

**CITY OF TALENT
COMPREHENSIVE PLAN**

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ELEMENT I. THE HISTORY OF TALENT AND HISTORIC PRESERVATION POLICIES AND STRATEGIES

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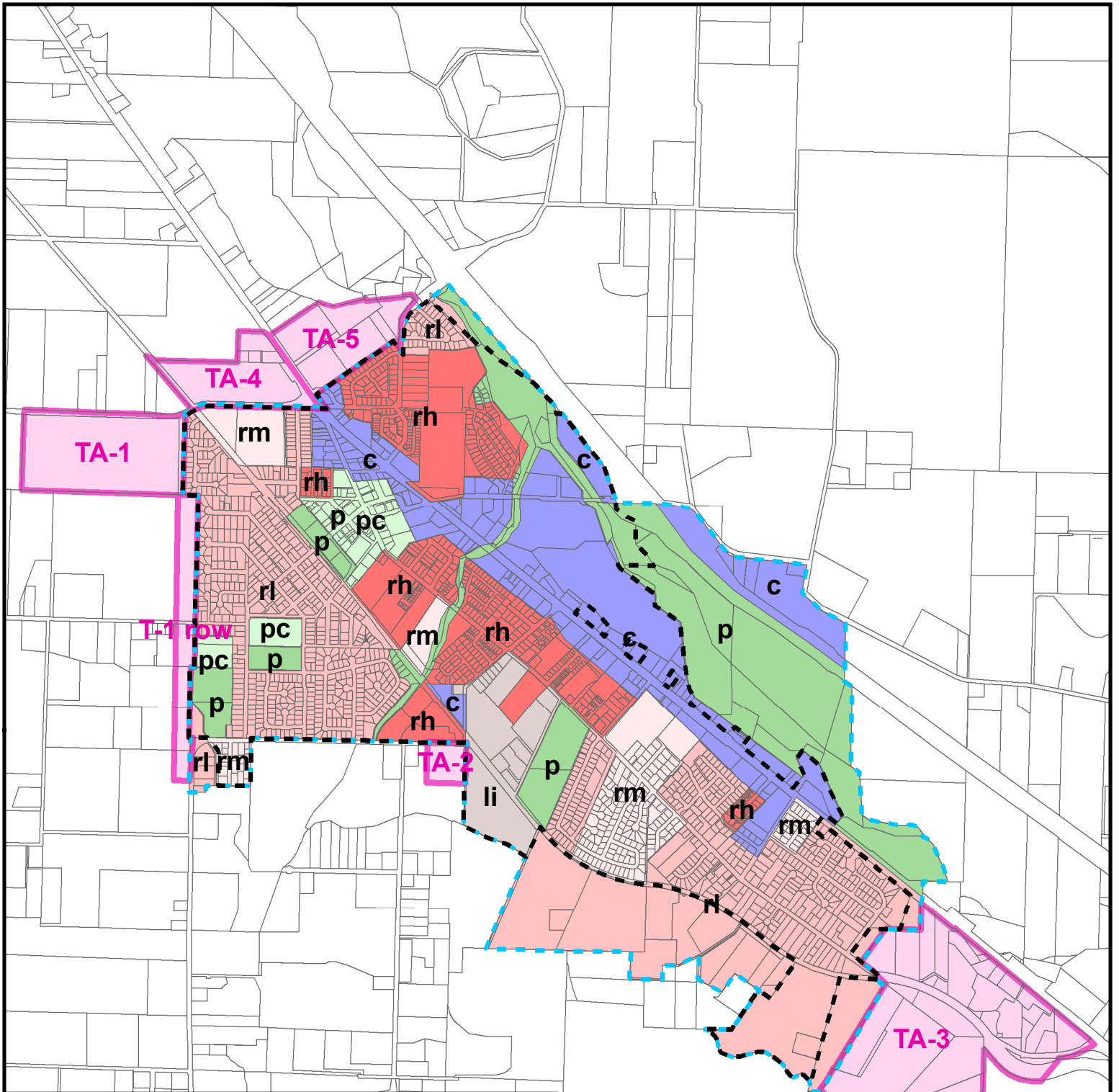
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Comprehensive Plan

ADOPTED: 06/24/1980 by ORD 417
 AMENDED: 05/03/2017 by ORD 17-933-O
 EFFECTIVE: 06/02/2017

- | | |
|--------------------------------------|---------------------------------------|
| Urban Reserves (Future Growth Areas) | Comprehensive Plan Designation |
| Urban Growth Boundary | Commercial (c) |
| City Limits | Light Industrial (li) |
| Tax Lot | Parks (p) |
| | Public Facilities - Civic (pc) |
| | Residential High Density (rh) |
| | Residential Low Density (rl) |
| | Residential Manufactured Home (rm) |

Mapping is schematic only and bears no warranty of accuracy. This product was created for informational purposes and may not have been prepared for or be suitable for legal, engineering, surveying, or property investment purposes. All zoning information should be confirmed by the City prior to use for such purposes.



0 0.25 0.5 Miles

Plotted: 05/29/2017
 By: Zac Moody

Talent Comprehensive Plan, Element A

CITIZEN INVOLVEMENT

[Adopted by Ord. No. 944; Effective 10/19/2018]

CITIZEN INVOLVEMENT

The goal of this Citizen Involvement Element is to provide a series of policies and strategies for including citizens' voices in decision making. This Element is designed to build solid interactions between city officials (elected, salaried, and appointed) and the citizens they serve.

Democracy relies on engagement by citizens as a means of creating evolving solutions to civic matters. Citizen involvement processes must be inclusive of those who identify themselves as interested and/or affected by decisions that will be made on issues of relevance to them. These processes should also result in decisions that reflect the community's voice.

Citizen involvement is not a substitute for decision making by the City, but it is an important influence on it. Shared decision making is not a cure for conflict, because it does not necessarily mean the final decision will make everyone happy. It lets everyone know the reasons for a decision in the hope that all or most participants will accept that decision, even if they do not agree with it, because they understand that the process was open and transparent.

Policy 1: Citizen Involvement: Provide a process for widespread citizen involvement as defined by Oregon's Land Conservation and Development Commission (LCDC) including the creation of a Committee for Citizen Involvement and Citizen Involvement Plan.

Objective 1.1: Create a Committee for Citizen Involvement (CCI) that will develop, implement and evaluate components of the Talent Citizen Involvement Plan (TCIP) for Council's approval.

Implementation Strategy: While duties of the CCI are primarily in the area of land use planning, policies in the TCIP may also be used to address other community issues, such as clean energy and Integrated Pest Management policies. This approach allows for broader community involvement: citizen concerns are not limited to land use and the CCI can serve as a mediator if the planning department and citizen advisory committees disagree about a land use.

Implementation Steps:

- 1.1a: The Planning Commission and City Council will develop and approve legislation defining the role and authority of an independent Committee for Citizen Involvement.
- 1.1b: The CCI will work with the Planning Commission and City Council to develop and adopt a Talent Citizens Involvement Plan (TCIP) that includes policies on the formation and responsibilities

of Citizen Advisory Committees (CACs) and Acknowledged Neighborhood Associations (ANAs) and for land use and other planning and community outreach and education.

- 1.1c: The CCI will produce an annual report evaluating the city's citizen involvement efforts and meet with the City Council no less than annually to suggest improvements needed to keep the effort effective.

Objective 1.2: The City commits to engaging all Talent citizens in the planning process, with an expectation of geographic, economic, language, ability, literacy and cultural diversity.

Implementation Strategy: In an open and well-publicized process following city policy for all appointments, Mayor and Council will recruit and appoint five citizens to serve as the CCI, one each from Northeast, Northwest, Southeast, and Southwest of Talent Avenue, and one from the Urban Growth Area. Term lengths of initial appointments will be staggered to ensure future smooth transitions.

Implementation Steps:

- 1.2a: When developing the appointment process for the CCI, the Council will strive to include members of varying cultures and economic status, drawing on target groups that may include labor and welfare organizations, retail/industrial communities, schools, and other interested parties.
- 1.2b: Consider developing a database of former and potential individuals who have participated in other commissions and committees to aid in volunteer recruitment.

Objective 1.3: Create an infrastructure within the city government that is both flexible and strong, to ensure sustainable, effective, and maximum public involvement in all land use and other planning and community procedures and issues. The TCIP will work to create a culture of transparency, access, and education.

Implementation Steps:

- 1.3a: The CCI will work with the Planning Commission and City Council to establish an education plan for the year.
- 1.3b: The CCI will work with the Planning Commission and City Council to establish its goals and work program annually.
- 1.3c: The CCI will work to establish a program focused on removing barriers to communication and increase the use of translated notices.

Policy 2 Communication: Assure effective two-way communications between the City (elected and appointed city officials, as well as staff) and citizens.

Objective 2: The City will make every effort to communicate decisions and deliberative discussions to citizens, especially those who participated in the process; and to assure citizens that their participation was considered.

Implementation Steps:

- 2a: The City will work with the CCI to create an outreach program that includes (but is not limited to) social media, print and broadcast news outlets, the City’s newsletter, website, and city billings to inform residents about upcoming decisions being made by the City.
- 2b: The City will work with the CCI to develop a program that includes regular open houses, neighborhood meetings, and publicized opportunities at local businesses.
- 2c: The CCI will develop a TCIP that will encourage the widest possible dissemination of information in advance of public meetings, including keeping the City’s website up-to-date, notices in public places throughout the city, maintaining and employing mailing lists, postal and email, and the like.
- 2d: The CCI will develop a TCIP that will include a variety of techniques and processes for maintaining communication between citizens and local officials, which may include, but is not limited to:
 - use of electronic translation devices, equipment and other methods of disseminating information in other languages or graphical forms
 - televised or live-streaming meetings
 - brochures and other written materials
 - library displays
 - links on the City website to other jurisdictions
 - physical facilities outside of the downtown core for public bulletin boards and kiosks
 - social media
- 2e: Communicate clearly with permit applicants, citizen groups, managers and elected officials about state and local time limits and deadlines.

Policy 3 Citizen Influence and Education: Citizens will have information about all phases of the planning process in a timely manner, so they may be involved and effective; and have time to become educated and prepare a response. Citizens also have the responsibility to take the time and energy to participate in land use and other decision-making processes.

Objective 3: The TCIP will make explicit the processes by which citizens can learn how and when to participate in, and have influence on, land use and other discussions and decisions.

Implementation Steps:

- 3a: The CCI will be the lead source for citizen education of general citizens.
- 3b: Develop a TCIP that describes all phases of the Talent planning process and specify how citizens can be involved in each phase, including a schedule and means for disseminating information for city-originated land use and legislative actions.
- 3c: Develop a TCIP that includes how citizens can access specific information on current planning actions.
- 3d: Develop a TCIP that details how and where the city will provide information to help citizens understand their rights and responsibilities at different types of land use meetings.
- 3e: Develop a TCIP that details how and where citizens can acquire agendas and other pertinent information to help them understand how to participate effectively and influence land use and other actions.
- 3f: Develop a TCIP that establishes public outreach and education programs for citizens interested in learning more about City processes.

Policy 4 Technical Information: Provide information about all phases of the planning process in a manner that is easily understandable by newcomers to the process.

Objective 4: Develop a program for disseminating information in non-technical format.

Implementation Strategy: Provide information in a manner that is commonly used by people who are not professionals. This should include language, but also may be applied to data, maps, and photos.

Implementation Steps:

- 4a: Develop a TCIP that includes a process for translating technical language into commonly used words and phrases.
- 4b: Develop a process for the CCI to review new printed and digital information as well as reprints for clarity.
- 4c: Develop a TCIP that includes guidelines on how and when translations of materials into languages other than English will be implemented.

- 4d: Evaluate ADA-required accommodations in public education communications and meetings.
- 4e: Draw on agencies to provide assistance in explaining technical matters (such as road or water construction, transportation, subdivision studies, and zoning changes that evaluate or implement public projects or programs).

Policy 5 Feedback Mechanisms: Establish a process that assures citizens receive timely responses from staff and public officials.

Objective 5: Create a system ensuring that citizens receive requested information in a timely manner, including the rationale for City policies and decisions.

Implementation Steps:

- 5a: When developing the TCIP, consider a system that gauges citizen satisfaction on responses from staff to requests for information or data.
- 5b: Develop a TCIP that provides general guidelines about how questions from citizens about land use and other policies will receive prompt, clear answers via the same communication type.
- 5c: Develop a TCIP that includes an educational component explaining how to properly respond to land use notices and how to submit items into the written record.
- 5d: The TCIP will clarify that the Planning Commission will adopt, and continually strive to refine, procedures for responding to CAC comments on land use–related matters.
- 5e: The rationale for various policies and other City decisions will be available to the public in a written record.

Policy 6 Financial Support: Recognizing that a strong citizen involvement program leads to better decisions and fewer costly litigations and plan revisions, ensure adequate funding for programs outlined in the adopted TCIP.

Objective 6.1: Earmark funds specifically for citizen involvement.

Implementation Steps:

- 6.1a: Staff will clearly identify citizen involvement line item in the Community Development budget.
- 6.1b: The CCI will work with Community Development annually to provide the City Council and the Budget Committee with it's requested budget needs.
- 6.1c: Encourage staff to utilize student interns, volunteers and AmeriCorps participants to leverage City staff time and resources.
- 6.1d: Evaluate the feasibility of funding a volunteer coordinator position or include a similar responsibility within existing City staff.

Objective 6.2: Recognizing that staff time is a significant expense, ensure adequate time for noticing, hearings appeals, and other citizen involvement activities.

Implementation Steps:

- 6.2a: Allocate adequate time for noticing, hearings, appeals and other citizen involvement activities in work program.
- 6.2b: The budget will cover expenses for training opportunities for CCI members.
- 6.2c: The City's Staff and public officials will designate within the Community Development budget the amount needed for the TCIP as determined by the Community Development director.
- 6.2d: The City's policy makers and City Manager will support the Community Development Department as it adds and sustains the TCIP into the short- and long-range goals and workload by adding support staff and training as needed.
- 6.2e: The CCI will report on efforts to sustain TCIP to the City Council.
- 6.2f: City Manager will respond to staff needs to support and sustain the TCIP.

PARKS

RECREATION, OPEN SPACE AND URBAN FORESTRY

INTRODUCTION

Parks are an integral component to the quality of life in the City of Talent. They provide greenspaces for the enjoyment of both active and passive uses such as youth sports, biking, walking, and just plain relaxation. Investing in parks and recreation can lead to many benefits: personal health, increasing social capital while decreasing crime, and economic and environmental sustainability.

Parks and Recreation

Parks are open spaces that provide opportunities for enjoyment such as reading, walking, jogging, and playing sports. Recreation can include the previous, but also may include facilities for indoor activities such as swimming, tennis, and weightlifting.

These activities include but are not limited to:

Active Uses: baseball, soccer, volleyball, biking, tennis, and skateboarding

Passive Uses: sunbathing, bird watching, walking, and reading a book

Types of Parks:

- **Mini-Parks**, “tot lots,” and pocket parks are small parks for recreation or open space needs
- **Neighborhood Parks** ideally serve a local population within one-half mile
- **Community Parks** serve the community on a larger scale providing more diverse services
- **Special Use Parks** serve a specific use, typically a recreational need

Open Space

Open space is a conservation tool for the community. It can be a precursor to planning for more parks and recreation as a community grows, or set aside as a natural preserve for wildlife conservation.

Urban Forestry

Trees are not only beautiful, but they are a practical natural resource. They provide shade and oxygen, improve air quality, increase marketability of property, moderate heat in the summer months, and reduce soil erosion.

BRIEF HISTORY OF PARKS

At this time the City of Talent contains four parks:

Library Park (1914) 0.47 acres—The Library Park is considered a pocket park for the Civic Center area. The Community Center, adjacent to the park, was a public school dating back to the turn of the century and sold to the City in 1914. The park, which is between the Volunteer Fire Station (1969), the Jackson County Talent Library, and City Hall (1970), is a remnant of the school grounds and contains a small playground and water fountain that respects a sense of history in Talent.

Lynn Newbry Park (1970) 2 acres—It is Talent’s first park to be established and is owned by the State of Oregon, leased by Jackson County, and maintained by the city as part of the Bear Creek Greenway. The site is a former orchard and named after a former state Senator of Oregon.

Chuck Roberts Park (1980) 12.34 acres—The property was originally an orchard and was donated to the city by the Bear Creek Corporation. A portion of the land was developed as a light industrial center and the remainder was developed as parkland. The park was known as South Talent Park and was later dedicated to a retired police chief in April of 1984. Chuck Roberts Park, the largest in Talent, is a multi-purpose park that features playground equipment, baseball fields, tennis courts, and open space.

Downtown Park (1997) 0.96 acres—This is Talent’s newest addition to the parks system that complements the future Train Depot and offers a high-density area a multi-use park. This park will offer a competition size, skateboarding area as well as a gazebo and greenspace to the community. Parents and youth activists in the community were upset with a lack of activities designed for their needs and in response asked the City Council for assistance in developing a new park. The City Council and Urban Renewal Agency answered their request by providing a parcel of land and allocated some money for initial costs. In addition, foundations, businesses, and individuals have donated money and labor to the development of this park.

PARKS AND RECREATION RESOURCES

A total of 36.64 acres of parks are publicly managed by the city of Talent. The Bear Creek Greenway contains an additional 18.69 acres owned by the city and is considered open space rather than a park. The Greenway contains a multi-use path, wetlands, ponds, and excellent wildlife habitat. The Bear Creek Greenway contains an additional 65 acres, which are publicly managed by Jackson County. Clyde Park, an unofficial name, is an open space area that is tentatively planned as a trailhead to the Wagner Creek Greenway. This “park” is part of a larger Wagner Creek Greenway that contains a total of 2.28 acres under public ownership. Wacker’s Hollow, currently a driving range for golfers, is also owned by the City and is leased to a private group. This area is considered a special use park. The Phoenix-Talent School District owns 8.47 acres by the elementary and middle school facilities. An informal agreement exists between the school district and the City with regard to the use of this property.

The 1981 Comprehensive Plan recommended a park area of 4 acres per 1,000 individuals. In comparison, the national standard is 10 acres per 1,000 individuals. The following table illustrates the number of acres per 1,000 individuals if other recreational resources are accounted for in Talent. Overall, the City of Talent provides an ample amount of parkland for a city of 5,000 individuals. However, the lack of proximity and access remains an important issue for residents in Talent.

City Parks	Phoenix-Talent School District	Bear Creek Greenway
36.64 acres	+ 8.47 acres	+ 65 acres
7.7 acres/1000	8.9 acres/1000	21.8 acres/1000

The Parks and Recreation Commission is appointed by the City Council to oversee the development and operations of parks and recreation in the City of Talent. The Commission consists of volunteers who review development proposals, study possible sites for future parks, and make recommendations to the Planning Commission, Public Works, and City Council.

Prior to the 1990s, parks and recreation were primarily funded through discretionary spending of the general fund and augmented by volunteer efforts. As a result of this fiscal constraint, a limited amount of revenue was available to enhance parks and recreation. Various proposals were discussed by concerned residents in response to this need, such as the creation of a Parks District or Parks Department. One such proposal became a reality in March of 1996; system development charges (SDCs) were instituted to offset the costs of providing parks and open space and to implement a Capital Improvement Program (CIP). The purpose of the SDCs was to generate revenue to purchase parks and recreation land and facilities. (A report on SDCs was prepared by Wes Reynolds and presented to the Parks Commission in November of 1995). The CIP is a facilities master plan that itemizes and prioritizes projects on a 5-year timeline. Initial project costs are calculated for each item and annually updated each time the CIP is reviewed.

The Public Works Department receives a small budget out of the general fund to maintain the parks system. In addition, Public Works contracts with an Urban Forester to maintain public trees. Maintenance crews perform various duties, but it is local volunteers who are crucial to the success of parks and recreation. Many groups such as the Garden Club, Kiwanis Club, and Boy Scouts, along with individuals have donated many hours of labor to maintain and improve parks through tree plantings, mowing, litter removal, and new equipment.

CITIZEN ATTITUDE

In November 1994 a citizen's attitude survey was conducted for the Parks and Recreation Commission in order to gauge public opinion towards parks and recreation. The survey was mailed to all residents and was followed by public hearings. The following statements summarize public sentiment concerning parks and open space in Talent:

- Maintain a small, rural feeling within the community.
- Parks are desirable and necessary.
- Support of a Bear Creek and Wagner Creek Greenway system.
- A desire for adequate recreational facilities.
- A desire for community sponsored activities.
- A need to promote bicycles as a form of recreation and transportation.
- Protect grazing, orchard, crop, and resource lands surrounding Talent.
- Protect natural and wildlife areas and use them as parks and open space.

POLICIES AND IMPLEMENTATION STRATEGIES

The purpose of Chapter 5 is to integrate parks, recreation, and open space with the other elements in the comprehensive plan. This chapter provides a discussion of citizen attitudes, goals, objectives, findings, and policies that will maintain and improve existing parks as well as plan for future parks and open spaces. The success of the following policies and strategies requires communication and coordination among the Public Works Department, City Planner, Parks and Recreation Commission, the Planning Commission, and an Urban Forester.

Parks, Recreation, and Open Space

GOAL: To meet the present and future needs of Talent residents for parks, recreation, and open space.

POLICY 1: Preservation: It is the policy of the City of Talent to preserve and enhance the quality of its existing parks and recreation resources.

Findings: Talent has four beautiful parks that require maintenance and supervision in order to preserve the quality of its resources. The CIP itemizes particular capital projects for each park on a five-year timeline. Stable funding is an unresolved issue that needs to be addressed, but the success of parks and recreation in Talent depends on whether local citizens are involved in the process. Preservation will largely depend on the stewardship and commitment of all individuals in the community. (Please refer to Figure A.)

IMPLEMENTATION STRATEGIES

1. Develop a stable fund-raising strategy for operations and maintenance (O&M). This strategy may include creating a Parks District (ORS 226), soliciting in-kind donations, raising cash contributions from individuals and organizations, and any other funding strategy allowed by law. A Parks and

Recreation Department budget should clearly illustrate a distinction between O&M and capital improvements.

2. The Parks and Recreation Commission will work with the City Administrator, City Council, and Public Works Director to annually update the CIP in order to get Parks and Recreation projects included whenever it is reviewed.
3. Consider a parks and recreation coordinator to develop programs, as well as recruit, train, and assist volunteers in maintaining all parks.
4. Consider a new zoning designation that recognizes specific parks and open spaces as such in perpetuity.
5. Review the relationship with Jackson County and its public ownership of land along the Bear Creek Greenway that includes a discussion of possible acquisition and assignment of authority.
6. Encourage civic responsibility and stewardship by promoting volunteerism and community service projects, and including local citizens of all ages, non-profit organizations, the Bear Creek Watershed Education Program (BCWEP), Phoenix-Talent School District, Southern Oregon University's Environmental Education Center, and the AmeriCorps*National Service network.

POLICY 2: Conservation: It is the policy of the City of Talent to conserve open spaces, riparian areas, wooded areas, and wetlands for wildlife habitat, flood hazard mitigation, and future, park needs.

Findings: According to public testimony and surveys completed in 1994-1995, a desire to maintain a rural, open feeling was a concern. Another concern was that future growth would still reflect the rural character that attracted many residents to the area. In addition, a concern was expressed for the protection of wildlife habitat. Although there is no large game habitat within the city limits, flyways and smaller wildlife habitats do exist in Talent. The primary habitats are the Bear and Wagner Creek Greenways, Goose Meadow, Belmont Reservoir, agricultural lands, wetlands, and open spaces. All of these lands are crucial to our ecosystem and public health. (Please refer to Figure B.)

The City of Talent is part of the Bear Creek watershed, an urban corridor that receives a considerable amount of pollutants. Although RVCOG and the Bear Creek Watershed Council are addressing this issue at the regional level, the City of Talent must play an active role at the local level to protect its share of the watershed. Talent's use of Wagner and Bear Creek as primary drinking water sources exemplifies the importance of the watershed. It is also important to note that once a parcel of land is paved, then a loss of habitat is inevitable. Therefore, urbanization should be directed in a manner that protects and manages wildlife habitat for the enjoyment of all.

Conservation will need to be a priority if the goals and policies of this element are to be met. The use of buffer zones or an “adjacent lands” strategy is a tool the City can implement to mitigate habitat loss and the impacts of new development, while providing environmental benefits.

IMPLEMENTATION STRATEGIES

1. Conduct an open space inventory to create a baseline for discussion of possible sites followed by a needs assessment. (Please refer to Figure B for potential open space areas).
2. Develop an open space acquisition plan using methods including, but not limited to conservation easements, purchases of new land or foreclosed property through the use of SDCs, donations, trades, and street and land vacations. This plan will provide enough open space, parks, and wildlife habitat for future growth. Create a ranking system that prioritizes the parcels of land within the acquisition program. (Primary and Secondary Conservation Areas) Maintenance and operations will be considered as a condition of approval for any new acquisitions to the parks system.
3. Proximity/Quantity Formula: Require all new subdivisions to minimize conflicts with conservation goals. The applicant will be required to present a proximity/quantity calculation during the site plan review process. As part of the applicant’s proposal the City Planner and Planning Commission will review the site plan for parks and open space opportunities. A one square mile area surrounding the project under review will designate opportunities for open space and parks within one-half mile of each Talent resident. An amount of ten acres per 1,000 population will be the goal, which the City will use to direct new development.
4. Provide incentives and guidance to developers of new subdivisions that encourages conservation of sensitive areas. Providing more open space and parks within development plans can reduce the demand for more parkland. Such incentives may include the use of density trading or forgiveness of system development charges in exchange for dedication of parks and open space. Maintenance of parks and open space in new subdivisions may be part of the codes, covenants, and restrictions (CCRs).
5. Explore conservation easements to enhance an urban trail system and create connections between neighborhoods
6. Utilize the Local Wetland Inventory, the Flood Hazard Mitigation Plan, and Article 12 of the Talent Zoning Ordinance (TZO) – Natural Areas, Parks, and Floodplains to coordinate an open space and wetlands protection program that is consistent with the implementation strategies of the natural hazards element and Element B. A system of riparian buffers and wetlands are a natural defense designed to absorb runoff, protect water quality, as well as provide habitat for fish and wildlife.

7. Pursue the possibility of developing a partnership with local non-profit organizations, such as land trusts, which would further the goals and objectives of the Comprehensive Plan and community.
8. Consult with state agencies that manage mining activities to ensure that all activities are in compliance with regulations, and after excavation is complete the site be reclaimed as a natural amenity through best management practices. (Division of State Lands (DSL), Department of Geology and Mineral Industries (DOGAMI))
9. Implement a water conservation strategy for all existing and future parks, that may include *xeriscaping* or using less water intensive native plants, and installing or retrofitting energy efficient bathroom and irrigation facilities. (Water Conservation Plan, PFP 98-1)

POLICY 3: Recreation: It is the policy of the City of Talent to provide recreational opportunities that balances the needs of all ages and users.

Findings: The Bear Creek Greenway is by far the largest and most utilized of all the park resources in the City of Talent. A calculated effort must be made to address the future of this invaluable local and regional resource. Lynn Newbry Park offers exercise equipment, a bike and pedestrian multi-use path, an equestrian trail, picnic shelter, and water fountain. However, access to the Bear Creek Greenway remains an obstacle for residents due to an inadequate bridge and a lack of designated paths.

The Wagner Creek Greenway is also a concern for residents and opportunities still exist to enhance this wildlife corridor while accommodating the needs of recreational users and adjacent landowners. The Wagner Creek Greenway Commission was created to discuss the possibility of the Greenway, however the Commission has been dissolved and its responsibilities folded into a subcommittee under the direction of the Parks and Recreation Commission. Clyde Park (230 W. Rapp Road; 38-1W-26AC 300) is a possible site for a trailhead that would link the Wagner Creek Greenway with the Bear Creek Greenway, while protecting sensitive riparian and anadromous fish habitat.

Chuck Roberts Park contains playground equipment, baseball fields, tennis courts, parking facilities, and open space. Initially, Jackson County drafted a visual Master Plan for landscaping and recreation facilities at Chuck Roberts Park, but was later modified by the Parks and Recreation Commission in 1998 to better reflect the needs of Talent. A new playground is planned for the summer of 1999 to meet the growing needs of families.

Library Park contains play equipment, a water fountain, and a bathroom facility. The Community Response Team has allocated some funds to upgrade the play equipment. This project is planned for summer of 1999.

The creation of the Downtown Park will be completed in three phases. As of July 1999 the park is entering Phase 2 with the skateboard bowls complete. The remaining work includes landscaping with irrigation facilities, and a gazebo and benches.

Throughout the park system a balance will need to be struck between the active and passive uses. Surveys and workshops are planning tools that gauge public opinion and create a sense of ownership, both of which could be implemented to direct the type of uses for each park.

Finally, new development on hillsides, knolls, and hilltops, are subject to steep slopes, high runoff, and soil erosion. In addition, informal trails that lead to viewpoints on the hillsides are an important recreation resource. As a result of these conditions any new developments will need to address conservation and access.

IMPLEMENTATION STRATEGIES:

1. Develop a Master Plan for a parks and open space system in the City of Talent. The plan will specifically discuss accessibility for all ages and abilities, an action plan, and a network of connections to parks through designated bike and pedestrian paths.

The following projects are either in progress or proposed to enhance the parks and recreation system in Talent:

- Completion of the Downtown Park in 2000 (In progress)
 - Summer Recreation Program for all ages (Proposed)
 - Bicycle Network Master Plan: “Greenway Loop” (Pending)
 - Bear and Wagner Creek Greenway Master Plan (Pending)
 - Belmont Meadow Bench (near city reservoir) (Proposed)
 - Goose Meadow Wetlands (Proposed)
 - C.M. “Tig” Dunham Property (Wagner Creek Greenway) (Proposed)
2. Consider changes to the Talent Zoning Ordinance (TZO) to implement the following:
 - (a) Designating, upon site plan review, small scale parks (“tot lots” of at least 10,000 sq. ft.) at locations where adequate maintenance and police protection can be provided.
 - (b) Analyze the TZO for parks and open space opportunities with regard to the urban growth boundary amendment (UGBA) process. The City Planner, Planning Commission, and City Council will have an opportunity to identify land for parks, open space, or public use. The purchase of property will follow the same guidelines of an open space acquisition program described in Policy 2, Strategy 2.
 - (c) Encourage hillside property owners to allow access to public lands, that promotes pedestrian and hiking connections to trails, recreation, and viewsheds. Upon site plan review of all hillside development the Parks and Recreation Commission, Planning Commission, and City Planner shall have an opportunity to review or comment on proposals pertaining to these areas. Conservation easements could be explored as a solution.

3. Continue discussions with the Phoenix-Talent School District about shared park use.
4. Explore the possibility of a park host program, which would maintain the park facilities to a certain level to be determined by the Public Works Director. This person could maintain the bathroom and receptacles, provide information about the Bear Creek watershed and Greenway to visitors, and coordinate public safety with the Police Department's Community Service Volunteers and Bear Creek Greenway Volunteer Program.
5. The City of Talent and the Parks and Recreation Commission should continue to support community-sponsored activities, such as the annual Harvest Festival, that build a sense of community and pride for all its residents.
6. A system of bicycle and pedestrian walkways should be developed as part of the state-mandated Transportation System Plan (TSP) in cooperation with the Public Works Department and City Planner. It should be consistent with both recreation and alternative transportation goals. (Please refer to Element D).

POLICY 4: Interagency Involvement: It will be the policy of the City of Talent to coordinate an interagency strategy for parks and recreation that is consistent with Chapter 1 (Goal 1) of the Comprehensive Plan.

Findings: The City of Talent offers a variety of opportunities for public involvement whether it is serving on a local Commission or representing a regional board. The Parks and Recreation Commission, the Tree Commission and the Wagner Creek Greenway Commission are examples of locally based forums for citizen input. Due to the inactivity of the Tree Commission and the Wagner Creek Greenway Commission the responsibilities were shifted, in the form of subcommittees, under the guidance of the Parks and Recreation Commission.

The Rogue Valley Council of Governments (RVCOG) is a primary regional organization for Jackson and Josephine County. They oversee the Bear Creek Watershed Council and the Bear Creek Greenway Committee, which are excellent examples of regional forums that serve the larger community. Ideally, these groups will have local representatives from Talent to discuss conservation issues. In order to avoid a lack of communication among regional and local groups a strategy needs to be drafted that addresses these concerns.

IMPLEMENTATION STRATEGIES:

1. Continue to foster regionalism and an interjurisdictional relationship that produces an agreement or "Memorandum of Understanding" with responsible parties.
2. The Parks and Recreation Commission could designate a liaison to communicate important information to other interested local and regional organizations.

Urban Forestry

POLICY 5: Urban Forestry: It is the policy of the City of Talent to promote healthy trees as fundamental to the quality of life in the City of Talent.

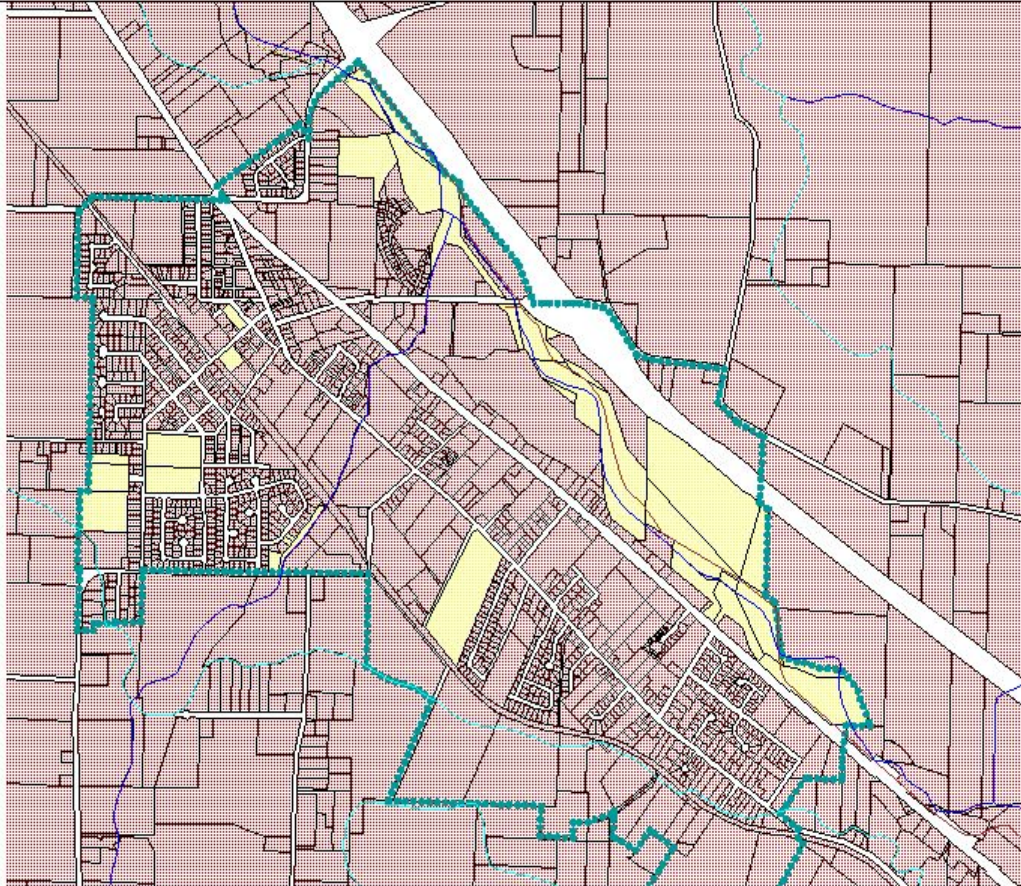
Findings: The City of Talent contains some old and beautiful trees as well as some newer ones planted recently in the downtown area. Although no specific Statewide Planning Goal addresses urban forestry, the Department of Forestry recognizes the importance of trees through an Urban Forestry program. The responsibilities of the Tree Commission have been shifted to the Parks and Recreation Commission. Although Talent does have a contract with a certified Arborist to maintain the existing public right-of-way trees, no comprehensive program exists in the city to improve and enhance urban forestry on public or private property. An Urban Forestry program must include a citywide coordinated effort that includes the Community Development Department, Public Works, Urban Renewal Agency, and the Parks and Recreation Commission.

IMPLEMENTATION STRATEGIES:

1. Conduct an initial tree inventory and update as necessary. The inventory is needed to start with a baseline of information and will focus on publicly owned trees. Grants should be pursued to accomplish this task and could be augmented with volunteers.
2. Hold a community workshop on trees to educate the public on the importance of trees in a community.
3. Draft a tree list and a resource guide for the City and its residents.
4. Design on-the-ground activities to plant and maintain trees, and to remove diseased, invasive, and hazardous trees throughout the city.
5. Apply to the National Arbor Day Foundation's Tree City USA program. The program entails writing an ordinance that protects trees, budgeting \$2 per capita annually, developing a relationship with the Oregon Department of Forestry's Urban Forestry Program, recognizing Arbor Day with an activity or event, and delegating a committee to manage the program.
6. Develop a relationship with Pacific Power, and Light (PPL), as well as non-profits such as the Arbor Day Foundation and the National Tree Trust, to coordinate urban forestry implementation strategies.
7. Consider developing an internship program that provides a valuable, educational experience for the participant while cost-effectively implementing the goals of the Urban Forestry program.

Parks Element Adopted by Ord. No. 670 (8/18/1999)

City of Talent Parks and Open Space



Legend

-  Streams
-  Ditches
- Bear Creek Greenway Trail**
-  Planned
-  Complete
-  Urban Growth Boundary



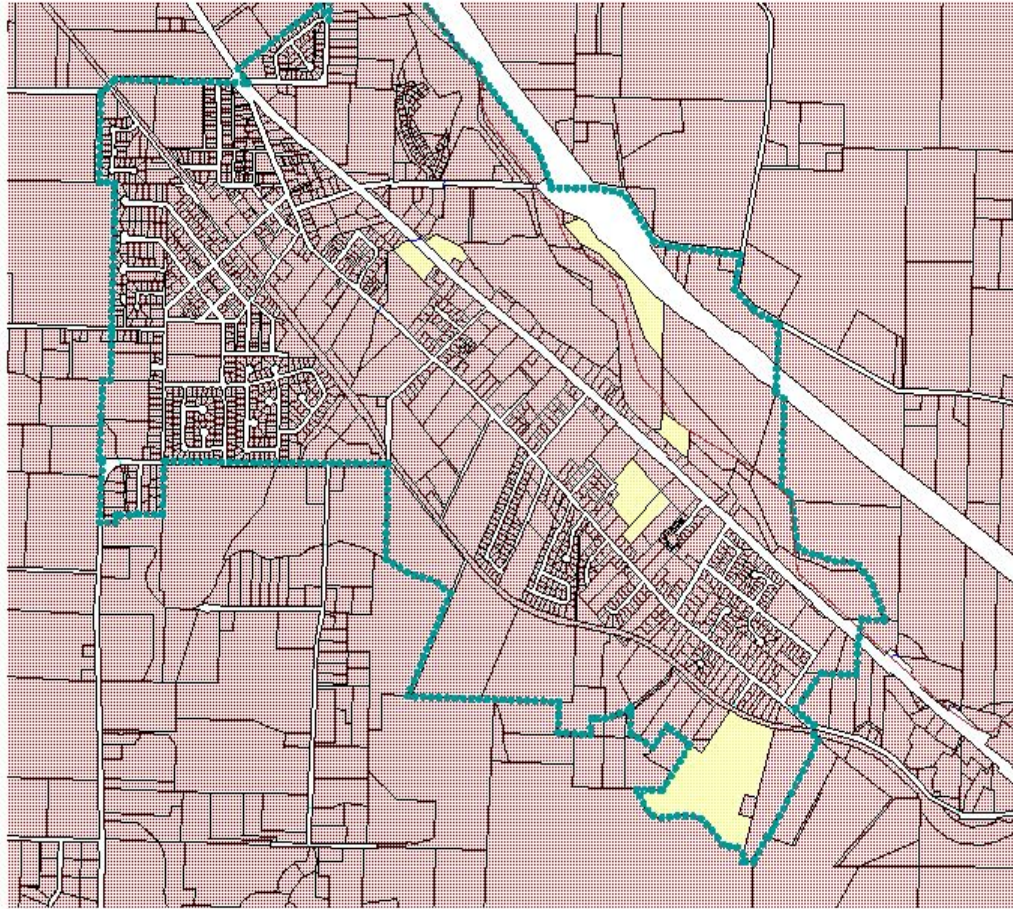
Public Parks and Open Space

- Bear Creek Greenway (Lynn Newbry Park)
- Chuck Roberts Park
- Wagner Creek Greenway
- Downtown Park
- Library Park/Civic Center
- Phoenix-Talent School District
- Wacker's Hollow (Leased)

Community Development Department
July 1999

Comprehensive Plan: Element B
Parks and Open Space Inventory
Figure A

City of Talent Potential Parks and Open Space



Legend

- | | |
|---------------------------|---------------------------------------|
| Bear Creek Greenway Trail | Potential Sites |
| Planned | Belmont Meadow Bench (City reservoir) |
| Complete | C.M. Dunham Property (TIG) |
| Urban Growth Boundary | Goose Meadow Wetlands |
| Streams | De Young Gravel Ponds (Greenway) |
| Ditches | Wagner Creek Greenway Access |
| | Bear Creek Greenway Wetlands |

Community Development Department
July 1999

Comprehensive Plan: Element B
Potential Open Space Inventory
Figure B

NATURAL HAZARDS

INTRODUCTION

Statewide Land Use Planning Goal 7 directs local jurisdictions to consider natural hazards in comprehensive planning and in making development decisions. Natural hazards that are a concern in Talent include floods in Bear and Wagner Creek floodplains and high water table areas; the possibility of a dam failure at either of two dam sites at Emigrant Lake; landslides on creek banks and in the future when development is likely to occur on hillsides to the southwest of town; earthquakes, and wildfires.

Natural disasters are inevitable events that demand preparation and communication throughout the community. The City has responsibilities for hazard mitigation, response to an emergency, and recovery in the aftermath of a disaster. The land use planning process is most applicable to the mitigation role. Hazard mitigation is a process for establishing policies and initiating actions that prevent or reduce potential losses of life and property due to natural disasters. The Community Development Department's role in response and recovery is to be an information resource. Good inventory information and mapping are key to success in all three roles.

CRITICAL FACILITIES

Critical facilities in Talent include public and private utilities, schools, City Hall, Police and Fire stations, a medical center and other medical offices, and an assisted living facility.

The City of Talent Public Works Department operates two water treatment plants and a water distribution system for over 1400 households and approximately 100 businesses. Around September 2001 the City will tie into a regional water supply. The City also provides street and storm drainage facilities. Recently adopted Systems Development Charges (SDCs) will be used to upgrade the City's facilities and to increase surface water management capability.

Electricity, natural gas, and communications are provided by private utilities. Sewage collection and treatment is provided by Bear Creek Valley Sanitary Authority (BCVSA), a regional sanitary district. Hazard mitigation for these services is the responsibility of the individual utilities. However, planning for additions to their service areas, and response and recovery from a natural disaster require the cooperation of the City with those providers.

All critical facilities in Talent, including the Police and Fire Stations, are located outside of regulatory flood plains with the exception of our water treatment plants. The Fire Station and Assisted Care Facility are inside, and the Medical Center is near the outer boundary of the dam hazard impact area. All critical facilities are sited away from wildfire and landslide/steep slope areas except that the water treatment plants can be impacted by streambank erosion. Earthquake risks are similar throughout the city and for all critical facilities due to our location on alluvial deposits with a high water table.

HAZARD MITIGATION

The primary role of the Community Development Department in natural hazard management is to promote and enable the prevention or reduction of risks. The City made a concerted effort to improve opportunities to reduce risks with a number of planning projects in the late 1990s.

Flood Hazards: A Stormwater Master plan was adopted that establishes several separate drainage basins and establishes projected future levels of service based upon anticipated development patterns. A Stormwater Design Standards ordinance was adopted to regulate the sizing and design of new storm drainage systems in the City. A Flood Hazard Mitigation Plan was adopted that directs the City to manage land use decision making, storm sewers, open space, and other city services in ways that minimize the risks of future flood events. Article 12 of the Talent Zoning Ordinance, which establishes a 35-foot setback from the flood way, has been amended to include a 50-foot setback from inventoried riparian areas and wetlands, increasing floodplain buffering in some areas.

Critical Facilities: Development of a Water Master Plan, Water Conservation Plan and the Talent/Ashland/Phoenix (TAP) Water Intertie project all improve the City's ability to provide adequate potable water in the event of a natural disaster.

Information Resources: The Community Development Department has increased its use of GIS mapping capability, working with Jackson County GIS and the Rogue Valley Council of Governments for services. Natural hazards inventory maps like those included in this element are important planning tools and will help developers and utility providers make informed location and design decisions.

The City Planner also has responsibility to individual property owners to provide natural hazard information. This includes free information services to support the National Flood Insurance Program (NFIP) and research on other natural hazards by request. Property owners' risks are reduced if they insure themselves against natural hazards.

EMERGENCY RESPONSE

The Talent Police Department is a City agency. Effective July 1, 1999, the City has annexed to Jackson County Fire District Five, which serves a large rural area. These agencies are responsible for incident command in the response phase of a natural disaster, and the assignment of specific responsibilities for particular disasters is established in the City's Emergency Preparedness Plan. Other major partners in emergency response are the Jackson County Sheriff's Emergency Management Program and Southern Oregon Regional Communications (SORC)(911). The Community Development Department also has specific responsibilities as an information resource in the response stage of some types of incidents.

RECOVERY

The City Administrator, Public Works, and the Community Development Department share the City's responsibility for recovery from a disaster. In the years since the 1997 New Years Day Flood, the City has learned that recovery is simpler when City resources that are

affected by a disaster have been well inventoried, and when maintenance programs are well documented.

Positive working relationships with several regional, state, and federal agencies are necessary for successful recovery. Since the 1997 Flood, the City Planner has developed a close working relationship with Oregon Emergency Management (OEM) and the Federal Emergency Management Agency (FEMA). The City has also cultivated working relationships with other agencies to increase training opportunities and sharing of resources.

GOAL 1: THE CITY OF TALENT WILL MANAGE LAND USE IN A WAY THAT PREVENTS LOSS OF LIFE AND REDUCES RISKS TO PROPERTY IN THE EVENT OF NATURAL HAZARDS.

POLICY 1.1. Flood Hazards: It is the policy of the City of Talent to implement a comprehensive strategy that will mitigate and reduce risks of flood damage from naturally occurring flood events.

Findings: The flood of New Years Day 1997 was a stark reminder of why planning for natural hazards is so important. Bear and Wagner Creeks, tributaries of the Rogue River, are the most flood prone areas in Talent. Talent rests upon a large alluvial fan of sand and gravel created by centuries of flooding episodes. Flood events in the region are usually caused by a substantial snow pack at higher elevations, followed by a period of heavy rainfall and warmer temperatures. (Please refer to Figure A.)

In Talent, localized flooding can also occur in low-lying areas or upstream of clogged storm drains. Moreover, impervious surfaces, such as roads and parking lots, exacerbate flooding by reducing the ability of the ground to absorb precipitation and increasing the speed and volume of water entering the storm drainage system and natural waterways. The City's high water table, lying six feet or less below the surface in most areas, further limits the area's potential for absorbing surface water.

Since 1980, the City of Talent has been a qualified member of the National Flood Insurance Program (#410100), but property owner participation in the program is low. Only two of the many properties damaged in the 1997 flood were able to collect insurance claims for their damages. Because of a strong commitment to flood hazard mitigation, the City has been encouraged to participate in the Community Rating System (CRS) program to reduce insurance rates.

Talent has experienced a greater than 6% annual growth rate in the 1990s, placing increasing development pressures on private property in flood-prone areas. As discussed above, the City has adopted a Flood Hazard Mitigation Plan and floodplain setbacks that will help to implement this policy. A Greenway Parks Master Plan is anticipated by 2000 that will further support flood hazard mitigation by providing a long-term plan for acquisition and management of open space in the floodway.

IMPLEMENTATION STRATEGIES:

1.1.1 Implement the Flood Hazard Mitigation Plan (Resolution #99-524-R) as shown in Table 1, and revise that plan annually to incorporate changing circumstances.

1.1.2 Continue to work closely with Department of Land Conservation and Development Flood Plain Manager, Oregon Emergency Management. and the Federal Emergency Management Agency to stay apprised of opportunities for 1) Flood Insurance Rate Map (FIRM) and Floodway Map updates, 2) technical services including information on policy changes, and 3) acquisition and implementation grant programs.

1.1.3 Continue to develop Geographic Information Systems (GIS) capabilities and other mapping and inventory resources to maintain accurate inventory data and maps for natural hazard areas.

1.1.4 Maintain an adequate level of training for the City Planner or other City designee to function as the Flood Plain Manager for the City, including Emergency Management Institute training for any new planning staff. Maintain free information services for citizens and developers to help them make informed choices about flood insurance, locational choices, and site development plans.

1.1.5 Prohibit development in regulatory floodplains that would require structural flood control or significant fill. Encourage site development designs that cluster structural development away from floodway and riparian areas to further minimize constriction of floodways.

**Table 1
Flood Hazard Mitigation Implementation Schedule**

Time	Measure	Lead Agency
Winter 1999	Adopt Stormwater Design Standards (Done)	City Engineer
Spring 1999 In Process	Develop Subdivision, Partition and Planned Unit Development Standards to encourage Designs that Mitigate Flood Hazards	City Planner
In Process	Begin Promotion of Watershed Restoration Projects	City Planner
Pending	Complete Emergency Preparedness Plan, Including 1) Evacuation Plans for Flood Hazard Areas, 2) Designated Recovery Officer to Facilitate Recovery in Declared Disaster, and 3) Establish Cooperative Relationship with TID for Emergency Response	Police Chief
Done	Adopt Stormwater Master Plan (ready) and Develop and adopt Storm Drainage System Development Standards	City Engineer
Summer 1999	Review and Revise Residential Development Standards to	City Planner

	Incorporate Flood Plain Management Standards	
	Work with Talent Irrigation District to Mitigate Runoff Impacts of Districts Construction of a Closed Piping System	City Engineer City Attorney
Fall 1999	Adopt Subdivision, Partition and Planned Unit Development Standards to encourage Special Design Standards to Mitigate Flood Hazards	City Planner
	Develop Woody Debris Management Program and Schedule in Cooperation With Oregon Fish and Wildlife and Division of State Lands.	Public Works Director
2000	Initiate Work with State of Oregon and Jackson County to Negotiate Ownership and Responsibilities for Public Lands in the Bear Creek Greenway Area	City Administrator City Attorney City Planner
	Assess Bridges and Culverts for Adequacy for Discharge of Flood Waters, Stormwater Discharge Outfalls for Erosion Impacts, and Include Needed Improvements in City Capital Improvements Plan	City Engineer City Administrator
2001	Begin Construction of Stormwater Collection Lines as Funding Becomes Available from Systems Development Charges.	Public Works Director
	New Zoning Ordinance Standards Implemented When New Construction is Allowed After End of Moratorium on New Water System Hook-ups	City Planner
	Work with FEMA to Establish New Regulatory Floodplain and Floodway Boundaries. (scheduled for FFY 1999-00)	City Engineer
	Review and Revise as Needed: Floodplain Management Ordinance and Article 12 of the Zoning Ordinance	City Planner
	Implement Erosion Controls When New Construction is Allowed After End of Moratorium on New Water System Hook-ups	Oregon DEQ Public Works

1.1.6 Encourage “bioengineering” such as permeable parking lots and driveways, restoration and use of wetlands for stormwater runoff reduction or riparian restoration instead of introducing riprap for streambank stabilization. These methods are encouraged by the Division of State Lands (DSL) and are further supported in the Stormwater Design Standards.

1.1.7 Coordinate an open space/wetlands acquisition and protection program that implements Parks and Open Space goals as well as the goals of the Flood Hazard Implementation Plan to increase flood discharge areas and to increase permeable areas that will absorb precipitation and runoff.

1.1.8 Apply for the Community Rating System (CRS) of the National Flood Insurance Program (NFIP) to secure reduced insurance rates for all property owners and businesses. Continue to promote the purchase of flood insurance by all owners and businesses, particularly those located in floodplain and high water table areas.

1.1.9 Prohibit the siting of critical facilities in flood hazard areas.

POLICY 1.2. It is the policy of the City of Talent to implement a strategy that will prevent loss of life and mitigate and reduce risks of flood damage to property due to failure of dam structures at Emigrant Lake.

Findings: Emigrant Creek and Neil Creek merge southeast of Ashland to create Bear Creek. Emigrant Lake, located southeast of the confluence, is formed by two concrete and earthen structures originally built in 1924 by private interests. The dams were enlarged in 1958 by the Bureau of Reclamation (the Bureau) for flood control, irrigation, and recreation. The Talent Irrigation District (TID) currently operates and maintains the dams to provide irrigation water for landowners and farmers, primarily for agricultural purposes. Jackson County manages the area around the lake for recreation purposes. The Bureau and TID monitor for structural soundness on a regular basis. Due to the age of the dam, the Bureau has initiated an interagency effort to prepare for the possibility of a dam failure. With a storage capacity of 39,000 acre-feet of water, a dam failure would present the possibility of a flood event for the Bear Creek Valley significantly larger than a 500-year event (Figure B). Possible causes of a dam failure include earthquakes, structural fatigue, or a terrorist act.

Because of the large potential impact area of a dam failure, land use measures to prevent loss of property are not likely to be effective. Loss of life is the City's greatest concern. Timing of response is the most crucial aspect of this hazard. Talent will have about two hours to respond to a wave of water enveloping a wide path along the Bear Creek basin. Immediate communication is a necessity in this time sensitive situation in order to reach those residents within the 100-year floodplain. Services will be disrupted and Talent could potentially be isolated from hospitals, police, and fire facilities.

IMPLEMENTATION STRATEGIES:

1.2.1 Provide public information about the possibility of a dam failure event. Keep abreast of area plans for dealing with this potential hazard, and update information and maps as new information becomes available.

1.2.2 Prohibit development of any new Critical Facilities in the dam failure impact area.

POLICY 1.3. It is the policy of the City of Talent to mitigate and reduce landslides in susceptible areas such as hillsides.

Findings: Landslides are a natural hazard associated with steep slopes, stream banks and heavy rainfall. Most of the City is relatively flat, but streambank and upper bank areas and the Urban Growth Boundary area to the southwest of the railroad are subject to risk of landslides. In that southwesterly area, granitic soil conditions and slope gradients are the

source of the risk. Vegetation management, particularly logging, that does not account for soil erosion contributes to the risk of landslides. The current City limits are largely buffered from managed forestlands by agricultural land. However, future expansions of the urban growth boundary (UGB) may be in areas with steeper slopes and closer proximity to managed resource areas. The City needs to be prepared for the likelihood of at least some development on sloped land and upper bank areas above Bear Creek within this twenty year planning period. Mitigation of soil erosion has the added benefits of reducing adverse impacts on water quality for fish and human habitat, and decreasing the public cost of maintaining storm sewers.

This need was considered in Article 14 of the Talent Zoning Ordinance adopted with the 1981 ordinance. Article 14 was revised in 1989. This article requires adequate storm drainage, space for safe access, open space, consideration of scenic resources, and safe construction methods at the time of development of land with slopes greater than 5%. The Article also requires mitigation of erosion by restoring construction sites through the use of native revegetation and other bioengineering solutions.

IMPLEMENTATION STRATEGIES:

1.3.1 Review Article 14 of the Zoning Ordinance, Steep Slopes Overlay Zone, and update as needed.

1.3.2 Require erosion control measures such as silt fences and other bank stabilization measures at all building sites, consistent with Department of Environmental Quality (DEQ) standards and cooperate with that agency for effective implementation of the erosion control program. The prescribed standards will prevent runoff and soil erosion, and will be consistent with protecting sensitive fish habitat in the Bear Creek watershed.

POLICY 1.4. It is the policy of the City of Talent to mitigate and reduce the damage done by earthquakes and after shocks.

Findings: The state of Oregon and the Rogue Valley are vulnerable to earthquakes. In 1993 the Klamath Basin experienced an earthquake and aftershocks that were felt in the Rogue Valley, and that reminded everyone of the possibility of an earthquake closer to home.

