

CITY OF JOHNSON CITY, TENNESSEE

HOUSING DEMAND STUDY

**DEVELOPMENT SERVICES DEPARTMENT
PLANNING DIVISION**

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INTRODUCTION

The purpose of the Housing Demand Study is to provide guidance and direction for meeting the housing needs of the entire population of Johnson City. While the majority of housing requirements are fulfilled by the market supply, there remains a need to meet the demands for the rest of the population, including those with special needs and low income.

This study contains a review of growth trends from 1970 to 2010, in the number and type of housing units constructed. A summary of existing housing conditions is given, in which both the owner and renter-occupied housing are examined and the housing demands for the population with special needs are identified.

As Johnson City's population continues to grow, the demand for different types and styles of housing will too. These housing needs should be identified to assist the city in meeting the different desires of its growing population. The range of the existing housing stock varies from downtown studio apartments to upscale single-family homes. Each housing style is tailored to the different wants and needs of the individuals and families living in them.

The 2012 Citizen Survey conducted by the City found that there is a greater need for both retirement and senior housing (59 percent) and small-lot, single-family housing (56 percent). Respondents recognized a need for fewer large lot, single-family developments and condominiums. When asked how to increase affordable housing, 75 percent of survey respondents wrote that providing additional senior housing and completing housing rehabilitation are the best techniques to increase the housing supply. Survey responders also suggested allowing higher densities to reduce development costs.

Future housing demands are determined from the assessment of existing housing characteristics and projected trends (assumptions). When projecting future housing demands, the availability of buildable land and the demands and desires of the population are considered. It is typical that affordable housing for low income families and individuals with special needs is not provided by the market without some form of government assistance and/or incentives.

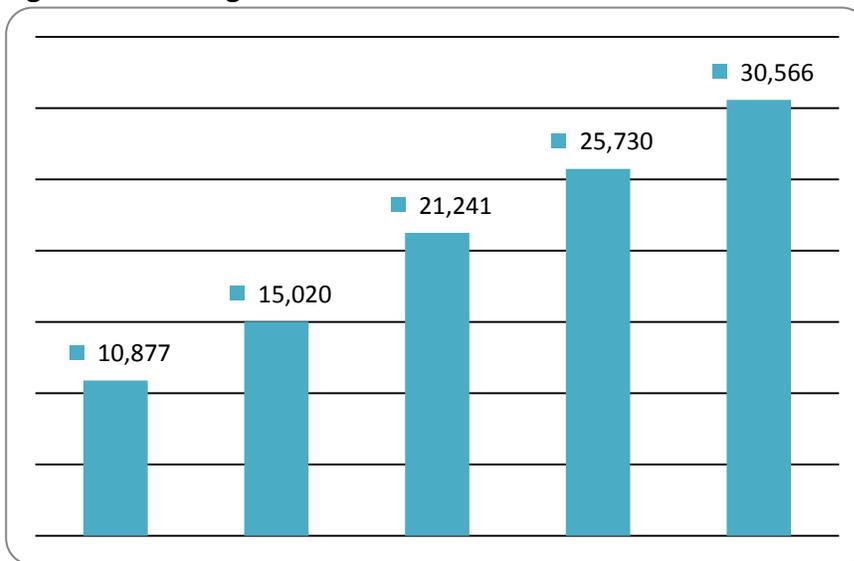
SECTION 1

CHARACTERISTICS OF THE EXISTING INVENTORY

Johnson City’s existing housing stock consists of a variety of housing types including: single-family residences, apartment complexes, mobile homes, condominiums, and housing designed for those with special needs.

The city’s housing stock has increased from 10,877 dwelling units in 1970 to 30,566 dwelling units in 2010, an overall increase of approximately 181 percent (181.01%) in 40 years (see Figure 1). In comparison, the city population grew at only 87 percent from 33,770 in 1970 to 63,152 in 2010. Meaning the demand for housing has increased at a faster rate than the population.

Figure 1: Dwelling Units

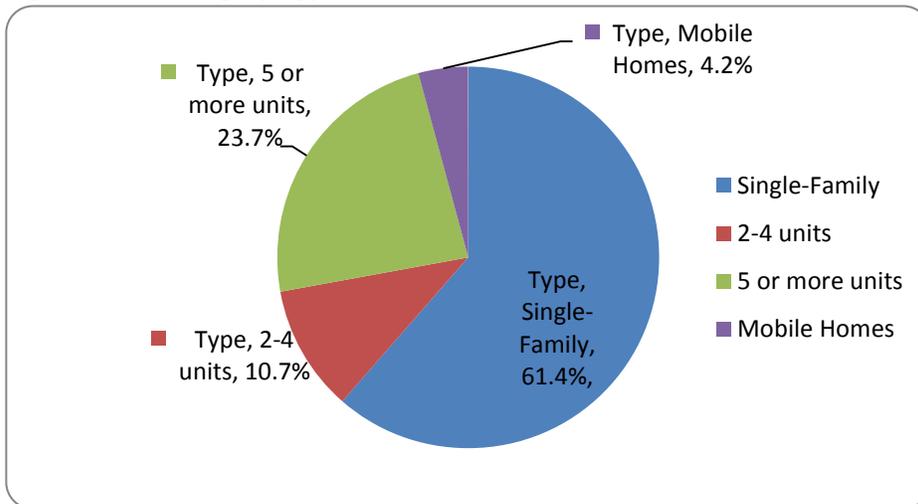


Source: U. S. Bureau of Census

HOUSING TYPES

The dwelling units in Johnson City consist of single-family detached residences, attached dwelling units (duplex, condominium, or apartment), and mobile homes. The majority of housing is single-family residences comprising 61.4 percent (see Figure 2). Small multi-family developments (2 to 4 units) make up 10.7 percent of the housing stock while large multi-family complexes (5 or more units) make up 23.7 percent. Mobile homes make up the smallest portion of the housing inventory at 4.2 percent.

Figure 2: Housing by Type



Source: U.S. Bureau of the Census

Home Ownership and Vacancy Rates

Historically, the city’s ratio of owner-occupied to rental-occupied units has averaged 55 percent (owner) to 45 percent (rental). However, according to 2010 census data, this statistic has shifted with only 48.6 percent of the housing stock in the city being owner-occupied (see Table 1). This percentage is down from 57.9 percent in 2000, reflecting a downward trend of owner-occupied units from 1970, when the rate was 61.9 percent. In addition, the overall vacancy rate for occupied units in the city has increased from 7.8 percent in 2000 to 11.7 percent in 2010.

Table 1: Dwelling Units in Johnson City

Units	1970	1980	1990	2000	2010	% Change 2000 to 2010
Total Units	10,877	15,020	21,241	25,730	30,566	18.8%
Owner Occupied	6,250	8,171	11,184	13,566	14,801	9.1%
Renter Occupied	3,851	5,860	8,491	10,164	12,216	20.1%
Total Occupied Units	10,101	14,031	19,675	23,720	27,017	13.9%
Percent Owner Occupied	61.9%	58.2%	56.8%	57.9%	48.6%	
Vacant	776	989	1,566	2,010	3,566	77.4%
Percent Vacant	7.1%	6.6%	7.3%	7.8%	11.7%	

Source: U.S. Bureau of the Census

Household Size

Since 1970, the number of persons per household has steadily decreased from 3.01 persons to the current number of 2.19 persons. (See Table 2). This decline is consistent with the state and national averages.

Table 2: Persons per Household

Area	1970	1980	1990	2000	2010
United States	3.14	2.73	2.63	2.59	2.58
Tennessee	3.15	2.76	2.56	2.48	2.48
Johnson City	3.01	2.55	2.30	2.20	2.19

Source: U.S. Bureau of the Census

Housing Value and Rental Costs

In 2010, the median home value in Johnson City was \$164,500 (see Table 3). This is higher than the state median value of \$138,600 but lower than the national median value of \$235,000. The median rent payment in the city is \$606, which is lower than the state average of \$687 and the national average of \$850.

Table 3: Housing Cost

	Johnson City	Tennessee	United States
Median Home Value	\$164,500	138,600	\$235,000
Median Mortgage Payment	\$765	\$657	\$1,015
Median Rent Payment	\$606	\$687	\$850

Source: U.S. Bureau of the Census

Housing Conditions

New dwellings rarely have health and safety concerns since they are designed to meet current building code standards and are inspected during construction. There is, however, concern for both dwellings constructed prior to the adoption of building codes and those dwellings that have fallen into disrepair. The first building codes were adopted in Johnson City in the early 1950s and, therefore, structures built before then are more likely to have health and safety concerns. However, due to renovation and demolition, the amount of substandard housing has decreased. Availability of complete plumbing facilities, housing overcrowding, and structure age are three characteristics most commonly used to measure sub-standard housing.

The first factor related to health and safety in housing is the lack of complete plumbing facilities. The United States Census Bureau considers a dwelling unit to have full plumbing if there is a bathing facility, hot and cold piped water, and a working toilet available for the exclusive use of the occupants of each unit. The percentage of units without full plumbing in the city has drastically fallen since 1970 from 17 percent to .002 percent in 2010 (see Table 4). In 2010 there was not a single rental-unit lacking in full plumbing facilities. The number of owner-occupied units lacking full plumbing facilities will continue to decrease as federal and local assistance is available.

Table 4: Population without Plumbing

Year	All Units	
	Number	Percent
1970	512	4.7%
1980	178	1.2%
1990	50	0.2%
2000	17	0.05%
2010	54	0.002%

Source: U.S. Bureau of the Census

A second factor in determining the adequacy of housing is overcrowding. Dwelling units with more than 1.00 person per room are considered overcrowded for the purpose of this study. From 1970 to 1990 the number of overcrowded dwelling units declined substantially in Johnson City, reflecting, in part, the tendency toward smaller families (see Table 5). Between 1990 and 2000 the percentage of overcrowded units slightly increased from 1.4 percent to 1.5 percent. In 2010, however, the number reverted back to the decreasing trend.

