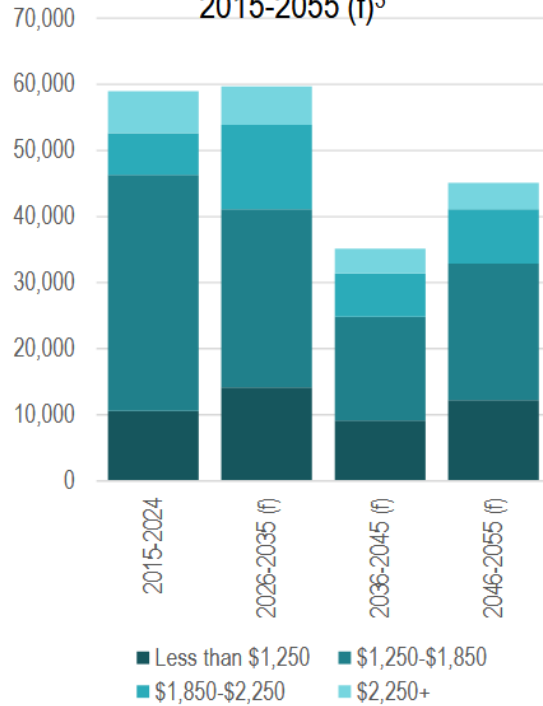


Total Demand by Product Distribution 2015-2055 (f)²



New Rental Unit Demand by Price Distribution

2015-2055 (f)³



Solutions

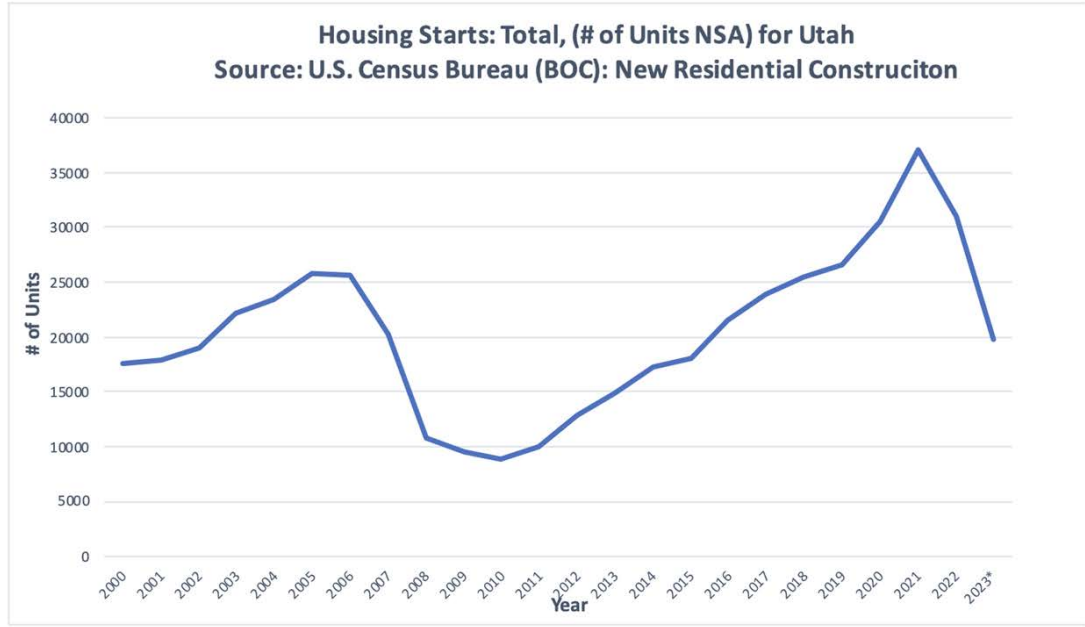
- ▶ Upzoning
- ▶ Overlay zones
- ▶ Accessory dwelling units
- ▶ Form-based code



Takeaways

- ▶ People are concerned about housing affordability.
- ▶ It is affecting quality of life.
- ▶ Middle housing could help address some challenges.
- ▶ Homeownership-specific policies could help.

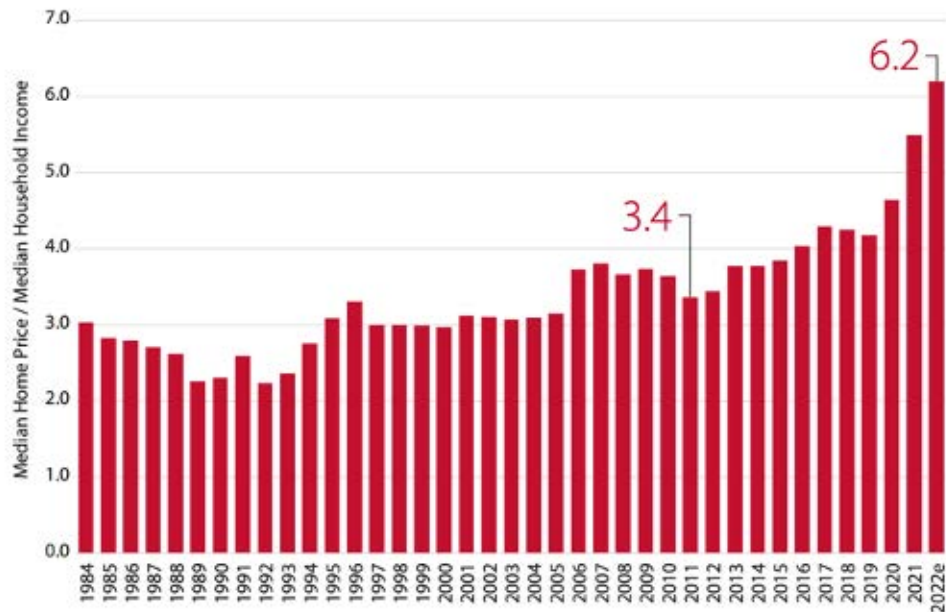
Year	Housing Starts
2000	17565
2001	17966
2002	18945
2003	22190
2004	23467
2005	25791
2006	25643
2007	20241
2008	10748
2009	9520
2010	8868
2011	9974
2012	12823
2013	14858
2014	17346
2015	18064
2016	21458
2017	23911
2018	25530
2019	26610
2020	30582
2021	37071
2022	30950
2023*	19820



*Jan-Oct

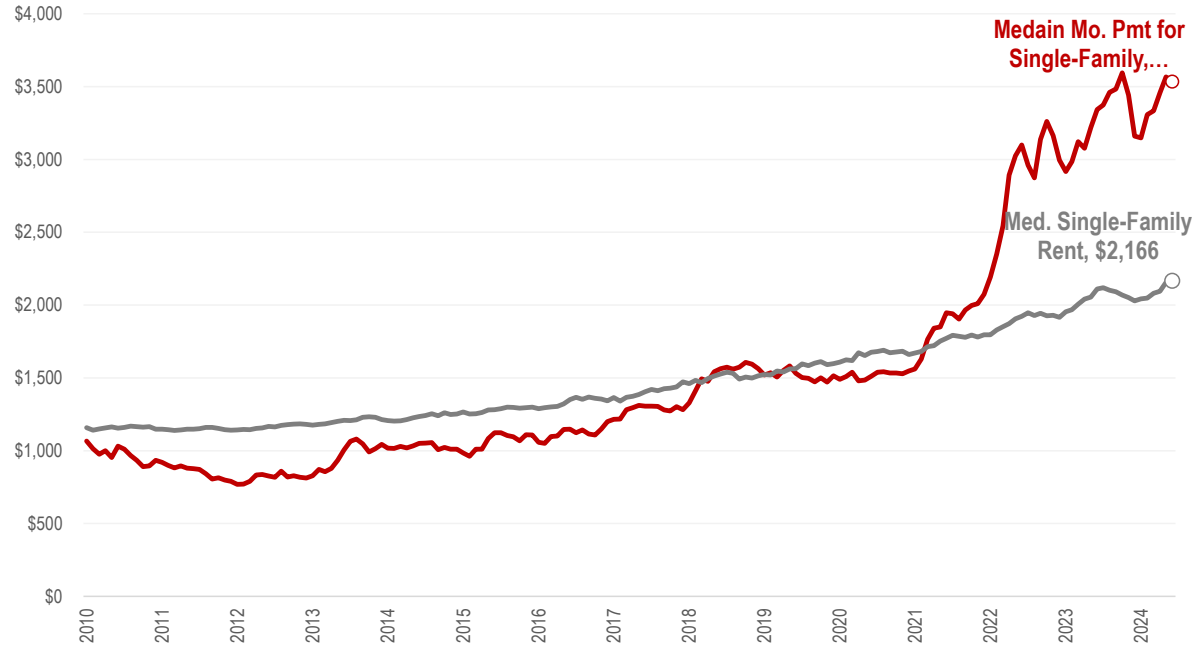
Home Prices Outpacing Income in Utah

RATIO OF UTAH MEDIAN HOME PRICE TO MEDIAN HOUSEHOLD INCOME, 1984-2022



Source: Kem C Gardner Policy Institute

Cost of Renting vs. Owning a Singel Family Home - Wasatch Front



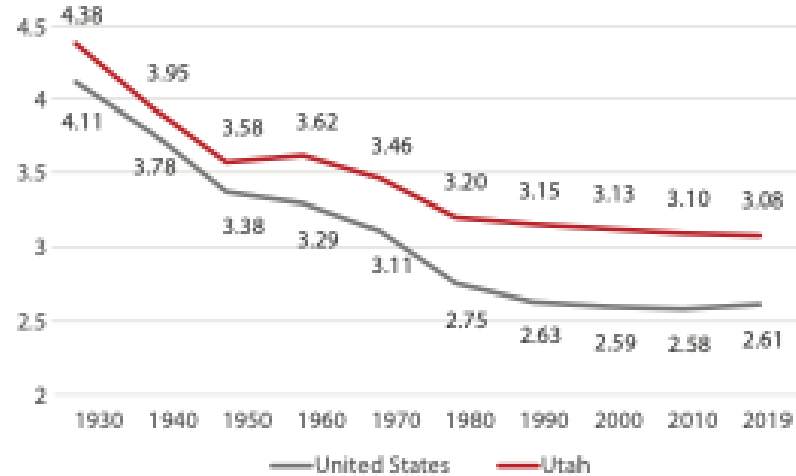
Source: Kem C. Gardner Analysis of UtahRealEstate.com and RentRange Data



Rising Housing Costs < Housing Stability



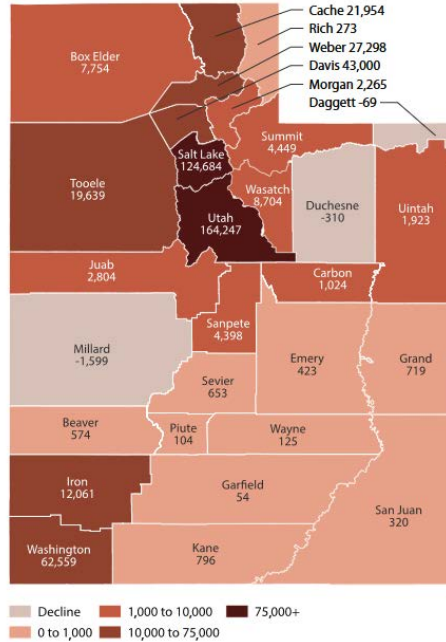
Figure 3: Average Household Size in Utah and United States, 1940 to 2019



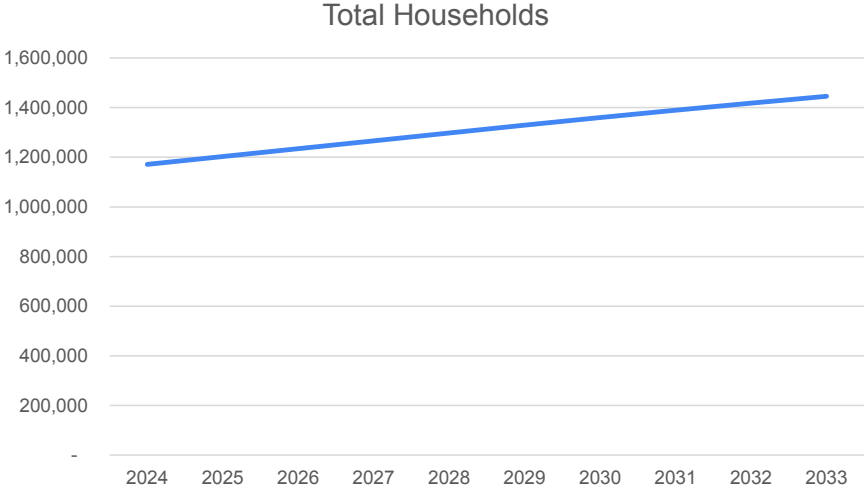
Note: Margin of error for 2019 is +/-0.01 for the United States and +/-0.02 for Utah

Source: U.S. Census Bureau, Decennial census and 2019 1-Year American Community Survey Estimates

Figure 6: Projected Population Change by County, 2024-2033

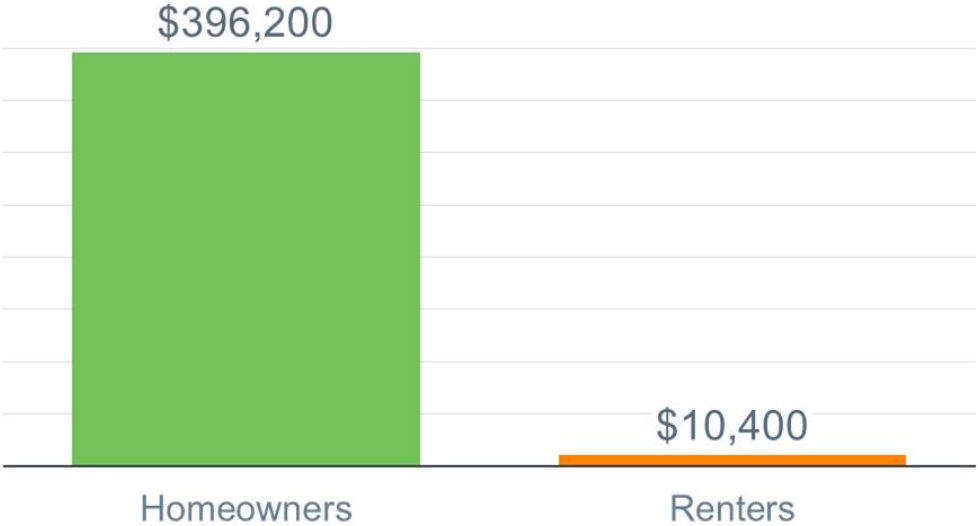


Source: Kem C. Gardner Policy Institute



23.3%
increase in
number of
households
2024-2033

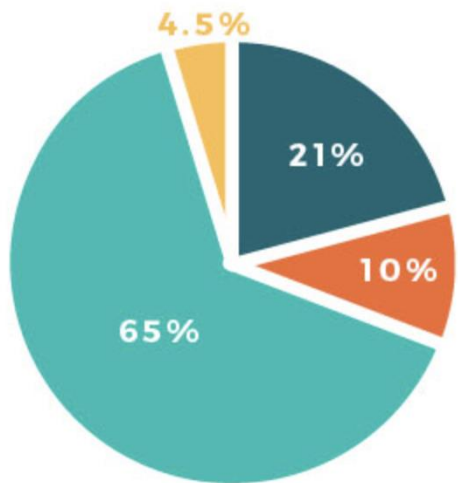
Homeownership: Key to Wealth Building



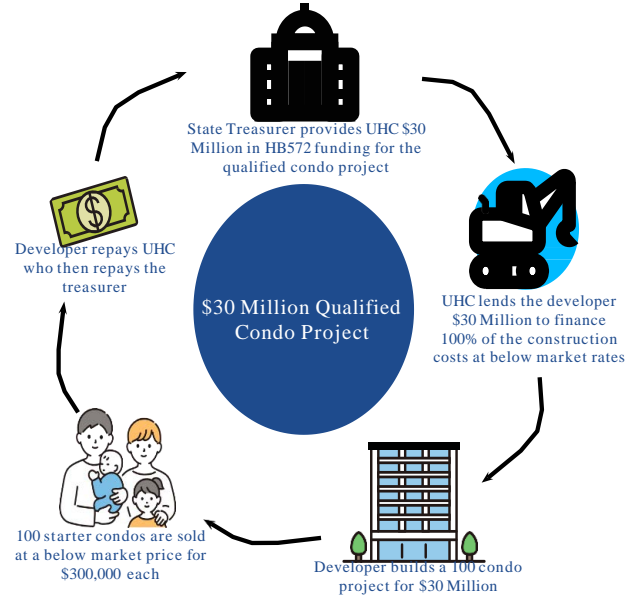
Source: The Fed

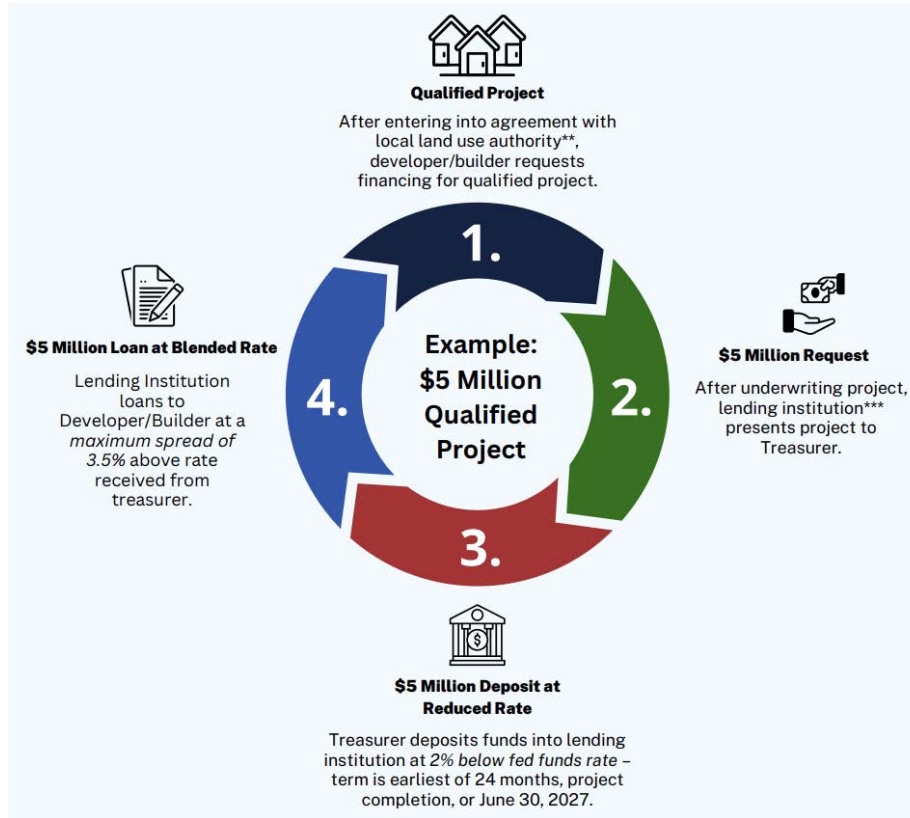
Public Lands

UTAH LAND OWNERSHIP



SAMPLE \$30 MILLION, 100 UNIT QUALIFIED CONDO PROJECT





Legacy Cities



Advocacy



PACE OF PROGRESS SANDY CITY GENERAL PLAN 2050

10.21.2024 DRAFT



Utah Code 10-9a-4

- Title 10: Utah Municipal Code
- Chapter 9a: Municipal Land Use, Development, and Management Act
- Part 4: General Plan

“... a municipality shall prepare and adopt a comprehensive, long-range general plan for:

(a) Present and future needs of the municipality; and

(b) Growth and development of all or any part of the land within the municipality.”

(Section 403)

Shall include:

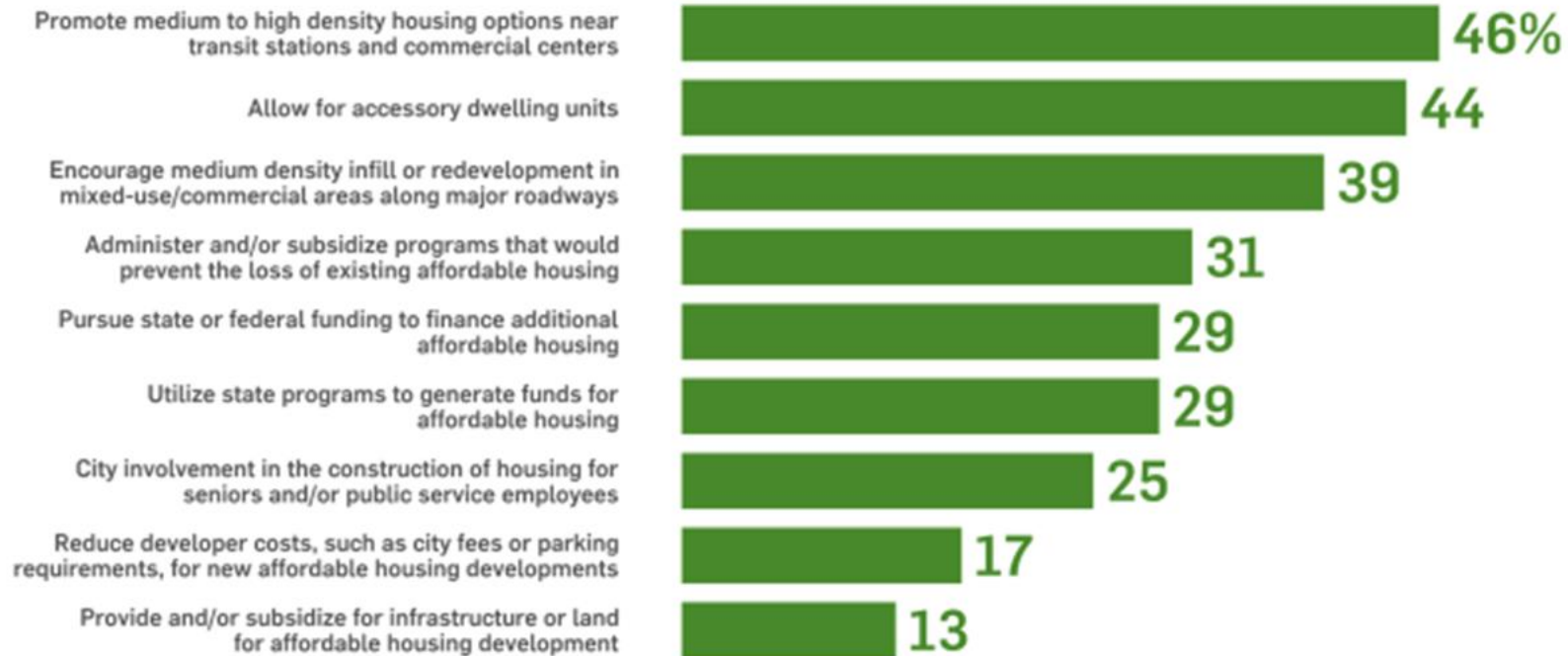
- Land Use Element
- Moderate Income Housing Element
- Water Use and Preservation Element
- Transportation and Traffic Element
- Station Area Plans

RESIDENTS FAVOR DENSITY HOUSING & ACCESSORY DWELLING UNITS

When presented with potential strategies for providing affordable housing, nearly half of residents say that they favor housing density near transit stations and allowing for accessory dwelling units. About 1 in 3 residents favor redevelopment in commercial areas, affordable housing programs, and using government funding to increase affordable housing. Residents are less enthusiastic about options relating to the City constructing or subsidizing new affordable housing developments.



*If you had to choose, which three of the following strategies would you recommend the city implement?
Please select three total strategies.*

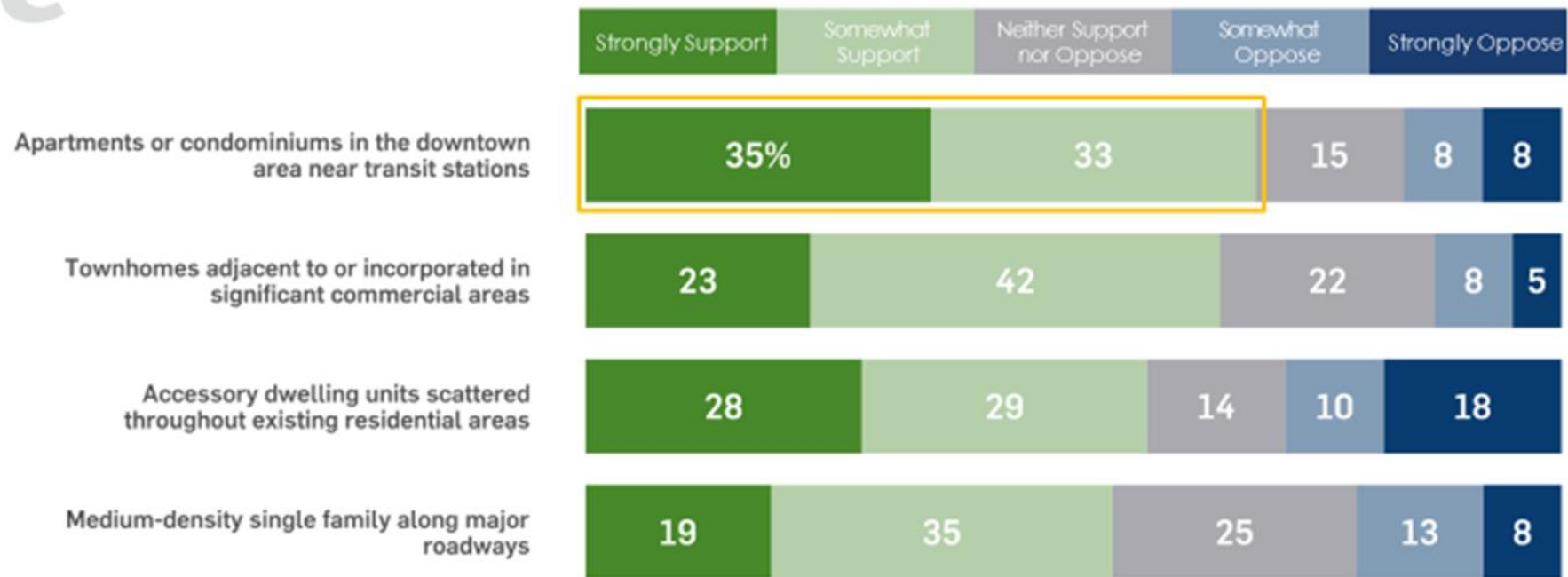


MODERATE SUPPORT FOR ALL HOUSING DEVELOPMENT

About half of residents support each of the potential housing types. Comparatively, apartment and condominiums in the downtown area near transit stations has the most support and single-family housing along major roadways has the least support. Residents are most divided about the use of ADUs.



For each of the following scenarios, please indicate the extent to which you would support or oppose the City of Sandy promoting this type of housing development.



General Plan Community Values

Sandy's General Plan Community Values establish the principles upon which the entire planning process is built. The Community Values were derived from extensive input gathered through surveys, focus groups, and public meetings, ensuring that the plan reflects the collective aspirations, priorities, and values of the community. These Values provide consistency and continuity, to realize Sandy's vision over time.

PREMIUM LOCATION

An emphasis on efficient, safe, and comfortable mobility to facilitate access to goods, services, recreation, open space, and employment through walking, biking, and vehicles

COMMUNITY

A recognition of the fundamental importance of nurturing a strong, inclusive, and connected social fabric within the well-managed city

OPPORTUNITY

An effort to improve the potential for positive change, growth, and development of individuals, families/households, neighborhoods, commercial endeavors, and the city itself

STEWARDSHIP

Responsible management of the city's resources and a consideration for potential impacts in an effort to ensure adequate capacity, foster a healthy resiliency, and pursue a sustainable balance of economic, environmental, and social outcomes

WELL-BEING

A focus on creating nationally-ranked environments and systems that support the safety, happiness, and physical, mental, and social health of individuals in Sandy City

Community Values

SANDY CITY GENERAL PLAN





No Growth Plan

Maintain the current urban infrastructure and population levels without seeking significant expansion. Focus is on preserving and maintaining existing infrastructure and development with limited new investment. Can result in stagnation and lack of reinvestment.



Moderate Growth Plan

Modest expansion and development strategies to accommodate a gradually increasing population and/or economic activity.

This may involve infill development, revitalization of existing areas, and strategic expansion of infrastructure to support moderate population growth.

The emphasis is on maintaining a balance between development and preservation of the city's character while accommodating a growing population or changing economic needs.

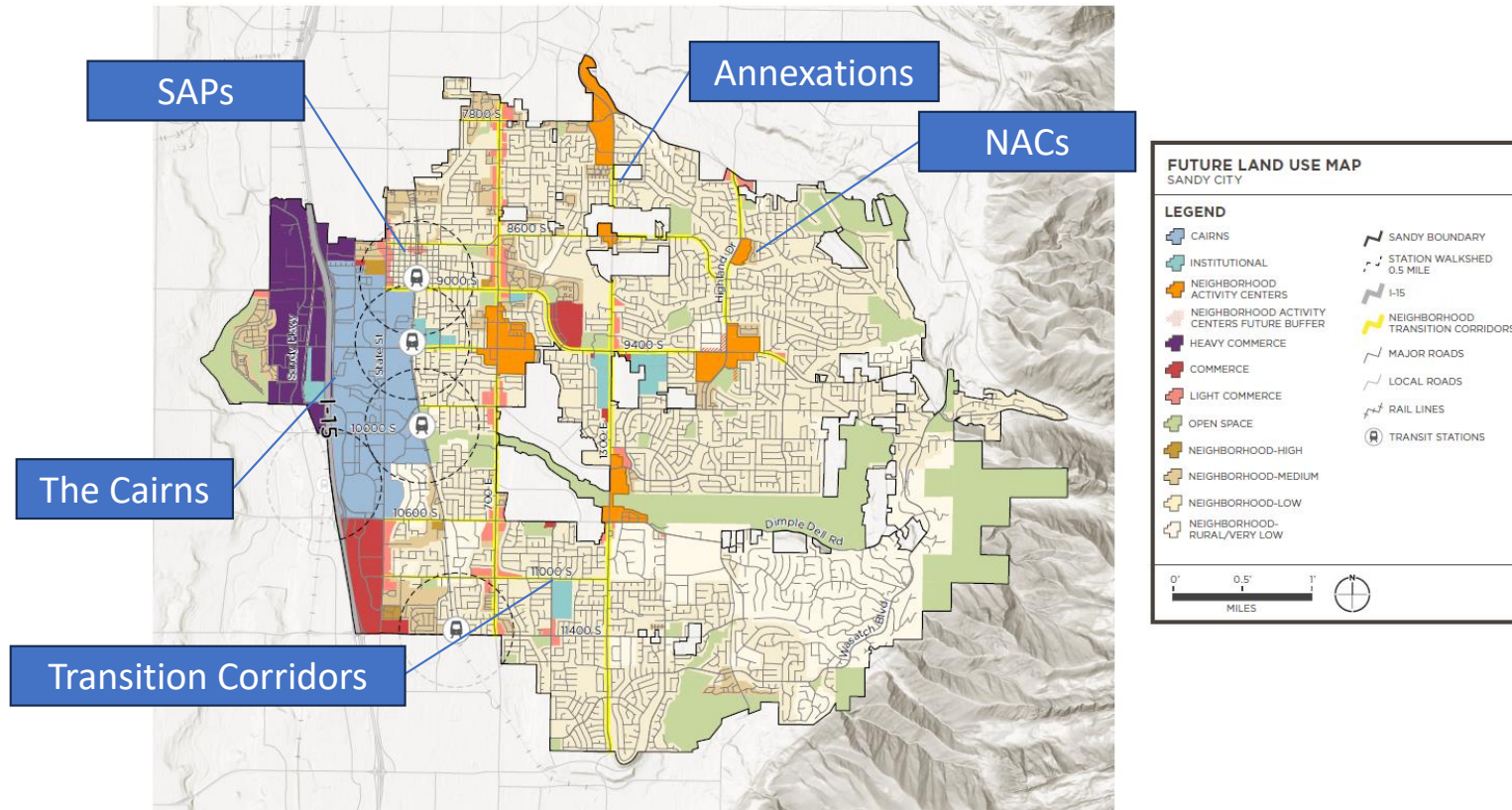


High Growth Plan

Implement aggressive strategies to accommodate rapid population growth, infrastructure expansion, economic development, and urban expansion. Focus is on new investment in infrastructure, amenities, and development to keep up with increases.

Targeted Growth: How we grow matters

SANDY CITY FUTURE LAND USE MAP



Moderate Income Housing (MIH): goals and objectives

Goal: Increase attainability of low to moderate income housing in Sandy City

Objective #1: Support construction of new moderate income housing

Objective #2: Support practices that preserve existing moderate income housing

MIH Objective #1-creating new units

Policy #1: Encourage the development of moderate income housing in proximity to major transportation corridors and transit hubs

Policy #2: Seek to leverage the creation of low to moderate income housing through available State and Federal programs and opportunities through partnerships

Policy #3: Encourage moderate income housing throughout Sandy City

Policy #4: Comply with reporting for at least 6 State-required moderate income housing strategies

Policy #5: Explore feasibility of additional moderate income strategies

MIH Objective #1-creating new units

Policy #1: Encourage the development of moderate income housing in proximity to major transportation corridors and transit hubs

Strategy F: Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers

- NAC, Transition Corridor Infill

Strategy G: Amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors

- The Cairns, SAP

Implement Strategy V: Develop and adopt a station area plan in accordance with Section 109a-403.1

- Appendix A

MIH Objective #1-creating new units

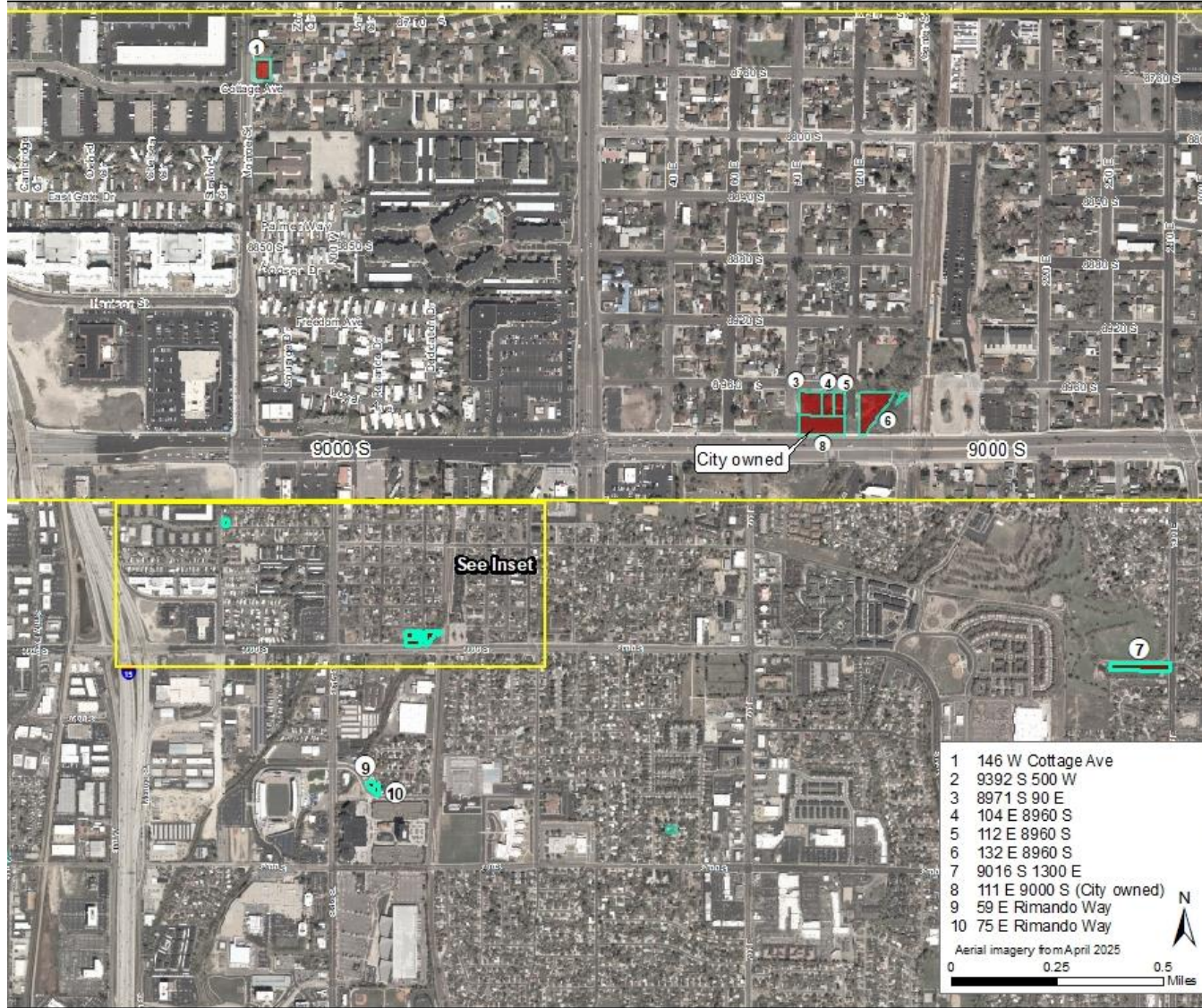
Policy #2: Seek to leverage the creation of low to moderate income housing through available State and Federal programs and opportunities through partnership

Strategy P: Utilize a moderate income set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing

- Workforce Housing (ROW preservation), CTech Program

Strategy Q: Create a housing and transit investment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act

- The Cairns-South Town area, others?



RDA Properties Purchased with Affordable Housing Funds

MIH Objective #1-creating new units

Policy #3: Encourage moderate income housing throughout Sandy City

Strategy E: Create or allow for, and reduce regulations related to, accessory dwelling units in residential zones

- Internal and Detached ADU's

Strategy W: Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones

- Missing Middle, NAC, Transition Corridor

MIH Objective #1-creating new units

Policy #4: Comply with reporting for at least 6 State-required housing strategies

Monitor and track the effects of each strategy

Prepare an annual moderate income housing report

MIH Objective #1-creating new units

Policy #5: Explore feasibility of additional moderate income housing strategies

Strategy M: Demonstrate creation of, or participation in a community land trust program for moderate income housing

- workforce housing?, disability-focused?, lower income range?

Strategy X: Create a first home investment zone in accordance with Title 63N, Chapter 3, Part 13, First Home Investment Act

- NAC?, SAP?, Transition Corridor infill?

MIH Objective #2-preserve existing housing

Policy #1: Establish a monitoring system to track moderate income housing units

Policy #2: Encourage efforts to prevent conversion from moderate income housing to higher-priced housing

Policy #3: Encourage rehabilitation of aging housing stock to provide moderate income housing options

State Strategies

E

Create or allow for, and reduce regulations related to, accessory dwelling units in residential zones (State Strategy E).

G

Amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors (State Strategy G).

F

zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers (State Strategy F).

P

Utilize a moderate income set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing (State Strategy P).

Q

Create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act (State Strategy Q).

V

Develop and adopt a station area plan in accordance with Section 10-9a-403.1 (State Strategy V).

W

Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones (State Strategy W).