The Bear Creek Sub-basin is located along an earthquake impact zone subject to the effects of the ocean-bottom Juan de Fuca plate sliding under the continental North American plate. According to state geologists, in a report released on Jackson County by the Oregon Department of Geology and Mineral Industries (DOGAMI), a Cascadia Subduction Zone earthquake of a 9-plus magnitude (on the Richter scale) is expected in the next 300-year cycle. Although the coastal portions of Oregon are more susceptible to damage from an earthquake of this level, Talent is also at risk due to its location along a related fault line (See Figure D).

Risks are exacerbated by the same geologic conditions that increase our flood risks: a high water table in an alluvial fan soil structure. Both of these conditions contribute to “liquefaction”, the effect of earthquake wave motion on saturated soils that creates a very

unstable, “ocean-like” environment. Structures built on fill share this vulnerability to liquefaction.

The risk of structural damage is highest for historic buildings because they were not built to the same structural standards required by later building codes. Seismic upgrades are often a consideration when renovating a historic structure, particularly when foundation or other major structural repairs are made.

An earthquake has the potential to disrupt all services to some degree. Emergency back up is needed for essential services, particularly drinking water. The City has made a commitment to maintain generator capacity to operate the water supply system at a maintenance level in the case of a long-term power outage.

IMPLEMENTATION STRATEGIES:

1.4.1 Watch for grant funding for an inventory of older buildings that are more susceptible to earthquakes. Encourage seismic retrofitting of historic structures at the time of renovation. If the funding becomes available, facilitate a retrofitting process through the Architectural Review Committee and the Building Official.

1.4.2 Consider earthquake hazards at the time of site selection for any new Critical Facility.

1.4.3 The Building Official shall require all buildings at time of renovation, especially critical facilities, to meet state/federal seismic standards. This may include safer exits and retrofitting structures.

POLICY 1.5. It is the policy of the City of Talent to prevent wildfires, and to reduce the risks to life and property in the event of wildfire.

Findings: The City of Talent is surrounded by a breathtaking landscape of forests and ranches. Unfortunately, these lands are a potential fuel source during the typical, blistering summers that the Rogue Valley endures each year. State and federal natural resource management agencies, including Oregon State Forestry, (OSF), the Bureau of Land Management (BLM) and the US Forest Service (USFS), maintain public forest lands around the western perimeter of the Wagner Creek watershed, but not adjacent to urbanized areas. Orchards, riparian areas and grasslands that do extend to the City limits can convey wildfires into the City (Figure E).

Most wildfires occur as a result of lightning strikes and are a natural occurrence in an ecological cycle that strives for balance (fire ecology). However, unattended campfires, thoughtless smokers, arson, and structural fires that ignite surrounding areas, are also causes of wildfire. Although the state and federal resource agencies deploy professional firefighters to extinguish or control wildfires on lands under their jurisdiction, a strategy for preparing, mitigating, and responding to such situations within and near city limits is also necessary.

As of July 1, 1999, Talent is part of Jackson County Fire District Number 5. Primarily a rural fire company, they are skilled in fighting wildfires. There is also a long-standing policy of

Mutual Aid for fire fighting in the Rogue Valley. The Rogue Valley Fire Chiefs' Association, an organization of fire departments in Jackson and Josephine Counties, has adopted a strategy for responding to wildland fires. However, during a "large interface" wildfire event, which could require a county, state, and federal response, a coordinated effort is instituted that includes the Rogue Valley Resource Mobilization Unit, the State Fire Service Mobilization Unit, and the Interagency Fire Response Team. All wildfire incidents require a high level of communication and collaboration to ensure the safety of both the fire fighters and the local community.

IMPLEMENTATION STRATEGIES:

1.5.1 Promote the use of xeriscaping and other native landscaping techniques that minimize the risk of damage to a home. Discourage the use of water intensive, high maintenance plants that can desiccate very fast in hot weather and become easy fuel sources for wildfires.

1.5.2 Promote sensible site management practices such as fuel breaks and weed removal, and implement aggressive Code Compliance measures to prevent fuel loading on residential, vacant and other lots.

1.5.3 Support forest management that includes the use of controlled or prescribed burns by the USFS, BLM, the State of Oregon Department of Forestry, and private timber companies to minimize the build up of fuel sources and restore an ecological balance.

GOAL 2: RESPONSE AND RECOVERY: THE COMMUNITY DEVELOPMENT DEPARTMENT WILL WORK WITH POLICE, FIRE, PUBLIC WORKS AND ADMINISTRATION TO BE PREPARED FOR RESPONSE AND RECOVERY FOR ALL HAZARDS, BOTH NATURAL AND MAN-CAUSED.

Policy 2.1. The Community Development Department is responsible for acquiring, developing, updating and providing for public use, maps that inventory natural resources, natural hazards, land uses and other inventory information of value to emergency responders.

IMPLEMENTATION STRATEGIES

2.1.1 Continue to develop Geographic Information Systems (GIS) capabilities and other mapping and inventory resources to maintain accurate inventory data and maps for natural hazard areas.

2.1.2 Maintain a working relationship with FEMA, DOGAMI, the Bureau and other agencies with hazard mapping responsibilities, and cooperate with their strategies for keeping map data current.

Policy 2.2. The Community Development Department is responsible for making information available on an immediate basis in the emergency response phase of any area disaster.

IMPLEMENTATION STRATEGIES

2.2.1 Continue in an active role on the Emergency Preparedness Committee to stay in touch with all of the aspects of local emergency response.

2.2.2 Review and revise those sections of the Emergency Preparedness Plan that pertain to the Community Development role in emergency response as needed.

2.2.3 Help to facilitate training for evacuation and any other citizen preparedness activities as requested by the Emergency Preparedness Committee. Support other City education efforts by answering citizen questions and directing them to further information and training opportunities, such as the Jackson County Emergency Preparedness Plan for Families.

Policy 2.3. The Community Development Department has an important role in the recovery process after a major disaster.

Findings: When a disaster results in significant property damage, particularly in the case of a federally declared disaster, supporting public and private efforts to repair damages may take a great deal of paperwork. In the aftermath of the 1997 New Years Day Flood, the Community Development Department was involved in recovery work for several months, and did not completely wrap up post-flood work for over two years. The Building Official inspected buildings, advised owners about their repair options, and referred them to various support organizations. The City Planner applied for Hazard Mitigation Grant Program (HMGP) funds to acquire two severely damaged properties and for the Stormwater Master Plan and Design Standards. The City Planner also reviewed the US Army Corps of Engineers fill and removal permits, coordinated communications with the Natural Resources Conservation Service to implement streambank restoration work, and networked with various state, federal, and regional agencies to find resources for the City and citizens. A commitment to develop the Flood Hazard Mitigation Plan was a condition of approval for the HMGP grants. It is likely that a similar level of activity would be necessary in the aftermath of any major disaster.

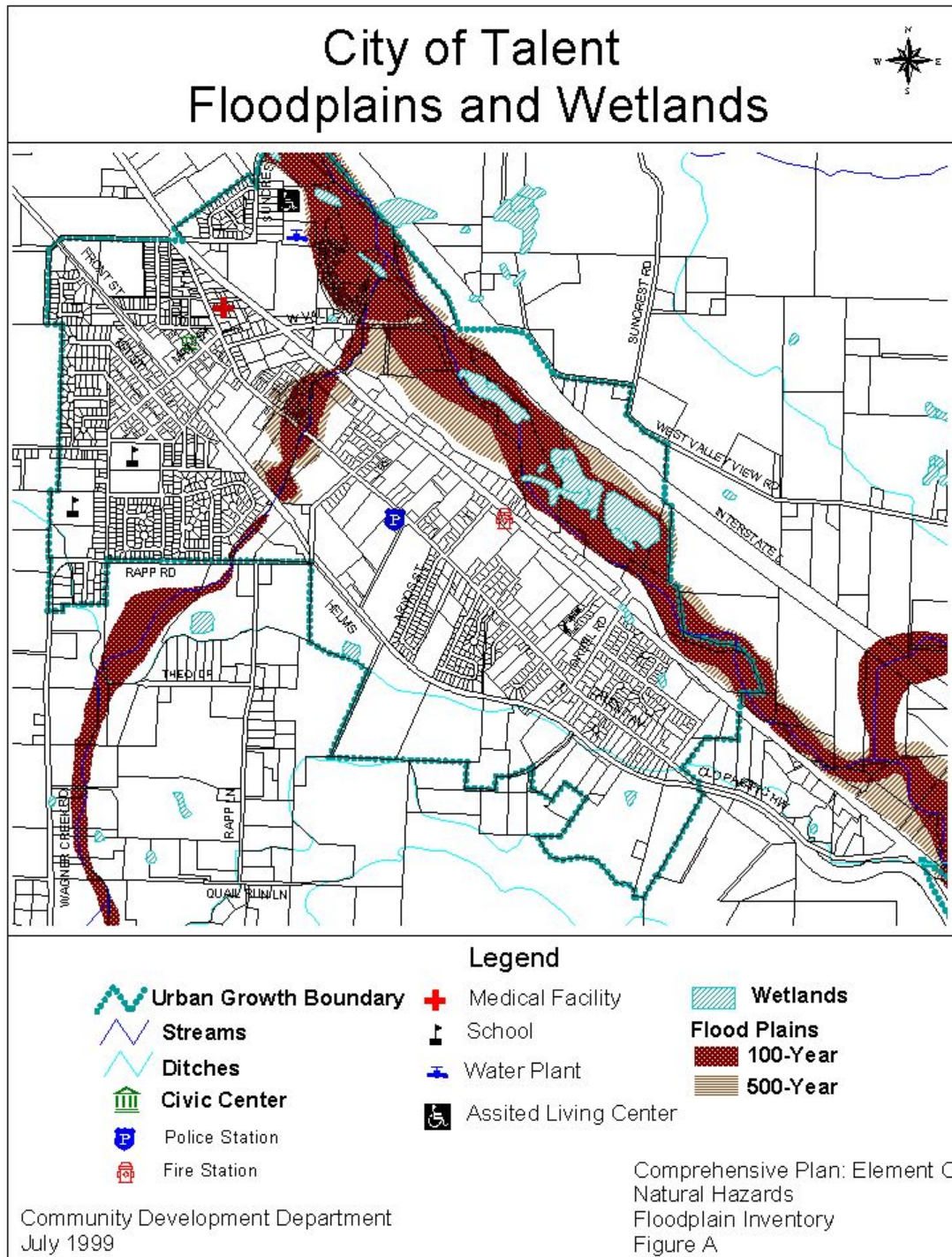
IMPLEMENTATION STRATEGIES

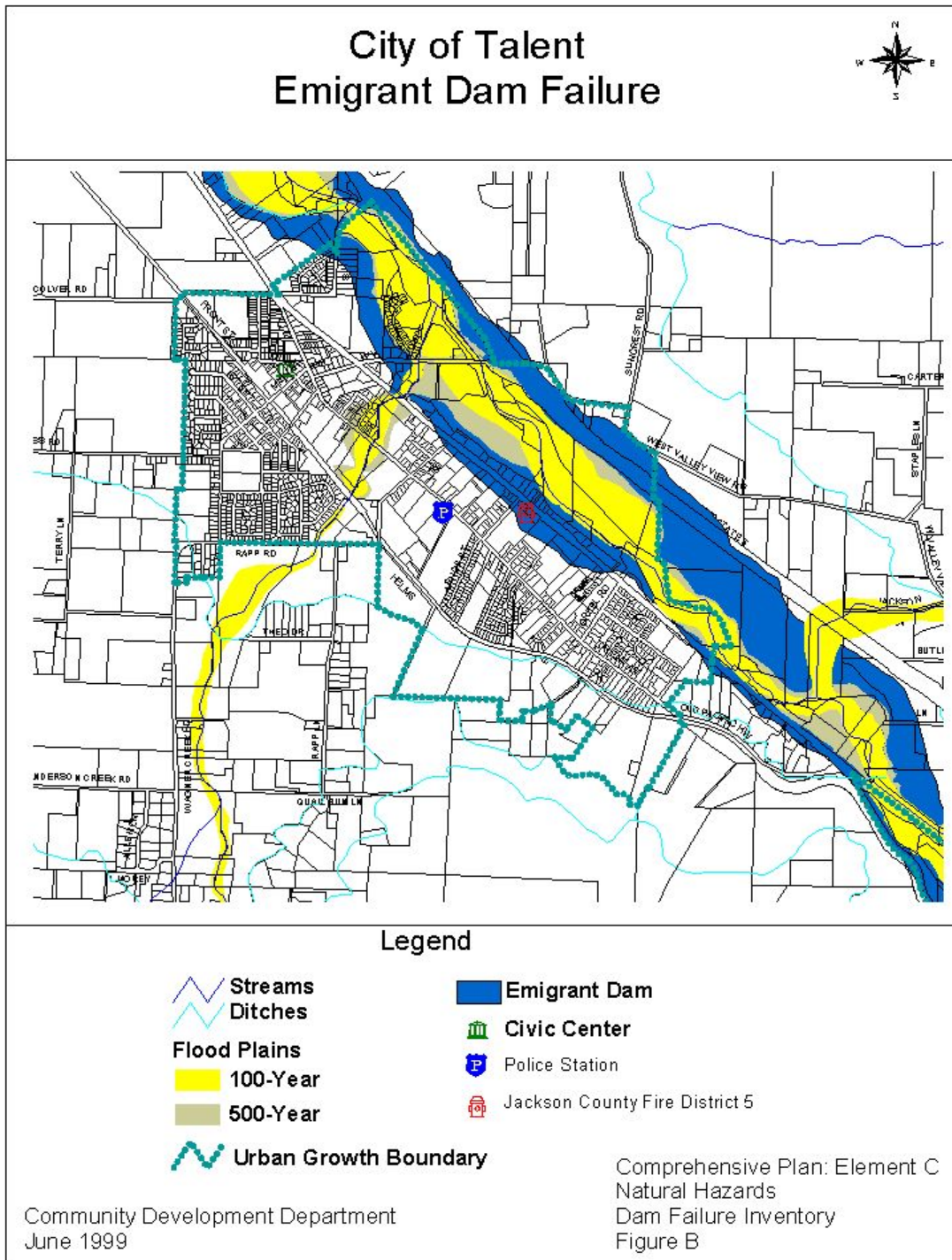
2.3.1 Utilize all available opportunities for training in disaster recovery management.

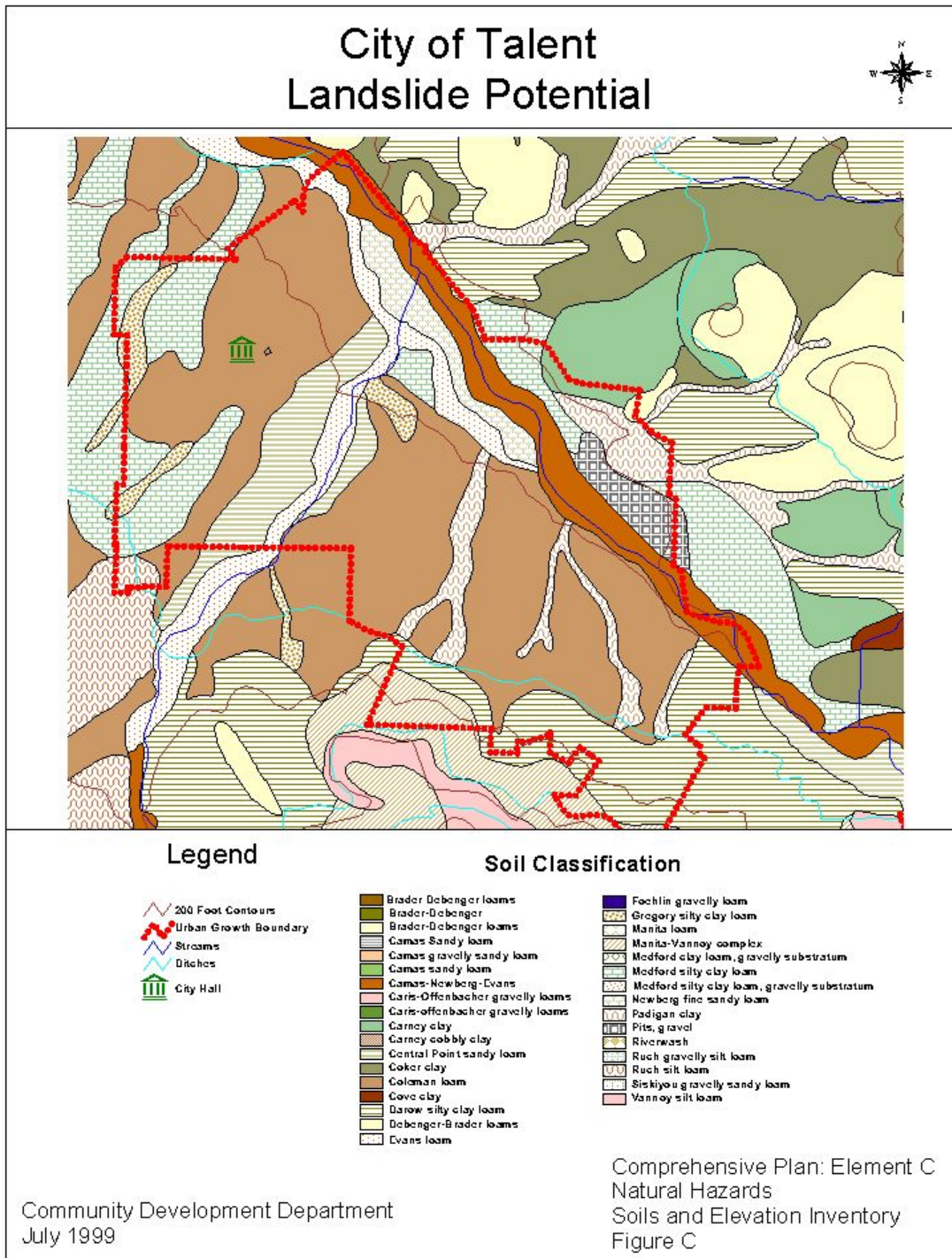
2.3.2 Encourage careful public facilities inventory (“as-built”) information and records of facility maintenance to simplify the quantification of damages when developing insurance claims.

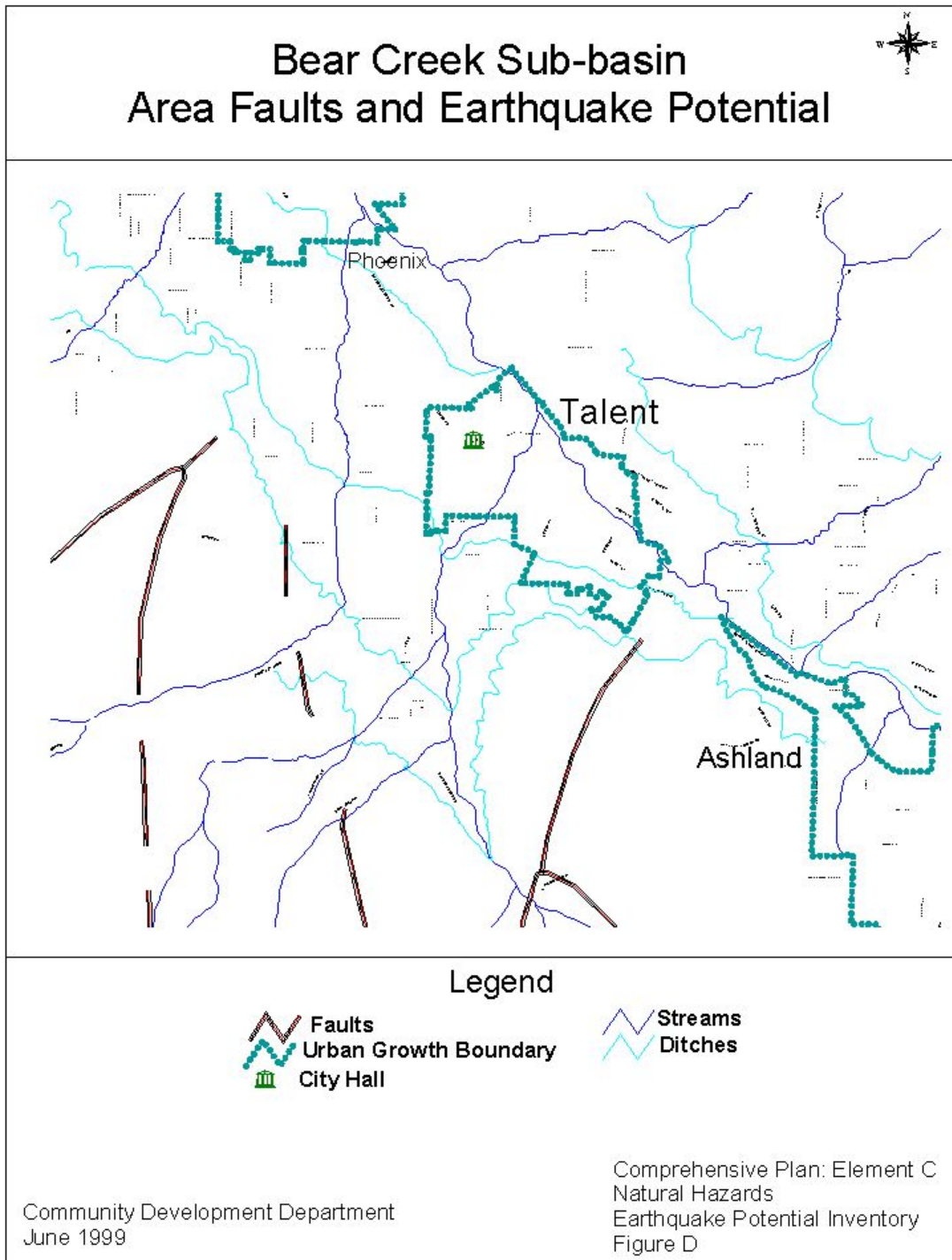
2.3.3 Consider a citywide ordinance allowing suspension of everyday planning services (for cause) beyond the response phase of a disaster.

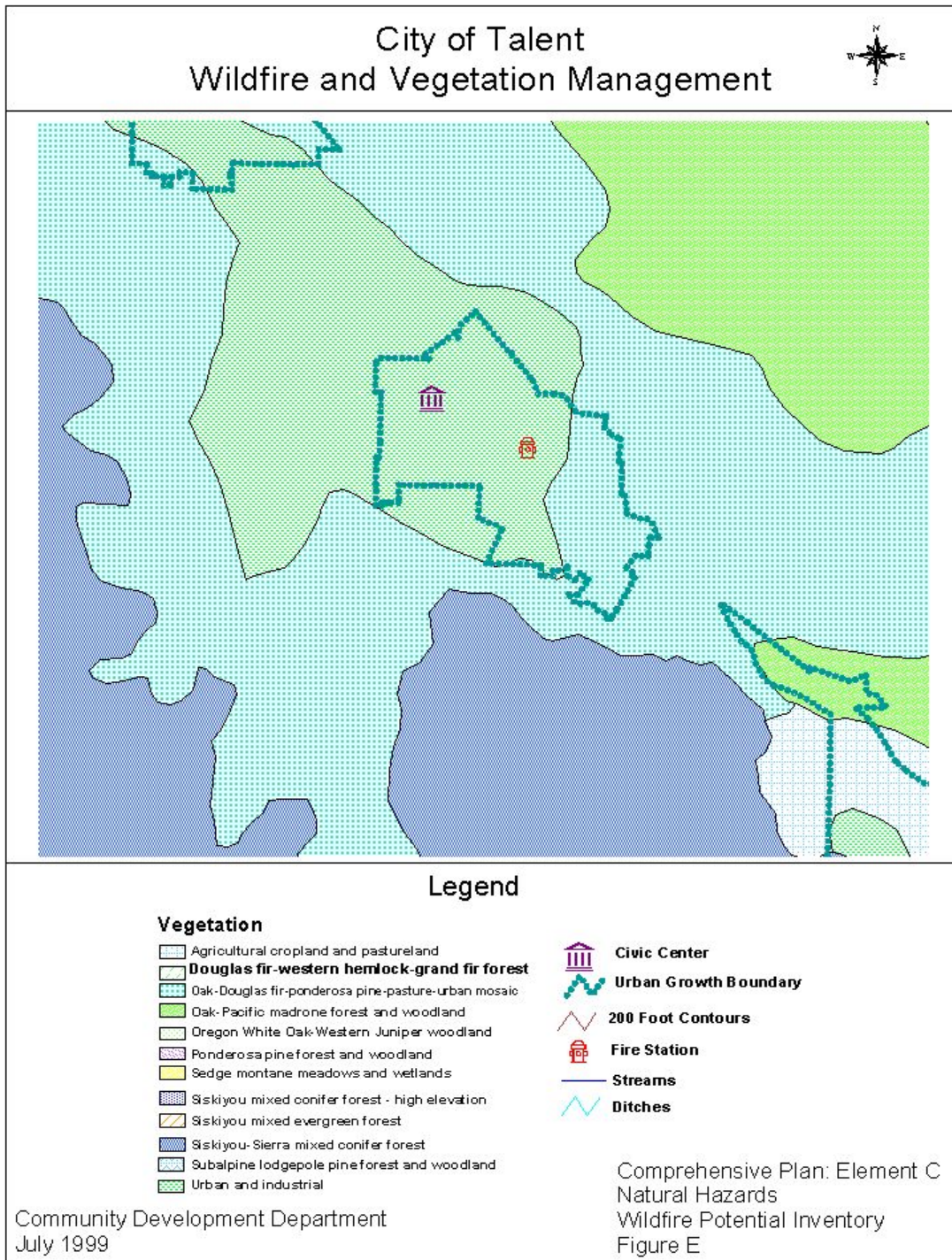
Natural Hazards Element adopted by Ord. No. 672 (10/6/1999)







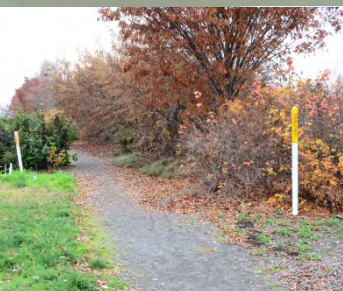






City of Talent Transportation System Plan Volume 1

August 2015





CITY OF TALENT TRANSPORTATION SYSTEM PLAN VOLUME 1

Prepared for

City of Talent, Oregon
110 East Main Street
Talent, Oregon 97540

Prepared by

David Evans and Associates, Inc.
2100 SW River Parkway
Portland, Oregon

CH2MHILL
2020 SW 4th Ave, Suite 300
Portland, OR 97201

AUGUST 2015

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The development of this Transportation System Plan has been the collective effort of the following people:

City of Talent Staff

Zac Moody, Community Development Director
Tom Corrigan, City Manager
Bret Marshall, Public Works Superintendent
Mark Knox, Former Community Development Director

Project Management Team (PMT)

Zac Moody, Community Development Director, City Project Manager
Don Morehouse, Oregon Department of Transportation Project Manager
Jennifer Danziger, Consultant Project Manager
Sumi Malik, Consultant Multimodal Planning Lead

Technical Advisory Committee (TAC)

William Fitzgerald, Oregon Department of Transportation
Peter Schuytema, Oregon Department of Transportation
Paige Townsend, Rogue Valley Transit District
Josh LeBombard, Department of Land Conservation and Development
Mike Kuntz, Jackson County Roads Engineer
Jenna Stanke, Jackson County Roads and Parks
Dan Moore, Rogue Valley Council of Governments
Andrea Napoli, Rogue Valley Council of Governments

Citizen Advisory Committee (CAC)

Eric Heesacker	Sherman Lamb
Charlie Hamilton	Steve Juul
Teresa Cooke	

Consultant Team (A Partnership between David Evans and Associates, Inc. and CH2M HILL)

Jennifer Danziger, Project Manager (DEA)	Sumi Malik, Multimodal Planning (CH2M Hill)
Joshan Rohani, QA/QC Manager (DEA)	Reza Farhoodi, Multimodal Planning (CH2M Hill)
Angela Rogge, Traffic Engineer (DEA)	Ryan Farncomb, Planner (CH2M Hill)
Jordan Henderson, Traffic Analyst (DEA)	Ted Stewart, Civil Engineer (DEA)
Anneke Van der Mast, Planner (DEA)	Angie Jones, Project Assistant/Graphics



DAVID EVANS
AND ASSOCIATES INC.





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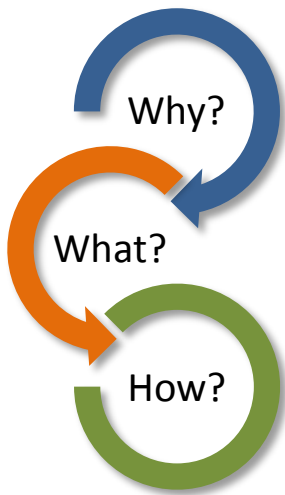
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The Talent Transportation System Plan (TSP) details projects and policies that address transportation facilities in the City of Talent. Population growth and new development in recent years has led to an update of the TSP to address transportation needs for all users, including pedestrians, bicyclists, drivers, and public transit users. This document provides a 20-year list of improvement projects and a plan for implementing the projects. The TSP has been developed in compliance with the requirements of the state Transportation Planning Rule (TPR) and to be consistent with state, regional, and local plans, including the recently adopted 2013-2038 Rogue Valley Metropolitan Planning Organization’s 2013–2038 Regional Transportation Plan (RTP).

Why Plan for Transportation?

Transportation is part of everyday life for citizens and businesses in Talent. Whether you are commuting to a job in town or traveling to another nearby community, such as Ashland, running local errands or driving into Medford for a specialty store, you are using some form of transportation to achieve that task. Businesses rely on transportation for employees and transporting goods, both locally or accessing highways, such as OR Highway 99 (OR 99) or Interstate 5 (I-5), for longer trips. It is also important to remember that transportation is not just about driving a car or truck; it could be walking, riding a bicycle, or taking transit. It can also include rail, air, water, and pipeline facilities that may serve both businesses and people. A healthy transportation system is vital to the livability and economy of a community.

The City of Talent is a compact community with a well-developed transportation system but there are gaps in the system that need to be completed. As the community grows, the system also needs to expand. These are the reasons for developing and continually updating a transportation system plan (TSP).

What is a Transportation System Plan (TSP)?

A TSP provides a long-term guide for investments in the transportation network that improve existing facilities and plan for future growth. At the most basic level, it provides a blueprint for all modes of travel: vehicles (both personal and freight), bicycle, pedestrian, and transit. It is also an opportunity to build on community values and protect what makes Talent a great place to live, work, and visit.

The Talent TSP contains goals, objectives, projects, and implementation guidelines needed to provide mobility for all users, now and in the future. It examines current transportation conditions and looks ahead 20 years at that may be needed to accommodate planned growth in the city and surrounding communities. Elements of the plan can be implemented by agencies (City, State or Federal) as well as private developers.

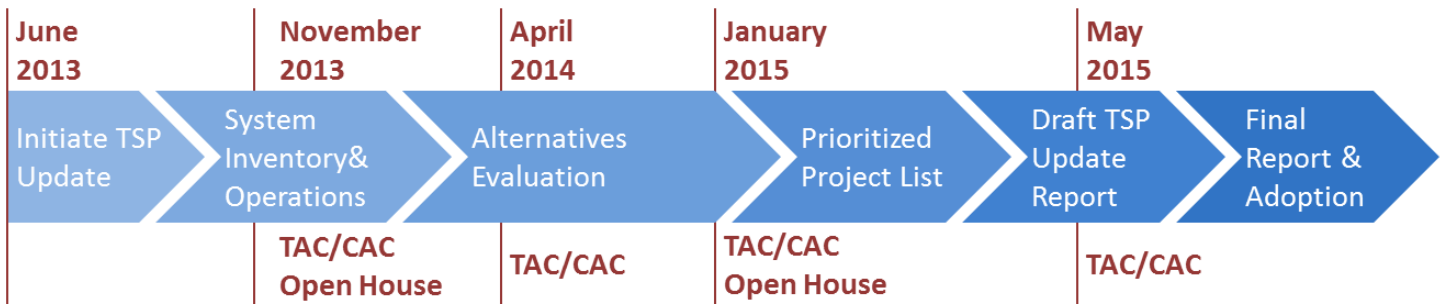
Statewide Planning Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.



How was the TSP developed?

The Talent TSP was updated through a collaborative process that involved public agencies and the community. Over a period of 2 years, members of the Citizen Advisory Committee (CAC), Technical Advisory Committee (TAC), and Project Management Team (PMT) met to aid in the development of the TSP. Additionally, citizens and business owners, along with some of the Planning Commission members and City Councilors attended open houses to help shape the TSP.



This document provides a summary of each of the key analysis and evaluation steps shown above. The majority of this report focuses on the modal plans, proposed projects, and transportation standards. A second volume provides the detail and supporting documentation that led to the development of the plan.

What is the Planned System and Improvements?

The preferred project list resulting from the selection and prioritization process is summarized in Table ES-1 and illustrated in Figures ES-1 through ES-3. The list consists of 50 “complete streets” and trails projects. The complete streets projects include all improvements that upgrade streets to better serve all travel modes. These projects may be as simple as adding a sidewalk to one side of the street or may involve a complete upgrade to improve the quality of the facility for vehicles, bicyclists, and pedestrians. All new street construction for development would meet the city standard for complete streets. The trails projects are off-street facilities that connect and expand trail network and also connect to or cross the street network.

How Will Improvements Get Funded and Implemented?

Over 20 years, the City is expected to earn \$12.3 million in transportation revenue (2014 dollars) assuming that existing funding sources remain stable and no new revenue streams are established. Accounting for ongoing expenses, the City can expect \$5.2 million in net revenue over the 20-year planning horizon of the TSP.



This TSP offers a menu of 50 projects (see Table ES-1) that can be selected as funding sources become available or as adjacent improvements are made. Recognizing that current funding resources are not sufficient for implementing all of the city improvements, the project list was further divided into Tier 1 projects, which have a reasonable likelihood of being funded with existing sources, and Tier 2 projects, which would require new funding sources for implementation. Eighteen projects were identified as Tier 1, including one project on OR 99 that is currently funded by the state. The total comes to nearly \$8 million in city-funded projects, which is still greater than the forecast of city revenue for transportation projects based on recent trends. Additional refinement to the project list may be necessary unless higher local revenues for transportation can be secured.

A breakdown of how city revenue would be invested in the transportation system is illustrated to the right. This estimate includes both Tier 1 and Tier 2 projects that would be implemented by the City.

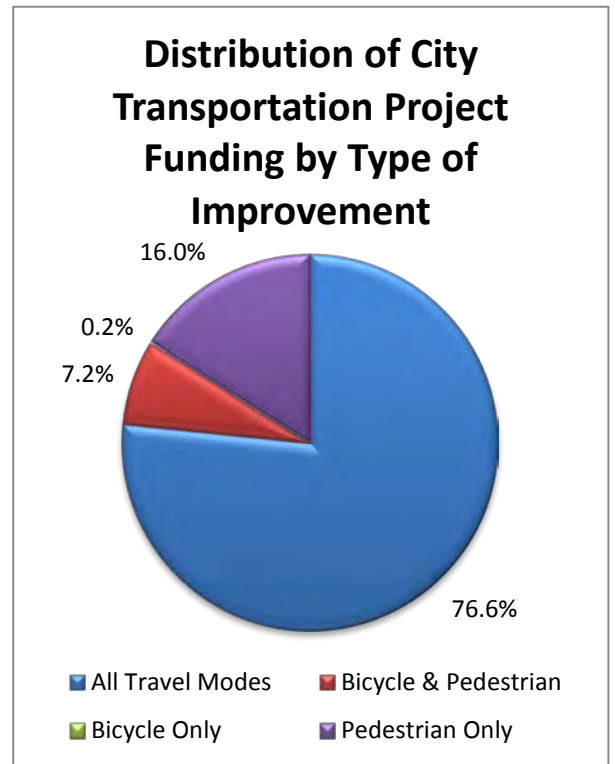




Table ES-1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
Short Term (0-5 years)										
1	West Valley View Rd - OR 99 to I-5	Restripe roadway to three lanes with buffered bike lanes and address bike lane transition at OR 99	✓	✓	✓	✓	\$250,000	High	City	Tier 1
2	First St - Main St to 850 feet north	Upgrade to local street standards	✓	✓	✓		\$380,000	High	City	Tier 1
3	Second St - Main St to West St.	Upgrade to local street standards	✓	✓	✓		\$210,000	High	City	Tier 1
4	Front St - Colver Rd to Urban Renewal Boundary	Add curbs and sidewalks to both sides of street	✓	✓	✓		\$450,000	High	City	Tier 1
5	Citywide Network	Create a bike priority network with hierarchy of bicycle routes throughout the city		✓			\$20,000	High	City	Tier 1
6	OR 99 - Rapp Rd to Talent City Limits	Add curbs and sidewalks and restripe existing roadway to three lanes with bike lanes (STIP Key Number 17478)	✓	✓	✓	✓	\$3,300,000	High	State	Tier 1
7	Second St – Wagner St to Schoolhouse Rd	Add curb and sidewalk to west side of street			✓		\$150,000	High	City	Tier 1
8	Schoolhouse Road – Wagner Creek Road to 2nd Street	Add curb and sidewalk to north side of street			✓		\$160,000	High	City	Tier 1
9	Bear Creek Greenway at Suncrest Rd	Install traffic calming improvements on Suncrest Rd		✓	✓		\$100,000	High	County	Tier 2
10	Wagner St RR Crossing	Upgrade crossing and provide for pedestrians and bicyclists and upgrade warning devices	✓	✓	✓		\$500,000	Medium	City	Tier 2
11	Talent Ave - Creel Rd to Alpine Way	Upgrade to collector standard	✓	✓	✓		\$960,000	Medium	City	Tier 2
12	Wagner St - Wagner Creek Road to 1st Street	Add curb and sidewalk to north side of street			✓		\$200,000	Medium	City	Tier 2
13	Wagner St - Railroad Crossing to John Street	Add curb and sidewalk to south side of street			✓		\$70,000	Medium	City	Tier 2
14	Main St - West St to Front St	Add curb and sidewalk to south side of street			✓		\$240,000	Medium	City	Tier 2
Medium Term (5-10 years)										
15	West Valley View Rd - OR 99 to I-5	Add hardscaping (landscaped islands and/or raised barrier) in bike lane buffers	✓	✓	✓	✓	\$250,000	High	City	Tier 1



Table ES-1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
16	Rapp Rd - 150' south of Graham Way to Wagner Creek Bridge	Rebuild and upgrade to (major) collector standard	✓	✓	✓	✓	\$1,080,000	High	City	Tier 1
17	Foss Rd - Wagner St to City Limits	Upgrade to collector standard	✓	✓	✓		\$400,000	High	City	Tier 1
18	Creel Rd – 75 feet east of Lithia Way to OR 99	Add curb and sidewalk to north side of street			✓		\$120,000	High	City	Tier 1
19	West Valley View Rd @ Wagner Creek Greenway Trail	Create a mid-block crossing with pedestrian-activated device		✓	✓		\$100,000	High	City	Tier 1
20	OR 99 - Creel Rd to Bear Creek Greenway connection	Construct a 10-foot-wide multi-use path along the east side of the highway		✓	✓		\$450,000	High	State	Tier 2
21	First St - Main St to Wagner St	Upgrade to local street standards	✓	✓	✓		\$270,000	Medium	City	Tier 2
22	Second St. - Main St to Wagner St.	Upgrade to local street standards	✓	✓	✓		\$240,000	Medium	City	Tier 2
23	OR 99 – Creel Rd (Talent City) Limits to S Valley View Rd	Restripe roadway to include a center turn lane, two through travel lanes (one in each direction), and shoulder	✓	✓	✓	✓	\$700,000	Medium	State	Tier 2
24	Talent Ave - 200' south of Wagner St to Main St	Remove parking on one side of street (west) and stripe bike lanes through downtown Talent		✓			\$10,000	Medium	City	Tier 2
25	Front St - Urban Renewal Boundary to Wagner St	Add curb and sidewalk to west side of street			✓		\$320,000	Medium	City	Tier 2
26	OR 99 @ Wagner Creek Greenway Trail	Create a mid-block crossing with pedestrian-activated device		✓	✓		\$100,000	Medium	City /State	Tier 2
27	Wagner Creek Greenway Path OR 99 to 225 feet west of OR 99	Construct new 10-foot-wide multimodal path near Wagner Creek connecting to Bear Creek Greenway		✓	✓		\$25,000	Medium	City	Tier 2
28	Wagner Creek Greenway Path OR 99 to West Valley View Rd	Construct new 10-foot-wide multimodal path near Wagner Creek connecting to Bear Creek Greenway		✓	✓		\$60,000	Medium	Other	Tier 2
29	Wagner Creek Greenway Path West Valley View Rd to Bear Creek Greenway	Construct new 10-foot-wide multimodal path near Wagner Creek connecting to Bear Creek Greenway		✓	✓		\$880,000	Medium	City	Tier 2



Table ES-1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
30	Bear Creek Greenway	Enhance connections to OR 99 throughout OR 99 corridor with wayfinding signage and other amenities		✓	✓		\$450,000	Medium	Other	Tier 2
31	Rapp Rd - Wagner Creek Bridge	Rebuild and upgrade to (major) collector standard	✓	✓	✓	✓	\$600,000	Medium	City	Tier 1
32	Rapp Rd - Wagner Creek Bridge to Wagner Creek Rd	Rebuild and upgrade to (major) collector standard	✓	✓	✓	✓	\$950,000	Medium	City	Tier 1
Long Term (10-20 years)										
33	Wagner Creek Rd - West St to Rapp Rd	Upgrade to collector standard	✓	✓	✓		\$960,000	Medium	City	Tier 1
34	Talent Avenue – Rapp Road to Creel Road	Add curb and sidewalk to east side of street			✓		\$920,000	Medium	City	Tier 1
35	Rapp Rd – Graham Way to OR 99	Add curb and sidewalk to south side of street to eliminate gaps			✓		\$70,000	Medium	City	Tier 1
36	Wagner Creek Greenway Path—Rapp Rd to Talent Ave	Construct new 10-foot-wide multimodal path near Wagner Creek		✓	✓		\$200,000	Medium	City	Tier 2
37	Bear Creek Greenway Access	Create ramp connection to north side of West Valley View Rd		✓	✓		\$250,000	Medium	Other	Tier 2
38	Wagner St Extension - Talent Ave to West Valley View Rd	Construct new collector street (50 ft) to complete downtown improvements	✓	✓	✓		\$730,000	Medium	City	Tier 1
39	Bain St - First St to Wagner St	Upgrade to local street standards	✓	✓	✓		\$230,000	Low	City	Tier 2
40	Westside Bypass - Wagner Creek Rd/Rapp Rd to Colver Rd	Construct new collector street west of city in Urban Reserve Area TA-1	✓	✓	✓	✓	\$2,730,000	Low	City	Tier 2
41	West Valley View Rd east of I-5	Widen shoulders		✓	✓		\$1,500,000 ¹	Low	City/County	Tier 2
42	West Valley View Road I-5 Overcrossing	Widen shoulders		✓	✓		\$8,000,000 ¹	Low	State	Tier 2
43	Bear Creek Greenway	Upgrade 800 feet of path north of West Valley View Road to statewide multi-use path standards (minimum 10 feet, desired 12 feet)		✓	✓		\$305,000	Low	Other	Tier 2
44	Arnos Trail	Connect Arnos St to the Bear Creek Greenway		✓	✓		n/a	Low	Other	Tier 2

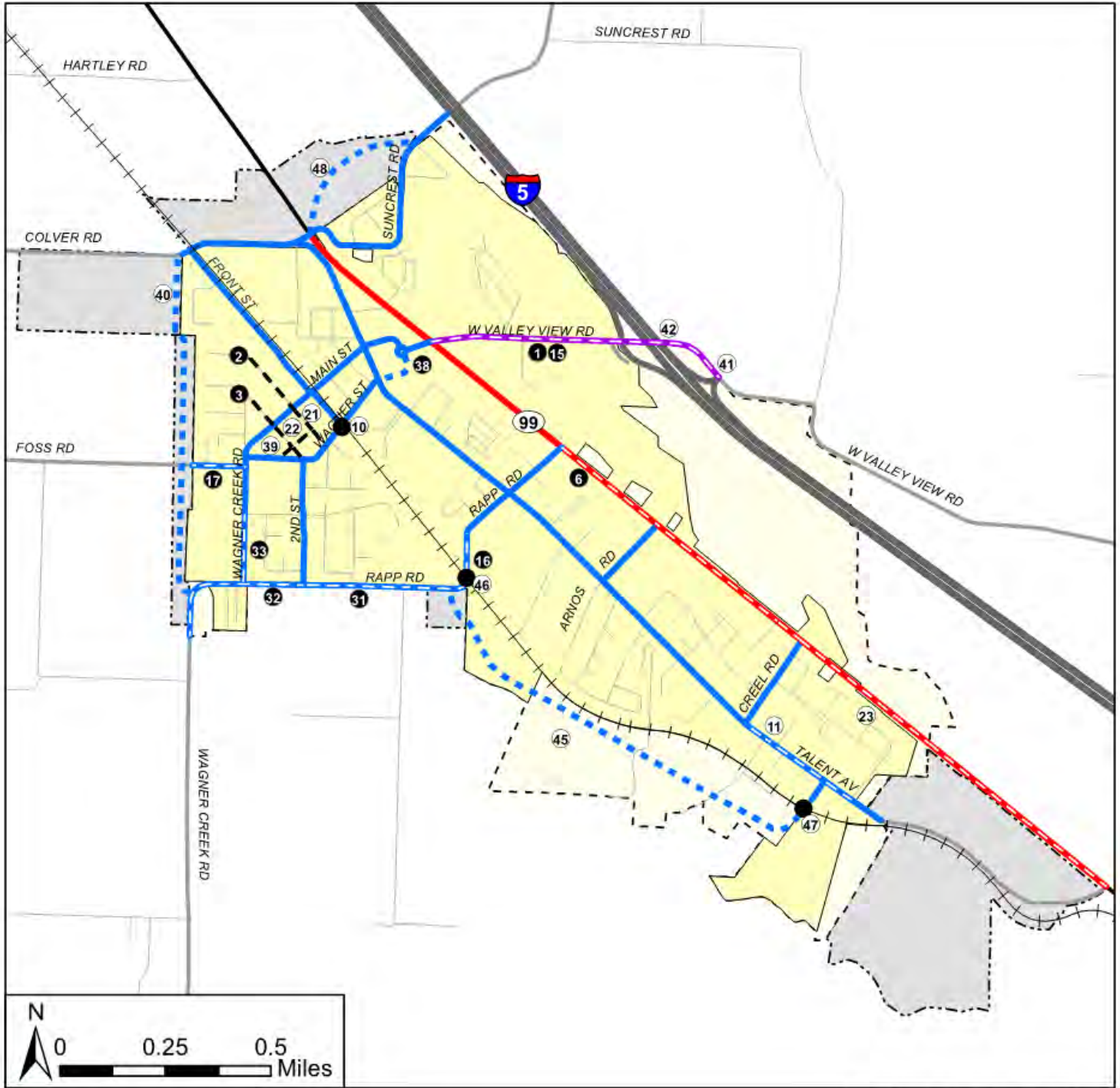


Table ES-1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
Development Driven Projects										
45	Railroad District Collector—Belmont Rd to Rapp Rd	Construct new collector street to serve UGB area south and west of Railroad tracks and Urban Reserve Area TA-2	✓	✓	✓		\$4,100,000	Low	Other	Tier 2
46	Rapp Rd Railroad Crossing	Realign street and upgrade crossing	✓	✓	✓	✓	\$800,000	Low	City	Tier 2
47	Belmont Rd - Talent Ave to Railroad District Collector	Upgrade to collector standard and upgrade railroad crossing & restrict other crossings (Pleasant View, Hilltop, public to south)	✓	✓	✓		\$800,000	Low	City	Tier 2
48	Suncrest Road Connector	Construct new collector street through Urban Reserve Area TA-5 from east of signal at OR 99 to Willow Springs Dr	✓	✓	✓		\$1,500,000	Low	Other	Tier 2
49	Colver Road – West UGB to OR 99	Add sidewalk to north side of street			✓		\$260,000	Low	City	Tier 2
50	Suncrest Road – Autumn Ridge Road [east] to East UGB	Add curb and sidewalk to north side of street			✓		\$160,000	Low	City	Tier 2
Cost Totals			City Only				All Projects²			
Short Term (0-5 years)			\$1,620,000				\$4,920,000			
Medium Term (5-10 years)			\$3,500,000				\$3,500,000			
Long Term (10-20 years)			\$2,680,000				\$2,680,000			
Tier 1 Subtotal			\$7,800,000				\$11,100,000			
Short Term (0-5 years)			\$1,970,000				\$2,070,000			
Medium Term (5-10 years)			\$1,745,000				\$3,505,000			
Long Term (10-20 years)			\$3,160,000				\$13,215,000			
Development Driven Projects			\$2,020,000				\$7,620,000			
Tier 2 Subtotal			\$8,895,000				\$26,410,000			
TOTAL COST			\$16,695,000				\$37,510,000			

Notes:

1. Project cost estimates from I-5 Exit 21 Interchange Area Management Plan Technical Memorandum #6: Concepts and Evaluation, December 30, 2014.
2. "All Projects" includes those funded by the City as well as projects funded by other agencies or developers.

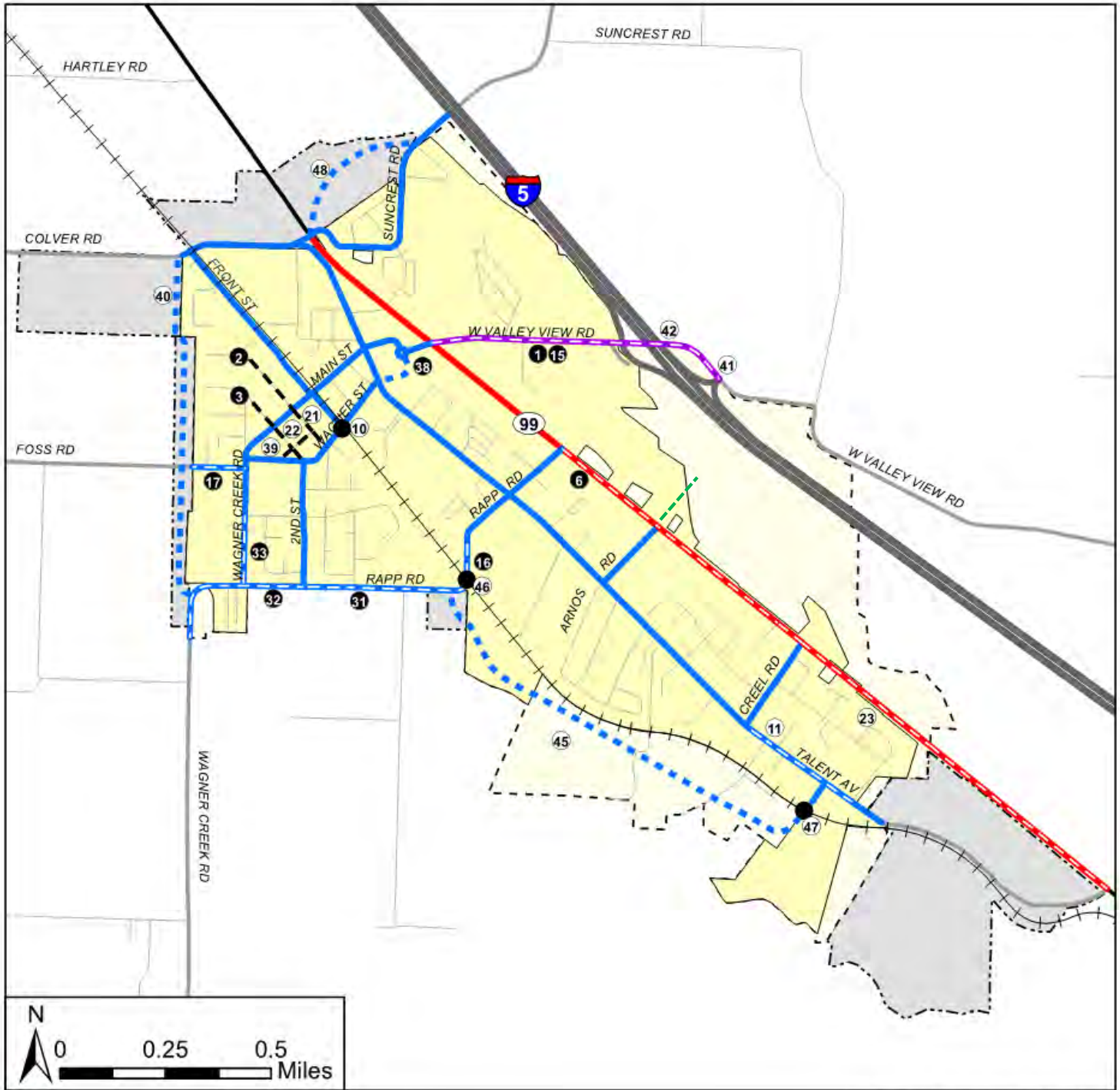


Source Data: Jackson County, City of Talent

Legend

- Major Arterial
- Minor Arterial
- Collector
- Existing Street Upgrade
- Future Street
- Railroad
- Improved Crossing
- # Tier 1 Project
- # Tier 2 Project
- City Boundary
- Urban Growth Boundary (UGB)
- Urban Reserve Areas

FIGURE ES-1
Street System Plan

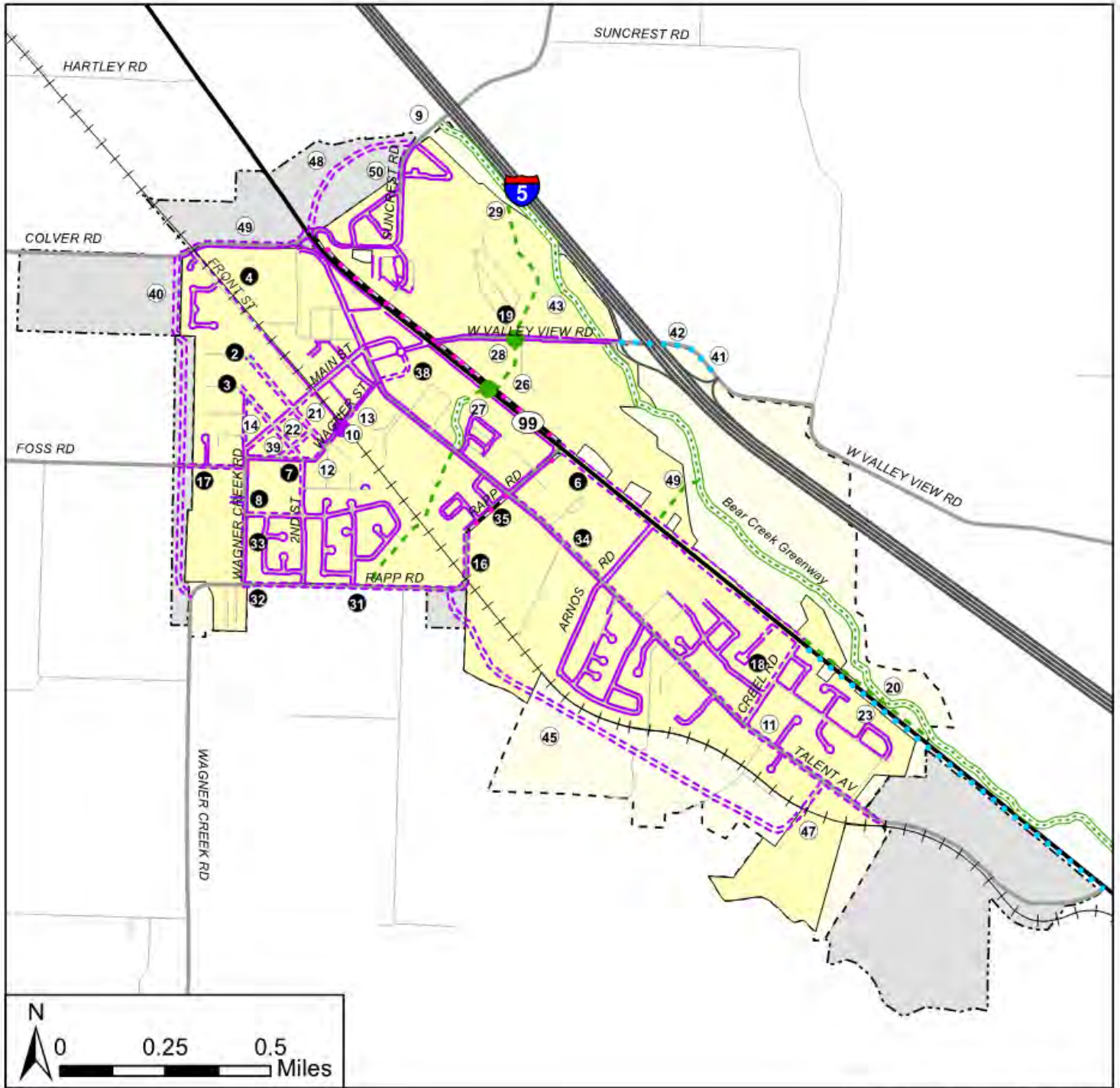


Source Data: Jackson County, City of Talent

Legend

- Major Arterial
- Minor Arterial
- Collector
- Existing Street Upgrade
- Future Street
- Railroad
- Improved Crossing
- Tier 1 Project
- Tier 2 Project
- City Boundary
- Urban Growth Boundary (UGB)
- Urban Reserve Areas

FIGURE ES-2
Bicycle System Plan



Source Data: Jackson County, City of Talent

Legend

- Existing Multi-Use Trail
- Existing Sidewalks
- Future Multi-Use Trail
- Future Sidewalks
- Future Sidewalk Infill
- Future Shoulders
- Improved Crossing
- # Tier 1 Project
- # Tier 2 Project
- City Boundary
- Urban Growth Boundary (UGB)
- Urban Reserve Areas
- Railroad

FIGURE ES-3
Pedestrian System Plan

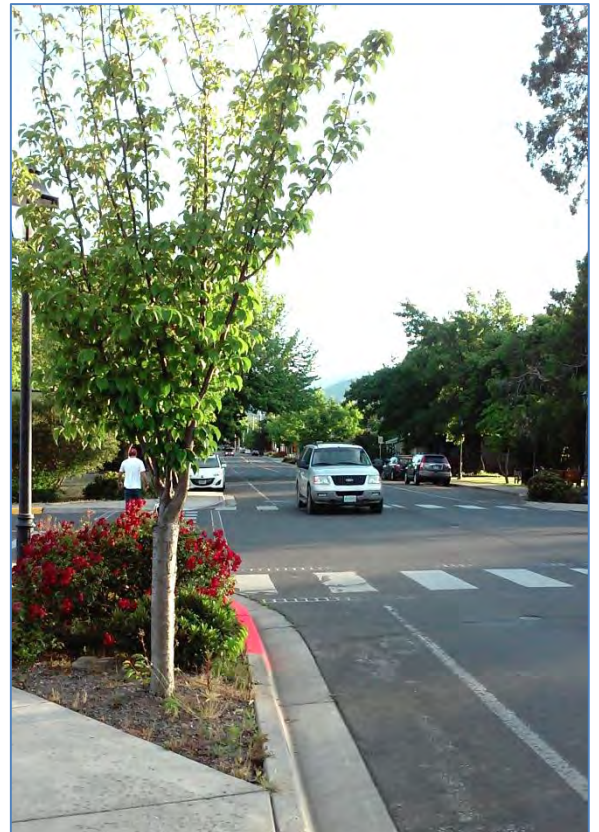
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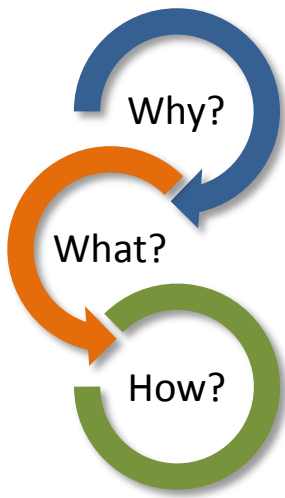




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Why Plan for Transportation?