Table 5: Housing Overcrowding

Year	All Occupied Units
1970	7.3%
1980	3.2%
1990	1.4%
2000	1.5%
2010	0.9%

Source: U.S. Bureau of the Census

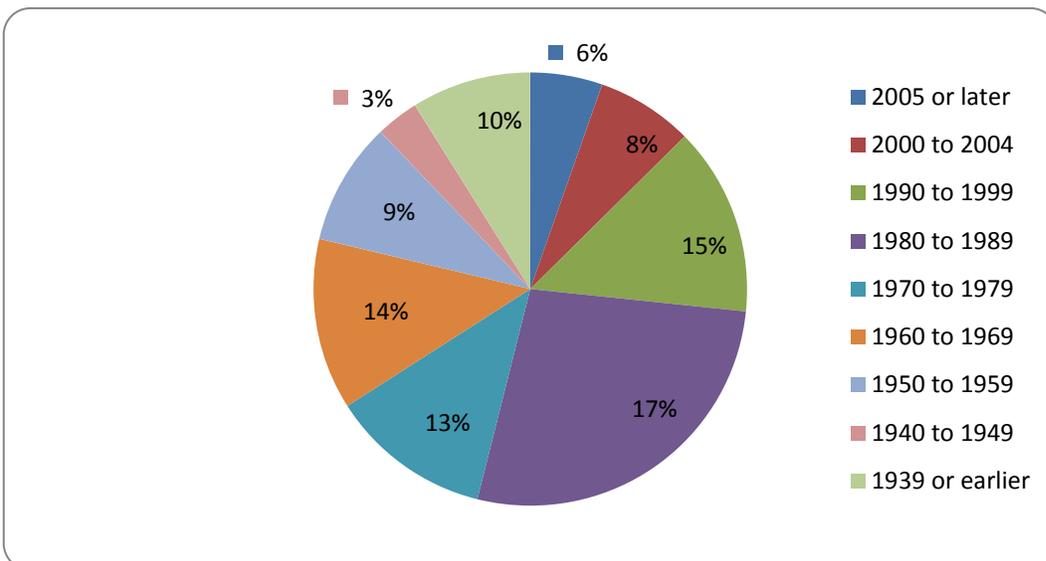
The final factor in determining housing condition is the age of the housing stock. In Johnson City the average housing unit was constructed in 1987 which is slightly later than the state average of 1980 (see Table 6). Approximately 61.2 percent of the housing stock in the city has been constructed since 1970 compared to the rate in Tennessee of 67.2 percent. The percentage of housing units constructed in Johnson City prior to 1939 is 10.9 percent while the state average is 6.9 percent. As Figure 3 illustrates, the greatest percentage of houses were built between 1980 and 1989.

Table 6: Housing Year Built

Year	Johnson City		Tennessee	
	Number of Units	Percent of Total	Number of Units	Percent of Total
2005 or later	1,964	6.5%	173,557	6.2%
2000 to 2004	2,635	8.8%	269,954	9.6%
1990 to 1999	5,129	15.6%	527,350	18.7%
1980 to 1989	9,963	17.1%	432,979	15.5%
1970 to 1979	4,389	13.2%	480,841	17.2%
1960 to 1969	4,672	14.7%	321,048	11.5%
1950 to 1959	2,812	9.3%	263,306	9.4%
1940 to 1949	1,165	3.9%	139,592	5%
1939 or earlier	3,253	10.9%	191,014	6.9%
Median Year Built	1987		1980	

Source: U.S. Bureau of the Census

Figure 3: Housing Year Built



Construction Activity

Residential building permits are used as the primary indicator of population growth and developmental patterns. Between 2009 and 2013 the city permitted approximately 573 single-family homes and 1,454 multi-family dwelling units, with an annual average of 115 single-family and 379 multi-family building permits. The average number of permits for multi-family units had been on a decreasing trend from 2010, but this trend reversed in 2013, with the issuance of 676 permits in 2013.

Subsidized/Assisted Housing Developments

There are individuals and families in Johnson City needing assistance in obtaining safe, clean, and affordable housing. The city is fortunate to have several organizations that assist in finding and providing affordable housing for those in need. Federal, state, local, and private sector funds are used to construct housing units and provide financial assistance for those in need. Organizations involved in housing assistance programs include: the Johnson City Housing Authority (JCHA), the Johnson City Community Development Division, Eastern Eight Community Development Corporation, Holston Habitat for Humanity, Appalachia Service Project, Fairview Housing, and Horizon Community Development Corporation.

JCHA has its main office at 901 Pardee Street and provides federal and state housing assistance to low-income families. The JCHA currently owns eight housing complexes containing 756 dwelling units. (See Table 7 and Map 1), ranging in size from efficiency to five bedroom apartments.

Table 7: Johnson City Housing Authority Residences

	Name	Location of Office	Number of Units
1.	Carver Apartments	520 Washington Avenue	74
2.	Keystone Apartments	1136 East Main Street	226
3.	Dunbar Apartments	908 John Exum Parkway	30
4.	Fairview Apartments	504 Steel Street	70
5.	Parkway Apartments	908 John Exum Parkway	50
6.	Memorial Park Apartments	127 Dyer Street	125
7.	Pinecrest Village Apartments	525 Joy Court	100
8.	Lake Terrace Apartments	2451 Mint Hill Road	81

Source: Johnson City Housing Authority



Keystone Apartments



Memorial Park Apartments

The waiting list for any housing unit owned by the JCHA varies by size. There is, however, on average, a wait of one to four months. The longest wait is for one bedroom units. In 2013, the JCHA had 195 families on the waiting list (see Table 8). Residents living in JCHA units are given a choice of three different rent structures: the formula method, minimum rent, or flat rent. The minimum amount of rent that can be paid is \$50 per month.

Table 8: Types of Families

Family Composition	Number of Families
With Children	71
With Elderly	11
With Disabilities	26
Individuals or Families Without Children	87

In 2013, the JCHA established a 501(c)(3) called Keystone Development LLC to act as their entity to construct affordable housing. Keystone Development will help the JCHA reach their goal of replacing the aging public housing stock with updated and energy efficient facilities. With Keystone Development, the JCHA seeks to advance the current goal of HUD, which is to shift from providing public housing to focusing on voucher programs. There are several different public and private funding options available to Keystone Development. Currently, the JCHA, along with Keystone Development, is working on plans to build six units for seniors with disabilities.

In addition to housing complexes, the JCHA has 468 Section 8 vouchers for use by families and individuals. Section 8 vouchers allow the participants to rent from the private market. The JCHA Section 8 assistance stays with the participant and all tenants must meet the requirements.

There are also several privately owned apartment complexes that receive tax credits from the federal government for the purpose of providing affordable housing (Table 10 and Map 2). These developments are required to reserve a percentage of units for JCHA

Section 8 voucher holders and low-income renters depending on the amount of tax credit received.

Table 9: Apartment Complexes Constructed with Federal Tax Credits

	Name	Location	Number of Units
1.	Blue Ridge Apartments	2610 Plymouth Road	80 Units
2.	Doe Ridge Apartments	1700 Dave Buck Road	32 Units
3.	Park Place Apartments	1319 Bell Ridge Road	64 Units
4.	Stoney Brook Heights Apartments	512 Swadley Road	88 Units
5.	Beaver Hollow Apartments	800 Swadley Road	64 Units
6.	Plymouth Ridge Apartments	2560 Plymouth Road	92 Units
7.	Orleans Terrace	1400 Orleans Street	36 Units

Source: Johnson City Housing Authority

Blue Ridge Apartments



Table 10: Apartments that Receive Federal Subsidies

	Name	Manager	Address	Target Market	Number of Units
1.	Briarcliff Apartments	M&M Properties	1720 Nathaniel Drive	Section 8, elderly, & disabled	50 Units
2.	Clark Manor Apartments	M&M Properties	1720 Nathaniel Drive	Limited Section 8 vouchers	109 Units
3.	Harrison Village Apartments	M&M Properties	1720 Nathaniel Drive	Section 8, elderly, & disabled	60 Units
4.	West Gate Village Apartments	M&M Properties	1720 Nathaniel Drive	Section 8	52 Units

5.	City View Apartments	M&M Properties	810 Briarcliff	Elderly 202 (low income)	40 Units
6.	Lakewood Village Apartments		2463 Lakewood Dr	Section 8	104 Units (subsidized)
7.	Southgate Village Apartments		81 Charleston Square	Section 8 (70%) & low-income (30%)	80 Units
8.	Tyler Apartments	M&M Properties	7 Trivatte Concourse	Section 8	100 Units
9.	John Sevier Center	M&M Properties	141 E. Market St	Section 8, elderly, & disabled	150 Units
10.	Watauga Square Apartments	Lawler-Woods	503 W. Watauga Av	Section 8, elderly, & disabled	102 Units
11.	Woodland Place Apartments		1507 Bell Ridge Rd	Section 202 (elderly only)	30 Units
12.	Alpine Village Apartments		500 E Mtn View Dr	Section 8 (elderly only)	39 Units
13.	Mekkah's Meadows		180 Bishop Rd	Section 202	20 Units

Source: Johnson City Housing Authority

The Veterans Assisted Housing (VASH) Program is similar to Section 8. Like Section 8 rental, qualified veterans and their families can receive vouchers that can be used to provide rental assistance along with case management services. The voucher must be used within one year of issuance to the qualified veteran and can only be used to rent properties that meet the housing quality standards developed by the United States Department of Housing and Urban Development. We currently have 145 VASH vouchers available for veterans in Johnson City and Washington County. The local Mountain Home Veterans Administration qualifies the veteran for the voucher and the Johnson City Housing Authority qualifies the eligible rental properties.