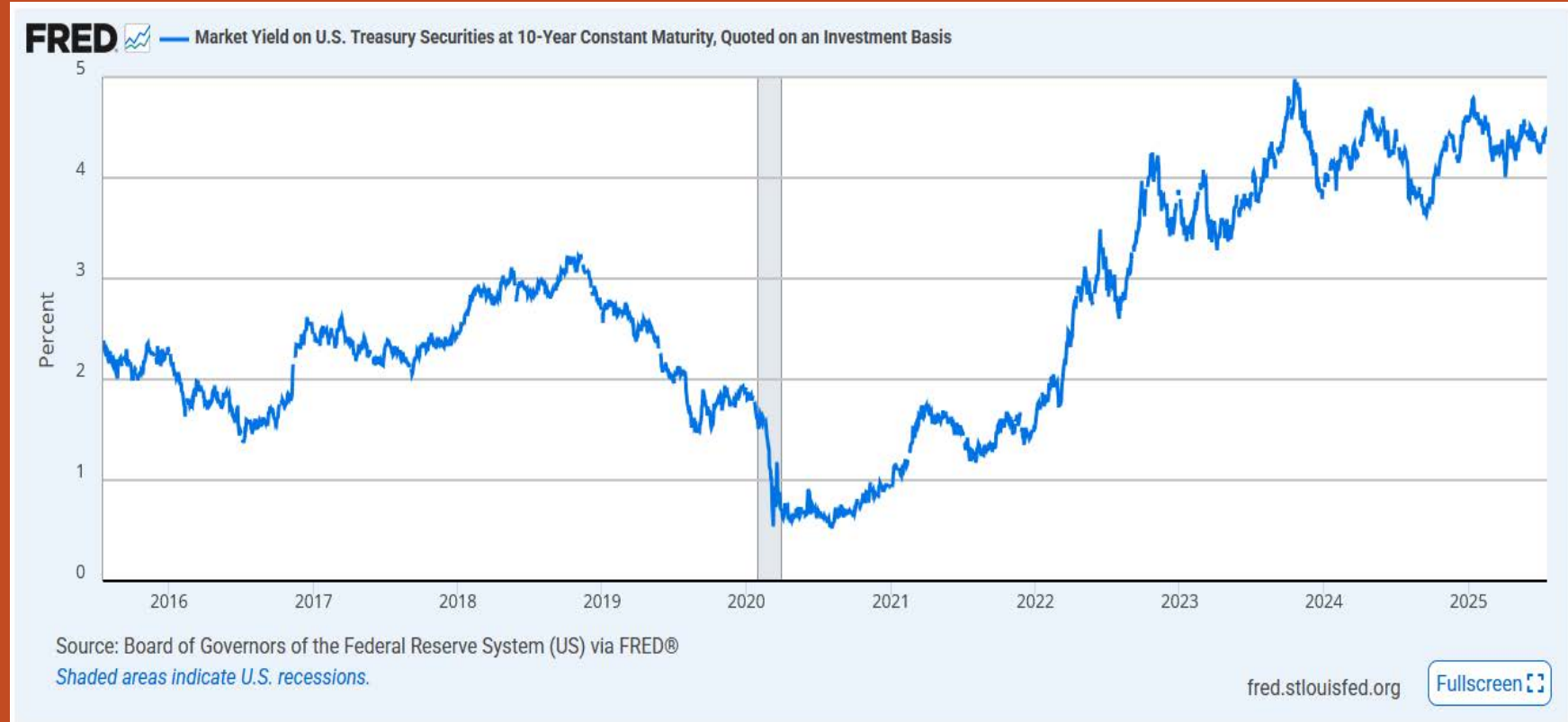


COST FACTORS

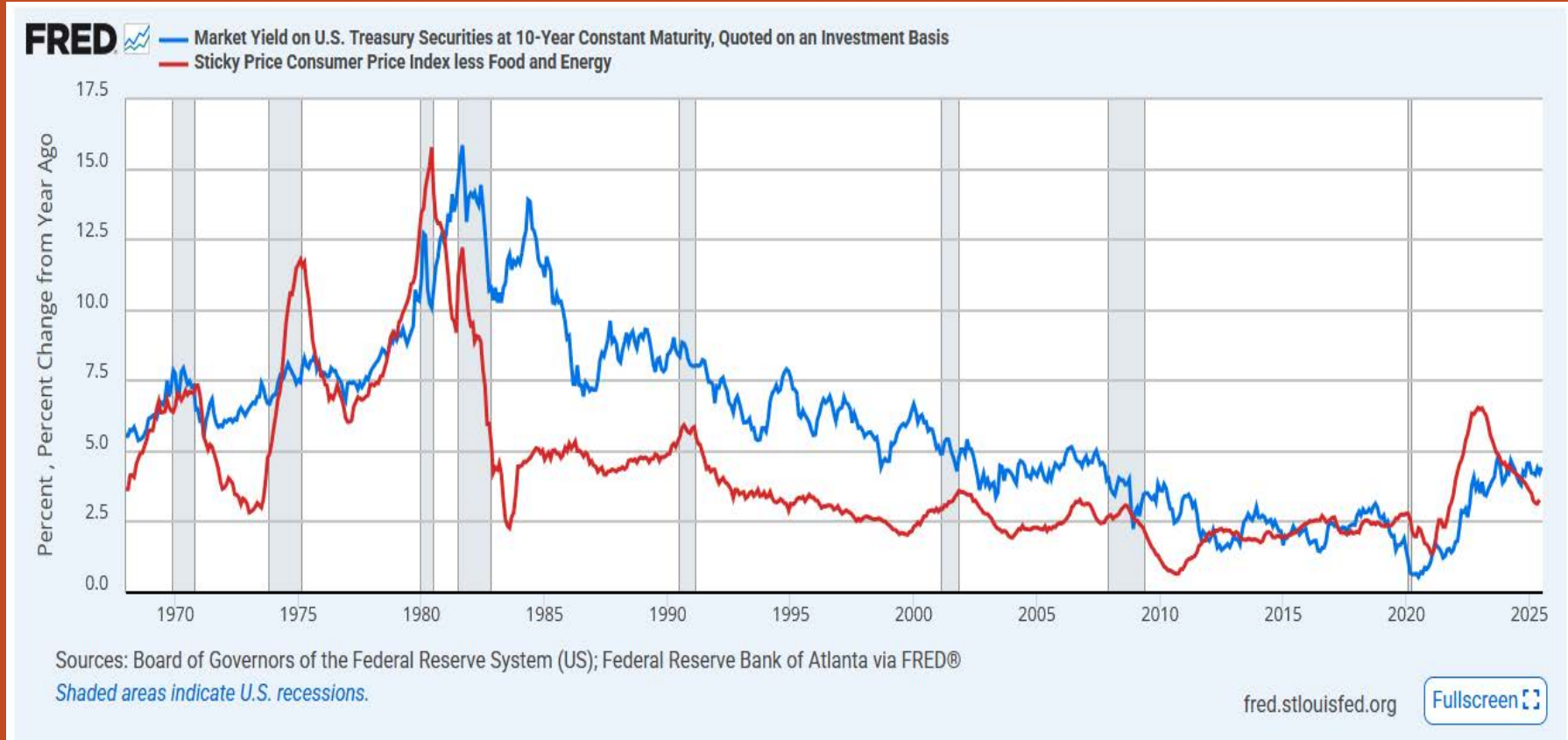
- INTEREST RATES
- CONSTRUCTION COSTS
- LAND COSTS
- HOLDING COSTS
- CONNECTION & IMPACT FEES
- INVESTOR RETURNS



INTEREST RATES — 10 YR TREASURY

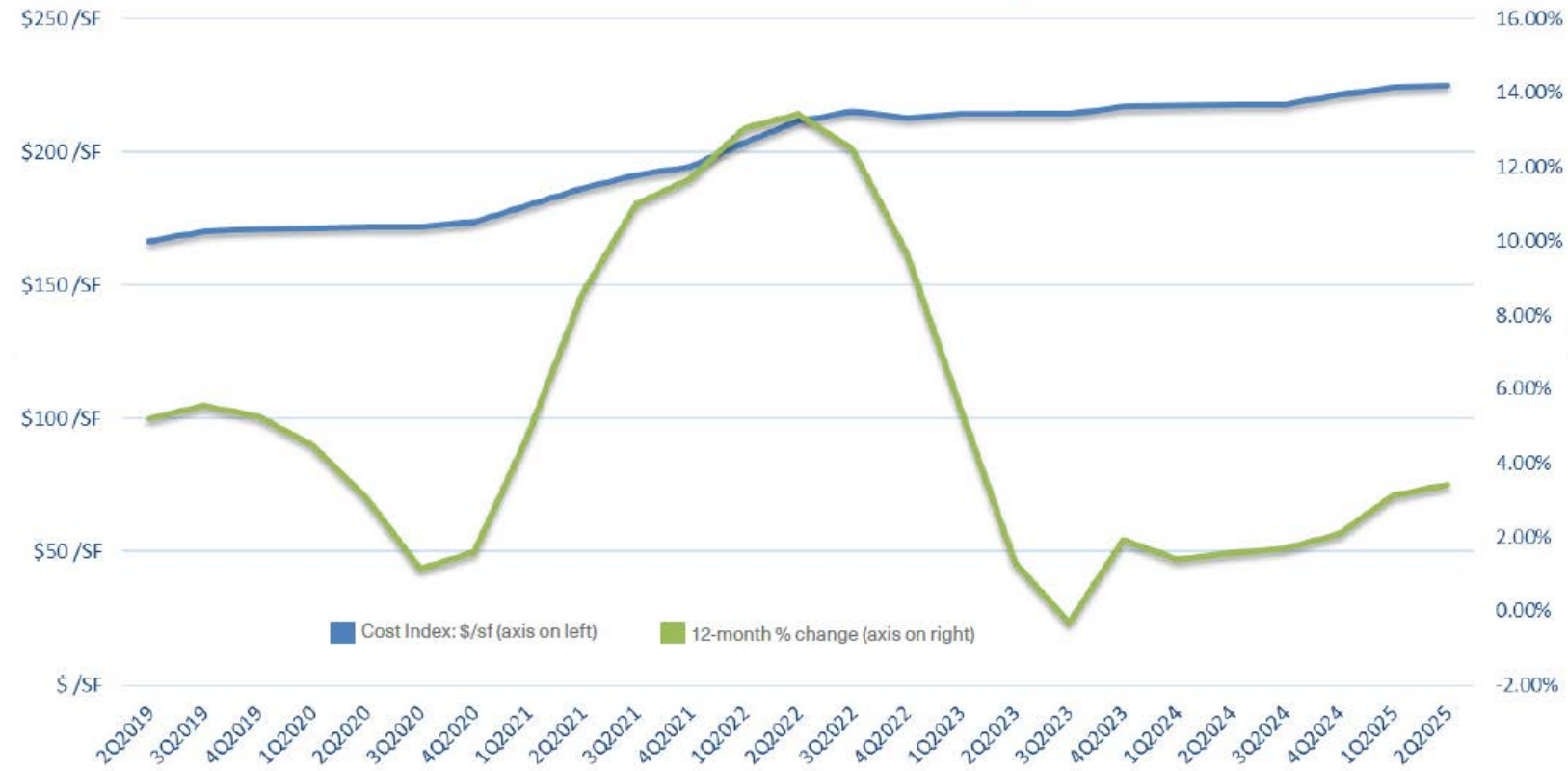


INTEREST RATES — INFLATION



CONSTRUCTION COSTS Q2 2025

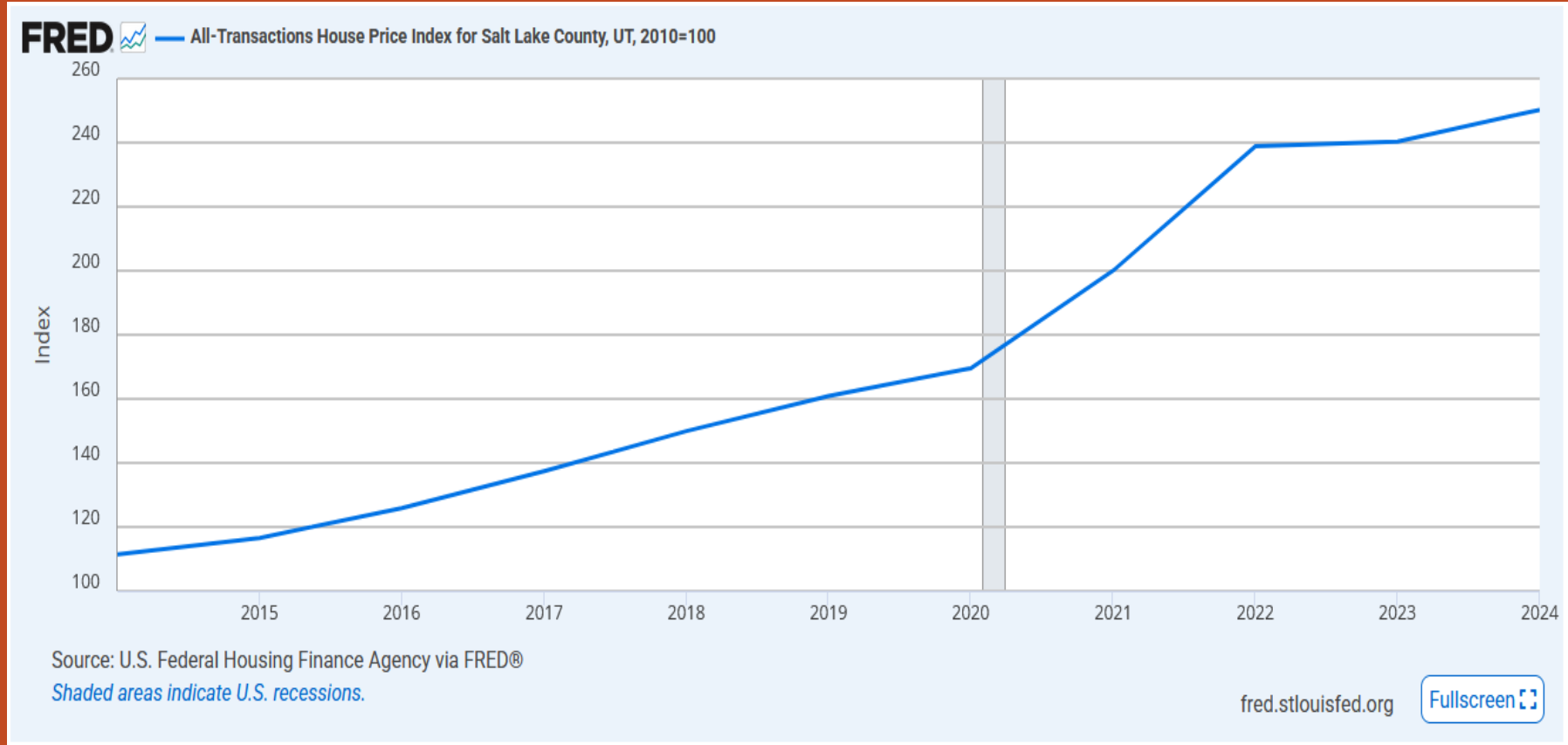
Utah Construction Cost Trend Index, tracked by Jacobsen Construction



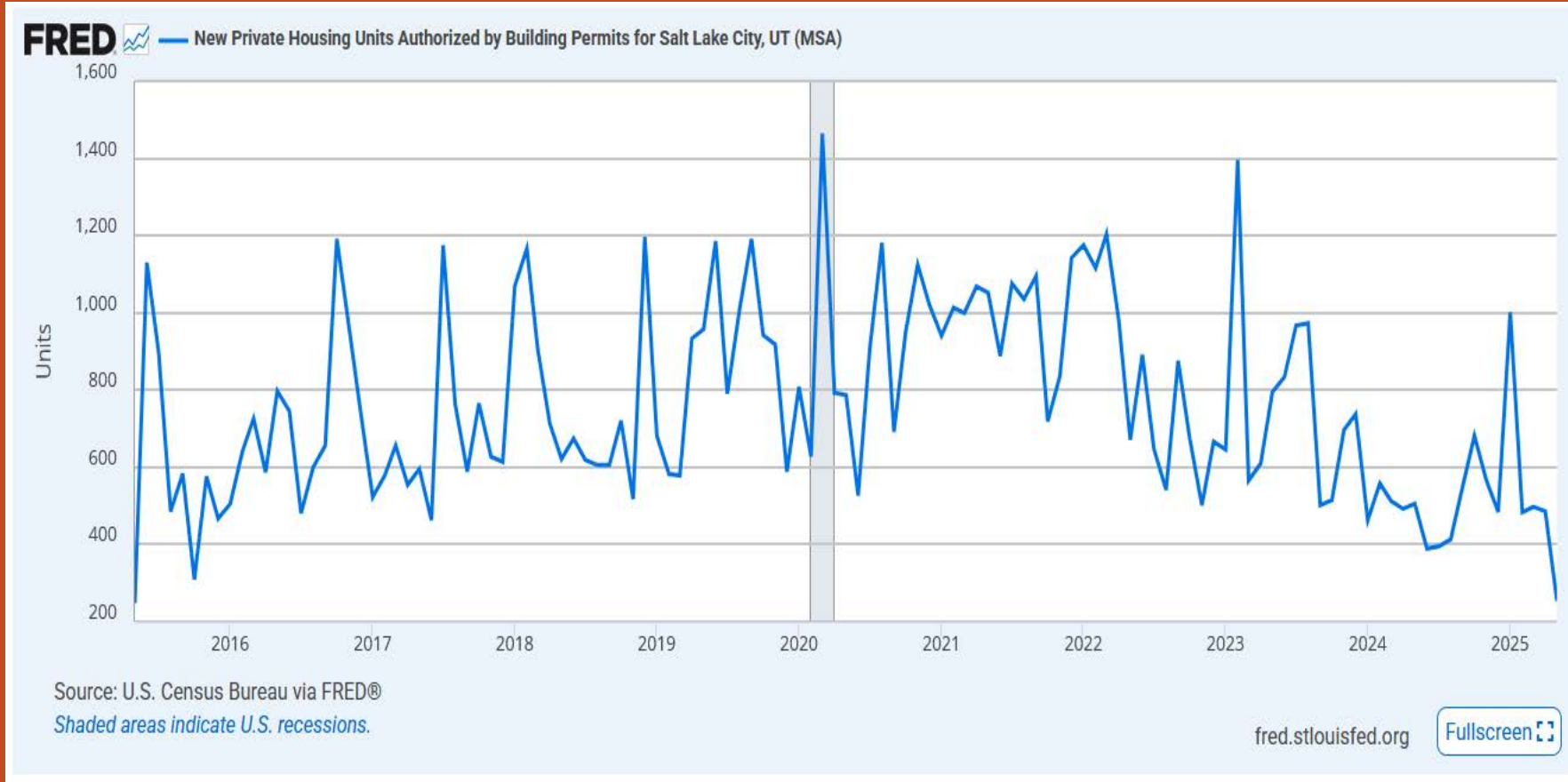
The cost index is calculated quarterly based on representative commercial projects in the greater Salt Lake City area (Provo to Ogden). Projects in Logan, Park City and rural towns may not be as represented above due to regional factors impacting costs.



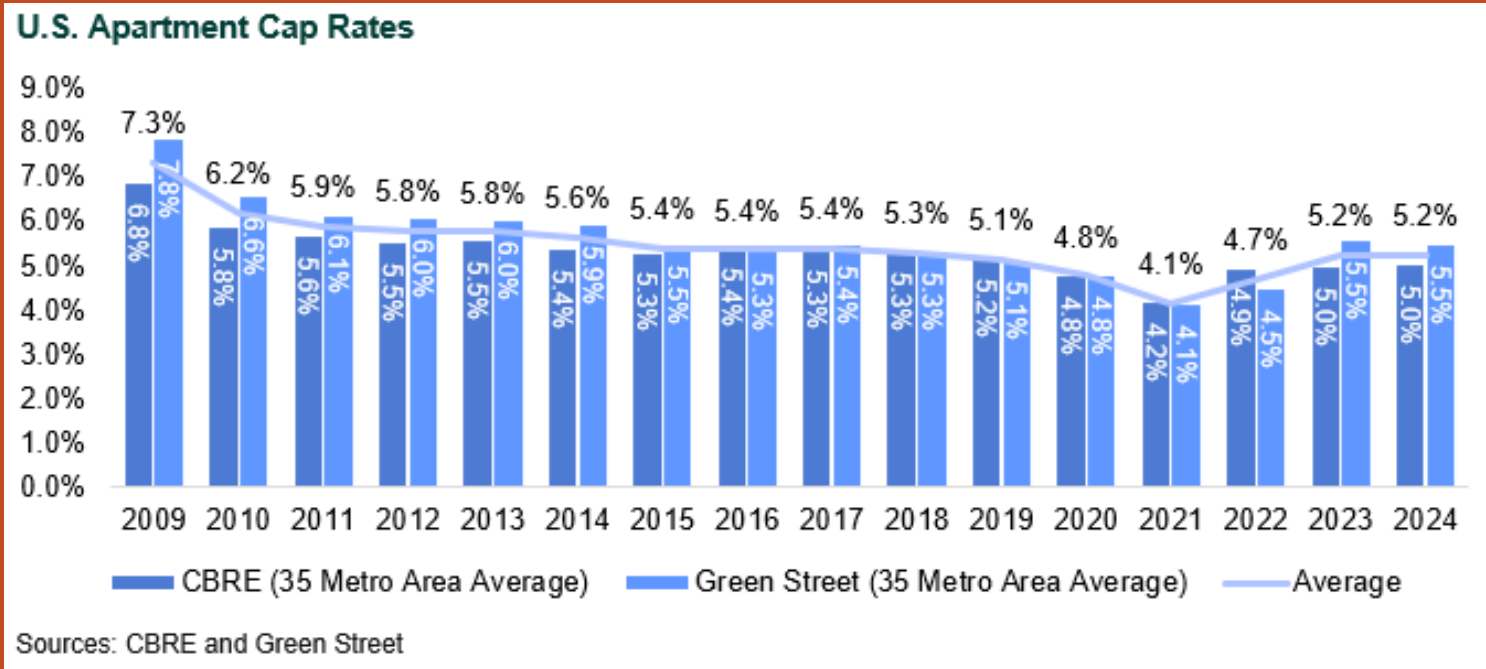
HOUSING COSTS



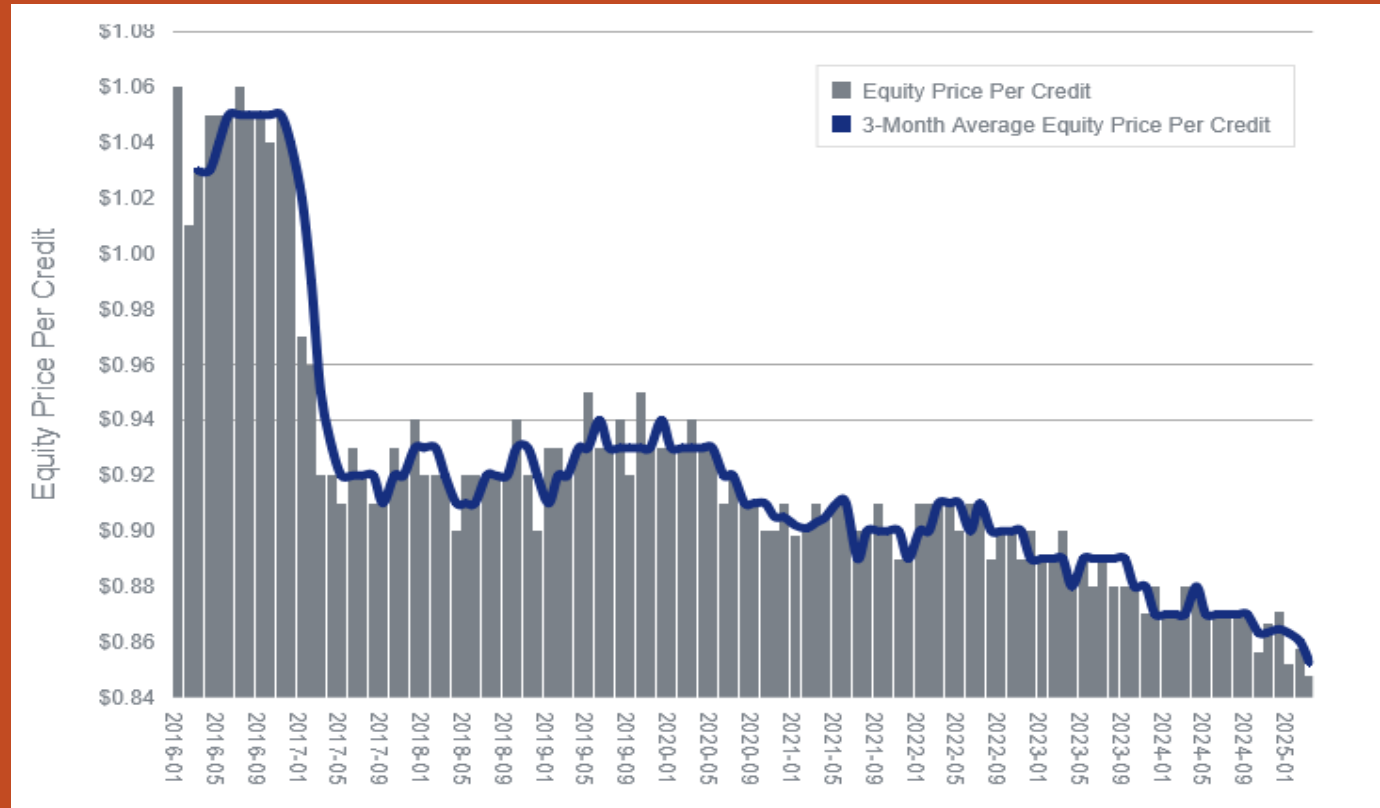
HOUSING SUPPLY



INVESTOR RETURNS



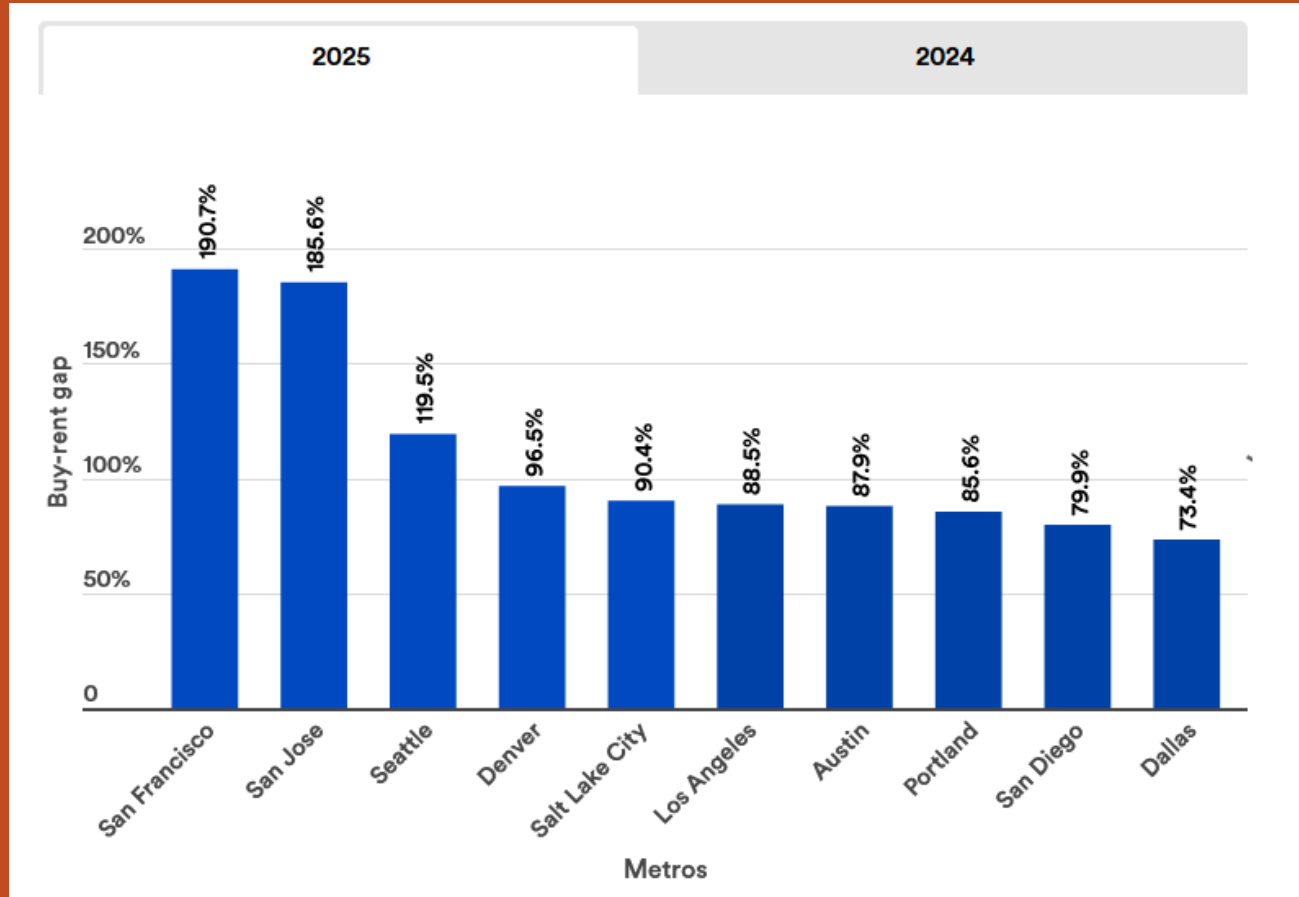
TAX CREDIT PRICING



WHAT CAN THE CITY DO?

- INTEREST RATES
 - SUBSIDIZED CITY LOANS, CREATE AN RDA OR HOUSING AUTHORITY
- CONSTRUCTION COSTS
- LAND COSTS
 - PURPOSEFUL PLANNING OF CITY OWNED R.E. ASSETS.
- HOLDING COSTS
 - STREAMLINE PLAN REVIEW PROCESS, ENTITLEMENT PROCESS, PERMITTING PROCESS, INSPECTION PROCESS
- CONNECTION & IMPACT FEES
 - WAIVERS FOR AFFORDABILITY
- INVESTOR RETURNS
 - PERHAPS THE CITY BECOMES AN INVESTOR WITH LOWER RETURN EXPECTATIONS.





RENT VS BUY

5. Salt Lake City, UT Metro Area

- Typical monthly rent: \$1,680, down 2.4% YoY
- Typical monthly mortgage payment: \$3,197, up 1.1% YoY
- Buy-rent gap: 90.4%



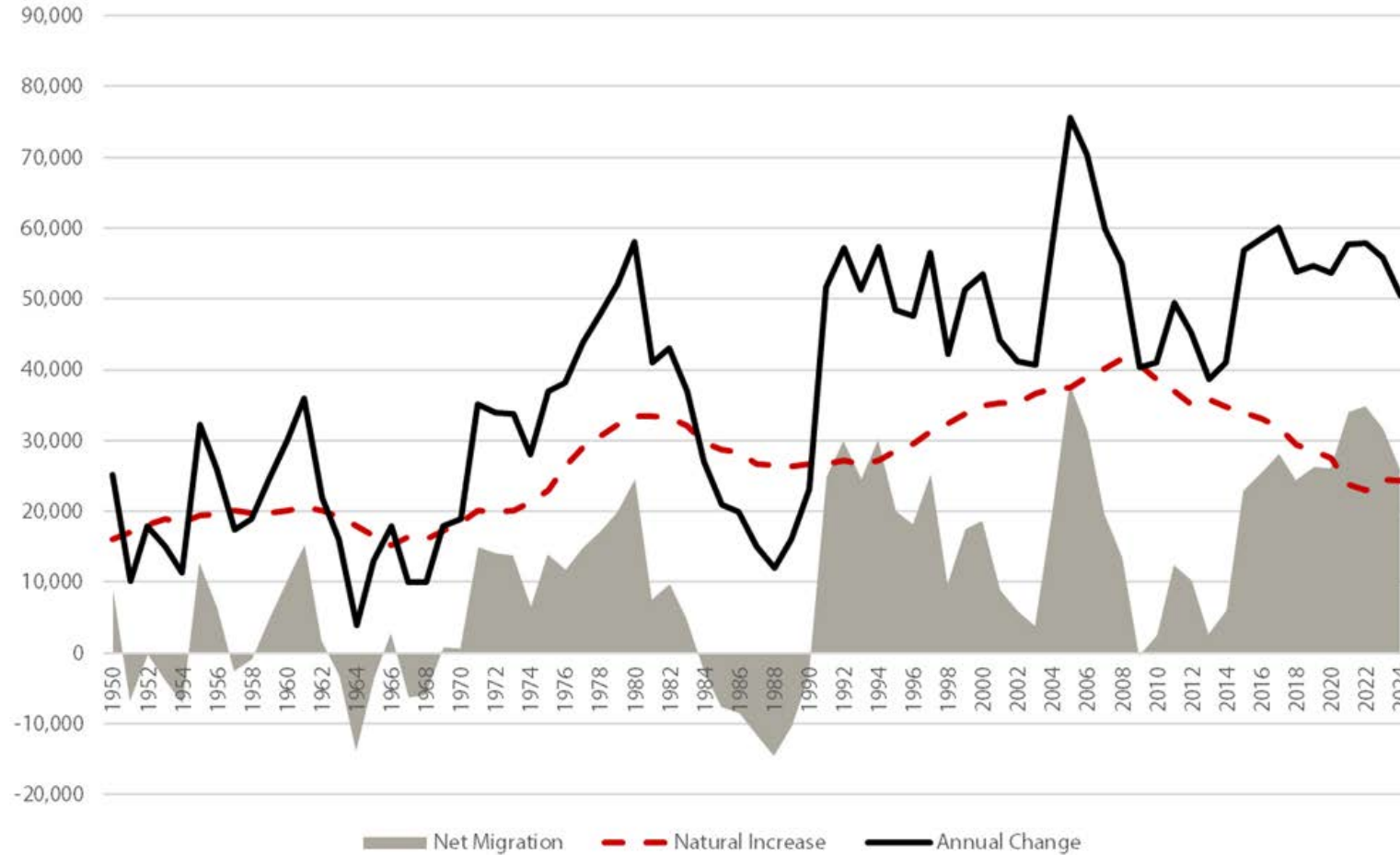
Sandy Housing Market Update

July 22nd , 2025

INFORMED DECISIONS™

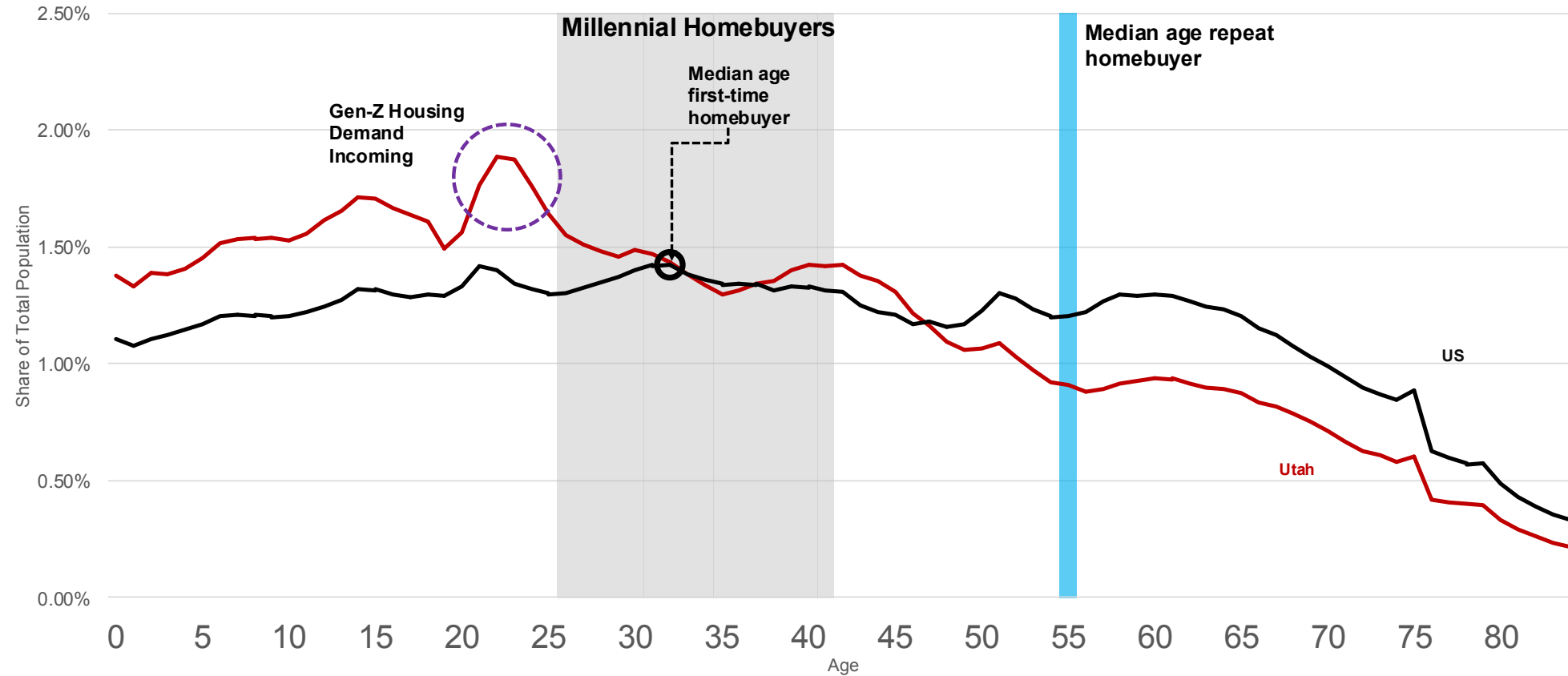
Kem C. Gardner Policy Institute | 411 East South Temple Street, Salt Lake City, Utah 84111 | 801-585-5618 | gardner.utah.edu

Growth: Utah's Constant Companion

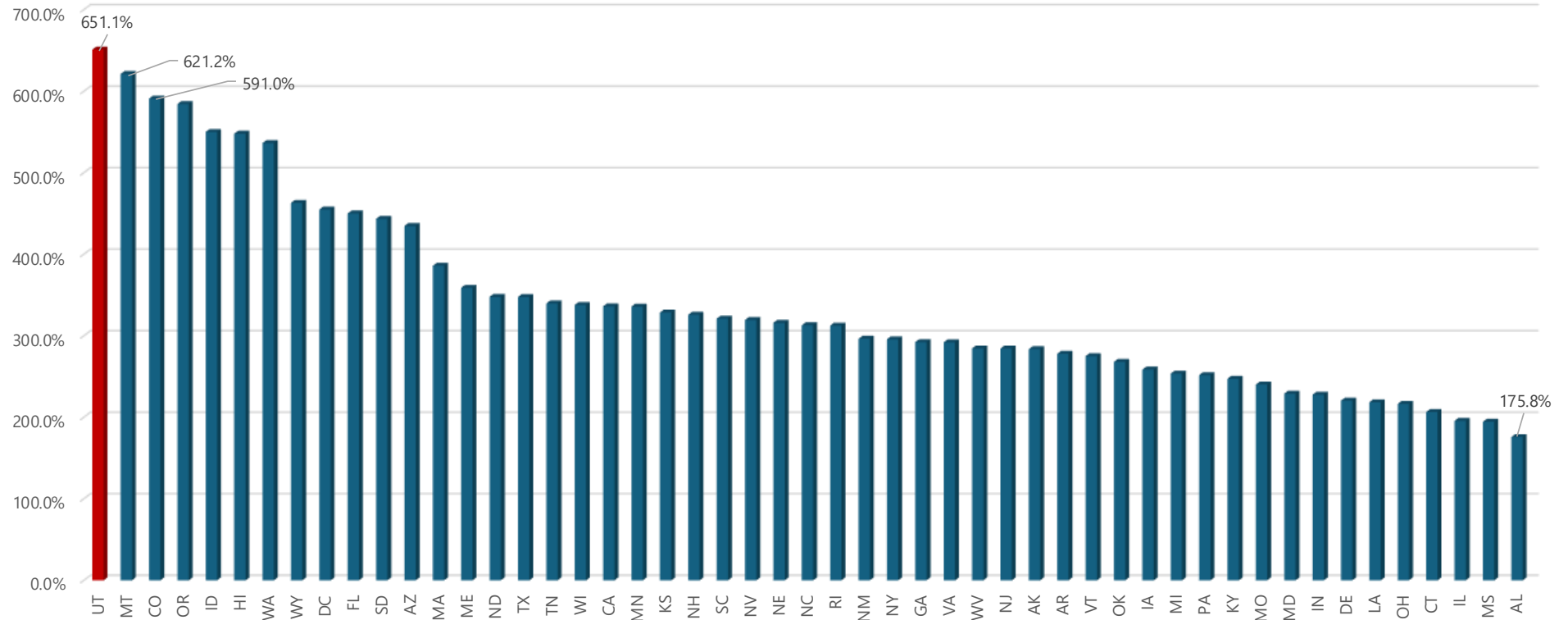


Source: Kem C. Gardner Policy Institute

Demographics = Destiny



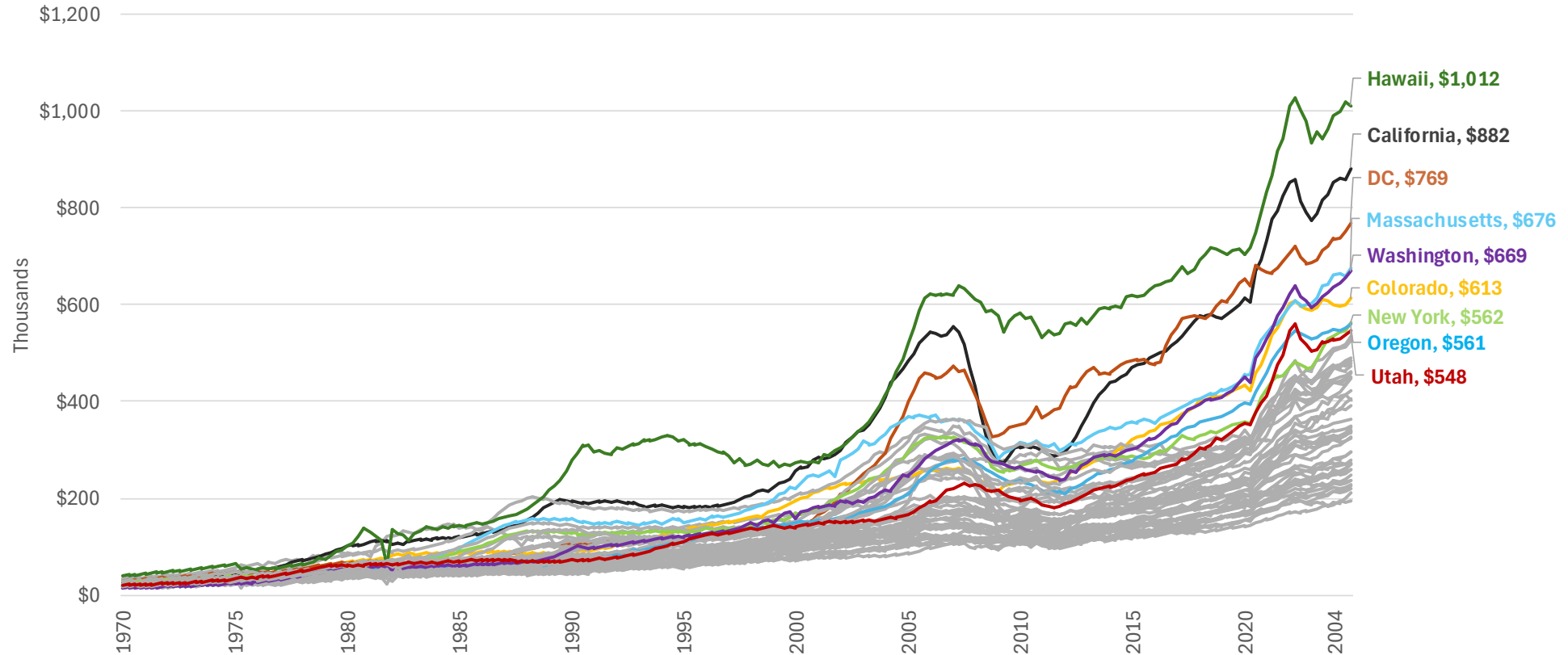
Utah Leads the Way in Price Growth: Percent Increase in FHFA's Housing Price Index by State, 1991-2024



Source: Federal Housing Finance Agency, purchase only, expanded price index

Utah Ranks 9th in Median Sales Price of SF Homes

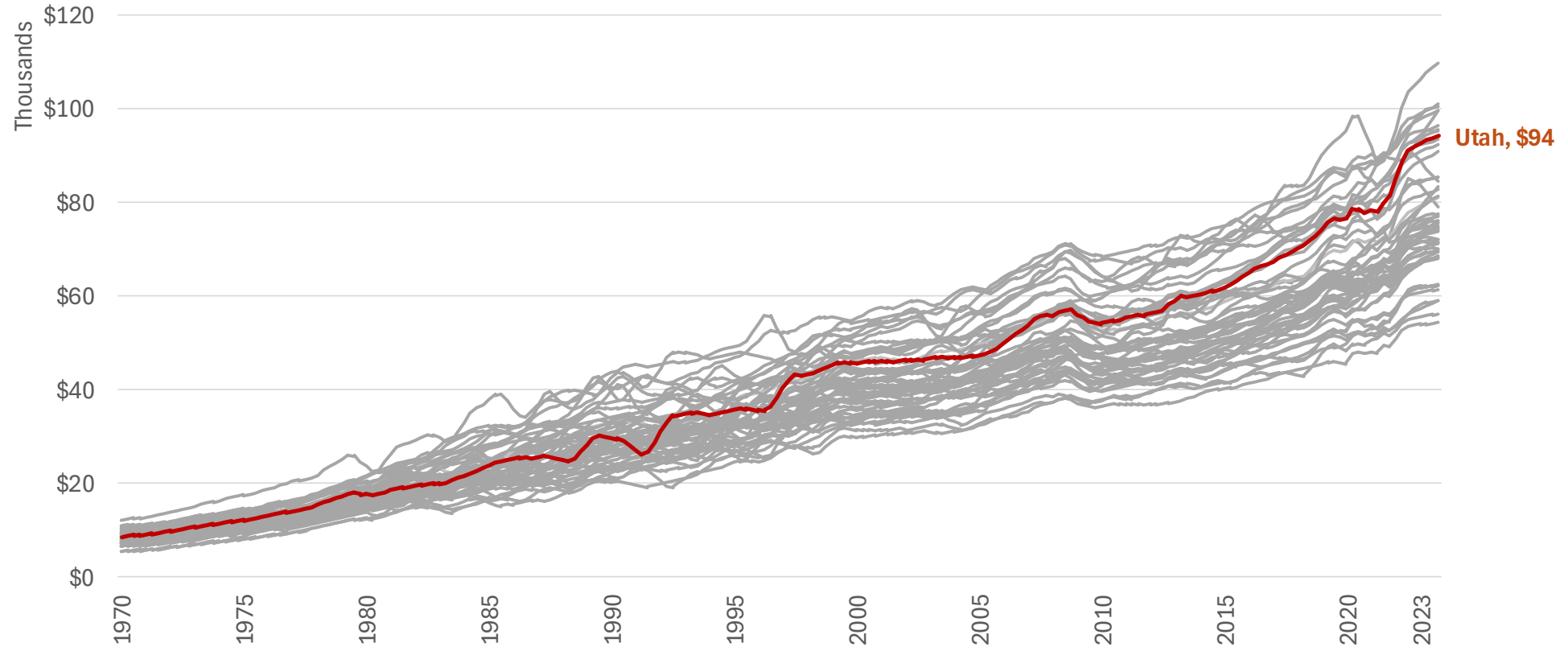
Quarterly Median Sales Price of Single-Family Homes 1970-2024 Q4



Source: National Association of Realtors

Utah Ranks 9th in Median Household Income

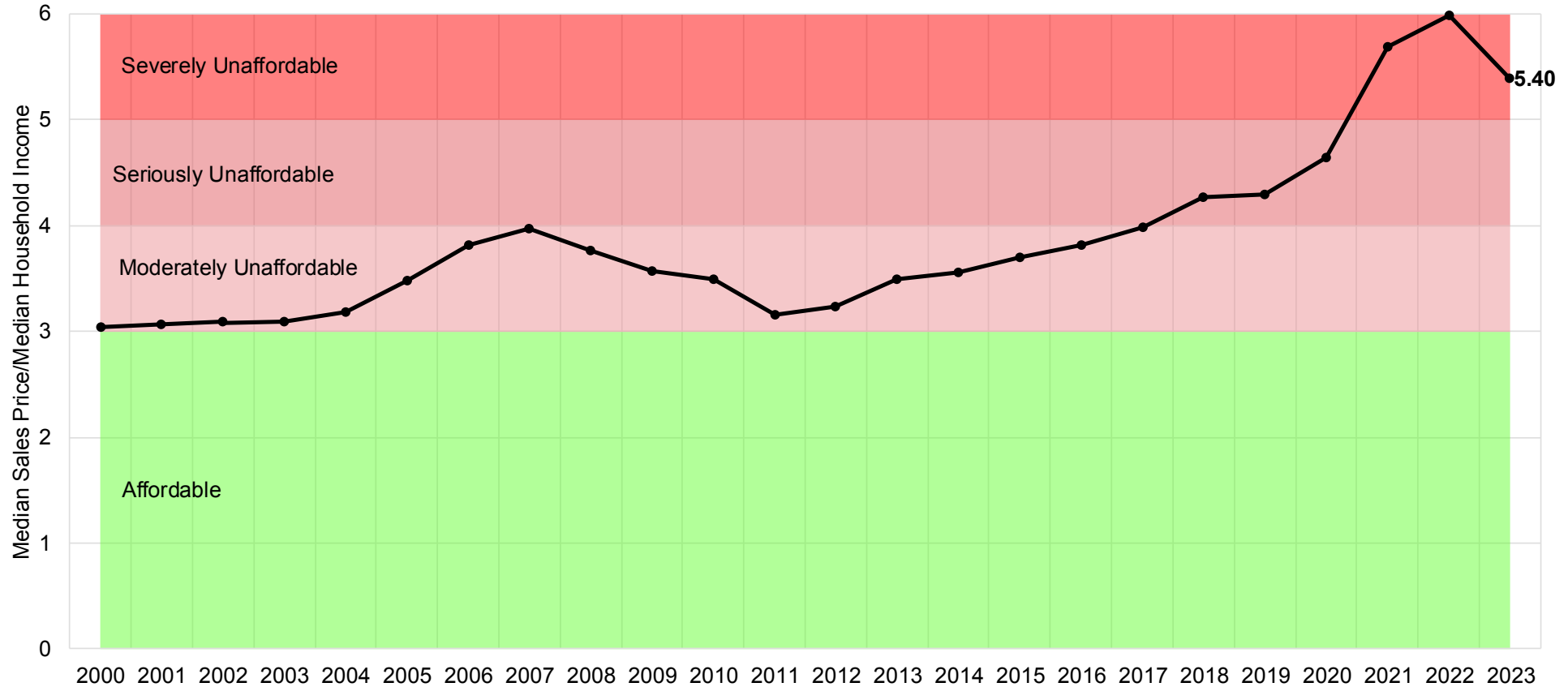
State Median Household Income (1970-2023)