Transportation is part of everyday life for citizens and businesses in Talent. Whether you are commuting to a job in town or traveling to another nearby community, such as Ashland, running local errands or driving into Medford for a specialty store, you are using some form of transportation to achieve that task. Businesses rely on transportation for employees and transporting goods, both locally or accessing highways, such as OR Highway 99 (OR 99) or Interstate 5 (I-5), for longer trips. It is also important to remember that transportation is not just about driving a car or truck; it could be walking, riding a bicycle, or taking transit. It can also include rail, air, water, and pipeline facilities that may serve both businesses and people. A healthy transportation system is vital to the livability and economy of a community.

So, what does a healthy transportation system look like? It should:

- Provide a well-connected travel network for both residents and businesses
- Offer choices of how to travel (driving, walking, bicycling, transit)
- Support safe travel for all system users
- Accommodate the needs of both local users and those visiting or traveling through the community

The City of Talent is a compact community located in the Rogue Valley in southern Oregon. It already has a transportation system with many of these features but there are gaps in the system that need to be completed. As the community grows, the system also needs to expand. These are the reasons for developing and continually updating a transportation system plan (TSP).

What is a Transportation System Plan (TSP)?

A TSP provides a long-term guide for investments in the transportation network that improve existing facilities and plan for future growth. At the most basic level, it provides a blueprint for all modes of travel: vehicles (both personal and freight), bicycle, pedestrian, and transit. It is also an opportunity to build on community values and protect what makes Talent a great place to live, work, and visit.

Talent's TSP is part of a larger planning process required by Oregon's Statewide Planning Goals and implemented through Transportation Planning Rule (TPR). The TPR requires that all governing agencies, from cities and counties to the state plan "plan and develop transportation facilities and services in close coordination with urban and rural development." These plans build upon each other to form the statewide transportation system.

Statewide Planning Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.



The Talent TSP contains goals, objectives, projects, and implementation guidelines needed to provide mobility for all users, now and in the future. It examines current transportation conditions and looks ahead 20 years at what may be needed to accommodate planned growth in the city and surrounding communities. Elements of the plan can be implemented by agencies (City, State or Federal) as well as private developers.

TSPs are not static documents; they must be updated to reflect changing conditions. Each update revisits how the system is currently operating and what demand may be, always looking 20 years into the future. Projects that have been built are removed and new projects are added. An update is also an opportunity to bring ideas and projects from other plans into the TSP for consistency.

How was the TSP developed?

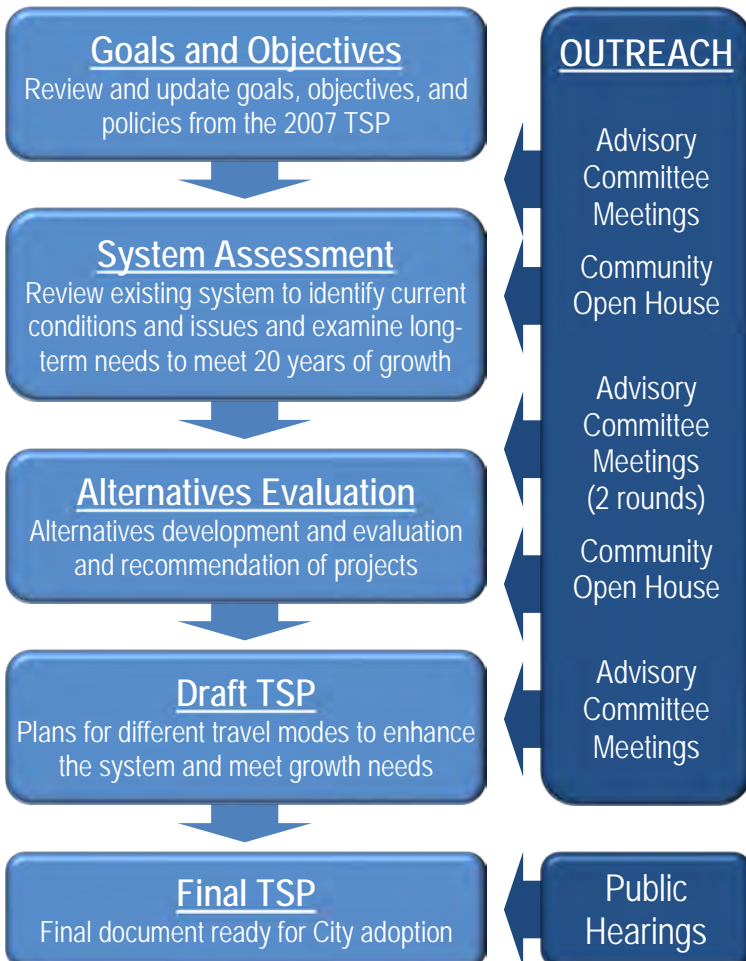
The Talent TSP was updated through a collaborative process that involved public agencies and the community. Over a period of 2 years, members of the Citizen Advisory Committee (CAC), Technical Advisory Committee (TAC), and Project Management Team (PMT) met to aid in the development of the TSP. Additionally, citizens and business owners, along with some of the Planning Commission members and City Councilors attended open houses to help shape the TSP.

The key steps in developing the TSP are illustrated to the left. This document provides a summary of each of the key analysis and evaluation steps. The majority of this report focuses on the modal plans, proposed projects, and transportation standards. A second volume provides the detail and supporting documentation that led to the development of the plan.

Updating the TSP

The TSP update builds upon the previous planning efforts rather than starting over. It includes minor revisions to the Goals, Objectives, and Policies from the 2007 TSP. It updates system inventory data and identifies gaps that still remain in the system. One of the more

TSP DEVELOPMENT PROCESS

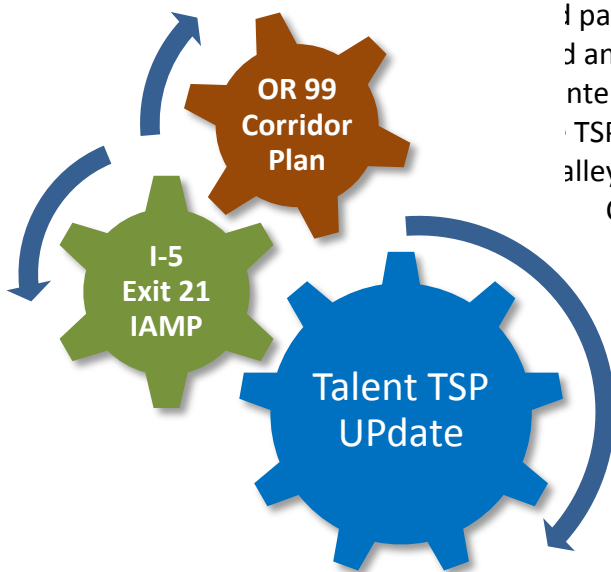




major steps was gaining an understanding of existing operating conditions (traffic and safety) and then projecting how things may change over the next 20 years based on both Talent’s growth and the expected growth in the Rogue Valley. The projects identified in this plan build on those identified in the 2007 TSP and other community plans combined with some new ideas that support the transportation system’s transition to provide a more integrated and comprehensive multi-modal network for all users.

Coordination with Other Projects

Two other projects were under way while the Talent TSP was being developed. The OR 99 Rogue Valley Corridor Plan included the highway through Talent as well as parts of Medford and Jackson County. A final plan has been developed and the projects have been incorporated into the TSP. The I-5 Interchange Area Management Plan (IAMP) started after the outset of the TSP update. This project focuses on the interchange and West Valley View Road from OR 99 across the freeway and into Jackson County. This project has been closely coordinated with the TSP efforts to ensure consistency in recommendations.



What is the Planning Area for the TSP?

The planning area for the Talent TSP is illustrated in Figure 1. The TSP addresses the transportation system within the City of Talent, its Urban Growth Boundary (UGB), and the Urban Reserve Areas (URAs) outside of the city that may be added to the UGB in the future.

The majority of the city’s downtown area, most of its businesses, the post office, fire station, and employers lie to the east of the railroad tracks. The city’s interchange for I-5 is at the eastern portion of the city. A very small portion of the city’s UGB lies to the east of I-5.

I-5 is the principal highway in Talent, but OR 99 also bisects the community. West Valley View Road connects Highway 99 with the I-5 interchange.

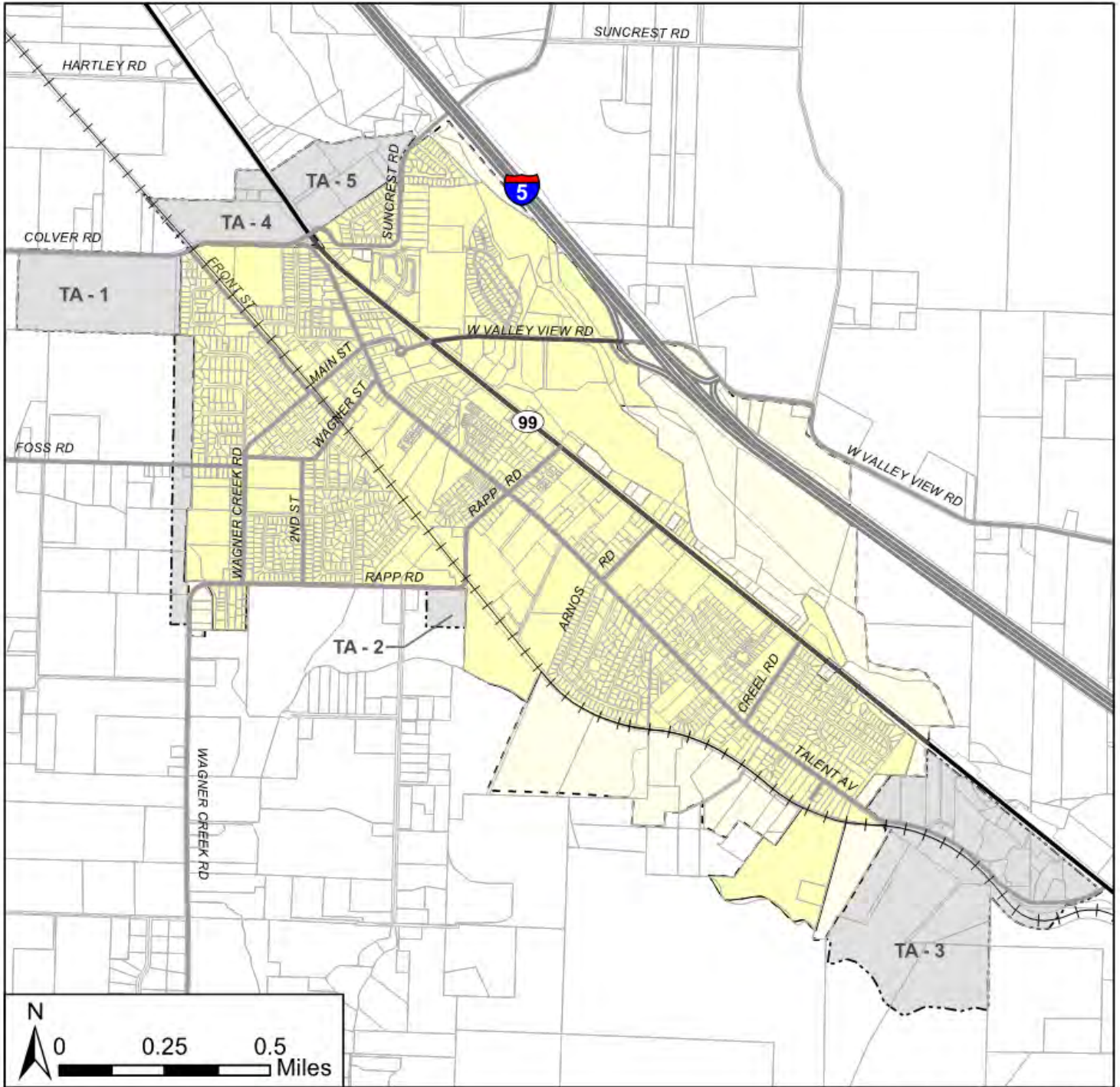
Agency Coordination

The street system within the City of Talent includes roadways under three jurisdictions: State, County, and City. The state facilities include all of OR 99 and the freeway (I-5) including its ramps and overpass. Jackson County maintains several roads abutting the Talent UGB including Colver Road and portions of Suncrest Road, West Valley View Road, and Wagner Creek Road.



This TSP, including the project lists, does not have any legal or regulatory effect on state or county land or transportation facilities. Without additional action by the State of Oregon or Jackson County, any project that involves a non-City facility is only a recommendation. Coordination and cooperation with City and governmental partners is needed to develop and plan well-connected and efficient transportation network. The Plan does not, however, obligate the State of Oregon, Jackson County or any other governmental partner to take any action or construct any projects.

SECTION 1: INTRODUCTION



Source Data: Jackson County, City of Talent

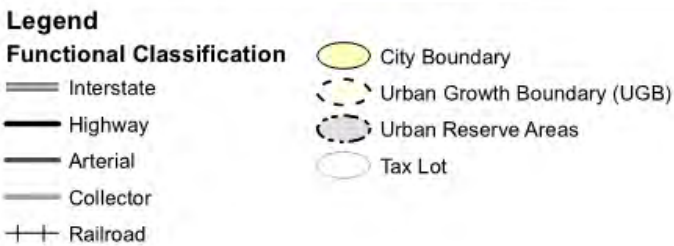


FIGURE 1
Talent TSP Planning Area



Section 2: TSP Vision

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Goals and Objectives

The vision for Talent’s transportation system is reflected in its goals and objectives. These were carried forward from the 2007 TSP with minor updates to reflect regional coordination and state ordinance. The supporting policies for the goals and objectives are included in Appendix A.

General Transportation Goal

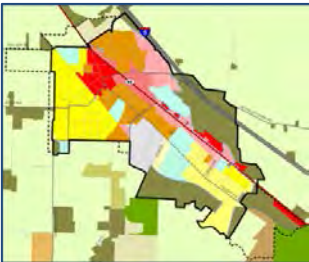
Provide a safe and efficient transportation system that reduces energy requirements, regional air contaminants, and public costs and provides for the needs of those not able or wishing to drive automobiles.



Finance Goal

Establish adequate funding to meet the current and future capital, maintenance, and operations needs of the transportation system for the Talent urban area.

- Objective 1: Meet the current and future capital improvement needs of the transportation system for the Talent urban area, as outlined in this plan, through a variety of funding sources.*
- Objective 2: Secure adequate funding to implement a street maintenance program that will sustain a maximum service life for pavement surface and other transportation facilities.*
- Objective 3: Secure adequate funding for the operation of the transportation system including advance planning, design engineering, signal operations, system management, illumination, and cleaning activities.*



Land Use Goal

Encourage land uses that reduce reliance on single-occupancy automobiles.

Transportation System Management Goal

Maximize the efficiency of the existing surface transportation system through management techniques and facility improvements.

- Objective 1: Maintain and operate a system of traffic control devices at an optimal level of service and efficiency that is consistent with existing funding levels.*
- Objective 2: Maximize the effective capacity of the street system through improvements in physical design and management of on-street parking.*





Access Management Goal

Maximize the efficiency and safety of surface transportation systems by managing access.

Objective: Increase street system safety and capacity through the adoption and implementation of access management standards.



Transportation Demand Management Goal

Reduce the demands placed on the current and future transportation system by the single-occupant automobile.

Objective 1: Encourage the use of alternative travel modes by serving as an institutional model for other agencies and businesses in the community.

Objective 2: Work towards reducing the vehicle miles traveled (VMT) in the Talent urban area by assisting individuals in choosing alternative travel modes.



Parking Goal

Ensure the Talent urban area has an appropriate supply of parking facilities that supports the goals and objectives of this plan.

Objective 1: Define an appropriate role for on-street parking facilities.

Objective 2: Promote economic vitality and neighborhood livability by requiring an appropriate supply of off-street parking facilities.

Objective 3: Work towards meeting the State Transportation Planning Rule goals to reduce per capita parking supply by the year 2019 to discourage reliance on private cars and consequently encourage the use of public transit, bicycles, and walking.



Streets Goal

Provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of the Talent urban area.

Objective 1: Develop a comprehensive, hierarchical system of streets and highways that provides for optimal mobility for all travel modes throughout the Talent urban area.

Objective 2: Design City streets in a manner that maximizes the utility of public right-of-way, is appropriate to their functional role, and provides for multiple travel modes, while minimizing their impact on the character and livability of surrounding neighborhoods and business districts.



Objective 3: Continue to promote traffic safety by enforcing clear vision area regulations applicable to public and private property located at intersections.

Objective 4: Efficiently plan, design, and construct City-funded street improvement projects to meet the safety and travel demands of the community.

Objective 5: Improve the street system to accommodate travel demand created by growth and development in the community.



Economic Goal

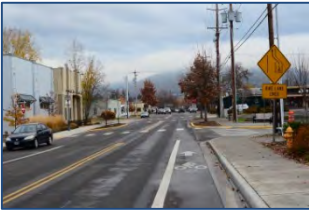
Build and maintain the transportation system to facilitate economic development in the region.

Bicycle Goal

Facilitate and encourage the increased use of bicycle transportation in Talent by ensuring that convenient, accessible, and safe cycling facilities are provided.

Objective 1: Create a comprehensive system of bicycle facilities.

Objective 2: Promote bicycle safety and awareness.



Pedestrian Goal

Provide a comprehensive system of connecting sidewalks and walkways that will encourage and increase safe pedestrian travel.

Objective 1: Create a comprehensive system of pedestrian facilities.

Objective 2: Support mixed-use development that encourages pedestrian travel by including housing close to commercial and institutional activities.

Objective 3: Encourage education services and promote safe pedestrian travel to reduce the number of accidents involving pedestrians.

Transit Goal

Support a transit system that provides convenient and accessible transit services to the citizens of the Talent urban area.

Objective 1: Ensure that transit services are accessible to Talent urban area residences and businesses.

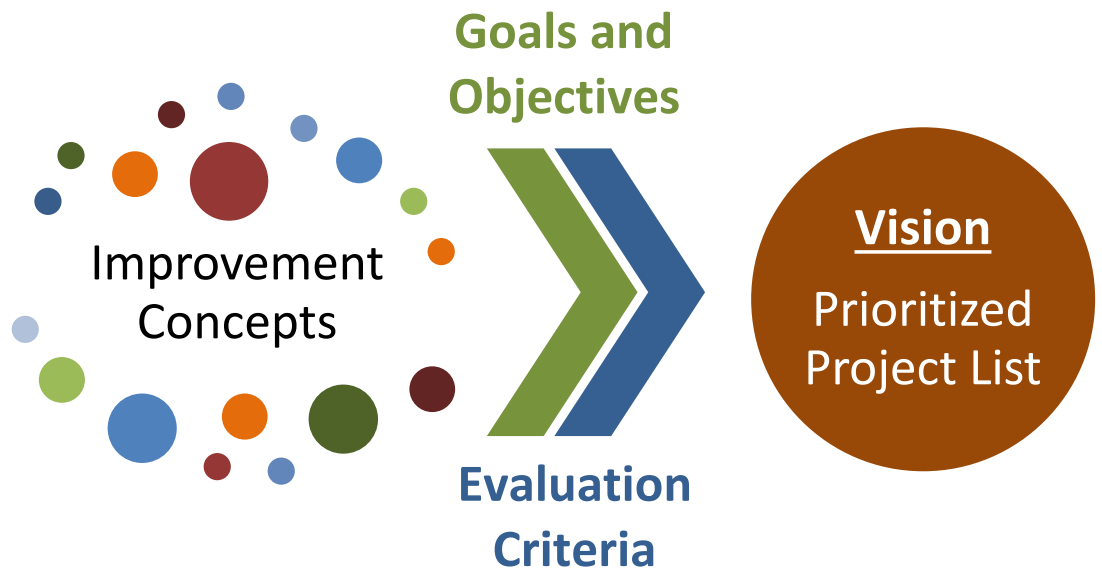
Objective 2: Increase overall daily transit ridership in the Talent urban area to mitigate a portion of the traffic pressures expected by regional growth.





How Were the Goals Used to Develop the TSP?

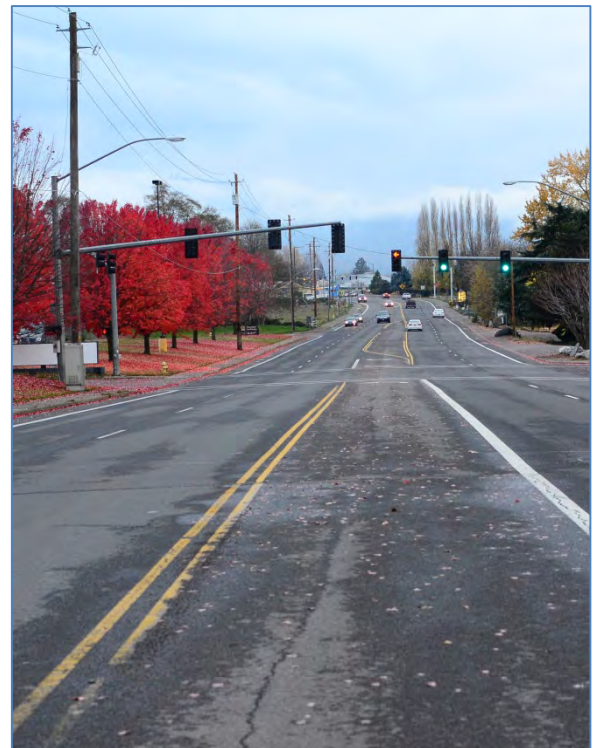
The goals and objectives were used to develop evaluation criteria for to assess whether projects should be included in the TSP. The evaluation criteria were then used to objectively evaluate potential improvements for consistency with the city vision for its transportation system. Once filtered through the evaluation criteria, and presented to the community for input, a prioritized project list was developed.





Section 3: Existing Gaps and Future Needs

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Assessing the Transportation System

There are three parts to the assessment of the transportation system:

- Conducting an inventory of transportation facilities to understand what is complete (fully meets standards) and where gaps in the system exist.
- Evaluating how the system works today from an operational and safety perspective.
- Anticipating how well the system will accommodate future growth in Talent and the surrounding region over the next 20 years.

Each of these elements is summarized briefly in this section with the detailed inventory presented in *Technical Memorandum # 2: Existing System Inventory* and *Technical Memorandum # 3: Transportation System Operations* in TSP Volume 2.

Multimodal System Inventory

An inventory of the existing transportation system in Talent was conducted as part of the TSP process. This inventory includes the street, pedestrian, bikeway, public transportation, rail, air, water, and pipeline systems within the UGB as shown in the open house exhibit below.

Transportation System Inventory Update – Exhibit from Open House

Street

- Block-by-block review of facilities
- Focuses on major roadways based on functional classification
- Identifies system deficiencies (pavement and urban design)



Pedestrian

- Identifies location of sidewalks and pathways and system deficiencies

Bikeway

- Identifies location of bike lanes and pathways and system deficiencies

Public Transportation

- Identifies Bus Route and stop amenities and other public transit services



Other

- General inventory of Rail, Air, Water, and Pipeline facilities



Existing Street Facilities

Initially, Talent developed parallel to the highway and the railroad tracks, resulting in a slightly skewed alignment from a true north-south and east-west orientation. The newer portions of the town; however, have developed with a true north-south and east-west orientation. A full inventory of the street network is included in *Technical Memorandum # 2, Appendix A* of TSP Volume 2.

Talent generally has a well-connected network of arterial and collector streets that allow traffic to move through the city. The railroad tracks are the most significant disruption to the continuity of the grid street pattern. Much of the newer residential development and the schools are on the west side of the railroad tracks. Limited railroad crossings are present. The most important are: Colver Road, Main Street, Wagner Street, and Rapp Road.

Pavement conditions for the city streets were reviewed and were fair or better on all of the arterial and collector system with the exception of Belmont Road. This street is a designated collector because it would eventually provide access across the railroad tracks to lands that could develop in the future as the Railroad District.

The street network was also assessed for urban design deficiencies such as missing curb and gutter, sidewalks, or bike facilities. Streets that include all of these amenities are also known as “complete streets” because they provide a range of safe travel options for all types of users. Talent has complete street segments throughout its system but many streets are improved on one side with urban facilities but remain unimproved along the other side.



No Curb, Gutter, or Sidewalk



Fully Developed Urban Street or “Complete Street”

Pedestrian System

Talent’s sidewalk system varies widely from neighborhood to neighborhood. Most of the newer subdivisions have complete sidewalk systems. The sidewalk network was more intermittent in the downtown area when the 2007 TSP was prepared; however, the city has been actively building sidewalks since then. While there are still gaps in the network, new sidewalks have been constructed as part of many improvement projects. They have been added along street segments where none existed at all and a second sidewalk has been added to streets which had only one sidewalk previously.



In addition to sidewalks, pedestrians can also use multi-use trails. The Bear Creek Greenway runs through Talent between OR 99 and I-5. For much of its length the Greenway is located on the east side of Bear Creek, which limits accessibility to three locations: 1) just south of the city limits, where there are currently no connecting facilities, 2) West Valley View Road, and 3) Suncrest Road. The Wagner Creek Greenway Trail is a planned multi-use trail that will eventually extend from the residential areas on the west side of the city to the Bear Creek Greenway. Currently, only a short segment of this trail has been constructed.

Both OR 99 and West Valley View Road have at least four travel lanes and higher travel speeds (40 or 45 mph) and pose a barrier to pedestrian activity. Traffic signals are located at three intersections on OR 99 (Suncrest/Colver Road, West Valley View Road, and Rapp Road). While these signalized intersections include crosswalks and provide a pedestrian phase to support crossing, the spacing between signals is over 2,000 feet. In addition to the signal at OR 99, a second traffic signal is located on West Valley View Road at Hinkley Road with crosswalks and pedestrian phases. Pedestrians can also cross West Valley View Road using the grade-separated Bear Creek Greenway.

Bicycle System

The number of roadways with on-street bicycle facilities has grown considerably within Talent since the 2007 TSP update, especially in centrally-located areas. OR 99 features bicycle lanes between Colver Road/Suncrest Road and Rapp Road. Talent Avenue now has continuous bicycle lanes from Eva Way to Creel Road, while Main Street has bicycle lanes in its entirety from Wagner Creek Road to Talent Avenue. Other notable additions on Wagner Street, Creel Road, Rapp Road and Valley View Road have helped create a more cohesive bicycle network in Talent.

Bicyclists face the same challenge as pedestrians when it comes to crossing OR 99 and West Valley View Road. However, unlike pedestrians, the green light is not extended to aid bicyclists with crossing these wider roadways. At the intersections with lower side street volumes, crossing the street while the signal is green can be challenging for some bicyclists. While a bicyclist can choose to activate the pedestrian signal, he or she must get onto the sidewalk to press the pedestrian-activation button.

Bicyclists also have access to the multi-use trail system.

Transit System

The Rogue Valley Transportation District (RVTD) provides public transportation to the Talent area. RVTD Route 10 passes through Talent along OR 99 and Talent Avenue. The route connects Talent to the Cities of Ashland, Phoenix, and Medford with connections available to five additional routes at the Front Street Transfer Station in





Medford. In recent years, service frequency was increased on Route 10 to 20-minute headways during peak periods with Saturday and Evening service through a Congestion Mitigation and Air Quality (CMAQ) grant. As of 2015, RVTD no longer provides these services and Route 10 now provides 30-minute frequency due to a funding shortfall. RVTD has been exploring options to improve schedule reliability and ensure adequate passenger capacity.

Route 10 currently experiences on-time performance issues. The route is long (over 13 miles one way) and the current route cycle is approximately one hour and 45 minutes, making schedule adherence difficult. RVTD is reviewing options to improve on-time performance, which may include eliminating or combining some stops along the route. As of March 2015, RVTD changed Route 10 in Talent to use OR 99 south of Arnos Road to travel at a higher speed for schedule purposes (changes were also made in Medford and Ashland). RVTD considered Rapp Road or Arnos Road for Route 10 but cannot use Creel Road due to pavement integrity issues in the spring caused by a high water table. After some discussion, Arnos Road was considered the best choice because it has sidewalks and good potential ridership areas. Stops were established on OR 99 south of Arnos Road amid concerns over pedestrian safety. A future ODOT project to urbanize the highway south of Rapp Road will enhance the pedestrian experience and could include enhanced pedestrian crossings.

Bus stops in Talent have a mix of amenities. Only half of the bus stops within Talent have sidewalks and loading pads. The Americans with Disabilities Act (ADA) requires that a solid surface, such as a sidewalk, in order to provide amenities like bus shelters and seating. Furthermore, without these pedestrian facilities, accessibility for some users is limited.

Air Transportation

Although the City of Talent does not have an airport within its UGB, two airports are located within 10 miles. The Rogue Valley International Medford Airport offers commercial passenger service and air freight transportation approximately seven miles north of the city. Regularly scheduled service to nearby international airports in Portland, San Francisco, and other west coast destinations is available. The City of Ashland operates a general aviation airport located approximately seven miles to the south of Talent. Charter passenger and freight service is available.

Rail Transportation

The Central Oregon and Pacific (CORP) Railroad line runs through Talent, west of OR 99 from Springfield, Oregon to Black Butte, California. Although no trains are currently running on the section of CORP track south of Medford, Oregon and CORP were awarded a \$7.1 million federal grant to repair and reopen the line. Once repairs



are made, it is very likely that freight service will resume on the rail line within Talent. No passenger rail service is available.

Talent has seven rail crossings within the city limits. These include:

- Colver Road – public crossing with activated gate system
- Main Street – public crossing with activated gate system
- Wagner Street – public crossing with STOP sign control
- Rapp Road – public crossing with activated gate system
- Pleasant View – private crossing
- Hilltop Road – private crossing
- Belmont Road – public crossing with STOP sign control

Pipeline Transportation

A natural gas distribution line located along the I-5 corridor between Grants Pass and Ashland serves the entire Talent area. The distribution lines in the area are operated by WP Natural Gas, a subsidiary of Washington Water Power. The Talent area’s distribution lines connect at Grants Pass to a major natural gas transmission line operated by Northwest Pipeline Company. This natural gas transmission line connects from Grants Pass north to Portland and Vancouver, Washington. From the Portland/Vancouver area, it continues east to Umatilla and Ontario, Oregon.

Water Transportation

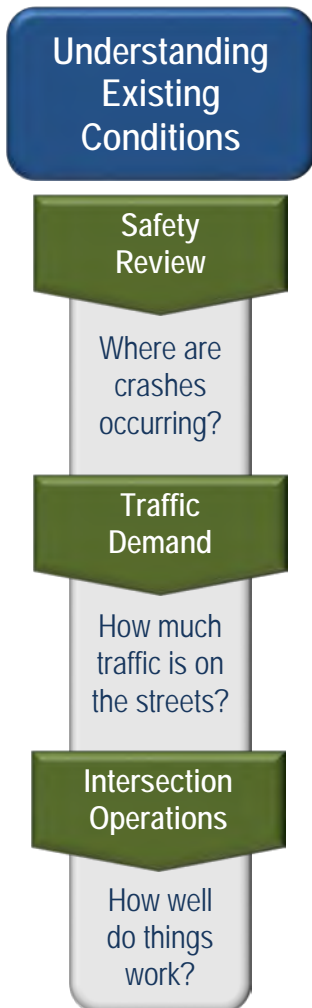
No water transportation is located in Talent.

Additional Resources

In addition to the system inventory, data regarding land uses and environmental resources were collected to inform the selection of projects for the TSP. These data are summarized in *Technical Memorandum # 2: Existing System Inventory* in TSP Volume 2.

Existing Safety and Operations

The assessment of existing traffic conditions includes development of existing traffic volumes, analysis of traffic operations, and a review of historical crash patterns. Additional data about existing conditions is included in *Technical Memorandum # 3: Transportation System Operations* in TSP Volume 2.





Safety Review

A safety analysis was conducted to determine whether any significant, documented safety issues exist within the study area and to inform future measures or general strategies for improving overall safety. This analysis includes a review of crash records, critical crash rates, and ODOT Safety Priority Index System (SPIS) data.

A review of five year of crash data¹ showed that approximately 60 percent of reported crashes occurred at intersections and about 40 percent were along street segments. Just over one third of the crashes resulted in minor injury(s), but there were no crashes that resulted in a fatality or severe injury. The three intersections with the greatest number of crashes that warrant monitoring include:

- OR 99 and West Valley View Road (traffic signal)
- OR 99 and Arnos Road
- OR 99 and Creel Road

ODOT is working with the City of Talent to implement signal improvements at OR 99 and West Valley View Road. The State also has a funded project to improve OR 99 from Rapp Road through Creel Road in the next few years that should improve safety at the other two locations.

West Valley View Road experienced the highest number of segment crashes with eight reported between study area intersections, mostly due to the number of driveways and intersections along the corridor.

Traffic Demand

Existing traffic volume data was assembled from turning movement counts conducted at intersections throughout the city and annual data collected by ODOT on the state highway system.

OR 99 is the busiest street in Talent (excluding the freeway) with traffic demand currently averaging under 9,000 vehicles during a day; summer months are slightly busier than winter months. Historic data shows that volumes in the OR 99 corridor peaked in 2007 and have been lower since then. This trend is consistent throughout the region where volumes have remained steady or declined.

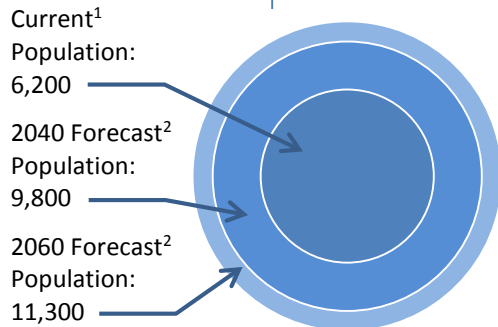
West Valley View Road is the second busiest street in the city, but daily volumes are lower than those on OR 99 (about 85 percent). Volumes elsewhere in the city are generally less than half of the two busiest streets.

¹ January 1, 2007, and December 31, 2011



Intersection Operations

A review of how existing intersections are working shows little to no congestion on the transportation network. Not surprisingly, the intersection of West Valley View Road and OR 99 is the busiest in the city, but even this intersection experiences only minor congestion during peak travel hours in the morning and evening.



Notes:

¹ Oregon Blue Book, 2015

² Greater Bear Creek Valley Regional Plan

Future Growth

Talent’s current population is nearly 6,200 residents within the city limits. According to the Greater Bear Creek Valley Regional Plan, anticipated future population of Talent is about 9,800 by the year 2040 and about 11,300 by 2060.²

Future traffic volumes were estimated for the year 2038, which is consistent with regional forecasting for the Rogue Valley. Forecast volumes on the street system are expected to increase by 20 to 30 percent over the next 20+ years. With this growth, study area intersections would still work well even during the busiest hours of the day. Additional data about future conditions is included in *Technical Memorandum # 3: Transportation System Operations* in TSP Volume 2.

² Oregon law requires that coordinated population forecast be prepared for all counties. In the past, these forecasts were prepared by the counties themselves. However, in 2013, the Oregon Legislature assigned coordinated population forecasting to the Population Research Center (PRC) at Portland State University (PSU). The process is underway and proposed forecasts for Jackson County have been prepared but not finalized. Preliminary Jackson County forecast numbers show growth for the City of Talent through 2040 that is consistent with the numbers in the Bear Creek Valley Regional Plan.



Section 4: Project Prioritization and Funding

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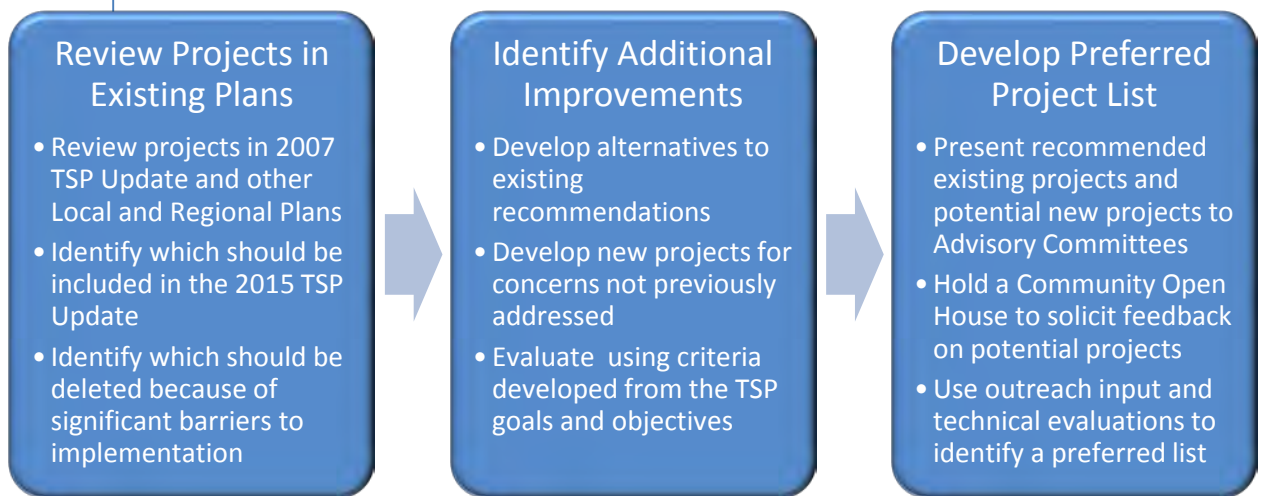




This section summarizes how projects were identified and prioritized for the preferred system plan for the TSP. These recommendations are based on feedback from the Technical and Citizen Advisory Committees (TAC and CAC); comments received at the Public Open Houses; other community review; and input other agency staff.

TSP Project Selection Process

The preferred project list for this TSP update was developed in steps, as illustrated below. The first two steps are described in detail in *Technical Memorandum # 4: Alternatives Evaluation* in TSP Volume 2.



The initial project list was refined and then presented to the Technical and Citizen Advisory Committees and a Community Open House was held to solicit feedback. Using the outreach input and the technical evaluations, City staff reviewed the project list and developed the preferred list of projects. Several local street projects were also added that were noted to be important to the community. Once the project list was established, it then moved into the prioritization process.

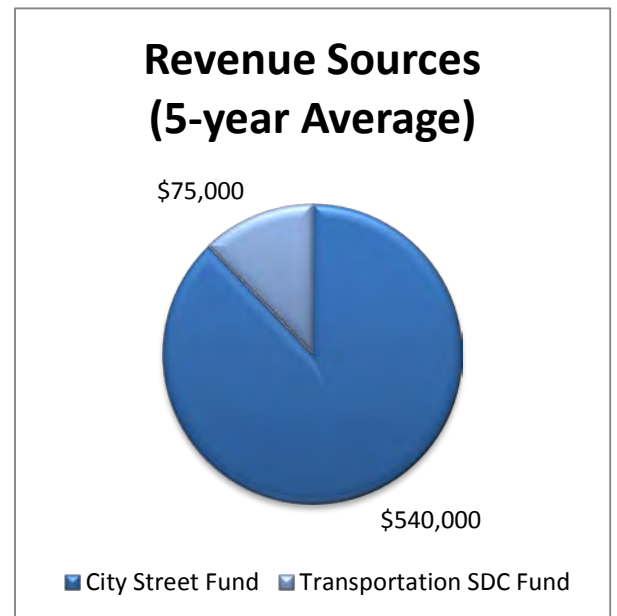
Funding Summary

Although a financing plan is not required for small city TSPs, developing an understanding of how projected funding needs compare with available revenues is important.



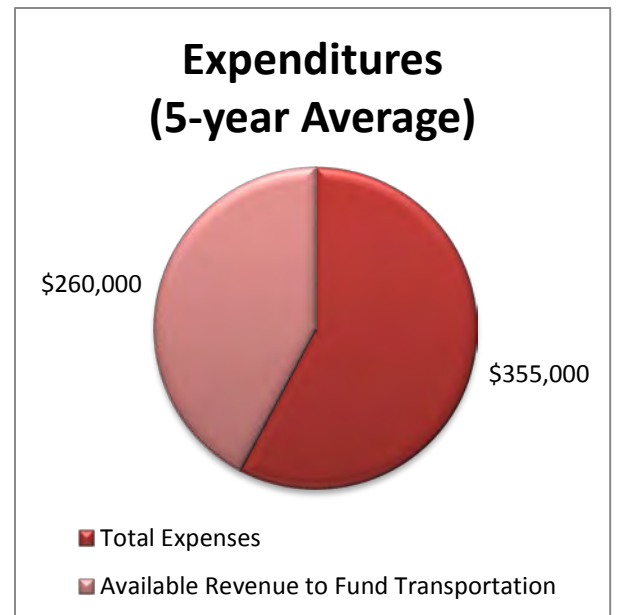
Existing Revenue

The City of Talent collects revenue from a variety of sources that can be used to fund roadway, pedestrian, bicycle, and transit maintenance and improvement projects. The City’s Street Fund allocates monetary resources toward general transportation system operations, maintenance, and minor improvement projects. Spending priorities for the Street Fund have been placed on right-of-way maintenance, street repairs, striping, and other maintenance actions necessary to keep the transportation system in stable, usable condition. A smaller source of revenue are System Development Charges (SDCs), which are fees assessed on new building permits at the time development occurs to mitigate the impact of new developments on existing public infrastructure. Street projects are funded by the Transportation SDC fund, which collects fees from new development based on the expected level of traffic generation for a given land use.



Revenue Expectations

Based on a review of previous City budgets, an estimated \$615,000 of revenue is available annually from the Street and Transportation SDC funds, the two main sources of revenue for transportation projects. Over 20 years, the City is expected to earn \$12.3 million in transportation revenue (2014 dollars) assuming that existing funding sources remain stable and no new revenue streams are established. In addition, the City spends an average of \$355,000 annually on expenses related to personnel, materials and services. Assuming that expenses continue at approximately 58 percent of total revenue, the City can expect \$260,000 per year or \$5.2 million in net revenue over the 20-year planning horizon of the TSP.





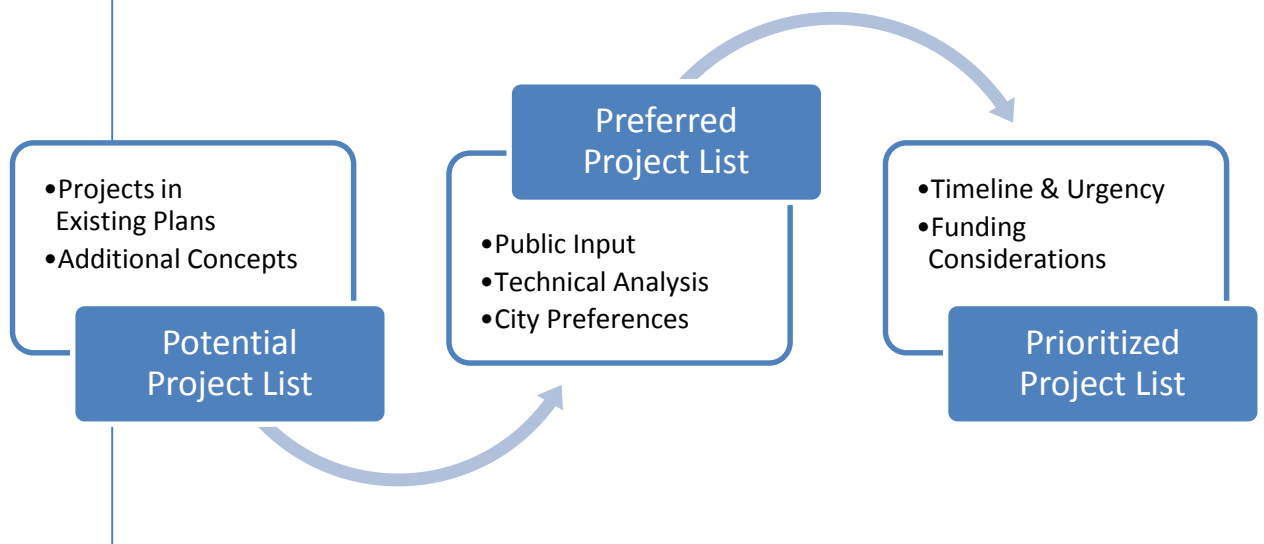
Additional Revenue Resources

In addition, there are various funding sources which the City could leverage to finance transportation improvements. However, most of these opportunities would involve applying for competitive grants that require interagency cooperation with regional and state partners. Any projects in Talent entered into the Statewide Transportation Improvement Program (STIP) are eligible for federal funding from the Surface Transportation Program (STP). Talent is also located in the Rogue Valley Metropolitan Planning Organization (RVMPO), which maintains a list of projects in its Regional Transportation Plan (RTP) that are eligible for discretionary funds paid through the federal STP and Congestion Management/Air Quality (CMAQ) programs. Other potential funding mechanisms include a citywide gas tax, local improvement districts (LID), downtown parking fees, revenue bonds and statewide grant and loan funding opportunities which include the ConnectOregon, Oregon Transportation Infrastructure Bank, Immediate Opportunity Fund and Special City Allotment programs. Transit improvements to local bus service in collaboration with the Rogue Valley Transit District (RVTD) can be financed through formula funds from the Federal Transit Administration.

Technical Memorandum # 5: Preferred System Plan, Appendix A provides a complete overview of funding for transportation system projects in the Talent TSP. It identifies potential local, state, regional, and federal funding sources that could be used for the implementation of projects recommended as part of the preferred transportation system. Transportation system revenue forecast assumptions that incorporate these funding sources are also included.

Project Prioritization

The general steps taken to move from the potential project list to a prioritized list of projects are illustrated below.





Since the advancement of any project is contingent upon the availability of future funding, it is important to establish a flexible program of prioritized projects that meet diverse stakeholders needs while leveraging current and future funding opportunities. Ultimately, this refined and prioritized list is intended to serve as a menu of projects, with multiple factors that can be used together to assess the highest priority projects that can be completed within the available budget.

Projects for the TSP are prioritized based on community priorities, urgency of the need, funding availability and complexity of the project. Two factors were considered in the prioritization process 1) need (high, medium, and low priority), and 2) by time frame for implementation (short, medium, long, and development driven). The factors below were used for prioritizing projects.

Using the outreach input, technical evaluations, and suggested guidelines for prioritizing projects, City staff reviewed the preferred project list and identified a priority (high, medium, low) and timeline (short, medium, long, development driven) for each project.

Priority

- High priority with significant benefits to the community
- Medium importance with moderate benefits to the community
- Low importance with limited localized benefits

Time Frame

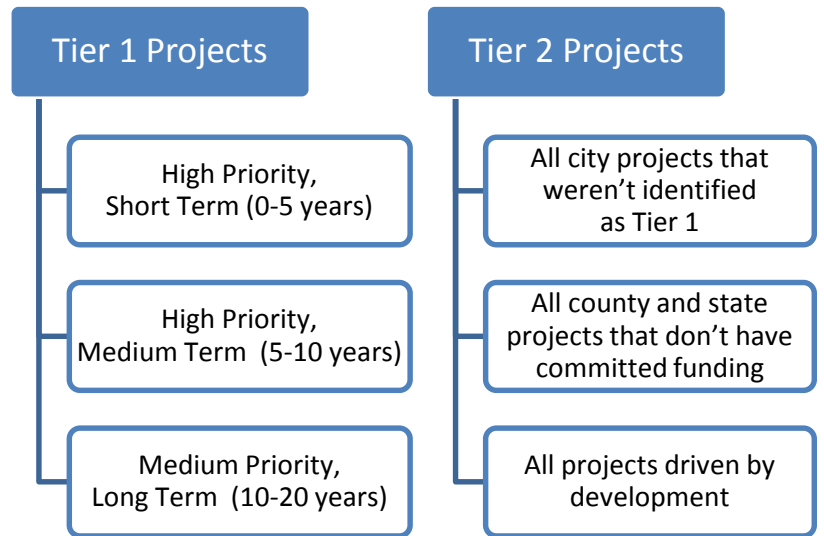
- Short Term - Projects addressing existing transportation issues which should be prioritized for funding
- Medium Term - Projects are generally larger and more complex in nature (possibly needing planning or environmental analysis) but still requiring near-term funding consideration
- Long Term - Projects with unmet “triggers” or other dependence on interim projects; with the least urgent need for funding
- Development Driven - Projects that would only occur with future development

Funding Considerations

The preferred project list was developed with an unconstrained budget to identify a comprehensive list that focuses on filling gaps and meeting needs. However, the total cost of the project list is greater than the City’s ability to raise transportation funds. Projects that would be funded with the City as the primary funding source total nearly \$17 million and an additional \$2 million in projects could require some city contributions. As identified in the Funding Summary, net revenue for transportation projects is estimated at \$5.2 million in net revenue over the 20-year planning horizon of the TSP. The difference is a gap of more the \$11 million.



To acknowledge the gap in funding, the project list was further divided into Tier 1 projects, which have a reasonable likelihood of being funded with existing sources, and Tier 2 projects, which would require new funding sources for implementation. For the draft project list, a simple process was

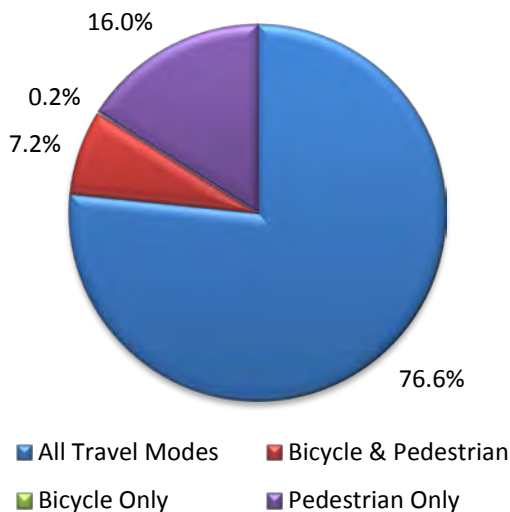


used to suggest a funding tier for City projects, as shown to the right.

Using these criteria, 18 projects were identified as Tier 1, including one project on OR 99 that is currently included in the STIP. The total comes to nearly \$8 million in city-funded projects which is greater than the forecast of city revenue for transportation projects based on recent trends. Additional refinement to the project list may be necessary unless higher local revenues for transportation can be secured.

Recommended Project List

Distribution of City Transportation Project Funding



The preferred project list resulting from the selection and prioritization process is summarized in Table 1. The list consists of 50 complete streets and trails projects. The complete streets projects include all improvements that upgrade streets to better serve all travel modes. These projects may be as simple as adding a sidewalk to one side of the street or may involve a complete upgrade to improve the quality of the facility for vehicles, bicyclists, and pedestrians. All new street construction for development would meet the city standard for complete streets. The trails projects are off-street facilities that connect and expand trail network and also connect to or cross the street network. More detailed descriptions are included in the Section 5: Modal Plans.

A breakdown of how city revenue would be invested in the transportation system is illustrated to the left. This estimate includes both Tier 1 and Tier 2 projects that would be implemented by the City.