Southgate Village Apartments



Woodland Place Apartments

The Johnson City Community Development Division uses HUD HOME funding to help low and moderate-income families purchase a home. The Johnson City Housing Authority and the city’s Community Development Division work together to support tenants in obtaining homeownership with down payment and closing cost assistance. CDBG funds are also available to low and moderate income homeowners for assistance with renovation and rehabilitation. This program provides assistance for owner-occupied structures to be repaired and upgraded. This division also partners with housing development partners in the community to construct and renovate housing for low-income families (see Table 11 and Map 4). A recent product of this partnership is Preservation Point Subdivision with a MX-1, Mixed Use zoning district, providing housing for 14 families. The MX-1 zoning requires a minimum of 20 percent of the 14 units to be value-oriented housing (defined as the maximum value of a single-family house derived by using the Department of Housing and Urban Development’s latest Low and Moderate Income Table for a family of four and multiplying it by 2.5), and two of the dwelling units have been designed specifically for the Dawn of Hope for special needs adults.

Table 11. Housing Developments Receiving HUD CDBG Funds or State Housing Funds

	Name	Location	Non-Profit Involved
1.	Chilhowie Village	103-107 West Eighth Avenue 104-110 West Chilhowie Avenue	Appalachian Service Project
2.	Kyle Condominiums	306 West Eighth Avenue 1-5	Eastern Eight CDC
3.	Eastern Eight Houses, Single-Family Lamont Street Apartments	424 & 426 Highland Avenue 517 Lamont Street	Appalachian Service Project and Eastern Eight CDC
4.	Crandalls Western Addition	203 Garden Drive 203 North Belmont Street	Appalachian Service Project
5.	Downtown Apartments	241 & 243 West Main Street	Fairview Housing
6.	Preservation Point	King Springs Road	Eastern Eight CDC
7.	Market and Main Street Duplexes	1127 East Main Street	Eastern Eight CDC

Source: Johnson City Community Development Office



Chilhowie Village

Group Quarters

The percentage of the city’s population living in group quarters has decreased to 6.2% in 2010 (Table 12).

Table 12: Population and Types of Group Quarters

Residency Type	1990		2000		2010	
	Population	Percent	Population	Percent	Population	Percent
Households	35,766	90%	51,950	93.9%	59,216	93.8%
Group Quarters	3,987	10%	3,373	6.1%	3,936	6.2%
Totals	39,753	100%	55,323	100%	63,152	100%

Source: U.S. Bureau of the Census (2000)

Group quarters can be either institutionalized or non-institutionalized (Table 13). Drug and alcohol rehabilitation programs are designed to last 29 days to avoid being categorized as institutionalized. East Tennessee State University dormitories house the largest percentage of the group quarter population.

Table 13: Types of Group Quarters

	Population	Percent of Total
Institutionalized Population		
Correctional Institution	104	2.6%
Nursing Homes	626	15.9%
Juvenile Institutions	20	0.5%
Other Institutions	0	0%
SUBTOTAL	750	19.1%
Non-Institutionalized Population		
College Dormitories	2,657	67.5%
Others (rooming houses, religious group homes, and halfway houses)	529	13.4%
SUBTOTAL	3,186	80.9%

Source: U.S. Bureau of the Census (2000)

Special Needs

Frontier Health operates several facilities in the city for those with both mental health needs and drug and alcohol dependency (see Table 14 and Map 5). For example, the Magnolia Ridge facility is designed for short-term care for the treatment of drug and alcohol dependence. The Unaka Group Home has been converted from a long-term care facility for the mentally disabled to a temporary facility for both persons who have completed the treatment at Magnolia Ridge and the homeless. Additionally, Turning Point has been reopened as a facility for persons that have completed the program at Magnolia Ridge.

In addition to facilities operated by Frontier Health, housing is available throughout the city to families and individuals living with disabilities. There are also agencies, such as The Dawn of Hope, that prepare individuals with physical and mental disabilities for living independently or with minimal supervision.

Table 14: Frontier Health Facilities

	Name of Facility	Location	Purpose	Capacity
1.	Chatham Apartments	2911 Chatham Drive	Permanent housing for adults	4 Units
2.	Laurel House	516 Swadley Road	Residential facility	10 Adults
3.	Magnolia Ridge	900 Buffalo Street	29 day rehabilitation facility for alcohol and drug dependence	N/A
4.	Plymouth Ridge Apartments	2802 Plymouth Street	Permanent housing for adults	10 Units
5.	Spring House	1113 King Springs Road	Residential facility	8 Adults
6.	Turning Point	808 Frank Jones Road	Proposed for a transitional facility for adults transitioning from rehab and homelessness	10 Adults
7.	Unaka Group Home	221 East Unaka Avenue	Proposed for a transitional facility for adults transitioning from rehab and homelessness	12 Adults

Source: Frontier Health



Spring House

Homelessness

Several organizations provide utility and rent assistance to prevent individuals from becoming homeless and help individuals obtain housing. Organizations that provide limited financial services in Washington County include: the Salvation Army of Johnson City; the Upper East Tennessee Human Development Agency through the Washington County Neighborhood Service Center; Catholic Charities; Good Samaritan Ministries Inc.; Inter-Faith Hospitality Network; and Frontier Health. The Johnson City Public Housing Authority, Johnson City Downtown Clinic, the Veteran's Administration, and numerous other organizations help individuals and families locate both transitional and permanent affordable housing with much of it also connected with needed support services.

Currently, there are approximately 270 homeless people in Johnson City according to the last "Point in Time Count" done by ARCH in January 2013. Emergency and transitional housing is limited and does not meet the current need (see Table 15 and Map 6). The Appalachian Regional Coalition on Homelessness (ARCH) defines emergency and transitional housing as follows:

- Emergency Housing – Shelter facilities where homeless individuals may reside for the purpose of meeting the basic human needs of food and shelter for a period of no more than 30 consecutive days.
- Transitional Housing – Facilities where individuals may reside for up to 24 months for the purpose of developing toward a more permanent living situation. Implied within the definition is the reality that residents shall participate in programs aimed at creating stability and self-sufficiency that will enable them to move into permanent housing.

Table 15. Emergency Shelters and Transitional Housing

	Name	Location	Number of Beds	Purpose
1.	Shelter of Hope (Salvation Army)	200 Ashe Street	66 Beds	Full-serve Homeless Shelters
2.	Haven of Mercy Rescue Mission Shelter	123 West Millard Street	65 Beds	Full-serve Homeless Shelters
*	Safe Passage Domestic Violence Shelter	(cannot be disclosed)	16 Beds	Full-serve Homeless Shelters
3.	Interfaith Hospitality Network (office)	210 West Fairview Avenue	16 Beds (families)	Transitional Housing
4.	Manna House	114 &116 West Walnut Street	21 Beds	Transitional Housing
*	Shelter of Hope (Salvation Army)	200 Ashe Street	24 Beds	Transitional Housing
5.	Turning Point	808 Frank Jones Road	10 Beds	Proposed for a transitional facility for 10 adults that are homeless or from rehab
6.	Unaka Group Home	221 East Unaka Avenue	12 Beds	Proposed for a transitional facility for 10 adults that are homeless or from rehab

Source: Frontier Health

* The location cannot be disclosed or already located with another facility.



Shelter of Hope (Salvation Army)



Manna House

Mobile Home Parks

There are several mobile home parks located within the corporate limits of Johnson City (see Table 16 and Map 7). Defined, a mobile home park must contain ten units or more. The mobile home park located at 2707 South Roan Street is the only park that has been developed since the 1970s when the city amended the Zoning Ordinance providing provisions for mobile home parks. The remaining mobile home parks were in existence prior to the 1970's or were developed in the county and then annexed into the city. Johnson City has more requirements for mobile home parks than Washington County.

Table 16: Mobile Home Parks

	Name	Location	Number of Units
1.	Big Valley Mobile Home Park	205 Big Valley Drive	86
2.	Spring City Mobile Home Park	116 Spring City Drive	44
3.	Mobile Home Park	2207 Indian Ridge Road	11
4.	Riddle Mobile Home Park	2103 Indian Ridge Road	22
5.	Mobile Home Park	3323 McKinley Road	22
6.	Timberidge Trailer Park	3211 Mayfield Drive	48
7.	McKinley Mobile Home Park	2801 McKinley Road	13
8.	McKinley Mobile Home Park	2705 McKinley Road	59
9.	Ramblewood Estate	605 Carter Sells Road	73
10.	Arcadia Mobile Home Park	3121 West Walnut Street	42
11.	Ashley Park Mobile Home Park	2012 Leeland Road	20
12.	Greenwood Trailer Park	1412 Colony Park Drive	20
13.	Mountain View Mobile Home Park	2719 South Roan Street	23
14.	Mobile Home Park	2707 South Roan Street	12
15.	Mountain View Mobile Home Park	2717 South Roan Street	34
16.	Heritage Mobile Home Park	2701 South Roan Street	154
17.	Cherokee Mobile Home Park	1901-1905 Cherokee Road	32
18.	Longview Place Mobile Home Park	2807 South Roan Street	27

Source: Johnson City Planning Department

Senior Housing/Nursing Care Facilities

Northeast Tennessee and Johnson City are popular places for retired people to relocate. This is in part due to the availability of medical care, the scenery of the mountains, and the temperate climate. Housing for the maturing population includes independent living facilities, assisted living facilities, nursing homes, and single-family residences. Table 17 provides a list of the existing facilities for the senior population who need assistance (see Map 8).