Source: US Census

Historic Median Multiple, Utah

Median Sales Price/Median Household Income



Source: The Kem C. Gardner Policy Institute

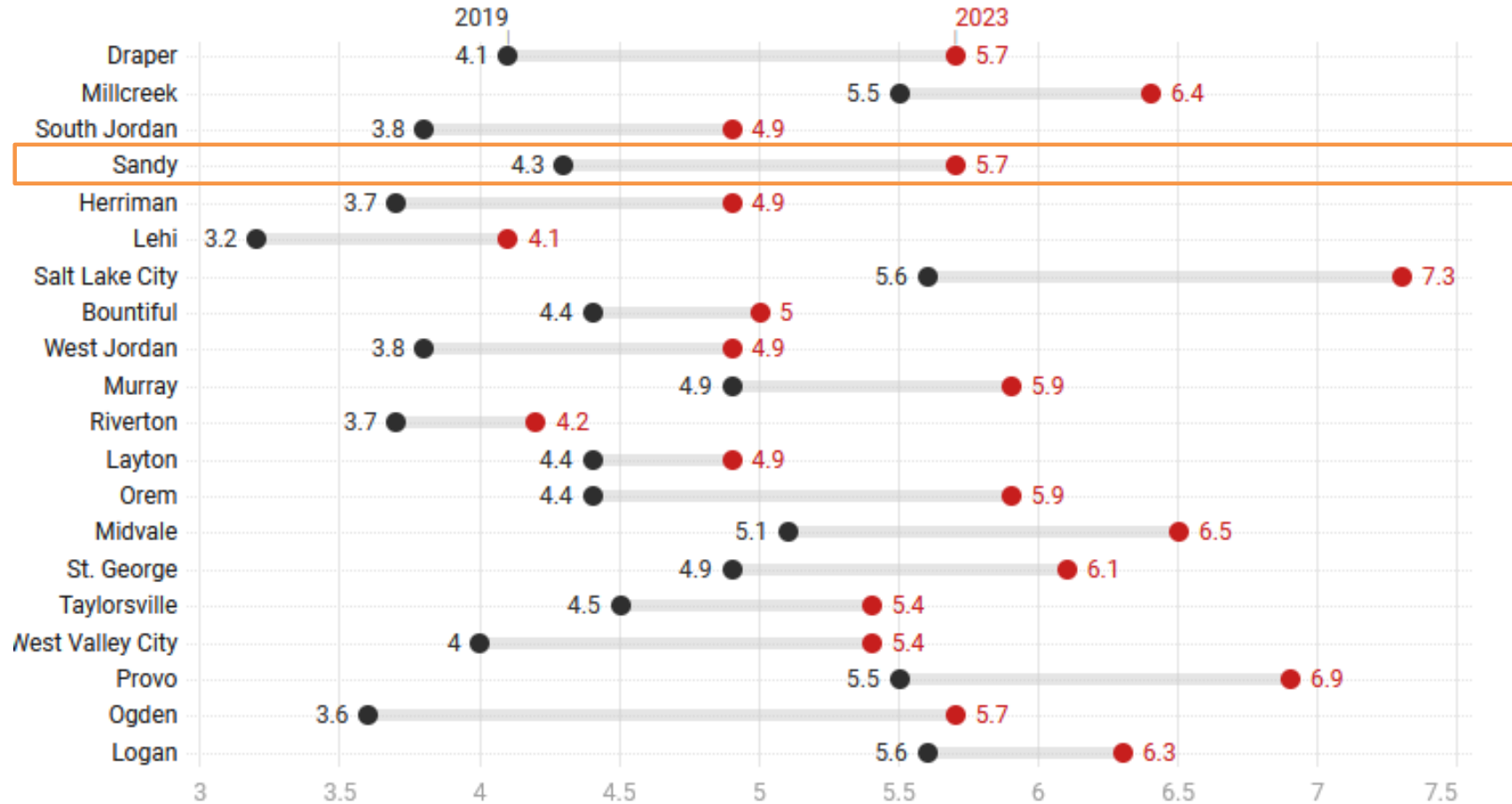
Median Sales Price, Sandy

(Through June 2025)



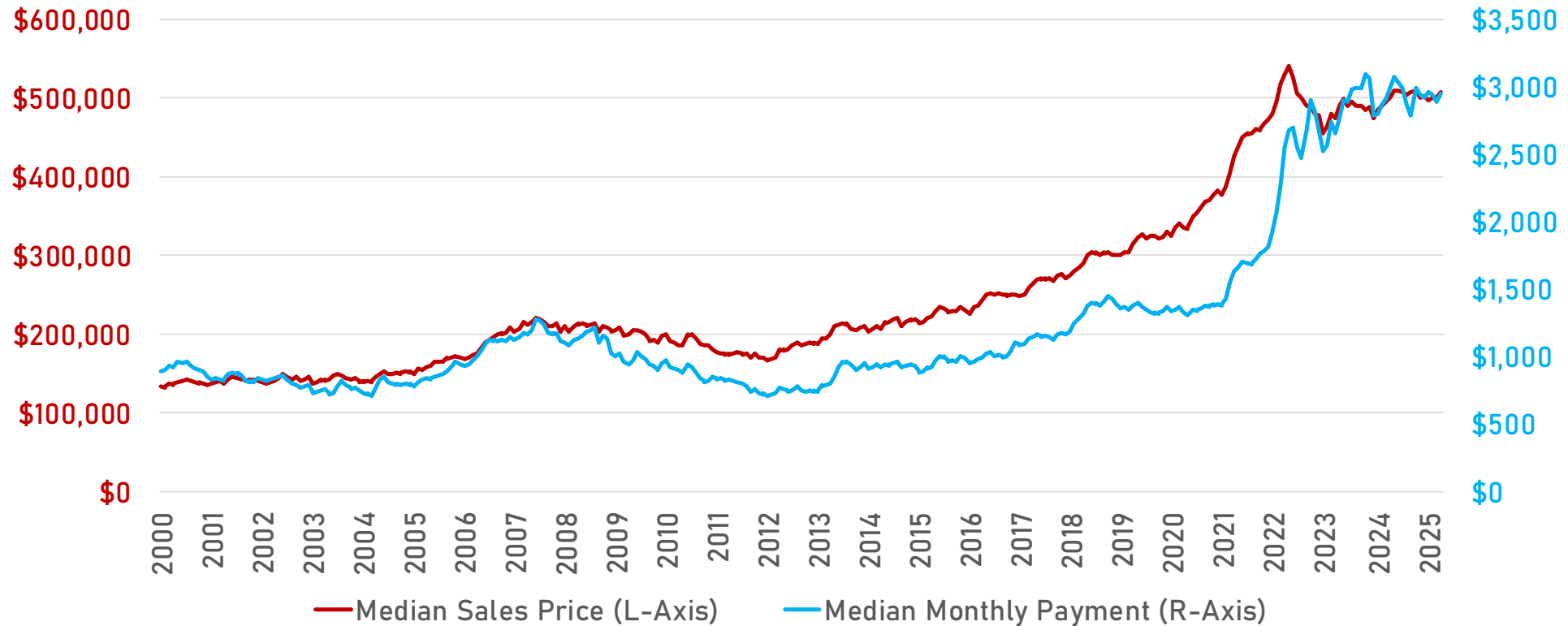
Median Multiple Change for 20 Biggest Cities

City Median Price/City Median Household Income

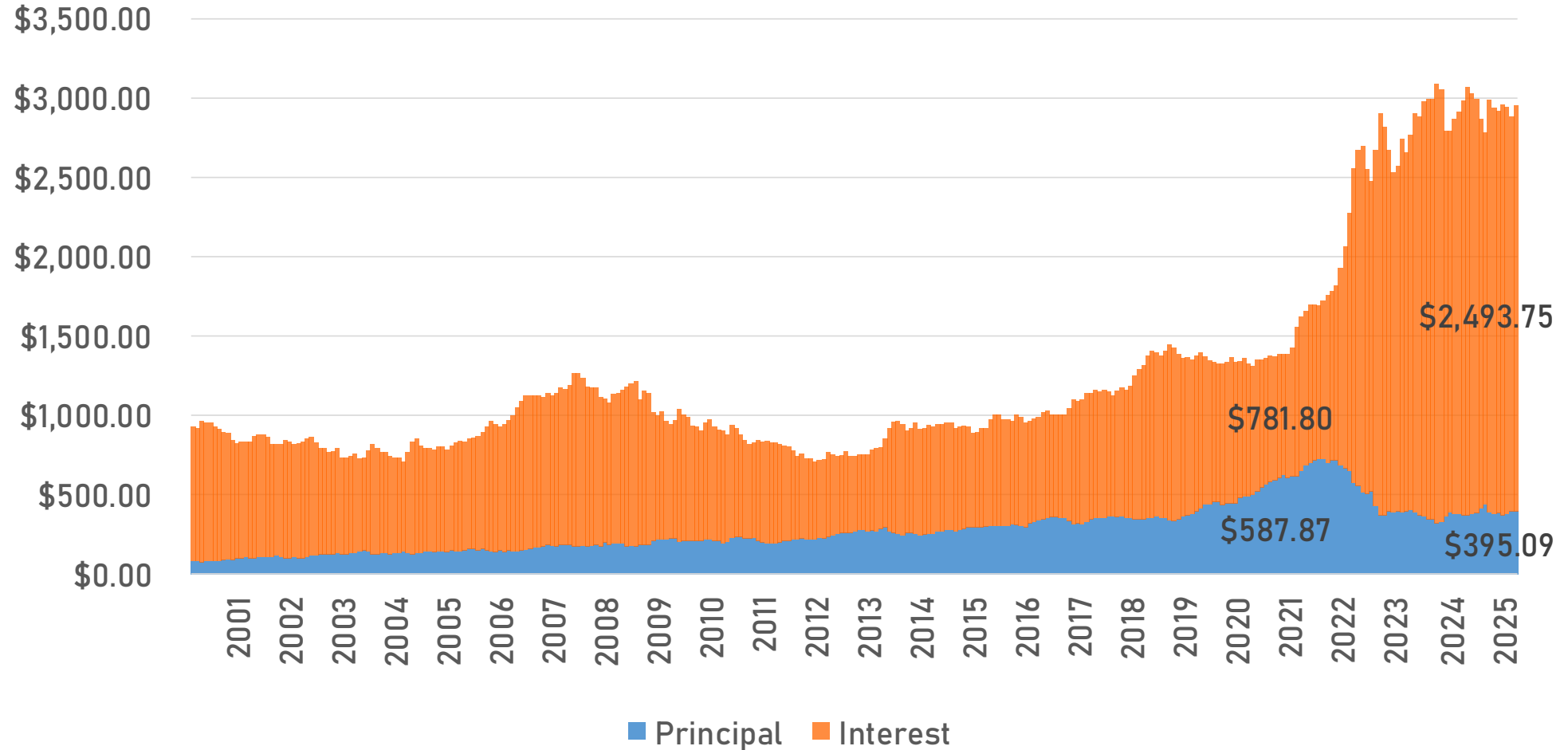


Source: The Kem C. Gardner Policy Institute

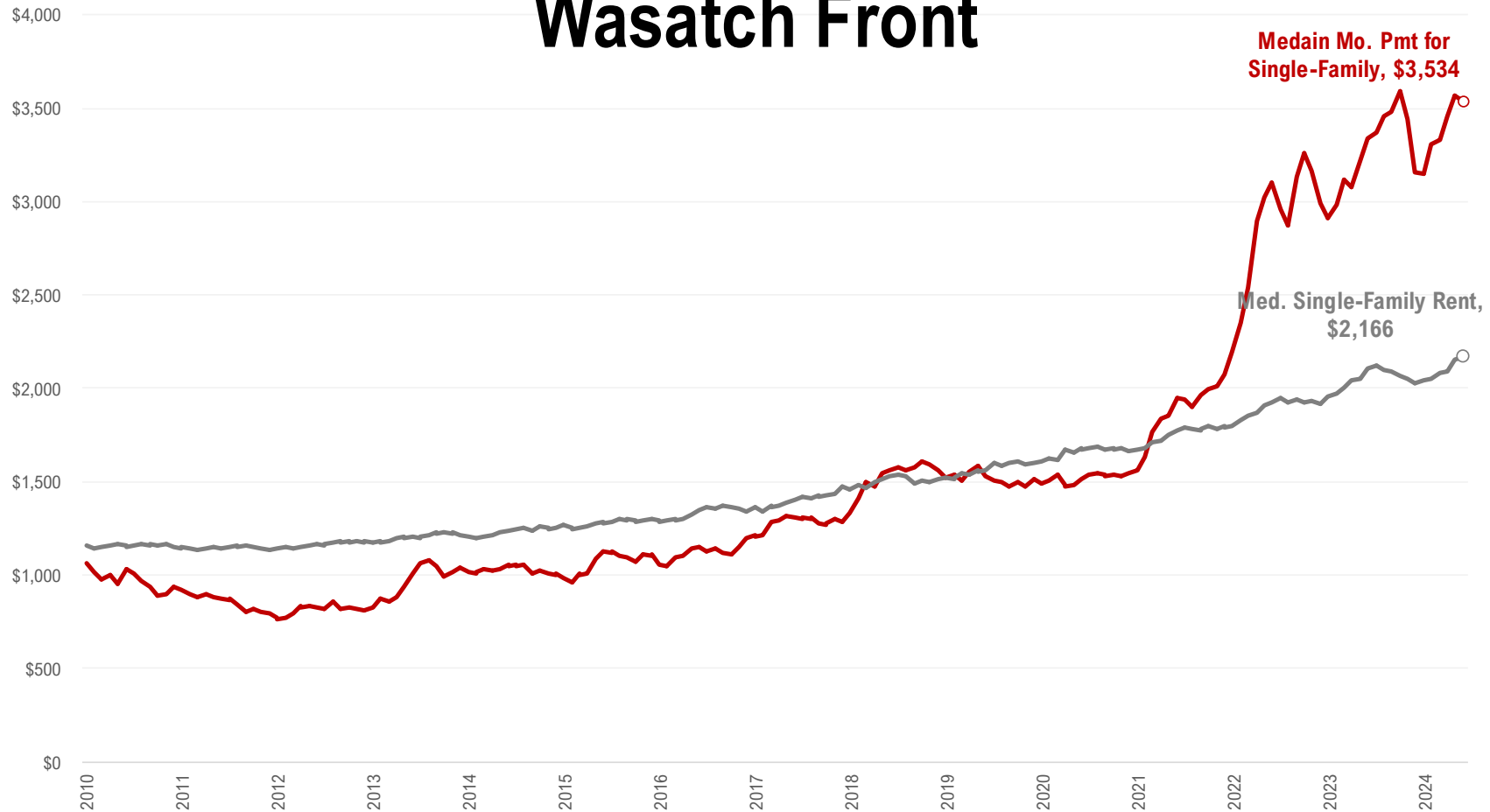
Utah Median Price vs. Payment



Interest Rates Eat up Monthly PMT

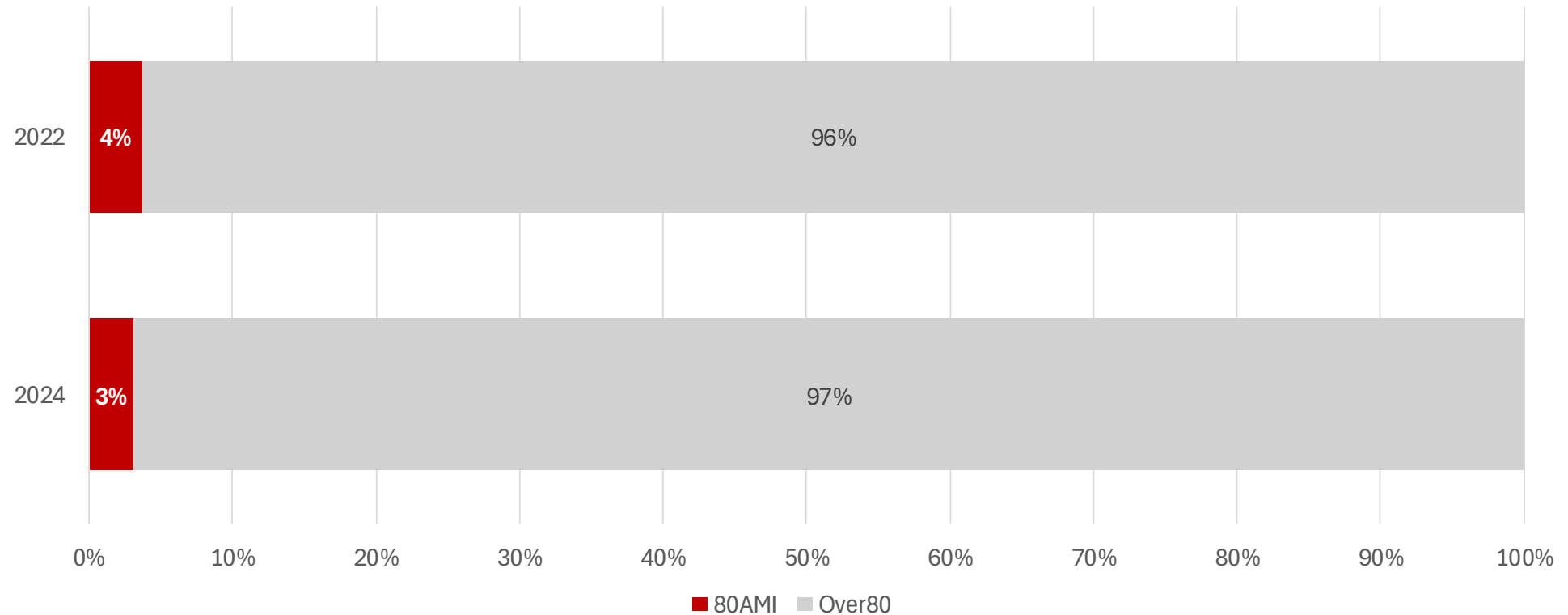


Cost of Renting vs. Owning Single-Family Home: Wasatch Front

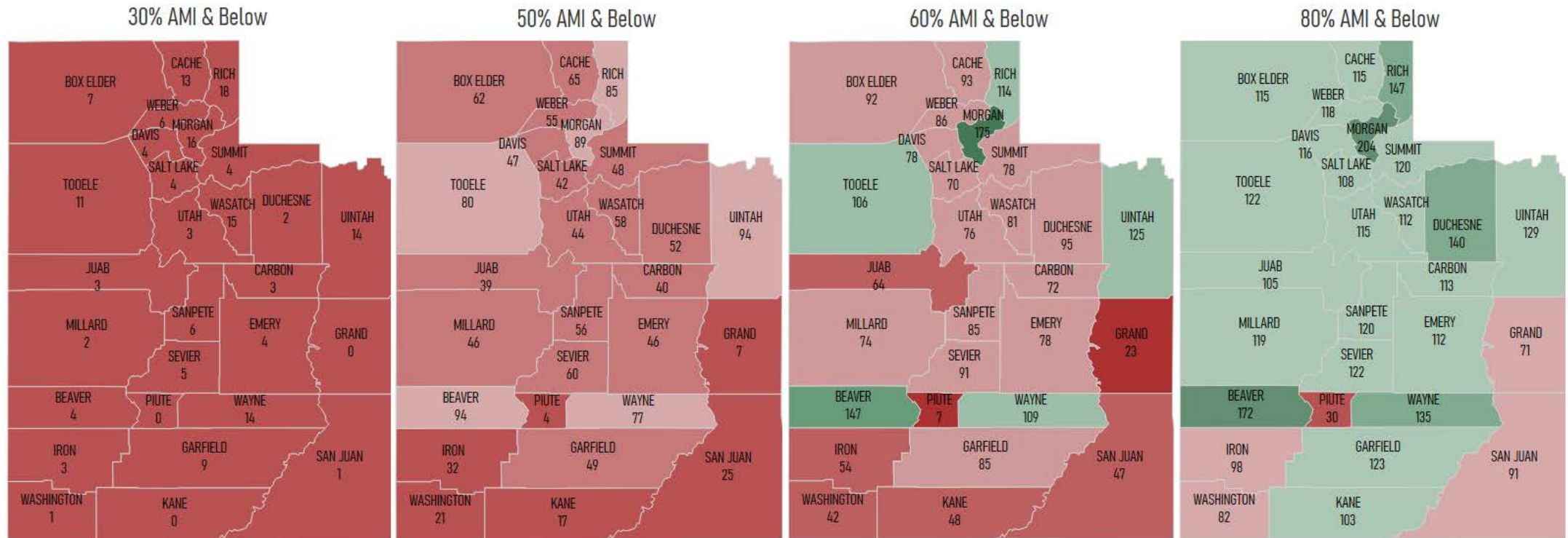


Source: Kem C. Gardner Analysis of UtahRealEstate.com and RentRange Data

Share of Homes Sold Affordable to Moderate Income HHs, Sandy, 2022&2024



Affordable Renter Units Available/ 100 Household, Utah, 2024



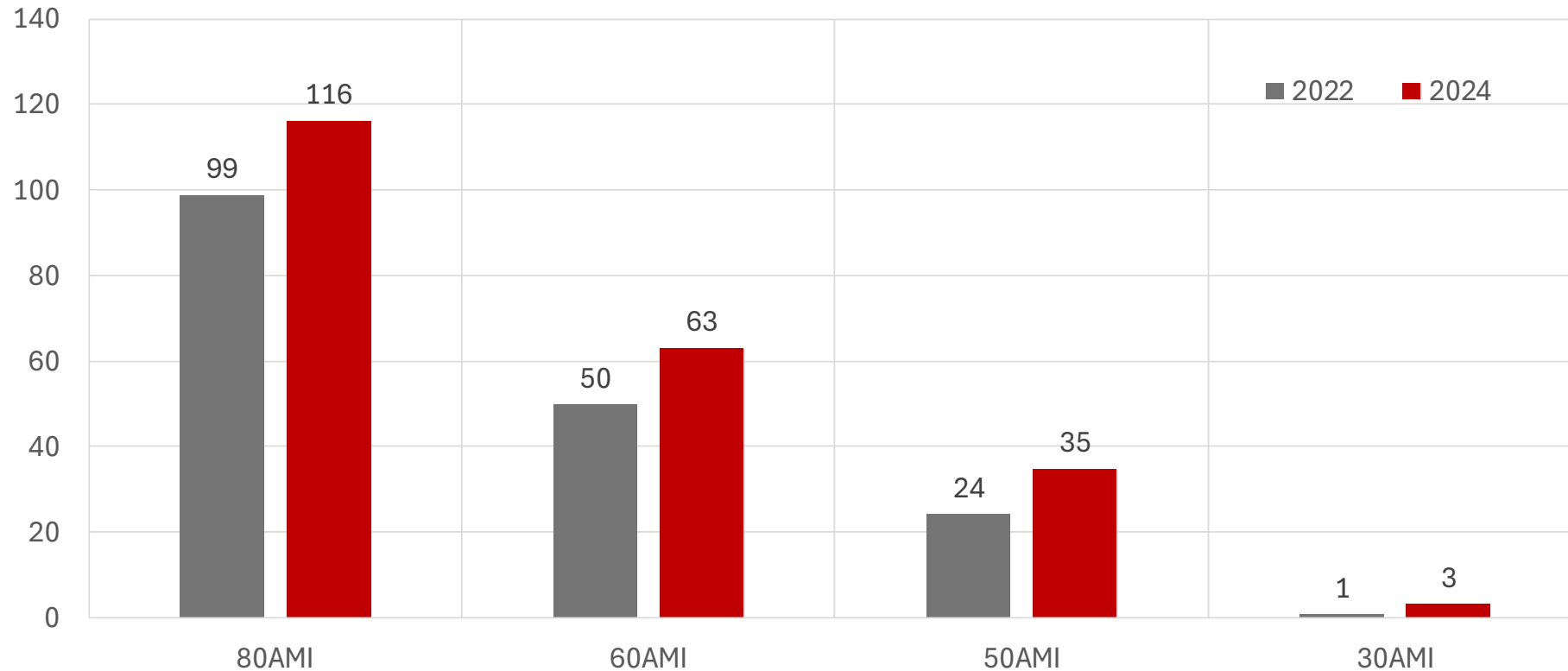
Source: Kem C. Gardner Policy Institute.

Kem C. Gardner Policy Institute

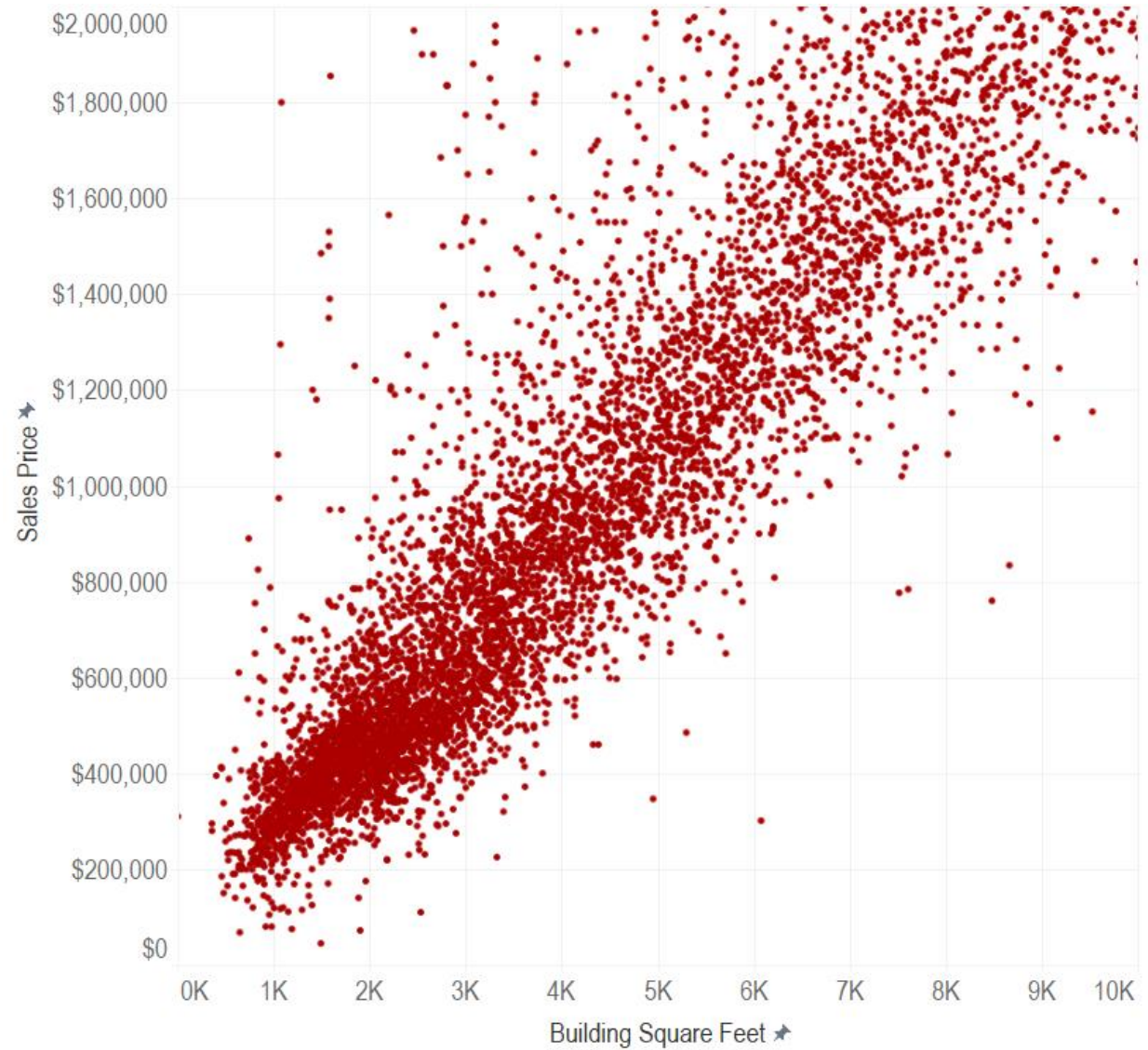
DAVID ECCLES SCHOOL OF BUSINESS

UNIVERSITY OF UTAH

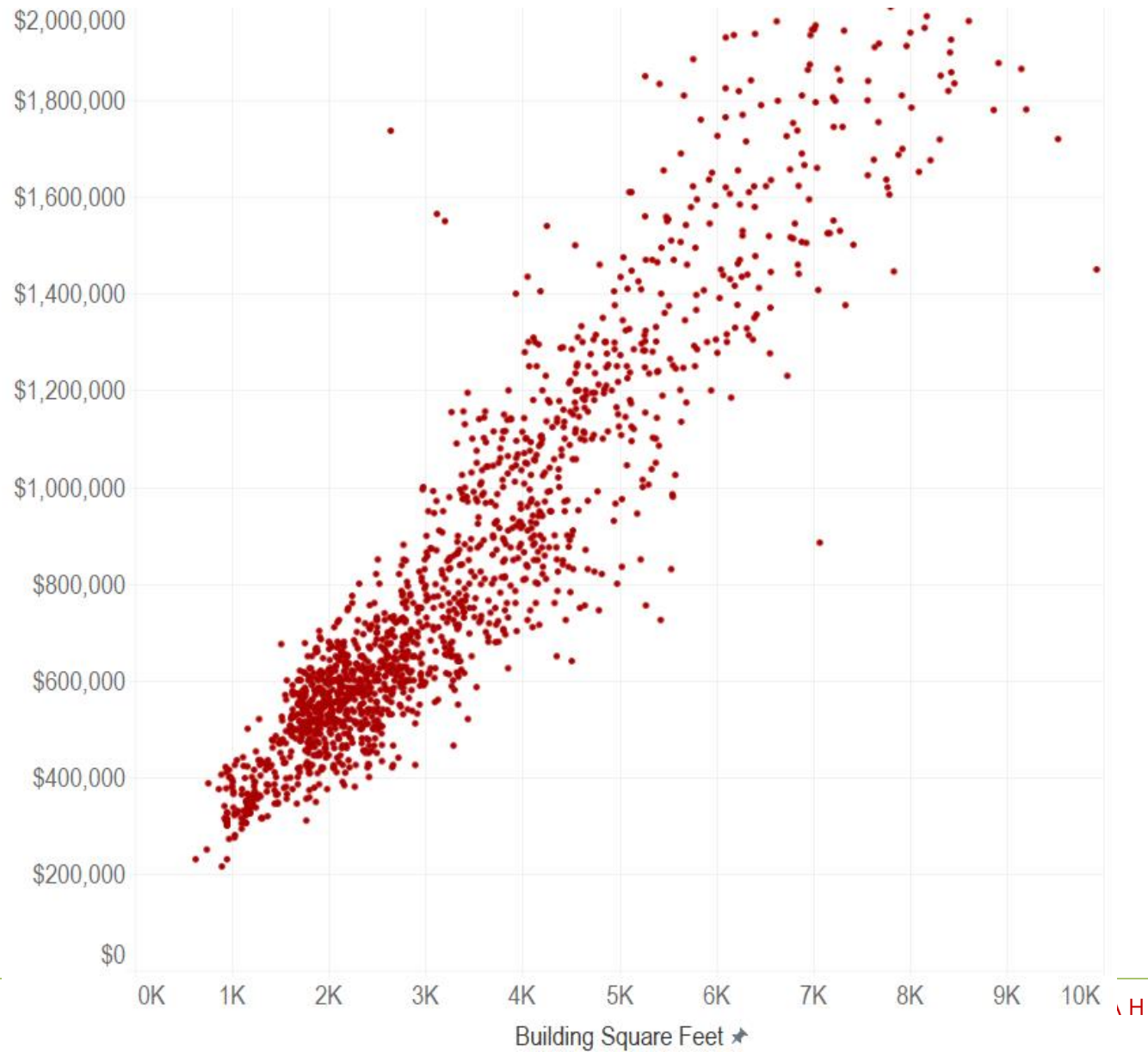
Affordable Renter Units Available/ 100 Household, Sandy, 2022 & 2024

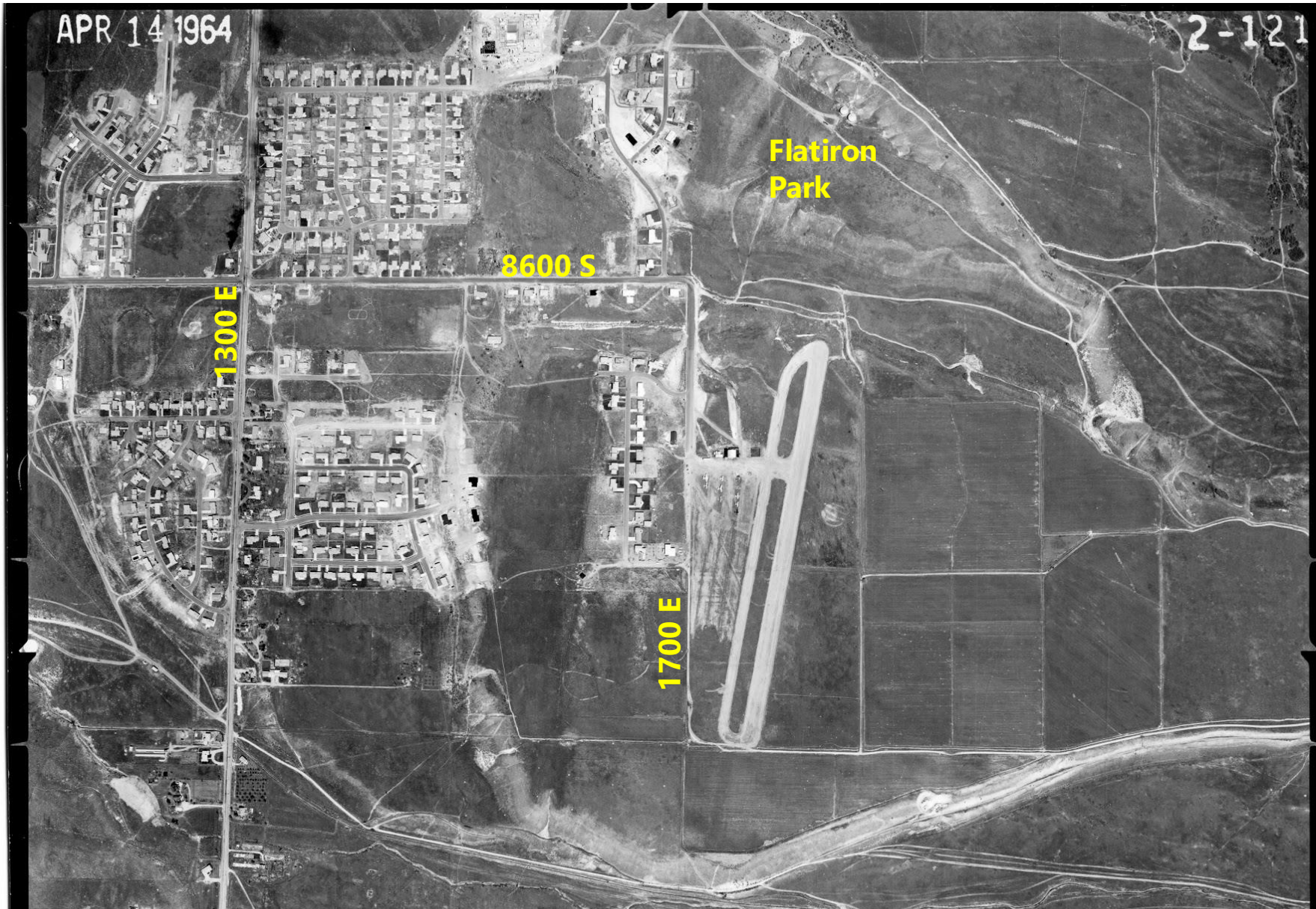


House Size Drives Price



Sandy Price to Size

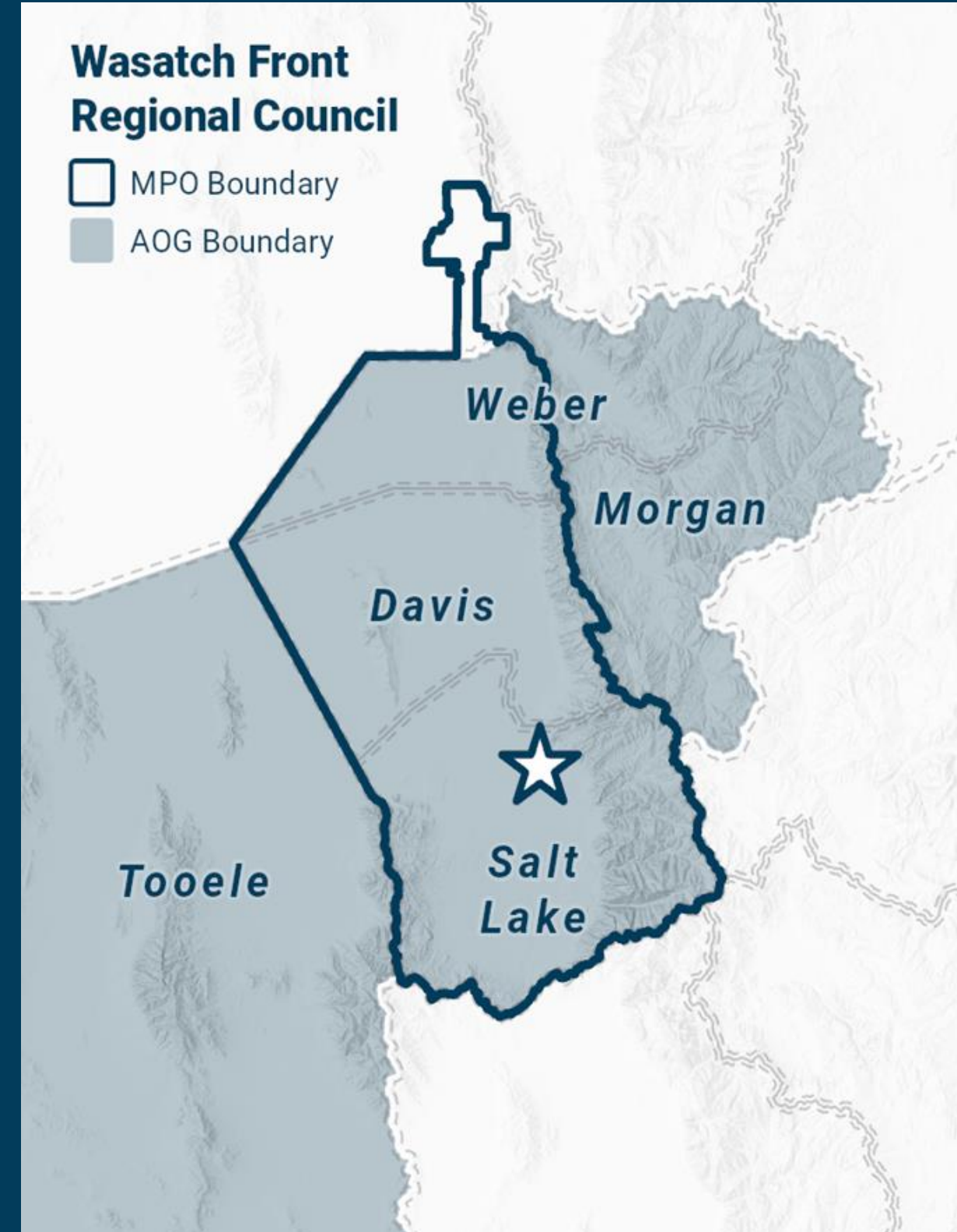
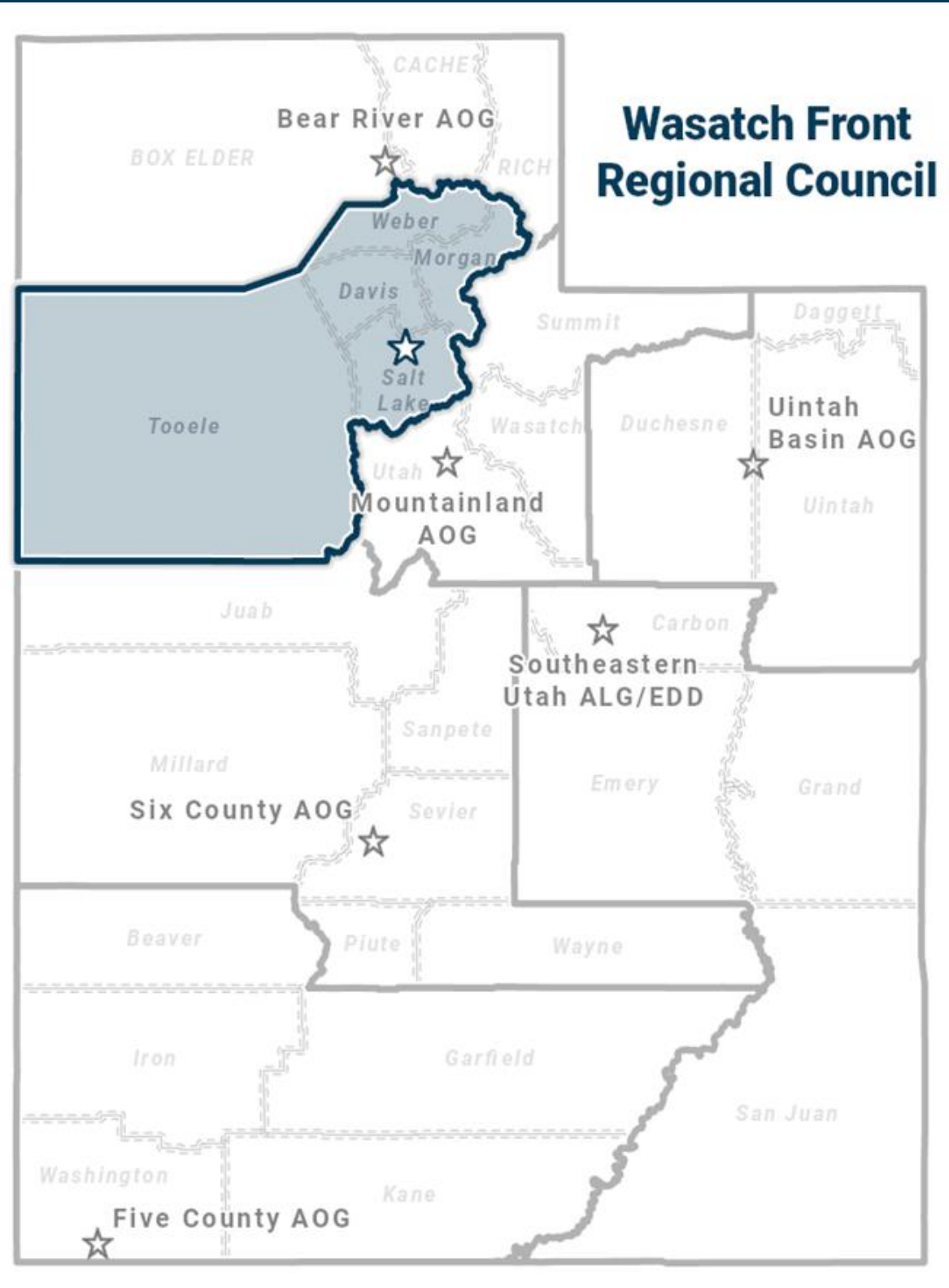




Kem C. Gar

OF UTAH

WASATCH FRONT REGIONAL COUNCIL





WASATCH CHOICE

— VISION —

2050 Vision for the Wasatch Front overlaying transportation and land use



Wasatch Choice Map #wherematters

https://wasatchchoice.org/vision-map/#mapList=vision.transportation.landuse.econdev.recreation&selectedMap=vision&sideBarClosed=false&x=-12464682&y=5036086&scale=144448

[Vision](#)
[Transportation](#)
[Centers & Land Uses](#)
[Economic Opportunities](#)
[Parks & Public Spaces](#)

WASATCH CHOICE VISION

Utah is growing... and we have a plan. Our future quality of life depends on the choices we make today. Wasatch Choice Vision is our communities' shared vision for coordinated transportation investments, development patterns, and economic opportunities. The Wasatch Choice Vision map and key strategies show how advancing the Vision can enhance quality of life even as we grow.

Key Strategies

Wasatch Choice Vision key strategies for a thriving region and communities:

- Transportation choices**
 Provide people with real choices in how they get around - by driving, transit, biking, and walking - so people can easily reach their destinations.
- Housing options**
 Support housing types and locations that meet the needs of all residents.
- Parks and public spaces**
 Ensure ample and convenient parks, public spaces, and open land for gathering and recreating.
- City and town centers**
 Create and enhance city and town centers as the hearts of our communities - walkable areas where activity is focused, with places to live, work, and play.

Goals and Benefits

The Vision is designed to improve quality of life now and for generations to come.