SECTION 4: PROJECT PRIORITIZATION AND FUNDING



Table 1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
Short Term (0-5 years)										
1	West Valley View Rd - OR 99 to I-5	Restripe roadway to three lanes with buffered bike lanes and address bike lane transition at OR 99	✓	✓	✓	✓	\$250,000	High	City	Tier 1
2	First St - Main St to 850 feet north	Upgrade to local street standards	✓	✓	✓		\$380,000	High	City	Tier 1
3	Second St - Main St to West St.	Upgrade to local street standards	✓	✓	✓		\$210,000	High	City	Tier 1
4	Front St - Colver Rd to Urban Renewal Boundary	Add curbs and sidewalks to both sides of street	✓	✓	✓		\$450,000	High	City	Tier 1
5	Citywide Network	Create a bike priority network with hierarchy of bicycle routes throughout the city		✓			\$20,000	High	City	Tier 1
6	OR 99 - Rapp Rd to Talent City Limits	Add curbs and sidewalks and restripe existing roadway to three lanes with bike lanes (STIP Key Number 17478)	✓	✓	✓	✓	\$3,300,000	High	State	Tier 1
7	Second St – Wagner St to Schoolhouse Rd	Add curb and sidewalk to west side of street			✓		\$150,000	High	City	Tier 1
8	Schoolhouse Road – Wagner Creek Road to 2nd Street	Add curb and sidewalk to north side of street			✓		\$160,000	High	City	Tier 1
9	Bear Creek Greenway at Suncrest Rd	Install traffic calming improvements on Suncrest Rd		✓	✓		\$100,000	High	County	Tier 2
10	Wagner St RR Crossing	Upgrade crossing and provide for pedestrians and bicyclists and upgrade warning devices	✓	✓	✓		\$500,000	Medium	City	Tier 2
11	Talent Ave - Creel Rd to Alpine Way	Upgrade to collector standard	✓	✓	✓		\$960,000	Medium	City	Tier 2
12	Wagner St - Wagner Creek Road to 1st Street	Add curb and sidewalk to north side of street			✓		\$200,000	Medium	City	Tier 2
13	Wagner St - Railroad Crossing to John Street	Add curb and sidewalk to south side of street			✓		\$70,000	Medium	City	Tier 2
14	Main St - West St to Front St	Add curb and sidewalk to south side of street			✓		\$240,000	Medium	City	Tier 2
Medium Term (5-10 years)										
15	West Valley View Rd - OR 99 to I-5	Add hardscaping (landscaped islands and/or raised barrier) in bike lane buffers	✓	✓	✓	✓	\$250,000	High	City	Tier 1

SECTION 4: PROJECT PRIORITIZATION AND FUNDING



Table 1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
16	Rapp Rd - 150' south of Graham Way to Wagner Creek Bridge	Rebuild and upgrade to (major) collector standard	✓	✓	✓	✓	\$1,080,000	High	City	Tier 1
17	Foss Rd - Wagner St to City Limits	Upgrade to collector standard	✓	✓	✓		\$400,000	High	City	Tier 1
18	Creel Rd – 75 feet east of Lithia Way to OR 99	Add curb and sidewalk to north side of street			✓		\$120,000	High	City	Tier 1
19	West Valley View Rd @ Wagner Creek Greenway Trail	Create a mid-block crossing with pedestrian-activated device		✓	✓		\$100,000	High	City	Tier 1
20	OR 99 - Creel Rd to Bear Creek Greenway connection	Construct a 10-foot-wide multi-use path along the east side of the highway		✓	✓		\$450,000	High	State	Tier 2
21	First St - Main St to Wagner St	Upgrade to local street standards	✓	✓	✓		\$270,000	Medium	City	Tier 2
22	Second St. - Main St to Wagner St.	Upgrade to local street standards	✓	✓	✓		\$240,000	Medium	City	Tier 2
23	OR 99 – Creel Rd (Talent City) Limits to S Valley View Rd	Restripe roadway to include a center turn lane, two through travel lanes (one in each direction), and shoulder	✓	✓	✓	✓	\$700,000	Medium	State	Tier 2
24	Talent Ave - 200' south of Wagner St to Main St	Remove parking on one side of street (west) and stripe bike lanes through downtown Talent		✓			\$10,000	Medium	City	Tier 2
25	Front St - Urban Renewal Boundary to Wagner St	Add curb and sidewalk to west side of street			✓		\$320,000	Medium	City	Tier 2
26	OR 99 @ Wagner Creek Greenway Trail	Create a mid-block crossing with pedestrian-activated device		✓	✓		\$100,000	Medium	City /State	Tier 2
27	Wagner Creek Greenway Path OR 99 to 225 feet west of OR 99	Construct new 10-foot-wide multimodal path near Wagner Creek connecting to Bear Creek Greenway		✓	✓		\$25,000	Medium	City	Tier 2
28	Wagner Creek Greenway Path OR 99 to West Valley View Rd	Construct new 10-foot-wide multimodal path near Wagner Creek connecting to Bear Creek Greenway		✓	✓		\$60,000	Medium	Other	Tier 2
29	Wagner Creek Greenway Path West Valley View Rd to Bear Creek Greenway	Construct new 10-foot-wide multimodal path near Wagner Creek connecting to Bear Creek Greenway		✓	✓		\$880,000	Medium	City	Tier 2

SECTION 4: PROJECT PRIORITIZATION AND FUNDING



Table 1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
30	Bear Creek Greenway	Enhance connections to OR 99 throughout OR 99 corridor with wayfinding signage and other amenities		✓	✓		\$450,000	Medium	Other	Tier 2
31	Rapp Rd - Wagner Creek Bridge	Rebuild and upgrade to (major) collector standard	✓	✓	✓	✓	\$600,000	Medium	City	Tier 1
32	Rapp Rd - Wagner Creek Bridge to Wagner Creek Rd	Rebuild and upgrade to (major) collector standard	✓	✓	✓	✓	\$950,000	Medium	City	Tier 1
Long Term (10-20 years)										
33	Wagner Creek Rd - West St to Rapp Rd	Upgrade to collector standard	✓	✓	✓		\$960,000	Medium	City	Tier 1
34	Talent Avenue – Rapp Road to Creel Road	Add curb and sidewalk to east side of street			✓		\$920,000	Medium	City	Tier 1
35	Rapp Rd – Graham Way to OR 99	Add curb and sidewalk to south side of street to eliminate gaps			✓		\$70,000	Medium	City	Tier 1
36	Wagner Creek Greenway Path—Rapp Rd to Talent Ave	Construct new 10-foot-wide multimodal path near Wagner Creek		✓	✓		\$200,000	Medium	City	Tier 2
37	Bear Creek Greenway Access	Create ramp connection to north side of West Valley View Rd		✓	✓		\$250,000	Medium	Other	Tier 2
38	Wagner St Extension - Talent Ave to West Valley View Rd	Construct new collector street (50 ft) to complete downtown improvements	✓	✓	✓		\$730,000	Medium	City	Tier 1
39	Bain St - First St to Wagner St	Upgrade to local street standards	✓	✓	✓		\$230,000	Low	City	Tier 2
40	Westside Bypass - Wagner Creek Rd/Rapp Rd to Colver Rd	Construct new collector street west of city in Urban Reserve Area TA-1	✓	✓	✓	✓	\$2,730,000	Low	City	Tier 2
41	West Valley View Rd east of I-5	Widen shoulders		✓	✓		\$1,500,000 ¹	Low	City/County	Tier 2
42	West Valley View Road I-5 Overcrossing	Widen shoulders		✓	✓		\$8,000,000 ¹	Low	State	Tier 2
43	Bear Creek Greenway	Upgrade 800 feet of path north of West Valley View Road to statewide multi-use path standards (minimum 10 feet, desired 12 feet)		✓	✓		\$305,000	Low	Other	Tier 2
44	Arnos Trail	Connect Arnos St to the Bear Creek Greenway		✓	✓		n/a	Low	Other	Tier 2

SECTION 4: PROJECT PRIORITIZATION AND FUNDING



Table 1. Summary of Complete Street & Trail Projects

ID	Location	Description	Mode				Preliminary Estimated Cost	Priority	Likely Funding Source	Funding Tier
			Vehicle	Bicycle	Pedestrian	Freight				
Development Driven Projects										
45	Railroad District Collector—Belmont Rd to Rapp Rd	Construct new collector street to serve UGB area south and west of Railroad tracks and Urban Reserve Area TA-2	✓	✓	✓		\$4,100,000	Low	Other	Tier 2
46	Rapp Rd Railroad Crossing	Realign street and upgrade crossing	✓	✓	✓	✓	\$800,000	Low	City	Tier 2
47	Belmont Rd - Talent Ave to Railroad District Collector	Upgrade to collector standard and upgrade railroad crossing & restrict other crossings (Pleasant View, Hilltop, public to south)	✓	✓	✓		\$800,000	Low	City	Tier 2
48	Suncrest Road Connector	Construct new collector street through Urban Reserve Area TA-5 from east of signal at OR 99 to Willow Springs Dr	✓	✓	✓		\$1,500,000	Low	Other	Tier 2
49	Colver Road – West UGB to OR 99	Add sidewalk to north side of street			✓		\$260,000	Low	City	Tier 2
50	Suncrest Road – Autumn Ridge Road [east] to East UGB	Add curb and sidewalk to north side of street			✓		\$160,000	Low	City	Tier 2
Cost Totals			City Only				All Projects²			
Short Term (0-5 years)			\$1,620,000				\$4,920,000			
Medium Term (5-10 years)			\$3,500,000				\$3,500,000			
Long Term (10-20 years)			\$2,680,000				\$2,680,000			
Tier 1 Subtotal			\$7,800,000				\$11,100,000			
Short Term (0-5 years)			\$1,970,000				\$2,070,000			
Medium Term (5-10 years)			\$1,745,000				\$3,505,000			
Long Term (10-20 years)			\$3,160,000				\$13,215,000			
Development Driven Projects			\$2,020,000				\$7,620,000			
Tier 2 Subtotal			\$8,895,000				\$26,410,000			
TOTAL COST			\$16,695,000				\$37,510,000			

Notes:

1. Project cost estimates from I-5 Exit 21 Interchange Area Management Plan Technical Memorandum #6: Concepts and Evaluation, December 30, 2014.
2. "All Projects" includes those funded by the City as well as projects funded by other agencies or developers.



Section 5: Modal Plans

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The modal plans describe Talent’s preferred transportation system. The planned projects will provide a balanced and connected transportation network over the next 20 years. The list of planned projects consists of 50 complete streets and trails improvements (see Table 1 in Section 4: Project Prioritization and Funding).

The complete streets projects include all improvements that upgrade streets to better serve all travel modes. These projects may be as simple as adding a sidewalk to one side of the street or may involve a complete upgrade to improve the quality of the facility for vehicles, bicyclists, and pedestrians. Each future complete street project is identified in the modal maps if the improvements are relevant to the travel mode (i.e., street, pedestrian, bicycle).

The trails projects are off-street facilities that connect and expand trail network and also connect to or cross the street network. Each future trails project is identified on both the pedestrian and bicycle maps.

Streets Goal:

Provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of the Talent urban area.

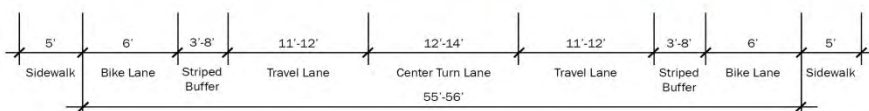
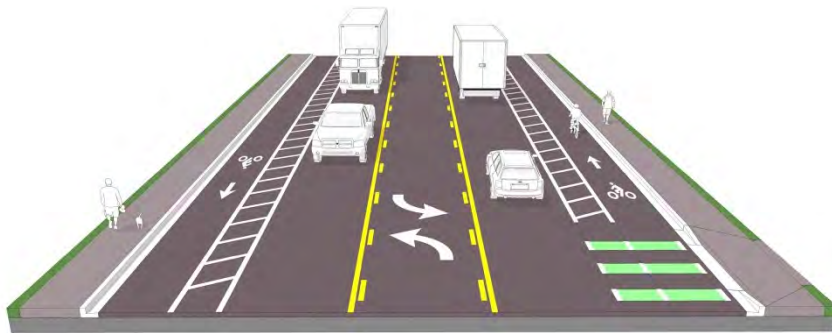
Street System Plan

The street system plan consists of lane conversion projects, upgrading existing roadways to full urban design standards, and new construction that would be driven by future development. Figure 2 illustrates the street system plan including the location of projects and the functional classification of the roads. (Additional information is provided about functional classification in Section 6: Standards.)

Lane Conversion Projects

A lane conversion project is intended to improve the safety of all roadway users (vehicles, bicycles, and pedestrians) by modifying how the public right of way and pavement surface are used. Three lane conversion projects are identified in Talent. One is located on West Valley View Road, a city street, and two are located on OR 99.

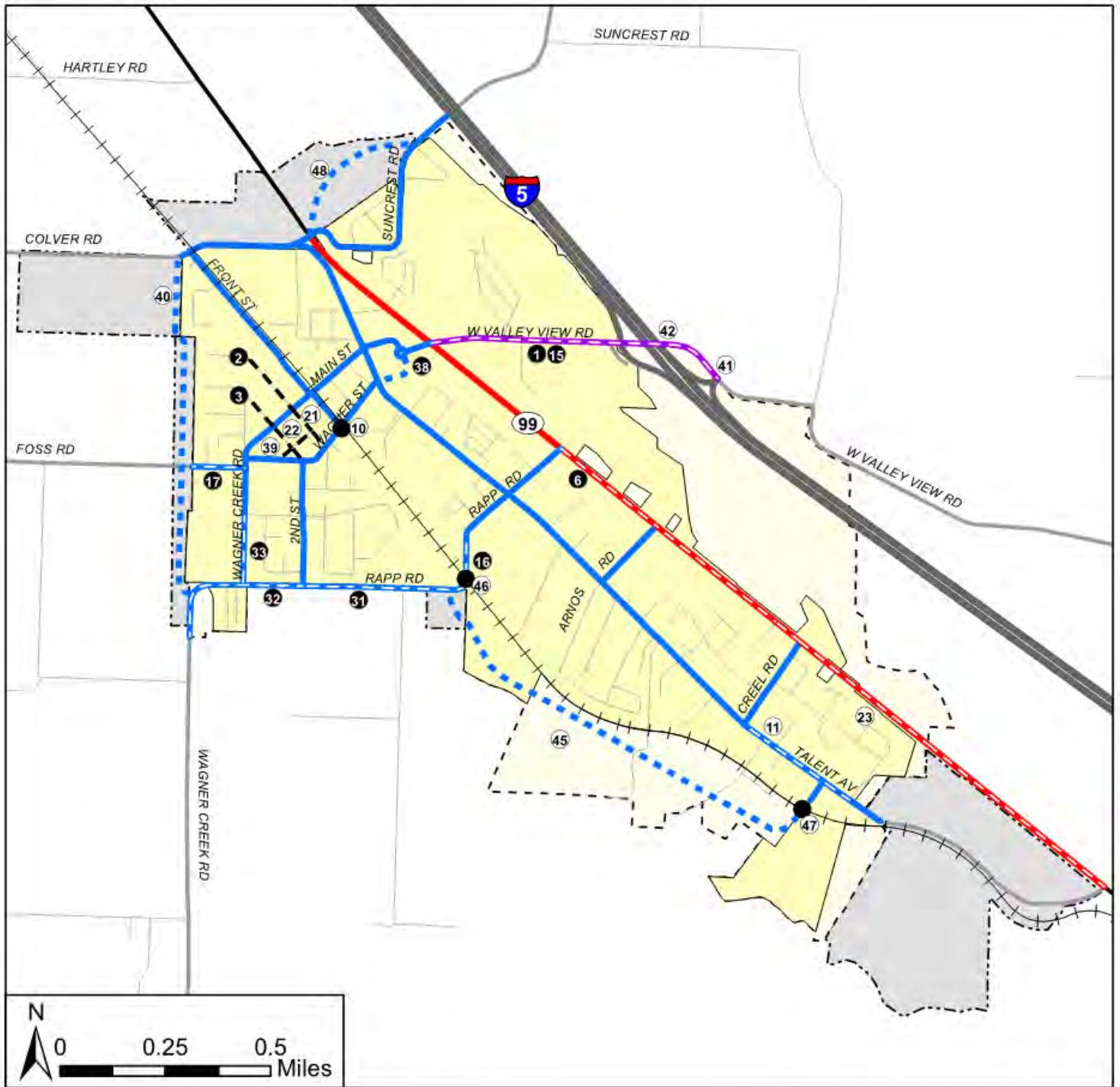
Project 1: West Valley View Road Striping Concept



West Valley View Road (Projects 1 and 15)

Projects 1 and 15 are phased improvements that would convert West Valley View Road from its current layout to three lanes with a buffered bike lane between OR 99 and the Bear Creek Greenway. The first phase (Project 1) of the improvement would restripe the entire length of roadway as shown to the left. A center refuge lane would be included between OR 99 and I-5 to improve vehicular safety.

SECTION 5: MODAL PLANS



Source Data: Jackson County, City of Talent

Legend

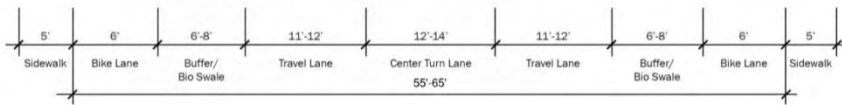
- Major Arterial
- Minor Arterial
- Collector
- Existing Street Upgrade
- Future Street
- Railroad
- Improved Crossing
- # Tier 1 Project
- # Tier 2 Project
- City Boundary
- Urban Growth Boundary (UGB)
- Urban Reserve Areas

FIGURE 2
Street System Plan



Although the new striping plan shows only one through travel lane in each direction, the three-lane plan should have plenty of capacity to meet future demand. Reducing the number of vehicular travel lanes allows the city to widen the bike lane and add a striped buffer between bicyclists and cars using the street. The bike lane transition at OR 99 will also be improved with the lane conversion.

Project 15: West Valley View Road Hardscaping Concept



In the second phase (Project 15 shown to the left), some form of hardscaping, most likely low-maintenance landscaped islands, would be added. In addition to providing a more permanent buffer, the added treatment would enhance the gateway from the freeway into the city.

Pedestrians would also benefit from these improvements. When walking along the sidewalk, they would be further from the vehicular travel lanes. When crossing the street, they would have a shorter distance where they are exposed to traffic.

OR 99 – Rapp Road to Talent City Limits (Project 6)

ODOT currently has a project in the Statewide Transportation Improvement Program (STIP) to add curbs and sidewalks to OR 99 and restripe the existing roadway to provide a center turn lane, two through travel lanes (one in each direction), and bike lanes on both sides of the highway. This project (STIP Key Numb 17478) is currently planned for construction in 2017.

OR 99 – Talent City Limits to South Valley View Road (Project 23)

The OR 99 Corridor Plan identifies the lane conversion on OR 99 within the city limits continuing southward on the rural section of highway to South Valley View Road. A rural cross section would be provided with two through travel lanes (one in each direction), a center turn lane, and wide shoulders to accommodate other users (bicyclist and pedestrians) and allow for a distressed vehicle to pull out of the travel lane in the event of an emergency. Some portion of this project is located within the Talent UGB.

Street Upgrades

Twelve city street segments were identified for upgrades to full urban design standards that include adequate paved surface for vehicular demand, sidewalks on both sides of the street, and appropriate bike facilities. Most of these projects are on collector roadways but there are some local street improvements included as well. In



In addition to the city projects, two projects on the state- and county owned segments of West Valley View Road have been identified in the I-5 Exit 21 IAMP.

Talent Avenue Upgrade (Project 11)

Talent Avenue runs parallel to OR 99 for the entire length of the city. It is mostly improved to urban standards within the city limits but the segment south of Creel Road still needs urban features. Project 11 would upgrade Talent Avenue to a collector standard (assumed two travel lanes, bike lane, sidewalks, no parking) from Alpine Way to Creel Road.



Rapp Road Upgrades (Projects 16, 31, and 32)

Rapp Road is improved with sidewalks and bike lanes east of Graham Way but is unimproved west of Graham Way. Three projects would incrementally upgrade Rapp Road to a collector standard (assumed two travel lanes, bike lanes, sidewalks, no parking) for its entire length. Project 16 would upgrade Rapp Road from the end of the current improved section, about 150 feet south of Graham Way to just east of the Wagner Creek Bridge. Project 31 would upgrade the bridge over Wagner Creek. Project 32 would upgrade Rapp Road from the bridge west to the city limits.



Foss Road Upgrade (Project 17)

Foss Road is a county collector street that enters Talent from the west city limits and connects with Wagner Creek Road near Talent Elementary School. Project 17 would upgrade Foss Road to a collector standard (assumed two travel lanes, bike lanes, sidewalks, no parking) within the city limits.



Wagner Creek Road Upgrade (Project 33)

Wagner Creek Road has sidewalks on the east side of the street from West Street to Rapp Road and bike lanes from West Street to School House Road. However, the bike lanes do not extend to Rapp Road and sidewalk is missing on the east side. This street provides access to both Talent Elementary and Middle Schools. Project 33 would upgrade Wagner Creek Road to a collector standard (assumed two travel lanes, bike lanes, sidewalks, no parking) within the city limits.



Wagner Street Rail Crossing (Project 10)

The Wagner Street rail crossing is currently controlled with STOP signs and does not include any type of warning device or gates that would be activated in the presence of a train. Project 10 would upgrade the crossing to include activated gates and also improve the bicycle and pedestrian facilities across the tracks. Improvements at this crossing may be included as part of the CORP upgrades to the rail line.



Local Street Improvements (Projects 2, 3, 21, 22, and 39)

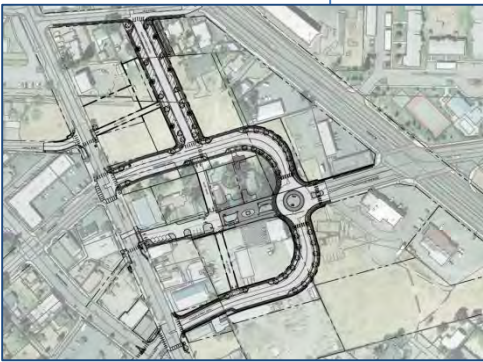
Some of the older residential neighborhood streets were constructed without curbs or sidewalks. Five projects would incrementally upgrade sections of First Street, Second Street, and Bain Street over time to local residential street standards (assumed 28-foot narrow section).

West Valley View Road (Projects 41 and 42)

The I-5 Exit 21 IAMP identifies two projects on West Valley View Road east of the Talent city limits. Project 41 would retrofit the bridge crossing over I-5 to allow two standard travel lanes with 4-foot shoulders for non-vehicular modes. Project 42 would widen West Valley View Road east of the overcrossing to the I-5 northbound ramp terminal with the same cross section (two travel lanes and 4-foot shoulders).

Future Connections

Six future connections projects are identified in the project list. These have all been identified previously in the 2007 TSP. With the exception of the Wagner Street extension, all of these projects are expected to be driven by development within the current UGB or in one of the Urban Reserve Areas; alignments have not been determined and the lines on Figure 2 are only intended to indicate the concept.



Prepared by ZCS Engineering

Wagner Street Extension (Project 38)

Project 40 would complete the downtown improvements by extending Wagner Street from Talent Avenue eastward to connect with the roundabout on West Valley View Road. This project is part of the urban renewal plans for downtown but has not yet been constructed because the right of way is not currently available.

Westside Bypass (Project 40)

The westside bypass is identified as a connection between Colver Road and Wagner Creek Road to be constructed in the Urban Reserve Area TA-1 west of the current city limits.

Railroad District Master Plan Network (Projects 45, 46, and 47)

Three projects associated with the development of the land identified as the Railroad District have been included in the TSP. Project 45 is the collector roadway that would extend the length of the Railroad District from Rapp Road to Belmont Road. Project 46 would realign Rapp Road and improve the railroad crossing when the Railroad District connection to Rapp Road occurs. Project 47 would upgrade Belmont Road and improve the railroad crossing when the Railroad District connection to Belmont Road occurs. Project 47 could also involve restricting other private and public crossing in exchange for the increased activity at Belmont Road.



Bicycle Goal:

Facilitate and encourage the increased use of bicycle transportation in talent by ensuring that convenient, accessible and safe cycling facilities are provided.

Suncrest Road Connector (Project 48)

Project 48 would extend through Urban Reserve Area TA-5 as a collector street connecting with Suncrest Road east of the traffic signal with OR 99 and in the vicinity of Willow Springs Drive.

Planned Local Connections

Other opportunities exist for extensions of the local street system but they have not been included as projects in the TSP. However, planned connections of the local street system are tabulated and mapped Appendix B. These planned connections focus on vacant or under-utilized parcels. The City of Talent will require that any development proposal in these areas include these planned connections. They are deemed to be essential components in the transportation system. The locations and alignments shown are not intended to be precise; they are starting points for planning.

Bicycle System Plan

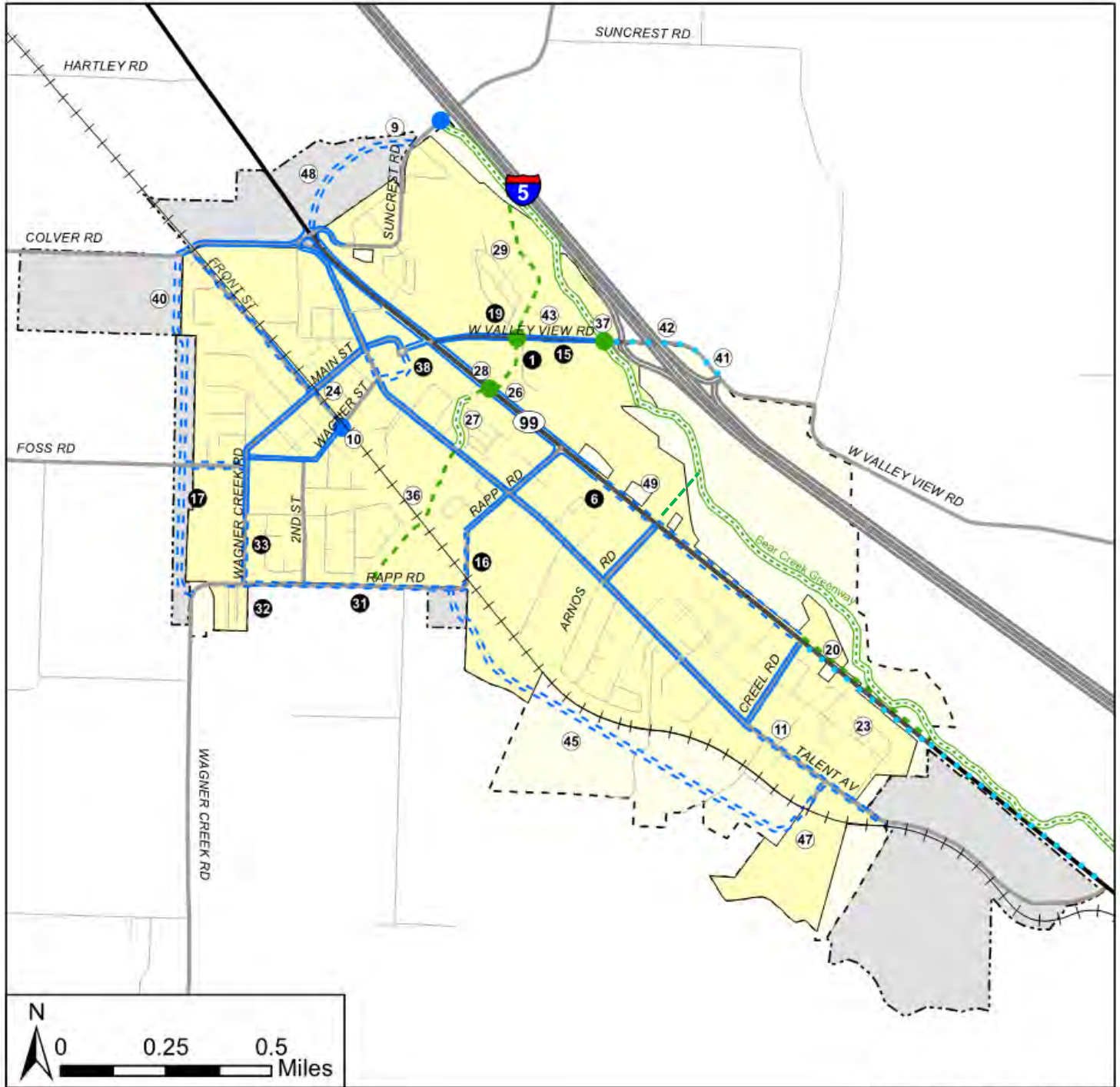
Talent's bicycle system benefits from many of the lane conversion and upgrade projects identified under the street system improvements. The additional projects that benefit the bicycle system are mostly trails projects but there is one on-street project identified as well. Figure 3 illustrates the location of existing bicycle facilities along with the type and location of future improvements. It identifies all projects that benefit the system, including those described for the street plan.

Citywide Network

Project 5 identifies a citywide priority network of interconnected bicycle routes that would enable people to satisfy their daily travel needs within the city or surrounding region by bicycle. As illustrated in Figure 4, the priority network would provide connections to key local destinations, including schools, parks, the library, downtown Talent, and other identified activity centers. The classification system would set up a hierarchy of bikeways in Talent that reflect the type of facility and would be accompanied by bicycle wayfinding signage that indicates the direction of travel, location of nearby destinations, and travel time and distance to those destinations.

- Type 1 Bikeways.** These regional facilities would form the spine of the network, consisting of high-quality, high-priority routes that provide direct, relatively unimpeded access between local and regional area destinations. The existing Bear Creek Greenway presently performs this function, as it connects Talent with major regional destinations in Ashland and Medford. Type 1 Bikeways would prioritize bicycle traffic on separated or buffered facilities, primarily multi-use paths.

SECTION 5: MODAL PLANS



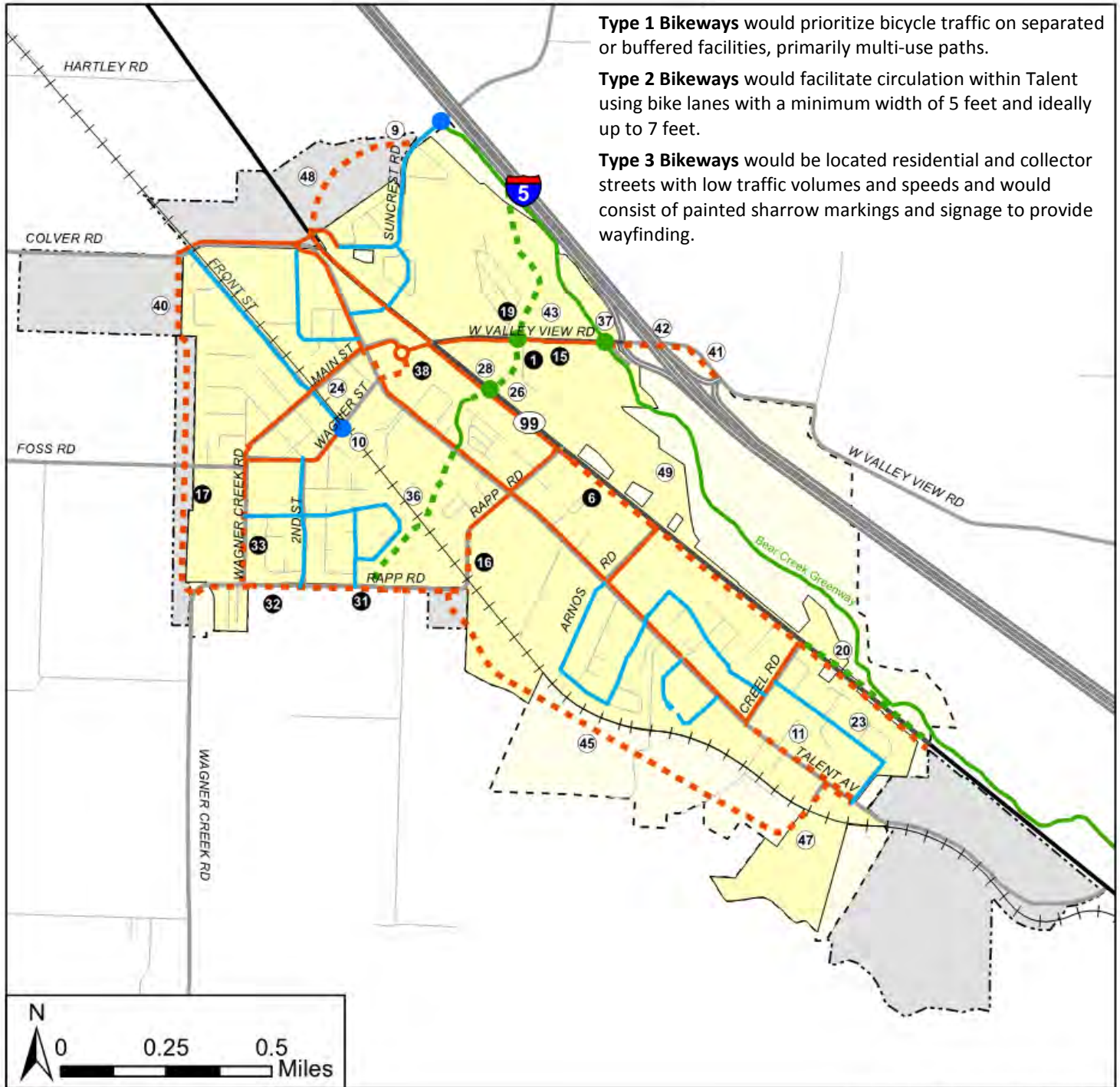
Source Data: Jackson County, City of Talent

Legend

- Existing Multi-Use Trail
- Existing Bike Lane
- .- Future Multi-Use Trail
- .- Future Bike Lane
- .- Future Shoulders
- ● Improved Crossing
- # Tier 1 Project
- # Tier 2 Project
- # City Boundary
- # Urban Growth Boundary (UGB)
- # Urban Reserve Areas
- Railroad

FIGURE 3
Bicycle System Plan

SECTION 5: MODAL PLANS



Type 1 Bikeways would prioritize bicycle traffic on separated or buffered facilities, primarily multi-use paths.

Type 2 Bikeways would facilitate circulation within Talent using bike lanes with a minimum width of 5 feet and ideally up to 7 feet.

Type 3 Bikeways would be located residential and collector streets with low traffic volumes and speeds and would consist of painted sharrow markings and signage to provide wayfinding.

Source Data: Jackson County, City of Talent

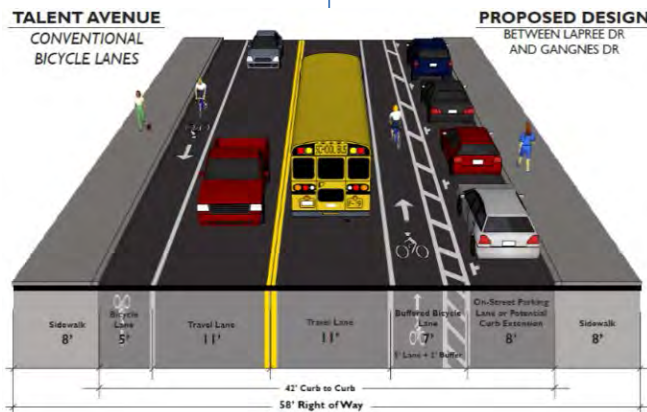
- Legend**
- Type 1 Bikeway
 - Type 2 Bikeway
 - Type 3 Bikeway
 - Future Improvement
 - ● Improved Crossing
 - # Tier 1 Project
 - # Tier 2 Project
 - City Boundary
 - Urban Growth Boundary (UGB)
 - Urban Reserve Areas
 - Railroad

FIGURE 4
Bikeway Priority Network



- Type 2 Bikeways.** These routes would facilitate circulation within Talent using bike lanes with a minimum width of 5 feet and ideally up to 7 feet. Type 2 facilities would provide relatively quick access between residential neighborhoods and local destinations such as downtown Talent, schools, transit stops and parks.
- Type 3 Bikeways.** These neighborhood routes would be located mostly on residential and collector streets with low traffic volumes and speeds. They are designed to provide safe, comfortable, low-stress access to short-distance destinations within neighborhoods and for individuals of all bicycling confidence levels and families of all ages. Bicycle-specific infrastructure would consist of painted sharrow markings and signage to provide wayfinding.

Downtown Connectivity



Talent Avenue is an important north-south bicycling route within the city, with bike lanes in both directions for the majority of the way between Colver Road and Creel Road. The one exception is a short stretch (approximately 850 feet) between Lapree Street and a point south of Wagner Street where the bike lanes end because the street is too narrow to provide bike lanes in addition to two travel lanes and on-street parking. Project 24 would eliminate parking on one side of the street to allow bike lanes to be striped through town. The removal of parking on the west side of the street would result in the loss of 9 existing on-street spaces.

Bear Creek Greenway Improvements

Four projects to enhance the Bear Creek Greenway trail in or near Talent are included in the TSP.

Bear Creek Greenway at Suncrest Road (Project 9)

There is a gap in the Bear Creek Greenway trail at Suncrest Road just north of the Talent city limits. The south leg intersection is 375 feet east of the north leg intersection, and trail users are required to use Suncrest Road on a narrow bridge across Bear Creek with two travel lanes and no bike lanes or sidewalks. Project 9 would install warning signage and possibly user-activated traffic safety warning devices to alert motorists to the presence of trail traffic. Due to the location along the outside of the city UGB, this would be a Jackson County project.





Bear Creek Greenway Access from West Valley View Road (Project 37)

The Bear Creek Greenway currently connects to West Valley View Road with a ramp on the south side of the street and a staircase on the north side. This configuration provides easy access to the trail for bicyclists traveling eastbound on West Valley View but requires bicyclists to dismount and use the stairs to access the westbound bike lane. Project 37 would create a ramp connection on the north side between the Bear Creek Greenway and West Valley View Road. This improvement would require additional right of way not currently available. Should the adjacent parcel (RV Park) redevelop, parkland dedication would be required to create a ramp connection to the Greenway.



Bear Creek Greenway Trail Widening (Project 43)

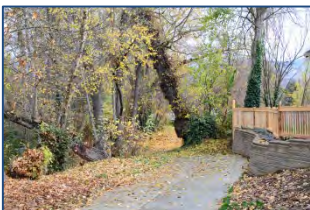
Currently, the Bear Creek Greenway is only 7 feet wide for approximately 800 feet north of West Valley View Road due to topography and right of way constraints. The narrow width compromises safety and comfort as it makes it difficult for trail users going in opposite directions to pass each other, or for faster users to overtake slower users travelling in the same direction. Project 43 would widen the Bear Creek Greenway trail to statewide multi-use path standards where it is currently substandard north of the Bear Creek Bridge. Parkland dedication would be required from adjacent property for implementation.

Bear Creek Greenway Enhanced Connections (Project 30)

The OR 99 Corridor Plan includes a project to enhance connections between the Bear Creek Greenway and OR 99 with wayfinding signage and other amenities at existing and new trail access points. Project 30 in this TSP supports the plan for enhancing existing connections from South Medford to North Ashland. The TSP also includes three future multi-use path connections to the Greenway that would be developed in the future.

Wagner Creek Greenway Improvements

The planned Wagner Creek Greenway is a trail that would connect from Rapp Road to the Bear Creek Greenway traversing northward through Talent. A short segment of the trail has been constructed northward from Talent Avenue; however, most of the trail does not yet exist. Construction of the remainder of the Wagner Creek Greenway has been divided into six discrete projects.



Wagner Creek Greenway Trail Completion (Projects 27, 28, 29, and 36)

Completing the Wagner Creek Greenway from the existing segment northward to the Bear Creek Greenway has been identified as three project segments because land ownership may affect how and when segments can be completed. Project 27 would connect the trail from its current end to OR 99. Project 28 would complete the trail



segment between OR 99 and West Valley View Road. Project 29 would make the connection from West Valley View Road to Bear Creek Greenway.

Project 36 would complete the Wagner Creek Greenway trail southward from Talent Avenue to Rapp Road. The trail would likely pass under the railroad tracks because grade separation is needed.

Wagner Creek Greenway Trail Crossings (Projects 19 and 26)

The Wagner Creek Greenway would cross both OR 99 and West Valley View Road at midblock crossings. Project 19 would create a crossing with a pedestrian-activated device, such as a rectangular rapid flashing beacon (RRFB), on West Valley View Road. This midblock crossing has additional merit because it can serve connect residential development on the south side of West Valley View Road with commercial services to the north. Project 26 would install a midblock crossing with pedestrian-activated device on OR 99. This project is also identified in the OR 99 Corridor Plan.

Additional Trail Connections

Two additional multi-use trail connections are identified in the TSP.

OR 99 Multi-Use Path (Project 20)

The OR 99 Corridor Plan identifies a multi-use trail on the east side of the highway from Creel Road southward to a connection with the Bear Creek Greenway. This connection (Project 20) would allow users who cross the highway at Creel Road to safely travel on an off-street facility to the Greenway. This trail would be the southernmost connection to the Greenway, which crosses to the east side of Bear Creek and has no other connection points until West Valley View Road.

Arnos Multi-Use Path (Project 44)

Project 44 would create a multi-use path connection from OR 99 (near Arnos Road) across Bear Creek to connect with the Bear Creek Greenway. This trail is identified in the Parks Master Plan.

Pedestrian System Plan

Talent’s pedestrian system benefits from many of the lane conversion and upgrade projects identified under the street system improvements as well as the trail projects described for the bicycle system. The additional projects that benefit pedestrians are sidewalk projects that fill in gaps in the pedestrian system. Figure 5 illustrates the location of existing pedestrian facilities along with the type and location of future improvements. It identifies all projects that improve the pedestrian network, including those described for the street and bicycle plans.

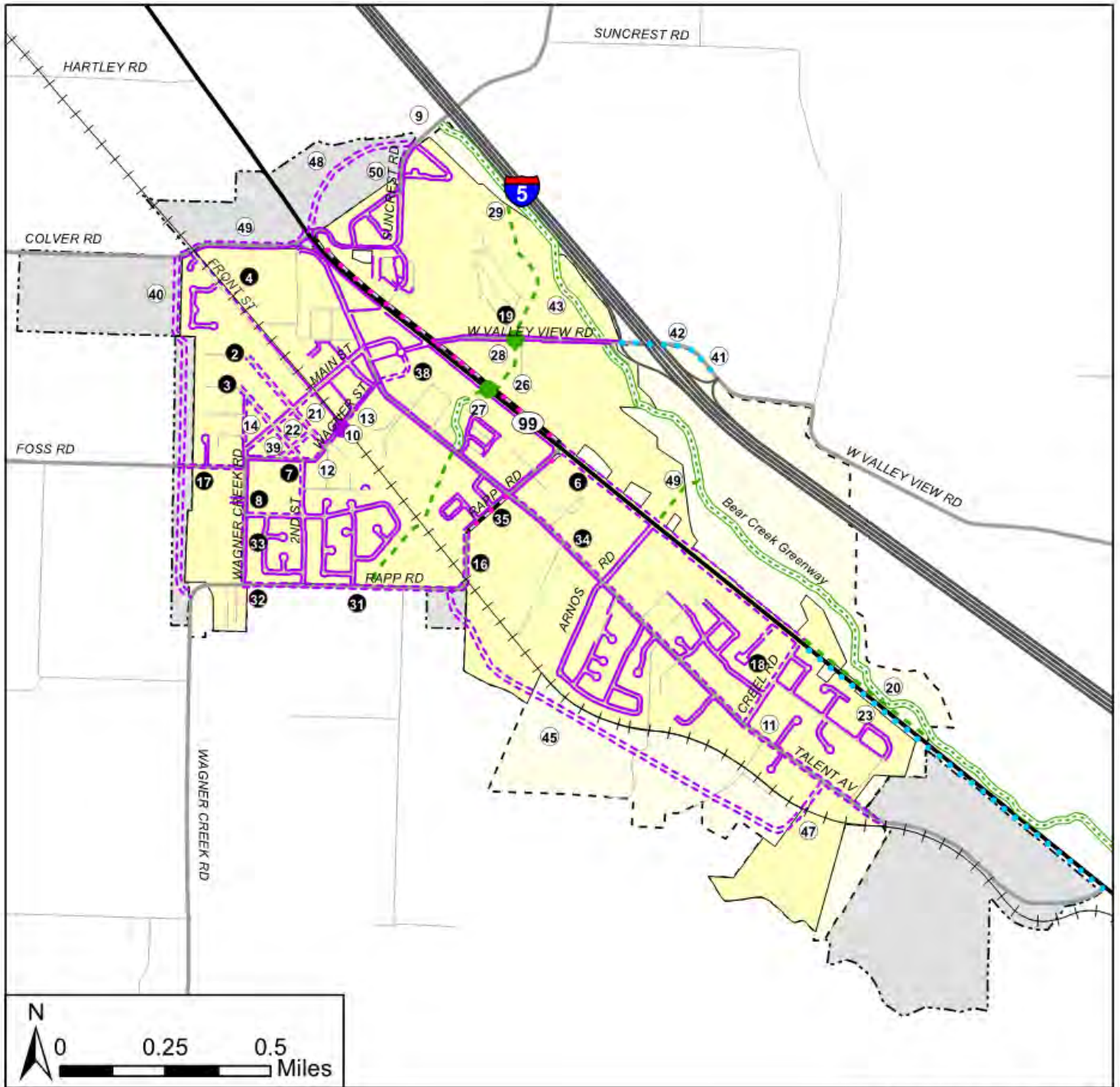


Rectangular Rapid Flashing Beacon

Pedestrian Goal:

Provide a comprehensive system of connecting sidewalks and walkways that will encourage and increase safe pedestrian travel.

SECTION 5: MODAL PLANS



Source Data: Jackson County, City of Talent

Legend

- Existing Multi-Use Trail
- Existing Sidewalks
- Future Multi-Use Trail
- Future Sidewalks
- Future Sidewalk Infill
- Future Shoulders
- Improved Crossing
- # Tier 1 Project
- # Tier 2 Project
- City Boundary
- Urban Growth Boundary (UGB)
- Urban Reserve Areas
- Railroad

FIGURE 5
Pedestrian System Plan

Sidewalk Network Improvements

Since the 2007 TSP was adopted, the City of Talent has made large strides in completing its sidewalk network along arterial and collector roadways; however, some gaps still remain. The following new or improved connections are recommended to improve pedestrian mobility and access to local destinations such as schools, parks, and downtown destinations. Most are along arterial or collector roadways, with the exception of one that is adjacent to Talent Elementary School.

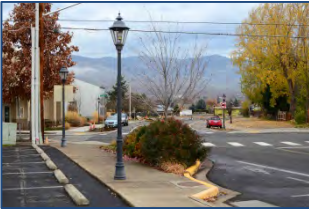
Sidewalk network improvements are illustrated in Figure 5 and include:

- Project 4: Front Street – Add curbs and sidewalks to both sides of the street from the Urban Renewal Boundary to Colver Road
- Project 7: Second Street- Add curb and sidewalk to the west side between Wagner Street and Schoolhouse Road
- Project 8: Schoolhouse Road – Add curb and sidewalk to the north side between Wagner Creek Road and Second Street
- Project 12: Wagner Street – Add curb and sidewalk to the north side between Wagner Creek Road and First Street
- Project 13: Wagner Street – Add curb and improve sidewalk on the south side between the railroad crossing and John Street
- Project 14: Main Street – Add curb and sidewalk to the south side between West Street and Front Street
- Project 18: Creel Road – Add curb and sidewalk where missing on the north side between Lithia Way and OR 99
- Project 25: Front Street – Add curb and sidewalk to the west side between the Urban Renewal Boundary and Wagner Street.
- Project 34: Talent Avenue – Add curb and sidewalk to the east side between Rapp Road and Creel Road
- Project 35: Rapp Road – Add curb and sidewalk to the south side to fill in remaining gaps between Graham Way and Talent Avenue

Additional Projects with UGB Expansion

Two additional sidewalk projects were identified should Talent’s UGB expand to include one or more of the Urban Renewal Areas. These projects include:

- Project 49: Colver Road – Add curb and sidewalk to the north side from OR 99 to the west UGB when TA-4 is brought into the UGB
- Project 50: Suncrest Road – Add curb and sidewalk to the north side from Autumn Ridge Road (east) to the east UGB when TA-5 is brought into the UGB



Transit Goal:

Support a transit system that provides convenient and accessible transit services to the citizens of the talent urban area.



Transit System Plan

RVTD provides public transportation to the City of Talent. RVTD Route 10 passes through Talent along OR 99 and Talent Avenue. The route connects Talent to the Cities of Ashland, Phoenix, and Medford with connections available to five additional routes at the Front Street Transfer Station in Medford.

The complete streets and trails projects identified in this TSP support transit by improving multimodal links to bus stops along the existing routes. New sidewalks at bus stops will allow for amenities, such as shelters and seating, to be added along the Route 10.

Existing Route 10 Enhancements

Route 10 currently experiences on-time performance issues. The route is long (over 13 miles one way) and the current route cycle is approximately one hour and 45 minutes, making schedule adherence difficult. RVTD is continuing to review options to improve travel speeds and on-time performance, which may include eliminating or combining some stops along the route as well as different route options.

Route Service Adjustments

RVTD is also evaluating the possibility of splitting Route 10 into two separate routes with a transfer in Talent. Splitting the route would improve on-time performance and better serve the relatively high demand for transit travel between Talent and Ashland. The Talent Depot building has been identified as a potential transfer location.³

City Circulator

RVTD includes circulator service in its long range transit plan. A city-wide circulator service could connect riders to routed bus service and provide access to community destinations within Talent. RVTD is presently evaluating potential route options for the circulator service. The circulator could serve residential areas to the west of Talent Ave that are currently beyond the ¼-mile walking distance generally considered ideal for transit access.

Feeder Service

Deviated fixed-route and/or feeder service could connect riders who live too far from an existing RVTD stop to routed service. RVTD is considering a “Valley Feeder” service that would make use of unused capacity in the paratransit system; the Feeder service

³ Talent Depot construction was partially funded with grants monies from RVTD. The grant stipulates that RVTD have access to the property and building for potential transit use.



would be available to residents within ¼ mile of an existing RVTD line. Riders could call and reserve a ride on an available paratransit vehicle to their nearest bus stop or final destination (dependent on location).

Schedule Information

None of the bus stops in Talent have printed schedule information available. As indicated by the rider survey, many transit riders likely rely on printed schedule information. Schedule information could be provided at all stops in Talent at relatively low cost.

High Capacity Transit

RVTD is also exploring options for providing High Capacity Transit (HCT) between Central Point and Ashland within the OR 99 corridor. The process is in the early stages of development with a focus on understanding community perception of transit enhancements. The goal of HCT is to provide improved travel times and schedule reliability in the heavily used OR 99 corridor. HCT options could include express bus service, Bus Rapid Transit (BRT), and commuter rail service.

In conjunction with the community perceptions work, RVTD is completing an operational analysis to better understand the capital and funding requirements to implement HCT. They have documented the schedule reliability and passenger capacity issues experienced along the corridor. RVTD has many of the HCT elements already in place. These include low-floor buses, an upcoming electronic fare collection system, and a strong marketing program. RVTD is now pursuing transit signal priority in the corridor.

Air Transportation

The City of Talent does not have an airport within its UGB and relies on other airports in the region for air service. The Rogue Valley International Medford Airport offers commercial passenger service and air freight transportation. The City of Ashland operates a general aviation airport.

Rail Transportation

The Central Oregon and Pacific (CORP) Railroad line runs through Talent, west of OR 99 from Springfield, Oregon to Black Butte, California. Although no trains are currently running on the section of CORP track south of Medford, Oregon and CORP were awarded a \$7.1 million grant to repair and reopen the line. Once repairs are made, it is very likely that freight service will resume on the rail line within Talent. No passenger rail service is available.

This TSP includes three projects to upgrade existing rail crossings in Talent:





- Project 10: Wagner Street Railroad Crossing – Upgrade crossing warning devices and provide for pedestrians and bicyclists
- Project 46: Rapp Road Railroad Crossing – Realign street to improve angle of crossing when the Railroad District collector street is developed
- Project 47: Belmont Road Railroad Crossing – Upgrade crossing warning devices and restrict other crossings (Pleasant View and Hilltop Road) when Railroad District collector street is developed

Pipeline Transportation

No changes to the pipeline system are planned.

Water Transportation

No water transportation is located in Talent.



Section 6: Standards

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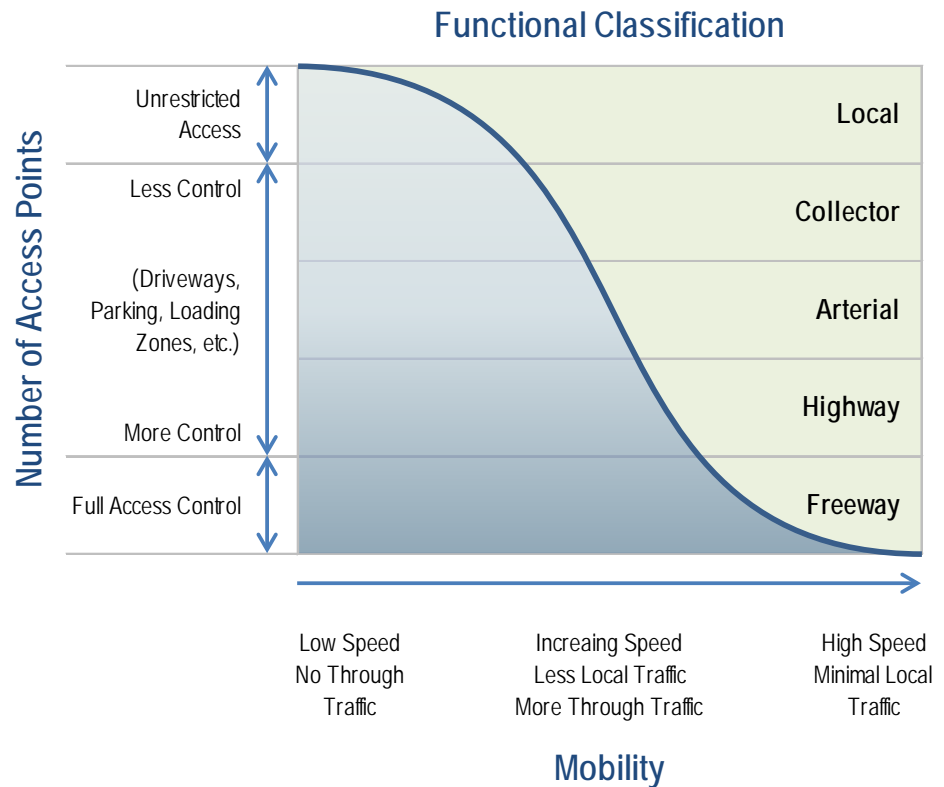




Standards ensure that the projects in this plan have clear guidance on how they should look. Combined with supporting code, the standards also ensure that future development is consistent with the goals of this TSP. This section defines the functional classification of the transportation system and the appropriate street design, access, and mobility standards.

Functional Classification

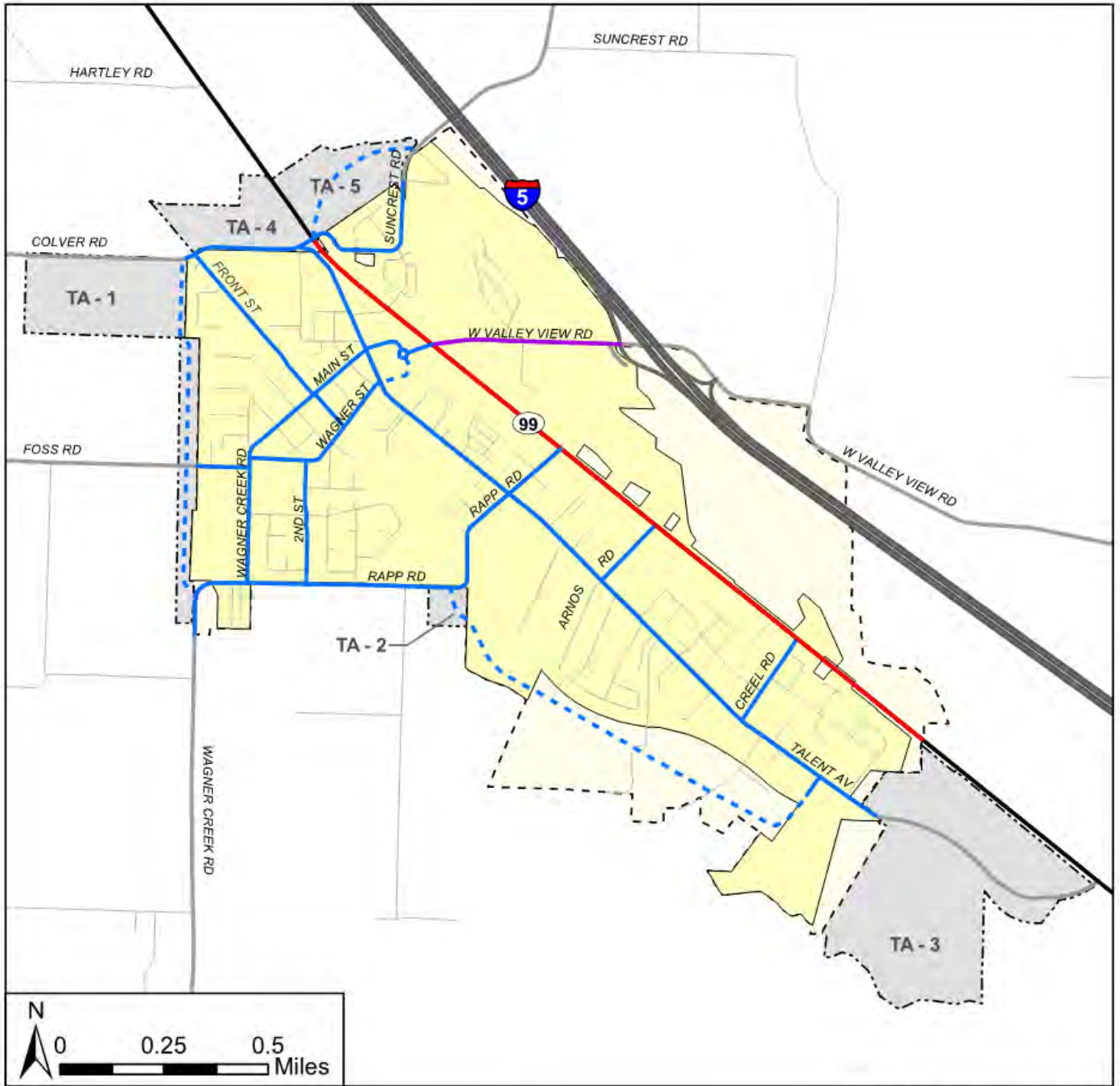
Streets and highways are assigned a classification to indicate purpose, design and function. This functional classification ensures that streets are built and maintained with features that can support demand from both the surrounding land uses and from traffic that may be traveling through parts of the city. It also describes how adjacent properties are accessed and how much mobility the street provides, as illustrated below.