Table 17: Independent Living, Assisted Living, and Nursing Care Facilities

	Name	Location
1.	Appalachian Christian Village (ACV) at Sherwood	2012 Sherwood Drive
2.	Asbury Place	400 North Boone Street
3.	Broadmore Assisted Living	406 East Mountainview Road
*	Colonial Hills Village (on same parcel as NHC Healthcare)	3207 Bristol Highway
4.	Continuum Courtyard of Johnson City No. 1& 2	2105 and 2109 East Lakeview Drive
5.	Lakebridge Health Care Center	115 Woodlawn Drive
6.	Maple Crest (ACV)	211 University Parkway
7.	NHC Healthcare	3209 Bristol Highway
8.	Pine Oaks Assisted Living Community (ACV)	213 University Parkway
9.	Wellington Place of Johnson City	2003 Water's Edge Road

Source: Johnson City Planning Department



Pine Oaks Assisted Living

There is a segment of the older population that does not want or need to live in an assisted living facility, but has different needs than younger homeowners. Recently developments, such as The Villas at Browns Mill and Waterbrooke Subdivision, have been designed with the elderly community in mind. These residences are one story, have handicap accessible bathrooms, and require lesser amounts of maintenance.



Villas at Browns Mill

SECTION 2

FUTURE HOUSING DEMANDS AND RECOMMENDATIONS

The primary purpose of the Housing Demand Study is to determine the future housing needs for the citizens of Johnson City with the goal of promoting an adequate and varied housing supply of decent, safe, sanitary, and affordable housing opportunities to meet the existing and future needs of all residents regardless of age, race, gender, special needs, and economic status.

This section will look at the problems and opportunities affecting the city's existing housing stock and make recommendations for addressing the housing needs for the upcoming years.

Johnson City's population is projected to increase from 63,152 to 71,859 by the year 2020, a growth rate of 1.3 percent per year. This is a growth of approximately 8,707 persons and according to the city's Planning Division's estimates, Johnson City will need 3,350 new residential units to accommodate this population growth, with approximately 1,843 single-family units and 1,507 multi-family units.

On average, a new subdivision's lot size is 10,683 square feet. If this trend continues, by 2020, the city will need an additional 452 acres of residentially zoned land to accommodate the 1,843 single-family units. In addition, it is important to factor in an additional 15 percent for new street construction. This brings the total to 520 acres of residential land.

On average, the density of multi-family development is approximately 7.1 units per acre. At this density, the city will require an additional 212 acres of multi-family zoned land by 2020 to accommodate the projected growth of 1,507 multi-family units. In total, by 2020, an approximate 732 acres of land will be needed to meet the expected demand for housing (see Table 18).

As there are over 3,000 (approximately 3,100) acres of vacant residentially zoned land within the city limits, as calculated by the city's Geographic Information Systems (GIS) division, this projected growth can be accommodated without the need to annex additional land into the city.

Table 18. Residential Land Use

Housing Type	
Single-Family	452 acres
+ 15% for Streets	68 acres
Multi-family	212 acres
Total Estimated Area	732 acres

Private Housing Market

The market will continue to drive contractors and builders to design and construct dwelling units for middle to upper-income families since the profit margin is greater. Likewise, the increase in land values and construction costs will contribute to the cost of subdivisions and will impact developers from constructing low to moderate-income housing.

Therefore, incentives will continue to be necessary to encourage developers to build dwellings for low to moderate-income families. (To date, Watauga Commons is the only subdivision that has been privately designed and constructed without utilizing incentives or government assistance utilizing the MX-1, Mixed Use zoning district, to assure that 20 percent of the dwelling units constructed are targeted to the lower-income market.)

In addition, the rental market should be geared toward meeting the needs of the population who do not want to own a house. The provision of clean and safe rental housing is a right of citizens that do not own property. The Land Use Element addresses the availability of land for rental property, especially in the vicinity of East Tennessee State University and the Veteran’s Administration.

In attempt to promote the stock of rental housing to ensure a sufficient quantity and quality amount is available to meet the market’s needs, the city should coordinate action with the Johnson City Housing Authority with their Annual Plan.

Retirement and Nursing Care Facilities

Retirement and nursing care facilities for the mature and aged population include independent living, assisted living, and nursing homes facilities. Recently, the trend for these facilities has been to be designed and marketed for the middle to higher-income individuals and couples.

As shown in Table 19, the population in Johnson City is aging. The table shows that in 2010, 14.8 percent of the population was between 65+ years of age. This age group is

expected to increase to 20 percent of the population by the year 2020, and then approach 24 percent by 2030. This table reinforces the need for additional independent and assisted living facilities to be constructed or provided over the next 20 years.

Table 19. Projected Population by Age

	2000 (actual)		2010 (actual)		2020		2030	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0 to 4	3,062	5.5%	3,353	5.3%	3,977	5.5%	4,273	5.3%
5 to 14	5,930	10.7%	6,701	10.6%	7,483	10.4%	8,701	10.7%
15 to 24	9,575	17.3%	11,913	18.9%	9,747	13.6%	10,109	12.7%
25 to 34	7,705	13.9%	8,297	13.1%	10,459	14.5%	10,631	13.3%
35 to 44	8,105	14.7%	7,461	11.8%	7,636	10.6%	10,073	12.5%
45 to 54	7,072	12.8%	8,310	13.2%	8,678	12.1%	8,049	10.1%
55 to 64	5,138	9.3%	7,436	11.8%	9,530	13.3%	9,127	11.4%
65 to 74	4,355	7.9%	4,866	7.7%	8,322	11.6%	9,816	12.4%
75 and older	4,381	7.9%	4,515	7.1%	6,027	8.4%	9,279	11.6%
Total	55,323	100%	63,152	100%	71,859	100%	80,058	100%

Source: U.S. Census Bureau, University of Tennessee, and the Johnson City Planning Division

As many of these units designed for independent living and assisted living are not within the price range of some lower and middle-income individuals and couples, there are individuals and families that have moved to Virginia where a state-funded grant is available to assist with independent and assisted living facilities costs. This has left a need for additional assisted living and independent living facilities for the mature and aged low-income individuals and couples in Johnson City.

The Veterans Administration (VA) has also expressed a need for assisted living facilities for lower and moderate-income veterans on their campus. However, currently there are no plans to construct this type of facility. (*Historically, Veterans have desired the option to live with their spouse in assisted living facilities, which is/has not been permitted in VA facilities.)

It is recommended that the Zoning Ordinance be regularly evaluated to ensure an adequate amount of land is zoned properly to allow the location of independent living, assisted living, and nursing home facilities within the city.

The city should assist in creating a positive environment for the promotion of housing obtaining financial assistance and incentives for the construction of independent living and assisted living facilities for low-income individuals.

Emergency Shelters/Transitional Housing

Through a partnership with ARCH, the state Creating Homes Initiative, and the local Public Housing Authority housing for the homeless is provided in both transitional facilities and permanent/permanent supporting housing (Table 20).

Table 20: Number of Bed Needs for the Homeless

	Emergency Beds	Transitional Beds	Permanent/Permanent Supportive Beds
Men	0	23	23
Women	40	24	24
Families	20	63	63
Total	60	100	100

Source: ARCH

Transitional housing needs for those with drug and alcohol dependency is currently available through Turning Point and the Unaka Group Home as housing for individuals that have completed treatment at Magnolia Ridge, an alcohol and drug dependence treatment center. However, funding at the federal, state, and local levels and private donations will be necessary for these facilities to remain open.

While there are no transitional housing facilities currently for individuals recently released from prison, providing such would allow these individuals time to receive direct support to adjust to life outside prison.

The city should encourage agencies providing these facilities to communicate regularly in attempt to provide their services as efficiently as possible, as the need will continue to exist in the city.

Special Needs

Many individuals with special needs desire the opportunity to live on their own or in small groups of two or three. The Johnson City Community Development Division and Eastern 8 CDC work with the Dawn of Hope in providing housing for the mentally and physically challenged. The city’s Community Development Division has also worked with Horizon Community Development Corporation in acquiring two existing facilities that have been renovated into group home housing for veterans with mental challenges. Housing for individuals with special needs can be achieved either with new units constructed specifically for residents or by existing housing units which have been renovated. Kitchens and bathrooms have to be expressly designed for the mentally and/or physically challenged and additional changes regarding security may be necessary. (Preservation Point subdivision has two dwelling units that are designated specifically for the clients of the Dawn of Hope.)

The partnership between the city's Community Development Division, the Dawn of Hope, Eastern 8 CDC, and Horizon CDC should continue with their efforts to promote housing for the mentally and physically challenged. When possible, grants should be utilized to assist with both renovations and new construction.

Boarding and Rooming Houses

A boarding and rooming house is defined as separate bedrooms and bathrooms, but shared common kitchen and living room areas. In Johnson City, a boarding and rooming house can have up to five (5) guest rooms. While currently permitted in the city, there have been concerns from neighborhoods where boarding and rooming houses have located (i.e.: allowing five (5) guest rooms is too many and that there have been problems, such as insufficient off-street parking).

Although concerns have been expressed, this type of dwelling is needed in the community and should not be eliminated. Instead, suggestions to amend the requirements for boarding and rooming houses should be considered. For instance, reducing the number of guest rooms, requiring a certain distance between each establishment, and requiring a resident manager.

Accessory Apartments

An accessory apartment unit is generally defined as a small housing unit located on a property in addition to a single-family residence. Recently across the country, accessory apartments are being increasingly allowed in 'traditional' single-family districts as a means to provide inexpensive housing, usually for older or younger single relatives of the resident. Accessory apartments also allow residents such as empty nesters and the elderly to maintain their large residence without having to relocate. In addition, by permitting accessory units young couples and individuals have the opportunity to purchase larger older homes that they otherwise would not be able to afford. The scale and location of the accessory unit must be considered and should not dominate or be conspicuous in the neighborhood.