Transportation

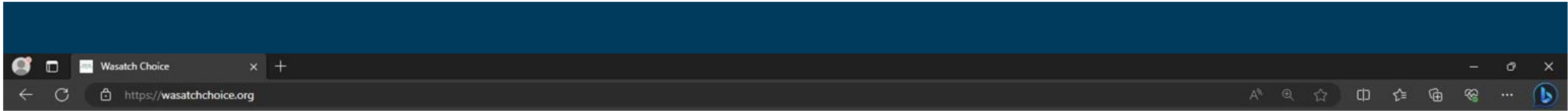
- Roads
- Transit
- Bike/Ped

Land Use

- Centers
- Other Land Uses
- Open Space

***What does the Wasatch Choices Vision say
about housing & housing affordability?***





Wasatch Choice Vision key strategies for a thriving region and communities:



Transportation Choices

Provide people with real choices in how they get around - by driving, transit, biking and walking - so people can easily reach their destinations.



Housing Options

Support housing types and locations that meet the needs of all residents.



Parks & Public Spaces

Ensure ample and convenient parks, public spaces, and open land for gathering and recreating.



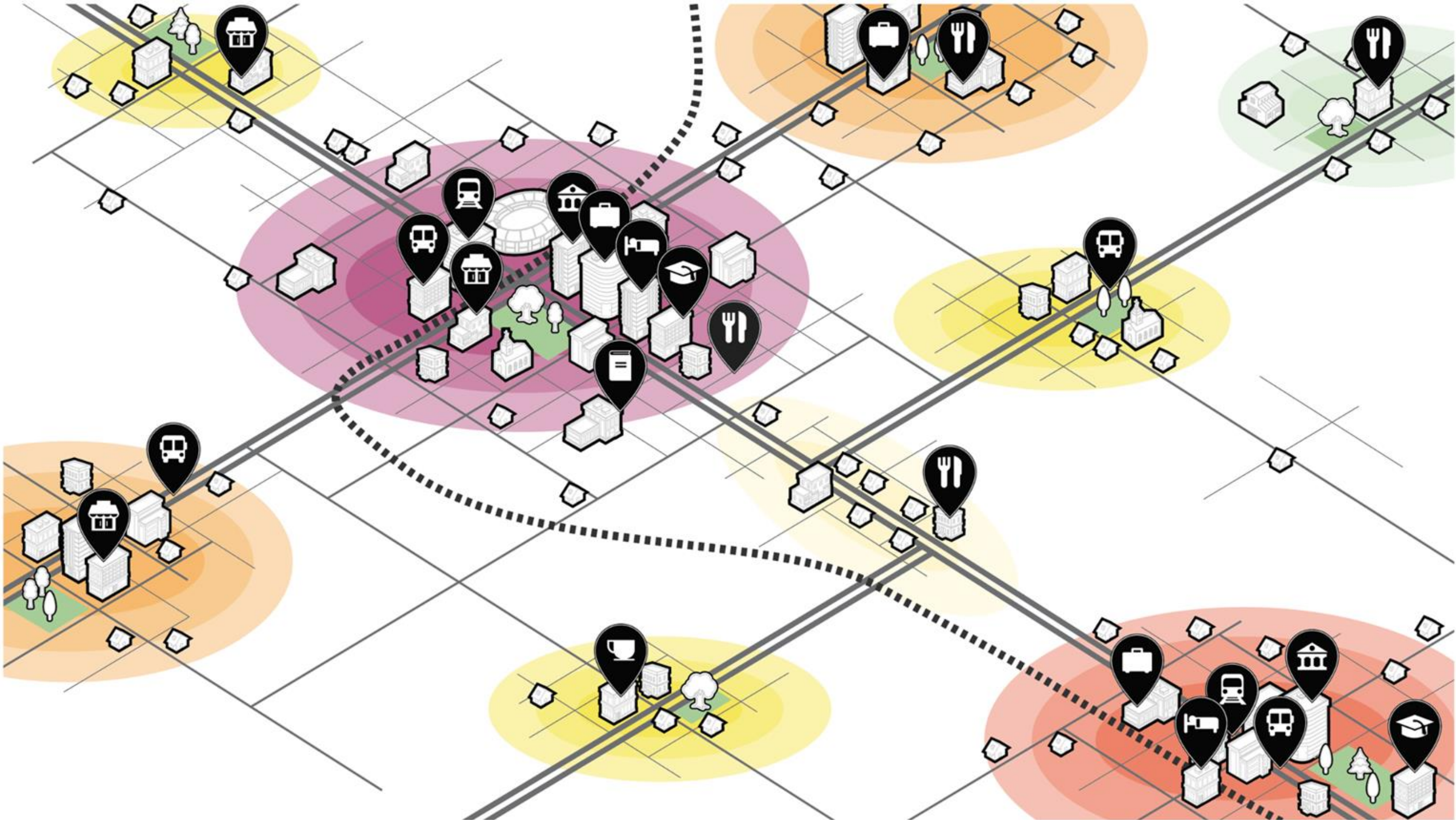
City & Town Centers

Create and enhance city and town centers as the hearts of our communities – walkable areas where activity is focused, with places to live, work and play.



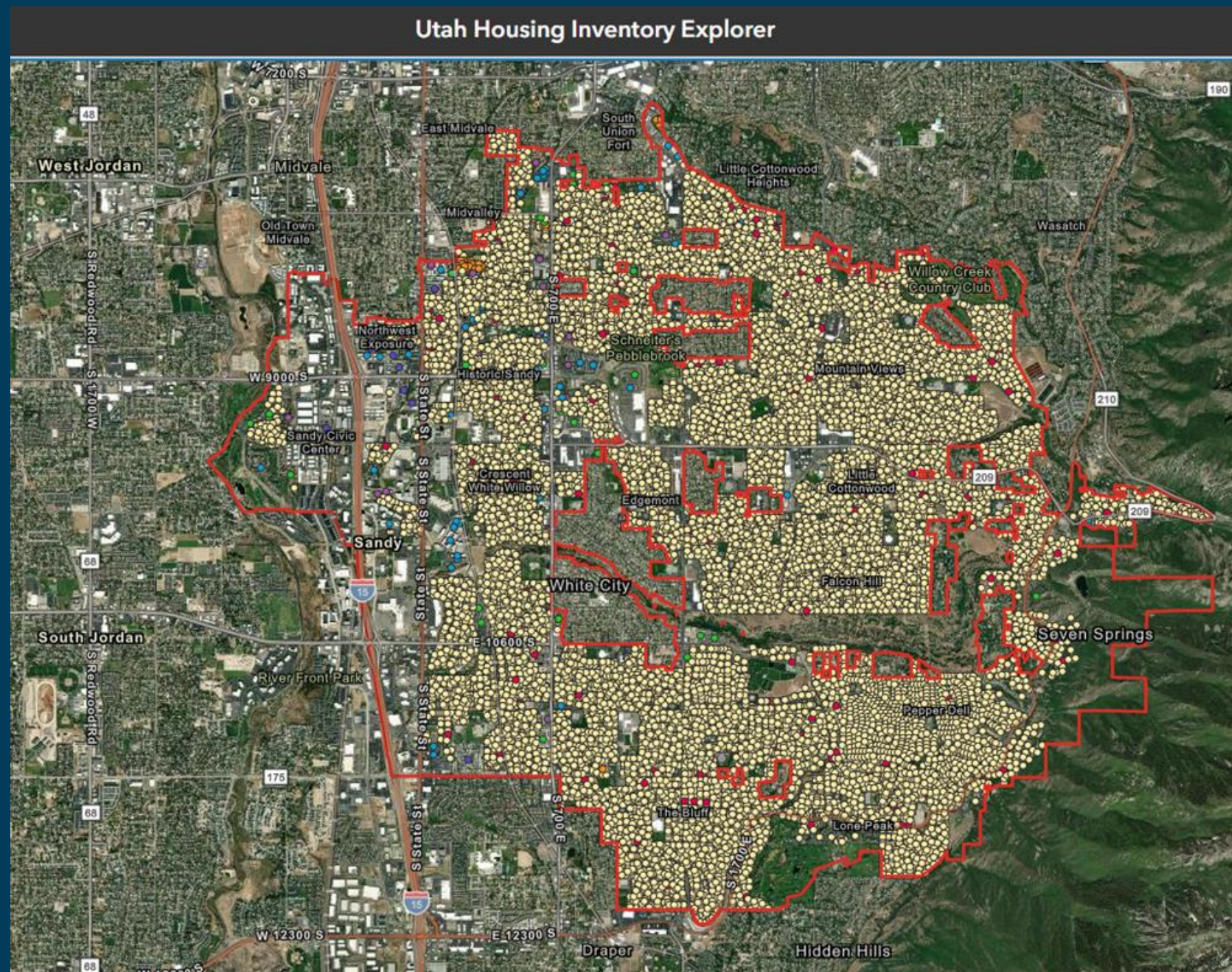
URBAN CENTER | Scenario B - View 2

wasatchchoice.org/centers • Image produced by Wasatch Front Regional Council, people + place LLC, Metta Urban Design, & Chase Mullen • Funded by the State of Utah Land Use Training Fund (2025)

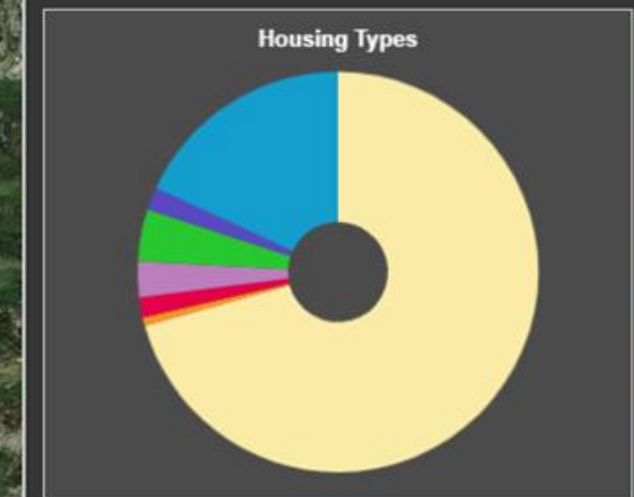
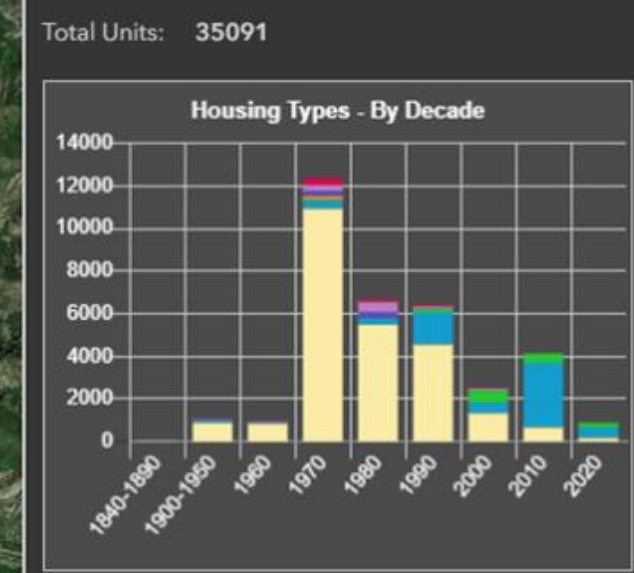


How is transportation impacting housing and housing affordability?

ACCESS



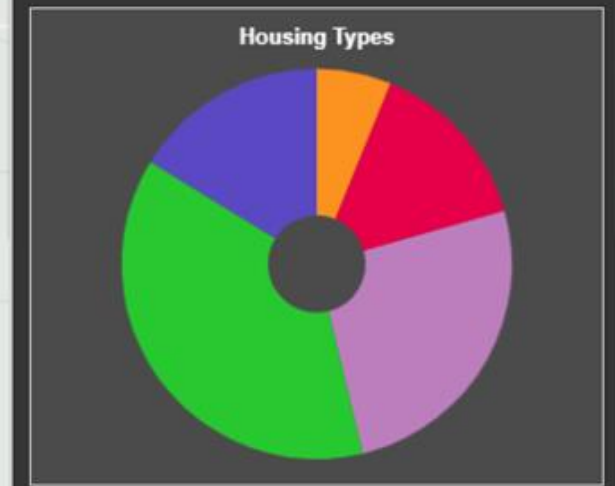
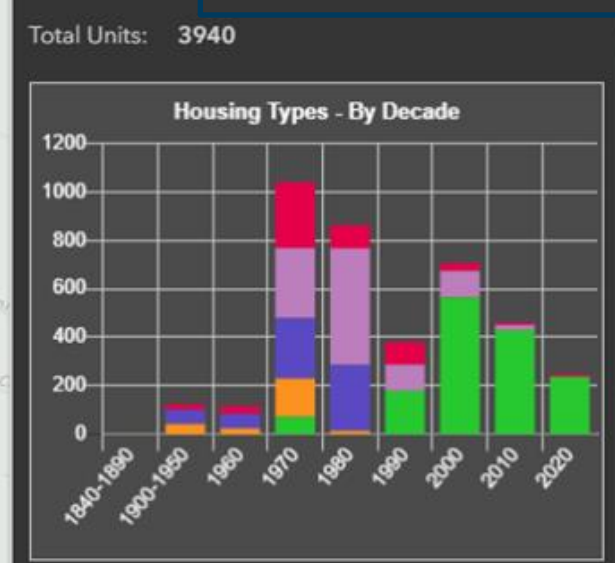
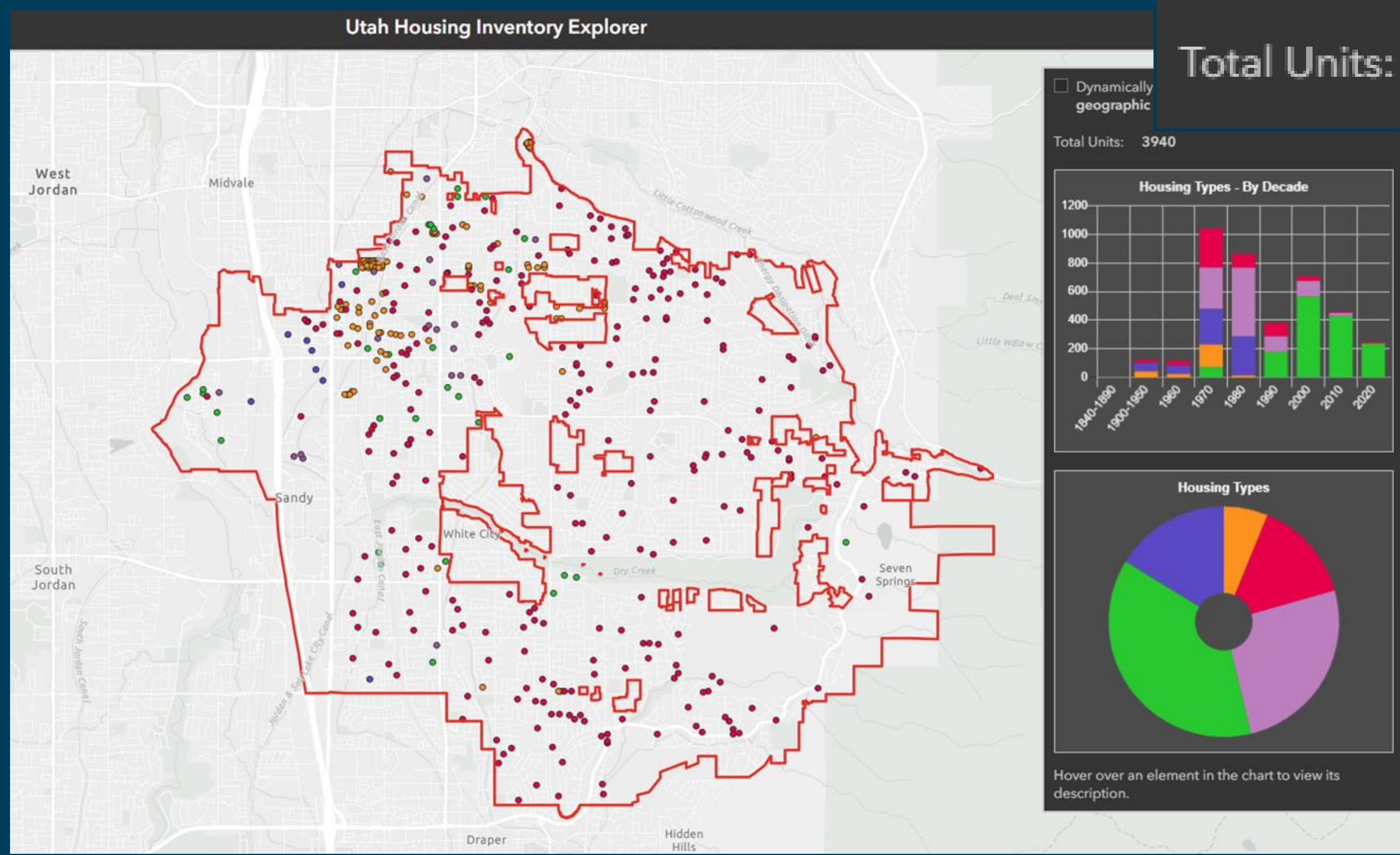
Total Units: 35091



Hover over an element in the chart to view its description.



How is transportation impacting housing and housing affordability?



Hover over an element in the chart to view its description.

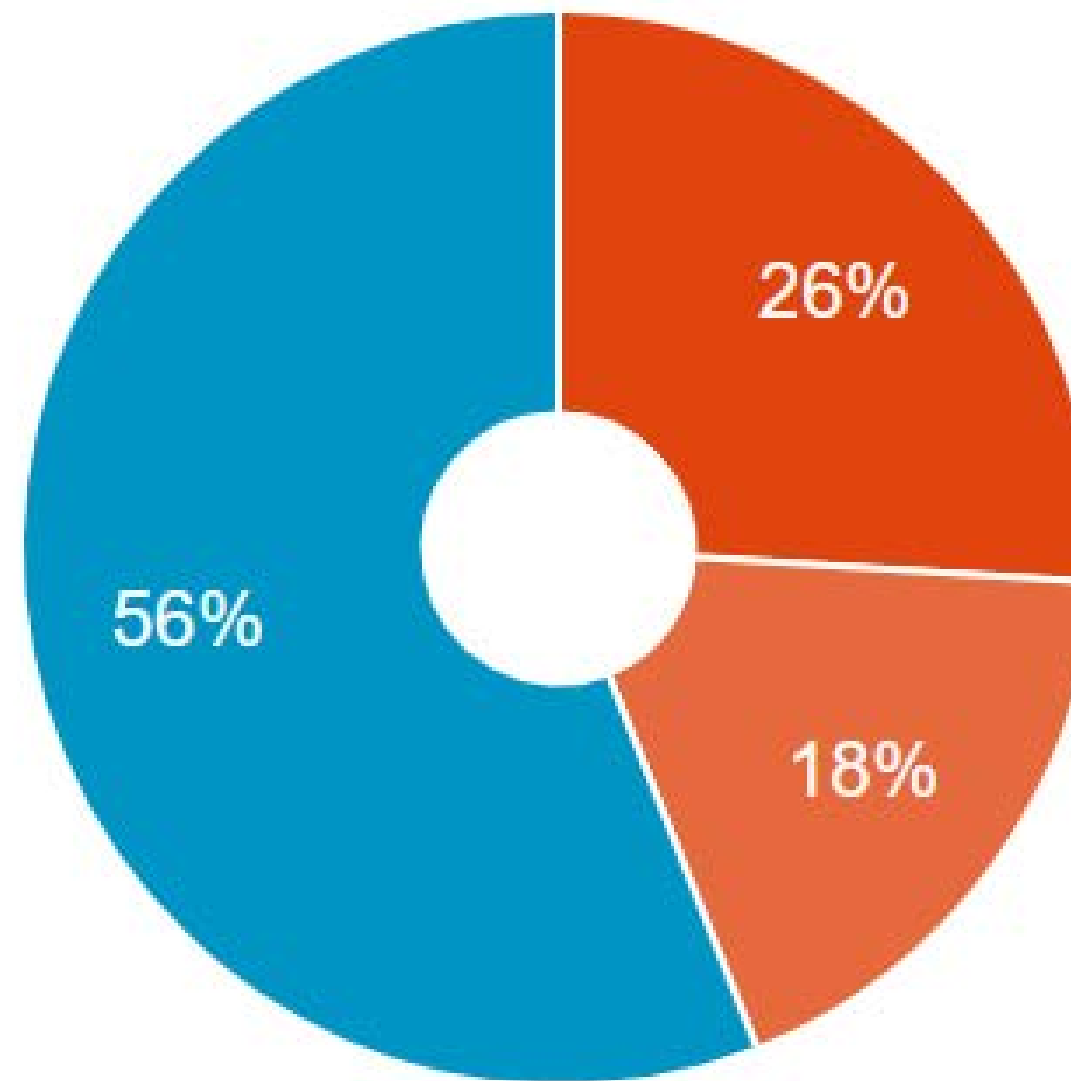


Housing + Transportation Cost

Average Housing + Transportation Costs % Income

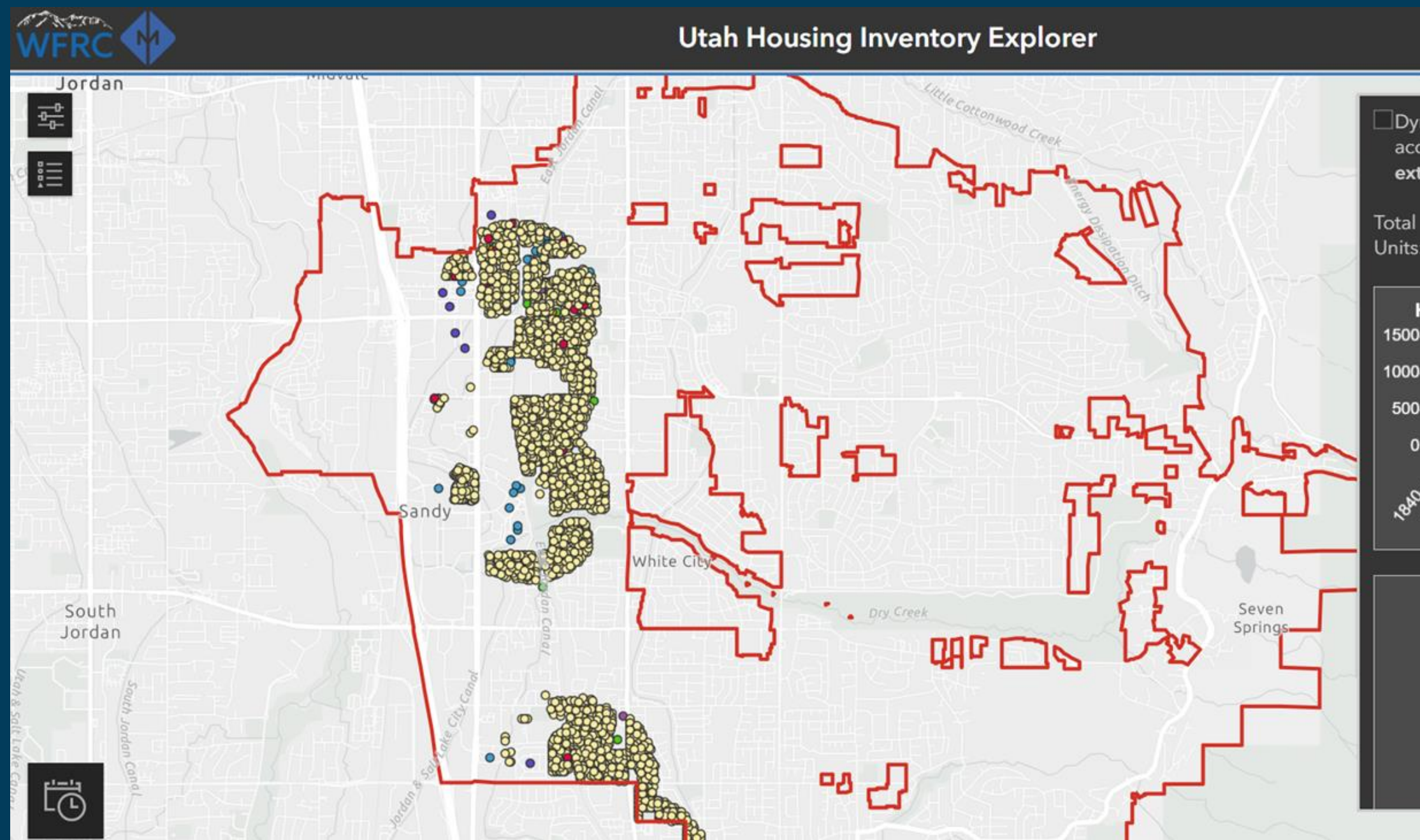
SANDY,

- Housing
- Transportation
- Remaining Income



Center for Neighborhood Technologies

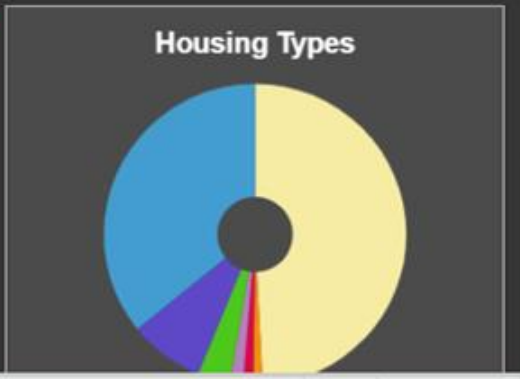
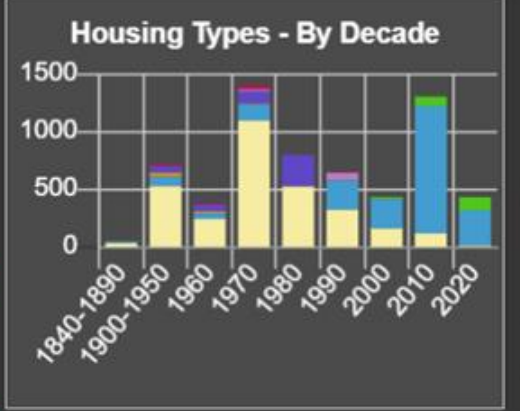
How is transportation impacting housing and housing affordability?



Total Units: 6149

Dynamically update charts according to the geographic extent of the map.

Total Units: 6149

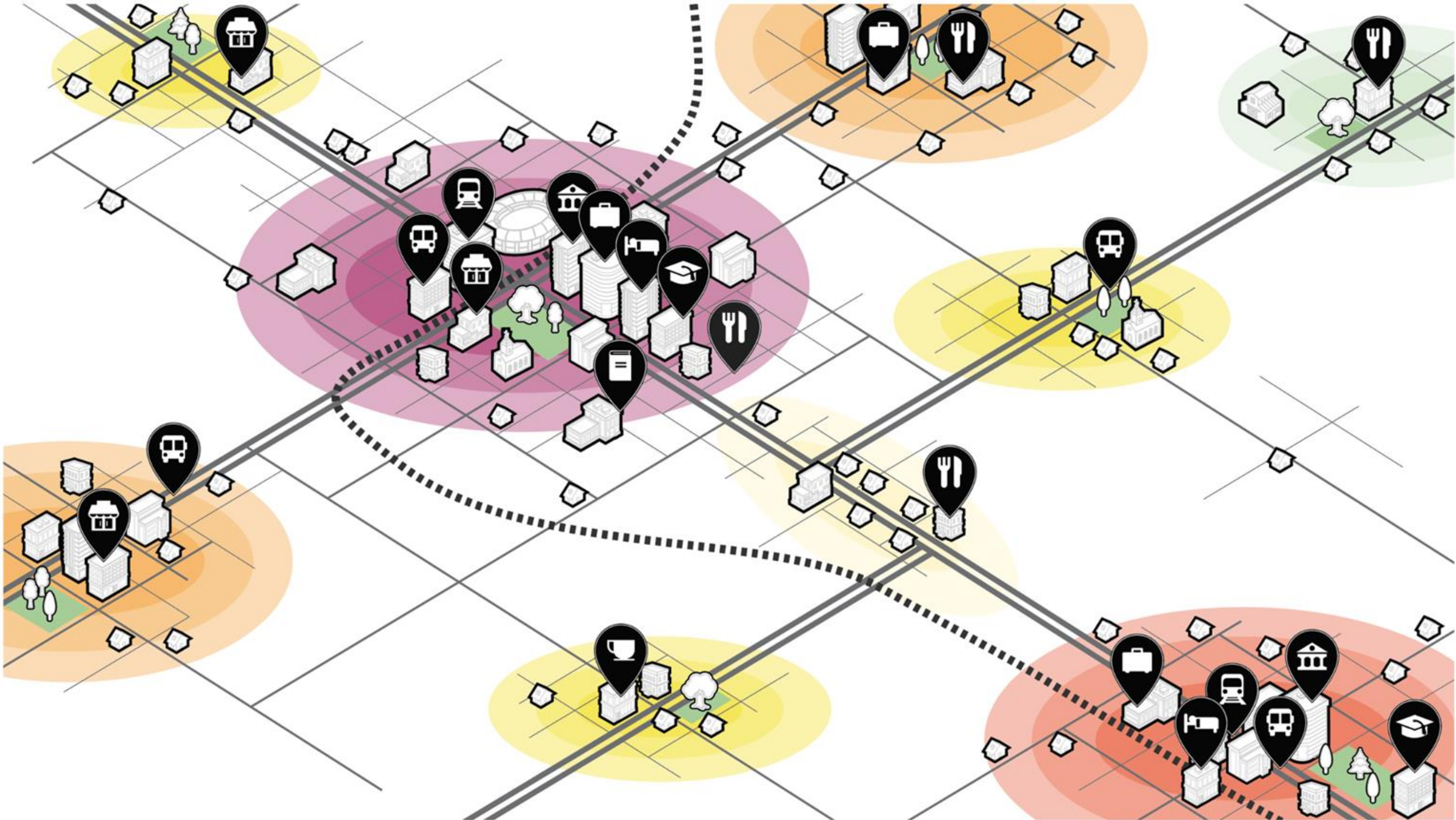


***How is transportation
impacting housing and housing
affordability?***



***How is housing and housing affordability
impacting transportation?***







URBAN CENTER | Scenario B - View 2

wasatchchoice.org/centers • Image produced by Wasatch Front Regional Council, people + place LLC, Metta Urban Design, & Chase Mullen • Funded by the State of Utah Land Use Training Fund (2025)

STADIUM VILLAGE MASTER PLAN

The Stadium Village Master Plan was adopted in 2019 and looked at development of the Stadium Study Area in The Cairns. The Master Plan focuses on increasing vitality of the area around the America First Field by adding in additional housing, retail, office, and entertainment uses.

The preferred scenario includes almost 5,600,000 square feet of new construction. More than half of these new buildings (59%) will include new multi-family housing, followed by 26% of the buildings being new offices. Retail and restaurant uses will take up 7% of the new buildings. The development scenario also includes a new hotel, storage, and 44 townhomes to be used as a buffer. At buildout, the Stadium Master Plan proposes 3,197 new units.



Source: Stadium Village Master Plan

FIGURE 11: STADIUM VILLAGE PREFERRED SCENARIO

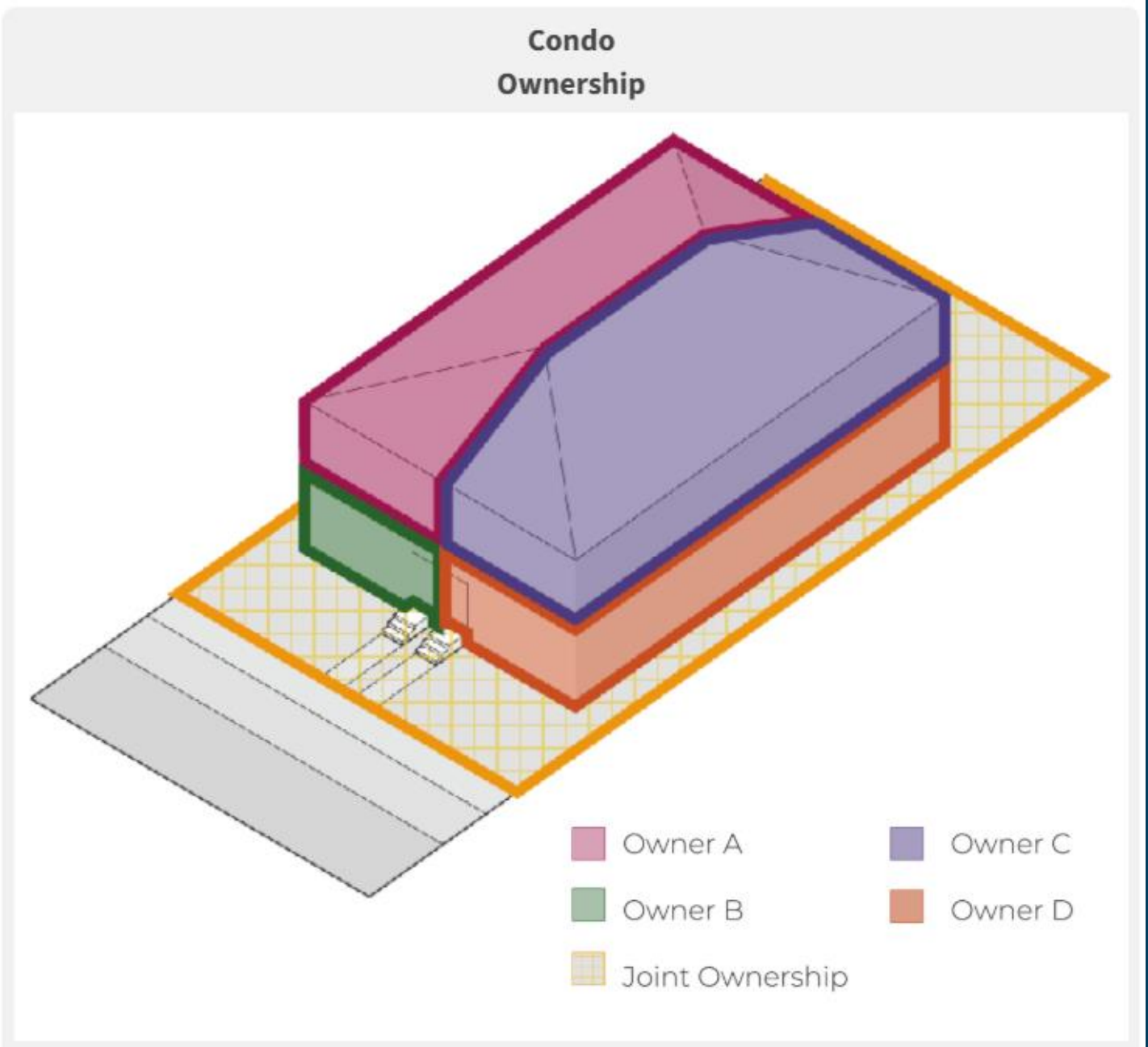
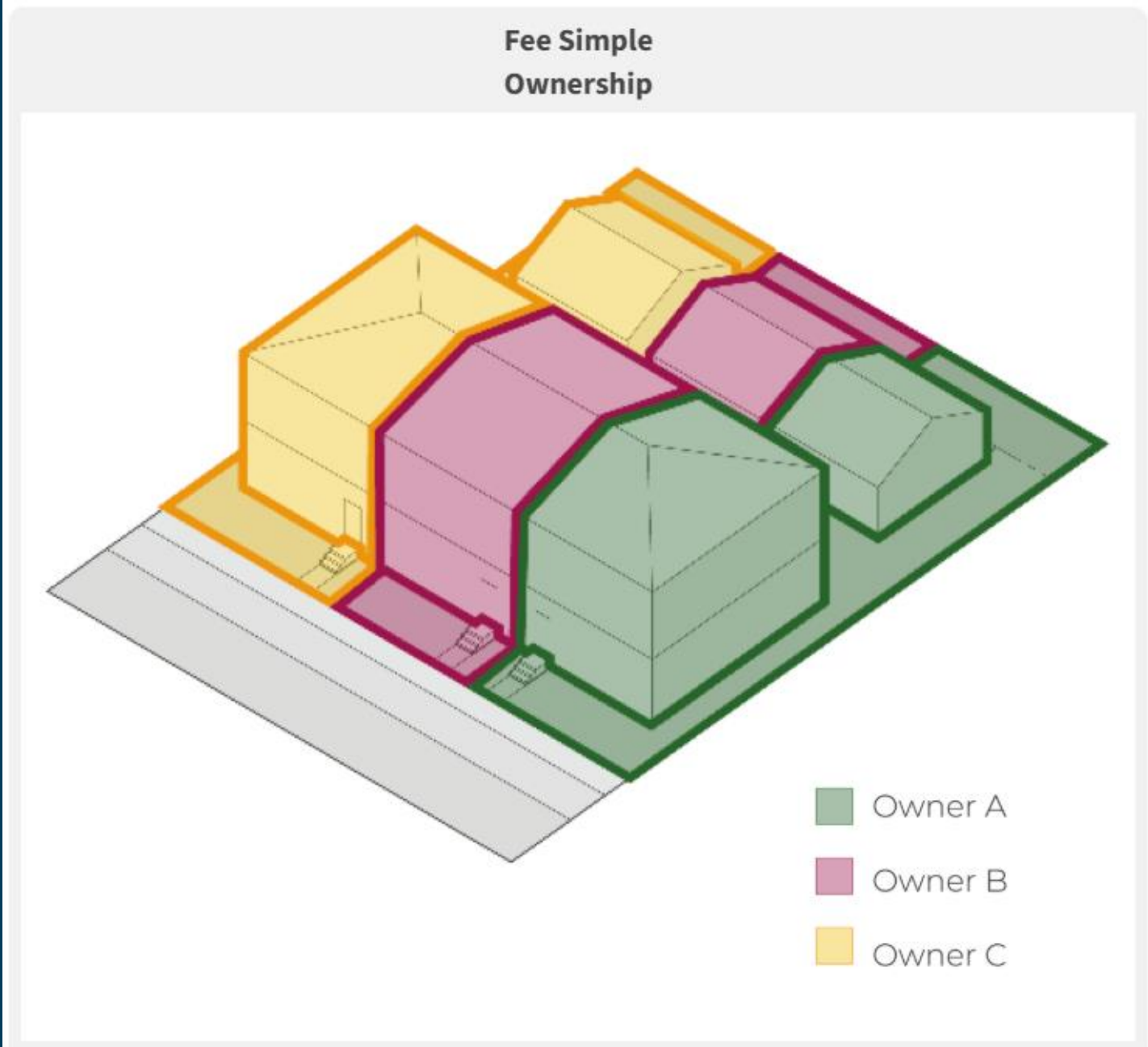


OBSTACLES TO

...CONDOS, MISSING MIDDLE, MIXED USE DEVELOPMENT



CONDOS



OBSTACLES TO CONDOS

Insurance (developer wrap policies)

litigation practices = risk

“surplus lines” are expensive

Financing

higher rates

presale requirements

absorption

Cost

customization

parking



WHY CONDOS?

- space
- market entry
- demographic change

By 2040, Utah needs (2024):

0 large lots

90k small lots

100k attached homes



Orchard Townhomes
9-10 units/acre



WHY CONDOS?

- space
- market entry
- demographic change

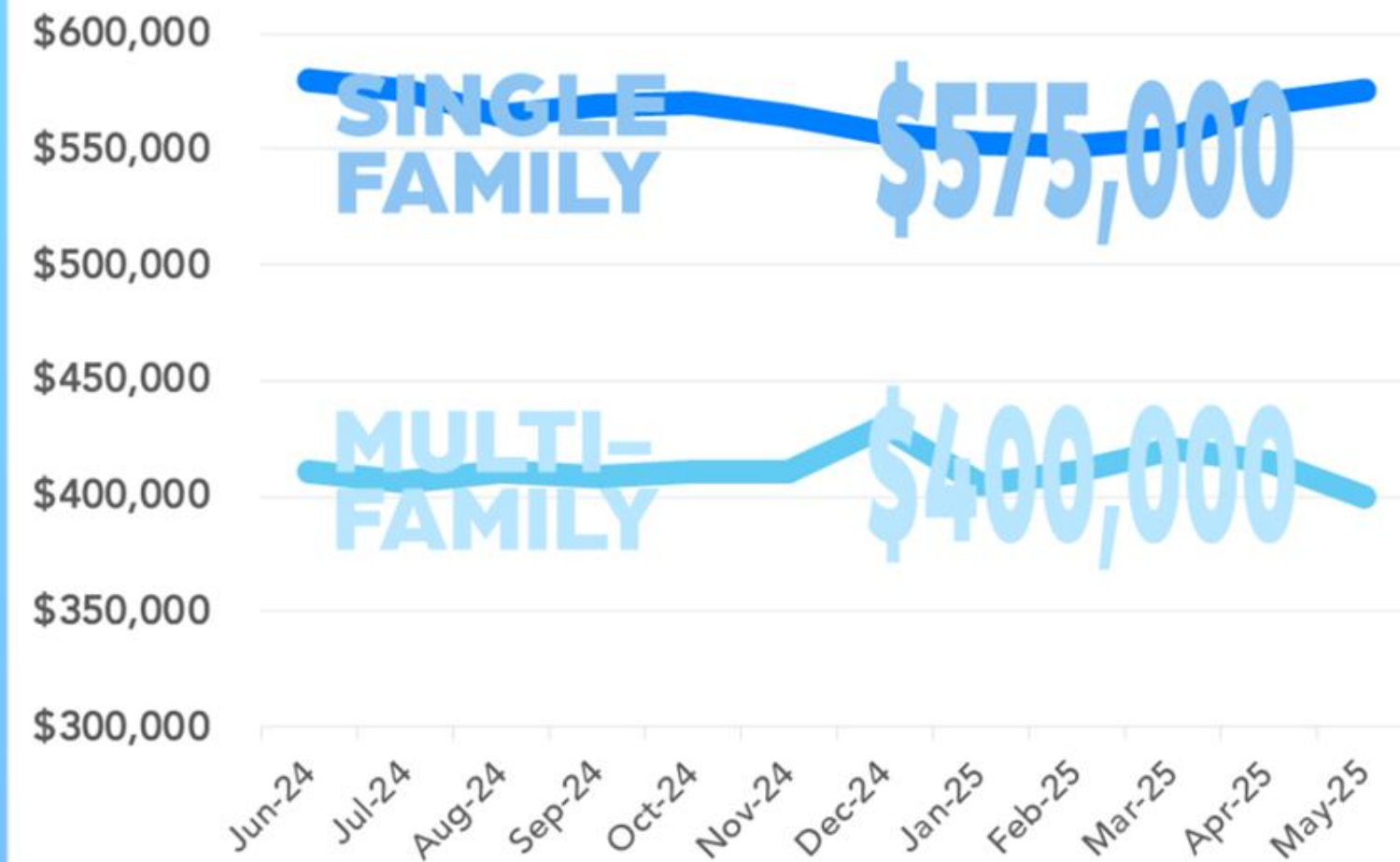
90-94% of UT renters can't afford the median home \$ in their county



Median Home Prices in Utah

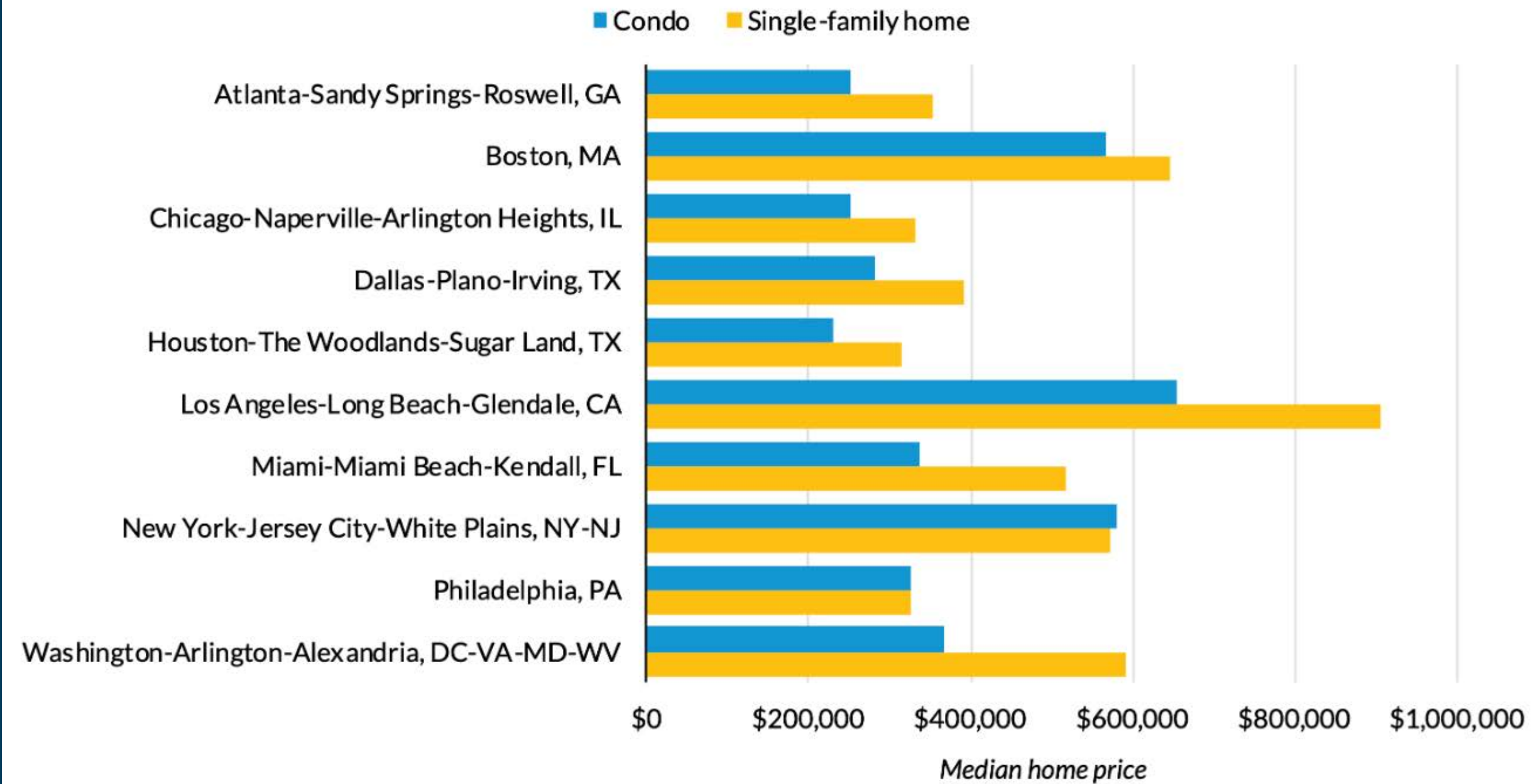
May 2025

Last 12 Months



WHY CONDOS?