The functional classification system for the Talent street network includes five classifications as shown in Figure 6:

- Interstate
- Minor and Major Arterial (including highways)
- Collector
- Local Street

SECTION 6: STANDARDS



Source Data: Jackson County, City of Talent

- Legend**
- Functional Classification**
- Interstate
 - Major Arterial
 - Minor Arterial
 - Collector
 - - - Future Street
 - - - Urban Growth Boundary (UGB)
 - Urban Reserve Areas
 - City Boundary

FIGURE 6
Functional Classification System



Complete Street Standards

The traditional term “street standards” implies a focus on the requirements to serve motor vehicles but the design guidance actually addresses pedestrian, bicycle, and motor vehicle needs. The standards are multimodal or “complete.”

The standards in Table 2 generally apply to new development. Where the City is upgrading existing streets and cannot obtain more right-of-way, it shall not be bound by a strict application of the standard cross-sections. Safety and efficiency for all modes should be the primary concern when designing the upgrade.

Arterials

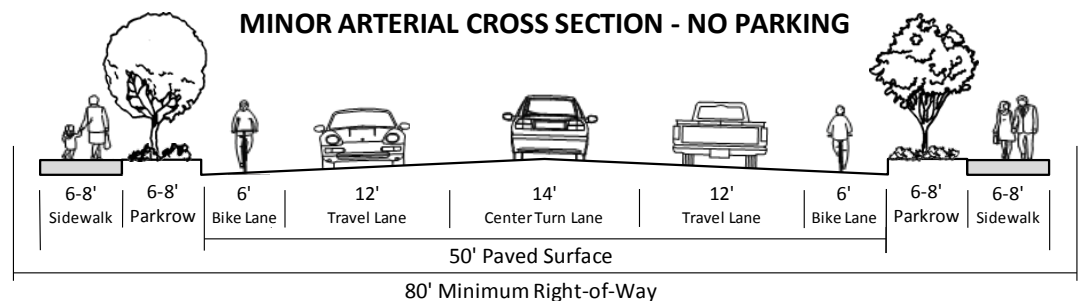
Arterial streets form the primary roadway network within and through a region. They provide a continuous roadway system that distributes traffic between different neighborhoods and districts. They provide limited access to abutting land with a greater focus on mobility and through traffic movement. Arterial streets carry the highest volumes on the network. On-street parking is rarely provided on new arterial streets. Talent’s functional classification includes major and minor arterial streets.

Major Arterial

The only street classified as a major arterial in Talent is OR 99. The segment from Suncrest Road to Rapp Road is five lanes and was constructed to ODOT standards. The section from Rapp Road to the Talent city limits will be improved by ODOT to provide three lanes with bike lanes and sidewalks according to their standards.

Minor Arterial

The minor arterial standard includes three travel lanes (two through lanes and a center turn lane) with bike lanes and sidewalk, as illustrated below. Table 2 also includes an option with on-street parking. Sidewalks shall be at least 8 feet in commercial areas. Tree wells may be substituted for the parkrow if on-street parking is included to allow direct sidewalk access from vehicles. The center turn lane may be replaced with a 10-foot raised median.



SECTION 6: STANDARDS



Table 2. City of Talent Complete Street Design Standards

Functional Classification	Minimum Design Widths								Average Daily Trips (ADT)
	Right-of-Way	Minimum Curb-To-Curb Paving ¹	Within Curb-To-Curb Area				Parkrow (Both Sides)	Sidewalks (Both Sides)	
			Motor Vehicle Travel Lane	Median and/or Center Turn Lane	Bike Lane (Both Sides)	On-Street Parking			
Major Arterial/Highway									
3 Lanes	ODOT standards				6 ft	None	Min. 4 ft or Tree Wells	6-10 ft	10,000 to 30,000
5 Lanes									
Minor Arterial									
3 Lanes	80 ft	50 ft	12 ft	14 ft	6 ft	None	Min. 4 ft or Tree Wells	6-8 ft	5,000 to 14,000
3 Lanes with Parking	90 ft	66 ft	12 ft	14 ft	6 ft	8 ft			
Collector – Residential									
No parking	70 ft	36 ft	12 ft	N/A	6 ft	None	6–8 ft	6 ft	1,500 to 6,000
Parking one side	70 ft	43 ft	11-12 ft			7-8 ft	3–8 ft		
Parking both sides	80 ft	50 ft			10-12 ft path		4-6 ft	6 ft one side	
Multi-Use Path ²	70 ft	36 ft	11-12 ft						
Collector – Commercial									
Parking one side	70 ft	43 ft	11-12 ft	N/A	6 ft	7-8 ft	Tree Wells	8-10 ft	2,000 to 6,000
Parking both sides	70 ft	50 ft							
Local – Residential/Commercial									
Parking one side	60 ft	32 ft	Unstriped	N/A	N/A	Unstriped	6–8 ft	5 ft	200 to 1,500
Parking both sides	60 ft	36 ft							
Narrow Exception ^{3,4}	50 ft	28 ft	Unstriped	N/A	N/A	Unstriped	5 ft	5 ft	200 to 800
Cul-de-sac ⁴	60 ft	32 ft	Unstriped	N/A	N/A	Unstriped	None	5 ft	< 500
Alley ⁴	20–24	18–20	N/A	N/A	N/A	none	none	optional	N/A
Local – Industrial									
Parking both sides	60 ft	40 ft	Unstriped	N/A	N/A	Unstriped	Behind ⁵	5-6 ft	<1,200
Local – Commercial Service/Alley									
No Parking	30 ft	20 ft	Unstriped	N/A	N/A	None	None	4 ft ⁶	200 to 1,500
Parking one side	40 ft	28 ft				Unstriped			
Trails									
Trails	10–20 ft	10–12 ft	N/A	N/A	N/A	N/A	2–7	N/A	N/A

Notes:

1. Curbs are generally six (6) inches wide.
2. Collector with multi-use path includes sidewalk on one side of street and path on other side of street.
3. This standard is only applicable to residential streets under certain conditions and requires Planning Commission approval for the exception.
4. Not appropriate standards for commercial streets.
5. Street trees shall be located on the outside edges of the ROW.
6. Sidewalk required on one side only.

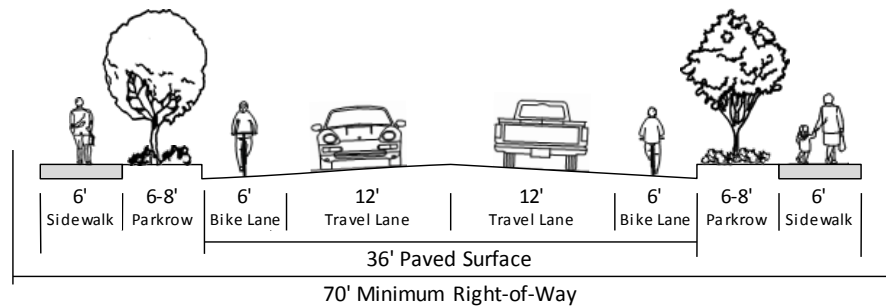


Collector Streets

Collector streets gather traffic from neighborhoods local streets and distribute traffic to and from arterial streets. Collector streets are primarily intended to serve abutting lands and local access needs of neighborhoods. They are intended to carry between 1,500 and 6,000 vehicles per day, including limited through traffic. Collector streets can serve residential, commercial, industrial, or mixed land uses.

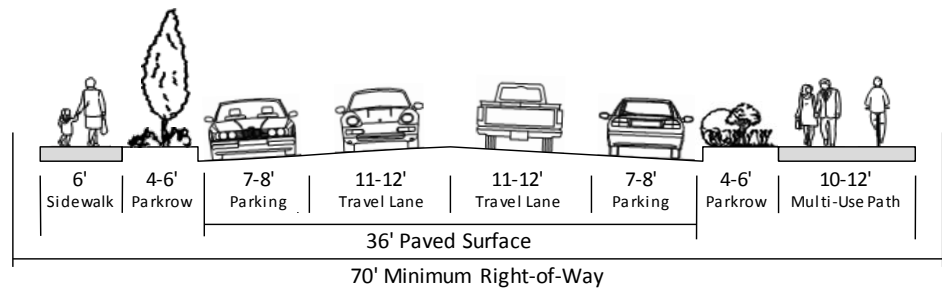
The residential collector standard includes two travel lanes with bike lanes and sidewalk, as illustrated below. An option to include on-street parking on one or both sides of the street has also been included.

RESIDENTIAL COLLECTOR CROSS SECTION - NO PARKING



A residential collector with a multi-use path has also been identified as an option that provides an off-street bicycle facility rather than bike lanes.

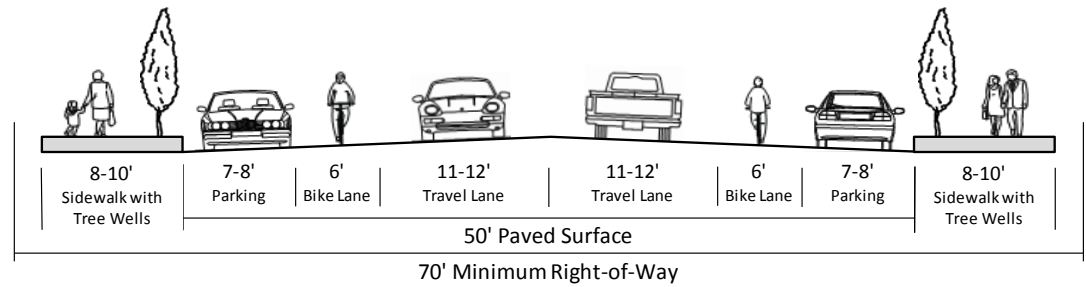
RESIDENTIAL COLLECTOR CROSS SECTION WITH MULTI-USE PATH





Sidewalks shall be at least 8 feet in commercial areas and tree wells should be substituted for the parkrow when on-street parking is present so that drivers have direct sidewalk access from vehicles.

COMMERCIAL COLLECTOR CROSS SECTION - PARKING BOTH SIDES

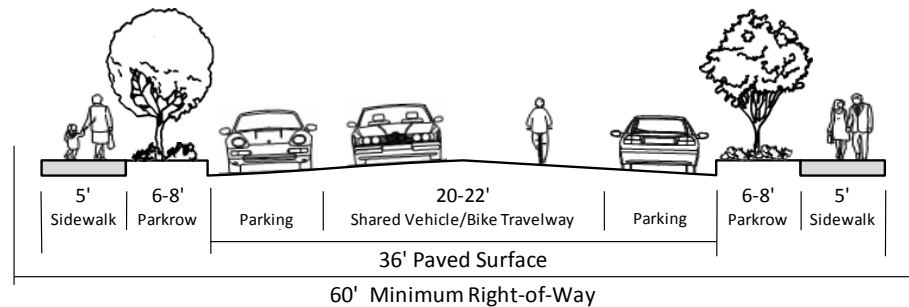


Local Streets

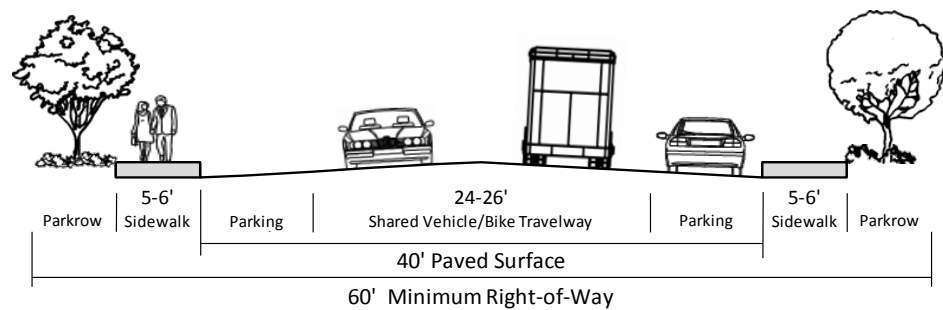
Local streets are intended to serve adjacent land uses with unrestricted access and almost no traffic traveling through the area. These streets serve all modes of travel and should have sidewalks to accommodate pedestrians but bicyclists share the roadway with motor vehicles because demands are low and travel speeds are slow.

Local residential streets are narrower and generally allow on-street parking while local industrial streets may be wider to accommodate turning trucks, as illustrated below.

LOCAL RESIDENTIAL CROSS SECTION - PARKING BOTH SIDES



LOCAL INDUSTRIAL CROSS SECTION



Narrow Street Exception

An exception to the local residential standard may be considered by the Planning Commission under certain conditions:

- Average Daily Traffic is not reasonably expected to exceed 800 trips.
- Distance between cross streets is no more than 600 feet.
- The street is a cul-de-sac not designed to provide future through-connection.
- Expected parking demand can be met off street (considering the land uses/zoning in the vicinity).
- The street is provided as an infill connecting street within an existing grid system or will be a short segment (no more than two blocks) fulfilling a similar secondary role in a proposed subdivision.
- The street has alley access on at least one side (however, the City may still require standard right-of-way widths because of the resultant availability of uninterrupted curb for continuous on-street parking).

Although the City may agree that a wide street is not necessary *now*, it may become necessary in the future. For this reason, the Planning Commission may require dedication of a standard right-of-way—with reduced paving width when initially built—so the City may increase capacity when needed. The Commission may also



consider requiring the provision of additional parking on a one-to-one basis to compensate for loss of on-street parking. Such parking may be located in mini-lots or some other alternative.

Cul-de-Sacs

Cul-de-sac streets are common in the newer, westerly part of the community. Few are longer than 200 feet. Cul-de-sac streets are intended to serve only the adjacent land in residential neighborhoods. Based on recent guidance from the Department of Land Conservation and Development (DLCD) and from various urban planning organizations, the City of Talent prohibits cul-de-sac streets except in special circumstances. New cul-de-sac streets shall not be permitted except where topography or other natural or man-made features prohibit through connections. These streets shall be short, serving a maximum of 12 dwelling units.

Access Spacing Standards

Access management is an important key to balanced urban growth. As evidence, the lack of a prudent access management plan has led to miles of strip commercial development along the arterial streets of many urban areas. Business activities along arterial streets lead to increased traffic demands and the provision of roadway improvements to accommodate the increasing traffic demand. Roadway improvements stimulate more business activity and traffic demands. This often continues in a cyclical fashion, and requires extensive capital investments for roadway improvements and relocation. However, with the tightening of budgets by federal, state, and local governments, the financial resources to pay for such solutions are becoming increasingly scarce.

Reducing capital expenditures is not the only argument for access management. Additional driveways along arterial streets lead to an increased number of potential conflict points among vehicles entering and exiting the driveways, and through vehicles on the arterial streets. This leads to increased vehicle delay and deterioration in the level of service on the arterial. Increases in volumes and conflict points may also lead to a reduction in safety. Thus, it is essential that all levels of government try to maintain the efficiency of existing streets through better access management.

Table 3 describes recommended access management guidelines by roadway functional classification for all categories of city streets in Talent.



Table 3. Access Management Guidelines

Functional Classification	Posted Speed	Minimum Spacing between Driveways and/or Streets ^{1,2}	Minimum Spacing between Intersections ^{1,2}
Major Arterial	35-45 mph	ODOT Standard	ODOT Standard
Minor Arterial	30-40 mph	300 feet	600 feet
Collector	25-30 mph	50 feet	300 feet
Local Residential	25 mph	Access to each lot permitted	125 feet
Local Industrial	25 mph	Access to each lot permitted	300 feet

Notes:

1. Desirable design spacing; existing spacing will vary. Each parcel is permitted one driveway regardless of the minimum driveway spacing standard although shared access is encouraged.
2. Spacing standards are measured centerline to centerline.

Mobility Standards

Mobility standards help agencies maintain acceptable and reliable performance, primarily vehicular, for a transportation system. They apply to land use decisions as a way to understand how development could impact the function of the transportation system. The Transportation Planning Rule (TPR) also requires that comprehensive plan amendments and zone changes must be consistent with the adopted TSP and uses mobility standards as one tool for evaluating consistency.

The Oregon Highway Plan (OHP) has established several policies for maintaining highway mobility include Policy 1F, which establishes maximum volume-to-capacity (v/c) ratio⁴ targets for peak hour operating conditions for all highways in Oregon. The OHP policy also specifies that the v/c ratio targets be maintained for ODOT facilities through a 20-year horizon. The OHP target for OR 99 is v/c ratio less than or equal to 0.95. The target for the I-5 ramps is a v/c ratio less than or equal to 0.85.

With this TSP update, the City of Talent is creating a mobility standard for traffic operations. A dual standard based on v/c ratio and level of service⁵ is proposed:

- Maximum v/c ratio = 0.95
- LOS D or better for signalized intersections
- LOS E or better for unsignalized intersections

⁴ A volume-to-capacity (v/c) ratio compares traffic demand to an estimate of capacity, which is the amount of traffic that an intersection can serve during a fixed period of time. A v/c ratio less than 1.00 indicates that the volume is less than capacity. When the v/c ratio is closer to 0.00, traffic conditions are generally good with little congestion and low delays for most intersection movements. As the v/c ratio approaches 1.00, traffic becomes more congested and unstable with longer delays.

⁵ Six level of service (LOS) standards have been established ranging from LOS A where there is little or no delay, to LOS F, where there is delay of more than 50 seconds at unsignalized intersections, or more than 80 seconds at signalized intersections.

APPENDIX A: GOALS, OBJECTIVES, AND POLICIES





General Transportation Policies

Goal: Provide a safe and efficient transportation system that reduces energy requirements, regional air contaminants, and public costs and provides for the needs of those not able or wishing to drive automobiles.

Policies

1. The City will implement its transportation goals through this Transportation System Plan (TSP) and will review and update the TSP during periodic review, or more frequently if necessary.
2. The construction of transportation facilities shall be timed to coincide with community needs, and shall be implemented in a way that minimizes impacts on existing development. Where possible, the timing of facility maintenance will be coordinated with other capital improvements to minimize cost and avoid extraordinary maintenance on a facility scheduled for reconstruction or replacement.
3. Investments that preserve the existing transportation system, including the implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before street widening projects are considered.
4. Transportation facilities shall be designed and constructed to minimize noise, energy consumption, neighborhood disruption, economic losses to the private or public economy and social, health, environmental and institutional impacts, and to encourage the use of public transit, bikeways and walkways.
5. Aesthetics and landscaping shall be considered in the design of the transportation system. Within the physical and financial constraints of the project, landscaping, and where appropriate, public art, shall be included in the design of the transportation facility. Various landscaping designs, suitable plants and materials shall be used by the City, private entities or individuals to enhance the livability of the area.
6. The rapid and safe movement of fire, medical and police vehicles shall be an integral part of the design and operation of the transportation system. Transportation facilities shall be designed to support development of alternate transportation routes to respond to emergency needs.
7. The City shall coordinate transportation planning and construction efforts with County, regional, State and Federal plans.



8. The City shall promote and encourage the development of the Talent Transportation Depot.
9. The TSP shall identify transportation needs relevant to the City and the scale of the transportation network being planned to meet the needs of the transportation disadvantaged, including low-income, elderly, youth, and disabled populations that require non-single occupant vehicle (SOV) modes for mobility and access.
10. The City shall determine local transportation needs based upon population and employment forecasts and distributions that are consistent with the City's Comprehensive Plan and the RVMPO Regional Transportation Plan.
11. The City shall design and operate its transportation system to reduce vulnerability of the public, goods movement, and critical transportation infrastructure to crime, emergencies, and natural hazards.
12. The City shall support 20-year regional alternative performance measures adopted by RVMPO to demonstrate reduced reliance on the automobile and bring the RTP into compliance with the TPR. The following seven measures were adopted in 2000 (with 2020 targets in parenthesis):
 - Transit and bicycle/pedestrian mode share (3% transit and 11% bike/ped)
 - Percentage of dwelling units within ¼ mile walk to 30 minute transit service (50%)
 - Percentage of collectors and arterials with bicycle facilities (60%)
 - Percentage of collectors and arterials in TOD areas with sidewalks (75%)
 - Percentage of mixed-use DUs in new development (49%)
 - Percentage of mixed-use employment in new development (44%)
 - Regional funding dedicated to alternate transportation (\$6.4 million)

Finance

Goal: Establish adequate funding to meet the current and future capital, maintenance, and operations needs of the transportation system for the Talent urban area.

Objective 1: *Meet the current and future capital improvement needs of the transportation system for the Talent urban area, as outlined in this plan, through a variety of funding sources.*

Policies:

1. Transportation system development charges (SDCs), as defined by Oregon Revised Statutes and City ordinances, will be collected by the City to offset



costs of new development on area-wide transportation facilities. The City will continue to collect SDCs as an important and equitable funding source to pay for transportation capacity improvements.

2. The City shall require those responsible for new development to mitigate their development's impacts to the transportation system, as authorized in the Talent Zoning Code and Oregon Revised Statutes, concurrent with the development of the property.
3. The City shall continue to set-aside one-percent of its allocation of State Highway Fuel Tax funds for creation of on-street bicycle and pedestrian facilities.
4. When the City agrees to vacation of a public right-of-way at the request of a property owner, conditions of such agreement shall include payment by the benefited property owner of fair market value for the land being converted to private ownership. Funds received for vacated lands shall be placed in a trust fund for the acquisition of future rights-of-way.

Objective 2: Secure adequate funding to implement a street maintenance program that will sustain a maximum service life for pavement surface and other transportation facilities.

Policies:

1. Assuming no changes in State funding mechanisms, the primary funding sources for street system maintenance activities shall be the City's allocation of the State Highway Fuel Tax.
2. The City shall seek additional funding sources to meet the long-term financial requirements of sustaining a street maintenance program.
3. The City shall continue to participate in cooperative agreements with other State and local jurisdictions for maintenance and operation activities based on equitable determinations of responsibility and benefit.

Objective 3: Secure adequate funding for the operation of the transportation system including advance planning, design engineering, signal operations, system management, illumination, and cleaning activities.

Policies:

1. Assuming no changes in State funding mechanisms, transportation system operations shall be funded primarily from the City's allocation of the State Highway Fuel Tax. Other funding sources should be pursued to augment the financial requirements of providing adequate future system operations.

2. The City shall encourage the formation of local street lighting districts when a neighborhood proposes the installation or improvement of lighting facilities. Lighting District members assume or share the costs of capital improvements, maintenance and operations of their own lighting system. Entire subdivisions shall be served by a proposed lighting district whenever practicable to promote cost equity and reduce costs.
3. The City shall continue to pursue federal, state and private grants to augment operations activities, especially in the planning and engineering functions.

Land Use

Goal: Encourage land uses that reduce reliance on single-occupancy automobiles.

Policies:

1. The City shall consider changes to the Zoning Code that will more effectively implement Comprehensive Plan goals that encourage transit-oriented, mixed-use and high-density development near the city center to reduce private vehicle trips by increasing access to transportation alternatives in conformity with the Oregon Transportation Planning Rule (TPR).
2. The City shall implement plans for both the traditional downtown area and the area designated for future downtown development that include mixed-use, high-density (where appropriate), transit oriented and pedestrian-friendly design standards.
3. To reinforce the implementation of this transportation plan in land use decision-making, corridors for future auto, bicycle and pedestrian facilities have been adopted into this plan.
4. The City shall adopt a new Subdivision Code that includes simplified Planned Unit Development requirements, and that includes design standards and review criteria for adequate transportation facilities. Such provisions shall include, but are not limited to, connectedness between neighborhoods for vehicles, bicycles and pedestrians, access management standards, and street width and parking requirements.
5. The City shall revise the Talent Zoning Code wherever appropriate, especially the articles regarding Off-Street Parking, Site Development Plan review and Conditional Use Permit review, to add or improve transportation-related design standards and review criteria. Such revisions shall include, but are not limited to, connectedness between neighborhoods for vehicles, bicycles and pedestrians, access management standards, and street width and parking requirements.



6. The City shall coordinate land use planning with transportation planning by notifying the City Administrator, Traffic Committee, Public Works Director, City Engineer, Fire Department and Police Department of all planning proposals that include transportation components. All departments will be invited to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences whenever practical.
7. The City shall coordinate land use planning for properties with access onto Highway 99 and Valley View Road, and other projects large enough to impact traffic counts on those roads, with the Oregon Department of Transportation. To this end, the City will provide notice of pending decisions and invite ODOT to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences whenever practical.

Transportation System Management

Goal: Maximize the efficiency of the existing surface transportation system through management techniques and facility improvements.

Objective 1: Maintain and operate a system of traffic control devices at an optimal level of service and efficiency that is consistent with existing funding levels.

Policies:

1. The City recognizes that efficient management of the transportation system can reduce costs by avoiding the need for more expensive roadway expansion projects. The City shall effectively integrate technology with transportation infrastructure consistent with strategies and projects in the RVMPO's Intelligent Transportation Systems (ITS) Plan.
2. The City shall continue to modernize the signal system and improve its coordination and efficiency by ultimately connecting all of its signals to a centralized traffic control center. The City shall employ traffic signal timing plans that maximize the efficiency of the system given the particular travel demand during different time periods throughout the typical weekday and weekend day.
3. The City shall conduct regular and preventative maintenance on the signals within its inventory, to prevent traffic delays and congestion due to avoidable malfunctions.
4. The City shall regularly maintain all of the traffic control devices (signs and markings) within its inventory to minimize congestion and driver delay due to confusion. While priority shall always be given to regulatory and warning



signs, informational (street name and directional) signs shall also be given proper maintenance.

5. The City shall consider the removal of traffic signals where they are no longer justified due to land use changes and the resultant change in traffic patterns.

Objective 2: Maximize the effective capacity of the street system through improvements in physical design and management of on-street parking.

Policies:

1. The City shall give the physical improvement of intersections a higher priority in the design process than general street corridor widening, when seeking ways to increase capacity and relieve congestion on a street.
2. Where on-street parking is permitted on a congested arterial street, the City shall give first priority to removing on-street parking as a means of enhancing the capacity of the facility. The exception will be arterial streets within the central business district, where parking will not be removed. Depending upon the situation and proper analysis, the City may consider timed on-street parking prohibitions during peak travel periods in lieu of permanent removal.
3. The City shall facilitate implementation of bus bays by RVTD on congested arterial streets as a means of facilitating traffic flow during peak travel periods. The feasibility, location and design of bus bays shall be developed in consultation between the City and RVTD.

Access Management

Goal: Maximize the efficiency and safety of surface transportation systems by managing access.

Objective: Increase street system safety and capacity through the adoption and implementation of access management standards.

Policies:

1. The City shall develop and adopt specific access management standards to be contained in the *Department of Public Works Standard Details*, based on the following principles:
 - A. Properties with frontage along two streets shall take primary access from the street with the lower classification.



- B. Any one development along the arterial street system shall be considered in its entirety, regardless of the number of individual parcels it contains. Individual driveways will not be considered for each parcel.
 - C. Signalized access for private streets and driveways onto the major street system shall not be permitted within 1,320 feet (1/4 mile) of any existing or planned future signal.
 - D. Shared, mutual access easements shall be designed and provided along arterial street frontage for both existing and future development.
 - E. The spacing of access points shall be determined based on street classification. Generally, access spacing includes accesses along the same side of the street or on the opposite side of the street. Access points shall be located directly across from existing or future access, provided adequate spacing results.
 - F. All access to the public right-of-way shall be located, designed, and constructed to the approval of the Public Works Director, or his designee. Likewise, variances to access management standards shall be granted at the discretion of the Public Works Director, or his designees.
2. The City shall incorporate access management standards into all of its arterial street design projects. Access management measures may include, but are not limited to, construction of raised median, driveway consolidation, driveway relocation, and closure of local street access to the arterial.
 3. Consistent with the City's goal of improving mobility, the City shall consider developing access management projects for congested arterials to help improve safety and traffic flow. Access management projects may include, but are not limited to, construction of raised medians, driveway consolidation, driveway relocation, and closure of local street access to the arterial.
 4. The City shall maintain carrying capacity and safety of pedestrian, bicycle, public transit and motor vehicle movement on arterials and collectors through driveway and curb cut consolidation or reduction.
 5. The City shall discourage direct driveway access onto streets designated as collectors and arterials whenever an economically feasible alternative exists or can be made available.
 6. The City shall require design that combines multiple driveway accesses to a single point in a residential and commercial development.



Transportation Demand Management

Goal: Reduce the demands placed on the current and future transportation system by the single-occupant automobile.

Objective 1: Encourage the use of alternative travel modes by serving as an institutional model for other agencies and businesses in the community.

Policies:

1. The City shall serve as a leading example for other businesses and agencies by maximizing the use of alternative transportation modes among City employees through incentive programs. The City shall provide information on alternative transportation modes and provide incentives for employees who use alternatives to the single-occupant automobile.
2. The City shall offer flexible schedules and compressed workweek options whenever feasible, as a way of reducing travel demand. The City shall allow employees to telecommute, whenever feasible.

Objective 2: Work towards reducing the vehicle miles traveled (VMT) in the Talent urban area by assisting individuals in choosing alternative travel modes.

Policies:

1. The City shall encourage major employers to allow work arrangements providing an alternative to the 8-to-5-work schedule. These arrangements shall include, but are not limited to, employee flextime programs, staggered work hours, and compressed workweeks.
2. The City shall encourage major employers to allow telecommuting where feasible.
3. The City and major employers shall encourage ridesharing by making ridesharing more convenient.
4. The City shall encourage major employers to work with RVTD to adopt trip reduction goals designed to reduce site vehicular trip generation.

Parking

Goal: Ensure the Talent urban area has an appropriate supply of parking facilities that supports the goals and objectives of this plan.

Objective 1: Define an appropriate role for on-street parking facilities.

Policies:

1. The City shall manage the supply, operations and demand for parking in the public right-of-way to encourage economic vitality, traffic safety and livability of neighborhoods. Parking in the right-of-way, in general, should serve land uses in the immediate area.
2. The provision of on-street parking is second in priority to the needs of the travel modes (i.e., vehicle, transit, bicycle, and pedestrian) using the street right-of-way, except where abutting properties have no ability to provide their own off-street parking, or where on-street parking is needed to support an existing business district.
3. Where practical, existing on-street parking will be removed in preference to widening streets for additional travel lanes, except for streets within the central business district. Efforts will be made to mitigate the impact of parking removal in those areas where abutting properties have no ability to provide their own adequate supply of off-street parking, or where on-street parking is needed to support an existing business district.
4. The City shall re-evaluate parking space size requirements due to the increased use of smaller cars.
5. In those areas where demand exists, an adequate supply of on-street carpool and vanpool parking spaces shall be provided. The location of these spaces shall have preference over those intended for general-purpose on-street parking.

Objective 2: Promote economic vitality and neighborhood livability by requiring an appropriate supply of off-street parking facilities.

Policies:

1. To avoid the negative impacts to surrounding residential neighborhoods or other nearby land uses, new development must provide, or have access to, an appropriate supply of off-street parking.
2. The City shall consider establishing lower minimum parking requirements in their current zoning codes to encourage in-fill development, shared parking facilities, and the use of alternative travel modes.
3. The City shall consider adopting maximum parking requirements in the current zoning code to reduce the amount of off-street parking supply provided by new businesses.



4. The location of major activity centers shall be accessible by transit, and shall meet their parking demand through a combination of shared, leased, and new off-street parking facilities.
5. The City shall encourage sharing of existing and future parking facilities by various nearby businesses.
6. The City shall continue to require effective landscaping throughout continuous paved parking areas to provide shading, screening and buffering aesthetics, and shall consider standards for percolation of water into the groundwater table.

Objective 3: Work towards meeting the State Transportation Planning Rule goals to reduce per capita parking supply by the year 2019 to discourage reliance on private cars and consequently encourage the use of public transit, bicycles, and walking.

Policies:

1. The City of Talent shall carefully monitor how new lands are designated in the Talent Comprehensive Plan to achieve a decrease in the parking supply per capita for commercial, industrial, and institutional lands over the next 20 years.
2. Impacts on overall parking supply and Transportation Planning Rule compliance shall be taken into account when any significant expansion in the supply of commercial, industrial, or institutional designated land is considered.
3. The City shall inventory the parking spaces available and shall set up a process for updating the parking space inventory.
4. The City will create a parking management plan to support the development of a vibrant area for shopping, working, living, and playing and meet the needs of the community's businesses, residents, employees, and visitors. The plan will establish the framework for assessing and managing the supply of on- and off-street parking in the central business district to accommodate existing and future demand, while supporting regional vehicle miles traveled (VMT) reduction goals by encouraging alternative access modes, including public transit, biking, walking, and carpooling.

Streets

Goal: Provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of the Talent urban area.



Objective 1: Develop a comprehensive, hierarchical system of streets and highways that provides for optimal mobility for all travel modes throughout the Talent urban area.

Policies:

1. The City shall fulfill its system wide travel capacity needs through the use of multiple travel modes within the public rights-of-way.
2. The City's street system shall contain a grid network of arterial streets and highways that link the central core area and major industry with regional and statewide highways.
3. The City's street system shall contain a network of collector streets that connect local traffic to the arterial street system.
4. The City shall classify streets and highways within the Talent urban area based on how they will function within the overall system.
5. The City shall periodically review and revise street design standards. The City shall consider incorporating traditional neighborhood design elements including, but not limited to, planting strips, minimum necessary curb radius, alleys and skinny streets in standards.
6. To facilitate pedestrian crossing, discourage through traffic, and reduce speeds, local streets shall not be excessive in width. However, local streets must have sufficient width to provide emergency access.
7. The City shall integrate traffic calming techniques into city street design standards to reduce automobile speeds within new and existing neighborhoods.
8. The City shall maintain street surfaces to achieve maximum pavement life so that road conditions are good and pavement maintenance costs are minimized.
9. The City shall prohibit development of new unpaved roads.
10. The City shall discourage new development on unpaved roads.
11. The City shall discourage cul-de-sac or dead-end street designs whenever an interconnection alternative exists. Development of a modified grid street pattern shall be encouraged for connecting new and existing neighborhoods during subdivisions, partitions, and through the use of the Street Dedication Map.



12. The City shall require street dedications as a condition of land development.
13. Improvements to streets in addition to those in or abutting a development may be required as a condition of approval of subdivisions and other intensification of land use.

Objective 2: Design City streets in a manner that maximizes the utility of public right-of-way, is appropriate to their functional role, and provides for multiple travel modes, while minimizing their impact on the character and livability of surrounding neighborhoods and business districts.

Policies:

1. The City of Talent shall design its streets to safely accommodate pedestrian, bicycle and motor vehicle travel.
2. Arterial and collector street intersections shall be designed to promote safe and accessible crossings for pedestrians and bicyclists. Intersection design should incorporate measures to make pedestrian crossings convenient, minimizing barriers to pedestrian mobility.
3. Left-turn pockets shall be incorporated into the design of intersections of arterial streets with other arterial and collector streets, as well as collector streets with arterials and other collectors.
4. The City of Talent Standard Details shall be the basis for all street design within the Talent urban area.
5. The City of Talent shall apply the street design standard that most safely and efficiently provides motor vehicle capacity appropriate for the functional classification of the street.
6. Wherever possible the City of Talent shall incorporate safely designed, aesthetic features into the streetscape of its public rights-of-way. These features may include street trees, shrubs, and grasses; planting strips and raised medians; and, in some instances, street furniture, planters, special lighting, public art, or non-standard paving materials.
7. When existing streets are widened or reconstructed they shall be designed to the adopted street design standards for the appropriate street classification. Adjustments to the design standards may be necessary to avoid existing topographical constraints, historic properties, schools, cemeteries, existing on-street parking and significant cultural features. The design of the street shall be sensitive to the livability of the surrounding neighborhood.



8. Affected neighborhoods shall be invited to review proposed designs before construction begins.
9. To maintain the utility of the public right-of-way for the mobility of all users; access location and spacing to arterial and collector streets shall be controlled.

Objective 3: Continue to promote traffic safety by enforcing clear vision area regulations applicable to public and private property located at intersections.

Policies:

1. The City shall work with other federal, state and local government agencies to promote traffic safety education and awareness, emphasizing the responsibilities and courtesies required of drivers and cyclists.
2. Through its law enforcement resources, the City shall continue to work to increase traffic safety by actively enforcing the City and State motor vehicle codes.
3. The City shall place a higher priority on funding and constructing street projects that address identified vehicular, bicycle, and pedestrian safety problems than those projects that solely respond to automotive capacity deficiencies in the street system. Exceptions are those capacity improvements that are designed to also resolve identified safety problems.
4. The City shall work to increase traffic safety by requiring private property owners to maintain vision areas adjacent to intersections and driveways clear of fences, landscaping, and foliage that obstruct the necessary views of motorists, bicyclists, and pedestrians.
5. The City shall develop a process for identifying and addressing areas prone to traffic accidents.

Objective 4: Efficiently plan, design, and construct City-funded street improvement projects to meet the safety and travel demands of the community.

Policies:

1. The City shall select street improvement projects from those listed in the Talent Transportation System Plan when making significant increases in system capacity or bringing arterial or collector streets up to urban standards. The selection of improvement projects should be prioritized based on consideration of improvements to safety, relief of existing congestion,



response to near-term growth, system-wide benefits, geographic equity, and availability of funding.

2. To maximize the longevity of its capital investments, the City shall design street improvement projects to meet existing travel demand and, whenever possible to accommodate anticipated travel demand for the next 20 years for that facility.
3. New arterial and collector street alignments shall be surveyed and delineated after their adoption in the Talent Transportation System Plan. The determination of alignments will allow for the preservation of land for public rights-of-way and give advance notice to property owners and citizens of where future expansions of the street system will occur.
4. The City shall involve representatives of affected neighborhood associations and citizens in an advisory role in the design of street improvement projects.

Objective 5: Improve the street system to accommodate travel demand created by growth and development in the community.

Policies:

1. The City shall require Traffic Impact Analyses as part of land use development proposals to assess the impact that a development will have on the existing and planned transportation system. Thresholds for having to fulfill this requirement and specific analysis criteria shall be established in the Talent Zoning Code.
2. The City shall require new development to make reasonable site-related improvements to connecting streets where capacity is inadequate to serve the development.
3. The City may require new development to pay charges towards the mitigation of system-wide transportation impacts created by new growth in the community through established Street System Development Charges (SDCs) and any other street fees that are established by the City. These funds can be used towards improvements to the street system. Projects funded through these charges are growth-related and should be selected from the approved list and prioritized based upon the established criteria.

Economic

Goal: Build and maintain the transportation system to facilitate economic development in the region.

**Policies:**

1. The City shall consider effects on freight mobility when prioritizing projects.
2. The City supports projects serving commercial, industrial and resource-extraction lands where an inadequate transportation network impedes freight-generating development.
3. The City plans for enhanced train-truck-transit interface for the movement of goods and people.

Bicycle

Goal: Facilitate and encourage the increased use of bicycle transportation in Talent by ensuring that convenient, accessible, and safe cycling facilities are provided.

Objective 1: Create a comprehensive system of bicycle facilities.

Policies:

1. The City of Talent recognizes bicycle transportation as a necessary and viable component of the transportation system, both as an important transportation mode, and as an air quality improvement strategy.
2. The City shall support and promote bicycling for transportation and recreation recognizing the benefits to human health, economic, and environmental for the individual and community.
3. The Bicycle Element of this plan serves as the Talent Bicycle Master Plan.
4. The City of Talent shall progressively develop a linked bicycle network, focusing on the arterial and collector street system, and concentrating on the provision of bicycle lanes, to be completed within the planning period (20 years). The bikeway network will serve bicyclists needs for travel to employment centers, commercial districts, transit centers, institutions and recreational destinations.
5. The City of Talent shall use all opportunities to add bike lanes in conjunction with road reconstruction and restriping projects on collector and arterial streets.
5. The City of Talent shall assure that the design of streets and public improvement projects facilitates bicycling by providing proper paving, lane width, traffic control, storm drainage grates, striping, signage, lighting, etc.



6. The City of Talent shall assure regular maintenance of existing bicycle facilities, and take actions to improve crossings at railroads, creeks, major streets.
7. The City of Talent shall assure the provision of bicycle racks and/or shelters at critical locations within the downtown and other locations where publicly provided bicycle parking facilities are called for.
8. The City of Talent shall actively work with ODOT to improve bicycling on State Highway 99 within Talent.
9. The City of Talent shall support the local transit provider in their efforts to facilitate bikes on buses and bicycle facilities at transit stations and stops.
10. The City of Talent shall give priority to bicycle traffic over parking within public rights-of-way designated on the Bicycle Master Plan or otherwise determined to be important bicycling routes.
11. The City of Talent shall encourage bicycle recreation.
12. The City shall require pedestrian and bicycle easements to provide neighborhood connectors and reduce vehicle trips. The City shall modify the street vacation process so pedestrian and bicyclist through access is maintained.
13. The City shall require sidewalks and pedestrian access in all new developments.
14. The City shall require secure, sheltered bicycle parking in business developments, institutions, duplexes and multi-family developments.
15. The City shall coordinate bicycle planning efforts with Jackson County and the Jackson County Bicycle Master Plan.

Objective 2: Promote bicycle safety and awareness.

Policies:

1. The City of Talent shall actively support and encourage local and state bicycle education and safety programs intended to improve bicycling skills, observance of laws, and overall safety for both children and adults.
2. The City shall consider the use of the media, bicycle committees, bicycle plans and other methods to promote use of bicycling for transportation purposes.



Pedestrian

Goal: Provide a comprehensive system of connecting sidewalks and walkways that will encourage and increase safe pedestrian travel.

Objective 1: Create a comprehensive system of pedestrian facilities.

Policies:

1. The City shall continue to inventory and map existing pedestrian facilities.
2. The City shall establish a Sidewalk Construction Program to complete the pedestrian facility network.
3. Sidewalks and walkways shall complement access to transit stations/stops and multi-use paths. Activity centers and business districts should focus attention on and encourage pedestrian travel within their proximity.
4. All future development shall include sidewalk and pedestrian access construction as required by the Talent Zoning Code and adopted Street Standard Details. All road construction or renovation projects shall include sidewalks.
5. All signalized intersections shall have marked crosswalks. Crosswalks at controlled intersections should be provided near schools, commercial areas, and other high volume pedestrian locations.
6. The location and design of sidewalks shall comply with the requirements of the Americans with Disabilities Act.
7. The City shall require pedestrian and bicycle easements to connect neighborhoods and reduce vehicle trips. The City shall modify the street vacation process so pedestrian and bicyclist through-access is maintained.
8. Pedestrian walkway or accessway connections shall be required between adjacent developments when roadway connections cannot be provided.
9. The City will establish evaluation criteria for prioritizing sidewalk projects.
10. The City shall identify a systematic approach to filling gaps in the sidewalk system.

Objective 2: Support mixed-use development that encourages pedestrian travel by including housing close to commercial and institutional activities.

**Policies:**

1. The City shall establish standards for the maintenance and safety of pedestrian facilities. These standards shall include the removal of hazards and obstacles to pedestrian travel, as well as maintenance of benches and landscaping.
2. Zoning shall be developed to allow for mixed land uses that promote pedestrian travel.
3. The City shall support and promote walking for transportation and recreation recognizing the benefits to human health, economic, and environmental for the individual and community.
4. The City shall encourage the development of a connecting, multi-use trail network, using linear corridors including, but not limited to: Bear Creek, Wagner Creek, utility easements, and rail lines, that complement and connect to the sidewalk system.
5. The City shall provide sidewalks and other amenities to make pedestrian access to bus stops easier.

Objective 3: Encourage education services and promote safe pedestrian travel to reduce the number of accidents involving pedestrians.

Policies:

1. The City shall encourage schools, safety organizations, and law enforcement agencies to provide information and instruction on pedestrian safety issues that focus on prevention of the most important accident problems. The programs shall educate all roadway users of their privileges and responsibilities when driving, bicycling and walking.
2. The City shall enforce pedestrian safety laws and regulations to help increase safety as measured by a reduction in accidents. Attention should be focused on areas where high volumes of automobile and pedestrian travel occur. Warnings and citations given to drivers and pedestrians should serve to impress the importance of safety issues.
3. The City shall work toward the completion of the street lighting system, designed to city illumination standards, on all arterial and collector streets within the City limits. Through the use of neighborhood street lighting districts, property owners shall be encouraged to provide street lighting, designed to city illumination standards, on all public local streets within the City limits.

4. Pedestrian traffic should be separated from auto traffic on streets in parking lots wherever possible.

Transit

Goal: Support a transit system that provides convenient and accessible transit services to the citizens of the Talent urban area.

Objective 1: *Ensure that transit services are accessible to Talent urban area residences and businesses.*

Policies:

1. The City shall work with the local transit provider to encourage transit services be routed in a manner that, where practical, provides service coverage within a 1/4 mil walking distance of Talent urban area residences and businesses.
2. To encourage accessibility and increased ridership, the City shall continue to encourage future transit-supportive land uses, such as mixed uses, multiple-family, and employment centers to be located on or near transit corridors.
3. Through its zoning and development regulations, the City shall continue to facilitate accessibility to transit services through transit-supportive streetscape, subdivision, and site design requirements that promote pedestrian connectivity, convenience and safety.
4. The City shall include the consideration of transit operations in the design and operation of street infrastructure wherever it is appropriate.
5. The City shall support the continued development and implementation of accessible fixed-route and appropriate complementary paratransit services.
6. The City of Talent shall encourage connectivity between different travel modes. The Talent Transportation Depot and park-and-ride facilities should be accessible by pedestrian, bicycle, bus and automobile travel modes.
7. The City shall cooperate with the local transit provider to identify and include features beneficial to transit riders and transit district operations when developing plans for roadway projects.
8. The City shall support the local transit providers' efforts to provide pleasant, clean, safe, comfortable shelters along transit lines, at or near transit stops.
9. The City shall install bike racks or lockers at transit stops when adequate financial resources are available.



10. The City shall identify park and ride, bike and ride, and walk and ride lots in Talent to support ridesharing.

Objective 2: Increase overall daily transit ridership in the Talent urban area to mitigate a portion of the traffic pressures expected by regional growth.

1. Through rideshare programs and other TDM efforts, the City shall work with Talent employers and other government agencies to increase commuter transit ridership through voluntary, employer-based incentives such as subsidized transit passes and guaranteed ride home programs.
2. The City shall work through RVTD rideshare programs and other transportation demand efforts (TDM) efforts to assist in the effective marketing of the local transit provider services to Talent urban area residents and businesses.
3. The City shall encourage promotional and educational activities that encourage school children and people who own cars to use public transit.

Aviation

Policies

1. The City shall support reasonably priced air transportation and convenient connections with other areas in the state, nation and abroad.
2. The City shall support intermodal connections between the City of Talent and the Medford International Airport.

Rail

Policies

1. The City shall support rail transportation in the region and its connections with the other areas in the state and nation. The City shall encourage passenger service as part of statewide rail transportation planning efforts.
2. The City shall encourage mitigation of railroad noise by recommending appropriate berming and landscaping in developments adjacent to the railroad that are impacted by railroad noise.

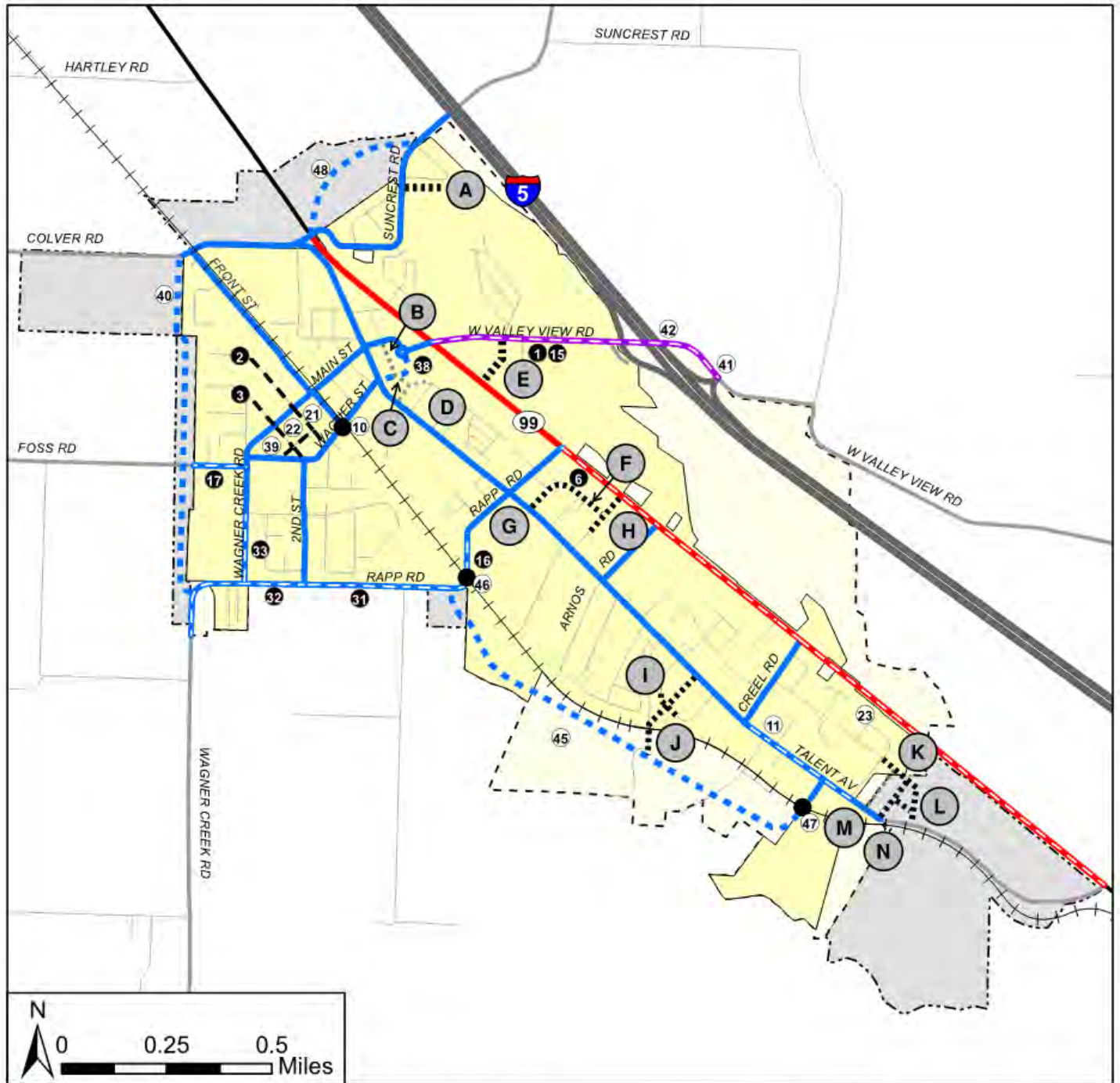
APPENDIX B: PLANNED LOCAL STREET CONNECTIONS





Planned Local Street Connections

Project ID	Location/Description
A	Suncrest Park access
B	New alley (Alley)
C	Connection from new Gangnes St alley to E. Wagner extension (Alley)
D	From terminus of Gangnes St to Talent Ave (Alley)
E	S. Oak Valley Dr (W. Valley View to OR 99) with adjacent bike path
F	Commercial access road
G	New local street
H	Rogue River Pkwy extension
I	Nerton St extension to Joy Dr stub at Mariah Ct
J	Mariah extension to RR tracks (poss. emergency crossing loc.)
K	Lithia Way extension to Talent Ave
L	New local street
M	Access for Alpine Way properties (Alley)
N	New local street



Source Data: Jackson County, City of Talent

Legend

- Major Arterial
- Minor Arterial
- Collector
- Existing Street Upgrade
- - - Future Street
- + + Railroad
- Improved Crossing
- # Tier 1 Project
- # Tier 2 Project
- City Boundary
- - - Urban Growth Boundary (UGB)
- Urban Reserve Areas
- X Planned Connection
- - - Local Street
- - - Alley

Planned Local Street Connections

Talent Comprehensive Plan, Element E

ECONOMY

Adopted by Ordinance No. 923 on September 7, 2016
Effective October 7, 2016

The “Economic Element” of the Comprehensive Plan is intended to guide city policy and land use decisions related to commercial and industrial development within the city limits and urban growth boundary of Talent.

This element addresses State Economic Development Goal 9, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."

The Economy Element includes an Economic Opportunities Analysis (EOA) that details employment forecasts and describes how much growth Talent should plan for over a twenty-year period beginning in 2016. The Economic Opportunities Analysis (Appendix “A”) serves as the basis for policies that capitalize on Talent’s opportunities and help address the city’s challenges.

The EOA includes technical analysis to address a range of questions that Talent faces in managing its commercial and industrial land. The EOA is divided into four main sections. The first section discusses buildable lands and includes the methods, assumptions and results of the buildable lands inventory. The second section examines factors affecting the future economic growth. This section summarizes the effect of National, State and Regional trends on economic growth in Talent and takes a detail look at Talent’s competitive advantage as well as the City’s strengths, weaknesses, opportunities and threats for economic development. The third section reviews employment growth and site needs. It also provides an analysis of future commercial and industrial land needs based on the preceding discussion on trends. The final section outlines the conclusions of the analysis and provides the City with recommendations for policies, goals and implementation strategies.

In addition to the EOA, the Economy Element outlines policies, objectives and implementation strategies based on the Community Economic Development Objectives created based on feedback from the Citizen and Technical Advisory Committees appointed by the City Council. The policies and objectives are based on the existing policies in the previous Economy Element as well as other adopted plans.

In Talent, particular attention is directed toward redeveloping the city’s core downtown area as a walkable commercial and service center for the Talent area.

The downtown area including Talent Avenue, Main Street and the newly constructed W. Valley View roundabout is comprised of small parcels ranging in size from 3,000 square feet to 3 acres. There is anticipated growth of government services, professional offices, minor retail, and personal services which now intermix with residential uses. Street improvements to urban standards are needed prior to dense commercial development in the area.

To attract new industries, Talent must provide some larger buildable parcels, serviced or readily serviceable with adequate public facilities, located in close proximity to Highway 99 and Interstate

5. Talent has identified one large industrial site, Urban Reserve TA-4 (approximately 17 acres) in the north quadrant of the city for possible future development. This industrial area has no real development constraints.

The number of home-based businesses will continue to increase as an affordable, convenient option for economic development among Talent residents. These businesses are often located in residential zones. They fit well in the downtown mixed-use area.

ECONOMIC ELEMENT DEVELOPMENT STRATEGIES

POLICY 1: Land Availability: The City will plan for a 20-year supply of suitable commercial and industrial land on sites with a variety of characteristics (e.g., site sizes, locations, visibility, and other characteristics).

Objective 1.1: Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future, as described in the City’s most recent Economic Opportunities Analysis. The supply of commercial and industrial land should provide a range of site sizes and locations to accommodate the market needs of a variety of commercial and industrial employment uses.

Implementation Strategy 1.1a: Identify changes in zoning or plan designation necessary to provide for an adequate supply of commercial and industrial land.

Implementation Steps: (1) Monitor development of commercial and industrial areas. As development or re-zoning occurs, identify the point at which the City no longer has sufficient commercial or industrial land. (2) Develop an economic opportunities analysis every five to ten years.

When: On-going

Partners: City Staff

Implementation Strategy 1.1b: Work with property owners and their representatives to ensure that key development and redevelopment sites are known, ready to develop, and marketed.

Implementation Steps: (1) Maintain communication with key property owners and their representatives to assess site availability for development or redevelopment. (2) Maintain a list or map of key development sites that are available for development or redevelopment. (3) Work with the Economic Development Commission (from strategy 4.1a) to make key development opportunities in Talent known.

When: On-going

Partners: City Staff; Economic Development Commission

Implementation Strategy 1.1.c: Develop and implement a system to monitor the supply of commercial and industrial lands. This includes monitoring commercial and industrial development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).

Implementation Steps: (1) Develop a monitoring system for land development based on development applications, starting with the inventory of buildable lands completed for the 2016 economic opportunities analysis. (2) Update the inventory of buildable lands on an annual basis.

When: 1 to 2 years

Partners: City Staff

Objective 1.2: Provide for an adequate short-term supply of suitable commercial and industrial land to respond to economic development opportunities as they arise.

“Short-term supply” means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension. “

Implementation Strategy 1.2a: Identify commercial and industrial land that is in the short-term supply of land.

Implementation Steps: (1) Identify sites with existing access to key infrastructure, including water, wastewater, stormwater, and transportation. (2) Identify sites that could be reasonably serviced with key infrastructure in the next year. Together, these sites are the short-term supply of land.