Another option exists to consider permitting accessory apartments in the lower density single-family residential districts, R-1, R-2, R-2A, R-2B, and R-2C. If the use of accessory apartments is expanded into the lower density residential districts, then there are several conditions that should be considered in order to maintain the single-family characteristics of the neighborhood. These conditions include the following:

- Size limit on accessory units (set number or percentage of main dwelling unit);
- Number of bedrooms permitted (two bedrooms);
- Location of accessory unit (rear of main residence and/or side);
- Entrance location of accessory unit;
- Minimum lot size of property;

- Setbacks;
- Relationship between height of main dwelling unit to accessory unit;
- Maximum height (two-stories or 30 feet);
- Parking requirements;
- Design guidelines;
- Permitting attached and/or detached accessory unit from main dwelling unit;
- Permitted use or special exception;
- Maximum lot coverage; and
- Owner living on premise.

Student Housing

The location of East Tennessee State University, the Medical School, and the Pharmacy School within Johnson City creates a need for student housing. The R-6, High Density Residential, district was created specifically for housing for college students. Off-campus housing recently constructed along State of Franklin Road is designed to rent four bedroom units to four students that share a kitchen and living room area. This type of student housing is common in college communities.

Affordable/Value-Oriented Housing

Every family and individual deserves housing that is safe and financially affordable. One strategy the city has already undertaken to assist in reducing the cost of residential housing is the creation of the MX-1, Mixed Use Neighborhood district. This district requires that 20 percent of the dwelling units be value-oriented housing.

Older neighborhoods, such as the Tree Streets Neighborhood, were originally constructed with a variety of housing sizes and income ranges. Unfortunately, many new subdivisions are constructed with large homes in the higher price ranges and often have restrictions which prevent anything different. Older existing neighborhoods in the central part of the city, such as West Davis Park, need to continue to encourage reinvestment and renovation of structures/homes in order to remain as viable places where families want to live. Redevelopment in older neighborhoods assists in eliminating the pressure to move to the new developments on the edge of the city limits. Older residences can be renovated to current city codes usually at less cost than new construction and are a way to continue to provide affordable housing.

The availability of housing for low and moderate-income families is a concern for those individuals that are in the market. Comprehensive loan and grant programs have been used and will continue to be used to assist families with the purchase and down payment for first-time homebuyers. However, with a limited supply of affordable housing, it is becoming more challenging to aid families that want to own their own home. Non-profit and for-profit construction companies need to partner together to

increase the supply of housing for those with a low or moderate-income. Non-profit development organizations such as Eastern Eight Community Development Corporation (CDC), Fairview Housing, Inc., Horizon CDC, Habitat for Humanity, New Homes, Inc., and Appalachia Service Project help to construct and repair housing for those with low incomes.

The Johnson City Community Development Division uses a portion of its Community HUD funds to assist low and moderate-income families to acquire better housing. Portions of their HUD CDBG funds are used to assist with homeowner rehabilitation (\$25,000 maximum loan with zero percent interest). HUD HOME program funds through the Northeast Tennessee/Virginia HOME Consortium are used to provide homeownership assistance to eligible households in the form of \$5,000 up to \$10,000 zero percent loans that can be used for down payment and closing costs assistance. This program also provides zero percent reconstruction loans to low and moderate income households whose existing homes are considered too substandard to economically rehabilitate.

Another recommendation is to reduce building fees for developments constructed for low-income families. Building fee costs are currently based on the valuation of the house allowing the fee to be lower for smaller houses and increasing with the size of the residence. It is also recommended that the review fee be waived for dwellings below a set valuation (\$135,000), and to eliminate the cost of a demolition permit involving doing infill construction.

In attempt to accommodate a variety of housing needs, also recommended is for the city to amend its Zoning Ordinance to further encourage a diversity of housing types by offering developers density bonuses in exchange for providing affordable housing.

Improving Existing Substandard Housing

The city's Community Development Office uses HUD Community Development Block Grant and HUD HOME funds in the prevention and elimination of slums and blighted areas in Johnson City. The Community Development Office works with private contractors to complete rehabilitation and reconstruction projects and has recently targeted the Mountain Home, West Davis Park and Carnegie Neighborhoods. The First Tennessee Development District, under contract to the city, provides staff to inspect and help formulate the work orders for projects completed using CDBG and HOME funds. The Community Development Office's CDBG Housing Rehabilitation Program and HOME Reconstruction Program should continue to assist qualified property owners to complete work on dwellings in disrepair.

There is a tool that was approved by the Tennessee state legislature in 2004 that can be used to promote the rehabilitation of older residential neighborhoods. Public Chapter 536 provides communities the opportunity to establish incentives to encourage

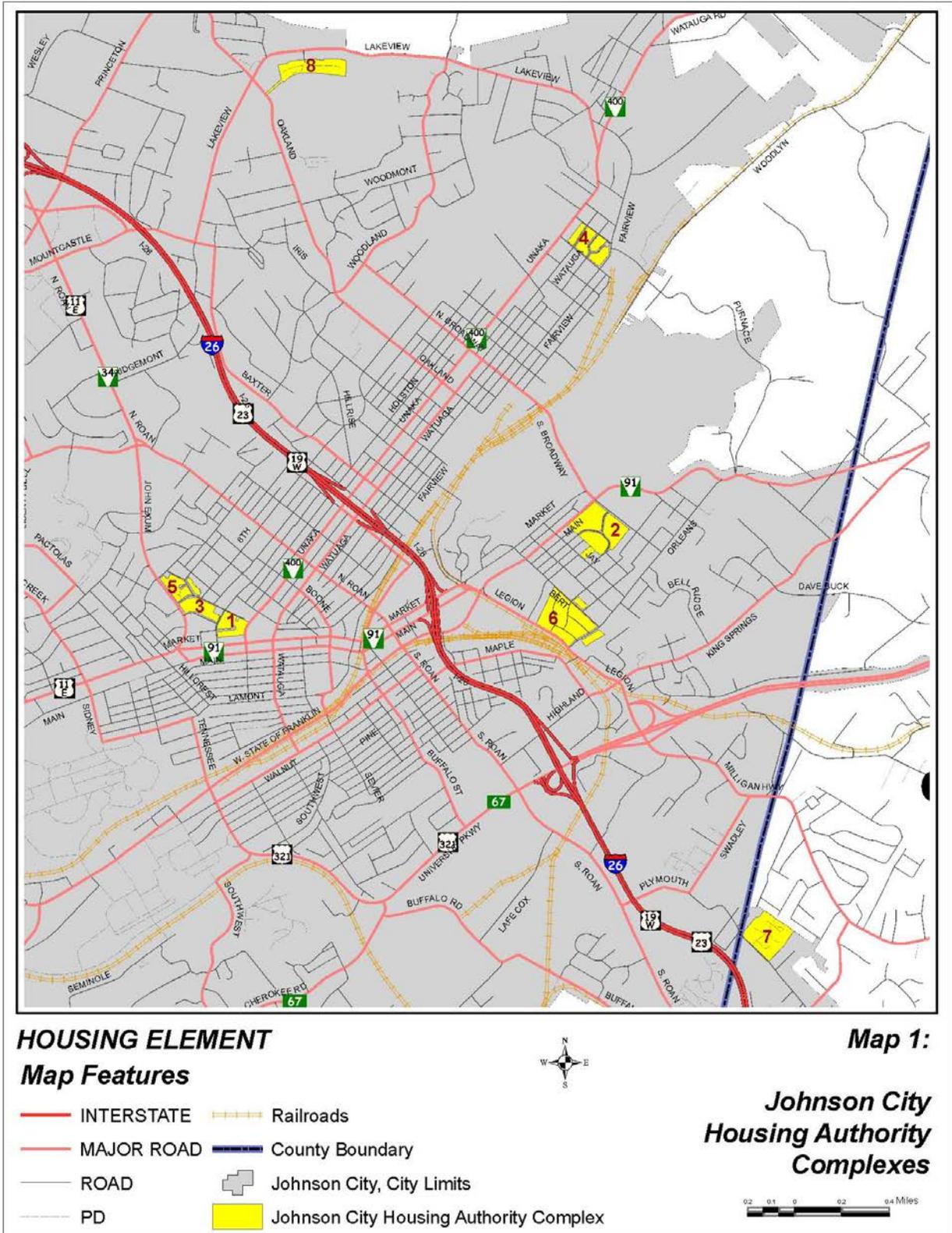
individuals to rehabilitate their homes and to preserve the diversity of housing stock. The legislation provides cities, and counties, the ability to establish a grant program using new tax revenue generated from improvements made on residential properties within a designated area. This is similar to an Improvement District and the Tax Increment Finance Program but it is specifically tailored to privately-owned residential properties. From the funds collected, grants can be made available for property owners to improve and renovate their property and also for public improvements to streets, sidewalks, and streetlights. This program was designed as a method to preserve the historic residential housing stock in older neighborhoods from becoming blighted and can also be used to improve the substandard housing units and promote affordable housing.