Condos Are More Affordable Than Single-Family Homes in Most Major Cities



Source: Black Knight HPI.

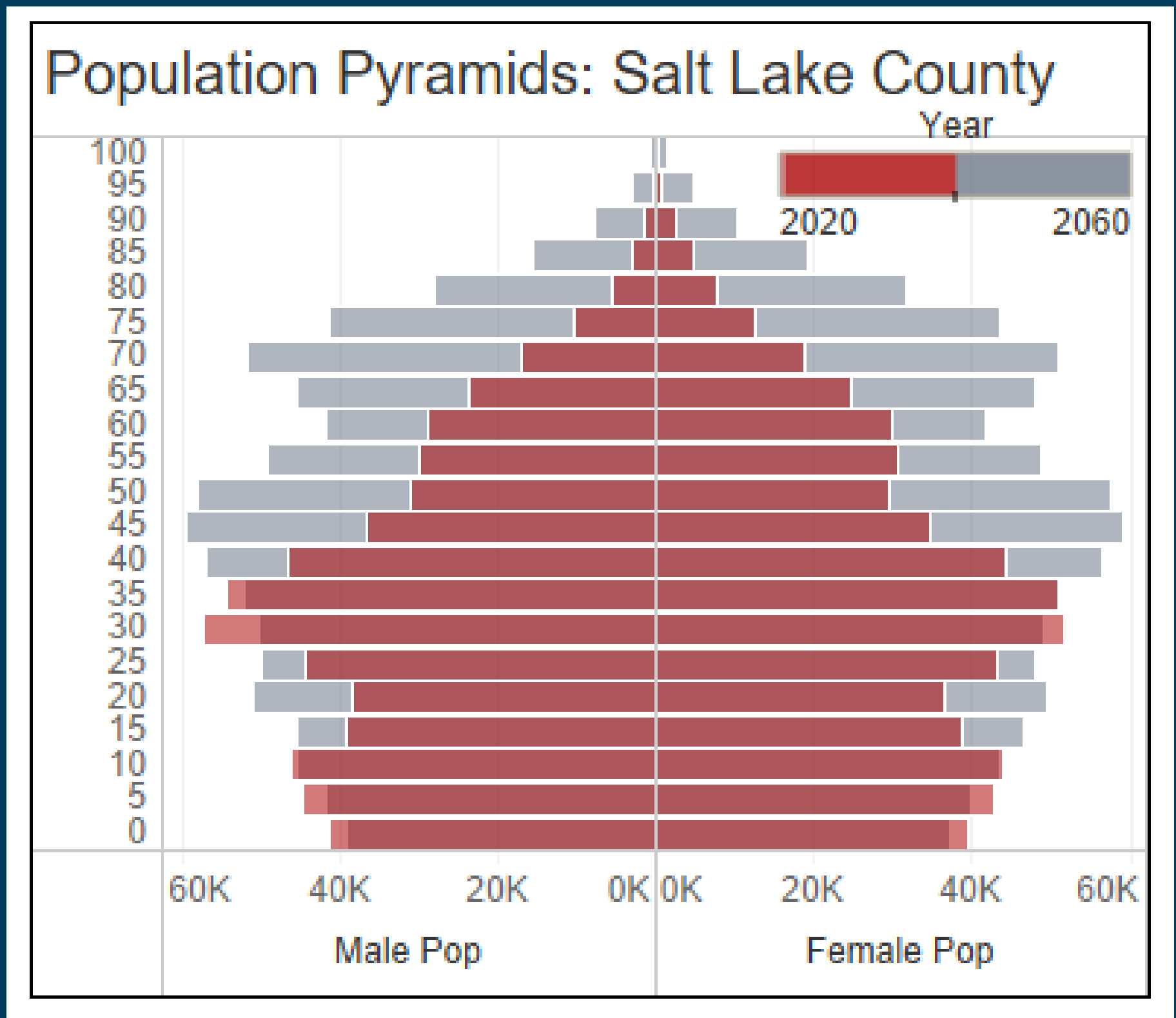
URBAN INSTITUTE



WHY CONDOS?

- space
- market entry
- demographic change

the median age in Utah is projected to continue increasing



Meg Padjen

Community & Economic Development

Director

WASATCH FRONT REGIONAL COUNCIL

meg.padjen@wfrc.utah.gov



Issue #	Respondent Ranked Selections (1-10)								Total # of Selections	Number of Times Ranked #1	Selections by Category (A-K)	Weighted Ranking Score (10 - 0)								Total Weighted Score (Top 5)	Total Weighted Score (Heat Map)
	Respondent											Respondent									
	1	2	3	4	5	6	7	8				1	2	3	4	5	6	7	8		
A1							3	1		A: 6	0	0	0	0	0	0	8	0	8	8	
A2				2				1			0	0	0	0	9	0	0	0	0	9	9
A3	3						6	3	3		8	0	0	0	0	0	5	8	21	21	
A4								0			0	0	0	0	0	0	0	0	0	0	0
A5						3		1			0	0	0	0	0	8	0	0	8	8	8
A6				7		9		2			0	0	0	4	0	2	0	0	6	6	6
B1					6			1		B: 1	0	0	0	0	5	0	0	0	5	5	
B2					8			1			0	0	0	0	3	0	0	0	3	3	3
B3								0			0	0	0	0	0	0	0	0	0	0	0
B4								0			0	0	0	0	0	0	0	0	0	0	0
C1			10					1		C: 5	0	0	1	0	0	0	0	0	1	1	
C2				4		5	5	3			0	0	0	7	0	6	6	0	19	19	
C3			6		7			2			0	0	5	0	4	0	0	0	9	9	
D1	1	3	2		9	6		5	1	D: 8	10	8	9	0	2	5	0	34	34		
D2	2	1			1		1	4	3		9	10	0	0	10	0	10	0	39	39	
D3	8				9		4	3			3	0	0	2	0	7	0	0	12	12	
D4	9		5		10	7	9	5			2	0	6	0	1	4	2	0	15	15	
D5		5			4			3			0	6	0	0	7	0	0	6	19	19	
D6	10	8	1				7	4	1		1	3	10	0	0	0	4	0	18	18	
D7	4	10	3				10	4			7	1	8	0	0	0	1	0	17	17	
E1				5				1		E: 3	0	0	0	6	0	0	0	6	6		
E2			4	1			2	3	1		0	0	7	10	0	0	9	0	26	26	
F1	5	2	8		5			4		F: 6	6	9	3	0	6	0	0	24	24		
F2	6	4					8	3			5	7	0	0	0	0	3	0	15	15	
F3					3			1			0	0	0	0	8	0	0	0	8	8	
F4		9		6				2			0	2	0	5	0	0	0	0	7	7	
F5								0			0	0	0	0	0	0	0	0	0	0	
G1								0		G: 7	0	0	0	0	0	0	0	0	0		
G2		7		10				3			0	4	0	1	0	0	0	5	10	10	
G3								0			0	0	0	0	0	0	0	0	0	0	
G4	7	6	7	3		10	4	6			4	5	4	8	0	1	7	0	29	29	
H1					2			1		H: 1	0	0	0	0	0	9	0	9	9		
H2								0			0	0	0	0	0	0	0	0	0	0	
H3								0			0	0	0	0	0	0	0	0	0	0	
H4								0			0	0	0	0	0	0	0	0	0	0	
I1			9					1		I: 4	0	0	2	0	0	0	0	2	2		
I2						8		1			0	0	0	0	0	3	0	0	3	3	
I3						1		1			0	0	0	0	0	10	0	0	10	10	
I4								1			0	0	0	0	0	0	0	10	10	10	
I5				2				1			0	0	0	9	0	0	0	0	9	9	
I6								0			0	0	0	0	0	0	0	0	0	0	
I7								0			0	0	0	0	0	0	0	0	0	0	
I8								0			0	0	0	0	0	0	0	0	0	0	
J1								0		J: 1	0	0	0	0	0	0	0	0	0		
J2								1			0	0	0	0	0	0	0	4	4	4	
J3								0			0	0	0	0	0	0	0	0	0	0	
J4								1			0	0	0	0	0	0	0	9	9	9	
K1				8				2		K: 2	0	0	0	3	0	0	0	7	10	10	



Memorandum

September 2, 2025

To: The City Council and Mayor

From: Housing Workshop Planning Group (Aaron Dekeyzer, Brooke D’Sousa, Shane Pace, Dustin Fratto, Lynn Pace, James Sorensen, Kasey Dunlavy, Justin Sorenson, Rob Sant, Jake Warner, and Liz Theriault)

Subject: Data Aggregation of Housing Questionnaire Results

Introduction

Earlier this month, Council Staff created a short Housing Questionnaire asking Sandy’s elected officials to select, and then rank, their top ten “Housing Issues”, from a list of identified issues put together over two Housing Workshops. This two-question survey was completed anonymously by all Council Members and the Mayor.

The first question asked respondents to select up to ten issues out of the list of 48 identified issues. The second question then pulled their unique ten selected issues, and asked respondents to order the issues in highest (#1) to lowest (#10) priority.

After collecting the raw data from the survey, Council Staff have put together several graphs to represent the results. This memo will explain how each graph recorded and presented the data. Please note that all graphs are color coded so that each overarching issue’s category corresponds with a certain color (e.g., A1, A2, A3, etc. are all represented by red throughout the graphs).

Graph #1 — All Selected Categories

This graph shows the number of times each issue was selected in the first question by individual respondents. The Y axis shows the number of times an issue was selected out of a total possible score of eight, and the X axis shows the issue. As in the first graph, any issue that did not receive any selections was excluded from the graph.

Graph #2 — Weighted Ranking Results



This graph represents the results of the second questionnaire question— the priority rankings. After selecting up to ten issues in the first question, respondents were then asked to rank those issues from highest (#1) to lowest (#10) priority. Council staff then assigned a numerical score to each priority.

Priority #	Assigned Score
1 (highest priority)	10
2	9
3	8
4	7
5	6
6	5
7	4
8	3
9	2
10 (lowest priority)	1

Scores from all respondents prioritized issue were then combined to find the total weighted ranking result for each issue. For example, issue D1 received a total weighted ranking score of 34. It was selected and ranked by five respondents.

Respondent	Rank	Assigned Score
1	1	10
2	3	8
3	2	9
4	Not chosen	0
5	9	2
6	6	5
7	Not chosen	0
8	Not chosen	0
		Combined Score: 34

Graph #3 — Ranking and Selections

This graph displays a summary of all collected data. The X axis shows the issues that were selected. Any issue that was not selected was excluded from the graph. Along the Y axis, the first bar above the issue represents the number of times the issue was selected by respondents. The second bar represents the total combined score of the priority rankings it received. Please see Graph #3 below for a more in-depth explanation of how the total combined rankings were calculated.



Graph #4 — Categories Selected at Least Three Times

To help condense the data and potentially streamline the discussion process, staff also compiled data of issues that were chosen by three or more respondents.

In this graph, the Y axis shows the number of times an issue was selected, and the X axis shows the issue. From the list of 48 issues, twelve were selected by three or more respondents.

Graph #5 — Weighted Ranking Results of Categories Selected at Least Three Times

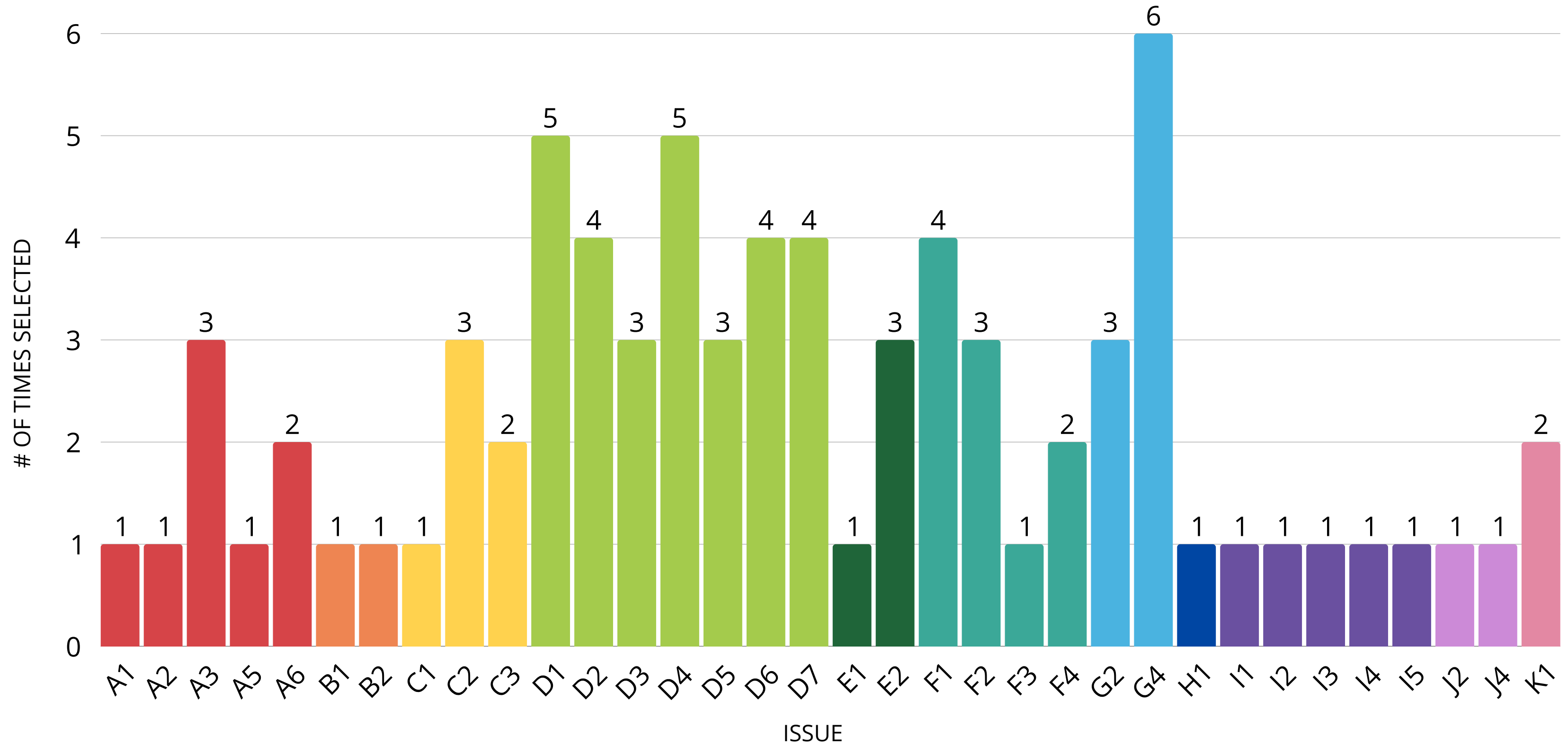
Similar to graph number three, this graph shows the weighted ranking scores of categories that were selected at least three times.

Graph #6— Selections and Rankings of Categories Selected at Least Three Times

This final graph combines the data from graphs four and five. Each issue along the X axis has two bars; the first shows the number of times the issue was selected, and the second shows the total weighted priority ranking score of that issue. This graph was made to easily compare the number of times an issue was chosen to the priority ranking results, of issues selected by three or more respondents.

ALL SELECTED CATEGORIES

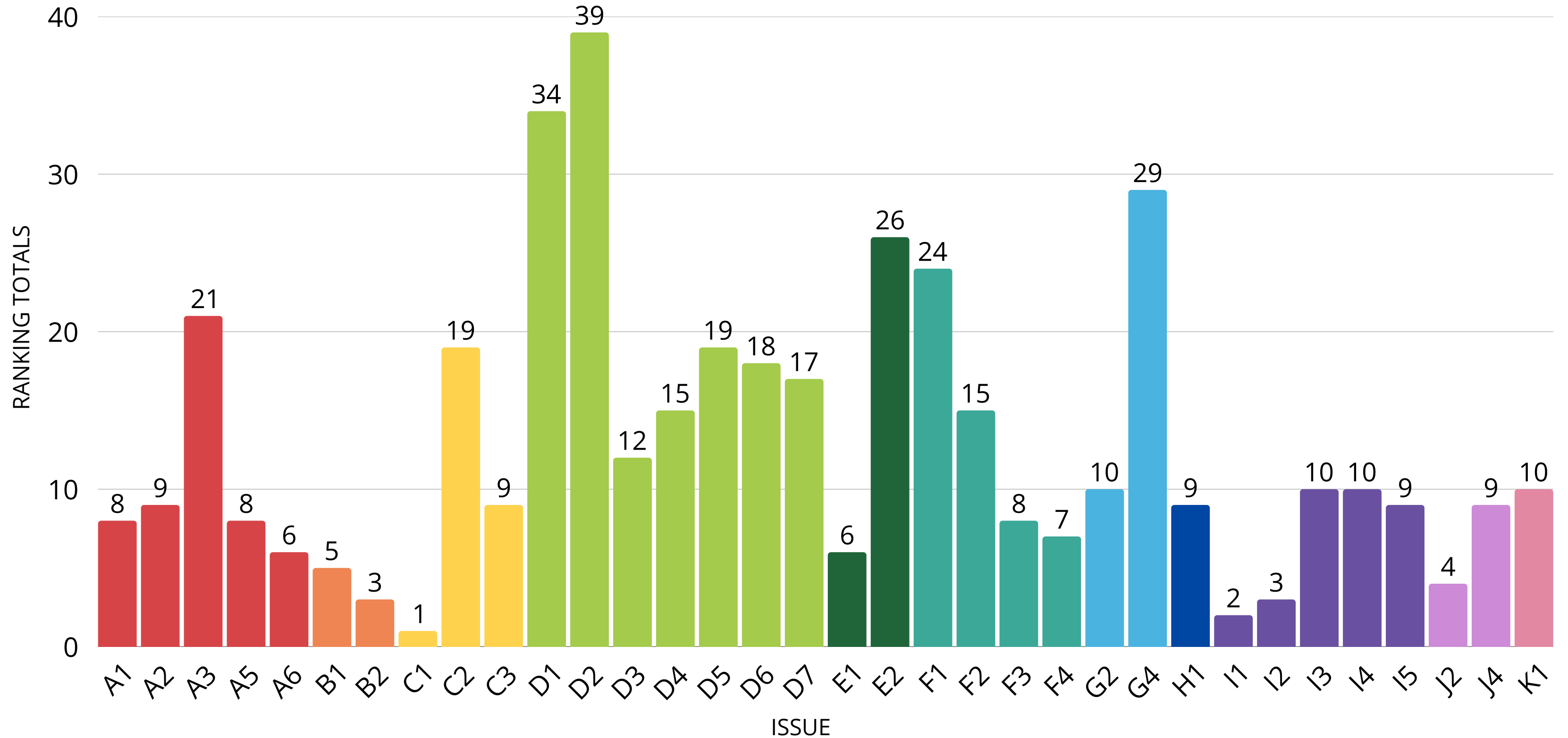
*CATEGORIES W/ ZERO SELECTIONS EXCLUDED



GRAPH #1

WEIGHTED RANKING RESULTS

(ALL SELECTED CATEGORIES)

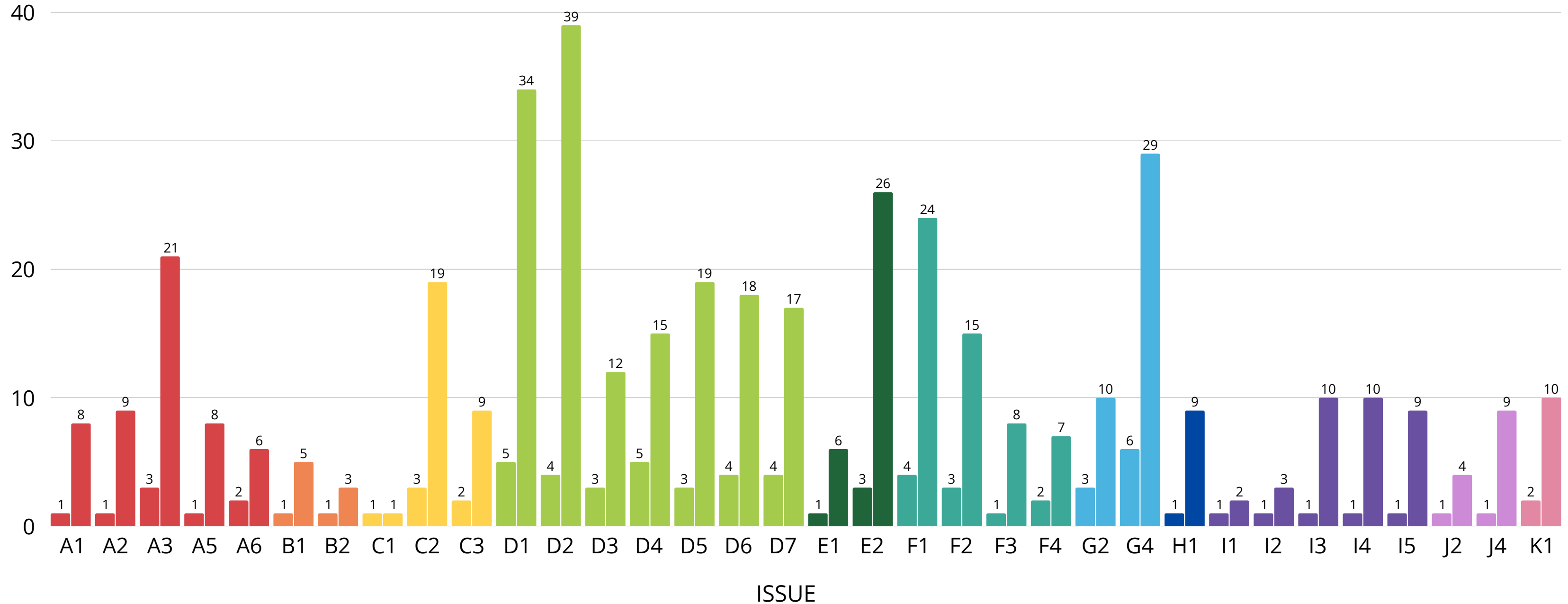


GRAPH #2

RANKING AND SELECTIONS

FIRST NUMBER - # OF TIMES SELECTED
SECOND NUMBER - RANKING TOTAL

*CATEGORIES W/ ZERO SELECTIONS EXCLUDED

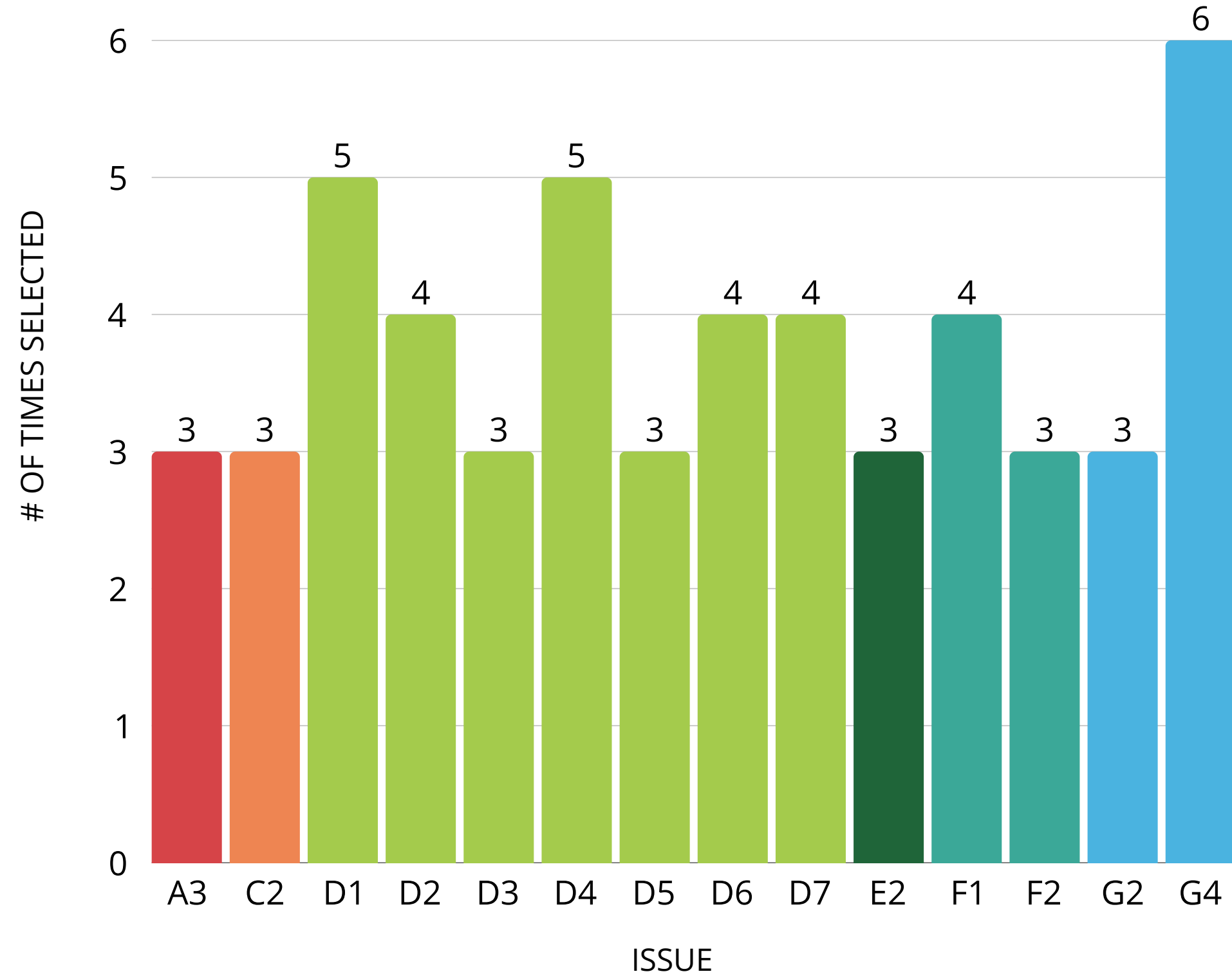


KEY FOR ISSUES WITH A SCORE OF 10 OR MORE:

- A3: Focus on Single Family Homes
- C2: Impact of Renting on Wealth Building
- D1: Limited Options Between Large SF Homes & Apartments
- D2: Obstacles to Middle Housing
- D3: Appearance and Neighborhood Integration
- D4: Housing for Seniors
- D5: Lack of Affordable Options for First Time Homebuyers
- D6: Housing Diversity for a Wide Range of Demographics
- D7: Minimal Construction of Smaller Homes
- E2: Low Condominium Construction (Lack of For Sale Units)
- F1: Restrictive Zoning Codes
- F2: Lack of Alternative Zoning Models and Flexibility
- G2: Appearance is Key (Aesthetic Concerns from Residents)
- G4: Lack of Tools to Enforce Owner Occupancy
- I3: High Interest Rates
- I4: Lack of Housing Assistance
- K1: Public Transportation Access

GRAPH #3

CATEGORIES SELECTED AT LEAST 3 TIMES



ISSUES

A3: Focus on Single-Family Homes

C2: Impact of Renting on Wealth Building

D1: Limited Options Between Large SF Homes & Apartments

D2: Obstacles to Middle Housing

D3: Appearance and Neighborhood Integration

D4: Housing for Seniors

D5: Lack of Affordable Options for First Time Homebuyers

D6: Housing Diversity for a Large Range of Demographics

D7: Minimal Construction of Smaller Homes

E2: Low Condominium Construction (Lack of For Sale Units)

F1: Restrictive Zoning Codes

F2: Lack of Alternative Zoning Models and Flexibility

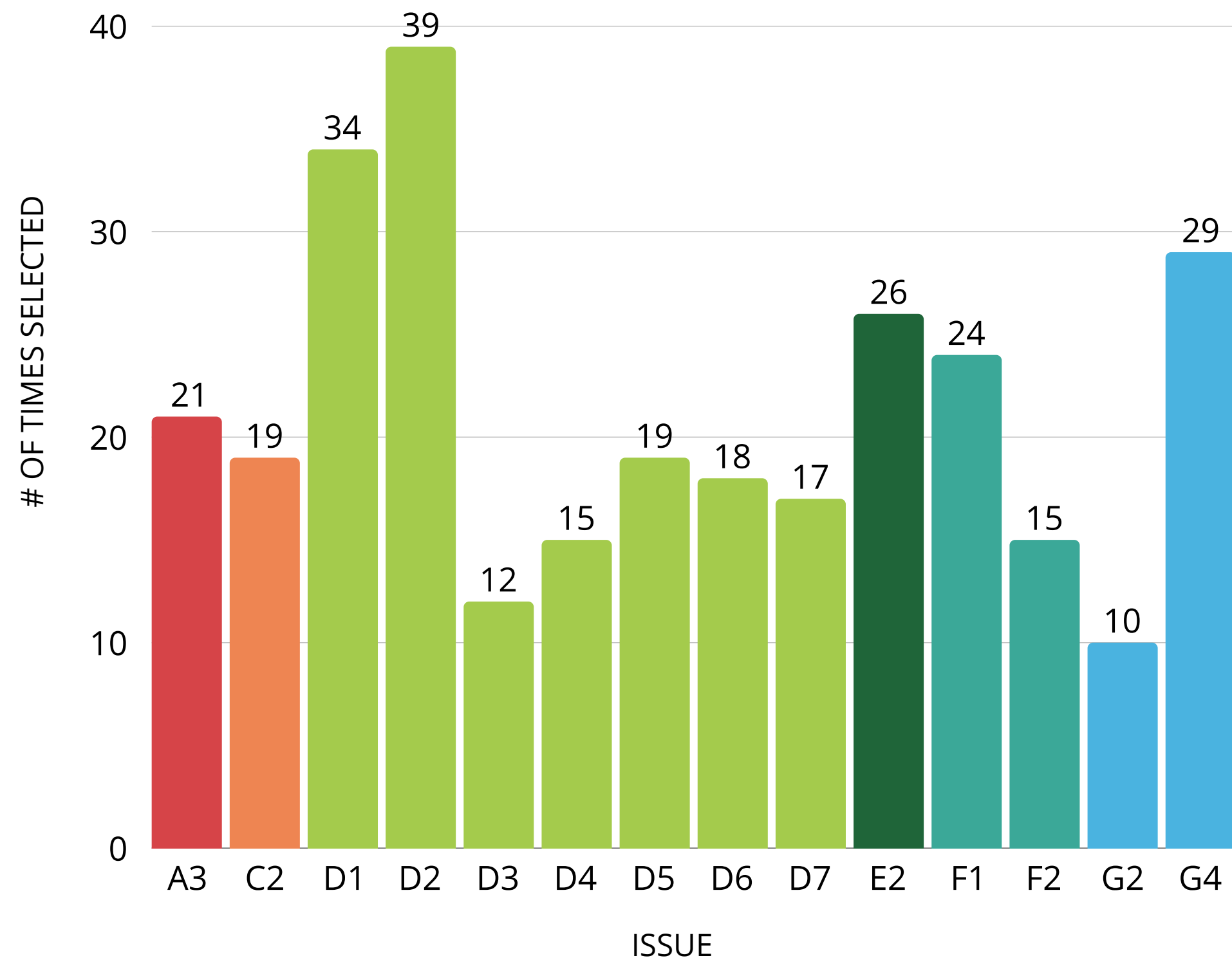
G2: Appearance is Key (Aesthetic Concerns from Residents)

G4: Lack of Tools to Enforce Owner Occupancy

GRAPH #4

WEIGHTED RANKING RESULTS

(OF CATEGORIES SELECTED AT LEAST 3 TIMES)



ISSUES

A3: Focus on Single-Family Homes

C2: Impact of Renting on Wealth Building

D1: Limited Options Between Large SF Homes & Apartments

D2: Obstacles to Middle Housing

D3: Appearance and Neighborhood Integration

D4: Housing for Seniors

D5: Lack of Affordable Options for First Time Homebuyers

D6: Housing Diversity for a Large Range of Demographics

D7: Minimal Construction of Smaller Homes

E2: Low Condominium Construction (Lack of For Sale Units)

F1: Restrictive Zoning Codes

F2: Lack of Alternative Zoning Models and Flexibility

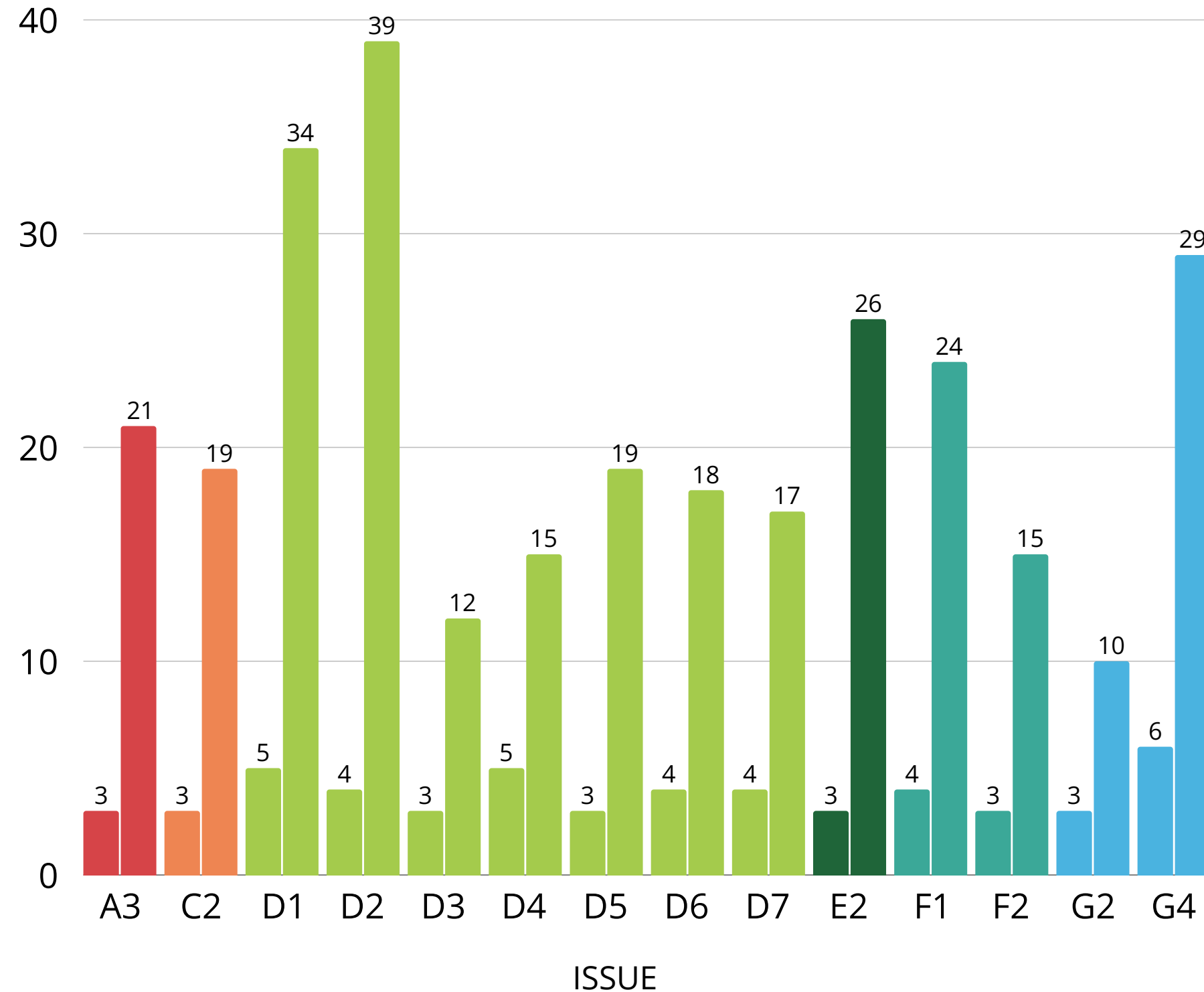
G2: Appearance is Key (Aesthetic Concerns from Residents)

G4: Lack of Tools to Enforce Owner Occupancy

GRAPH #5

SELECTIONS AND RANKINGS

(OF CATEGORIES SELECTED AT LEAST 3 TIMES)



FIRST NUMBER - # OF TIMES SELECTED
SECOND NUMBER - RANKING TOTAL

ISSUES

- A3: Focus on Single-Family Homes**
- C2: Impact of Renting on Wealth Building**
- D1: Limited Options Between Large SF Homes & Apartments**
- D2: Obstacles to Middle Housing**
- D3: Appearance and Neighborhood Integration**
- D4: Housing for Seniors**
- D5: Lack of Affordable Options for First Time Homebuyers**
- D6: Housing Diversity for a Large Range of Demographics**
- D7: Minimal Construction of Smaller Homes**
- E2: Low Condominium Construction (Lack of For Sale Units)**
- F1: Restrictive Zoning Codes**
- F2: Lack of Alternative Zoning Models and Flexibility**
- G2: Appearance is Key (Aesthetic Concerns from Residents)**
- G4: Lack of Tools to Enforce Owner Occupancy**

GRAPH #6

HOUSING AFFORDABILITY: THE PROBLEMS

Questionnaire Reference Sheet

A. Severe Housing Shortage

1. **Insufficient New Construction:** The pace of building new homes has not kept up with population growth and the formation of new households.
2. **Shrinking Household Size:** The average number of people per household is decreasing, meaning more housing units are needed for the same number of people.
3. **Focus on Single-Family Homes:** New construction often prioritizes traditional, large-lot single-family homes, neglecting other, denser housing types.
4. **Shortage of Rental Homes for Low-Income Households:** Many low income households are severely cost-burdened, spending much of their income on housing, which can lead to sacrificing necessities like healthy food and healthcare, and experiencing unstable housing situations like evictions
5. **Rapid Population and Job Growth:** Utah, including Salt Lake County, has experienced significant population and job growth, putting immense pressure on the housing market. This growth has outpaced new home construction, leading to low vacancy rates and increased prices.
6. **Short Term Rentals:** The prevalence of short-term rentals (like Airbnb or VRBOs) reduces the availability of long-term housing units for residents, exacerbating the housing shortage.

B. Soaring Housing Costs

1. **High Demand vs. Low Supply:** Intense buyer competition for a limited number of available homes drives up sales prices.
2. **Rising Land Values:** The cost of land is a primary driver in the overall price of a home, making it difficult to build affordable housing.
3. **Limited "Luxury" Housing Driving Up Costs for All:** Many new developments are branded as "luxury", and there is a perception that developers are focusing only on these higher-end units, rather than truly affordable options. This can contribute to a shortage of affordable housing across the board.

HOUSING AFFORDABILITY: THE PROBLEMS

Questionnaire Reference Sheet

4. **Home Size Increasing:** Home cost increases with home size, home sizes have been increasing from prior decades.

C. The Widening Gap Between Income and Housing Costs

1. **Stagnant Wages:** Wages for many have not grown at the same rate as housing prices, leading to a significant affordability gap.
2. **Impact of Renting on Wealth Building:** When a large portion of income goes to housing, it limits the ability of individuals and families, especially younger generations, to save, invest, and build long-term wealth.
3. **Disproportionate Housing Costs Negatively Impact Quality of Life:** High housing costs relative to income diminish overall quality of life, as less money is available for healthcare, food, transportation, and recreation.

D. Limited Housing Stock Variety

1. **Limited Options Between Large SF Homes and Apartments:** The housing market is dominated by two extremes, large single-family homes on one end and large apartment complexes on the other, with few options in between.
2. **Obstacles to Middle Housing:** The development of "middle housing" (e.g., duplexes, townhomes, cottage courts) isn't happening.
3. **Appearance and Neighborhood Integration:** A key challenge is designing and integrating denser housing options into established single-family neighborhoods in a way that is visually appealing and maintains neighborhood character.
4. **Housing for Seniors:** Seniors are often required to leave their neighborhood and/or community when they can no longer care for their family home, as there are limited existing housing options oriented towards this demographic in most neighborhoods.
5. **Lack of Affordable Options for First Time Homebuyers:** Without established equity first time homebuyers often lack the capital to break into the housing market.
6. **Housing Diversity for a Wide Range of Demographics:** Different demographics have different needs and desires. Housing and lifestyle opportunities for a broad range of demographic groups should be available.

HOUSING AFFORDABILITY: THE PROBLEMS

Questionnaire Reference Sheet

7. **Minimal Construction of Smaller Homes:** Smaller homes by their nature require smaller lots and result in a lower cost product for the end buyer.

E. Declining Homeownership Rates

1. **Creates Barriers to Financial Independence:** High costs are making it difficult for younger generations to become financially independent and enter the homeownership market.
2. **Low Condominium Construction (Lack of For Sale Units):** Condominium construction is at historic lows, both nationally and in Utah, with new construction largely focused on renter-occupied rather than owner-occupied condos. This limits a potentially more affordable homeownership option. Condominium developers face the obstacles of pre-sale requirements, holding costs, and higher costs for condo customization and parking options.

F. Zoning and Land Use Regulations

1. **Restrictive Zoning Codes:** Many municipal zoning ordinances are outdated and make it difficult to build anything other than single-family homes in large parts of a city. Existing codes are often especially restrictive regarding density.
2. **Lack of Alternative Zoning Models and flexibility:** Other solutions being considered include implementing overlay zones or form-based codes to provide more flexibility and encourage desired development types like ADUs.
3. **Time Required for Processing Applications and Permits:** Approval processes for Cities can be burdensome taking extended amounts of time, which ultimately results in a housing development becoming more expensive to the end purchaser.
4. **Parking Requirements:** Mandating a specific number of off-street parking spaces per unit adds significant expense to a housing project. Surface parking lots consume large amounts of land that could otherwise be used for more housing units or green space. Parking requirements can dictate the layout and design of a building, often leading to less pedestrian-friendly and aesthetically pleasing developments.
5. **High Permit/Impact Fees:** These fees are built into housing costs. A reduction or waiver of fees incurred at the city stage could incentivize desired housing projects.

HOUSING AFFORDABILITY: THE PROBLEMS

Questionnaire Reference Sheet

G. Neighborhood and Community Opposition

1. **Community Disconnect Between Perception vs. Reality:** There is often a significant disconnect between what the public says it wants (more housing options) and what elected officials believe their constituents will accept, with community opposition being perceived as the biggest obstacle.
2. **Appearance is Key (Aesthetic Concerns from Residents):** Opposition is often rooted in aesthetic concerns; residents want new development to look and feel like the existing neighborhood and are particularly resistant to apartments.
3. **Fear of Change:** Opposition stems from concerns about increased traffic, strained public services, and changes to the established character of a neighborhood.
4. **Lack of Tools to Enforce Owner Occupancy:** Owner occupied units are often preferred by existing residents.

H. Rising Construction and Land Costs

1. **Land Cost:** The high cost of land is a critical factor that makes it difficult to produce homes that are priced "under market."
2. **Building Material Price Volatility:** Fluctuations in the cost of essential building materials can make projects more expensive and financially risky.
3. **Labor Shortages:** A lack of skilled construction workers drives up labor costs and can delay project timelines.
4. **Gap Between Construction Costs and Affordable Rents:** Rent levels restricted to affordable levels (60-80% AMI) are too low to cover market-rate development costs.

I. Financing, Funding, and Insurance (Developers and/or buyers)

1. **Difficult Financing:** Lenders can be hesitant to provide mortgages for units in certain condominium projects, making it harder for builders and/or buyers to secure a loan.
2. **Rising Insurance Premiums:** Increasing insurance costs for all housing types and particularly for condominiums are passed on to owners through higher monthly fees, reducing affordability.