When: 1 to 2 years

Partners: City Staff

Implementation Strategy 1.2b: As commercial and industrial land is developed, actively plan to replenish the short-term supply of land through coordinating land use planning with capital improvement planning.

Implementation Steps: Update the inventory of short-term land supply in Strategy 1.2a with monitoring in Strategy 1.1c.

When: On-going

Partners: City Staff

POLICY 2: Infill and Redevelopment: The City will support and encourage infill and redevelopment, especially in in downtown, as a way to use land and existing infrastructure more efficiently.

“Infill” is additional development on the vacant portion of a tax lot with existing development (i.e., putting a new building on a 2-acre tax lot where the existing building occupies one-half of an acre). “Redevelopment” is when an existing building is demolished and a new building is built, adding additional capacity for more employees. Redevelopment could also include substantial renovations of an existing building that increases the employment capacity of the building.

Objective 2.1: The City will develop policies and programs to encourage commercial and mixed-use development in downtown.

Implementation Strategy 2.1a: Establish a goal to survey Talent residents about the types of businesses they want in downtown and what changes are needed to draw them to downtown.

Implementation Steps: (1) Work with the City Council to establish this goal. (2) Identify partners to work with on the survey and sources of funding to implement the survey, such as the Economic Development Commission (from strategy 4.1a). (3) Identify a funding source and a process to implement the survey.

When: 1 to 2 years: City Council establish this goal and Economic Development Commission formed 2 to 3 years: Survey implemented

Partners: City Staff, Economic Development Commission, and City Council

Implementation Strategy 2.1b: Identify sites for redevelopment, especially in commercial areas such as downtown, and work with landowners to address issues preventing redevelopment (e.g., needed zoning change, infrastructure investments, etc.).

Implementation Steps: Continue to work with property and business owners in the downtown area, conducting surveys and one-on-one meetings to gather information on barriers to redevelopment.

When: 1 to 3 years

Partners: City Staff

Implementation Strategy 2.1c: Review and update commercial design standards emphasize building maintenance as part of an effort at improving the appearance in downtown.

Implementation Steps: (1) Work with Planning Commission to review, identify opportunities to change the design standards, and develop new commercial design standards. (2) Adopt revised design standards through a public process.

When: 1 to 3 years

Partners: City Staff and Planning Commission

Implementation Strategy 2.1d: Support and encourage implementation or amendment of the West Valley View Master Plan to develop or redevelop properties within the Master Plan area.

Implementation Steps: Review the West Valley View Master Plan and work with partners to implement the Master Plan.

When: Within 1 year

Partners: City Staff

Implementation Strategy 2.1e: Develop master plans to guide development of the following areas: (1) Valley View Road from OR 99 to I-5 and (2) OR 99 from Rapp Rd to Creel Rd.

Implementation Steps: (1) Identify funding sources for developing master plans for these areas. (2) Develop scope of work and hire consultants to develop the master plans.

When: 2 to 5 years

Partners: City Staff

Implementation Strategy 2.1f: Identify and plan for investments and infrastructure necessary to support redevelopment of key sites.

Implementation Steps: (1) As part of the master plans in Strategy 2.1e, identify investments necessary to implement the master plans. (2) Work funding for the infrastructure investments into the Capital Improvements Plan.

When: 5 to 10 years

Partners: City Staff

Objective 2.2: The City will develop policies to encourage residential development in downtown and other commercial areas, such as policies that allow ground-floor spaces that can be used for residential or commercial uses.

Implementation Strategy 2.2a: Evaluate opportunities to rezone undeveloped commercial land on streets that are not adjacent to Talent Avenue to meet identified residential land needs.

Implementation Steps: (1) Develop a housing needs analysis to identify the City's housing needs. (2) Based on the City's housing deficits, if any, identify undeveloped commercial land in areas compatible for development of the types of housing the City has deficits of.

When: 1 to 2 years

Partners: City Staff

Implementation Strategy 2.2b: Develop policies to allow ground floor residential use as a temporary use in commercial mixed-use buildings. These policies should include provisions such as: design standards to ensure that the ground floor in new commercial buildings is designed for commercial use and zoning districts or overlay areas these uses are allowed.

Implementation Steps: (1) Work with Planning Commission to review, identify opportunities to implement policies to allow floor ground residential use as a temporary use in commercial mixed-use buildings. (2) Adopt revised design standards through a public process.

When: 2 to 3 years

Partners: City Staff and Planning Commission

Objective 2.3: The City will develop policies to identify industrial areas that are more appropriate for other uses (e.g., residential uses) based on their site characteristics (e.g., location, size, configuration, or transportation access).

Implementation Strategy 2.3a: Identify sites appropriate to re-zone for residential uses in industrial areas.

Implementation Steps: (1) Develop a housing needs analysis to identify the City's housing needs. (2) Based on the City's housing deficits, if any, identify undeveloped industrial land in areas compatible for development of the types of housing the City has deficits of.

When: Within 1 year

Partners: City Staff

Implementation Strategy 2.3b: If industrial sites are re-zoned to residential uses, identify new industrial sites suitable to replenish the supply of industrial land to meet Talent's identified industrial land need in the Economic Opportunities Analysis.

Implementation Steps: (1) This strategy will be implemented if industrial land is re-zoned, such as through Implementation Strategy 2.3a. (2) Conduct analysis to identify suitable industrial sites to meet Talent's industrial land need identified in the Economic Opportunities Analysis, which may be found inside or outside of the city's Urban Growth Boundary.

When: With implementation of 2.3a

Partners: City Staff

POLICY 3: Infrastructure Support: Provide adequate infrastructure efficiently and fairly to support employment growth.

Objective 3.1: The City will coordinate capital improvement planning to ensure infrastructure availability on employment land and continue to pursue funding for needed infrastructure to support economic development activities. (Specific infrastructure Goals and strategies are included in the Public Facilities and Services and Transportation Elements.)

Implementation Strategy 3.1a: Coordinate capital improvement planning at minimum every 5 years, with land use and transportation planning to coincide with the City's Economic Development Strategy.

Implementation Steps: (1) When the City next updates the capital improvement plan, work with the Public Works Department to ensure that infrastructure investments necessary to support economic development are reflected in the plan.

When: 1 to 2 years

Partners: City Staff and Parks Commission

Implementation Strategy 3.1b: Ensure that public-private development agreements to recover costs are in effect prior to financing public improvements.

Implementation Steps: (1) Evaluate each public-private development agreement to ensure the agreement includes necessary cost recovery agreements.

When: On-going

Partners: City Staff

Implementation Strategy 3.1c: Efficiently use existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses.

Implementation Steps: This will be accomplished with implementation of the strategies under Policy 2.

When: On-going

Partners: City Staff

Implementation Strategy 3.1d: Complete development of the transportation infrastructure (i.e., roundabout and road) adjacent to the Talent Irrigation District's site, once the headquarters has been relocated.

Implementation Steps: City Planning Department will work with Public Works, Urban Renewal and City Administration to ensure infrastructure is located in a manner that will promote orderly development of the core downtown area, including location of alleys and public parking areas.

When: Within 1 year

Partners: City Staff

Implementation Strategy 3.1e: Support development of citywide high-speed internet access and other telecommunications infrastructures to support business development.

Implementation Steps: Work with existing providers or seek new providers to provide expanded high-speed internet access in all areas of town.

When: On-going

Partners: City Staff

Implementation Strategy 3.1f: Provide information on infrastructure availability on a site-by-site basis so that developers are able to readily assess infrastructure availability on any given site.

Implementation Steps: This strategy should be implemented in conjunction with 1.1b, 1.2a, 1.2b, 2.1b, 2.1e, and 2.1f.

When:

Partners: City Staff

POLICY 4: Existing Business Support and Assistance: The City will support, and encourage retention and expansion of existing business that align with Talent’s other community development goals.

Objective 4.1: Retain and encourage growth of existing businesses in Talent.

Implementation Strategy 4.1a: The City should work with local stakeholders and businesses to establish an Economic Development Commission.

Implementation Steps: City Planning Department will work with City Council and local Chamber to establish the Economic Development Commission.

When: Within 1 year

Partners: City Staff, Chamber, and City Council

Implementation Strategy 4.1b: Working with the Economic Development Commission (4.1a), reach out to businesses in Talent and identify problems and barriers to economic development.

Implementation Steps: (1) Identify a process for reaching out to business owners for discussions, including how the outreach will be done and who will do the outreach.

When: 2 to 3 years

Partners: City Staff and Economic Development Commission

Implementation Strategy 4.1c: Revise land use and other City policies to address local barriers to economic development for existing businesses, where appropriate.

Implementation Steps: (1) Based on the results of discussions with businesses in Talent in Strategy 4.1b, the City should review its development policies to identify barriers to economic development. (2) Work with the Planning Commission to revise land use policies to lower or eliminate barriers, where possible.

When: 1 to 2 years

Partners: City Staff and Planning Commission

Implementation Strategy 4.1d: Refine existing processes to assist businesses with complying with city regulations. In addition to existing pre-application conferences staff will work to establish a user's guide for development and to develop an expedited land use application process for commercial and industrial developments.

Implementation Steps: (1) Based on feedback from businesses in Strategy 4.1b, City staff will develop information about obtaining building permits in an expeditious manner, such as "how to" guides or other documents. (2) Work with the Economic Development Commission to determine if the documents address the issues identified by businesses.

When: 1 to 2 years

Partners: City Staff and Economic Development Commission

Objective 4.2: Support existing businesses by sharing technical resources, maintaining open communications with local business people, and providing available staff support for economic development projects initiated by the business community.

Implementation Strategy 4.2a: Evaluate whether the City has sufficient staff capacity to accomplish the proposed economic development project.

Implementation Steps: Staff will develop a program that local business owner or potential business owners can access that provides additional technical resources to projects with a significant economic impact.

When: 2 to 3 years

Partners: City Staff

Objective 4.3: Support development of a maker eco-system to support economic growth and educational and cultural opportunities.

Implementation Strategy 4.3a: Support development of a maker space and business incubator in Talent to support growth of local artisans and small-scale manufacturers.

Implementation Steps: (1) The city should evaluate opportunities to support development of a maker space and business incubator through programs such as low-interest loans and other programs. (2) Act as a convener of stakeholders interested in developing a maker space and business incubator. (3) Provide assistance with obtaining building permits for a maker space or business incubator. (4) Encourage development of buildings that would provide opportunities for small business growth, such as buildings with multiple small business space.

When: Ongoing

Partners: City Staff and Economic Development Commission

POLICY 5: Business Development: The City will plan for and nurture a favorable environment to attract and maintain new businesses.

Objective 5.1: Further downtown development and redevelopment to support employment growth and further other City development goals.

Implementation Strategy 5.1a: Complete a market readiness analysis including an in-depth visitor readiness report that addresses branding and marketing.

Implementation Steps: (1) Establish a workgroup to manage and implement this analysis, including stakeholders such as City decision makers and members of the Economic Development Commission. (2) Identify funding sources for developing this analysis. (3) Develop scope of work and hire consultants to develop the analysis.

When: 3 to 5 years

Partners: Economic Development Commission and City Staff

Implementation Strategy 5.1b: Develop an incentive program to encourage downtown housing developments with a range of housing options and commercial support services.

Implementation Steps: (1) Develop a housing needs analysis to identify the City's housing needs. (2) Based on the City's housing deficits, if any, identify the housing types most likely to locate in commercial areas. (3) Identify the range of incentives that might best be used to encourage downtown housing and evaluate the benefits and costs of each incentive. (4) Work with the Planning Commission to determine which incentive(s) (if any) are appropriate for Talent. (5) Identify funding sources to support the incentives.

When: 2 to 5 years

Partners: City Staff and Planning Commission

Implementation Strategy 5.1c: Develop a 5-year Economic Development Strategy using data on local and regional economic trends gathered through the Economic Opportunity Analysis, from goals established in the Comprehensive Plan and from interviews and surveys with local citizens and professionals.

Implementation Steps: (1) Work with the Economic Development Commission to identify a process for developing a broad economic development strategy. (2) Consider coordinating this strategy with the results of Strategies 2.1a and 5.1a.

When: 5 years

Partners: Economic Development Commission and City Staff

Objective 5.2: Encourage development of commercial and industrial land and develop plans for areas newly brought into the Talent UGB for employment uses.

Implementation Strategy 5.2a: Develop zoning policies to allow retail sales as a component of an industrial business in the City's industrial zones.

Implementation Steps: (1) Work with Planning Commission to review, identify opportunities to implement policies to allow retail sales as a component of an industrial business in industrial zones. (2) Adopt revised standards into the Zoning Code through a public process.

When: 1-2 years

Partners: City Staff and Planning Commission

Implementation Strategy 5.2b: Incorporate the existing Master Plan Development requirements into the Zoning Code establishing development standards for both industrial lands currently within the UGB and lands newly brought into the UGB.

Implementation Steps: (1) Work with Planning Commission to incorporate existing master plan development requirements into the Zoning Code. (2) Adopt updates to the Zoning Code through a public process.

When: 1-2 years

Partners: City Staff and Planning Commission

Objective 5.3: Promote and support diversification of Talent's economic base through growth, such as the types of businesses identified in the economic opportunities analysis.

Implementation Strategy 5.3a: The City should work with the Economic Development Commission to market commercial and industrial sites in Talent to encourage economic

growth.

Implementation Steps: (1) Implementation of this Strategy is dependent on the Economic Development Commission.

When: Depends on the timing of the Economic Development Commission

Partners: Economic Development Commission and City Staff

Implementation Strategy 5.3.b: Coordinate economic development efforts with local and regional economic development organizations, including SOREDI, the Talent Chamber of Commerce, and Business Oregon.

Implementation Steps: (1) This Strategy is on-going and will be the results of continuing discussions with economic development partners.

When: On-going

Partners: Economic Development Commission

Objective 5.4: Ensure that the City's building permitting and land use entitlement processes support business growth.

Implementation Strategy 5.4a: Identify changes to Talent's Zoning Code or entitlement process to simplify the development process.

Implementation Steps: City will compare building permit and land use processes with other cities and work to establish an expedited process for commercial and industrial developments in key areas within the City.

When: Ongoing

Partners: City Staff

Implementation Strategy 5.4b: Review commercial and industrial systems development charges as part of renewal of the Capital Improvement Plan. Systems development charges should be adjusted (increasing or decreasing) to provide adequate funding for infrastructure improvements.

Implementation Steps: When the Capital Improvement Plan is next updated, evaluate opportunities for adjusting systems development charges to ensure that the City is able to provide adequate funding for infrastructure improvements and, if possible, to lower systems development charges. Coordinate this task with Implementation Step 3.1a.

When: Following the review and update of a Capital Improvement Plan.

Partners: City Staff

Implementation Strategy 5.4c: Update the Capital Improvement Plan to determine if there is an opportunity to temporarily reduce systems development charges on commercial or industrial lands to stimulate economic growth.

Implementation Steps: Evaluate opportunities for temporary reduction of selected systems development charges.

When: Year 1

Partners: City Staff

Implementation Strategy 5.4d: Support development of a downtown business district, either by as a specific zoning district or by drawing a specific geographic boundary for the district. The downtown business district would provides incentives for development in downtown. The incentives for development within the business district may be financial, such as reduced land use permit fees, or non-financial, such as expedited land use permit processing.

Implementation Steps: (1) Working with a stakeholder group, identify the geographic area where the downtown business district should be. (2) Identify the range of incentives that might best be used to encourage business development in downtown and evaluate the benefits and costs of each incentive. (4) Work with the Planning Commission to determine which incentive(s) (if any) are appropriate for Talent. (5) Identify funding sources to support the incentives.

When: 2 to 5 years

Partners: City Staff and Planning Commission

POLICY 6: Higher Paying Jobs: Promote and support businesses that bring jobs with wages above the Jackson County average to Talent.

The Oregon Employment Department provides information about average wages in Jackson County in the Quarterly Census of Employment and Wages on an annual basis. In 2015, the average wage for all jobs in Jackson County was \$39,300.

Objective 6.1: Increase the number of jobs with wages above the County's average in the City of Talent.

Implementation Strategy 6.1a: Develop incentive programs to encourage businesses that provide jobs at or above the County average wage.

Implementation Steps: (1) Working with the Economic Development Commission, develop a process and evaluation criteria to implement the program. The criteria should describe where incentives would be used (i.e., in a limited geography or across the city), the amount of job growth that will qualify for incentives, what types of businesses would qualify for incentives and under what conditions, what types of

incentives would be available to businesses, the funding sources to support the incentives, and expectations of businesses given incentives. (2) Work with the City Council to adopt the program through a public process.

When: 2 to 5 years

Partners: City Staff and Economic Development Commission

Implementation Strategy 6.1b: Provide flexible zoning code language that encourages businesses that provide jobs at or above the County average wage.

Implementation Steps: City will work with the Planning Commission to establish planned development code to encourage businesses with above average wage jobs to locate in Talent. For example, the planned development code might include reduced setbacks, increased building height, or other standards that would normally require a variance.

When: 3 to 5 years

Partners: City Staff, Planning Commission, and Talent Chamber

POLICY 7: Livability: The City recognizes that livability is an important factor in the location choices of some types of businesses, and the policy of maintaining livability for the benefits of City residents is further reinforced by the potential for economic benefits.

Objective 7.1: Create a community where people want to spend time beyond the exigencies of daily life.

Implementation Strategy 7.1a: Encourage businesses providing personal services to residents, businesses, and visitors to locate in Talent, such as financial services, entertainment, restaurants, coffee shops, and other pedestrian-oriented businesses.

Implementation Steps: (1) Work with businesses and stakeholder to identify opportunities to attract these types of businesses. Coordinate this task with the work of the Economic Development Commission.

When: On-Going

Partners: City Staff and Economic Development Commission

Objective 7.2: Support development of urban amenities that contribute to Talent's livability, such as the Parks Master Plan.

Implementation Strategy 7.2a: The Parks Commission should work with Community Development to review and update the Talent Parks Master Plan.

Implementation Steps: (1) Identify a process and funding to update the Talent Parks Master Plan. (2) Work with a consultant to update the Talent Parks Master Plan through a technical and public process.

When: 1 to 2 years

Partners: City Staff and Parks Commission

Objective 7.3. Support development of pedestrian, bicycle, and transit facilities based on recommendations from the Talent Transportation System Plan.

Objective 7.4. Promote education and cultural opportunities for all Talent residents.

Implementation Strategy 7.4a: Partner with the Talent Public Arts Commission (TPAC) or similar group to develop a policy that encourages public art with proposal of a suitable public project.

Implementation Steps: (1) Work with the Talent Public Arts Commission to develop a policy to encourage public arts with public projects. The policy should identify the process for selecting public arts projects and funding sources to pay for the art.

When: 2 to 5 years

Partners: City Staff and Talent Public Arts Commission

Implementation Strategy 7.4b: Encourage cooperation among City commissions and committees to coordinate infrastructure and activities to facilitate artistic and cultural events

Implementation Steps: (1) Identify commissions and committees that should work together to make it easier to stage events in Talent. (2) Work with stakeholders or organizations (such as the Oregon Shakespeare Festival) with experience in staging events to identify changes that would make it easier to stage events. (3) Identify actions, partnerships, or changes in process necessary to make it easier to stage events.

When: 2 to 5 years

Partners: City Staff, Economic Development Commission, Parks Commission, and other City commissions and committees

Talent Economic Opportunities Analysis

October 2016

Prepared for:
City of Talent

Final REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

KOIN Center
222 SW Columbia Street
Suite 1600
Portland, OR 97201
503.222.6060

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Technical Advisory Committee

Kelly Madding, Development Services Director, Jackson County
Josh LeBombard, Southern Oregon Regional Representative, DLCD
Kathy Trautman, Business Development Manager, SOREDI
Larry Holzgang, Business Development Officer, Business Oregon

Citizen Advisory Committee

Alexis McKenna, Talent Citizen
John Harrison, Talent Citizen
Nancy Buono, Talent Citizen
Joe Wismann, Talent Citizen
Charlie Hamilton, Talent Business Owner
Mike Davis, Talent Business Owner
Bobby Townsend, Talent Chamber of Commerce
Allison French, Talent Planning Commission
Ryan Pederson, Talent City Council

State of Oregon

Josh LeBombard, Southern Oregon Regional Representative, DLCD
Tom Hogue, Economic Development Specialist, DLCD

City of Talent

Zac Moody, Community Development Director
Jeff Wilcox, Community Development Assistant

Consulting Staff

Beth Goodman, Project manager, ECONorthwest
Bob Parker, Project Director, ECONorthwest

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For over 40 years ECONorthwest has helped its clients make sound decisions based on rigorous economic, planning, and financial analysis. For more information about ECONorthwest: www.econw.com. For more information about this report, please contact:

Zac Moody,
Community Development Director
110 E. Main Street
Talent, Oregon 97540
541-535-7401
zmoodycityoftalent.org

Beth Goodman
ECONorthwest
222 SW Columbia, Suite 1600
Portland, OR 97201
503-222-6060
goodman@econw.com

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Summary

This report presents an economic opportunities analysis consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). Goal 9 describes the EOA as “an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located.”

The primary goals of the EOA are to (1) project the amount of land needed to accommodate the future employment growth within the Talent Urban Growth Boundary (UGB) between 2016 and 2036, (2) evaluate the existing employment land supply within the Talent UGB to determine if it is adequate to meet that need, and (3) to fulfill state planning requirements for a twenty-year supply of employment land. This project included preparation of the *Talent Economic Development Strategy*, which is presented in a separate document.

How much buildable employment land does Talent currently have?

Table 1 shows commercial and industrial land with development capacity (lands classified vacant or partially vacant). The results show talent has about 89 suitable vacant and partially vacant acres within the UGB, nearly 63 of which are Commercial and 26 are Industrial

Table 1. Employment land with development capacity (Vacant, Partially Vacant) by constraint status, Talent UGB, 2016

Plan Designation / Classification	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Suitable Acres
Commercial					
Vacant	45	40.26	0.00	18.28	21.98
Partially Vacant	45	63.39	9.07	13.83	40.49
Subtotal	90	103.65	9.07	32.11	62.47
Industrial					
Vacant	3	20.54	0.00	3.54	17.00
Partially Vacant	2	12.52	3.33	0.00	9.19
Subtotal	5	33.06	3.33	3.54	26.19
TOTAL	95	136.71	12.40	35.65	88.66

Source: Appendix A: Table 11.

How much growth is Talent planning for?

Goal 9 requires that cities provide for an adequate supply of commercial and industrial sites consistent with plan policies. To meet this requirement, Talent needs an estimate of the amount of commercial and industrial land that will be needed over the 2016-2036 planning period. Table 2 presents the forecast of employment growth by land use type in Talent’s UGB from 2016 to 2036. Talent’s employment base was 1,393 employees in 2016. The forecast shows that by 2036, Talent will have 1,959 employees, an increase of 565 jobs over the planning period.

Table 2. Forecast of employment growth by land use type, Talent UGB, 2016–2036

Land Use Type	2016		2036		Change 2016 to
	Employment	% of Total	Employment	% of Total	
Industrial	520	37%	725	37%	205
Retail Commercial	115	8%	196	10%	81
Office & Commercial Services	585	42%	842	43%	257
Government	174	12%	196	10%	22
Total	1,393	100%	1,959	100%	565

Source: ECONorthwest
 Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

How much land will be required for employment?

The forecast of growth of 565 new employees will result in the following demand for vacant (and partially vacant) employment land: 20 gross acres of industrial land and 17 gross acres of commercial land.

Does Talent have enough land to accommodate employment growth?

Table 3 compares the supply of suitable employment land with the demand for employment land:

- **Industrial.** Talent has a supply of 26 acres of suitable land designated for industrial uses. The employment forecast projects demand for 20 acres of industrial land. Talent has more industrial land than the City is projected to need over the 20-year period, with a surplus of 6 gross acres of industrial land.
- **Commercial.** Talent has 63 acres of land designated for commercial uses. The employment forecast projects demand for 17 acres of commercial land. Talent has more commercial land than the City is projected to need over the 20-year period, with a surplus of 45 gross acres of commercial land.

Table 3. Comparison of the Capacity of Unconstrained Vacant and Partially Vacant Land with Employment Land Demand by Plan Designation, Talent UGB, 2016–2036

Land Use Type	Land Supply		Land Sufficiency (Deficit)
	(Suitable Gross Acres)	Land Demand (Gross Acres)	
Industrial	26.2	20.0	6.2
Commercial	62.5	17.2	45.3
Retail Commercial		4.9	
Office & Commercial Services		12.3	

Source: ECONorthwest

In addition, Talent has a number of sites with opportunities for infill and redevelopment. These sites include: (1) the Talent Irrigation District site, which the City (or Urban Renewal Agency) may purchase after the District relocates and (2) MicroTrains and Fabricated Glass, as well as the Brammo site and the former Talent Truck Stop site. These sites present opportunities for infill or redevelopment in key areas where the City wants to encourage employment growth.

What types of business does Talent want to attract?

The characteristics of Talent will affect the types of businesses most likely to locate in the city. Talent’s attributes that may attract firms are: Talent’s location along I-5 and Highway 99 and between Medford and Ashland; the existing employment base; surrounding agricultural areas; access to workers from across the Rogue Valley; arts and cultural opportunities; high quality of life; and relatively affordable housing.

The target industries identified as having potential for growth in Talent are:

- **Small-scale manufacturing.** Talent’s attributes, especially its location along I-5, may attract manufacturing firms. Manufacturing firms are likely to be relatively small, from startups with 10 or fewer employees to manufacturers with 50 to 100 employees. Smaller manufacturers may have flexibility on where to locate, likely preferring to locate within an existing building. Moderate sized manufacturers may prefer to locate within an existing building or to locate a facility on an industrial site, likely between 2 and 10 acres, with good access to transportation and a flat topography. Examples of manufacturing industries that may grow or locate in Talent include:
 - Specialty food and beverage manufacturing, such as wineries, beer brewing, fruit or vegetable products, or other products
 - Primary and secondary wood product manufacturing, such as engineered wood products, furniture manufacturing, prefabricated wood buildings, or other products
 - Renewable and alternative energy products
 - Transportation equipment and related products
 - Cannabis products, such as medicinal oils or edible products
 - Artisans products for sale locally or via the Internet

- **Small-scale construction.** Talent’s location within the Rogue Valley and relatively affordable housing may make the city attractive to small construction firms, such as specialty contractors, heating and cooling subcontractors, and companies specializing in alternative building processes. These businesses may be operated as home occupations (especially for businesses with few employees) or may require a small site with a building and equipment storage areas.
- **Small-scale warehouse, distribution, and wholesale.** Talent’s access to I-5 and Highway 99 may make the city attractive to small distribution, especially of Rogue Valley products. These businesses may locate in an existing building or may locate a facility on an industrial site, likely between 2 and 10 acres, with good access to transportation and a flat topography.
- **Professional and business services.** Talent’s high quality of life, relatively affordable housing, existing population and business base, and proximity to Medford and Ashland may attract professional and business services that prefer to locate in a smaller city like Talent, such as medical or legal services, scientific research, environmental services, or other services.
- **Services for residents.** Population growth will drive development of retail (e.g., a hardware store or a musical equipment store), medical services, and government services, especially primary education in Talent.
- **Services for seniors.** Talent’s (and the Rogue Valley’s) growing population of those near or in retirement may attract or create demand for services for seniors, such as health services that cater to the elderly, like assisted living facilities, retirement centers, and medical services.
- **Services for visitors:** Growth in tourism will drive demand for services for visitors such as restaurants, a hotel, or a high-quality RV park.
- **Events and performances.** Talent may attract businesses that provide goods or services to support events or performances, such as storage, catering, or specialty retail.

What are the recommendations to support economic development in Talent?

The following are ECONorthwest’s recommendations to support economic development in Talent based on the economic opportunities analysis:

- **Update the Economy Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade. We recommend that the Planning Commission and City Council review the revised policies in the Talent Economic Development Strategy and, after making additional necessary revisions to the policies, adopt the revised goals, objectives, and implementation strategies into the Economy Element.
- **Align the City’s goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment

growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City align its goals for economic development with infrastructure development through updates to the City's Capital Improvements Plan.

As part of the next update to the Capital Improvements Plan, the City may choose to evaluate opportunities to lower (either temporarily or permanently) systems development charges for commercial and industrial development. While the City must ensure that there are sufficient funds available to develop critical infrastructure, there may be an opportunity to lower systems development charges to encourage commercial and industrial development.

- **Identify opportunities to support existing businesses in Talent.** Retention and expansion of existing businesses is one of Talent's key opportunities for economic growth. The City can support businesses by continuing to provide staff to help businesses through the development process and through revising policies (where possible) that make business growth more difficult in Talent.

A key step in supporting existing businesses is having a forum for discussion of economic development in Talent. We recommend that the City work with partners and interested stakeholders to develop an economic development commission that the City participates in as a key partner or as the commission leader. The Economic Development Commission may be able to assist the City in reaching out the businesses to identify issues and barriers to economic development.

- **Work with partners to develop a broad economic development strategy for Talent.** The revisions to the Comprehensive Plan presented in the Talent Economic Development Strategy focus on land-based policies and actions. The city also needs a broader strategy for economic development that focuses on issues such as economic development marketing of Talent's businesses and business opportunities, completing a market readiness analysis for branding and marketing Talent for tourism, building business and other partnerships, and coordinating economic development efforts with local and regional economic development organizations, including SOREDI, the Talent Chamber of Commerce, and Business Oregon.
- **Review the Zoning Code and development process to identify opportunities to streamline and reduce development costs.** These opportunities may include: allowing ground floor residential use as a temporary use in commercial mixed-use buildings, allowing retail sales as a component of an industrial business in the City's industrial zones, and examining systems development charges to identify opportunities to lower charges if possible.
- **Support infill and redevelopment of existing commercial and industrial land.** The City has identified areas where infill and redevelopment is more probable over the 20-year planning period. Other opportunities for redevelopment may become apparent in the future. We recommend that the City support and encourage infill and redevelopment to make the most efficient use of employment land in Talent. The types

of tools that the City offers in support of infill and redevelopment should be consistent with the City's development goals. In areas where the City wants to encourage higher intensity development, such as downtown, the City should offer more support for redevelopment, such as financial and regulatory redevelopment incentives.

- **Support development of space to support startup and small growing businesses.** This space may be a maker space, with shared workspace and equipment for manufacturing and production of a variety of products and goods. It could also include a business incubator space, with spaces for businesses to grow and share support services. The City would need to define its role in development of either or both of these types of space, through discussions among decision makers and City staff.
- **Identify opportunities to meet residential land needs on commercial or industrial lands.** Talent is beginning to develop an analysis of residential land needs. If the analysis identifies deficits of residential land, especially moderate- and high-density residential land needs, we recommend that the City evaluate opportunities to meet those land needs within the UGB on commercial and industrial lands.

Given the substantial surplus of commercial land and the City's goals of encouraging multifamily residential development in downtown, the City should evaluate opportunities to accommodate residential development on commercial lands. This could occur through changes to the zoning code to make residential development easier or less costly in commercial areas (e.g., temporarily allowing residential uses on the ground floor of commercial buildings). It could also occur through redesignation of commercial lands to residential designations.

Some vacant industrial land may be more suited for residential uses, given existing and planned residential uses. We recommend that the City evaluate whether there are industrial parcels that should be rezoned for low- and medium-density residential uses.

The *Talent Economic Development Strategy* includes strategies to address these key issues, as well as other strategies to support economic development in Talent.

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1. Introduction

This report presents an Economic Opportunities Analysis (EOA) for the City of Talent. The purpose of an EOA is to develop information as a basis for policies that capitalize on Talent's opportunities and help address the city's challenges. The EOA includes technical analysis to address a range of questions that Talent faces in managing its commercial and industrial land. For example, the EOA includes an employment forecast that describe how much growth Talent should plan for over the 2016 to 2036 period, and forecasts the amount and type of employment land necessary to accommodate growth in Talent over that period. The EOA also includes an inventory of commercial and industrial land within Talent's urban growth boundary (UGB) to provide information about the amount of land available to accommodate employment growth.

This EOA complies with the requirements of statewide planning Goal 9, the Goal 9 administrative rules (OAR 660 Division 9), and the court decisions that have interpreted them. Goal 9 requires cities to state objectives for economic development (OAR 660-009-0020(1)(a)) and to identify the characteristics of sites needed to accommodate industrial and other employment uses (OAR 660-009-0025(1)) over the 20-year planning period. This approach could be characterized as a *site-based* approach that projects land need based on the forecast for employment growth, the City's economic development objectives, and the specific needs of target industries.

1.1 Background

The City of Talent last evaluated economic trends in 2000, based on 1990 Census data. Substantial changes occurred to the national and regional economy since 2000 that have implications for economic growth in Talent. Since then, the Rogue Valley Council of Governments (RVCOG) and participating local governments completed the 10-year Regional Problem Solving (RPS) process and adopted the *Regional Plan* for the Greater Bear Creek Valley. The *Regional Plan* describes the Region's expectations for economic growth, the locations of potential growth, and established Urban Reserves. Talent was one of the local governments that participated in the RPS, and urban reserves around the city are identified in the *Regional Plan*.

The purpose of this project was to develop a factual base to provide the City with information about current economic conditions. This factual basis, presented in this report, provides information necessary for updating the City's economic development Comprehensive Plan policies. This report identifies opportunities to meet the City's economic development objectives and develop Comprehensive Plan policies and implementation strategies that capitalize on the City's comparative advantages and address areas of economic weakness.

The EOA provides information that the City can use to identify and capitalize on the city's economic opportunities. It also provides information to address the City's challenges for managing economic development, such as a lack of larger industrial sites to support growth of businesses that require large sites, underutilized commercial land, underutilized industrial land, and a lack of policy direction to address these issues.

1.2 Framework for an Economic Opportunities Analysis

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The analysis in this report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area. Finally, cities within a Metropolitan Planning Organization (which includes Talent) must adopt policies that identify a competitive short-term supply of land for desired industrial and other employment uses as an economic development objective.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025)*. Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

Plans for cities and counties within a Metropolitan Planning Organization, or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise.

1.3 Organization of this Report

This report is organized as follows:

- **Chapter 2. Buildable Lands Inventory** presents a summary of the inventory of employment lands.
- **Chapter 3. Factors Affecting Future Economic Growth** summarizes historic economic trends that affect current and future economic conditions in Talent, as well as Talent's competitive advantages for economic development.
- **Chapter 4. Employment Growth and Site Needs** presents a forecast for employment growth in Talent and describes the City's target industries as well as site needs for potential growth in industries.
- **Chapter 5. Land Sufficiency and Conclusions** compares the supply of and demand for buildable lands and presents key concluding recommendations for Talent.

This report also includes one appendix:

- **Appendix A, Buildable Lands Inventory**

2. Buildable Lands Inventory

This chapter provides a summary of the commercial and industrial buildable lands inventory (BLI) for the Talent UGB. The City of Talent staff, in coordination with ECONorthwest staff, developed the buildable lands inventory analysis. It complies with statewide planning Goal 9 policies that govern planning for employment uses. The full buildable lands inventory completed by City staff is presented in Appendix A.

2.1 Methods, Definitions, and Assumptions

Definitions

The City of Talent developed the buildable lands inventory with a tax lot database from Jackson County GIS. The tax lot database is current as of February 2016. The inventory builds from the database to estimate buildable land by plan designation. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Vacant land.* Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, employment lands with improvement values of \$10,000 and under are considered vacant.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use, but which contain enough land to be further subdivided without need of rezoning. This determination was made through review of aerial imagery. The developed areas (building + parking) were subtracted from the total lot size to calculate remaining vacant area in the analysis. Building footprints were multiplied by 1.5 to account for parking requirements on commercial and industrial sites.
- *Undevelopable land.* Land that has no access or potential access, land that is already committed to other uses by policy, or tax lots that are more than 90% constrained. The majority of undevelopable land identified in the inventory is located in the active beach zone within the UGB.
- *Developed land.* Land that is developed at densities consistent with zoning with improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

Development Constraints

Consistent with state guidance on buildable lands inventories, the City of Talent deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land.

- *Land within natural resource protection areas.* The Talent Wetlands Inventory map was used to identify areas within wetlands. A 50-foot buffer was added to riparian and wetland constraints, consistent with Talent Zoning Code 8-3H.2 – Designation of Wetland and Riparian Setback Areas.
- *Land with slopes over 15%.* Lands with slopes over 15% are considered unsuitable for commercial and industrial development.
- *Lands within floodplains.* Lands falling within the 100 and 500-year floodplain were not deducted from the buildable lands inventory, Talent Development Code allows for development in floodplains contingent upon meeting specific conditions.
- *Land that is service constrained.* Areas east of Interstate 5 do not currently have access to water and sewer service. Therefore it has been deducted from readily buildable lands.

2.2 Results of the Buildable Lands Inventory

Land Base

Table 1 shows commercial and industrial land in Talent by classification (development status). The results show that Talent has 222 total acres in commercial and industrial plan designations. Of the 222 acres in the UGB, about 121 acres (55%) are in classifications with no development capacity, and the remaining 101 acres (45%) have development capacity.

Table 4. Employment acres by classification and plan designation, Talent UGB, 2016

Classification	Commercial		Industrial		Total	
	Tax Lots	Total Acres	Tax Lots	Total Acres	Tax Lots	Total Acres
Developed	121	73.62	6	6.90	127	80.52
Unbuildable / Constrained	25	36.68	1	3.54	26	40.22
Partially Constrained*	19	17.07	1	3.54	20	20.61
Completely Constrained	6	19.61	0	0.00	6	19.61
Vacant	42	21.97	3	17.00	45	38.97
Partially Vacant	42	49.56	2	12.52	44	62.08
Total	211	181.83	11	39.96	222	221.79
Percentage of Total	95%	82%	5%	18%	100%	100%

Source: Appendix A, Table 8.

Vacant Buildable Land

Table 2 shows gross and net buildable acres for vacant and partially vacant land by plan designation. The results show that Talent has about 89 net buildable acres in commercial and industrial plan designations. Of this, 71% (63 acres) is in the Commercial designation and 29% (26 acres) is in Industrial.

Table 5. Employment land with development capacity (Vacant, Partially Vacant) by constraint status, Talent UGB, 2016

Plan Designation / Classification	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Suitable Acres
Commercial					
Vacant	45	40.26	0.00	18.28	21.98
Partially Vacant	45	63.39	9.07	13.83	40.49
Subtotal	90	103.65	9.07	32.11	62.47
Industrial					
Vacant	3	20.54	0.00	3.54	17.00
Partially Vacant	2	12.52	3.33	0.00	9.19
Subtotal	5	33.06	3.33	3.54	26.19
TOTAL	95	136.71	12.40	35.65	88.66

Source: Appendix A: Table 11.

Map 1 shows Talent’s employment land by classification with development constraints.

Table 3 shows the size of lots by plan designations for suitable employment land. Talent has 80 lots that are smaller than 2 acres (with 44 acres of land). Talent has 8 lots between 2 and 10 acres (33 acres of land), one lot between 10 and 20 acres in size (11 acres of land), and zero lots 20 acres and larger.

Table 6. Lot size by plan designation, suitable acres, Talent UGB, 2016

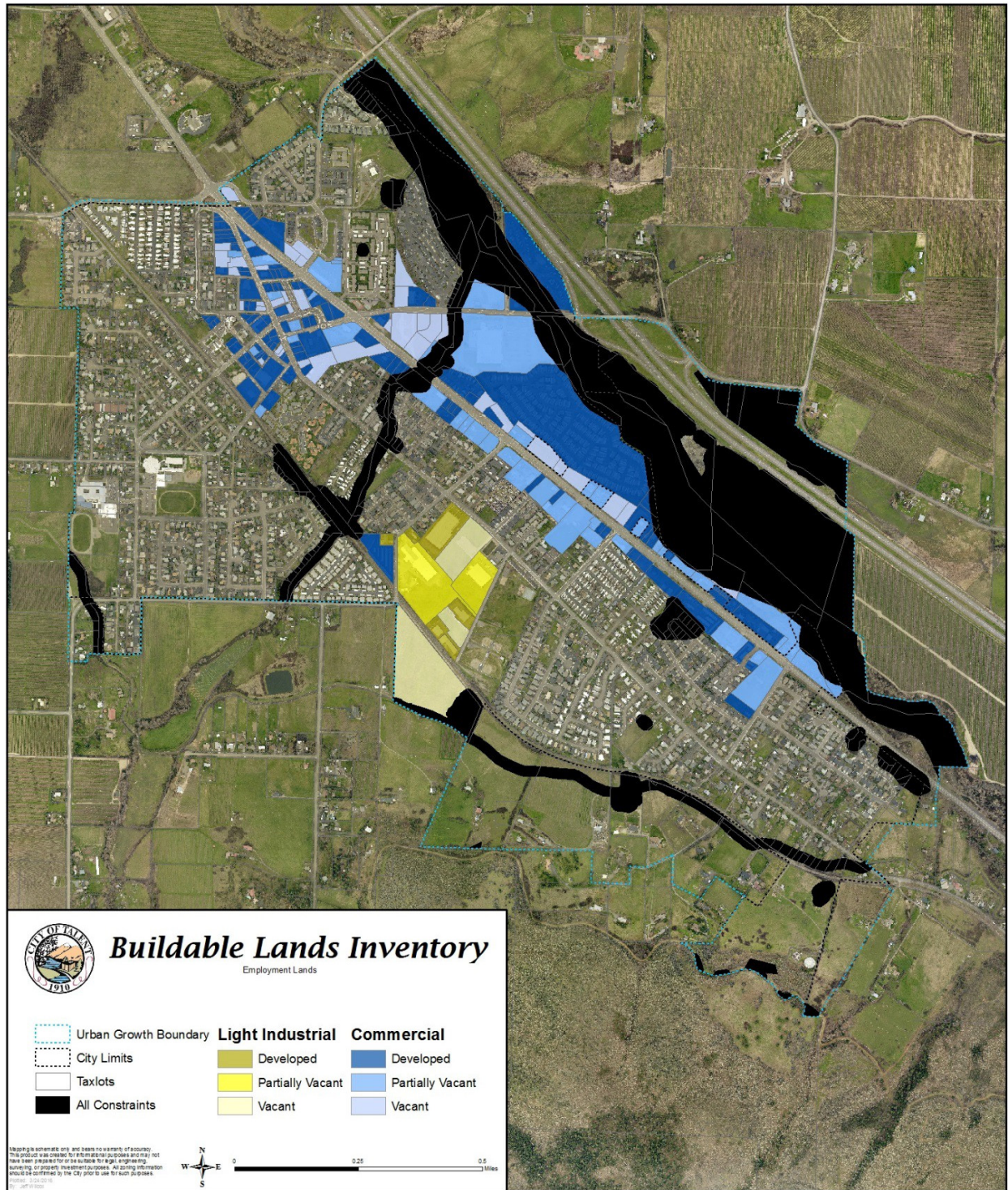
Suitable Acres in Tax Lot (vacant, partially)							
Plan Designation	<1	1 - 1.99	2 - 4.99	5 - 9.99	10 -19.99	20 - 49.99	Total
Acres							
Commercial	23.41	19.33	11.10	8.63	0.00	0.00	62.47
Industrial	0.00	1.53	7.17	6.39	11.10	0.00	26.19
Subtotal	23.41	20.86	18.27	15.02	11.10	0.00	88.66
Tax Lots							
Commercial*	65	14	4	1	0	0	84
Industrial	0	1	2	1	1	0	5
Subtotal	65	15	6	2	1	0	89

Source: City of Talent GIS data & analysis.

Note: 6 Commercial tax lots were removed from this count due to being >90% constrained and therefore unsuitable for development.

The data in Table 3 suggest that Talent has no larger commercial sites. Talent has no commercial sites larger than 10 acres and one sites between 5 and 10 acres (with a total of 9 acres). The one large industrial parcel the City does have, while adjacent to rail, is not in a location suitable for industrial use and is serviced by an underdeveloped collector street. Some of this deficiency could potentially be addressed through redevelopment or partition of parcels that are being underused.

Map 1. Employment land by classification with development constraints, Talent UGB, 2016



3. Factors Affecting Future Economic Growth

Talent exists as part of the larger economy of the Rogue Valley and is strongly influenced by regional economic conditions. For many factors, such as labor, Talent does not differ significantly from the broader region. For other factors, such as income, it does. Thus, Talent benefits from being a part of the larger regional economy and plays a specific role in it.

This chapter describes the factors affecting economic growth in Talent, including national and regional economic trends. The analysis presents Talent's competitive advantages for growing and attracting businesses, which forms the basis for identifying potential growth industries in Talent.

3.1 Factors that Affect Economic Development¹

The fundamental purpose of Goal 9 is to make sure that a local government plans for economic development. The planning literature provides many definitions of economic development, both broad and narrow. Broadly,

“Economic development is the process of improving a community's well-being through job creation, business growth, and income growth (factors that are typical and reasonable focus of economic development policy), as well as through improvements to the wider social and natural environment that strengthen the economy.”²

That definition acknowledges that a community's wellbeing depends in part on narrower measures of economic wellbeing (e.g., jobs and income) and on other aspects of quality of life (e.g., the social and natural environment). In practice, cities and regions trying to prepare an economic development strategy typically use a narrower definition of economic development: they take it to mean business development, job growth, and job opportunity. The assumptions are that:

- Business and job growth are contributors to and consistent with economic development, increased income, and increased economic welfare. From the municipal point of view, investment and resulting increases in property tax are important outcomes of economic development.
- The evaluation of tradeoffs and balancing of policies to decide whether such growth is likely to lead to overall gains in wellbeing (on average and across all citizens and businesses in a jurisdiction, and all aspects of wellbeing) is something that decision makers do after an economic strategy has been presented to them for consideration.

¹ The information in this section is based on previous Goal 9 studies conducted by ECONorthwest and the following publication: *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.

² *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.

That logic is consistent with the tenet of the Oregon land-use planning program: that all goals matter, no goal dominates, and the challenge is to find a balance of conservation and development that is acceptable to a local government and state. Goal 9 does not dominate, but it legitimizes and requires that a local government focus on the narrower view of economic development: the one that focuses on economic variables.

In that context, a major part of local economic development policy is about local support for business development and job growth; that growth comes from the creation of new firms, the expansion of existing firms, and the relocation or retention of existing firms. Thus, a key question for economic development policy is, *What are the factors that influence business and job growth, and what is the relative importance of each?* This document addresses that question in depth.

What Factors Matter?

Why do firms locate where they do? There is no single answer—different firms choose their locations for different reasons. Key determinates of a location decision are a firm's *factors of production*. For example, a firm that spends a large portion of total costs on unskilled labor will be drawn to locations where labor is relatively inexpensive. A firm with large energy demands will give more weight to locations where energy is relatively inexpensive. In general, firms choose locations they believe will allow them to maximize net revenues: if demand for goods and services are held roughly constant, then revenue maximization is approximated by cost minimization.

The typical categories that economists use to describe a firm's production function are:

- **Labor.** Labor is often the most important factor of production. Other things equal, firms look at productivity—labor output per dollar. Productivity can decrease if certain types of labor are in short supply, which increases the costs by requiring either more pay to acquire the labor that is available, the recruiting of labor from other areas, or the use of the less productive labor that is available locally.
- **Land.** Demand for land depends on the type of firm. Manufacturing firms need more space and tend to prefer suburban locations where land is relatively less expensive and less difficult to develop. Warehousing and distribution firms need to locate close to interstate highways.
- **Local infrastructure.** An important role of government is to increase economic capacity by improving quality and efficiency of infrastructure and facilities, such as roads, bridges, water and sewer systems, airport and cargo facilities, energy systems, and telecommunications.
- **Access to markets.** Though part of infrastructure, transportation merits special attention. Firms need to move their product, either goods or services, to the market, and they rely on access to different modes of transportation to do this.

- **Materials.** Firms producing goods, and even firms producing services, need various materials to develop products that they can sell. Some firms need natural resources (i.e., raw lumber) and others may need intermediate materials (i.e., dimensioned lumber).
- **Entrepreneurship.** This input to production may be thought of as good management, or even more broadly as a spirit of innovation, optimism, and ambition that distinguishes one firm from another even though most of their other factor inputs may be quite similar.

The supply, cost, and quality of any of these factors obviously depend on market factors: on conditions of supply and demand locally, nationally, and even globally. But they also depend on public policy. In general, public policy can affect these factors of production through:

- **Regulation.** Regulations protect the health and safety of a community and help maintain the quality of life. Overly burdensome regulations, however, can be disincentives for businesses to locate in a community. Simplified bureaucracies and straightforward regulations can reduce the burden on businesses and help them react quickly in a competitive marketplace.
- **Taxes.** Firms tend to seek locations where they can optimize their after-tax profits. Tax rates are not a primary location factor—they matter only after businesses have made decisions based on labor, transportation, raw materials, and capital costs. The costs of these production factors are usually similar within a region. Therefore, differences in tax levels across communities within a region are more important in the location decision than are differences in tax levels between regions.
- **Financial incentives.** Governments can offer firms incentives to encourage growth. Most types of financial incentives have had little significant effect on firm location between regions. For manufacturing industries with significant equipment costs, however, property or investment tax credit or abatement incentives can play a significant role in location decisions. Incentives are more effective at redirecting growth within a region than they are at providing a competitive advantage between regions.

This discussion may make it appear that a location decision is based entirely on a straightforward accounting of costs, with the best location being the one with the lowest level of overall costs. Studies of economic development, however, have shown that location decisions depend on a variety of other factors that indirectly affect costs of production. These indirect factors include agglomerative economies (also known as industry clusters), quality of life, and innovative capacity.

- **Industry clusters.** Firms with similar business activities can realize operational savings when they congregate in a single location or region. Clustering can reduce costs by creating economies of scale for suppliers. For this reason, firms tend to locate in areas where there is already a presence of other firms engaged in similar or related activities.
- **Quality of life.** A community that features many quality amenities, such as access to recreational opportunities, culture, low crime, good schools, affordable housing, and a clean environment can attract people simply because it is a nice place to be. A region's quality of life can attract skilled workers, and if the amenities lure enough potential

workers to the region, the excess labor supply pushes their wages down so that firms in the region can find skilled labor for a relatively low cost. The characteristics of local communities can affect the distribution of economic development within a region, with different communities appealing to different types of workers and business owners. Sometimes location decisions by business owners are based on an emotional or historical attachment to a place or set of amenities, without much regard for the cost of other factors of production.

- **Innovative capacity.** Increasing evidence suggests that a culture promoting innovation, creativity, flexibility, and adaptability is essential to keeping U.S. cities economically vital and internationally competitive. Innovation is particularly important in industries that require an educated workforce. High-tech companies need to have access to new ideas typically associated with a university or research institute. Innovation affects both the overall level and type of economic development in a region. Government can be a key part of a community's innovative culture, through the provision of services and regulation of development and business activities that are responsive to the changing needs of business.

How Important Are These Factors?

To understand how changes in public policies affect local job growth, economists have attempted to identify the importance for firms of different locational factors. They have used statistical models, surveys, and case studies to examine detailed data on the key factors that enter the business location decision.

Economic theory says that firms locate where they can reduce the costs of their factors of production (assuming demand for products and any other factors are held constant). Firms locate in regions where they have access to inputs that meet their quality standards, at a relatively low cost. Because firms are different, the relative importance of different factors of production varies both across industries and, even more importantly, across firms.

No empirical analysis can completely quantify firm location factors because numerous methodological problems make any analysis difficult. For example, some would argue simplistically that firms would prefer locating in a region with a low tax rate to reduce tax expenses. However, the real issue is the value provided by the community for the taxes collected. Because taxes fund public infrastructure that firms need, such as roads, water, and sewer systems, regions with low tax rates may end up with poor infrastructure, making it less attractive to firms. When competing jurisdictions have roughly comparable public services (type, cost, and quality) and quality of life, then tax rates (and tax breaks) can make a difference.

Further complicating any analysis is the fact that many researchers have used public expenditures as a proxy for infrastructure quality. But large expenditures on roads do not necessarily equal a quality road system. It is possible that the money has been spent ineffectively and the road system is in poor condition.

An important aspect of this discussion is that the business function at a location matters more than a firm's industry. A single company may have offices spread across cities, with headquarters located in a cosmopolitan metropolitan area, the research and development divisions located near a concentration of universities, the back office in a suburban location, and manufacturing and distribution located in areas with cheap land and good interstate access.

The location decisions of businesses are primarily based on the availability and cost of labor, transportation, raw materials, and capital. The availability and cost of these production factors are usually similar within a region. Most economic development strategies available to local governments, however, only indirectly affect the cost of these primary location factors. Local governments can most easily affect tax rates, public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest effect on the level and type of economic development in the community.

Local governments in Oregon also play a central role in the provision of buildable land through inclusion of lands in the Urban Growth Boundary, as well as through determination of plan designations and zoning, and through provision of public services. Obviously, businesses need buildable land to locate or expand in a community. Providing buildable land alone is not sufficient to guarantee economic development in a community—market conditions must create demand for this land, and local factors of production must be favorable for business activity. In the context of expected economic growth and the perception of a constrained land supply in Jackson County, the provision of buildable land has the potential to strongly influence the level and type of economic development in Talent. The provision of buildable land is one of the most direct ways that the City of Talent can affect the level and type of economic development in the community.

3.2 Summary of the Effect of National, State and Regional Trends on Economic Development in Talent

This section presents a summary and the implications of national, state, and regional economic trends on economic growth in Talent, which are presented in Section 3.3.

National, State, and Regional Economic Trends	Implications for Economic Growth in Talent
<p>Moderate growth rates and recovery from the national recession</p> <p>After the end of the recession in 2009, economic growth returned to the U.S. economy, with persistent increases in GDP, (2.1% in the third quarter of 2015) steady job growth (averaging about 237,000 per month over 2015), and decline in the unemployment rate (currently at about 5.1% compared to the recessionary peak of 10%).³</p> <p>Unemployment at the national level has gradually declined since the height of the recession. Unemployment rates in Oregon are typically higher than those of the nation as a whole.</p> <p>The federal government’s economic forecast predicts a moderate pace of economic growth, with gradual increases in employment and real GDP (roughly 3% through the end of 2016).</p> <p>IHS Economic projects that Oregon’s economy will be the fifth-fastest growing among all states in the U.S., averaging annual growth of about 3.5% through 2020. Though the Oregon Office of Economic Analysis expects a slightly slower rate, it still expects Oregon to exceed the national average.⁴</p>	<p>Economic growth in Talent—in measures such as employment growth, unemployment rates, and wage growth—is likely to be markedly improved from the levels seen during the recent national recession.</p> <p>The rate of employment growth in Talent will depend, in part, on the rate of employment growth in Oregon and the nation. The Oregon Office of Economic Analysis forecasts that employment in the Rogue Valley Region (which includes Jackson County) will grow by about by about 13% from 2012 levels. Private Educational and Health Services, Trade, Transportation, and Utilities, and Leisure and Hospitality will make up the majority of the Region’s growth.</p>
<p>Growth of service-oriented sectors</p> <p>Increased worker productivity and the international outsourcing of routine tasks led to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in healthcare and social assistance, professional and business services, and other service industries. Construction employment will grow with the economy, but manufacturing employment will decline. These trends are also expected to affect the composition of Oregon’s economy, although manufacturing in Oregon will grow.</p>	<p>The changes in employment in Jackson County have followed similar trends as changes in national and state employment. The sectors with the greatest change in share of employment since 1980 were in Services.</p> <p>The Oregon Employment Department forecasts that the sectors likely to have the most employment growth in the Rogue Valley Region—the region that includes Jackson County—over the 2012 to 2022 period are: Private Educational and Health Services, Trade, Transportation, and Utilities, Leisure and Hospitality, and Professional and Health Services. These sectors represent employment opportunities for Talent.</p>

³ “Job Growth Steady in July, Possibly Easing Path for Fed Action,” *The New York Times*, August 7, 2015; “US Economy at a Glance,” US Bureau of Economic Analysis, accessed December 14, 2015; “Employment Situation Summary,” Economic News Release, Bureau of Labor Statistics, December 4, 2015.