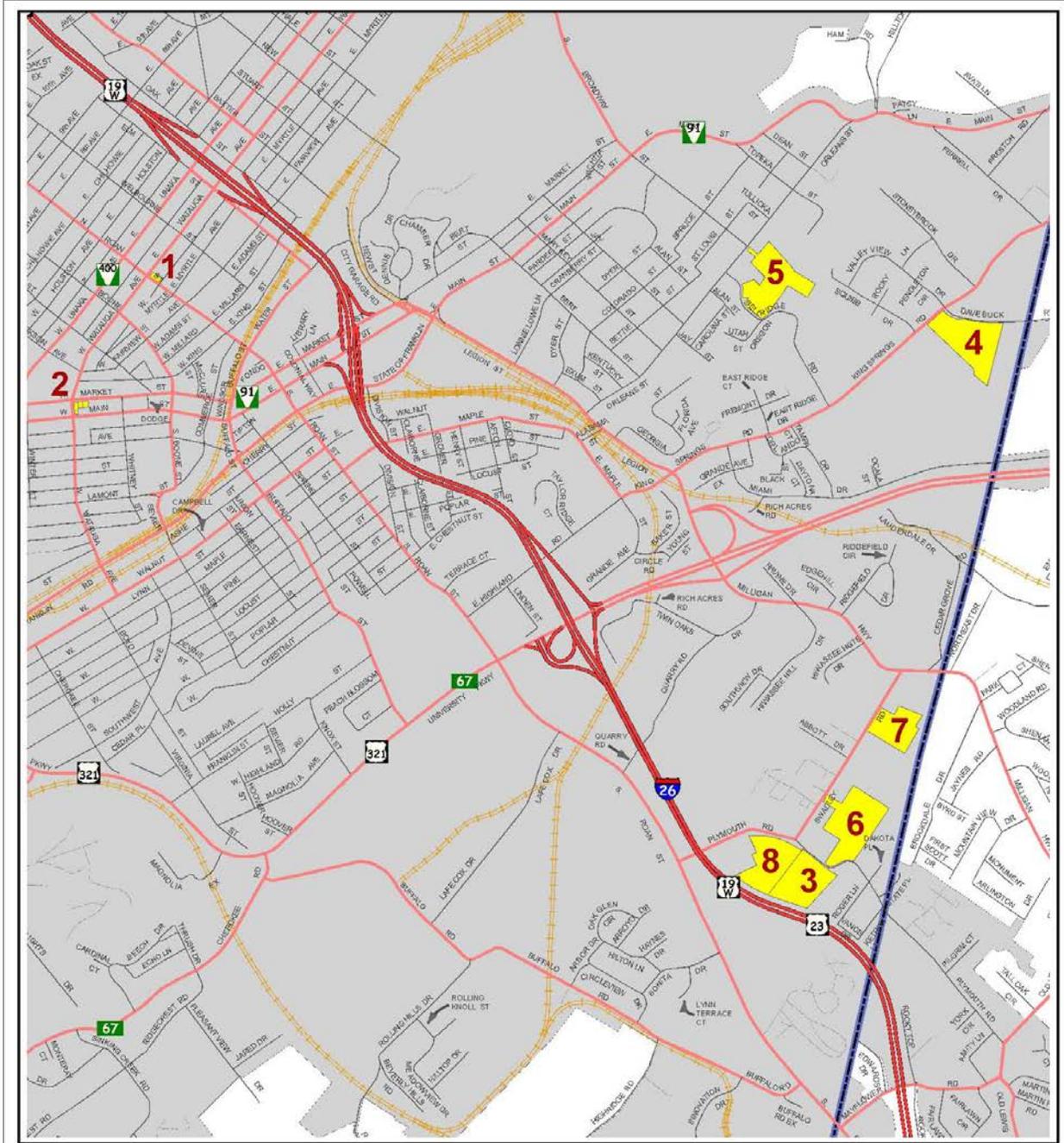
The city's Community Development Office should study this legislation to determine if it would be feasible for use in Johnson City. In addition, the rehabilitation of deteriorating or substandard residential properties should continue through the use of Community Development Block Grants and other federal and state funds. All housing found to be substandard but economically feasible to renovate should be rehabilitated to increase the availability of standard housing and to ensure that all housing in the city provides safe and adequate shelter to its occupants.

Green Construction

The ability to do green and sustainable development should not be hindered by the city; therefore, the city's Development Services Department should take the lead in encouraging 'green' design and construction in Johnson City. Information on green residential construction programs, such as through LEED and NAHBGreen, should be added to the city's website to promote awareness for local homebuilders. In addition, it is recommended that existing city codes be reviewed to ensure green construction is not limited or prohibited. The city should also consider offering incentives or permit fee reductions for green structures.

APPENDIX: MAPS





HOUSING ELEMENT

Map Features

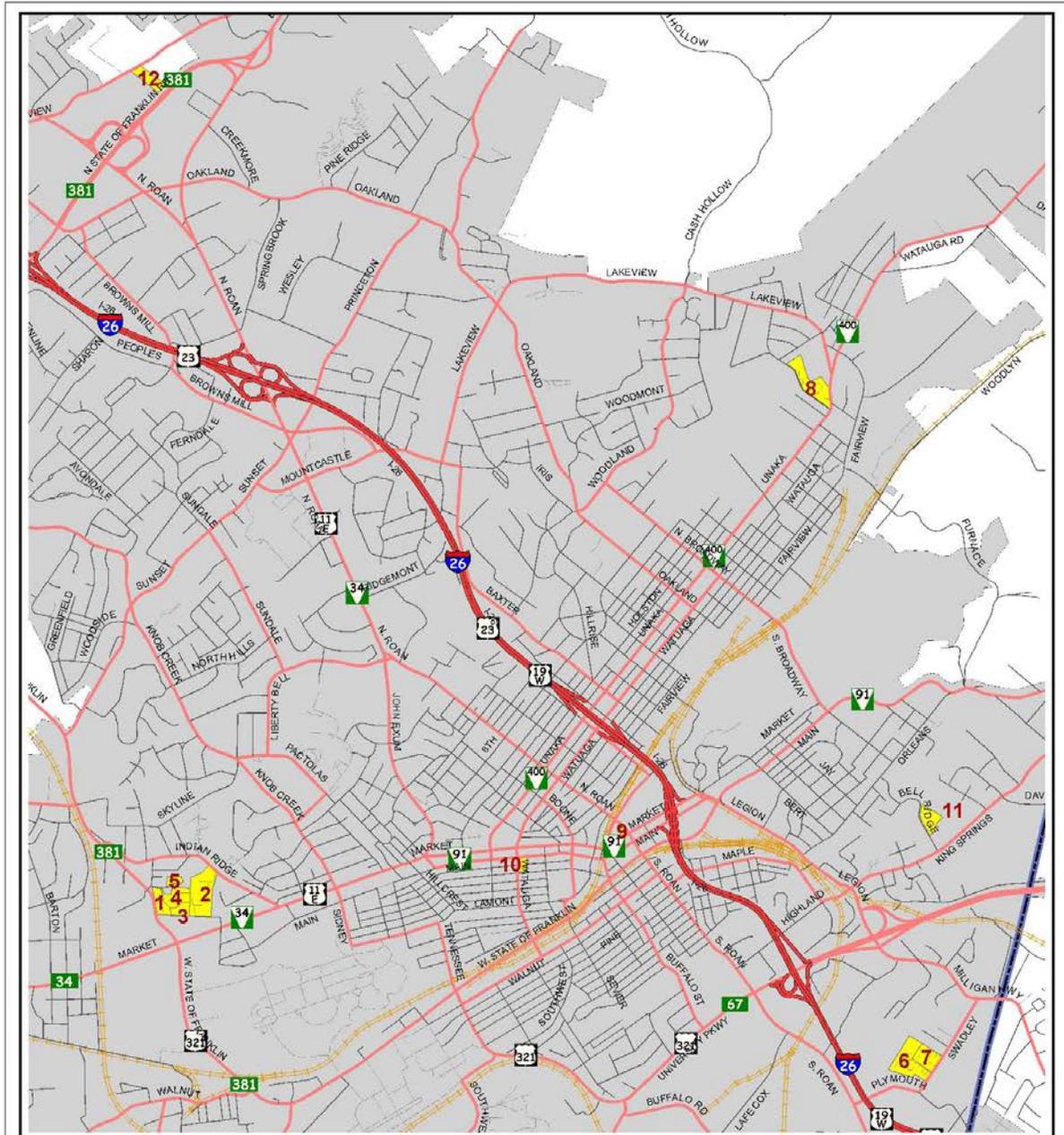
- INTERSTATE
- MAJOR ROAD
- ROAD
- PD
- Railroads
- County Boundary
- Johnson City, City Limits
- Apartment Complexes w/ JCHA Vouchers



Map 2:

Apartment Complexes that Accept Section 8 Vouchers from JCHA

0 0.1 0.2 0.3 Miles



HOUSING ELEMENT

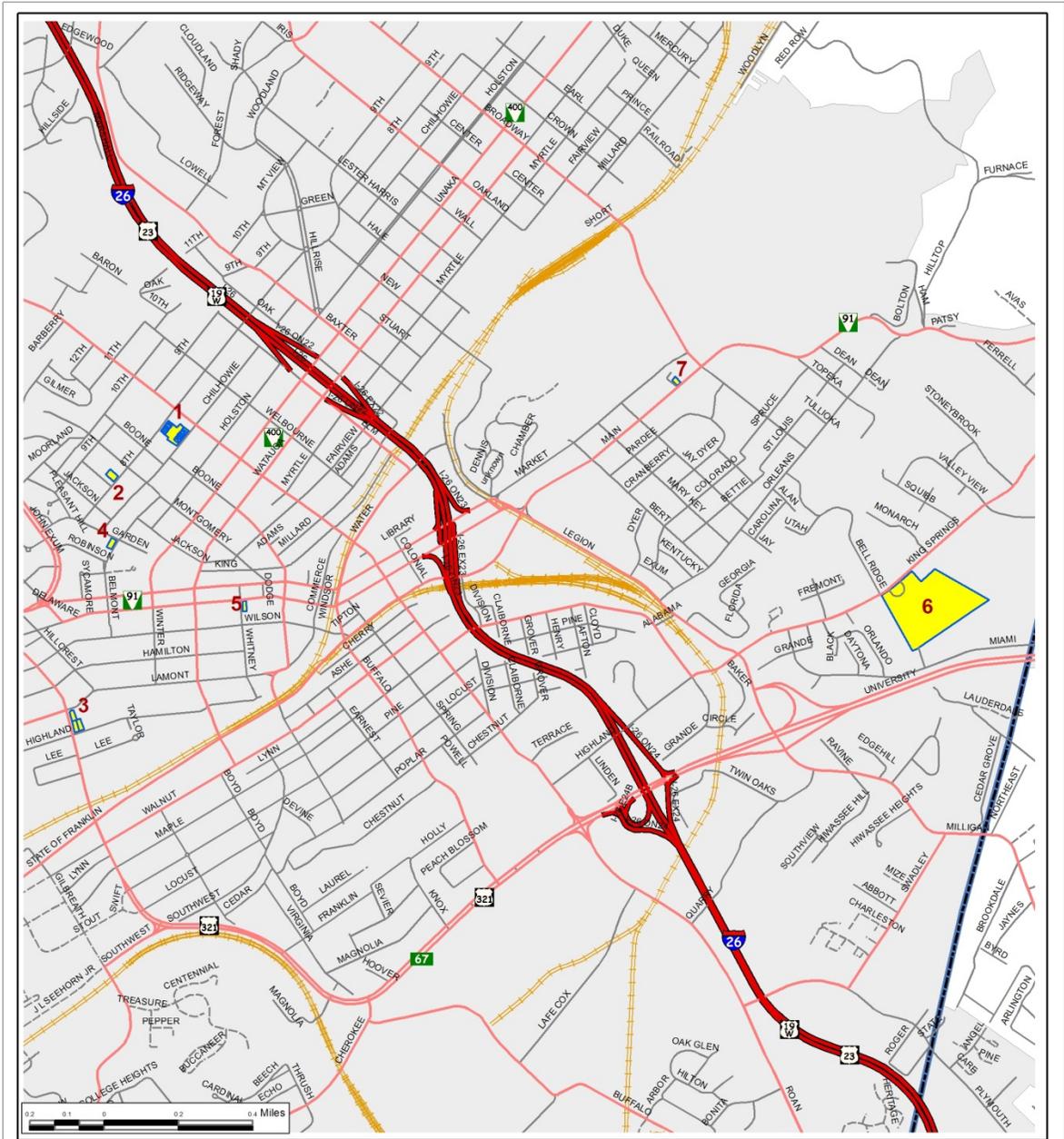
Map Features

- INTERSTATE
- MAJOR ROAD
- ROAD
- PD
- Railroads
- County Boundary
- Johnson City, City Limits
- Apartment Complexes w/ HUD Vouchers



Map 3:
Apartment Complexes
that Receive
Federal Assistance



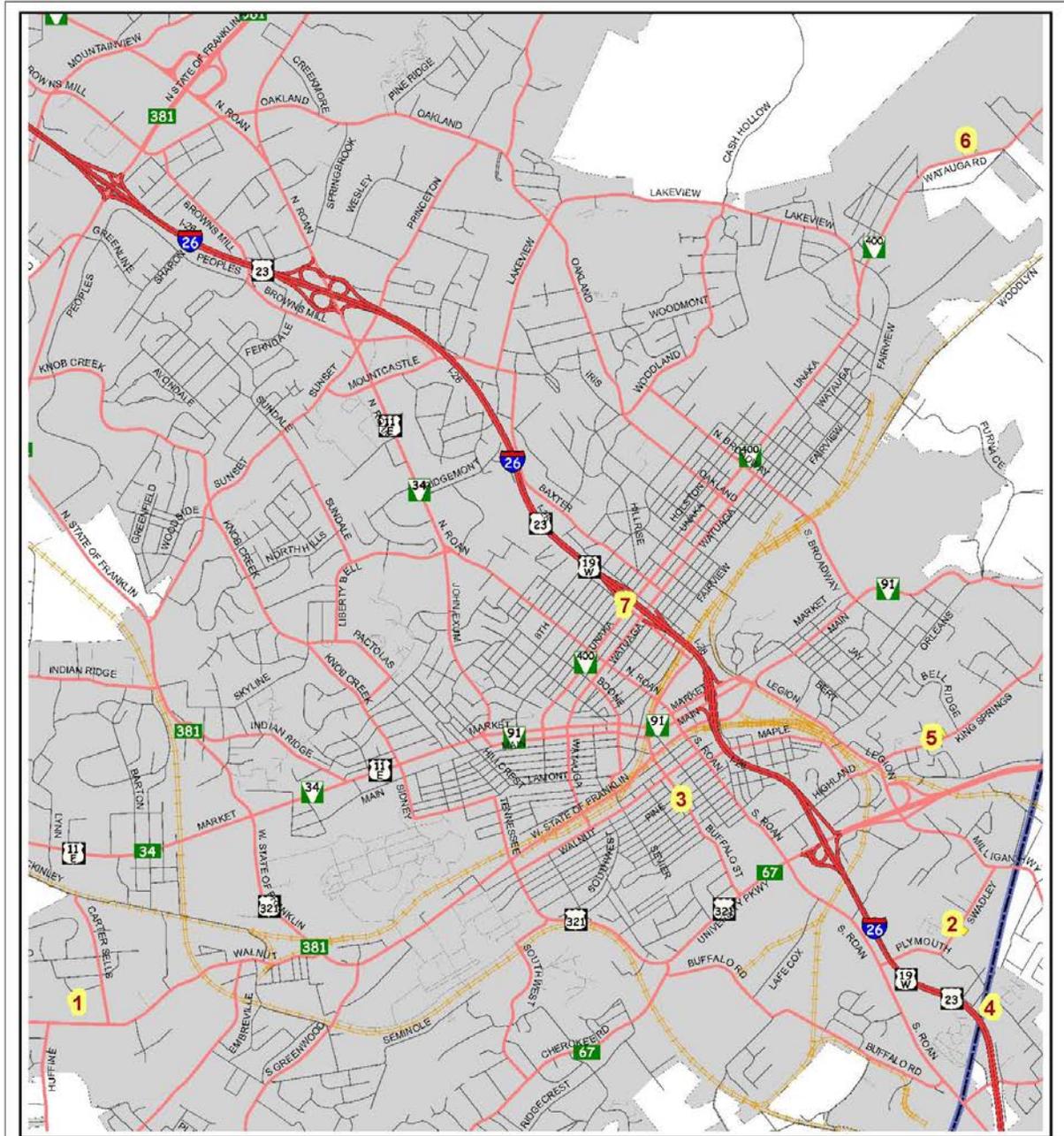


HOUSING ELEMENT
Map Features



Map 4: CDBG Funded Housing Projects

- Interstate
- Major Road
- Road
- Private Roadway
- Railroad
- Washington County
- Johnson City, City Limits
- CDBG Funded Housing Projects



HOUSING ELEMENT
Map Features

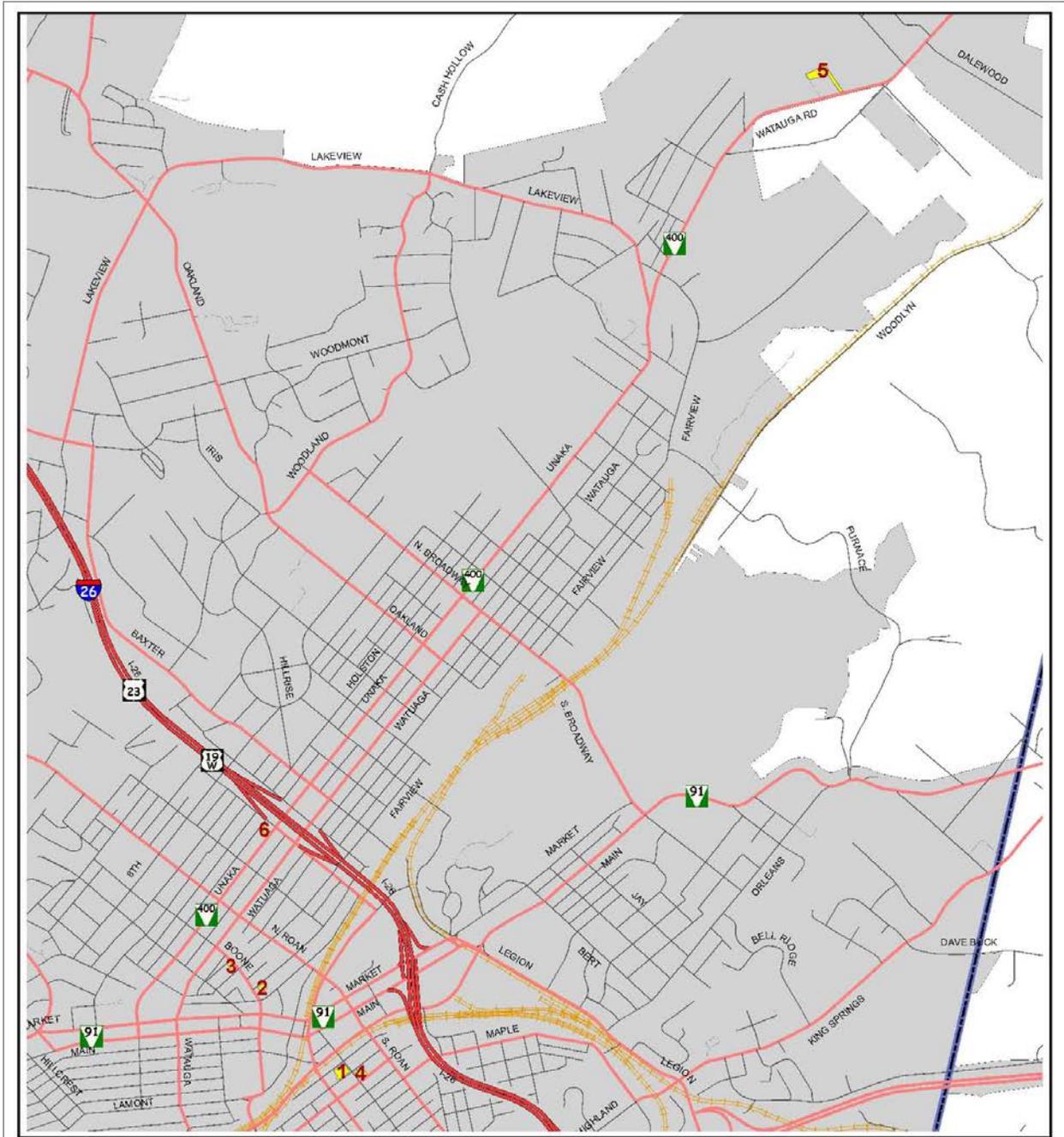
- INTERSTATE
- MAJOR ROAD
- ROAD
- PD
- Railroads
- County Boundary
- Johnson City, City Limits
- Frontier Health Facilities