HOUSING AFFORDABILITY: THE PROBLEMS

Questionnaire Reference Sheet

3. **High Interest Rates:** Pose a challenge for potential homebuyers, as they increase the monthly mortgage payments and the income needed to afford a home.
4. **Lack of Housing Assistance:** While federal housing assistance programs exist for very low-income households, they lack sufficient funding to cover all those who qualify and don't account for low- or moderate-income households.
5. **Competition from Cash Buyers:** Individuals needing a mortgage are often outbid by all-cash buyers, who can close transactions more quickly and with fewer contingencies.
6. **Developer ROI Through Rental Income and Property Appreciation is too Low:** Without additional subsidies profit margins are too small to attract equity investors.
7. **Debt Capacity for New Projects:** Affordable Rental Housing often Results in Lower Available Debt Capacity for New Projects. This often means gap financing is required.
8. **Higher Per Unit Development Costs for Smaller Housing Projects:** Often smaller or infill projects (fourplexes, triplexes, ADU's, etc.) are difficult to finance because per unit transaction costs are disproportionately high and these projects don't benefit from economies of scale.

J. Aging Housing Stock

1. **High Concentration of Older Homes:** In Sandy, the vast majority of homes were built between 1970 - 2000.
2. **Deferred Maintenance and Repair Costs for Older Homes:** Older homes may require significant investments in updates and repairs (e.g., new roofs, plumbing, electrical systems), adding to the total cost of ownership.
3. **Energy Inefficiency:** Older homes are often less energy-efficient, leading to higher utility bills for residents.
4. **Aging Subsidized Senior Housing Stock:** Utah faces the potential loss of a significant portion of its federally subsidized rental units for low-income seniors in the coming years due to expiring subsidies, which could further worsen affordable housing options for this demographic.

HOUSING AFFORDABILITY: THE PROBLEMS

Questionnaire Reference Sheet

K. Transportation

1. **Public Transportation Access:** Housing in areas with poor transit access can create challenges for low-income residents, who rely on public transportation to reach jobs, schools, and essential services. Without reliable transit, these developments limit opportunity and reduce overall affordability.

10/14/2025

HOUSING WORKSHOP #4

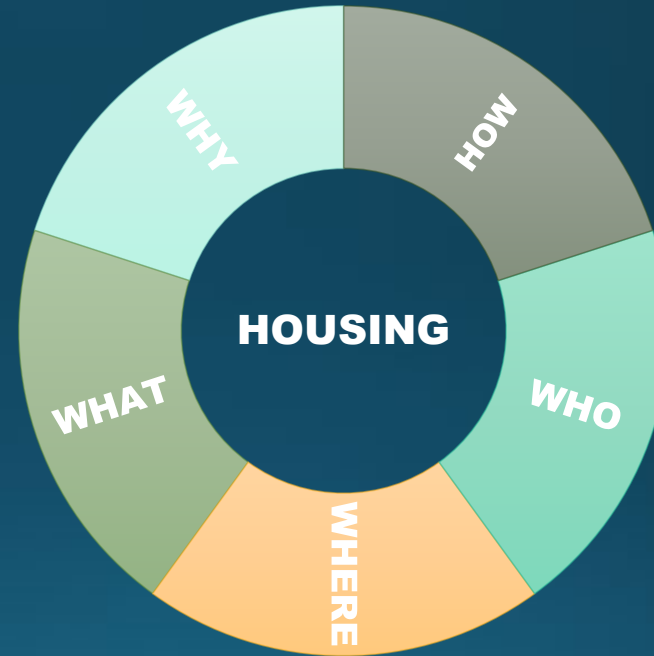
Draft Vision Statement

To ensure continued sustainability and to maintain the character of our city :

Our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.

Discussion Framework

- Why
- **What**
- **Where**
- Who
- How

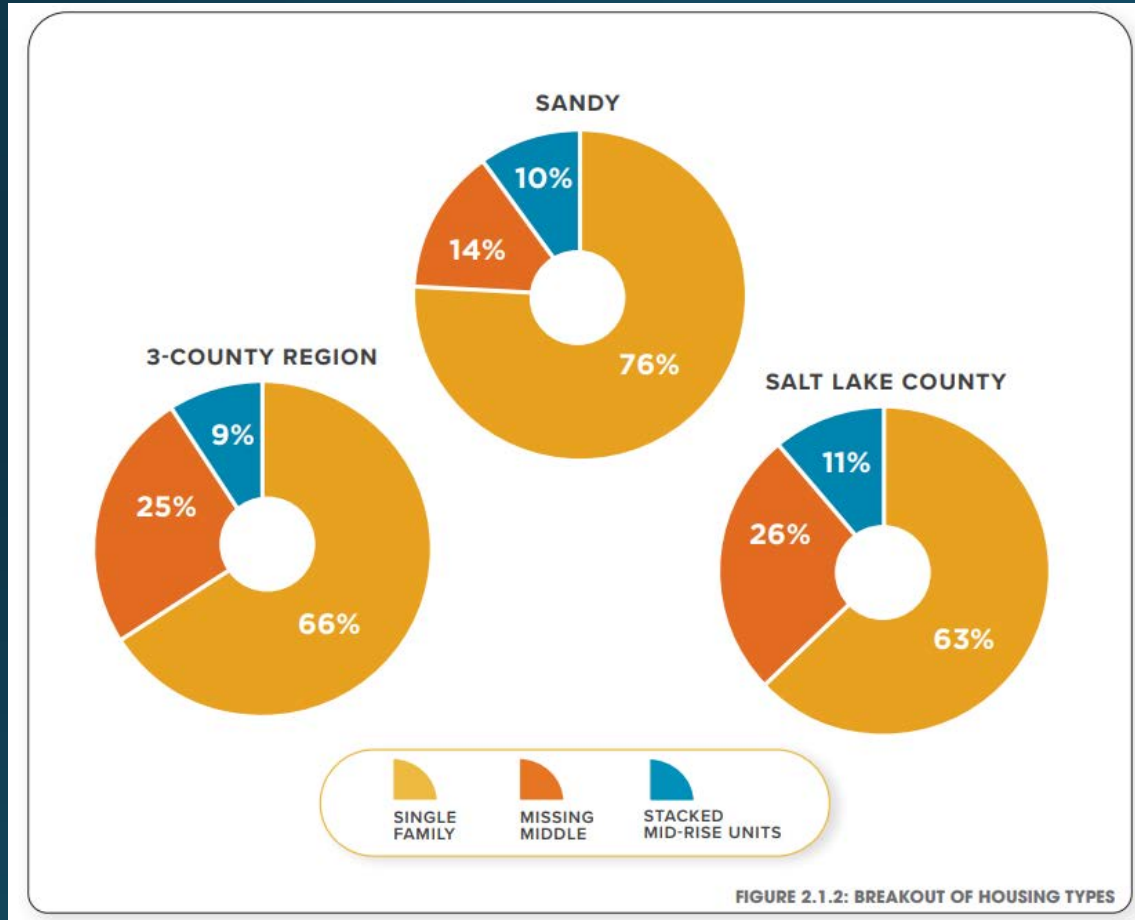


“What” relative to “Where”

Draft Vision Statement

To ensure continued sustainability and to maintain the character of our city :

Our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.



“What” A larger variety of housing and more of it

“Residents recognize that the primarily single-family housing in Sandy has become increasingly difficult for new families to afford. This is a challenge for Sandy’s neighborhoods as the original homeowners look to downsize or move, and their own children cannot afford to live in the community. The plan identifies areas and strategies to add missing-middle housing types that can be attainable for new families.”

(Pace of Progress, pg. T9)

Missing Middle Housing



Housing Types (“What”)

- Detached Accessory Structure
- Small-lot Single-family
- Twin Home (Duplex)
- Mansion-Style Home
- Townhome
- Small Mid-Rise Building



Housing Type: Detached Accessory Dwelling Units



Density: 4-8

Units/Building: 1

Stories: 1 (possibly over garage)

GP Application: Integration in existing areas

Considerations:

- Maintain neighborhood character
- Income (affordability) for homeowner
- Control for impacts (setbacks, height, parking, etc.)
- State likely to mandate next year

Housing Type: Small-Lot Single Family



Density: 6-10 units/acre

Units/Building: 1

Stories: 2

GP Application: transition to higher density, neighborhood edges, neighborhood infill/redev?

Considerations:

- 3,000 to 5,000 sf lot sizes
- Detached single-family
- Occurring in limited situations (HS, RCO)
- Controls (size, garage, etc.) to maintain affordability?

Housing Type: Twin Home/Duplex



Density: 6-10 units/acre

Units/Building: 2

GP Application: transition to higher density, neighborhood edges, neighborhood infill/redev?



Considerations:

- Twin home (2 units, 2 lots) vs. duplex (2 units, 1 lot)
- Duplex currently allowed (owner occupied, SF character)
- Stacked or side-by-side
- Neighborhood scale
- Both units owned, one unit owned, both units rented?

Housing Type: Mansion-Style Home



Density: 6-12 units/acre

Units/Building: 3-4

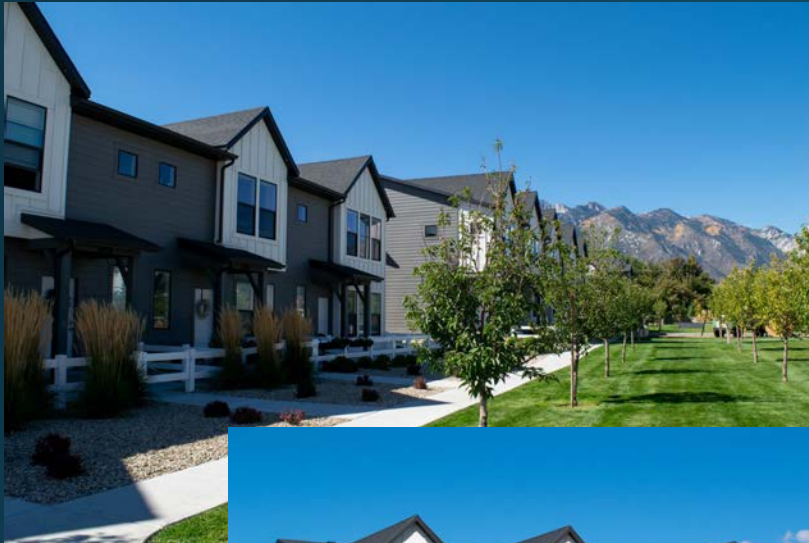
Stories: 2-3

GP Application: transition to higher density, neighborhood edges, neighborhood infill/redev?

Considerations:

- Could be apartments or condos
- SF neighborhood characteristics
- Could be built in RM or PUD Zones

Housing Type: Townhome



Density: 8-14 units/acre
Units/Building: 3-6
Stories: 2-3

GP Application: transition to higher density or commercial, neighborhood edges

Considerations:

- Often a for-sale product, more rentals lately
- Row-house, courtyard, live/work
- Units being built in RM and PUD Zones

Housing Type: Small Mid-Rise Building



Density: 14-40 units/acre

Units/Building: 8+

Stories: 3-6

GP Application: Neighborhood edges,
Neighborhood Activity Centers, Station Areas

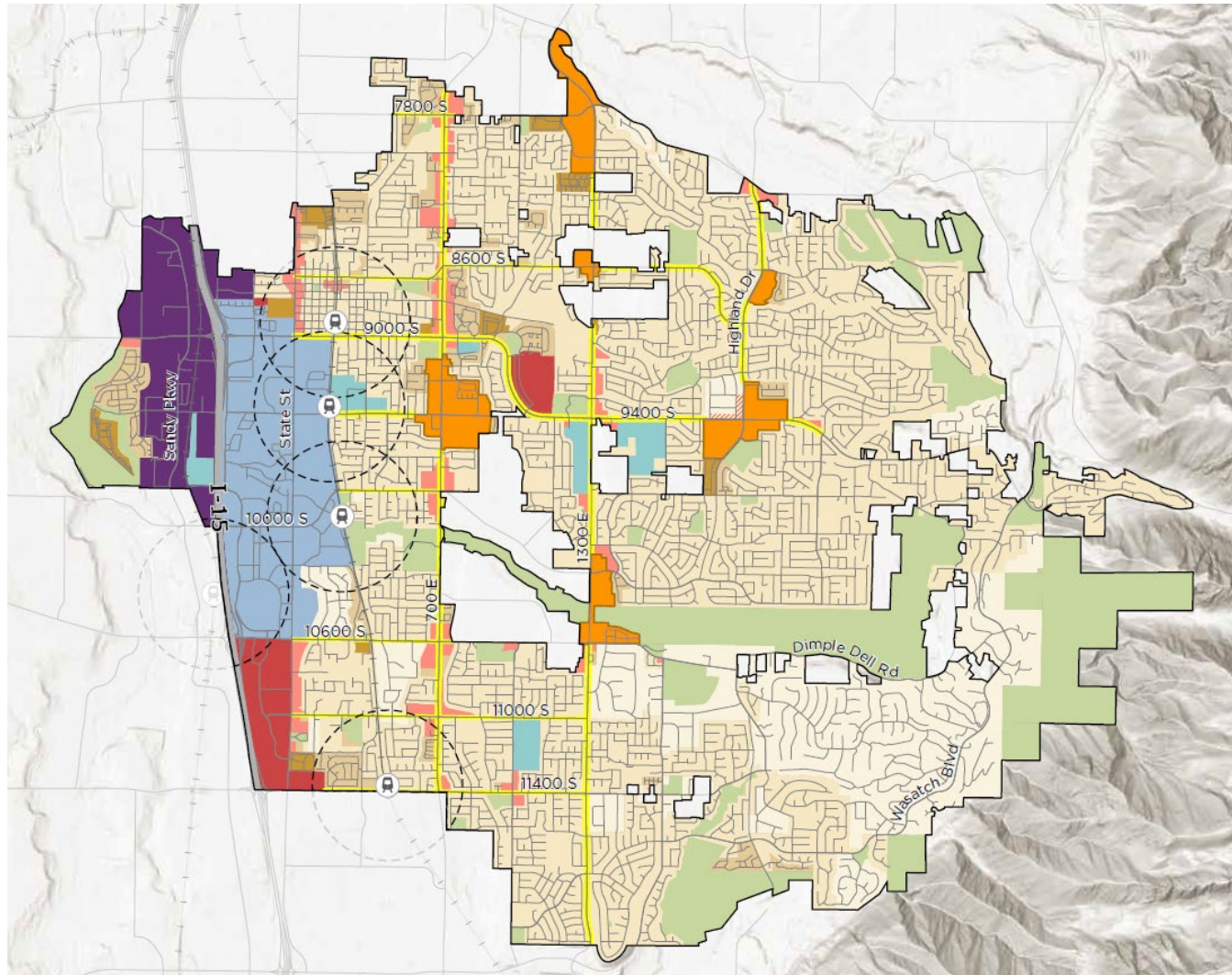
Considerations:

- Stacked apartments or condos
- Mixed-use: vertical or horizontal
- Potential for ground-floor commercial
- Adequate transitioning/buffering

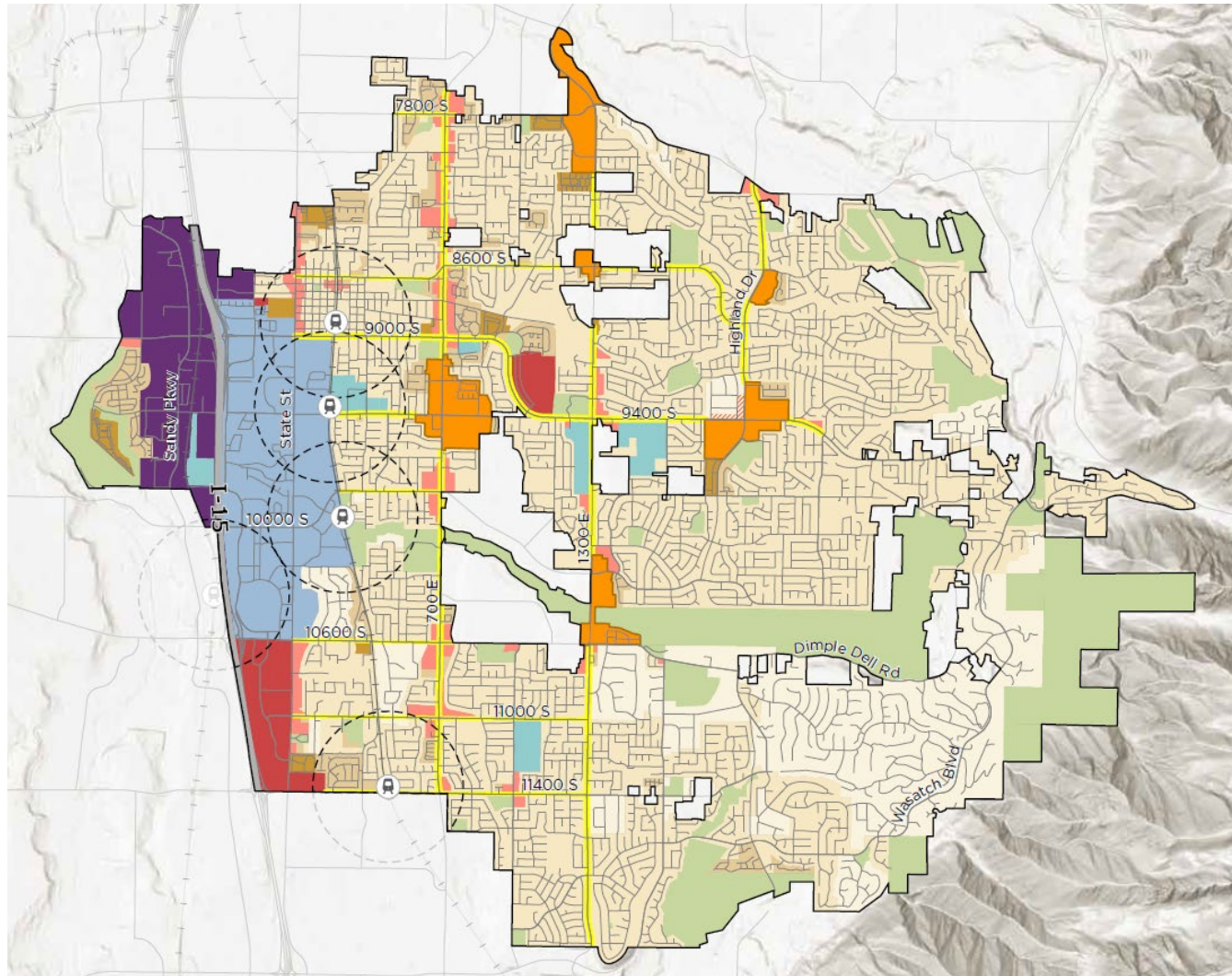
Housing Types (“What”)

- Detached Accessory Structure
- Small-lot Single-family
- Twin Home (Duplex)
- Mansion-Style Home
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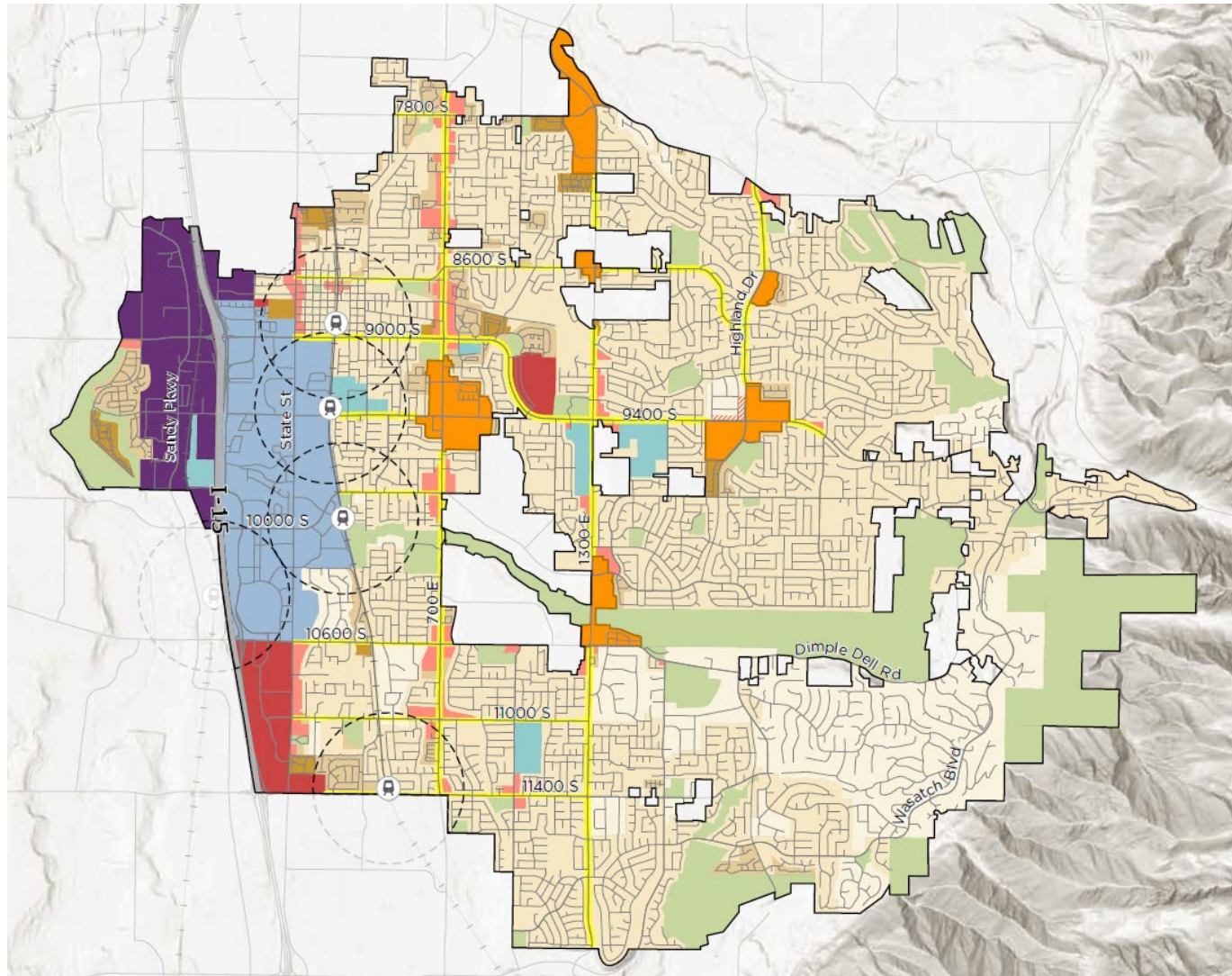


“Where” Future Land Use Map



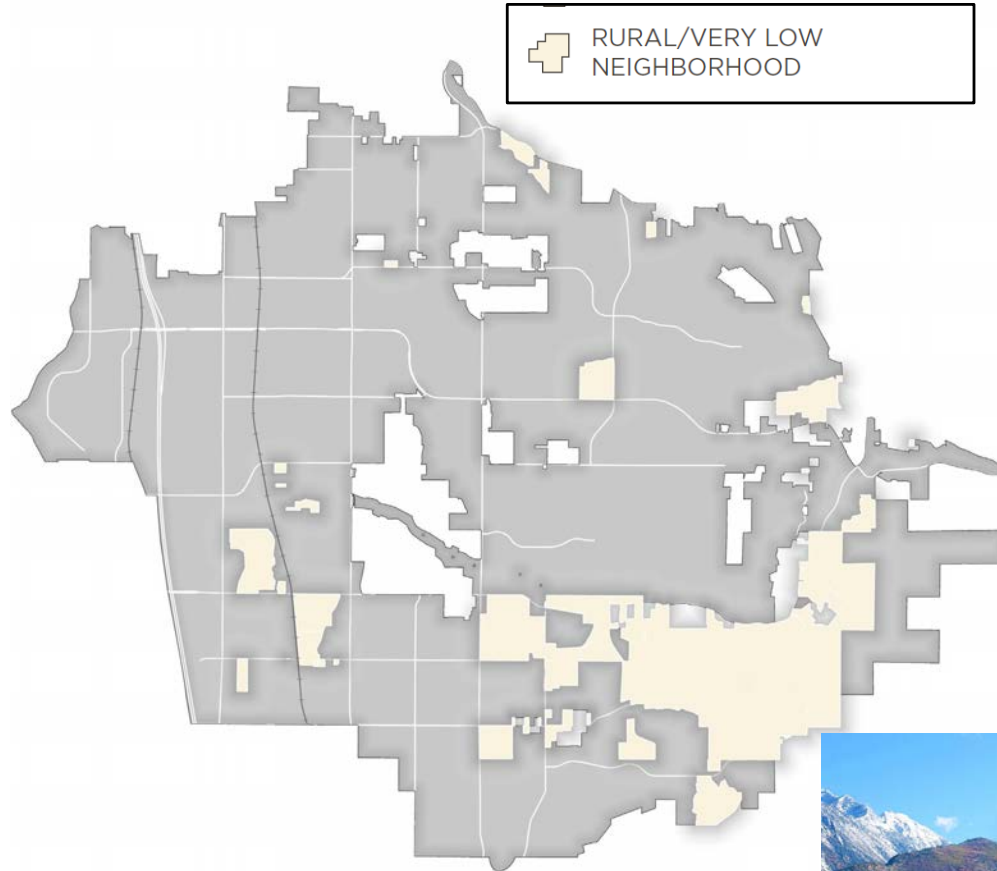
“Where” Future Land Use Map

- Neighborhoods
- Corridors
- Centers
- Cairns



“Where” Future Land Use Map

- Neighborhoods
 - Rural/Very Low
 - Low
 - Medium
- Corridors
- Centers
 - NAC
 - SAP
- Cairns

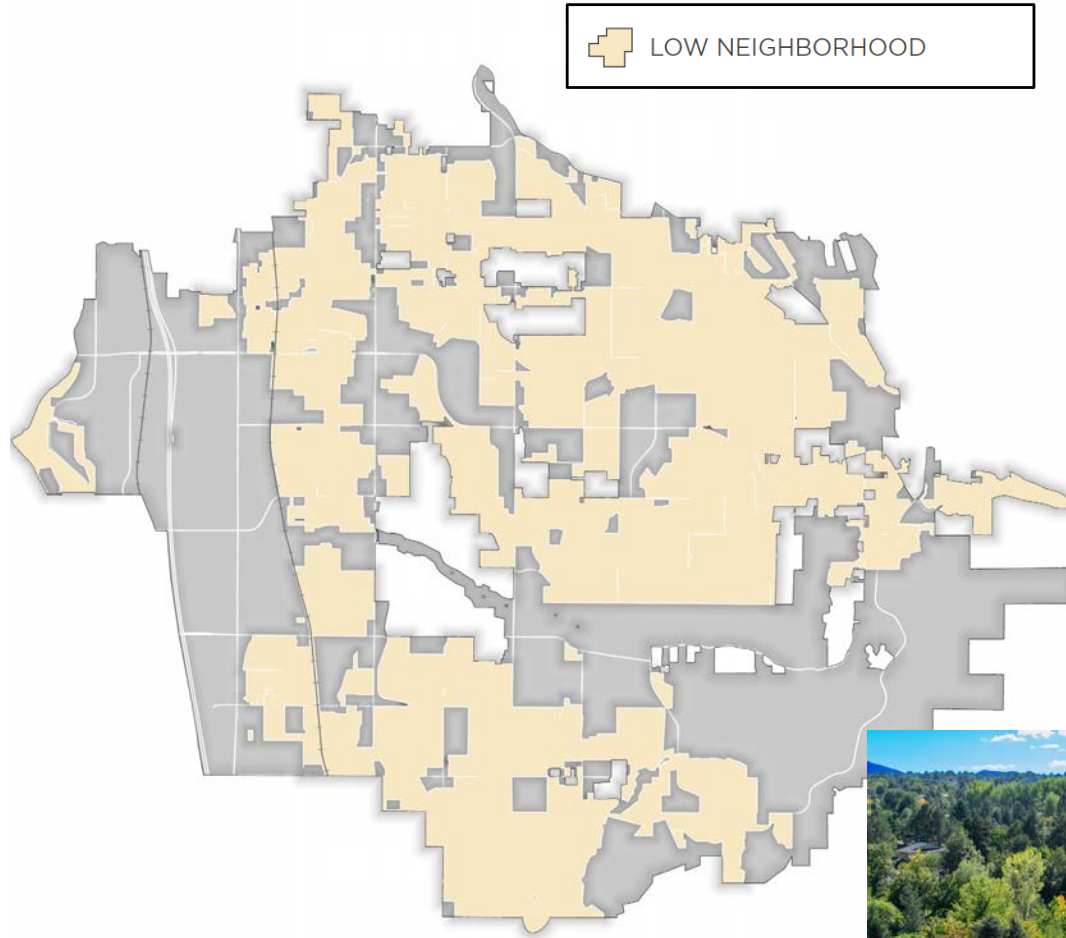


Location Type: Neighborhoods- Rural/Very Low

"Rural/low-density neighborhoods (RLN) primarily comprise of single-family homes dispersed on larger lots that may have rights for farm animals. Maintaining a density of less than three units per acre ensures that the agricultural and animal-keeping capabilities of RLN areas continue to thrive. Additionally, large lots are ideal for areas with geographical challenges, such as steep slopes, where much of the land is undevelopable."



Density: Up to 3 DUA

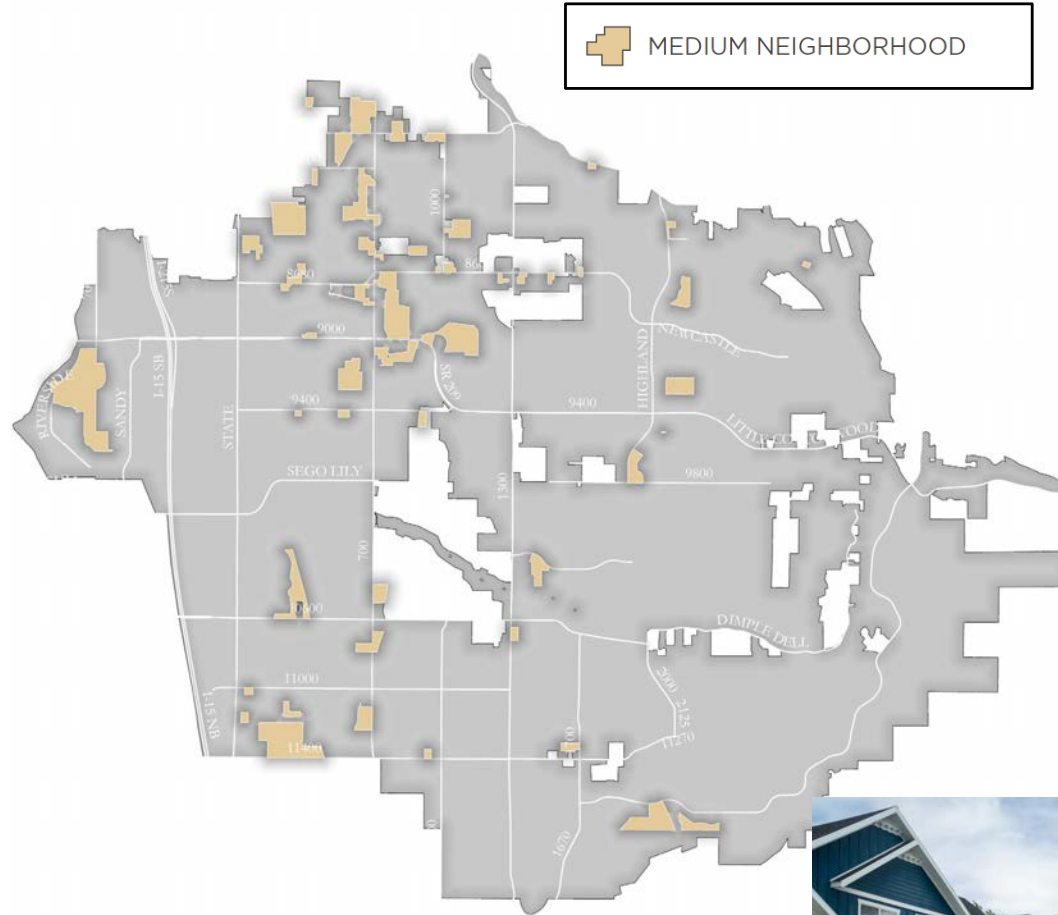


Location Type: Neighborhoods-Low

"The Low-Density (LN) category consists primarily of single-family residential areas focused on sustaining a high quality of life through well-maintained infrastructure, housing, open space, schools, and limited non-commercial service/institutional uses."



Density: up to 6 DUA

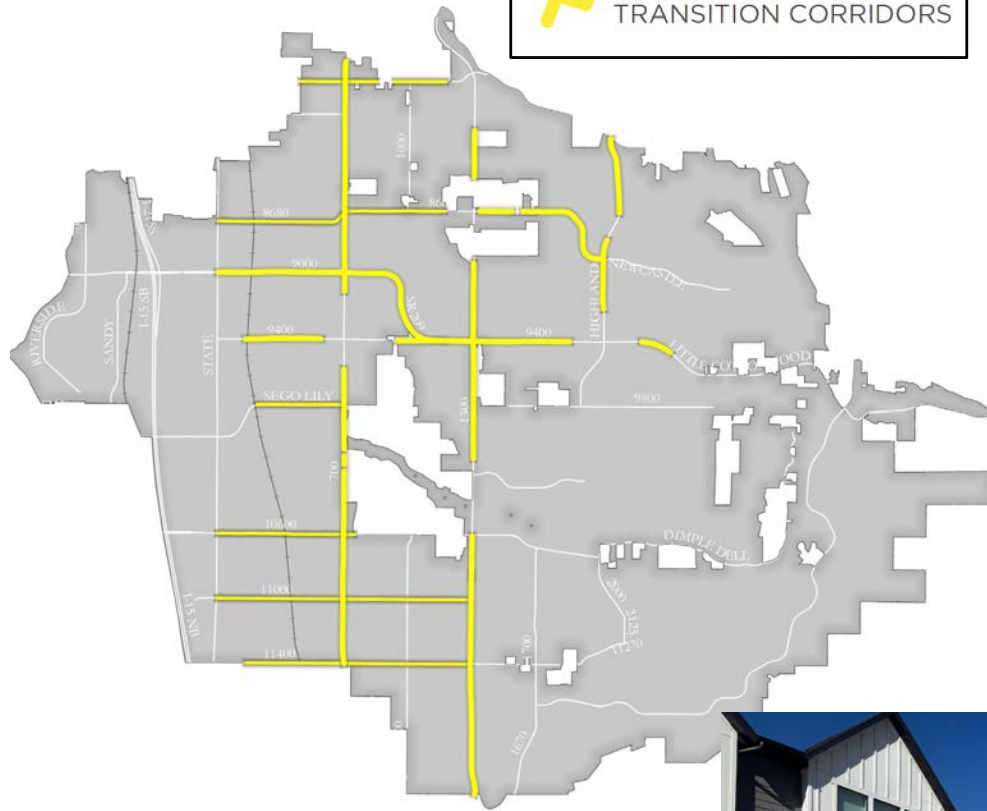


Location Type: Neighborhoods- Medium

"Medium-density neighborhoods (MN) comprise of multiple housing options, ranging from detached single-family homes to three-story multifamily units. This type of future land use aims to enhance the quality of life by providing 'missing middle' housing options that cater to the multi-generation qualities of Sandy populous. Accessible housing options support stability for seniors and young families, foster community cohesion, and increase resident access to commercial and public amenities."



Density: Up to 12 DUA

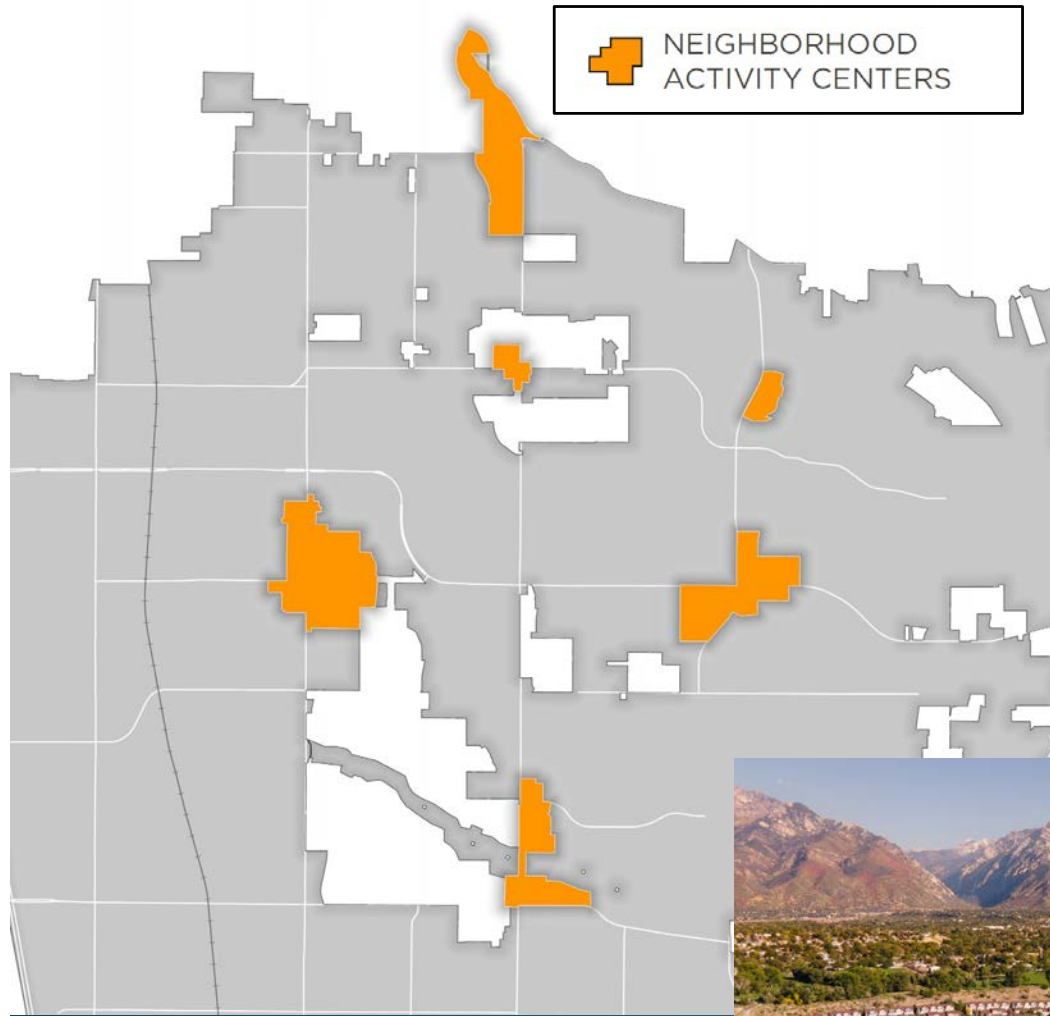


Location Type: Corridors

"(This) category applies to development along major streets in Sandy. The purpose of these transition corridors is the buffer stable neighborhoods from commercial and high-volume traffic to protect neighborhood character. Development along these corridors currently contain commerce uses, but also have single family housing. Development in these corridors is expected to retain the existing commerce, but to also bring in some missing middle housing types and reducing the amount of driveways along these routes for improved traffic circulation. "



Density: Up to 16 DUA

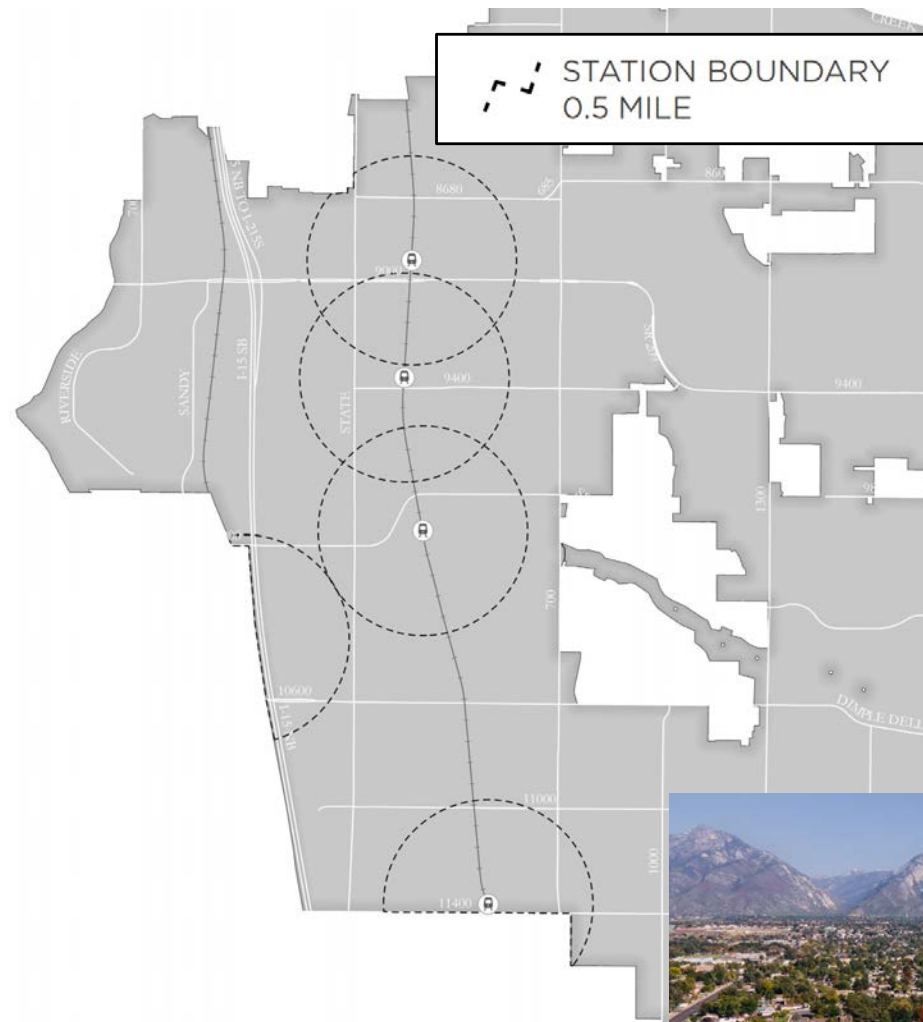


Location Type: Centers-NAC

"With the addition of diversified housing, placemaking, gathering spaces, better connections and expanded services, the commercial center is transformed into a place that is the heart of that community. Vibrant commercial districts serve as focal points for communities, providing spaces for social interaction, cultural events, and community gatherings. Revitalizing these areas can enhance community pride and cohesion, fostering a sense of belonging and identity among residents."