⁴ IHS Economics in “Oregon Economic and Revenue Forecast,” Oregon Office of Economic Analysis, Dec 2015. <http://www.oregon.gov/DAS/OEA/docs/economic/forecast1215.pdf>

National, State, and Regional Economic Trends	Implications for Economic Growth in Talent
<p>Importance of small businesses in Oregon's economy Small business, with 100 or fewer employees, account for 41% of private-sector employment in Oregon. Workers of small businesses typically have had lower wages than the state average.</p>	<p>The average size for a private business in Talent is 5.1 employees per business, compared to the State average of 11 employees per private business.</p> <p>Businesses with 20 or fewer employees account for roughly 64% of private employment in Talent. Businesses with 9 or fewer employees account for 44% of private employment and 4 or fewer account for 20% of private employment.</p> <p>Growth of small businesses presents key opportunities for economic growth in Talent.</p>
<p>Availability of trained and skilled labor</p> <p>Businesses in Oregon are generally able to fill jobs, either from available workers living within the State, or by attracting skilled workers from outside of the State.</p> <p>Availability of labor depends, in part, on population growth and in-migration. Oregon added more than 1,120,000 new residents and about 465,000 new jobs between 1990 and 2014. The population-employment ratio for the State was about 2.2 residents per job over the 24-year period.</p> <p>Availability of labor also depends on workers' willingness to commute. Workers in Oregon typically have a commute that is 30 minutes or shorter.</p> <p>Availability of skilled workers depends, in part, on educational attainment. About 30% of Oregon's workers have a Bachelor's degree or higher.</p>	<p>Employment in Jackson County grew at about 0.6% annually over the 2000 to 2014 period, while population grew at about 1.7% over the same period.</p> <p>About 86% of workers at businesses located in Talent lived in Jackson County, and 12% lived within Talent city limits. Firms in Talent attracted workers from Southern Oregon. Over 85% of workers in Talent commuted into the City from elsewhere, many from Medford (29% of Talent workers), Ashland (9%), and Central Point (5%). These commuting patterns are similar to commuting in other cities in the Southern Oregon.</p> <p>Talent's residents were more likely to have completed some college or earned an Associate's degree (39%) than the State average (35%).</p>
<p>Aging of the population</p> <p>The number of Oregonians aged 65 and older will nearly double between 2015 and 2050, while the number of people under age 65 will grow by only about 29%. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.</p> <p>Furthermore, people are retiring later than previous generations and continuing to work past 65 years old. This trend is seen both at the national and State levels. Even given this trend, the need for workers to replace retiring Baby Boomers will outpace job growth. Management occupations and teachers will have the greatest need for replacement workers because these occupations have older-than-average workforces.</p>	<p>The changes in the Jackson County's age structure are similar to that of the State, with the most growth observed in people 60 years and older.</p> <p>The State projects that the share of the population over the age of 60 in the Jackson County will increase from 28% to 36% from 2015 and 2035.</p> <p>Firms in Talent will need to replace workers as they retire. Demand for replacement workers is likely to outpace job growth in Talent, consistent with State trends. Given the CBO's forecast of relatively low unemployment rates (about 5.5% through 2025), businesses in Talent (and throughout the State) may have difficulties finding replacement workers.</p>

National, State, and Regional Economic Trends	Implications for Economic Growth in Talent
<p>Increases in energy prices</p> <p>Although energy prices are currently low by historical standards, over the long-term, energy prices are forecast to return to relatively high levels, as the economy and the population grow.</p> <p>As energy prices increase over the planning period, energy consumption for transportation may decrease. Increasing energy prices may decrease willingness to commute long distances. However, the impact on transportation costs from energy prices may be partly offset by increased energy efficiency of vehicles and stricter emissions standards.</p>	<p>In 2015, low energy prices have decreased the costs of commuting. Over the long-term, if energy prices increase, these higher prices will likely affect the mode of commuting before affecting workers' willingness to commute. For example, commuters may choose to purchase a more energy-efficient car, use the bus, or carpool.</p> <p>Very large increases in energy prices may affect workers' willingness to commute, especially workers living the furthest from Talent or workers with lower paying jobs. In addition, very large increases in energy prices may make shipping freight long distances less economically feasible, resulting in a slow-down or reversal of off-shore manufacturing, especially of large, bulky goods.</p>
<p>Comparatively low wages</p> <p>The income of a region affects the workforce and the types of businesses attracted to the region. Average income affects workers and businesses in different ways. Workers may be attracted to a region with higher average wage or high wage jobs. Businesses, however, may prefer to locate in regions with lower wages, where the cost of doing business may be lower.</p> <p>Since the early 1980's, Oregon's per capita personal income has been consistently lower than the U.S. average. In 2014, Oregon's per capita wage was 91% of the national average. From 2000 to 2014 nominal wages in the nation grew by 46% from \$35,300 to \$51,400, while wages in Oregon increased by only 42% from \$32,800 to \$46,500.</p>	<p>Income in Oregon has historically been below national averages, and Jackson County's per capita personal income has remained beneath that of the State and the nation. While the County's average wages followed a similar trend as personal income, they remained below the State in both 2000 and 2014. In 2014, Jackson County's average wage was about \$38,005 compared to the State (\$46,515).</p> <p>There are three basic reasons that wages are lower in Oregon and Jackson County than in the U.S.: (1) wages for similar jobs are lower; (2) the occupational mix of employment is weighted towards lower paying occupations; (3) a large proportion of Jackson County's population are retired.</p> <p>In addition, wages in Jackson County and Oregon tend to be more volatile than the national average. The major reason for this volatility is that the relative lack of diversity in the State and County economy.</p> <p>Average wages in Talent are relatively low. For example, the median household income in Talent in the 2010-14 period was about \$32,686, compared to \$51,334 in the State. This difference may be due to the shifting employment trend toward a more service-based labor force. On average, wages for service-based jobs are lower in comparison to more technical jobs such as manufacturing.</p>

National, State, and Regional Economic Trends	Implications for Economic Growth in Talent
<p>Education as a determinant of wages</p> <p>The majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree.</p> <p>The fastest growing occupations requiring an academic degree will be: industrial-organizational psychologists, interpreters and translators, diagnostic medical sonographers, occupational therapy assistants, genetic counselors, physical therapist assistants, and physician assistants. Occupations that do not require an academic degree (e.g., retail sales person, food preparation workers, and home care aides) will grow, accounting for almost two-thirds of all new jobs by 2022. These occupations typically have lower pay than occupations requiring an academic degree.</p> <p>The national median income for people over the age of 25 in 2014 was about \$43,628. Workers without a high school diploma earned \$18,252 less than the median income, and workers with a high school diploma earned \$8,892 less than median income. Workers with some college earned \$5,096 less than median income, and workers with a bachelor's degree earned \$13,624 more than median. Workers in Oregon experience the same patterns as the nation, but pay is generally lower in Oregon than the national average.</p>	<p>Talent's residents were more likely to have completed some college or received an Associate's degree, compared to Oregon residents as a whole (39% versus 35%), though Talent's residents were less likely to hold a Bachelor's, graduate, or professional degree (28% versus 30%).</p> <p>Businesses that want to locate in Talent can draw from the labor pool of the Southern Oregon region.</p>
<p>Importance of high quality natural resources</p> <p>The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in households' incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.</p>	<p>The region's high quality natural resources present economic growth opportunities for Talent, ranging from food and beverage production to amenities that attract visitors and contribute to the region's high quality of life.</p>

3.3 National Trends

Economic development in Talent over the next 20 years will occur in the context of long-run national trends. The most important of these trends include:

- **Economic growth will continue at a moderate pace.** Analysis from the Congressional Budget Office (CBO) predicts moderate growth: 3.1% GDP growth in 2016, 3.7% in 2017, and 2.2% in 2018-2019. Increases in consumer spending, business investment, and residential investment are expected to drive this growth.

The unemployment rate is expected to decrease to 5% by the fourth quarter of 2017, and remain relatively steady after that. Growth in hourly compensation will increase labor force participation, slowing its longer-term decline.

Beyond 2019, CBO projects that output will increase by 2.1% per year, higher than 2008-2014 growth, but lower than growth in the 1980's, 1990's, and early 2000's mainly due to slower labor force growth. Unemployment is expected to be 5.25% from 2020-2025.⁵

- **The aging of the baby boom generation, accompanied by increases in life expectancy.** As the baby boomer generation continues to retire, the number of Social Security recipients is expected to increase from 59 million in 2014 to over 90 million in 2035, a 53% increase. However, due to lower-birth rate replacement generations, the number of covered workers is only expected to increase 14.7% over the same time period, from 165 million to almost 190 million in 2035. Currently, there are 36 Social Security beneficiaries per 100 covered workers in 2014 but by 2035 there will be 58 beneficiaries per 100 covered workers. This will increase the percent of the federal budget dedicated to Social Security and Medicare.⁶

Baby boomers are expecting to work longer than previous generations. An increasing proportion of people in their early- to mid-50s expect to work full-time after age 65. In 2004, about 40% of these workers expect to work full-time after age 65, compared with about 30% in 1992.⁷ This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2.9% of the workforce in 2000 to 4.1% of the workforce in 2010, an increase of 41%. Over the same ten-year period, workers 45 to 64 years increased by 15%.⁸

- **Need for replacement workers.** The need for workers to replace retiring baby boomers will outpace job growth. According to the Bureau of Labor Statistics, there will be 50.6

⁵ Congressional Budget Office. An Update to the Budget and Economic Outlook: 2015-2025. August 2015. <https://www.cbo.gov/publication/50724>

⁶ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2015, *The 2015 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, May 13, 2011.

⁷ "The Health and Retirement Study," 2007, National Institute of Aging, National Institutes of Health, U.S. Department of Health and Human Services.

⁸ Analysis of 2000 Decennial Census data and 2010 U.S. Census American Community Survey, 1-Year Estimates for the table Sex by Age by Employment Status for the Population 16 Years and Over

million total job openings over the 2012-2022 period, over two-thirds from replacement needs. Almost two thirds of job openings are in occupations that do not require postsecondary education.⁹

- **The importance of education as a determinant of wages and household income.**

According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require an academic degree. The fastest growing occupations requiring an academic degree will be: industrial-organizational psychologists, interpreters and translators, diagnostic medical sonographers, occupational therapy assistants, genetic counselors, physical therapist assistants, and physician assistants. Occupations that do not require an academic degree (e.g., retail sales person, food preparation workers, and home care aides) will grow, accounting for almost two-thirds of all new jobs by 2022. These occupations typically have lower pay than occupations requiring an academic degree.¹⁰

The national median income for people over the age of 25 in 2014 was about \$43,628. Workers without a high school diploma earned \$18,252 less than the median income, and workers with a high school diploma earned \$8,892 less than median income. Workers with some college earned \$5,096 less than median income, and workers with a bachelor's degree earned \$13,624 more than median. Workers in Oregon experience the same patterns as the nation, but pay is generally lower in Oregon than the national average.¹¹

- **Increases in labor productivity.** Productivity, as measured by output per hour of labor input, increased in most sectors between 2000 and 2010, peaking in 2007. However, productivity increases were interrupted by the recession. After productivity decreases from 2007 to 2009, many industries saw large productivity increases from 2009 to 2010. Industries with the fastest productivity growth were Information Technology-related industries. These include wireless telecommunications carriers, computer and peripheral equipment manufacturing, electronics and appliance stores, and commercial equipment manufacturing wholesalers.¹²

- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. High-quality natural resources continue to be important in some states, especially in the Western U.S. Increases in the population and in households' incomes, plus changes in tastes and preferences have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities.

⁹ "Occupational Employment Projections to 2012-2022," Bureau of Labor Statistics, December 2013.

¹⁰ "Occupational Employment Projections to 2012-2022," Bureau of Labor Statistics, December 2013.

¹¹ Bureau of Labor Statistics, Employment Projections, April 2015. http://www.bls.gov/emp/ep_chart_001.htm

¹² Brill, Michael R. and Samuel T. Rowe, "Industry Labor Productivity Trends from 2000 to 2010." Bureau of Labor Statistics, *Spotlight on Statistics*, March 2013.

Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.¹³

- **Continued increase in demand for energy.** Energy prices are forecasted to increase over the planning period. While energy use per capita is expected to decrease to 2040, total energy consumption will increase with rising population. Energy consumption is expected to grow primarily from industrial and (to a lesser extent) commercial users, and slightly decrease in the residential sector. Energy consumption for transportation is expected to decrease, due to increased federal standards and increased technology for energy efficiency in vehicles.

Energy consumption by type of fuel is expected to change over the planning period. By 2040, the U.S. will continue to shift from crude oil towards natural gas and renewables. For example from 2013 to 2040, the Energy Information Administration projects that US overall energy consumption will average a 0.3% annual growth rate, while consumption of renewable sources grows at 1.4% per year. Despite increases in energy efficiency and decreases in demand for energy by some industries, demand for energy is expected to increase over the 2013 to 2040 period because of increases in population and economic activity.¹⁴

- **Impact of rising energy prices on commuting patterns.** As energy prices increase over the planning period, energy consumption for transportation will decrease. Increasing energy prices may decrease willingness to commute long distances.¹⁵ The increases in energy prices, may impact willingness to commute long distances, but may be partly offset by increased energy efficiency of vehicles and stricter emissions standards. Vehicle miles traveled (VMT) are expected to increase through 2040.
- **Potential impacts of global climate change.** The consensus among the scientific community that global climate change is occurring expounds important ecological, social, and economic consequences over the next decades and beyond.¹⁶ Extensive research shows that Oregon and other western states already have experienced noticeable changes in climate, and predicts that more change will occur in the future.¹⁷

¹³ For a more thorough discussion of relevant research, see, for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. "Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273-297.

¹⁴ Energy Information Administration, 2015, *Annual Energy Outlook 2015 with Projections to 2040*, U.S. Department of Energy, April 2015. [http://www.eia.gov/forecasts/aeo/pdf/0383\(2015\).pdf](http://www.eia.gov/forecasts/aeo/pdf/0383(2015).pdf). Note, the cited growth rates are shown in the Executive Summary and in Table A2.

¹⁵ Energy Information Administration, 2015, *Annual Energy Outlook 2015 with Projections to 2040 Early Release Overview*, U.S. Department of Energy, April 2015.

¹⁶ Karl, T.R., J.M. Melillo, and T.C. Peterson, eds. 2009. *Global Climate Change Impacts in the United States*. U.S. Global Change Research Program. June. Retrieved June 16, 2009, from www.globalchange.gov/usimpacts; and Pachauri, R.K. and A. Reisinger, eds. 2007. *Climate Change 2007: Synthesis Report. Contribution of Working Groups I, II, and III to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*.

¹⁷ Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Upper Willamette River Basin of Western Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon.

In the Pacific Northwest, climate change is likely to (1) increase average annual temperatures, (2) increase the number and duration of heat waves, (3) increase the amount of precipitation falling as rain during the year, (4) increase the intensity of rainfall events, and 5) increase sea level. These changes are also likely to reduce winter snowpack and shift the timing of spring runoff earlier in the year.¹⁸

These anticipated changes point toward some of the ways that climate change is likely to impact ecological systems and the goods and services they provide. There is considerable uncertainty about how long it would take for some of the impacts to materialize, and the magnitude of the associated economic consequences. Assuming climate change proceeds as today's models predict, however, some of the potential economic impacts of climate change in the Pacific Northwest will likely include:¹⁹

- *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in: growing season, temperature ranges, and water availability.²⁰ Climate change may impact Oregon's forestry through increase in wildfires, decrease in the rate of tree growth, change in mix of tree species, and increases in disease and pests that damage trees.²¹
- *Potential impact on tourism and recreation.* Impacts on tourism and recreation may range from: (1) decreases in snow-based recreation if snow-pack in the Cascades decreases, (2) negative impacts to tourism along the Oregon Coast as a result of

March. Retrieved June 16, 2009, from http://climlead.uoregon.edu/pdfs/willamette_report3.11FINAL.pdf and Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Rogue River Basin of Southwest Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009 from http://climlead.uoregon.edu/pdfs/ROGUE%20WS_FINAL.pdf

¹⁸ Mote, P., E. Salathe, V. Duliere, and E. Jump. 2008. *Scenarios of Future Climate for the Pacific Northwest*. Climate Impacts Group, University of Washington. March. Retrieved June 16, 2009, from <http://cses.washington.edu/db/pdf/moteetal2008scenarios628.pdf>; Littell, J.S., M. McGuire Elsner, L.C. Whitely Binder, and A.K. Snover (eds). 2009. "The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate - Executive Summary." *In The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate*, Climate Impacts Group, University of Washington. Retrieved June 16, 2009, from www.cses.washington.edu/db/pdf/wacciaexecsummary638.pdf; Madsen, T. and E. Figdor. 2007. *When it Rains, it Pours: Global Warming and the Rising Frequency of Extreme Precipitation in the United States*. Environment America Research & Policy Center and Frontier Group.; and Mote, P.W. 2006. "Climate-driven variability and trends in mountain snowpack in western North America." *Journal of Climate* 19(23): 6209-6220.

¹⁹ The issue of global climate change is complex and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

²⁰ "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

²¹ "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

damage and beach erosion from rising sea levels,²² (3) negative impacts on availability of water summer river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times, these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2008 and 2009 following declines in the housing market and the mortgage banking crisis. The result of the economic downturn was decreases in employment related to the housing market, such as construction and real estate. As these industries recover, they will continue to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

3.4 State Trends

Short-Term Trends

Oregon is on its way to recovery from the recent recession. According to the Oregon Office of Economic Analysis (OEA), the Oregon Economy “continues to be full throttle.” Wages remain below the national average, but they are at a relative high compared to the early 1980s. Over the past year, Oregon added over 57,000 jobs, a 3.3% growth rate. The professional and business services, health services, and leisure and hospitality industries have accounted for almost half of total growth in the State. Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and in-migration flows. Its labor market continues to gain more workers, signaled by an improving market participation rate relative to its low recessionary levels.²³

The housing market is continuing to recover. Oregon is seeing high household formation rates, which is good for the housing market. However, supply (both rental and ownership) of housing has not kept pace with housing demand, causing home prices and rents to rise. If construction cannot keep pace with household growth, housing affordability will become a greater issue. The OEA expects construction to increase over the next three years, relieving some of this pressure.²⁴

The Oregon Index of Leading Indicators has grown since 2012. The leading indicators showing improvement are: volume of air freight, increase in housing permits, initial claims for unemployment, new incorporations of companies, and withholdings out of wages and salaries.

²² “The Economic Impacts of Climate Change in Oregon: A preliminary Assessment,” Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

²³ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2016. Vol. XXXVI, No. 1, page 2 <http://www.oregon.gov/das/OEA/Documents/forecast0316.pdf>

²⁴ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2016. Vol. XXXVI, No. 1, page 13-4.

However, negative indicators include a low book-to-bill ratio, decreasing industrial production, and the appreciating Oregon Dollar Index.²⁵

Oregon's economic health is dependent on the export market. The value of Oregon exports in 2015 was \$20 billion. The countries that Oregon has the most exports to are China (24% of total Oregon exports), Canada (13%), Malaysia (12%), Japan (7%), South Korea (5%), and Taiwan (4%).²⁶ With the appreciation of Oregon's dollar, Oregon's exports have slowed.²⁷ The economic slowdown across many parts of Asia will continue to affect the Oregon economy. However, the Trans-Pacific Partnership, a trade agreement that would reduce trade barriers if approved, is expected to increase Oregon exports to participating countries (such as Malaysia, Japan, and Canada).

Long-term Trends

State, regional, and local trends will also affect economic development in Talent over the next 20 years. The most important of these trends includes: continued in-migration from other states, distribution of population and employment across the state, and change in the types of industries in Oregon.

- **Continued in-migration from other states.** Oregon will continue to experience in-migration (more people moving *to* Oregon than *from* Oregon) from other states, especially California and Washington. From 1990 to 2015, Oregon's population increased by over 1.1 million, 66% of which was from people moving into Oregon (net migration). The average annual increase in population from net migration over the same time period was just under 31,000. During the early- to mid-1990's Oregon's net migration was highest, reaching over 60,000 in 1991, with another smaller peak in the mid 2000's. Oregon hasn't seen negative net migration since a period of negative net migration in the early- to mid-1980's.²⁸
- **Forecast of job growth.** Total nonfarm employment is expected to increase from 1.8 million in 2015 to just below 2 million in 2022, an increase of 218,000 jobs. The industries with the largest growth will be Professional and Business Services, Leisure and Hospitality, Health Services, and Retail Trade, accounting for 61% of the forecasted growth.²⁹
- **Continued importance of manufacturing to Oregon's economy.** Oregon's exports totaled \$19.4 billion in 2008, nearly doubling since 2000, and reached \$21 billion in 2014. In 2015, exports are on track to meet 2014's exports. The majority of Oregon exports go to countries along the Pacific Rim, with Canada, China, Japan, Korea, and Malaysia as

²⁵ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2016 Vol. XXXVI, No. 1, page 11.

²⁶ United States Census. State Exports from Oregon, 2012-2015.
<https://www.census.gov/foreign-trade/statistics/state/data/or.html>

²⁷ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2016. Vol. XXXVI, No. 1, page 6.

²⁸ Portland State University Population Research Center. 2013 Annual Population Report. April 2014.
<http://www.pdx.edu/prc/annual-oregon-population-report>

²⁹ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2016. Vol. XXXVI, No. 1, page 39-40.

top destinations. Oregon's largest exports are tied to high-tech and mining, as well as agricultural products.³⁰ Manufacturing employment is concentrated in five counties in the Willamette Valley or Portland area: Washington, Multnomah, Lane, Clackamas, and Marion Counties.³¹

- **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other manufacturing industries, such as high-technology manufacturing (Industrial Machinery, Electronic Equipment, and Instruments), Transportation Equipment manufacturing, and Printing and Publishing.³²
- **Income.** Oregon's income and wages are below that of a typical state. However, mainly due to the wage growth over the last two to three years, Oregon wages are at their highest point relative to other states since the recession in the early 1980's. In 2014, the average annual wage was \$46,515, and median household income was \$51,075 (compared to national average wages of \$51,364, and national household income of \$53,657).³³ Total personal income (all classes of income, minus Social Security contributions, adjusted for inflation) in Oregon is expected to increase by 47%, from \$173 billion in 2015 to \$255 billion in 2022. Per capita income is expected to increase by 36% over the same time period, from \$43,000 in 2015 to \$58,400 in 2022 (in nominal dollars).³⁴
- **Small businesses continue to account for a large share of employment in Oregon.** While small firms played a large part in Oregon's expansion between 2003 and 2007, they also suffered disproportionately in the recession and its aftermath (64% of the net jobs lost between 2008 and 2010 were from small businesses).

In 2013 small businesses (those with 100 or fewer employees) accounted for 96% of all businesses and 41% of all private-sector employment in Oregon. Said differently, most businesses in Oregon are small (in fact, 77% of all businesses have fewer than 10 employees), but the largest share of Oregon's workers work for large businesses.

³⁰ Oregon Office of Economic Analysis. Oregon Exports 2015: Destination Countries. August 2015. <http://oregoneconomicanalysis.com/2015/08/13/oregon-exports-2015-destination-countries/>

³¹ Business Oregon, "Economic Data Packet"

³² Although Oregon's economy has diversified since the 1970's, natural resource-based manufacturing accounts for nearly 40% of employment in manufacturing in Oregon in 2014, with the most employment in Wood Product and Food manufacturing (QCEW).

³³ Average annual wages are for "Total, all industries," which includes private and public employers. Oregon Quarterly Census of Employment and Wages, 2014. <https://www.qualityinfo.org>; Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2014, Total, US Census American Community Survey 1-Year Estimates, 2014, Table B19013.

³⁴ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2016. Vol. XXXVI, No. 1, page 38.

The average annualized payroll per employee for small businesses was \$34,527 in 2013, which is considerably less than that for large businesses (\$50,114) and the statewide average for all businesses (\$46,669).³⁵

Younger workers are important to continue growth of small businesses across the nation. More than one-third of Millennials (those born between 1980 - 1999) are self-employed, with approximately half to two-thirds interested in becoming an entrepreneur. Furthermore, in 2011, about 160,000 startup companies were created each month; 29% of these companies were founded by people between 20 to 34 years of age.³⁶

³⁵ U.S. Census Bureau, 2013 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S and States. <http://www.census.gov/econ/susb/>

³⁶ Cooper, Rich, Michael Hendrix, Andrea Bitely. (2012). "The Millennial Generation Research Review." Washington, DC: The National Chamber Foundation. Retrieved from: <https://www.uschamberfoundation.org/sites/default/files/article/foundation/MillennialGeneration.pdf>.

3.5 Regional and Local Trends

Availability of Labor

The availability of trained workers in Talent will impact development of its economy over the planning period. A skilled and educated populace can attract well-paying businesses and employers and spur the benefits that follow from a growing economy. Key trends that will affect the workforce in Talent over the next 20 years include its growth in its overall population, growth in the senior population, and commuting trends.

Growing Population

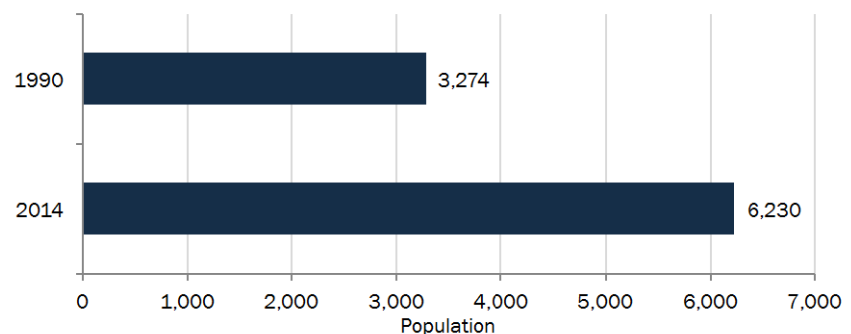
Population growth in Oregon tends to follow economic cycles. Historically, Oregon's economy is more cyclical than the nation's, growing faster than the national economy during expansions, and contracting more rapidly than the nation during recessions. Oregon grew more rapidly than the U.S. in the 1990s (which was generally an expansionary period) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. As the nation's economic growth slowed during 2007, Oregon's population growth began to slow.

Oregon's population grew from 2.8 million people in 1990 to 4.0 million people in 2014, an increase of over 1,100,000 people at an average annual rate of 1.39%. Oregon's growth rate slowed to 1.05% annual growth between 2000 and 2014.

From 1990 to 2014, Talent's population increased by 2,956 people or 90%.

Figure 1. Population, Talent, 1990 - 2014

Source: PSU Population Research Center, US Decennial Census



From 1990 to 2014, Talent's population grew by 2,956 people, accounting for 4.8% of population growth in Jackson County.

Figure 2. Population Growth, 1990 - 2014

Source: PSU Population Research Center Certified Population Estimates, 1990 and 2014



Talent's population grew faster than both the County and the State.

Figure 3. Population Growth, 1990 - 2014

Source: PSU Population Research Center Certified Population Estimates, 1990 and 2014

2.7% Talent	1.5% Jackson County	1.4% Oregon
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Age Distribution

The number of people aged 65 and older in the U.S. is expected to double by 2050, while the number of people under age 65 will only grow by 12%. The economic effects of this demographic change include a slowing of the growth of the labor force, need for workers to replace retirees, aging of the workforce for seniors that continue working after age 65, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.³⁷

The median age of Talent residents is increasing. This is similar for Jackson County and Oregon.

Talents' median age has increased by six years since 2000.

Over the same period, the median age increased in both Jackson County and Oregon, but by fewer years relative to Talent.

Figure 4. Median Age, 2000 to 2010-14

Source: US Census Bureau, 2000 Decennial Census Table P013, 2010-14 ACS Table B01002.

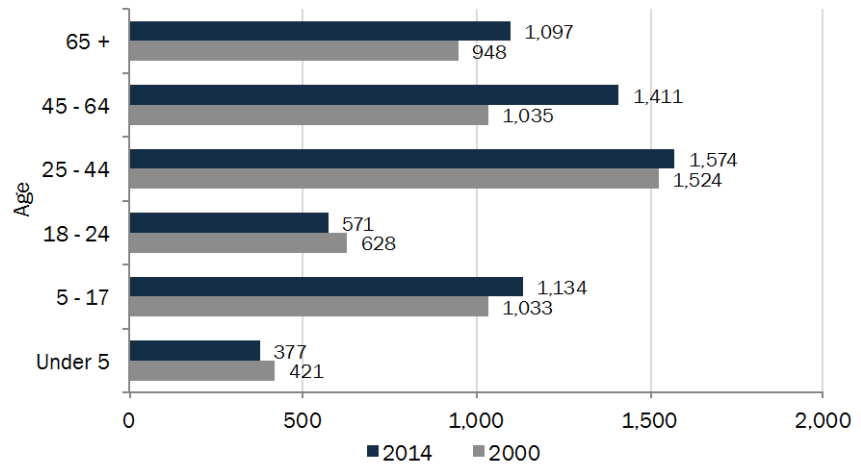
2000	34.3 Talent	39.2 Jackson County	36.3 Oregon
2010-14	40.5 Talent	42.7 Jackson County	38.9 Oregon

³⁷ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2008, *The 2008 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, April 10, 2008. *The Budget and Economic Outlook: Fiscal Years 2007 to 2016*, January; and Congressional Budget Office, 2005, *The Long-Term Budget Outlook*, December.

From 2000 to 2014, Talent's largest population increase was for the population aged 45 to 64 years old. This is larger than statewide trends.

Figure 5. Talent population change by age, 2000-2014

Source: U.S. Census 2000 Summary File, American Community Survey 2014 5-year estimate Table B01001

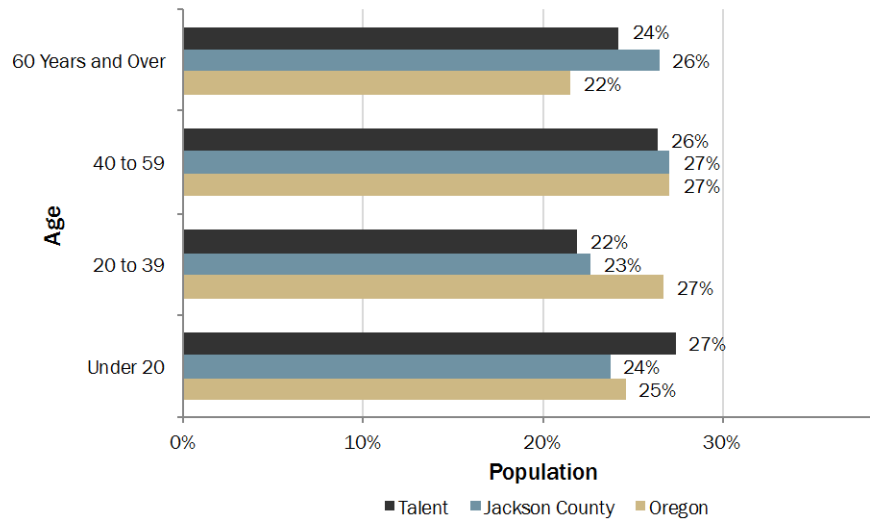


In 2014, 48% of Talent's residents were between 20 and 59 years old.

Talent has a larger share of residents under the age of 20 than Jackson County and the State. Talent has a comparatively small population of residents between the ages of 20 to 39 (22%).

Figure 6. Population distribution by age, Oregon, Jackson County, and Talent, 2010-2014

Source: American Community Survey, 2014 5-year estimate

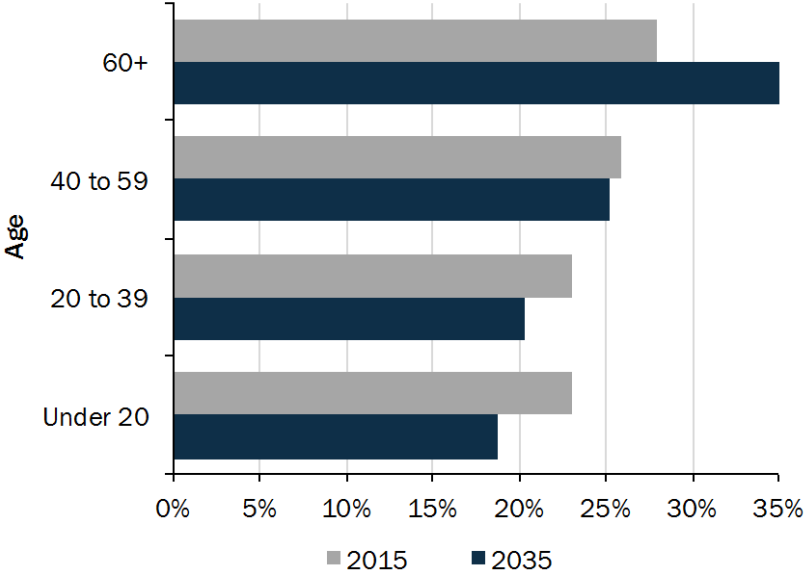


By 2035, Jackson County will have a larger share of residents older than sixty than it does today.

The share of residents aged 60 years and older will account for 36% of Jackson County’s population, compared to 28% in 2015.

Figure 7. Population Growth by Age Group, Jackson County, 2015 - 2035

Source: Oregon Office of Economic Analysis, Long-term County Forecast, 2013 Release



Income

Income and wages affect business decisions for locating in a city. Areas with higher wages may be less attractive for industries that rely on low-wage workers.

Per capita income³⁸ grew most years during the 34-year period, with the exception of a decrease during the recession. Between 1980 and 2015, Oregon's per capita personal income was consistently lower than the U.S. average. In 1980, Oregon's per capita personal income equaled the national average. By 2013, Oregon's per capita personal income reached 90% of the national average. Oregon's relatively low wages make the state attractive to businesses seeking to locate in areas with lower-than-average wages.

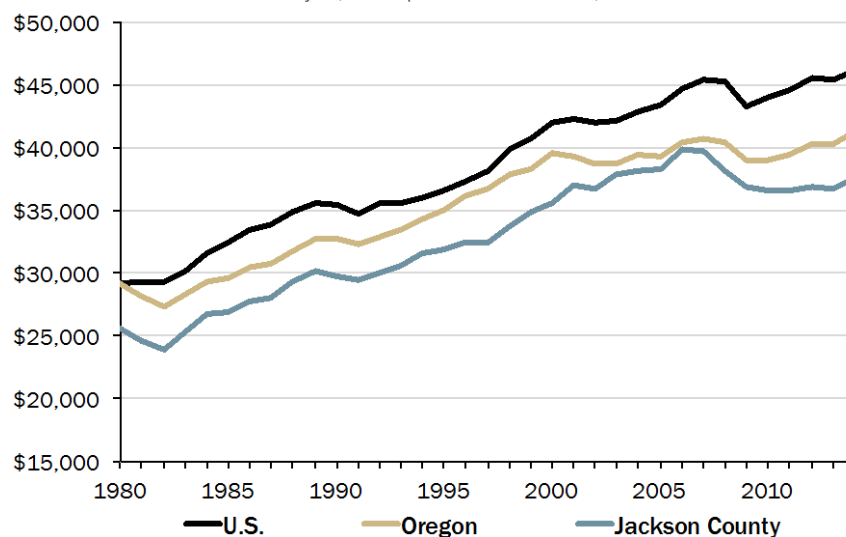
Jackson County's per capita income remained consistently below the State average, though it followed similar growth trends as State personal income. In 2006, Jackson County reached an almost identical level compared to the State, but remained below the State's average for following years.

Per capita income (adjusted for inflation) in the nation, Oregon, and Jackson County has grown since 1980.

Since 2000, per capita personal income increased nationally and remained relatively flat in Oregon and Jackson County. Oregon grew 6% in the post-recession period between 2009 and 2014, larger than Jackson County's 2% growth over the same period. Jackson County's per capita income was 91% of Oregon's average in 2014.

Figure 8. Per Capita Personal Income, US, Oregon, and Jackson County, 1980 to 2014, Inflation-adjusted 2014 Dollars

Source: Bureau of Economic Analysis, Per Capita Personal Income, Table CA-1



³⁸ Personal income includes wages, dividends and interest from investments, rent from investments, pension plan payments and transfer payments (e.g., social security payments). Per capita personal income is the personal income of the area divided by the total number of people in the area.

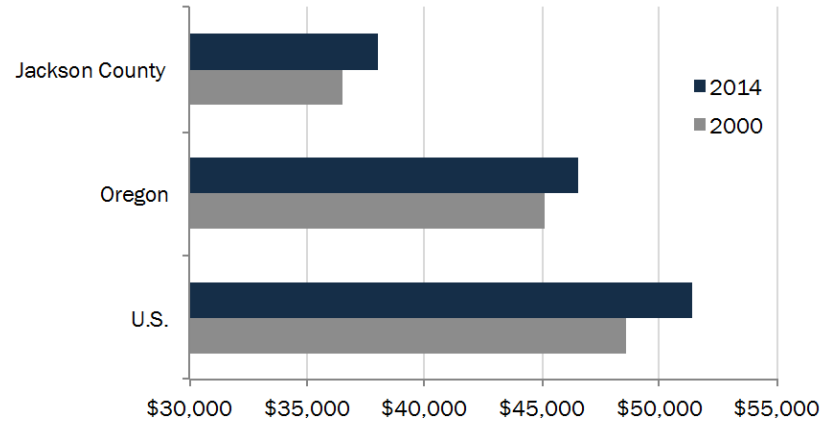
Between 2000 and 2014, Jackson County’s per capita personal income grew and its average wages increased. Over the same period, average wages increased in Oregon and the U.S. The increase in average wages in Jackson County has many causes, but one cause is the change in mix of jobs in Jackson County since 2001.

From 2000 to 2014, average annual wages rose in Jackson County, Oregon, and the nation.

In 2014, average annual wages were about \$38,005 in Jackson County, \$46,515 in Oregon, and \$51,361 in the nation.

Figure 9. Average Annual Wage, Covered Employment, US, Oregon, and Jackson County, 2000 to 2014, Inflation-adjusted 2014 Dollars

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages



In the 2010-14 period, Talent’s median household income was below that of the County and the State.

Figure 10. Median Household Income, 2010-14

Source: US Census Bureau, 2014 ACS Table B19013



In the 2010-14 period, Talent’s median family income was below that of the County and the State.

Figure 11. Median Family Income, 2010-14

Source: US Census Bureau, 2014 ACS Table B19113

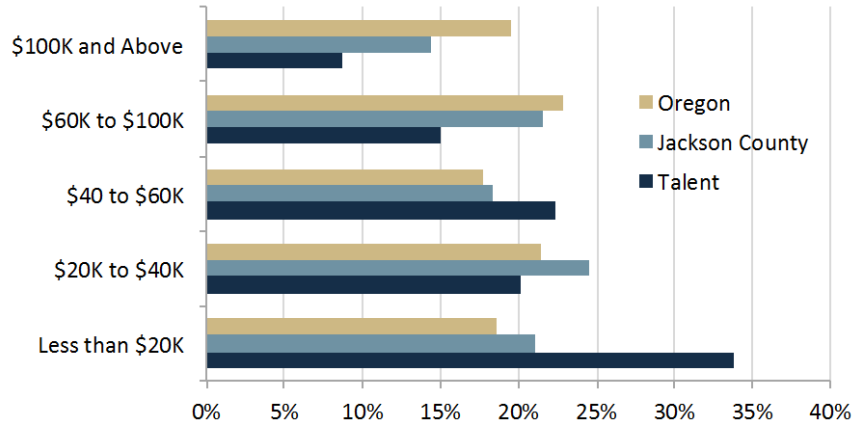


Figure 12 shows the distribution of household income in Oregon, Jackson County, and Talent in 2014.

In the 2010-14 period, 34% of Talent households had less than \$20,000 in income. 76% of Talent households had an income of less than \$60,000 compared to 58% statewide.

Figure 12. Household Income by Income Group, Oregon, Jackson County, and Talent, 2010-14, Inflation-adjusted 2014 Dollars

Source: US Census Bureau, 2014 ACS Table B19001



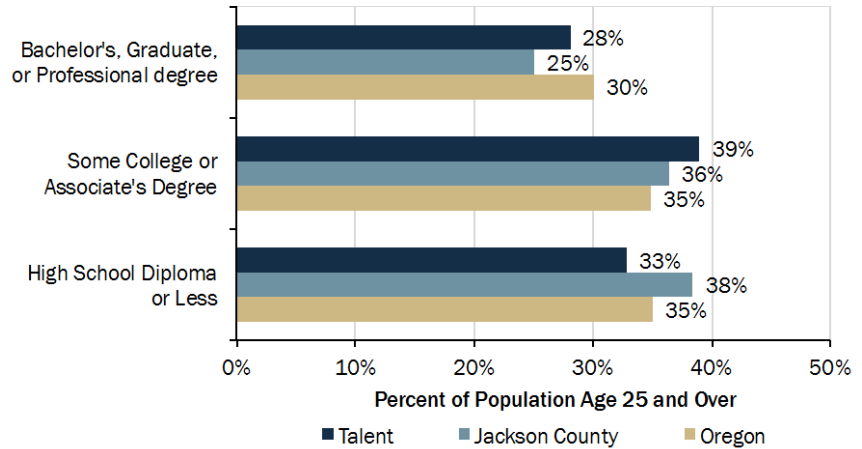
Educational Attainment

The availability of trained, educated workers affects the quality of labor in a community. Educational attainment is an important labor force factor because firms need to be able to find educated workers.

Talent has a larger share of residents with Some College or an Associate's Degree (39%) than Jackson County (25%) and Oregon (35%).

Figure 13. Educational Attainment for the Population 25 Years and Over, 2010-14

Source: US Census Bureau, 2014 ACS Table B15003



Labor Force Participation and Unemployment

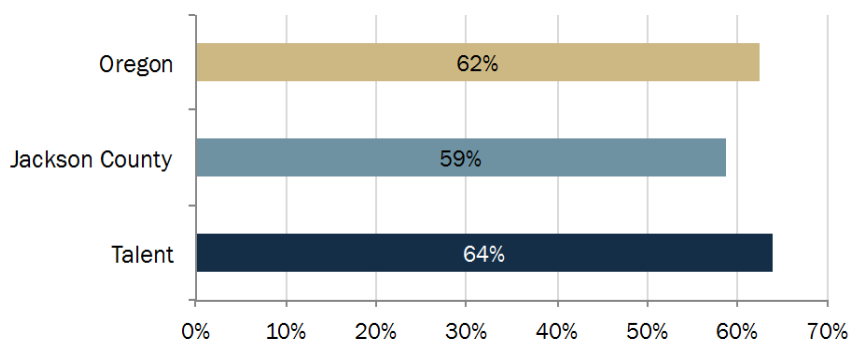
The current labor force participation rate is an important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2010-2014 American Community Survey, Talent has more than 3,070 people in its labor force.

In 2015, the Oregon Office of Economic Analysis observed that about 32% of all job vacancies in the state were attributable to a lack of qualified applicants—people who don't have the education, certification, or experience to fill the job posting. This indicates a mismatch between the types of jobs that employers are demanding and the skills that potential employees can provide.

Talent has a higher labor force participation rate (64%) than Jackson County (59%) and Oregon (62%). The likely reason for the higher labor force participation rate is Talent's smaller share of people over 60 years old.

Figure 14. Labor Force Participation, Talent, Jackson County, Oregon, 2010-14

Source: US Census Bureau, 2010-14 ACS Table B23001

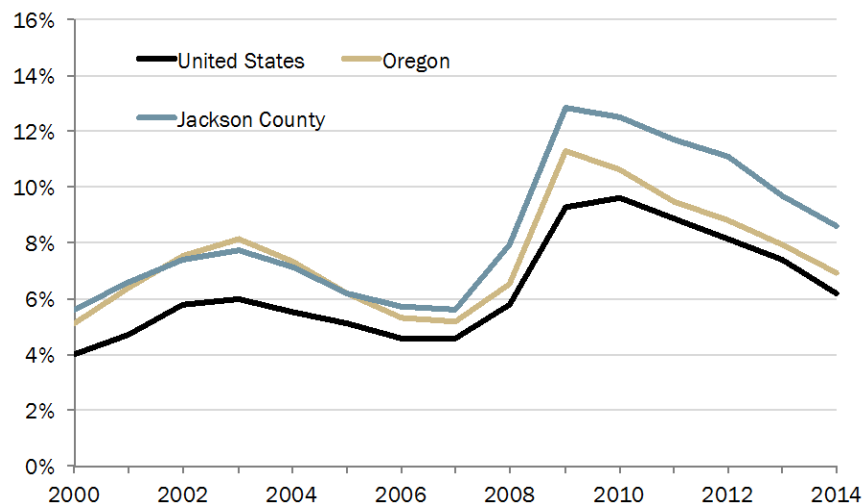


The unemployment rate in Oregon and the U.S. has declined since the recession.

In 2014, the unemployment rate in Jackson County was about 8.6%, higher than both 6.9% in Oregon and 6.2% in the nation.

Figure 15. Unemployment Rate, US, Oregon, Jackson County, 2000-2014

Source: Bureau of Labor Statistics, Local Area Unemployment Statistics and Labor Force Statistics



Commuting Patterns

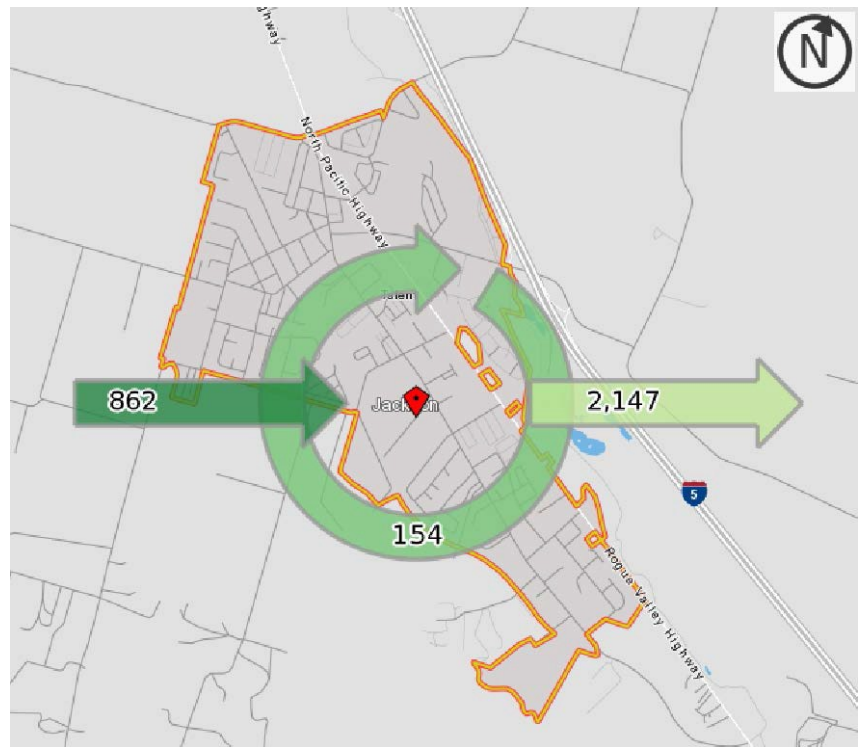
Commuting plays an important role in Talent’s economy because employers in Talent are able to access workers from people living in the city, as well as from across the Rogue Valley. In the 2010-2014 period about 22% percent of Talent’s residents had a commute of less than 15 minutes compared to 40% of Jackson County residents and 33% of Oregon residents.

Talent is part of an interconnected regional economy.

Fewer people both live and work in Talent than commute into or out of the city.

Figure 16. Commuting Flows, Talent, 2014

Source: US Census Bureau, Census On the Map



About 15% of all people who work in Talent also live in Talent.

Figure 17. Places Where Talent Workers Lived, 2014

Source: US Census Bureau, Census On the Map



About 7% of residents who live in Talent also work in Talent. Thirty percent of Talent residents commute to Medford.

Figure 18. Places Where Talent Residents were Employed, 2014

Source: US Census Bureau, Census On the Map



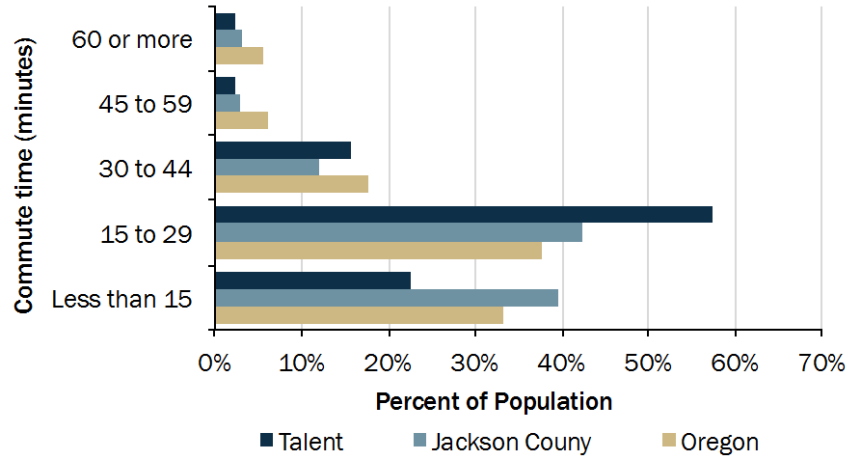
Talent’s businesses attract workers from across the Southern Oregon region. Figure 17 shows 27% of people who work in Talent commute from Medford, 8% from Ashland, and 6% from Central Point. The remaining workers commute from many other cities located in Southern Oregon.

Most Talent residents have a commute time of less than 30 minutes.

About 80% of Talent residents have commute times less than 30 minutes, and only 2% commute for longer than one hour.

Figure 19. Commute Time by Place of Residence, 2010-14

Source: US Census Bureau, 2010-14 ACS Table B08303



Changes in Employment in Jackson County and Talent

The economy of the nation changed substantially between 1980 and 2014. These changes affected the composition of Oregon's economy, including Jackson County and Talent's economy. At the national level, the most striking change was the shift from manufacturing employment to service-sector employment. The most important shift in Oregon during this period has been the shift from a timber-based economy to a more diverse economy, with the greatest employment in services.

Employment Trends in Jackson County

Over the past few decades, employment in the U.S. has shifted from manufacturing and resource-intensive industries to service-oriented sectors of the economy. Increased worker productivity and the international outsourcing of routine tasks have led to declines in employment in the major goods-producing industries.

In the 1970s, Oregon started to transition away from reliance on traditional resource-extraction industries. An important indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry³⁹ and concurrent growth of employment in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments).⁴⁰

As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% of total employment in the 1970s to an average of 12% in 2000.

The changes in sectors and industries are shown in two tables: (1) between 1980 and 2000 and (2) between 2001 and 2014. The analysis is divided this way because of changes in industry and sector classification that made it difficult to compare information about employment collected after 2001 with information collected prior to 2000.

Employment data in this section is summarized by *sector*, each of which includes several individual *industries*. For example, the Retail Trade sector includes General Merchandise Stores, Motor Vehicle and Parts Dealers, Food and Beverage Stores, and other retail industries.

Table 4 shows changes in the Jackson County MSA between 1980 and 2000. Over the total period, total employment in Jackson County increased by 73% from about 42,600 to 73,600 employees. Between 1980 and 2000, employment in services as a share of total employment rose from 17% to 28%.

³⁹ Lumber and Wood Products manufacturing is in Standard Industrial Classification (SIC) 24

⁴⁰ SIC 35, 36, 38

Table 7. Covered Employment by SIC Industries, Jackson County, 1980-2000

Sector	1980	1990	2000	Change 1980 to 2000		
				Difference	Percent	AAGR
Agriculture, Forestry & Fishing	880	1,494	2,224	1,344	153%	4.7%
Mining	87	0	159	72	83%	3.1%
Construction	1,989	2,100	3,645	1,656	83%	3.1%
Manufacturing	7,583	8,843	9,231	1,648	22%	1.0%
Trans., Comm., & Utilities	2,178	2,826	3,838	1,660	76%	2.9%
Wholesale Trade	2,350	2,472	2,512	162	7%	0.3%
Retail Trade	9,756	13,639	18,866	9,110	93%	3.4%
Finance, Insurance, & Real Estate	1,658	2,018	2,544	886	53%	2.2%
Services	7,215	12,029	20,387	13,172	183%	5.3%
Non Classifiable	NA	NA	26	NA	NA	NA
Government	8,913	8,704	10,186	1,273	14%	0.7%
Total	42,609	54,125	73,618	31,009	73%	2.8%

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 1980-2000.

Note: "ND" stands for "Not disclosed" and indicates that the data has been suppressed by the BLS due to confidentiality constraints. In most years, the non-disclosure is negligible.

Table 5 shows employment in NAICS-categorized industries in Jackson County for 2001 and 2014. Employment increased by 5,652 jobs, or 8%, during this period. The private sectors with the largest increases in numbers of employees were Education and Health Services, Leisure and Hospitality, and State Government. Employment in higher wage industries such as construction and manufacturing decreased by approximately 350 and 360 jobs respectively over the 2001 to 2014 time period. The education and health service sector increased by 3,800 jobs.

Table 8. Covered Employment by Industry, Jackson County, 2001-2014

Sector	2001	2014	Change 2001 to 2014		
			Difference	Percent	AAGR
Natural Resources and Mining	2,376	2,319	-57	-2%	-0.2%
Construction	3,640	3,289	-351	-10%	-0.8%
Manufacturing	7,701	7,342	-359	-5%	-0.4%
Trade, Transportation, and Utilities	17,672	17,917	245	1%	0.1%
Information	1,815	1,343	-472	-26%	-2.3%
Financial Activities	2,907	3,094	187	6%	0.5%
Professional and Business Services	6,348	6,743	395	6%	0.5%
Education and Health Services	10,150	13,964	3,814	38%	2.5%
Leisure and Hospitality	8,511	9,876	1,365	16%	1.2%
Other Services	2,769	3,030	261	9%	0.7%
Unclassified	25	2	-23	-92%	-17.7%
Government	10,188	10,835	647	6%	0.5%
Total	74,102	79,754	5,652	8%	0.6%

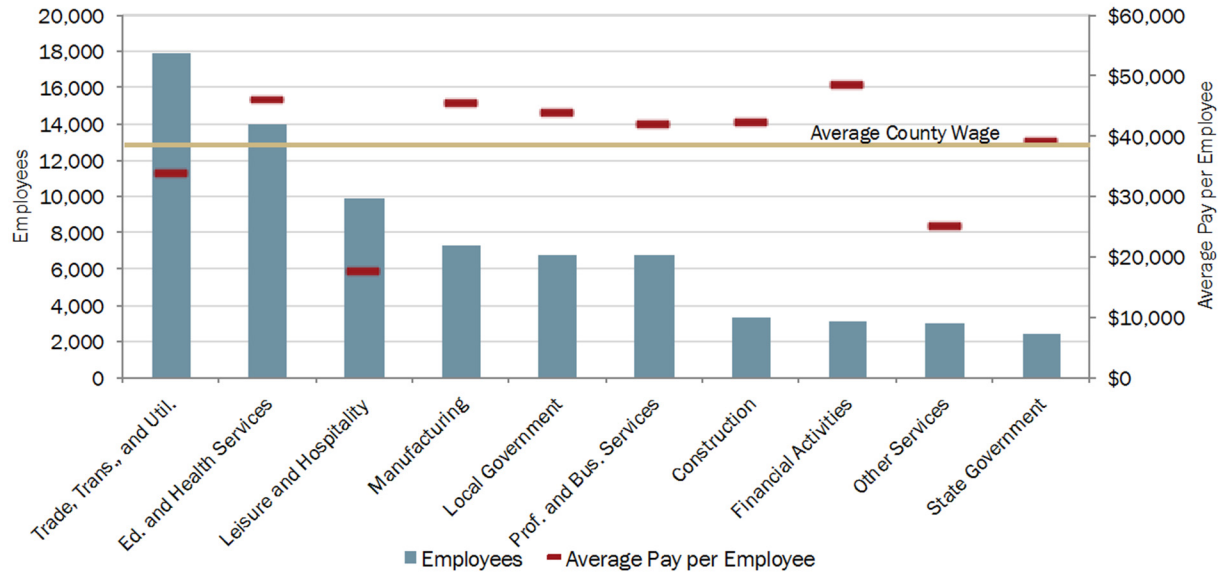
Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2001-2014

Note: "ND" stands for "Not Disclosed" and indicates that the data has been suppressed by the BLS due to confidentiality constraints. The total amount of not-disclosed employment is shown in the table.

Figure 20 shows covered employment and average wage for the 10 largest industries in Jackson County. Jobs in Education and Health Services, which account for about 18% of the County's covered employment, pay more per year than the county average (\$46,069 compared to \$38,353). Jobs in Manufacturing, Local Government, Professional and Business Services,

Construction, Financial Activities, and State Government all pay about the county average, while those in Trade, Transportation, and Utilities, Leisure and Hospitality, and Other Services pay less than the average.

Figure 20. Covered Employment and Average Pay by Industry, 10 Largest Industries Jackson County, 2014



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2014.

Employment Trends in Talent

Table 6 shows a summary of confidential employment data for the city of Talent in 2014. The sectors with the greatest number of employees were: Manufacturing (18%), Government (17%), and Construction (12%). These sectors accounted for 465 jobs or 47% of Talent’s employment.