Map 5:

Frontier Health Facilities





HOUSING ELEMENT
Map Features

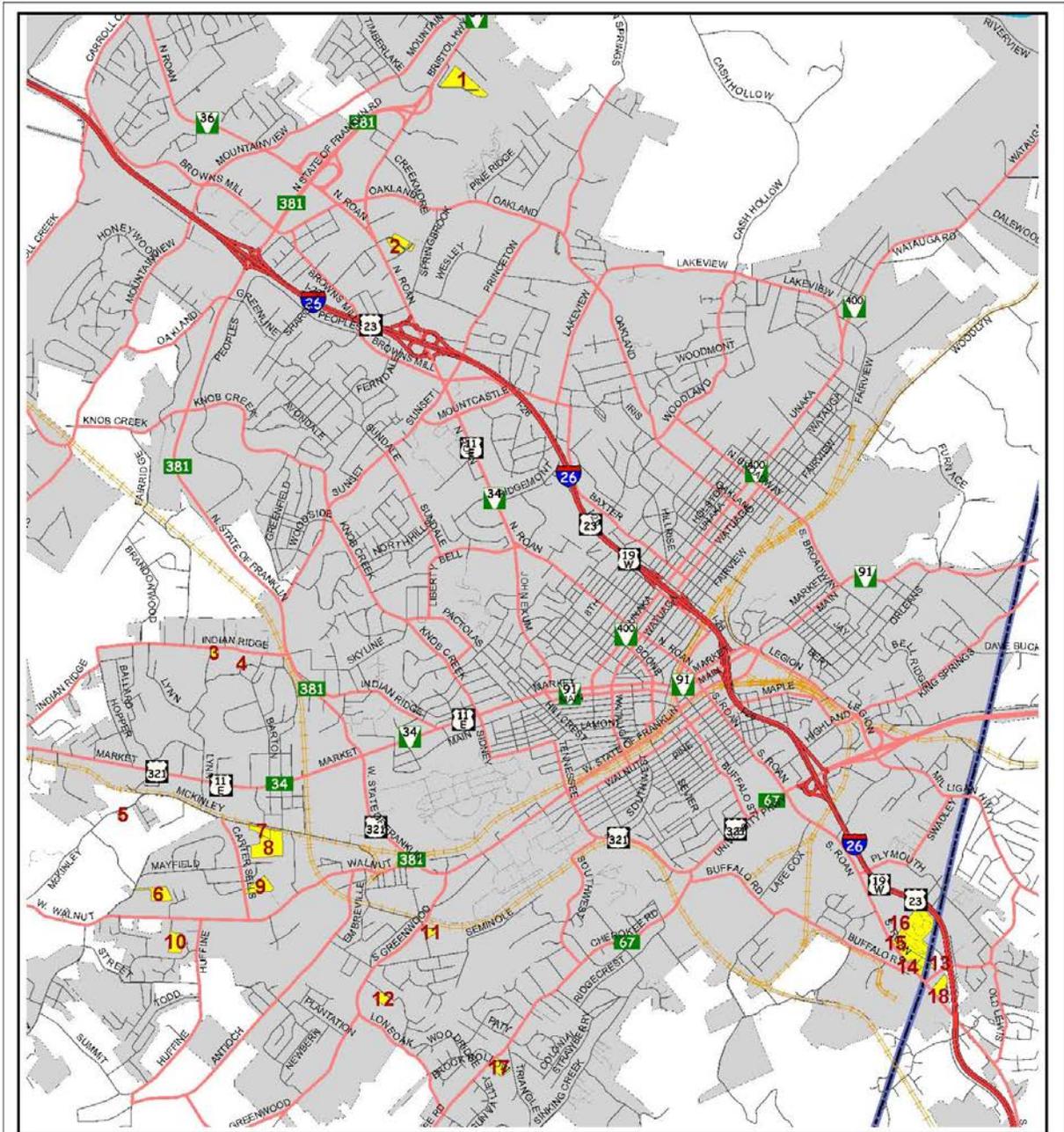
- INTERSTATE
- MAJOR ROAD
- ROAD
- PD
- Railroads
- County Boundary
- Johnson City, City Limits
- Emergency Shelters



Map 6:

Emergency Shelters





HOUSING ELEMENT

Map Features

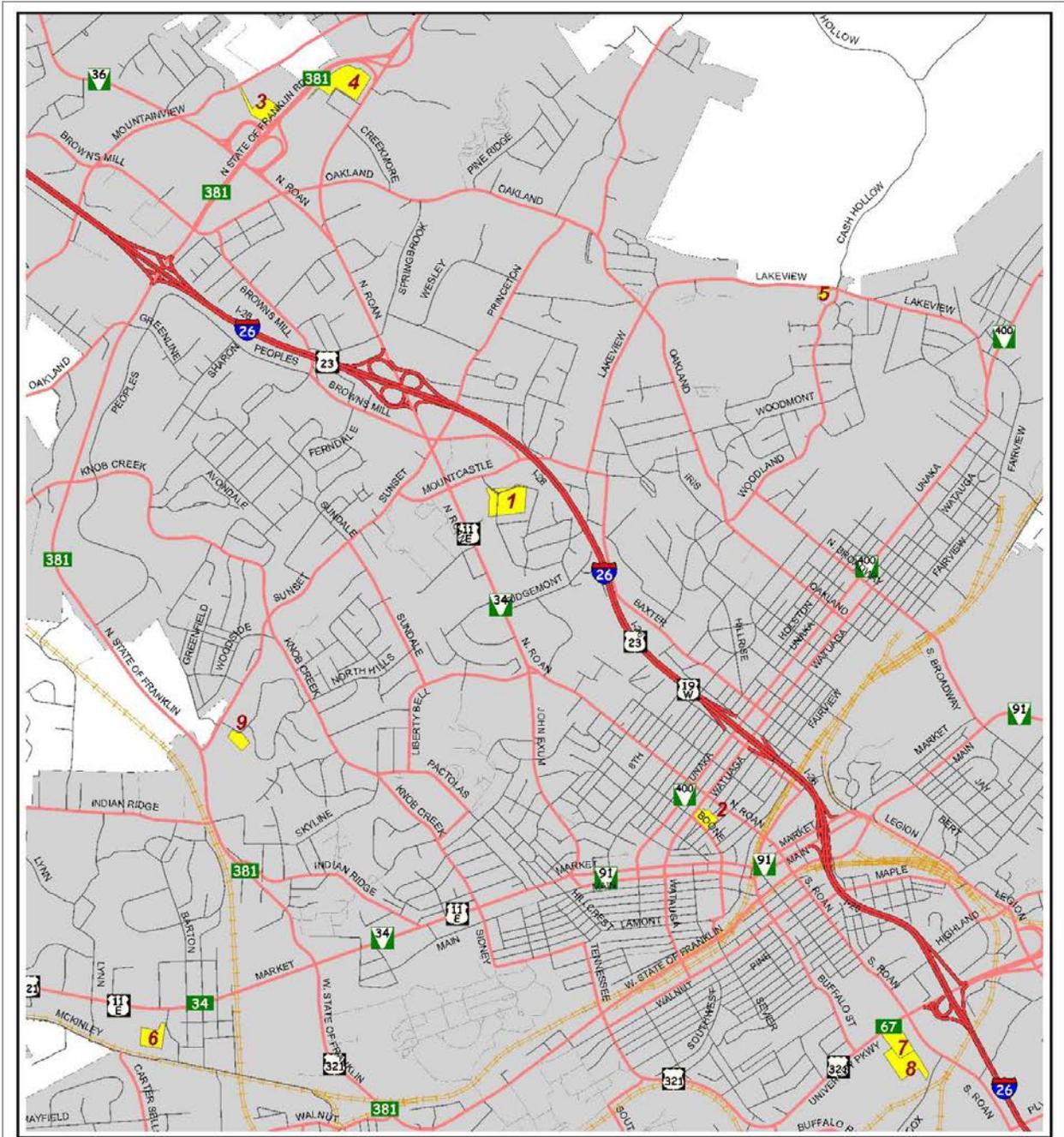
- INTERSTATE
- MAJOR ROAD
- ROAD
- PD
- Railroads
- County Boundary
- Johnson City, City Limits
- Mobile Home Parks



Map 7:

Mobile Home Parks





HOUSING ELEMENT
Map Features

- INTERSTATE
- MAJOR ROAD
- ROAD
- PD
- Railroads
- County Boundary
- Johnson City, City Limits
- Housing for the Aged Population



Map 8:
Housing for the Aged Population

0.2 0.1 0 0.2 0.4 Miles