Density: Up to 12-45
(each center has a different cap)



Location Type: Centers-SAP

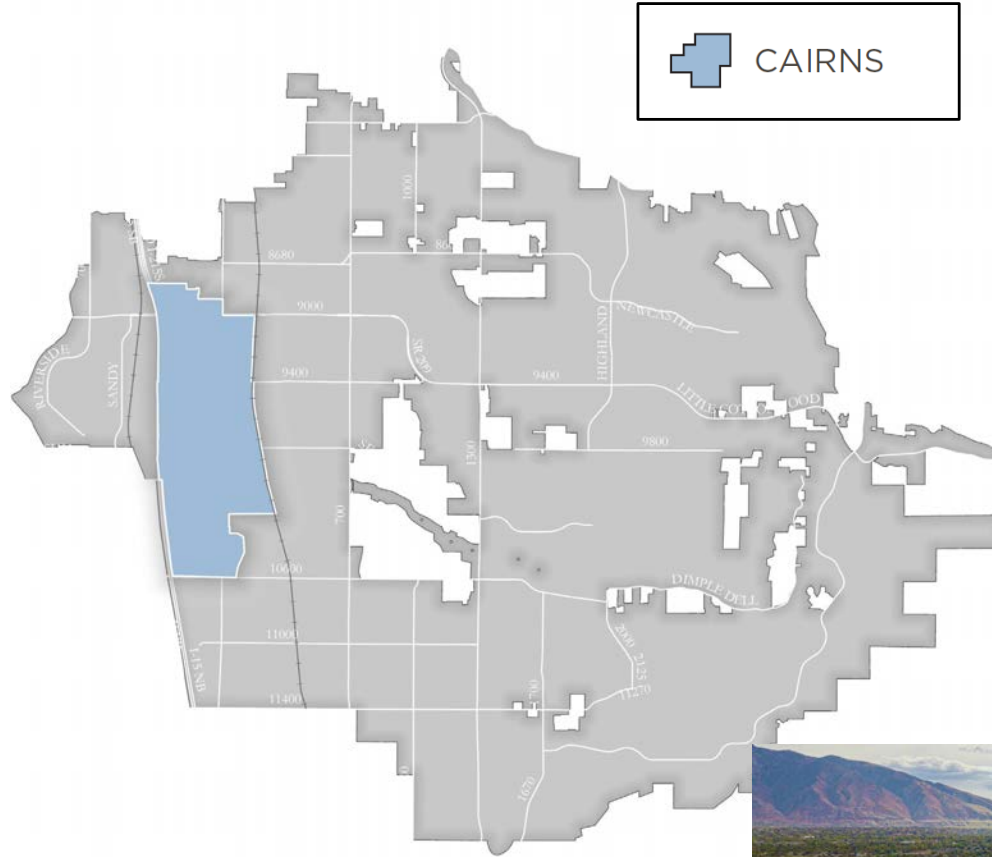
"According to HB462, a well-executed SAP lays the foundation to:

- Increase the availability and affordability of housing, including moderate-income housing*
- Promote sustainable environmental conditions*
- Enhance access to opportunities*
- Increase transportation choices and connections"*



Density:

Up to 16 DUA (outside Cairns),
50+ (Cairns)



Location Type: Cairns

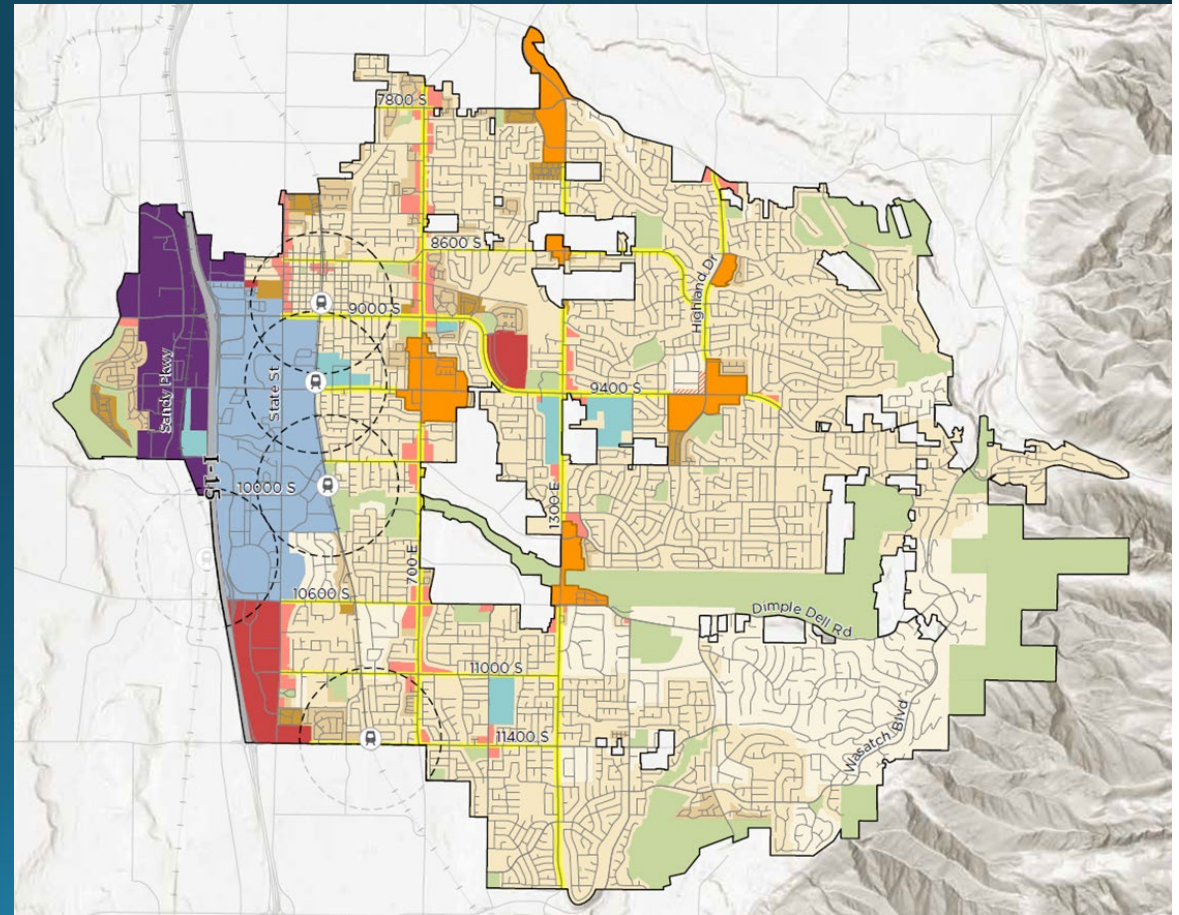
"The Cairns Center serves as Sandy City's downtown. The vision for The Cairns is to create a vibrant city center that provides a unique experience, different from any other city. Sandy's close proximity to the mountains will give The Cairns a "resort-city" feel, with retail, transit, and housing to match."



Density: 50+

Location Types (“Where”)

- Neighborhoods
 - Rural/Very Low
 - Low
 - Medium
- Corridors
- Centers
 - NAC
 - SAP
- Cairns



“What” relative to “Where”

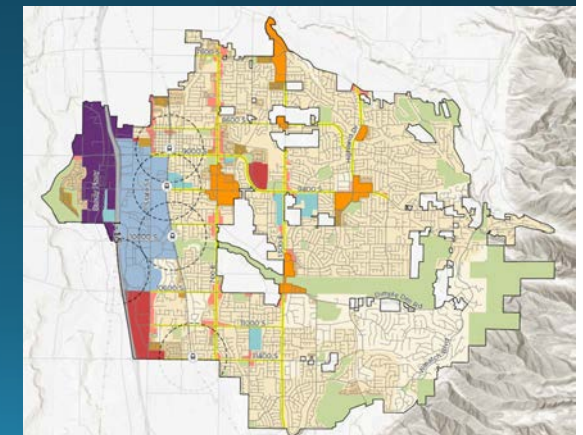
Housing Types

- Detached Accessory Structure
- Small-lot Single-family
- Twin Home (Duplex)
- Mansion-Style Home
- Townhome
- Small Mid-Rise Building



Location Types

- Neighborhoods
 - Rural/Very Low
 - Low
 - Medium
- Corridors
- Centers
 - NAC
 - SAP
- Cairns



What Now?

We'd like your individual and anonymous input. Staff has produced a quick quiz. We'd like each elected official to fill it out.

Once everyone has completed the quiz, we'll pull up the results and discuss them.

You'll find a link to the quiz in your email inbox OR you can scan the QR code on the table in front of you.

Housing Workshop Four

When you submit this form, it will not automatically collect your details like name and email address unless you provide it yourself.

* Required

1

Which of the following "Missing Middle" housing types do you believe are the best fit for the Cairns? *



Detached Accessory Dwelling Unit



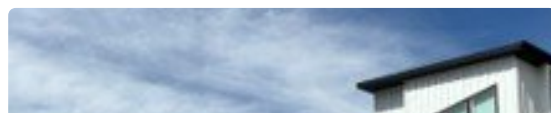
Small-Lot Single Family



Twin Home / Duplex



"Mansion-Style" Multi Unit Home



3/5/26, 4:54 PM

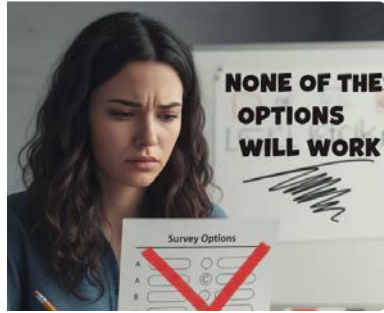
Housing Workshop Four



Townhome



Small Mid-Rise Building



None of the above

Other

2

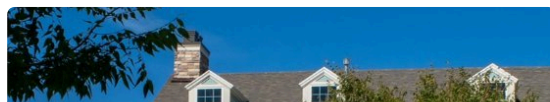
Which of the following "Missing Middle" housing types do you believe are the best fit for **Station Area Planned Centers?** *



Detached Accessory Dwelling Unit



Small-Lot Single Family



3/5/26, 4:54 PM



Twin Home / Duplex

Housing Workshop Four



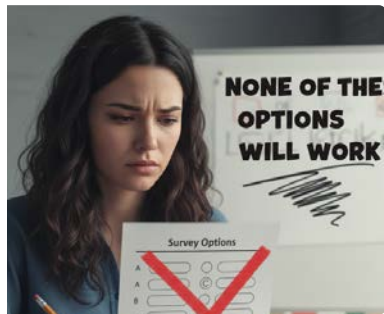
"Mansion-Style" Multi Unit Home



Townhome



Small Mid-Rise Building



None of the above

Other

3

Which of the following "Missing Middle" housing types do you believe are the best fit for **Neighborhood Activity Centers**? *



3/5/26, 4:54 PM

Housing Workshop Four



Detached Accessory Dwelling Unit



Small-Lot Single Family



Twin Home / Duplex



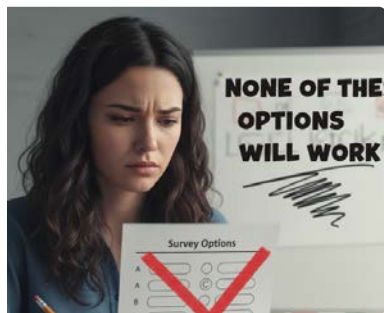
"Mansion-Style" Multi Unit Home



Townhome



Small Mid-Rise Building



None of the above

Other

4

Which of the following "Missing Middle" housing types do you believe are the best fit for **Corridors**? *



Detached Accessory Dwelling Unit



Small-Lot Single Family



Twin Home / Duplex



"Mansion-Style" Multi Unit Home



Townhome



Small Mid-Rise Building





None of the above

Other

5

Which of the following "Missing Middle" housing types do you believe are the best fit for **Medium-Density Neighborhoods?** *



Detached Accessory Dwelling Unit



Small-Lot Single Family



Twin Home / Duplex



"Mansion-Style" Multi Unit Home

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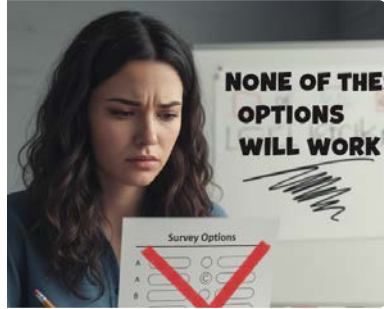
Housing Workshop Four



Townhome



Small Mid-Rise Building



None of the above

Other

6

Which of the following "Missing Middle" housing types do you believe are the best fit for **Low-Density Neighborhoods?** *



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Housing Workshop Four



Twin Home / Duplex



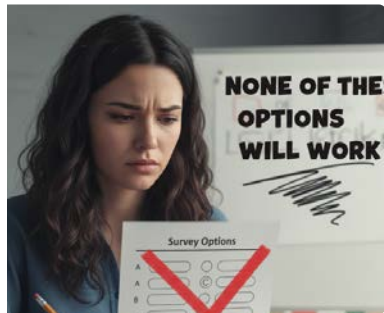
"Mansion-Style" Multi Unit Home



Townhome



Small Mid-Rise Building



None of the above

Other

7

Which of the following "Missing Middle" housing types do you believe are the best fit for **Rural/Very Low-Density Neighborhoods?** *



Detached Accessory Dwelling Unit



Small-Lot Single Family



Twin Home / Duplex



"Mansion-Style" Multi Unit Home



Townhome



Small Mid-Rise Building





None of the above

Other

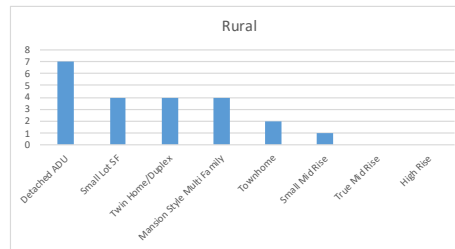
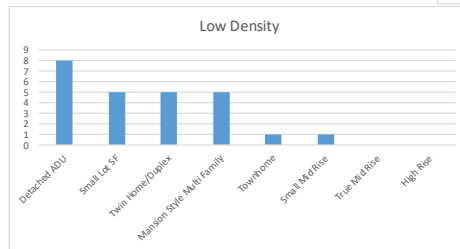
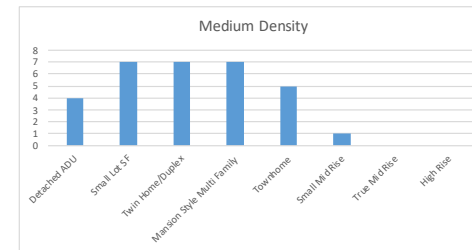
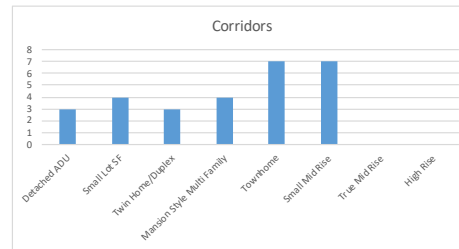
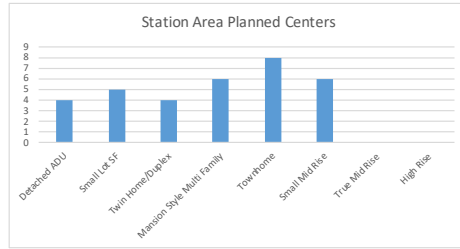
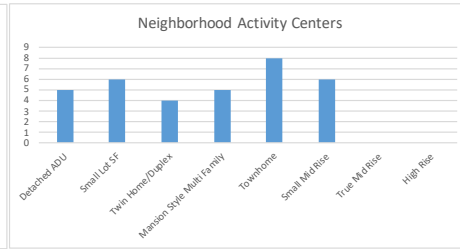
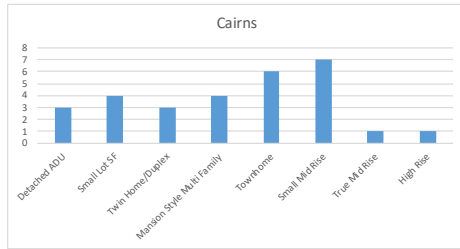
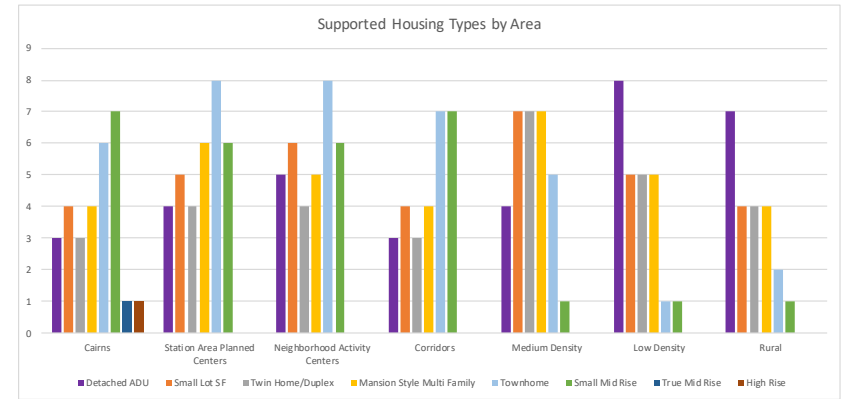
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	Cairns	Station Area Planned Centers	Neighborhood Activity Centers	Corridors	Medium Density	Low Density	Rural
Detached ADU	3	4	5	3	4	8	7
Small Lot SF	4	5	6	4	7	5	4
Twin Home/Duplex	3	4	4	3	7	5	4
Mansion Style Multi Family	4	6	5	4	7	5	4
Townhome	6	8	8	7	5	1	2
Small Mid Rise	7	6	6	7	1	1	1
True Mid Rise	1	0	0	0	0	0	0
High Rise	1	0	0	0	0	0	0



MEMORANDUM

UPDATED

November 18, 2025

To: The City Council and Mayor

From: Housing Workshop Planning Group Staff (Dustin Fratto, Shane Pace, Lynn Pace, James Sorensen, Kasey Dunlavy, Justin Sorenson, Rob Sant, and Jake Warner)

Subject: Building Our Future – A Community Housing Workshop Series (Workshop Five)

I. Executive Summary

Our community is at a critical juncture regarding housing. Addressing the diverse and evolving housing needs of our residents is paramount to fostering sustainable growth, economic vitality, and overall quality of life. This memo outlines a series of five focused workshops designed to allow the council and mayor to collaboratively identify, prioritize, and strategize solutions for our housing challenges. By engaging internal stakeholders and leveraging expert insights, we aim to develop a robust, actionable plan that will guide our efforts in creating more affordable and accessible housing options for everyone in our community.

II. The Imperative for Action: Why Now?

The demand for diverse housing options in our community continues to outpace supply, leading to increasing affordability concerns, impacting workforce recruitment, and potentially hindering our long-term economic development.

While we have foundational elements within our existing General Plan, a dedicated and systematic approach is needed to translate these into tangible “Sandy specific” solutions. This workshop series is intended to provide the structured environment necessary to move from recognizing challenges to implementing effective strategies.

III. Workshop Series Goals and Objectives

The overarching goal of this workshop series is to develop an actionable and Sandy specific housing strategy. Each workshop builds upon the previous one, culminating in concrete recommendations for legislative and administrative action.

Specific Objectives:

1. **Gain a Shared Understanding (Workshops 1-2):** Establish a common baseline understanding of our community's housing landscape, including current needs, projected demands, and the range of affordability challenges.
2. **Prioritize Key Concerns (Workshop 3):** Identify and prioritize the most critical housing issues that demand immediate and strategic attention, reflecting the diverse needs of our population. Draft a vision to tackle these issues.
3. **Identify Effective Tools and Tactics (Workshop 4):** Explore and evaluate a wide array of planning, regulatory, financial, and partnership tools available to address the identified issues. Identify missing housing types, where they belong, and under what conditions.
4. **Identify Effective Tools and Tactics (Workshop 5)** Consider solutions and formulate the basis for specific, implementable tactics and define the necessary legislative and administrative actions required to deploy the chosen tools. Answer questions surrounding how to best implement our vision, including a shared understanding of which conditions and incentives are appropriate for missing middle housing in Sandy.

IV. Workshop Structure and the Consensus Building Process

This series will consist of five distinct, yet interconnected, workshops. Each workshop is designed to build on the findings of the previous one, ensuring a progressive and comprehensive approach.

We've taken a consensus building approach in this series. While our approach isn't fast it allows for a deliberate, multi-stage process designed to move from a broad understanding of the housing landscape → to a specific, shared vision for our community → to consensus around what's missing and where it's missing from → to the formulation of a clear and actionable plan to move forward.

Workshop 1 and 2: Where are we now? (These Workshops were held on July 1, 2025, and July 22, 2025)

- **Accomplishments:** We began the series by inviting subject matter experts to help us develop a consensus on the nature and scope of the housing issues we face. Presenters included state-level advisors, researchers, developers, and regional

planning directors who provided data and diverse perspectives on housing in Utah and Sandy City. The purpose of these initial workshops was primarily educational, creating a shared baseline understanding of existing conditions, challenges, and opportunities. **During the first two workshops we developed a consensus and shared understanding surrounding the housing issues that we're facing as a city.**

Workshop 3: Prioritizing the Issues (This Workshop was held on September 2, 2025)

- **Accomplishments:** In this workshop, we transitioned from understanding the issues to prioritizing them. Staff compiled approximately 50 distinct issues identified during the first two workshops into a questionnaire for the Council and Mayor. Each elected official individually selected and prioritized the 10 issues they felt were most critical for Sandy to address. **Using these individual priorities as a starting point, we worked collaboratively to build consensus around a shared Draft Housing Vision Statement, which reads:**

To ensure continued sustainability and to maintain the character of our city – Our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.

Workshop 4: Prioritizing the Tools and the Tactics Part One (This Workshop was held on October 14, 2025)

- **Accomplishments:** At Workshop 4 we built consensus around the "what" and the "where" of our housing vision. We engaged in a focused discussion to determine **what missing middle housing types belong where within Sandy City. We also began discussing under what conditions.**

As a result of Workshop 4, staff was able to begin conducting "test fits" of the preferred housing types within the selected locations. This process has helped staff to identify questions remaining to be answered.

Workshop 5: Prioritizing the Tools and Tactics Part Two

- **Date/Time:** November 18, 2025
- **Moderator:** Lynn Pace, Sandy City Attorney
- **Purpose:** The questions that arose from staff's "test-fit" analysis will be brought back to the Council and Mayor during Workshop 5. **The purpose of this final workshop is to build consensus around how to implement our vision.** We will

briefly review some of the "test-fit" scenarios and, as a group, decide which strategies, incentives, and conditions are the right ones to achieve our vision. To do so, staff has prepared a series of exercises to help orient the conversation. This final workshop will allow us to formulate a clear, actionable plan that outlines the specific legislative and administrative tactics required for implementation.

V. Final Steps

Following Workshop 5, staff will develop a succinct, concrete and implementable action plan (the final report). We'll cover the results of the workshop series and determine precisely which legislative and executive actions need to take place and when to implement the final report. This information will then be provided to the Council and Mayor for their review. We will aim to produce a clear roadmap outlining specific steps, responsible parties, and timelines for implementation. It's important to remember that this will be an ongoing process that will almost certainly require staff to approach the council for additional policy direction in the future before and during the code amendment drafting process.

VI. Expected Outcomes

Upon completion of this workshop series, we anticipate the following key outcomes:

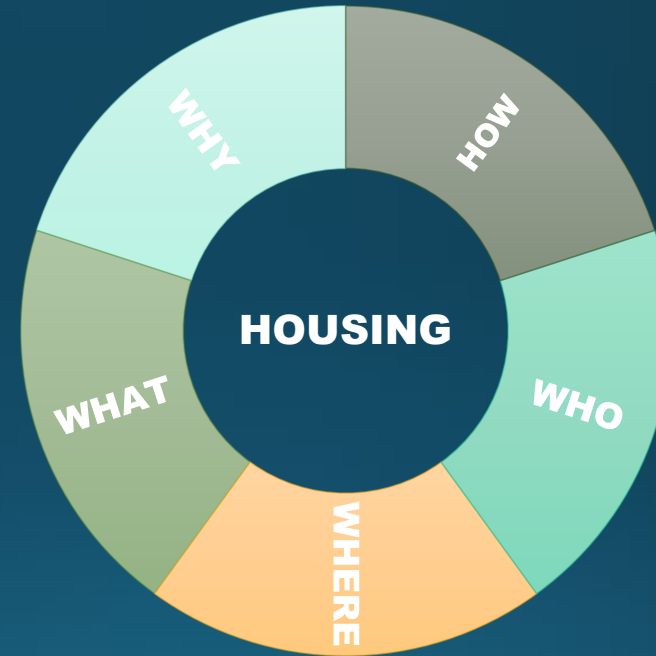
- ✓ A shared, in-depth understanding of our community's housing challenges and opportunities.
- ✓ A prioritized list of critical housing concerns/issues to be addressed.
- ✓ A housing vision statement.
- ✓ A curated selection of effective tools and strategies tailored to our local context.
- ✓ Consensus about missing housing types and where they belong within Sandy City.
- ✓ Strengthened collaboration and alignment among internal stakeholders regarding housing initiatives.
- Agreement regarding which conditions and incentives are appropriate for missing middle housing in Sandy.
- A clear, actionable plan (the final report) that outlines recommended legislative and administrative tactics for implementation.

11/18/2025

HOUSING WORKSHOP #5

Discussion Framework

- Why
- What
- Where
- Who
- How



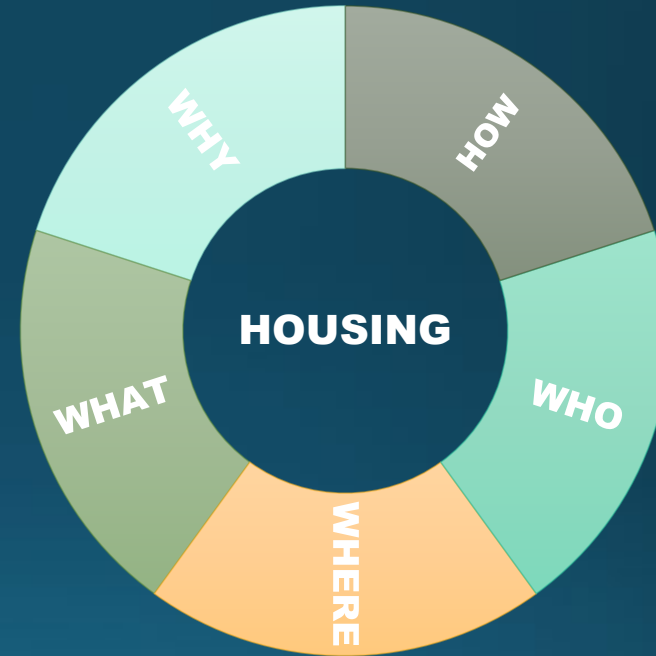
Draft Vision Statement

To ensure continued sustainability and to maintain the character of our city :

Our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.

Discussion Framework

- ~~Why~~
- ~~What~~
- Where (Follow-up)
- Who
- How



Discussion Framework

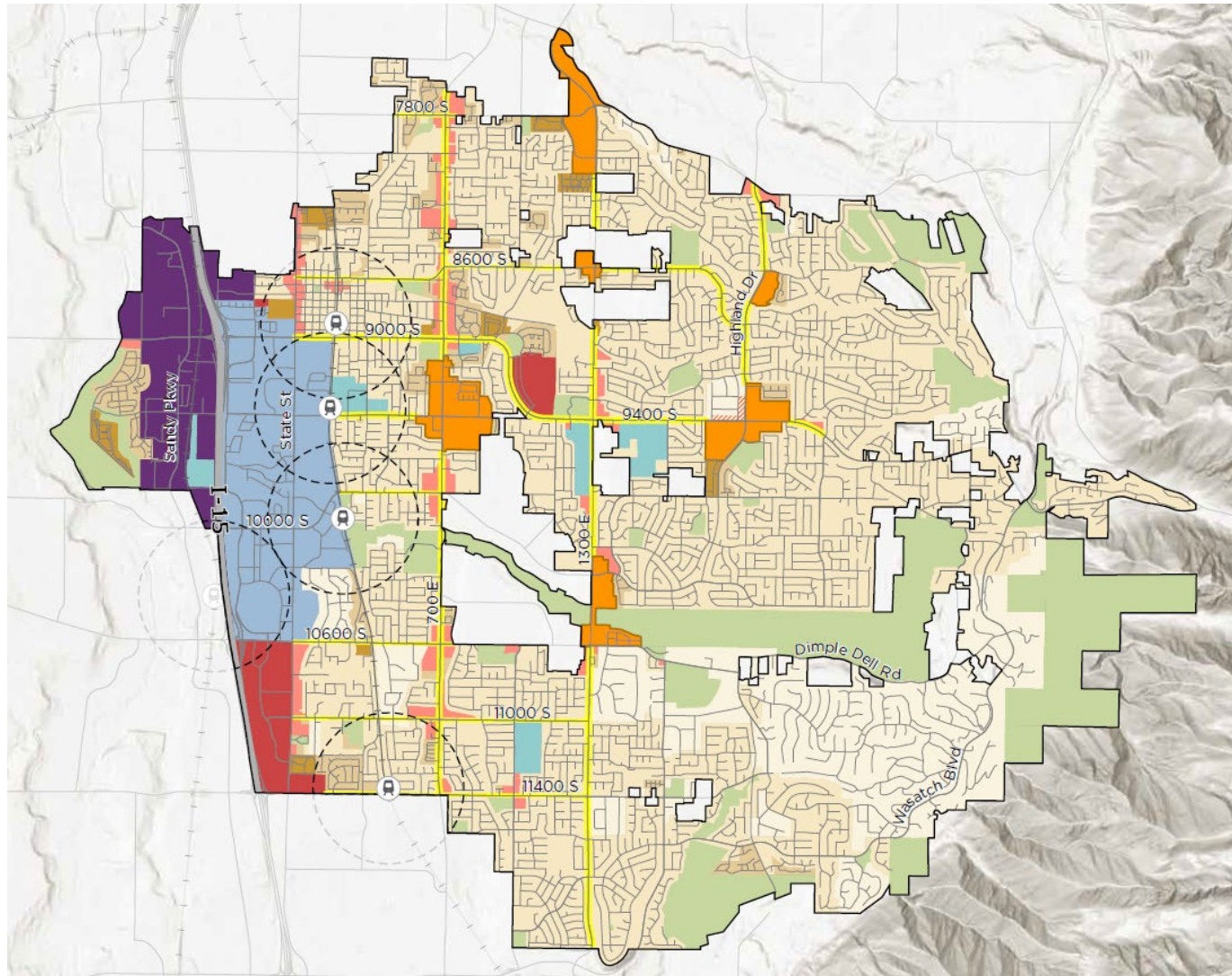
- ~~Why~~
- ~~What~~
- Where (Follow –up)
- Who
- How



Draft Vision Statement – Where?

To ensure continued sustainability and to maintain the character of our city :

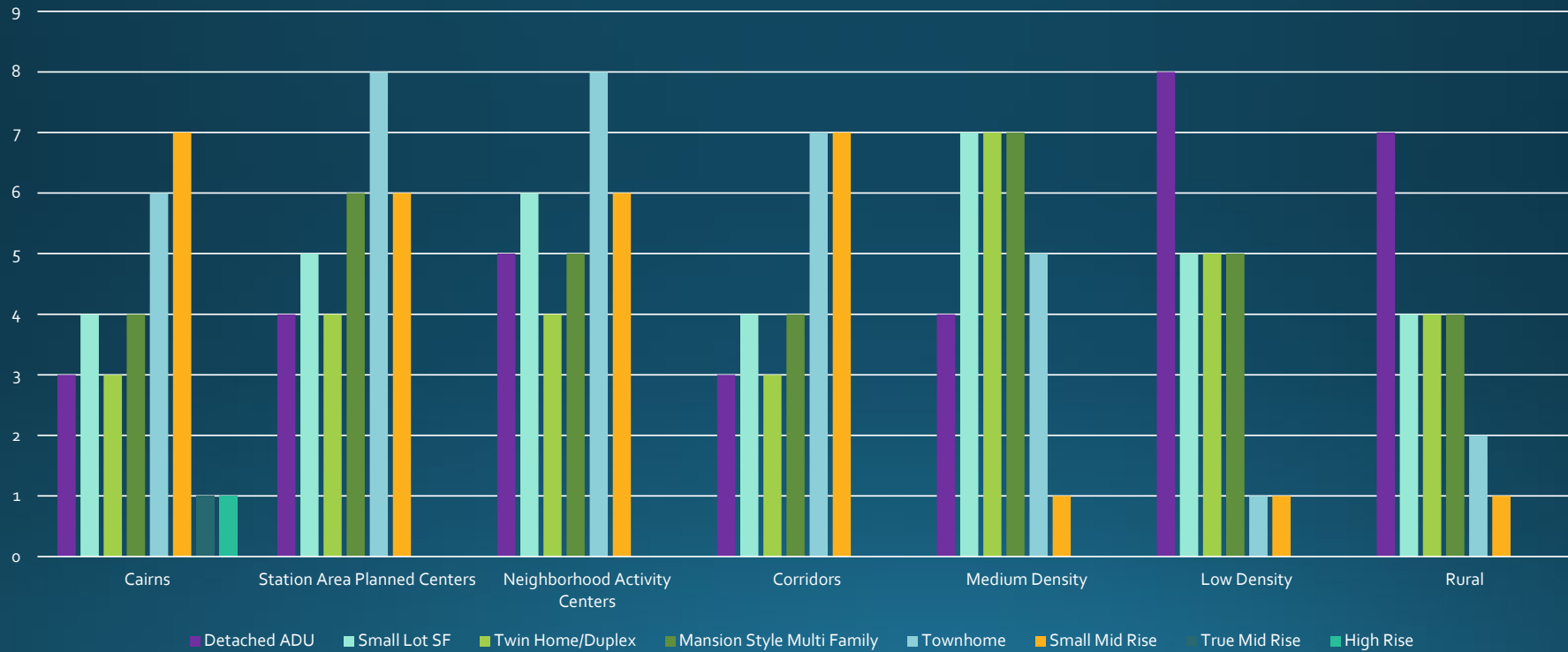
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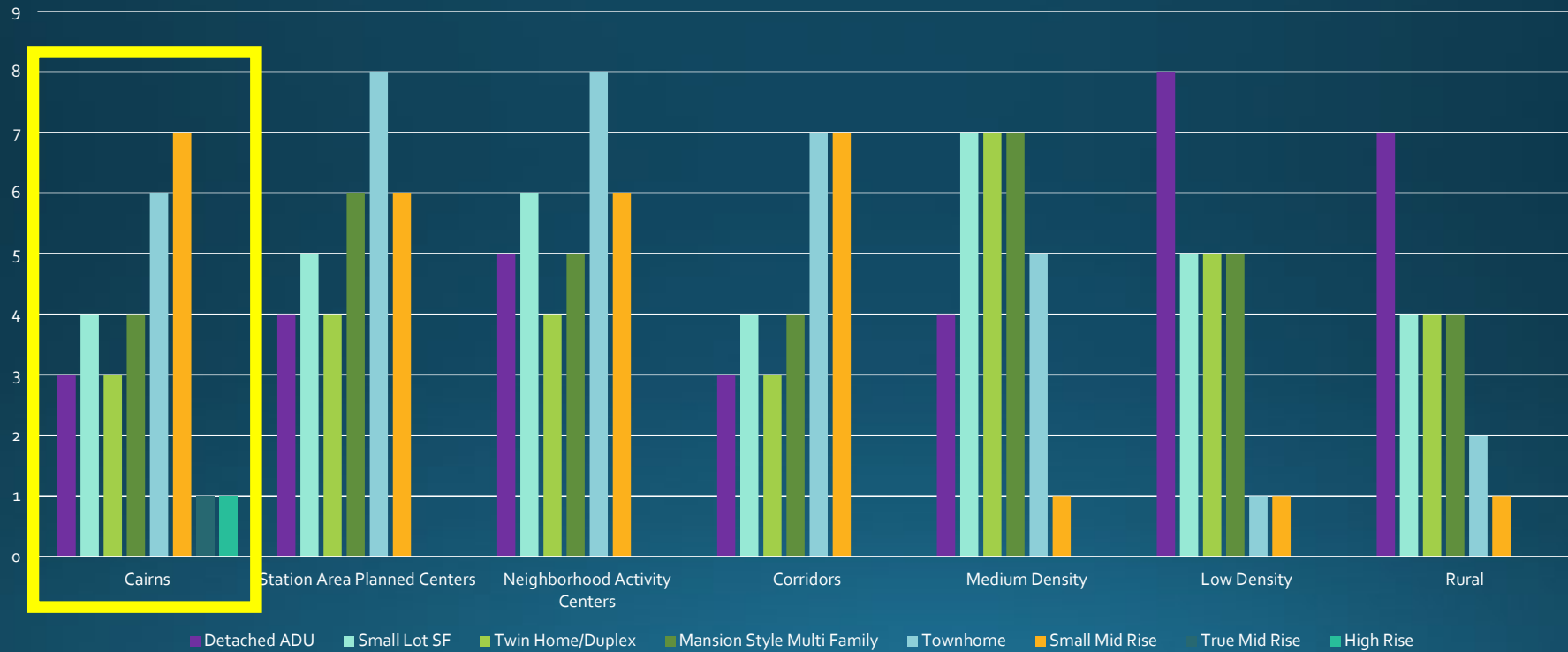
Future Land Use Map

- Neighborhoods
 - Rural/Very Low
 - Low
 - Medium
- Corridors
- Centers
 - NAC
 - SAP
- Cairns

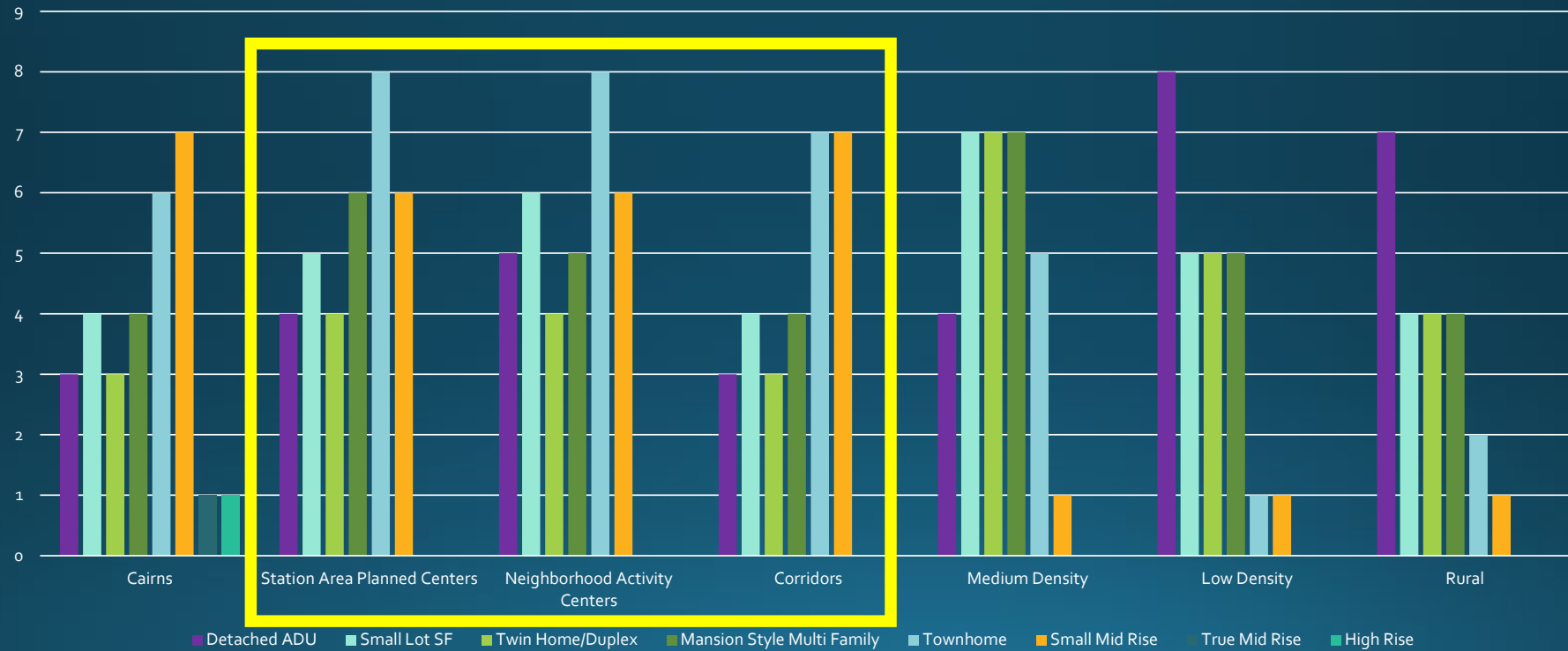
Preferred Middle Housing Types



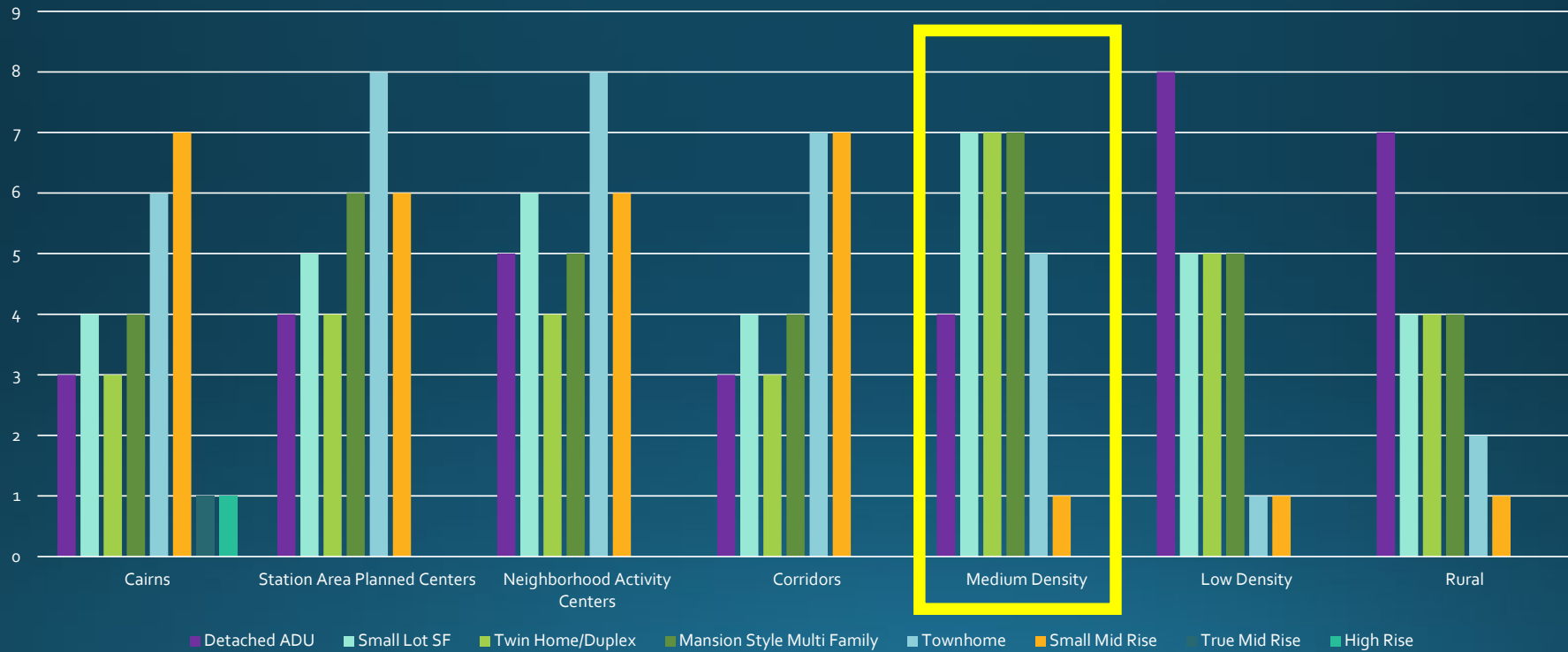
Preferred Middle Housing Types



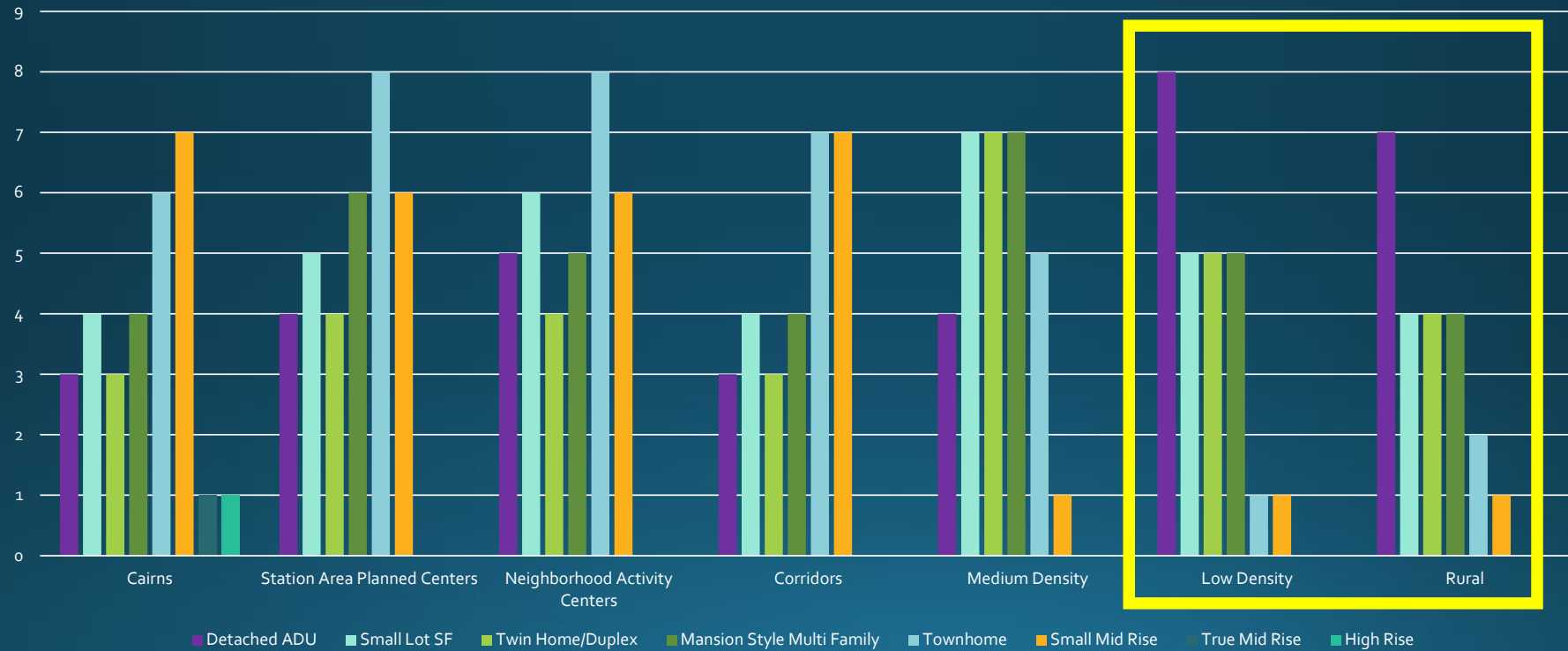
Preferred Middle Housing Types

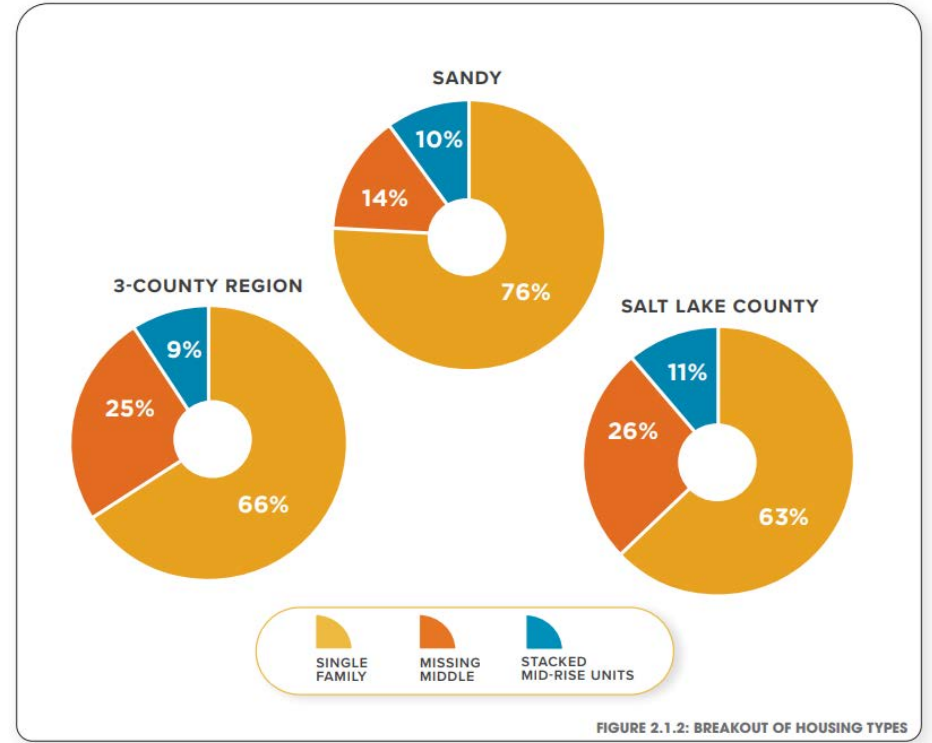
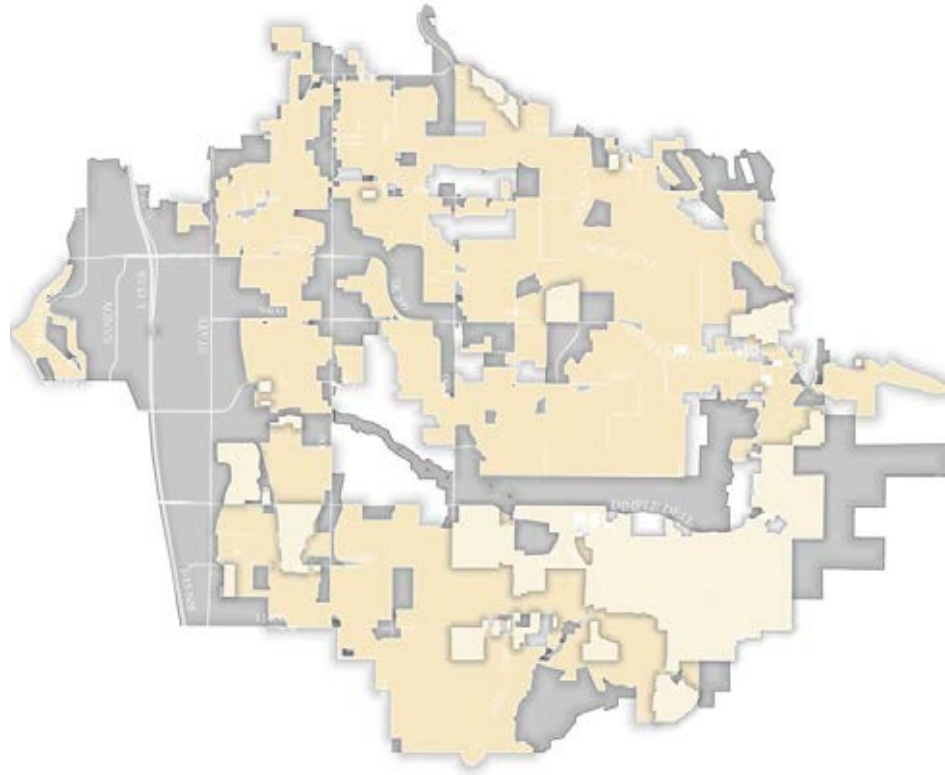


Preferred Middle Housing Types



Preferred Middle Housing Types





Preferred Missing Middle Housing in Lower Density Neighborhoods



Detached
ADU



Twin-home



Small-lot
Single-family



Mansion Style
Multi-family

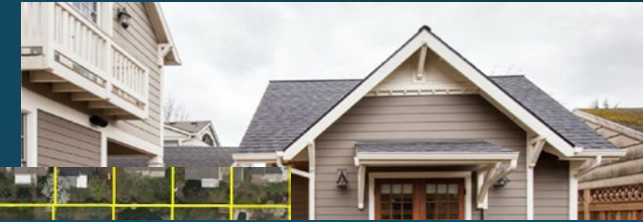
Factors - conditions, regulations, incentives

- Location
 - *by-right, multi-frontage, unique, edge, in a center*
- Design
 - *scale/mass, setbacks, aesthetics*
- Occupancy
 - *ownership, seniors, young families*
- Affordability
 - *income restrictions, house size, garages*
- Incentives
 - *density bonus, streamlined process, fee reductions*
- Tools/Mechanisms
 - *overlay zones, agreements/contracts*

Detached ADU

Under what conditions?

- Location
 - *by-right, multi-frontage, unique, edge*
 - *centers-near station or NAC*
- Design
 - *scale/mass, setbacks, aesthetics*
- Occupancy
 - *ownership, seniors, workforce, young families*
- Affordability
 - *income restrictions, house size, garages*
- Incentives
 - *density bonus, streamlined process, fee reductions*
- Tools/Mechanisms
 - *overlay zones, agreements/contracts*



Accessory Dwelling Unit (ADU)

A small-sized independent living space located on the same property as a primary residence, offering additional housing options and often used for family members or as a rental property.

Prototypical Example

Examples



Source: Hammer and Hand



Source: The Small House Catalog



Key Characteristics

Height: 1 to 2 stories.

Number of Units: 1 unit.

Built Form: A small-footprint building with a similar architecture and scale to the main house, with a separate entrance and living space.

Frontage Type: Porch.

Recommended Parking Ratio in Utah: 1 space per unit.

Small-Lot Single-Family

Under what conditions?

- Location
 - *by-right, multi-frontage, unique, edge*
 - *centers-near station or NAC*
 - *single-lot vs larger project*
- Design
 - *scale/mass, setbacks, aesthetics*
- Occupancy
 - *ownership, seniors, workforce, young families*
- Affordability
 - *income restrictions, house size, garages*
- Incentives
 - *density bonus, streamlined process, fee reductions*
- Tools/Mechanisms
 - *overlay zones, agreements/contracts*



Cottage Court

A series of small, detached buildings on a lot arranged to define a shared court that is typically perpendicular to the street. The shared court takes the place of a private rear yard and is an important community-enhancing element.

Utah Examples

Prototypical Example

Note: The diagram considers alley access, which is ideal for MMH.

	Vehicular Access	
	Front	Rear
Lot Width (ft)	100' - 160'	90' - 150'
Lot Depth (ft)	100' - 150'	100' - 150'
Resultant Density (du/acre)		
Without ADU	18 - 22	19 - 24
With ADU	n/a	n/a

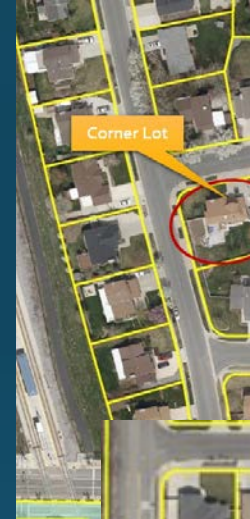
Key Characteristics

- Height: 1 to 1.5 stories.
- Number of Units: 1-10 units.
- Built Form: A group of small-footprint detached buildings, arranged around a shared open space, visible from the street.
- Frontage: Porch, and stoop.
- Recommended Parking Ratio in Utah: 1.5 spaces per unit

Twin Home/Duplex

Under what conditions?

- Location
 - *by-right, multi-frontage, unique, edge*
 - *centers-near station or NAC*
 - *single-lot vs larger project*
- Design
 - *scale/mass, setbacks, aesthetics*
- Occupancy
 - *ownership, seniors, workforce, young families*
- Affordability
 - *income restrictions, house size, garages*
- Incentives
 - *density bonus, streamlined process, fee reductions*
- Tools/Mechanisms
 - *overlay zones, agreements/contracts*



Duplex Side-by-Side

A small- to medium-sized building that consists of two dwelling units, one next to the other, both of which face and are entered from the street.

Utah Examples

Prototypical Example

Key Characteristics

- Height: 1 to 2 stories.
- Number of Units: 2 units.
- Built Form: A small-to-medium-sized building that looks like a single-unit house and may include a rear yard.
- Frontage Type: Porch, and stoop.
- Recommended Parking Ratio in Utah: 1.5 spaces per unit.

	Prototypical Lot Size and Resultant Density	
	Vehicular Access	
	Front	Rear
Lot Width (ft)	50' - 75'	40' - 70'
Lot Depth (ft)	100' - 150'	100' - 150'
Resultant Density (du/acre)		
Without ADU	8 - 17	8 - 22
With ADU	12 - 26	12 - 33

Mansion-Style Home

Under what conditions?

- Location
 - *by-right, multi-frontage, unique, edge*
 - *centers-near station or NAC*
 - *single-lot vs larger project*
- Design
 - *scale/mass, setbacks, aesthetics*
- Occupancy
 - *ownership, seniors, workforce, young families*
- Affordability
 - *income restrictions, house size, garages*
- Incentives
 - *density bonus, streamlined process, fee reductions*
- Tools/Mechanisms
 - *overlay zones, agreements/contracts*



Fourplex

A medium-sized building that consists of four units: typically two on the ground and up to two above with a shared entry from the street. Although this type shows four units, a triplex has the same built form characteristics but contains three units.

Prototypical Example



Utah Examples



Key Characteristics

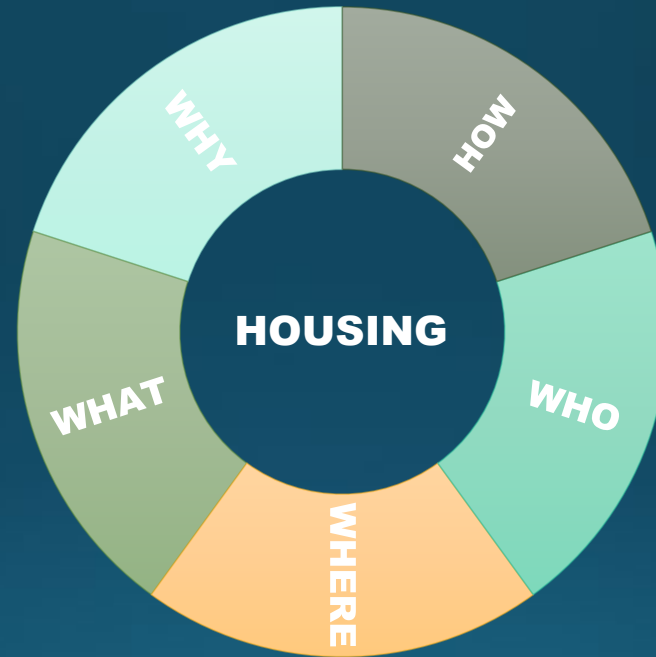
Height: 2 stories.
 Number of Units: 4 units.
 Built Form: A detached building that has the appearance of a medium-size single-family house and may include a rear yard.
 Frontage: Porch, and stoop.
 Recommended Parking Ratio in Utah: 1.5 spaces per unit.

Prototypical Lot Size and Resultant Density

	Vehicular Access	
	Front	Rear
Lot Width (ft)	55' - 80'	50' - 70'
Lot Depth (ft)	100' - 150'	100' - 150'
Resultant Density (du/acre)		
Without ADU	15 - 32	17 - 35
With ADU	18 - 40	21 - 44

Discussion Framework

- ~~Why~~
- ~~What~~
- ~~Where~~
- Who
- How



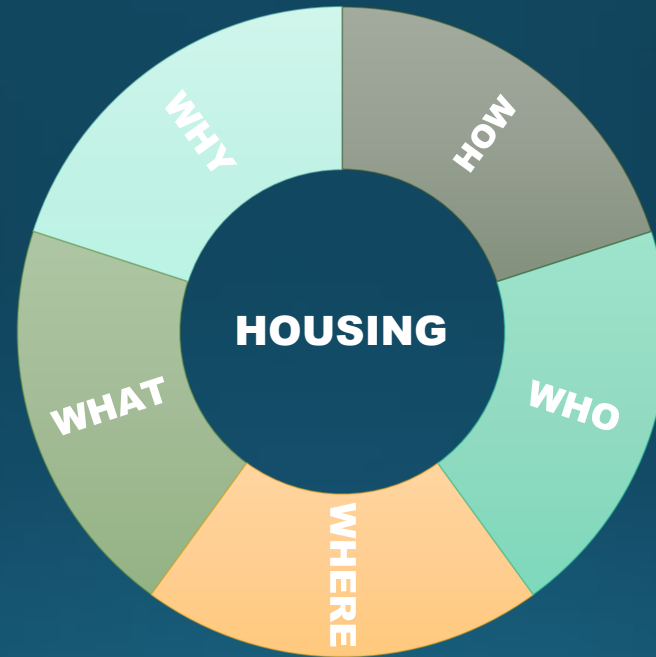
Draft Vision Statement – Who?

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Our goal is to encourage housing and housing affordability for residents across all stages of life. We want to encourage, allow and incentivize a larger variety of housing (including housing for seniors, first time home buyers, middle housing, and workforce housing), more housing (in the right locations) and we want the housing to be owner occupied.

Discussion Framework

- ~~Why~~
- ~~What~~
- ~~Where~~
- ~~Who~~
- How



How do we make it happen?

- Which Middle Housing Types should be permitted? Are there any conditions or incentives?
- Which conditions are appropriate?
- Which incentives are appropriate?

Permitted

Generally speaking, this housing type should be permitted in this location type.



Permitted with Conditions

Generally speaking, this Middle Housing type should be permitted in this location type, so long as certain conditions are met.

Examples of Conditions:



Location – on a unique lot or an edge, specific frontage.



Dimensions– size, setbacks, placement



Design Standards – green space, appearance, materials.



Development Size - within a particular size of development



Impact requirements – parking, infrastructure, noise, traffic.



Affordability - Income restrictions, rent stabilization, deed restrictions



Owner Occupancy – owner occupancy requirement, household size, type of occupant

Incentivized

Generally speaking, this Middle Housing type should be incentivized in this location type.

Examples of Incentives:

- Density bonuses
- Flexible parking requirements
- Flexible dimensional requirements
- Accelerated approvals
- Fee waivers / reductions
- City Assistance
- Other?



Exercise!

		Location (Where?)						
		The Cairns	Centers (SAP)	Centers (NAC)	Corridors	Neighborhood (Medium)	Neighborhood (Low)	Neighborhood (Very Low)
Middle Housing Type (What?)	Detached ADU					*	*	
	Small Lot Single Family					*P		
	Twin Homes/Duplex					*P		
	Mansion Style Multi-family					*P		
	Townhome	C	*	*	*	P		
	Small Mid-Rise	*C			*			

C = Permitted with Conditions
P = Permitted
I = Incentivize

**At least 7 elected officials selected this middle housing type as preferred at this location*

		Incentives (How?)							
		Density Bonuses	Flex Parking Requirements	Flex Dimensional Requirements	Flex Design Standards	Accelerated Approvals	Fee Waivers/Reductions	City Assistance (land, funds, etc)	Other
Who?	Housing for: First-Time Home Buyers, workforce housing*, senior housing, owner occupied housing.								
What?	Selected Middle Housing types								

**Attainable housing for households with income that is insufficient to secure quality housing in reasonable proximity to the workplace*

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
Where?	The Cairns								
	Centers (SAP)								
	Centers (NAC)								
	Corridor								
	Neighborhood (Medium)								
	Neighborhood (Low)								
	Neighborhood (Very Low)								

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
What?	Detached ADU								
	Small Lot Single Family								
	Twin Homes/Duplex								
	Mansion Style Multi-family								
	Townhome								
	Small Mid-Rise								

Conditions, Permitted, or Incentivized?

		Location (Where?)						
		The Cairns	Centers (SAP)	Centers (NAC)	Corridors	Neighborhood (Medium)	Neighborhood (Low)	Neighborhood (Very Low)
Middle Housing Type (What?)	Detached ADU					*	*	
	Small Lot Single Family					*P		
	Twin Homes/Duplex					*P		
	Mansion Style Multi-family					*P		
	Townhome	C	*	*	*	P		
	Small Mid-Rise	*C			*			

C = Permitted with Conditions
 P = Permitted
 I = Incentivize

*At least 7 elected officials selected this middle housing type as preferred at this location

Which Incentives?

		Incentives (How?)							
		Density Bonuses	Flex Parking Requirements	Flex Dimensional Requirements	Flex Design Standards	Accelerated Approvals	Fee Waivers/Reductions	City Assistance (land, funds, etc)	Other
Who?	Housing for: First-Time Home Buyers, workforce housing*, senior housing, owner occupied housing.								
What?	Selected Middle Housing types								

**Attainable housing for households with income that is insufficient to secure quality housing in reasonable proximity to the workplace*

Under what Conditions?

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
Where?	The Cairns								
	Centers (SAP)								
	Centers (NAC)								
	Corridor								
	Neighborhood (Medium)								
	Neighborhood (Low)								
	Neighborhood (Very Low)								
		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
What?	Detached ADU								
	Small Lot Single Family								
	Twin Homes/Duplex								
	Mansion Style Multi-family								
	Townhome								
	Small Mid-Rise								

Timeline?

What's Next?

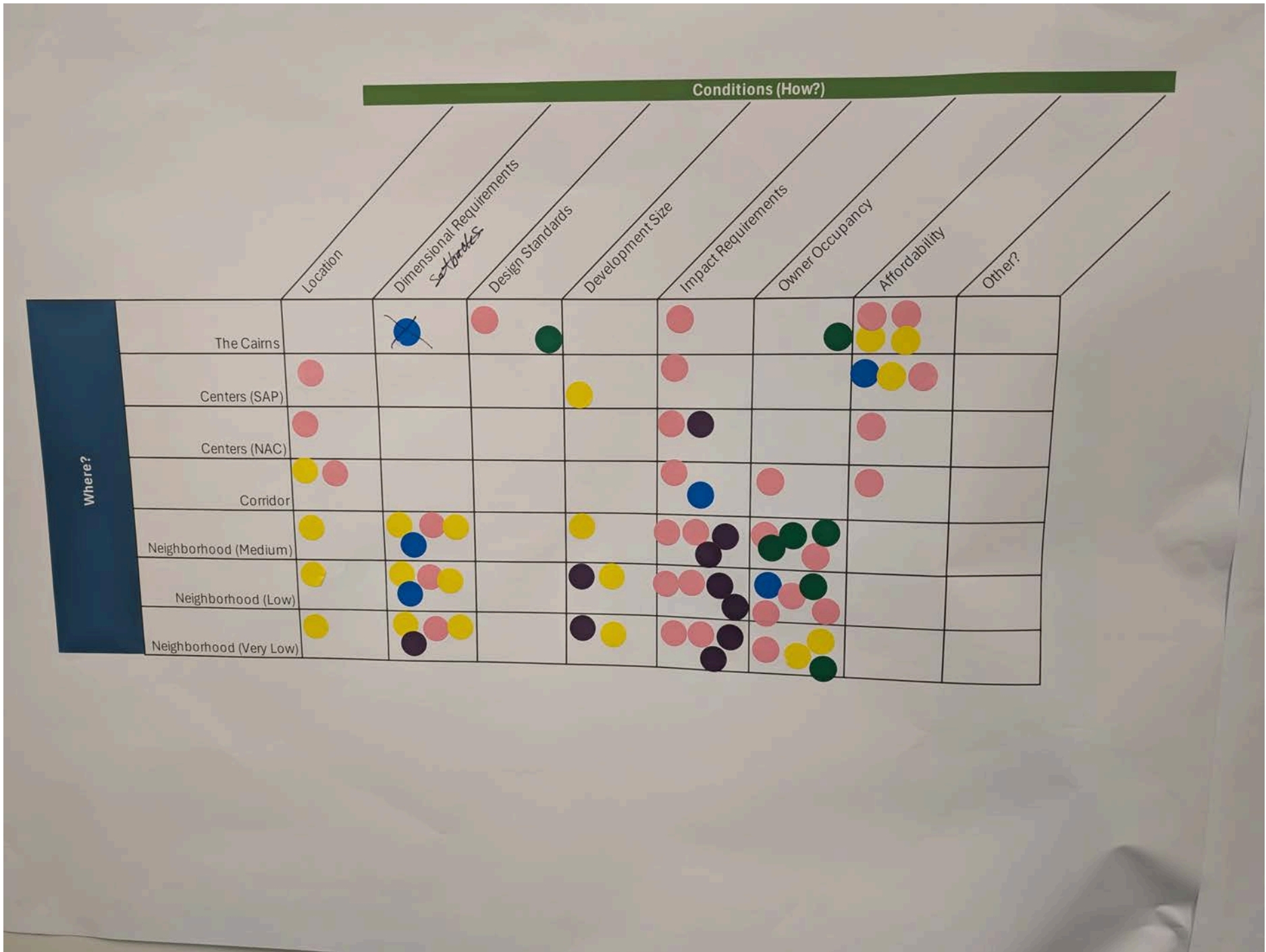
Staff will draft a succinct final report outlining the results of our Housing Workshop Series, next steps, and a timeline. The final report will be provided to the Council and Mayor.

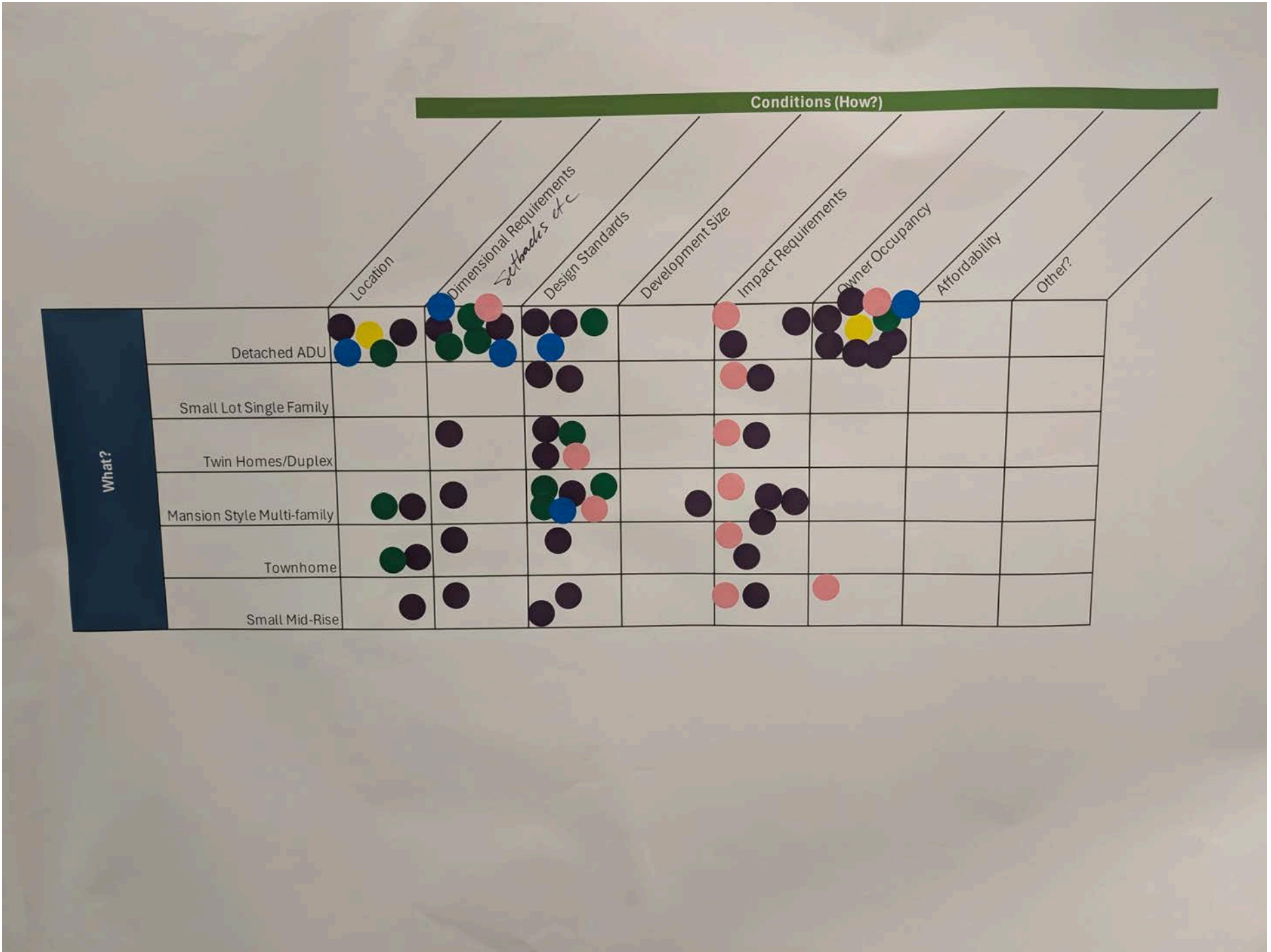
Staff will have bring forward additional questions to the Council as they arise.

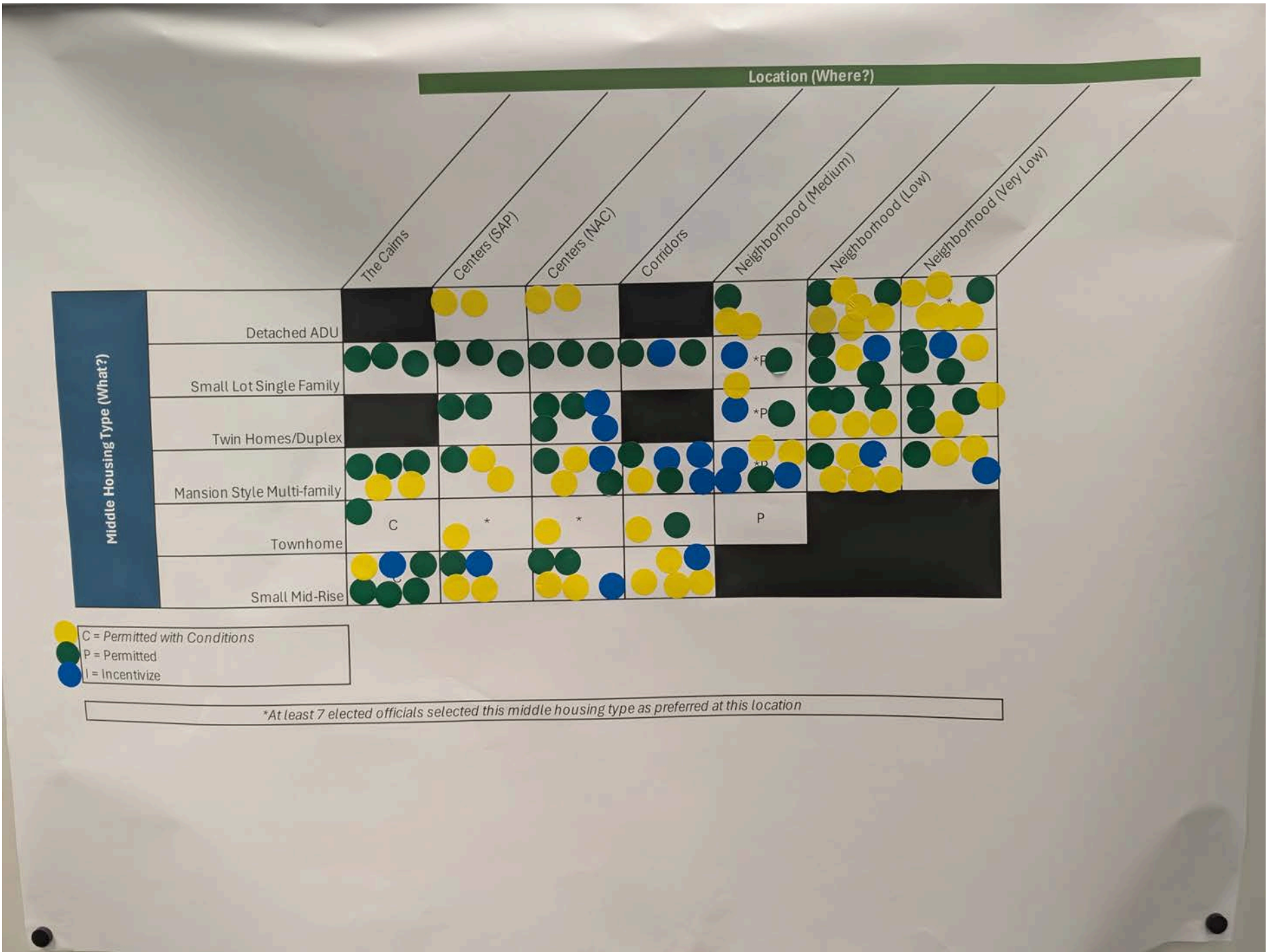
Staff will work with our development code consultant to begin drafting code amendments aimed at implementing the final report .

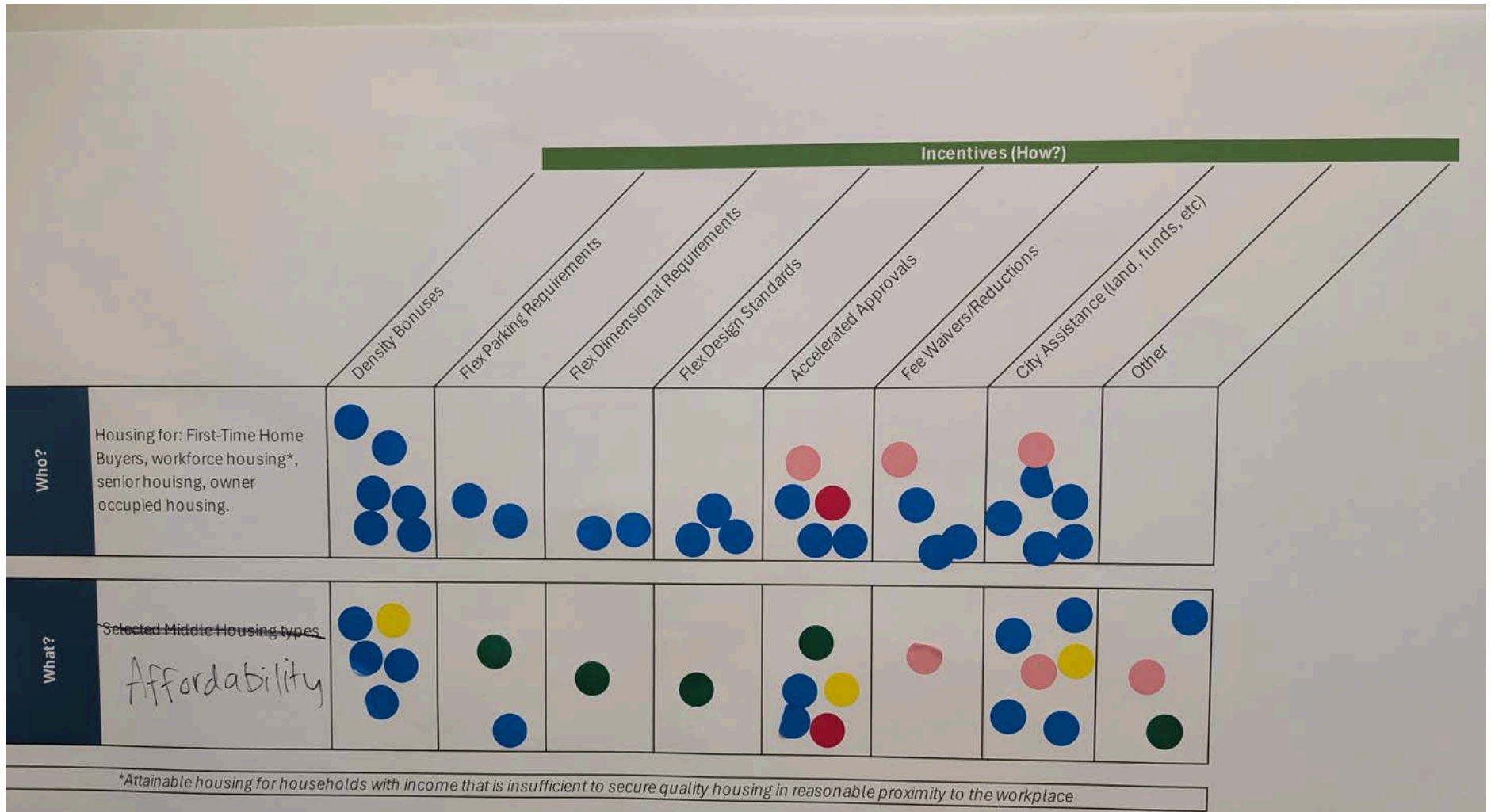
Draft code amendments and policies will be brought to the Council and Planning Commission for their review and consideration. This will include any required public hearings or other public processes.

The Council, with the advice of the Planning Commission, will have the ultimate authority to amend, approve, or deny the code amendments and policies that are drafted as result of this process.









		Location (Where?)						
		The Cairns	Centers (SAP)	Centers (NAC)	Corridors	Neighborhood (Medium)	Neighborhood (Low)	Neighborhood (Very Low)
Middle Housing Type (What?)	Detached ADU		2	2		3	*7	*6
	Small Lot Single Family	3	3	3	3	*3	5	5
	Twin Homes/Duplex		2	5		*3	6	5
	Mansion Style Multi-family	5	3	5	6	*5	6	4
	Townhome	1	*1	*1	*2			
	Small Mid-Rise	6	4	5	*6			

C = Permitted with Conditions
P = Permitted
I = Incentivize

*At least 7 elected officials selected this middle housing type as preferred at this location

Note: If at least 4 marked a square, but with a different colors, the color representing the most conservative option to reach a majority was applied.

		Incentives (How?)							
		Density Bonuses	Flex Parking Requirements	Flex Dimensional Requirements	Flex Design Standards	Accelerated Approvals	Fee Waivers/Reductions	City Assistance (land, funds, etc)	Other
Who?	Housing for: First-Time Home Buyers, workforce housing*, senior housing, owner	6	2	2	3	5	4	6	
What?	Selected Middle Housing types (Crossed Affordability (Written in))	5	2	1	1	5	1	6	3

*Attainable housing for households with income that is insufficient to secure quality housing in reasonable proximity to the workplace

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
What?	Detached ADU	5	8	4		3	8		
	Small Lot Single Family			2		2			
	Twin Homes/Duplex		1	4		2			
	Mansion Style Multi-family	2	1	5	1	4			
	Townhome	2	1	1		3			
	Small Mid-Rise	1	1	2		2	1		

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
Where?	The Cairns			2		1	1	4	
	Centers (SAP)	1			1	1		3	
	Centers (NAC)	1				2		1	
	Corridor	2				2	1	1	
	Neighborhood (Medium)	1	4		1	4	5		
	Neighborhood (Low)	1	4		2	4	5		
	Neighborhood (Very Low)	1	4		2	4	4		

		Location (Where?)						
		The Cairns	Centers (SAP)	Centers (NAC)	Corridors	Neighborhood (Medium)	Neighborhood (Low)	Neighborhood (Very Low)
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		Density Bonuses	Flex Parking Requirements	Flex Dimensional Requirements	Flex Design Standards	Accelerated Approvals	Fee Waivers/Reductions	City Assistance (land, funds, etc)	Other
Who?	Housing for: First-Time Home Buyers, workforce housing*, senior housing, owner	6	2	2	3	5	4	6	
What?	Selected Middle Housing types Affordability (Written in	5	2	1	1	5	1	6	3

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		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
What?	Detached ADU	5	8	4		3	8		
	Small Lot Single Family			2		2			
	Twin Homes/Duplex		1	4		2			
	Mansion Style Multi-family	2	1	5	1	4			
	Townhome	2	1	1		3			
	Small Mid-Rise	1	1	2		2	1		

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
Where?	The Cairns			2		1	1	4	
	Centers (SAP)	1			1	1		3	
	Centers (NAC)	1				2		1	
	Corridor	2				2	1	1	
	Neighborhood (Medium)	1	4		1	4	5		
	Neighborhood (Low)	1	4		2	4	5		
	Neighborhood (Very Low)	1	4		2	4	4		

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
Where?	The Cairns			2		1	1	4	
	Centers (SAP)	1			1	1		3	
	Centers (NAC)	1				2		1	
	Corridor	2				2	1	1	
	Neighborhood (Medium)	1	4		1	4	5		
	Neighborhood (Low)	1	4		2	4	5		
	Neighborhood (Very Low)	1	4		2	4	4		

		Location (Where?)						
		The Cairns	Centers (SAP)	Centers (NAC)	Corridors	Neighborhood (Medium)	Neighborhood (Low)	Neighborhood (Very Low)
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	Mansion Style Multi-family	5	3	5	6	*5	6	4
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Who?	Housing for: First-Time Home Buyers, workforce housing*, senior housing, owner	6	2	2	3	5	4	6	
What?	Selected Middle Housing types (Crossed Affordability (Written in))	5	2	1	1	5	1	6	3

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		Conditions (How?)							
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	Twin Homes/Duplex		1	4		2			
	Mansion Style Multi-family	2	1	5	1	4			
	Townhome	2	1	1		3			
	Small Mid-Rise	1	1	2		2	1		

		Conditions (How?)							
		Location	Dimensional Requirements	Design Standards	Development Size	Impact Requirements	Owner Occupancy	Affordability	Other?
Where?	The Cairns			2		1	1	4	
	Centers (SAP)	1			1	1		3	
	Centers (NAC)	1				2		1	
	Corridor	2				2	1	1	
	Neighborhood (Medium)	1	4		1	4	5		
	Neighborhood (Low)	1	4		2	4	5		
	Neighborhood (Very Low)	1	4		2	4	4		

MEMORANDUM

November 18, 2025

To: The City Council and Mayor

From: Housing Workshop Planning Group Staff (Dustin Fratto, Shane Pace, Lynn Pace, James Sorensen, Kasey Dunlavy, Justin Sorenson, Rob Sant, and Jake Warner)

Subject: Housing Workshop 5: Best Practices for Development Incentives

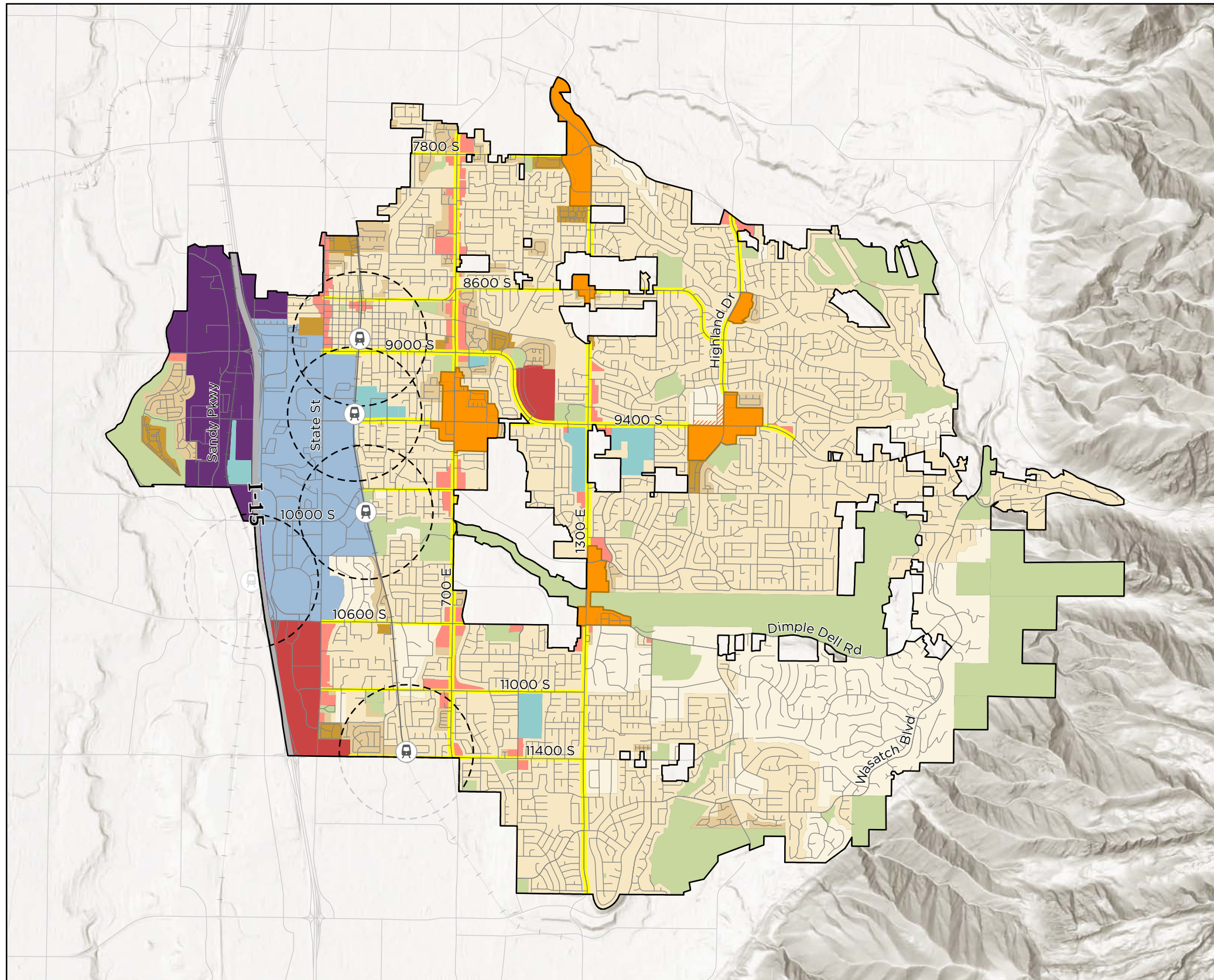
Best Practices for Development Incentives

Creating an effective incentive program requires careful calibration to the local market. Here are key best practices and resources that can provide guidance:

Key Best Practices:

1. **Be Meaningful and Market-Appropriate:** The value of the incentive must be significant enough to offset the cost of providing the public benefit (like affordable units). The incentive should pass the "but for" test: "but for" this incentive, the project would not be financially feasible for the developer. A feasibility study is often conducted to ensure the incentives are properly calibrated.
2. **Be Transparent and Predictable:** Developers need clear, consistent, and accessible rules. A complicated, unpredictable, or lengthy negotiation process can deter participation. Programs that are "by-right" (meaning if a developer meets the stated criteria, the incentive is granted automatically without a discretionary hearing, decision, or other process) are often the most effective.
3. **Align Incentives with Specific Goals:** The program should be designed to achieve the city's specific housing needs. If the goal is more family housing, the incentives could be tied to building more three-bedroom units. If the goal is deep affordability, the incentives would be greater for units targeted to very low-income households.

4. **Offer a Menu of Options:** One of the most commonly found incentives is a density bonus, for example. However, other valuable incentives in a menu could include:
- **Reduced Parking Requirements:** Parking is expensive to build, and reducing the required number of spaces can significantly lower project costs.
 - **Fee Waivers or Deferrals:** Reducing or delaying the payment of impact, permit, or utility fees improves a project's cash flow.
 - **Expedited Processing:** Saving time on approvals saves money and reduces risk for developers.



FUTURE LAND USE MAP SANDY CITY

LEGEND

	CAIRNS		SANDY BOUNDARY
	INSTITUTIONAL		STATION BOUNDARY 0.5 MILE
	NEIGHBORHOOD ACTIVITY CENTERS		I-15
	NEIGHBORHOOD ACTIVITY CENTERS FUTURE BUFFER		NEIGHBORHOOD TRANSITION CORRIDORS
	HEAVY COMMERCE		MAJOR ROADS
	REGIONAL COMMERCE		LOCAL ROADS
	LIGHT COMMERCE		RAIL LINES
	OPEN SPACE		TRANSIT STATIONS
	HIGH NEIGHBORHOOD		
	MEDIUM NEIGHBORHOOD		
	LOW NEIGHBORHOOD		
	RURAL/VERY LOW NEIGHBORHOOD		

Primarily residential areas in Sandy City are referred to as Neighborhoods in the Future Land Use Map. While these neighborhoods are mostly residential, they include some non-residential elements that are required for residential to prosper. These include smaller parks, schools, public utilities and works facilities, and churches.

FIGURE 7.1.5: FUTURE LAND USE MAP