The average size for a private business in Talent is 5.1 employees per business, compared to the State average of 11 employees per private business. Businesses with 20 or fewer employees account for roughly 64% of private employment in Talent. Businesses with 9 or fewer employees account for 44% of private employment and 4 or fewer account for 20% of private employment.

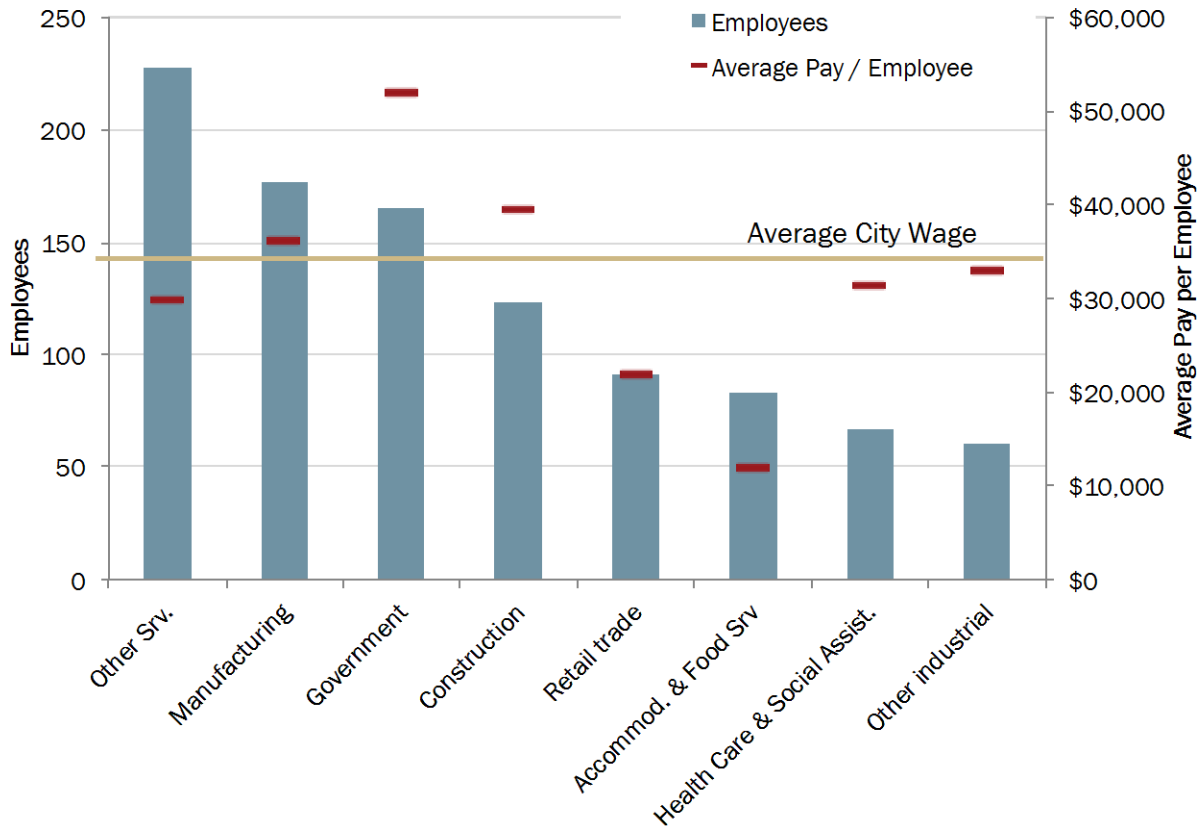
Table 9. Covered Employment and Average Pay by Industry, Talent UGB, 2014

Sector/Industry	Establishments	Employees	Payroll	Average Pay / Employee
Construction	15	123	\$ 4,854,727	\$ 39,469
Manufacturing	10	177	\$ 6,383,370	\$ 36,064
Other industrial	9	60	\$ 1,975,892	\$ 32,932
Retail trade	14	91	\$ 1,994,982	\$ 21,923
Information	3	26	\$ 1,377,731	\$ 52,990
Finance and insurance	6	16	\$ 569,679	\$ 35,605
Real estate and rental and leasing	13	47	\$ 1,035,320	\$ 22,028
Professional & scientific, Mgt of companies	14	34	\$ 1,383,322	\$ 40,686
Administrative and waste management services	10	60	\$ 1,340,755	\$ 22,346
Health care and social assistance	14	67	\$ 2,099,729	\$ 31,339
Arts, entertainment, and recreation	6	24	\$ 461,534	\$ 19,231
Accommodation and food services	19	83	\$ 984,667	\$ 11,863
Other services, except public administration	28	21	\$ 614,253	\$ 29,250
Government	7	165	\$ 8,564,108	\$ 51,904
Total	168	994	\$ 33,640,069	\$ 33,843

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2014.

Figure 21 shows the employment and average pay per employee for selected industrial sectors in Talent. Average pay for all employees (\$33,843) is shown as a light brown line across the graph and average pay for individual sectors as short red lines. The figure shows that Government, Construction, and Manufacturing have above average wages. The lowest wages are in Retail Trade and Accommodations and Food Services.

Figure 21. Covered Employment and Average Pay by Industry, Talent UGB, 2014



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2014.

Tourism in Southern Oregon and Talent

Longwoods International provides regional statistics on travel. The following information is from Longwoods International's Oregon 2013 Regional Visitor Report for the Southern Oregon region.⁴¹ Broadly, travelers to Southern Oregon account for:

- 3.7 million overnight trips annually; 12% of Oregon Travel
- Primary market area for travelers is Oregon, California, and Washington: 44% of Southern Oregon visitors are from Oregon; 22% are from California; and 12% are from Washington
- 64% stayed 2 or fewer nights; 31% stayed 3-6 days; and 5% stayed 7 or more days
- Average per person expenditures on overnight trips range from \$11 to \$33 per night
- About 72% of visits are by automobile; 9% travel by RV
- Visitors are affluent, older, and well-educated: over half have college degrees; 30% between ages 50-64; 22% 65+; 21% between \$50 and \$70k; 14% between \$70 and \$100k; and 22% over \$100k

Jackson County's direct travel spending increased 64% from 2000 to 2014.

The Southern Oregon Region's direct travel spending increased by 53% over the same period.

Figure 22. Direct Travel Spending (\$ millions), 2000 and 2014

Source: Dean Runyan Associates, Oregon Travel Impacts, 1991-2014.

2000	\$627	\$308
	Southern Oregon Region	Jackson County
2014	\$957	\$506
	Southern Oregon Region	Jackson County

Talent's lodging tax receipts decreased 29% over 2004 to 2014.

Jackson County's lodging tax receipts increased by 45% over the same period.

Figure 23. Lodging Tax Receipts, 2004 and 2014

Source: Dean Runyan Associates, Oregon Travel Impacts, 1991-2014.

2004	\$7,000	\$3,355
	Talent	Jackson County
2014	\$5,000	\$5,601
	Talent	Jackson County

Jackson County's largest visitor spending for purchased commodities are food services.

Figure 24. Largest Visitor Spending Categories (\$ millions), Jackson County, 2014

Source: Oregon Travel Impacts

\$114.5	\$82.3	\$54.6
Food Service	Accommodations	Retail

⁴¹ "Oregon 2013 Regional Visitor Report, The Southern Region," Longwoods International, 2013

Jackson County's largest employment generated by travel spending is in the accommodations and food service industry.

Figure 25. Largest Industry Employment Generated by Travel Spending, Jackson County, 2014

Source: Oregon Travel Impacts

3,600 jobs	700 jobs	480 jobs
Accommodations & Food Service	Arts, Entertainment & Recreation	Retail

Regional Business Clusters

One way to assess the types of businesses that are likely to have future growth in an area is to examine relative concentration and employment growth of existing businesses. This method of analysis can help determine relationships and linkages within industries, also called industrial clusters. Sectors that are highly concentrated (meaning there are more than the “average” number of businesses in a sector in a given area) and have had high employment growth are likely to be successful industrial clusters. Sectors with either high concentration of businesses or high employment groups may be part of an emerging cluster, with potential for future growth.

The U.S. Cluster Mapper is a database created by the Harvard Business School and the U.S. Economic Development Administration. It provides a snapshot of the business clusters in Jackson County. The business clusters it identified were:

- **Business Services.** This cluster includes businesses such as consulting services, employment placement services, engineers, architects, and others. In Jackson County, this cluster employed 4,278 people in 2013.
- **Distribution and Electronic Commerce.** This cluster consists of firms providing wholesale of electronic goods, sporting and recreational goods, and professional equipment supplies, among other services. In Jackson County, this cluster employed 2,732 people in 2013.
- **Transportation and Logistics.** This cluster consists of firms providing air transportation, specialties in air transportation, ground transportation support activities, trucking, and bus transportation. In Jackson County, this cluster employed 2,024 people in 2013.
- **Wood Products.** Production of wood components and products, processing wood, and prefabricated wood building continue to be a significant employment cluster in Oregon. Oregon is the dominant producer of softwood plywood, softwood veneer, engineered wood products, and lumber. Emerging forest products include generation of renewable electric energy and producing transportation bio-fuels from woody biomass. In Jackson County, this cluster employed 1,836 people in 2013.

One of Jackson County's largest business clusters is in business services.

Figure 26. Business Clusters in Jackson County, 2013

Source: U.S. Economic Development Administration, U.S. Cluster Mapper

4,278 jobs

Business Services

2,732 jobs

Distribution & E-Commerce.

2,024 jobs

Transportation & Logistics

1,836 jobs

Wood Products

Outlook for growth in Jackson County

Table 7 shows the Oregon Employment Department's forecast for employment growth by industry for the Rogue Valley Region (Jackson and Josephine Counties) over the 2012 to 2022 period. Table 7 shows employment in the Rogue Valley is forecast to grow at an average annual growth rate of 1.24%.

The sectors that will lead employment in the region for the 10-year period are Private Educational and Health Service (adding 3,750 jobs), Trade, Transportation, and Utilities (2,310), Leisure and Hospitality (1,810), Professional and Health Services (1,550), and Government (1,030). In sum, these sectors are expected to add 10,450 new jobs or about 80% of employment growth in the Rogue Valley Region.

Table 10. Regional Employment Projections, 2012-2022, Rogue Valley Region (Jackson and Josephine Counties)

Industry Sector	2012	2022	Change 2012-2022		
			Number	Percent	AAGR
Total private	85,140	97,180	12,040	14%	1.3%
Natural resources and mining	2,700	3,000	300	11%	1.1%
Mining and logging	420	470	50	12%	1.1%
Construction	3,500	4,160	660	19%	1.7%
Manufacturing	9,030	9,890	860	10%	0.9%
Durable goods	6,050	6,720	670	11%	1.1%
Wood product manufacturing	2,210	2,440	230	10%	1.0%
Trade, transportation, and utilities	22,070	24,380	2,310	10%	1.0%
Wholesale trade	3,090	3,370	280	9%	0.9%
Retail trade	15,900	17,560	1,660	10%	1.0%
Transportation, warehousing, and utilities	3,080	3,450	370	12%	1.1%
Information	1,900	1,880	-20	-1%	-0.1%
Financial activities	4,970	5,500	530	11%	1.0%
Professional and business services	8,370	9,920	1,550	19%	1.7%
Private educational and health services	17,540	21,290	3,750	21%	2.0%
Private educational services	860	940	80	9%	0.9%
Health care and social assistance	16,680	20,350	3,670	22%	2.0%
Health care	14,790	18,180	3,390	23%	2.1%
Leisure and hospitality	11,660	13,470	1,810	16%	1.5%
Accommodation and food services	10,010	11,600	1,590	16%	1.5%
Other services	3,400	3,690	290	9%	0.8%
Government	14,870	15,900	1,030	7%	0.7%
Federal government	1,950	1,830	-120	-6%	-0.6%
State government	3,670	3,940	270	7%	0.7%
State education	1,370	1,500	130	9%	0.9%
Local government	9,250	10,130	880	10%	0.9%
Local education	5640	6,270	630	11%	1.1%
Total payroll employment	100,010	113,080	13,070	13%	1.2%

Source: Oregon Employment Department. Employment Projections by Industry 2012-2022.

3.6 Talent's Competitive Advantages

Economic development opportunities in Talent will be affected by local conditions as well as the national and state economic conditions addressed above. Economic conditions in Talent relative to these conditions in other portions of the Southern Oregon region form Talent's competitive advantage for economic development. Talent's competitive advantages have implications for the types of firms most likely to locate and expand in the Area.

There is little that metropolitan area jurisdictions can do to influence national and state conditions that affect economic development, though they can influence local factors that affect economic development. Talent's primary competitive advantages are: location, access to transportation, and quality of life. These factors make Talent attractive to residents and businesses that want a high quality of life where they live and work.

The local factors that form Talent competitive advantage are summarized in the subsections below.

Location

Talent is a city with a population of approximately 6,230 people as of 2014, located in Southern Oregon to the southeast of Medford and Phoenix. Interstate 5 runs just along the northeastern boundary of Talent and Highway 99 runs northeast-southeast through the city. Both Interstate 5 and Highway 99 provide access to Ashland in the south as well as Phoenix and Medford up north. Talent's location will impact the area's future economic development:

- Talent has easy and quick access to the State's highway system and other transportation opportunities. Interstate 5 is just beyond the northeastern Talent UGB, with Exit 21 taking drivers immediately into the City. Highway 99 is the primary northeast-southeast route through the City, connecting residents and commuters to other Southern Oregon cities. Residents and businesses in Talent have access to other modes of transportation in Medford, including the Medford airport, Greyhound bus service, and Amtrak rail service.
- Talent is located within Jackson County, the sixth-most populated county in the State, with 208,375 people in 2014. Talent is about 7.5 miles southeast of Medford via Highway 99, the eighth-most populated city in Oregon with 76,650 people in 2014. Other nearby and relatively large cities include Ashland, Central Point, and Grants Pass.
- Residents of Talent have access to cultural activities such as the Camelot Theatre, The Talent Artisans and Growers Summer Market, events and classes at the Library, Historical Society and Community Center, and the annual The Harvest Festival. Residents also have access to outdoor recreational activities and shopping.

Talent's location, access to Interstate 5, and proximity to larger cities in Southern Oregon such as Medford are primary competitive advantages for economic development in Talent.

Availability of Transportation

All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Close proximity to a highway or arterial roadway is critical for firms that generate a large volume of truck or auto trips as well as firms that rely on visibility from passing traffic to help generate business.

Businesses and residents in Talent have access to a variety of modes of transportation: automotive (I-5, 99, and local roads); bus (Greyhound); and air (Medford Airport).

Talent has exceptional automotive access for commuting via I-5, due to its close proximity. Highway 99 runs near Talent's downtown, which makes moving freight along the highway undesirable from the City's perspective because of disruption from trucks.

Public Facilities and Services

Provision of public facilities and services can impact a firm's decision regarding location within a region, but ECONorthwest's past research has shown that businesses make locational decisions primarily based on factors that are similar within a region. These factors are: the availability and cost of labor, transportation, raw materials, capital, and amenities. The availability and cost of these production factors are usually similar within a region.

Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest effect on the level and type of economic development in the community.

Water

Talent used to own and operate their own potable water system, which served about 6,000 customers. Now, the City obtains most of its water from the Medford Water Commission through the TAP (Talent, Ashland, and Phoenix) transmission main line.⁴² The transmission line is 24-inches in diameter. Most of the water purchased and transmitted through the TAP pipeline comes directly from Big Butte Springs, which is located near the town of Butte Falls. In addition, Talent receives some of its drinking water from the City of Ashland via the TAP transmission pipeline.⁴³

Despite Talent not operating its personal water source, it does maintain its own storage and distribution system. The distribution system consists of 26 miles of pipeline 4 inches or larger

⁴² Water distribution information for Talent can be found on the City's website at the following web address: <http://www.cityoftalent.org/Page.asp?NavID=104>.

⁴³ City of Talent's 2014 Water Quality Report. Retrieved from: <http://www.cityoftalent.org/SIB/files/PW/WaterQualityReport2014.pdf>.

and Talent’s storage is three tanks. Two of the tanks, named Belmont Reservoir #1 and #2, the first of which is larger, can hold up to 1.5 million gallons (MG) of water.⁴⁴ Most customers of Talents’ water service lie within the City’s limits in addition to the unincorporated, adjacent parts of Jackson County.

Wastewater

The City of Talent is provided sanitary sewer services by the Rogue Valley Sewer Services (RVSS). The RVSS has three points to connect the Talent system to the Bear Creek Regional Interceptor and there are two pump stations that move sewage to the Regional Water Reclamation Facility. At this facility, the wastewater is then dumped in the Rogue River.⁴⁵

Quality of Life

Quality of life is difficult to assess because it is subjective—different people will have different opinions about factors that affect quality of life, desirable characteristics of those factors, and the overall quality of life in any community. Economic factors such as income, job security, and housing cost are often cited as important to quality of life. These economic factors and overall economic conditions are the focus of this report, so this section will focus on non-economic factors that affect quality of life.

Talent’s quality of life is a key comparative advantage for economic development. Key quality of life factors in Talent are:

- **Outdoor recreational activities.** There are a number of outdoor recreational opportunities available in surrounding Jackson County, including: hiking, fishing and boating on the Rogue River, the Bear Creek Greenway (which runs along the Bear Creek from Ashland to the Rogue River), skiing, and other activities.
- **Ease of auto access.** Both Highway 99 and Interstate 5 connect Talent to Medford and Ashland. Although some of the roads in the region suffer from congestion, Jackson County has excellent automobile access, especially to I-5.
- **Cultural amenities and events.** Residents of Talent have access to cultural amenities such as the Camelot Theatre, the Talent Artisans and Growers Summer Market, events and classes at the Library, Historical Society and Community Center, the annual The Harvest Festival, and events in nearby cities and rural Jackson County, such as museums, wine tasting, and vineyard activities. The County is home to a number of events, including: the Shakespeare Festival, the Britt Music Festival, the Jackson County Fair, and other events.

⁴⁴ Information on Talent’s current storage and distribution system can be located on the City’s website at the following web address: <http://www.cityoftalent.org/Page.asp?NavID=104>.

⁴⁵ City of Talent’s Comprehensive Plan, Effective September 9th, 2015. Retrieved from: [http://www.cityoftalent.org/SIB/files/Planning/Development_Codes/Comprehensive%20Plan%20\(Effective%209-5-15\).pdf](http://www.cityoftalent.org/SIB/files/Planning/Development_Codes/Comprehensive%20Plan%20(Effective%209-5-15).pdf).

- **Access to higher education.** Southern Oregon University, located in Ashland, and Rogue Community College, located in Medford and White City, provide access to higher education to residents of Talent and the rest of the County.
- **Access to medical care.** Residents of Talent can access medical care through two regional medical centers: the Rogue Valley Medical Center, and the Providence Medford Medical Center.

Talent's quality of life makes the City attractive to in-migrants and businesses that are attracted to Jackson County.

3.7 Talent's Strengths, Weaknesses, Opportunities and Threats for Economic Development

Based on the discussion above and discussion with stakeholders in Talent, the following are the city's strengths, weaknesses, opportunities and threats for Economic Development.

Strengths

- **Access to I-5.** Talent has excellent transportation access to the State's highway network through its proximity to I-5. Being adjacent to I-5 makes it easy to commute to and from Talent and provides access to the nearby cities of Medford and Ashland.
- **Existing businesses.** Talent has many small businesses in a range of industries from manufacturing to retail trade to health care. Talent's existing businesses provide a base to build new businesses that bring needed services or goods to the city for residents, other businesses, or visitors.
- **Walkable downtown.** Talent's existing downtown is pedestrian-friendly. The City has plans for continuing to develop in downtown, with relocation of the Irrigation District offices. A walkable downtown contributes to quality of life and encourages more physical activity.
- **Arts and culture.** Talent has an arts community that includes small business owners, artists, and musicians. Residents of Talent have access to cultural activities such as the Camelot Theatre, the annual Harvest Festival, and the City-Wide Yard Sale.
- **Agriculture.** Talent is located in a rich agricultural region, with a diverse offering of agricultural products including fruits, cattle, wine, and nursery plants. The nearby agricultural activity provides inputs for locally produced food and beverage products.
- **Relatively affordable housing.** In comparison with nearby cities, Talent's real estate market is relatively affordable.
- **Regional access to workforce.** Talent's location within the Rogue Valley gives the City's businesses access to a pool of experienced professionals. Higher education establishments in the region provide training for young and lower skilled workers.
- **High quality of life.** Talent's small-town feel and close proximity to outdoor recreation activities make it a desirable place to live.

Weaknesses

- **Need for downtown redevelopment.** Talent's downtown business district has vacant buildings, and business growth has been stagnant.
- **Lack of cohesive economic development planning and marketing.** The City currently lacks an economic development strategy and brand for attracting and retaining new businesses and growing small businesses.
- **Distance from major airport and markets.** Although Talent has excellent automotive access through I-5, it is far from any major airports, which is a weakness for attracting businesses that need frequent access to flying. Talent is also remote from the major markets along I-5 (e.g., Portland).
- **Small base of business.** Talent's employment base is relatively small in comparison to Medford and Ashland. Some types of businesses, such as big box stores or banks, are less likely to locate in Talent because of the small population base and relatively close proximity of larger cities with retail and personal services.
- **Challenging regulatory climate for business growth.** Talent has relatively high fees for new development and System Development Charges (SDCs). In addition, there is a lack of incentives for new businesses.

Opportunities

- **(Re)develop vacant buildings and land.** Talent's supply of vacant land and affordable real estate prices offer a number of opportunities for redevelopment, particularly in commercial areas near downtown.
- **Improve services for tourists.** Offering additional services for tourists, such as a hotel, could help Talent grow its tourism market and capitalize on its proximity to Ashland. Talent currently lacks services to support overnight visitors.
- **Improve rail access.** Talent's proximity to the rail and I-5 could support growth in manufacturing, warehousing, and other freight shipping industries.
- **Expand arts and agricultural businesses.** Talent's arts and agricultural businesses could be target industries for the City. In particular, Talent could focus on expanding production and processing of local agricultural products, for example by creating spaces for food trucks. Talent also has opportunities to develop manufacturing of cannabis products, such as oils or edible products. Development of a maker space could support expansion of arts and agricultural businesses.
- **Improve workforce training opportunities.** Nearby higher educational institutions like Southern Oregon University and Rogue Community College provide an opportunity for Talent to gain a more highly-trained workforce.

Threats

- **National and regional economic cycles.** Talent, like all other cities, is subject to national and regional economic cycles. The 2007-2009 recession negatively affected Talent, with downsizing and closure of businesses.
- **Difficulty attracting highly skilled workers.** Businesses in Talent may have difficulties attracting and retaining skilled workers, both for production jobs and for jobs requiring higher education. This problem is not unique to Talent and businesses in most smaller cities in Oregon have a similar problem. This problem is worse in small cities in relatively small regions, such as the Rogue Valley, where it can be difficult for families to move to the region if jobs are not available to both adults in the household.

4. Employment Growth and Site Needs

Goal 9 requires cities to prepare an estimate of the amount of commercial and industrial land that will be needed over a 20-year planning period. The estimate of employment land need and site characteristics for Talent is based on expected employment growth and the types of firms that are likely to locate in Talent over the 20-year period. This section presents an employment forecast and analysis of target industries that build from recent economic trends.

4.1 Forecast of Employment Growth and Commercial and Industrial Land Demand

Demand for industrial and non-retail commercial land will be driven by the expansion and relocation of existing businesses and by the growth of new businesses in Talent. This employment land demand is driven by local growth independent of broader economic opportunities, including growth of target industries.

The employment projections in this section build off of Talent's existing employment base, assuming future growth similar to Jackson County's long-term historical employment growth rates. The employment forecast does not take into account a major change in employment that could result from the location (or relocation) of one or more large employers in the community during the planning period. Such a major change in the community's employment would exceed the growth anticipated by the City's employment forecast and its implied land needs (for employment, but also for housing, parks, and other uses). Major economic events, such as the successful recruitment of a very large employer, are difficult to include in a study of this nature. The type of implication, however, is relatively predictable: more demand for land (of all types) and public services.

Projecting demand for industrial and non-retail commercial land has four major steps:

1. **Establish base employment for the projection.** We start with the estimate of covered employment in Talent presented in Table 6. Covered employment does not include all workers, so we adjust covered employment to reflect total employment in Talent.
2. **Project total employment.** The projection of total employment considers forecasts and factors that may affect employment growth in Talent over the 20-year planning period.
3. **Allocate employment.** This step involves allocating types of employment to different land-use types.
4. **Estimate land demand.** This step estimates general employment land demand based on employment growth and assumptions about future employment densities.

The remainder of this section follows this outline to estimate employment growth and commercial and industrial land demand for Talent.

Employment Base for Projection

The purpose of the employment projection is to model future employment land need for general employment growth. The forecast of employment growth in Talent starts with a base of employment growth on which to build the forecast. Table 8 shows ECONorthwest's estimate of total employment in the Talent UGB in 2014.

To develop the figures, ECONorthwest started with estimated covered employment in the Talent UGB from confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department. Based on this information, Talent had about 994 covered employees in 2014, accounting for 1.2% of covered employment in Jackson County.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that *covered* employment reported by the Oregon Employment Department for Jackson County is only about 71% of *total* employment reported by the U.S. Department of Commerce.⁴⁶ We evaluated this ratio for each industrial sector for Jackson County and used the resulting ratios to determine the number of non-covered employees. This allowed us to determine the total employment in Talent. Table 8 shows Talent had an estimated 1,346 *total* employees within its UGB in 2014.

⁴⁶ **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Total employment includes all workers based on data from the U.S. Department of Commerce. Total employment includes all covered employees, plus sole proprietors and other non-covered workers.

Table 11. Estimated total employment by sector, Talent UGB, 2014

Sector	Covered Employment	Total Employment	Covered % of Total
Construction	123	223	55%
Manufacturing	177	209	85%
Other industrial	60	70	85%
Retail trade	91	111	82%
Information	26	36	73%
Finance and insurance	16	32	50%
Real estate and rental and leasing	47	66	71%
Professional, scientific, and mgmt. of companies	34	48	71%
Admin. and waste mgmt. services	60	103	59%
Health care and social assistance	67	85	79%
Arts, entertainment, and recreation	24	57	42%
Accommodation and food services	83	91	91%
Other services, except public administration	21	47	45%
Government	165	168	98%
Total	994	1,346	71%

Source: 2014 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department.

Employment Projection

The employment forecast covers the 2016 to 2036 period, requiring an estimate of total employment for Talent in 2016.

The City of Talent does not have an existing employment forecast, and there is no required method for employment forecasting. OAR 660-024-0040(9) sets out some optional “safe harbors” that allow a city to determine employment land need.

Talent is relying on the safe harbor described in OAR 660-024-0040(9)(a)(B), which allows Talent to assume that the current number of jobs in the Talent urban area will grow during the 20-year planning period at a rate equal to “The population growth rate for the urban area in the appropriate 20-year coordinated population forecast determined under Rules in OAR 660, div 32.” Talent’s population forecast for the 2015 to 2035 period shows that population in the Talent UGB will grow at an average annual growth rate of 1.7%.⁴⁷

Table 9 shows employment growth in Talent between 2016 and 2036, based on the assumption that Talent will grow at an average annual growth rate of 1.7%. Talent will have 1,959 employees within the UGB by 2036, an increase of 566 employees (41%) between 2016 and 2036.

Table 12. Employment growth in Talent UGB, 2016–2036

Year	Total Employment
2016	1,393
2036	1,959
Change 2016 to 2036	
Employees	566
Percent	41%
AAGR	1.7%

Source: ECONorthwest

⁴⁷ “Coordinated Population Forecast, 2015 through 2065, Jackson County Urban Growth Boundaries and Areas Outside UGBs,” Portland State University Population Research Center. Figure 1.

Allocate Employment to Different Land Use Types

The next step in forecasting employment is to allocate future employment to broad categories of land use. Firms wanting to expand or locate in Talent will look for a variety of site characteristics, depending on the industry and specific circumstances. We grouped employment into four broad categories of land-use based on North American Industrial Classification System (NAICS): industrial, commercial, retail, and government.

Table 10 shows the expected share of employment by land use type in 2016 and the forecast of employment growth by land use type in 2036 in Talent’s UGB. The forecast shows growth in all categories of employment. The forecast assumes retail commercial will increase to 10% of employment by 2036 because the current percent of employment (8%) is relatively low for a city the size of Talent. One reason that may account for the relatively low share of employment in Retail was the closure of stores during the recent recession. It also assumes that Government will grow slower than other employment, adding 22 employees and accounting for 10% of employment by 2036. The majority of Government employment growth will be in public schools.

Table 13. Forecast of employment growth by land use type, Talent UGB, 2016–2036

Land Use Type	2016		2036		Change 2016 to
	Employment	% of Total	Employment	% of Total	
Industrial	520	37%	725	37%	205
Retail Commercial	115	8%	196	10%	81
Office & Commercial Services	585	42%	842	43%	257
Government	174	12%	196	10%	22
Total	1,393	100%	1,959	100%	565

Source: ECONorthwest

Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

Estimate of Demand for Commercial and Industrial Land

Some employment growth in Talent will not require vacant employment land over the 20-year period. Table 11 shows that some employment will locate in residential plan designations, based on the location of existing employment. According to QCEW data, some employment in Talent in 2014 is located on land designated for residential uses. The following amounts of employment located in residential plan designations are: (1) 12% of industrial employment, such as home offices for construction companies; (2) 2% of retail employment, such as corner stores or other retail in neighborhoods, and (3) 22% of office and commercial services, such as medical offices or small personal service businesses such as banks or hair stylists.

This analysis assumes that the percentage of new employment locating in residential land designations will remain the same over the 20-year period: 12% of industrial, 2% of retail, and 22% of office and commercial service employment.

Using these assumptions, 84 new employees will be accommodated on land in residential designations and 459 new employees will require vacant (including partially vacant) land over the 2016 to 2036 period.

Table 14. Forecast of employment growth by land use type, Talent UGB, 2016–2036

Land Use Type	New Employment Growth	Emp. In Res. Designations	New Emp. on Vacant Land
Industrial	205	25	180
Retail Commercial	81	2	79
Office & Commercial Services	257	57	200
Total	543	84	459

Source: ECONorthwest

Table 12 shows demand for vacant (including partially vacant) land in Talent over the 20-year period. The assumptions used in Table 12 are:

- **Employment density.** Employees per acre is a measure of employment density, based on the ratio of the number of employees per acre of employment land that is developed for employment uses. Table 12 assumes the following number of net employees per acre: Industrial will have an average of 10 employees per acre, and Retail Commercial and Office and Commercial Services will have an average of 20 employees per acre.

These employment densities are consistent with employment densities in Oregon cities of similar size as Talent. Some types of employment will have higher employment densities (e.g., a multistory office building) and some will have lower employment densities (e.g., a convenience store with a large parking lot).

- **Conversion from net-to-gross acres.** The data about employment density is in *net* acres, which does not include land for public right-of-way. Future land need for employment

should include land in tax lots needed for employment plus land needed for public right-of-way. One way to estimate the amount of land needed for employment including public right-of-way is to convert from *net* to *gross* acres based on assumptions about the amount of land needed for right-of-way.⁴⁸ A net to gross conversion is expressed as a percentage of gross acres that are in public right-of-way.

Based on empirical evaluation of Talent’s existing net-to-gross ratios, ECONorthwest uses a net-to-gross conversion factor of 10% for industrial and 19% for commercial and retail.

Using these assumptions, the forecasted growth of 459 new employees will result in the following demand for vacant (and partially vacant) employment land: 20 gross acres of industrial land, 4.9 gross acres of retail commercial land, and 12.3 gross acres of land for office and commercial services.

Table 15. Demand for vacant land to accommodate employment growth, Talent UGB, 2016 to 2036

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	180	10	18.0	20.0
Retail Commercial	79	20	4.0	4.9
Office & Commercial Services	200	20	10.0	12.3
Total	459		32.0	37.2

Source: ECONorthwest

Note: Vacant land includes land identified in the buildable lands inventory as vacant or partially vacant.

⁴⁸ OAR 660-024-0010(6) uses the following definition of net buildable acre. “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

4.2 Target Industries

This section presents Talent's vision for economic development and the City's target industries.

Talent's Economic Development Policies

Talent is in the process of updating the Economy Element of the City's Comprehensive Plan. The updated policies summarize Talent's vision of economic development related to planning for management of commercial and industrial lands. Those policies are:

POLICY 1: Land Availability: The City will plan for a 20-year supply of suitable commercial and industrial land on sites with a variety of characteristics (e.g., site sizes, locations, visibility, and other characteristics).

POLICY 2: Infill and Redevelopment: The City will support and encourage infill and redevelopment, especially in in downtown, as a way to use land and existing infrastructure more efficiently.

POLICY 3: Infrastructure Support: Provide adequate infrastructure efficiently and fairly to support employment growth.

POLICY 4: Existing Business Support and Assistance: The City will support, and encourage retention and expansion of existing business that align with Talent's other community development goals.

POLICY 5: Business Development: The City will plan for and nurture a favorable environment to attract and maintain new businesses.

POLICY 6: Higher Paying Jobs: Promote and support businesses that bring jobs with wages above the Jackson County average to Talent.

POLICY 7: Livability: The City recognizes that livability is an important factor in the location choices of some types of businesses, and the policy of maintaining livability for the benefits of City residents is further reinforced by the potential for economic benefits.

Potential Growth Industries

The characteristics of Talent will affect the types of businesses most likely to locate in the city. Talent's attributes that may attract firms are: Talent's location along I-5 and Highway 99 and between Medford and Ashland; the existing employment base; surrounding agricultural areas; access to workers from across the Rogue Valley; arts and cultural opportunities; high quality of life; and relatively affordable housing.

An analysis of growth industries in Talent should address two main questions: (1) Which industries are most likely to be attracted to Talent? and (2) Which industries best meet Talent's economic development goals? The selection of target industries is based on Talent's goals for economic development, economic conditions in Talent and the Rogue Valley, and the City's competitive advantages. Given the current employment base, which is composed of small businesses, it is reasonable to assume that much of the city's business growth will come from small and moderate-sized businesses, either those already in Talent or new businesses that start or relocate to Talent from within the Rogue Valley region or from outside of the region.

The target industries identified as having potential for growth in Talent are:

- **Small-scale manufacturing.** Talent's attributes, especially its location along I-5, may attract manufacturing firms. Manufacturing firms are likely to be relatively small, from startups with 10 or fewer employees to manufacturers with 50 to 100 employees. Smaller manufacturers may have flexibility on where to locate, likely preferring to locate within an existing building. Moderate sized manufacturers may prefer to locate within an existing building or to locate a facility on an industrial site, likely between 2 and 10 acres, with good access to transportation and a flat topography. Examples of manufacturing industries that may grow or locate in Talent include:
 - Specialty food and beverage manufacturing, such as wineries, beer brewing, fruit or vegetable products, or other products
 - Primary and secondary wood product manufacturing, such as engineered wood products, furniture manufacturing, prefabricated wood buildings, or other products
 - Renewable and alternative energy products
 - Transportation equipment and related products
 - Cannabis products, such as medicinal oils or edible products
 - Artisans products for sale locally or via the Internet
- **Small-scale construction.** Talent's location within the Rogue Valley and relatively affordable housing may make the city attractive to small construction firms, such as specialty contractors, heating and cooling subcontractors, and companies specializing in alternative building processes. These businesses may be operated as home occupations (especially for businesses with few employees) or may require a small site with a building and equipment storage areas.

- **Small-scale warehouse, distribution, and wholesale.** Talent’s access to I-5 and Highway 99 may make the city attractive to small distribution, especially of Rogue Valley products. These businesses may locate in an existing building or may locate a facility on an industrial site, likely between 2 and 10 acres, with good access to transportation and a flat topography.
- **Professional and business services.** Talent’s high quality of life, relatively affordable housing, existing population and business base, and proximity to Medford and Ashland may attract professional and business services that prefer to locate in a smaller city like Talent, such as medical or legal services, scientific research, environmental services, or other services.
- **Services for residents.** Population growth will drive development of retail (e.g., a hardware store or a musical equipment store), medical services, and government services, especially primary education in Talent.
- **Services for seniors.** Talent’s (and the Rogue Valley’s) growing population of those near or in retirement may attract or create demand for services for seniors, such as health services that cater to the elderly, like assisted living facilities, retirement centers, and medical services.
- **Services for visitors:** Growth in tourism will drive demand for services for visitors such as restaurants, a hotel, or a high-quality RV park.
- **Events and performances.** Talent may attract businesses that provide goods or services to support events or performances, such as storage, catering, or specialty retail.

4.3 Site Needs for Potential Growth Industries

ORAR 660-009-0015(2) requires the EOA to “identify the number of sites by type reasonably expected to be needed to accommodate the expected [20-year] employment growth based on the site characteristics typical of expected uses.” The Goal 9 rule does not specify how jurisdictions conduct and organize this analysis.

The rule, ORAR 660-009-0015(2), does state that “[i]ndustrial or other employment uses with compatible site characteristics may be grouped together into common site categories.” The rule suggests, but does not require, that the City “examine existing firms in the planning area to identify the types of sites that may be needed.” For example, site types can be described by: (1) plan designation (e.g., heavy or light industrial), (2) general size categories that are defined locally (e.g., small, medium, or large sites), or (3) industry or use (e.g., manufacturing sites or distribution sites). For purposes of the EOA, Corvallis groups its future employment uses into categories based on their need for land with a particular plan designation (i.e., industrial or commercial) and by their need for sites of a particular size.

Based on the forecasts of employment growth in Table 11 and the average business size in Talent in 2014 (using analysis of Quarterly Census of Employment and Wage data), employment growth in Talent will require:

- **Industrial** employment will grow by 180 employees. The average site of industrial employers in Talent in 2014 was 10.6 employees per business. At that average size, Talent will need 17 industrial sites.
- **Retail Commercial** employment will grow by 79 employees. The average site of industrial employers in Talent in 2014 was 6.5 employees per business. At that average size, Talent will need 12 retail sites.
- **Office & Commercial Services** employment will grow by 200 employees. The average site of industrial employers in Talent in 2014 was 3.3 employees per business. At that average size, Talent will need 61 office and commercial sites.

The potential growth industries described in the prior section are predominantly small businesses, including small startup firms and small businesses, and mid-sized businesses that have outgrown their existing sites. Most of these businesses in Talent will need relatively small sites, such as a space in an existing building or a site smaller than an acre for development of a new retail store or an office building. Talent may attract or grow businesses that require sites as large as five acres, or more.

Table 3 shows the inventory of unconstrained vacant and partially vacant commercial and industrial land in Talent’s UGB by size of sites. It shows:

- **Industrial land.** Talent has 26 acres of industrial land in 5 tax lots. Talent has no sites smaller than one acre, one site of one-to-two acres each, two sites on two-to-five acre lots, two sites on 5-to-20-acre lots, and no sites larger than 20 acres.

It is reasonable to expect that most businesses in Talent will need relatively small sites, such as sites smaller than one acre, and that larger sites will be parcelized into smaller sites to accommodate business needs. Talent may attract or grow a few businesses that need sites larger than five acres. The City has the industrial land base to accommodate these businesses.

Some industrial businesses may prefer to operate out of a maker space or small business incubator. Such a space would provide shared work-space and production equipment. A business incubator would generally provide shared office services, such as telecommunication services, shared printing services, and shared administrative services. A maker space or small business incubator would provide opportunities for small-scale manufacturing to encourage business startups.

Other businesses may prefer to locate in existing buildings or in new buildings with smaller spaces. For example, the Wagner Butte Business Park is a proposed industrial building with flexible space that is in the pre-application process. The current proposal is to build 60,000 to 70,000 square feet of space across several buildings. This will provide space for 20 to 30 tenants eventually, with spaces generally between 1,500 to 4,000 square feet in size. This type of development would address needs for small growing businesses and startup businesses.

Industrial businesses in Talent will generally need easy access to Highway 99 or I-5 without driving trucks through residential neighborhoods. Most of Talent's industrial land has access to these roads via Talent Avenue.

- **Commercial land.** Talent has 62 acres of commercial land in 84 lots. Talent has 65 commercial sites smaller than one acre, 14 sites in one-to-two acre lots, four sites in two-to-five acre lots, and one site between 5 and 10 acres.

Given the small size of retail, office, and service businesses and the types of potential growth industries in Talent, we conclude that these businesses will generally need small sites, such as sites one acre and smaller. Talent has one commercial site large enough to accommodate a new shopping center and several sites large enough to accommodate small strip shopping centers.

5. Land Sufficiency and Conclusions

This chapter presents conclusions about Talents’ employment land sufficiency for the 2016-2036 period. It concludes with a discussion of conclusions about Talent’s land base and its ability to accommodate growth over the next 20 years, as well as recommendations for the City to consider, ensuring it meets its economic growth needs throughout the planning period.

5.1 Land Sufficiency

Table 13 shows commercial and industrial land sufficiency within the Talent UGB. It shows:

- **Vacant and Partially Vacant Unconstrained Land** from Table 2 for land within UGB. Table 13 shows that Talent has 26 gross acres of industrial land and 62 gross acres of commercial land.
- **Demand for Commercial and Industrial Land** from Table 12. Table 13 shows Talent will need a total of 20 gross acres for industrial uses and 17 gross acres for commercial uses over the 2016-2036 period.

Table 13 shows that Talent has:

- A six-acre surplus of industrial land.
- A 45-acre surplus of commercial land.

Table 16. Comparison of the Capacity of Unconstrained Vacant and Partially Vacant Land with Employment Land Demand by Plan Designation, Talent UGB, 2016–2036

Land Use Type	Land Supply (Suitable Gross Acres)	Land Demand (Gross Acres)	Land Sufficiency (Deficit)
Industrial	26.2	20.0	6.2
Commercial	62.5	17.2	45.3
Retail Commercial		4.9	
Office & Commercial Services		12.3	

Source: ECONorthwest

5.2 Conclusions and Recommendations

The conclusions about commercial and industrial land sufficiency are:

- **Talent is forecast for growth in both commercial and industrial employment sectors.** Talent is planning for growth of nearly 543 new jobs in the city over the 2016 to 2036 period. More than 257 of the jobs will be in office and commercial services, 205 in industrial land uses, and 81 in retail. Growth of these jobs will result in demand for about 17 gross acres of commercial land and 20 gross acres of industrial land.
- **Talent has enough employment land to accommodate growth.** Table 13 shows Talent has enough land for both commercial and industrial employment growth over the next 20 years.
- **Most new businesses will be small and will require small sites.** Talent's businesses are generally small, averaging 5 employees per business. Businesses with nine or fewer employees account for 44% of private employment, and four or fewer account for 20% of private employment. It is reasonable to assume that most new business in Talent will be similarly small and that a few businesses will grow (or locate) with 50 or more employees. Sustaining growth in Talent will require many small sites, preferably with existing buildings, to support business growth.
- **Talent will need to manage its industrial land base to ensure that there are sufficient small sites available for development.** Within the context of the site needs discussed at the end of Chapter 4, Talent will need to manage its industrial land base to ensure that there are sufficient opportunities for startup and small businesses, either through subdivision of larger industrial sites or through development of these larger sites for many small businesses in one or more shared building.

Map 1 shows all of Talent's industrial land is clustered in one area. Most of the industrial land in this area is already developed. The largest undeveloped parcel is south of the railroad, separated from other industrial parcels in this district. Development of this parcel may prove challenging as it is surrounded by lands that are planned for residential development. If this parcel is unavailable for industrial development, then Talent will not have sufficient industrial land to accommodate industrial employment growth.

- **Talent may want to focus commercial growth in particular areas to encourage development of commercial districts that are compatible with City goals.** Talent's commercial land management issues are a matter of managing the location of new commercial growth to focus development in a few commercial areas, rather than scattered across Talent's commercial land. The City's policies say that the City wants to encourage development in downtown. In addition, the City wants to encourage commercial growth in the following areas: (1) Valley View Road between Highway 99 and I-5, which has long been identified as an opportunity for development and redevelopment to take advantage of traffic on I-5 and (2) Highway 99 from Rapp Rd to Creel Rd. If the City wants to encourage development in these areas, the City will need

to develop policies that lower development barriers (generally regulatory or financial barriers) to make development more attractive in these areas.

- **Talent has a number of sites with opportunities for infill and redevelopment.** These sites include: (1) the Talent Irrigation District site, which the City (or Urban Renewal Agency) may purchase after the District relocates and (2) MicroTrains and Fabricated Glass, as well as the Brammo site and the former Talent Truck Stop site. These sites present opportunities for infill or redevelopment in key areas where the City wants to encourage employment growth.
- **Talents policies about development of commercial and industrial land are complex, creating a barrier to these types of development.** Discussions with stakeholders involved in commercial and industrial development indicate that the City's policies for commercial and industrial development create barriers to development. The development process is complex, adding time and expense to development. Stakeholders identified high systems development charges as a barrier to development.

Following are ECONorthwest's recommendations to Talent based on the analysis and conclusions in this report.

- **Update the Economy Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade. We recommend that the Planning Commission and City Council review the revised policies in the Talent Economic Development Strategy and, after making additional necessary revisions to the policies, adopt the revised goals, objectives, and implementation strategies into the Economy Element.

In addition, the Economy Element is currently based on analysis from 2000 based on 1990 Census data. We recommend updating the data based on the economic opportunities analysis or removing the data from the Economic Element. We generally suggest that cities adopt the economic opportunities analysis as an appendix to their Comprehensive Plan so that when the analysis is next updated, it is easier to replace the outdated economic opportunities analysis with the newer one.

- **Align the City's goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City align its goals for economic development with infrastructure development through updates to the City's Capital Improvements Plan.

As part of the next update to the Capital Improvements Plan, the City may choose to evaluate opportunities to lower (either temporarily or permanently) systems development charges for commercial and industrial development. While the City must ensure that there are sufficient funds available to develop critical infrastructure, there may be an opportunity to lower systems development charges to encourage commercial and industrial development.

- **Identify opportunities to support existing businesses in Talent.** Retention and expansion of existing businesses is one of Talent’s key opportunities for economic growth. The City can support businesses by continuing to provide staff to help businesses through the development process and through revising policies (where possible) that make business growth more difficult in Talent.

A key step in supporting existing businesses is having a forum for discussion of economic development in Talent. We recommend that the City work with partners and interested stakeholders to develop an economic development commission that the City participates in as a key partner or as the commission leader. The Economic Development Commission may be able to assist the City in reaching out the businesses to identify issues and barriers to economic development.

- **Work with partners to develop a broad economic development strategy for Talent.** The revisions to the Comprehensive Plan presented in the Talent Economic Development Strategy focus on land-based policies and actions. The city also needs a broader strategy for economic development that focuses on issues such as economic development marketing of Talent’s businesses and business opportunities, completing a market readiness analysis for branding and marketing Talent for tourism, building business and other partnerships, and coordinating economic development efforts with local and regional economic development organizations, including SOREDI, the Talent Chamber of Commerce, and Business Oregon.

This strategy could be developed by the economic development commission. The strategy should identify a focused list of actions that the commission wants to achieve over a limited time period (e.g., 5 years), with specific assignments to partners and identification of funding sources to implement the actions.

- **Review the Zoning Code and development process to identify opportunities to streamline and reduce development costs.** These opportunities may include: allowing ground floor residential use as a temporary use in commercial mixed-use buildings, allowing retail sales as a component of an industrial business in the City’s industrial zones, and examining systems development charges to identify opportunities to lower charges if possible.
- **Support infill and redevelopment of existing commercial and industrial land.** The City has identified areas where infill and redevelopment is more probable over the 20-year planning period. Other opportunities for redevelopment may become apparent in the future. We recommend that the City support and encourage infill and redevelopment to make the most efficient use of employment land in Talent. The types of tools that the City offers in support of infill and redevelopment should be consistent with the City’s development goals. In areas where the City wants to encourage higher intensity development, such as downtown, the City should offer more support for redevelopment, such as financial and regulatory redevelopment incentives.
- **Support development of space to support startup and small growing businesses.** This space may be a maker space, with shared workspace and equipment for manufacturing and production of a variety of products and goods. It could also include a business

incubator space, with spaces for businesses to grow and share support services. The City would need to define its role in development of either or both of these types of space, through discussions among decision makers and City staff.

- **Identify opportunities to meet residential land needs on commercial or industrial lands.** Talent is beginning to develop an analysis of residential land needs. If the analysis identifies deficits of residential land, especially moderate- and high-density residential land needs, we recommend that the City evaluate opportunities to meet those land needs within the UGB on commercial and industrial lands.

Given the substantial surplus of commercial land and the City's goals of encouraging multifamily residential development in downtown, the City should evaluate opportunities to accommodate residential development on commercial lands. This could occur through changes to the zoning code to make residential development easier or less costly in commercial areas (e.g., temporarily allowing residential uses on the ground floor of commercial buildings). It could also occur through redesignation of commercial lands to residential designations.

Some vacant industrial land may be more suited for residential uses, given existing and planned residential uses. We recommend that the City evaluate whether there are industrial parcels that should be rezoned for low- and medium-density residential uses.

Appendix A. Buildable Lands Inventory

This appendix was developed by City of Talent staff, in coordination with ECONorthwest staff.

The buildable lands inventory is intended to identify commercial and industrial lands that are available for development for employment uses within the Talent Urban Growth Boundary (UGB). The inventory is sometimes characterized as *supply* of land to accommodate anticipated employment growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the type of development and other factors.

This chapter presents results of the commercial and industrial buildable lands inventory for the City of Talent. The results are based on analysis of GIS data provided by City staff and reviewed by ECONorthwest. The remainder of this chapter summarizes key findings of the draft buildable lands inventory. This chapter includes tabular summaries and narrative descriptions. The results also include maps that are available from the City's Community Development Department.

Methodology

The general structure of the buildable land (supply) analysis is based on the methods used for the residential buildable lands inventory included with the *Talent Residential Lands Study*. The buildable lands inventory uses methods and definitions that are consistent with OAR 660-009 and OAR 660-024. The steps in the inventory were:

- Generate employment “land base.” This involved “clipping” all of the tax lots in the Talent UGB with the comprehensive plan layer. The GIS function was followed by a quality assurance step to review the output and validate that the resulting dataset accurately represents all lands designated for employment use in the Talent UGB.
- Classify lands. Each tax lot was classified into one of the following categories:
 - Vacant land
 - Partially vacant land
 - Undevelopable/Constrained land
 - Developed land
- Identify constraints. The City identifies areas in steep slopes (over 15%), floodways, riparian areas, wetlands and their associated 50-foot setbacks identified in the Talent Wetlands Inventory map adopted in 1998. These areas are deducted from lands that were identified as vacant or partially vacant. To estimate the constrained area within each tax lot, all constraints listed above were merged into a single constraint file, which was overlaid on tax lots.
- Evaluate redevelopment potential. According to statewide planning rules, redevelopable land is land on which development has already occurred, but on which, due to present

or expected market forces, there is potential that existing development will be converted to more intensive uses during the planning period. Lands determined to be redevelopable have been categorized as “Partially Vacant” for the purpose of this analysis.

- Tabulation and mapping. The results are presented in tabular and map format with accompanying narrative. The maps include lands by classification and maps of vacant and partially vacant lands with constraints.

Definitions

The first step in the buildable inventory was to develop working definitions and assumptions. City staff began the buildable lands analysis with a tax lot database obtained from Jackson County GIS. The tax lot database was current as of February 2016. The inventory builds from the tax lot-level database to estimates of buildable land by plan designation.

A key step in the buildable lands inventory was to classify each tax lot into a set of mutually exclusive categories. Consistent with applicable administrative rules, all tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, employment lands with improvement values of \$10,000 and under are considered vacant.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use, but which contain enough land to be further subdivided without need of rezoning. This determination was made through review of aerial imagery. The developed areas (building + parking) were subtracted from the total lot size to calculate remaining vacant area in the analysis. Building footprints were multiplied by 1.5 to account for parking requirements on commercial and industrial sites.
- *Undevelopable land.* Land that has no access or potential access, land that is already committed to other uses by policy, or tax lots that are more than 90% constrained. The majority of undevelopable land identified in the inventory is located in the active beach zone within the UGB.
- *Developed land.* Land that is developed at densities consistent with zoning with improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially vacant, or undevelopable are considered developed.

City staff initially classified land using a rule-based methodology. Staff then generated maps that showed the results of the application of those rules, with some adjustments made through a validation step based on review of aerial imagery and site surveys.

Development constraints

Based on the Division 9 rule, City staff deducted the following constraints from the employment lands inventory.

- *Land within natural resource protection areas.* The Talent Wetlands Inventory map was used to identify areas within wetlands. A 50-foot buffer was added to riparian and wetland constraints, consistent with Talent Zoning Code 8-3H.2 – Designation of Wetland and Riparian Setback Areas.
- *Land with slopes over 15%.* Lands with slopes over 15% are considered unsuitable for commercial and industrial development.
- *Lands within floodplains.* Lands falling within the 100 and 500-year floodplain were not deducted from the buildable lands inventory, Talent Development Code allows for development in floodplains contingent upon meeting specific conditions.
- *Land that is service constrained.* Areas east of Interstate 5 do not currently have access to water and sewer service. Therefore, it has been deducted from readily buildable lands.

Land base

Table 14 shows acres within the Talent UGB and city limits as of March 2016. According to the City GIS data, Talent has about 968 acres in 2,091 tax lots within its UGB. The UGB includes an area on the east side of Interstate 5 that is constrained by the lack and cost of infrastructure expansion. Talent has about 851 acres within its City Limits. Additionally, the City has about 271 acres between the City Limits and Urban Growth Boundary.

Table 17. Acres in Talent UGB and City Limit, 2016

Area	Tax Lots	Total	Acres in
		Acres	Tax Lots
City Limits	2,028	851	733
Urban Growth Boundary	63	271	235
Total	2,091	1,122	968

Source: City of Talent GIS data & analysis.

Note: Table includes all areas within the UGB, including waterways, roads and the Siskiyou rail line.

Table 14 summarizes all land in the Talent UGB. The next step was to identify the employment land base (e.g., lands with plan designations that allow employment). The land base includes traditional employment designations—Commercial and Industrial). Public lands were excluded from analysis, as most are fully developed and overwhelmingly zoned for non-employment use.

Table 15 shows that about 222 acres within the Talent UGB are included in the employment land base. Thus, about 20% of all land within the Talent UGB falls within the employment land base category. The land base includes all land in tax lots that have any portion in an employment plan designation.

Table 18. Lands designated for employment uses, Talent UGB, 2016

Area	Value
Talent UGB	
Number of Tax Lots	2,091
Acres in UGB	1,122
Talent Employment Land	
Tax Lots in Employment Designations	222
Acres in Land Base in Employment Designations	222

Source: City of Talent GIS data & analysis.
 Note: Of the 222 acres in Land Base employment designations, 182 are Commercial, and 40 are Industrial.

The third step in the inventory was to classify lands into mutually-exclusive categories that relate to their development status. The categories include:

- Vacant land
- Partially vacant land
- Developed land
- Unbuildable land

ECONorthwest used the rules described in the prior section to perform a preliminary classification. The next step was to show the results in map form overlaid on a 2015 aerial photo to help validate the classifications. After reviewing the aerial imagery and map overlay, City staff conducted limited site visits to confirm the classifications.

Table 16 shows all employment land in the Talent UGB by classification and plan designation. The results show that of the 222 acres in the UGB, about 121 acres are in classifications with no development capacity, and the remaining 101 acres have development capacity.

Analysis by plan designation shows that about 82% (182 acres) of the employment land in the Talent UGB is designated Commercial, and 18% (40 acres) are designated Industrial.

Table 19. Employment acres by classification and plan designation, Talent UGB, 2016

Classification	Commercial		Industrial		Total	
	Tax Lots	Total Acres	Tax Lots	Total Acres	Tax Lots	Total Acres
Developed	121	73.62	6	6.90	127	80.52
Unbuildable / Constrained	25	36.68	1	3.54	26	40.22
Partially Constrained*	19	17.07	1	3.54	20	20.61
Completely Constrained	6	19.61	0	0.00	6	19.61
Vacant	42	21.97	3	17.00	45	38.97
Partially Vacant	42	49.56	2	12.52	44	62.08
Total	211	181.83	11	39.96	222	221.79
Percentage of Total	95%	82%	5%	18%	100%	100%

Source: City of Talent GIS data & analysis.

Note: Lots with 90% or greater constraint coverage are considered *Completely Constrained* for the purpose of this analysis. If a lot is only partially constrained, the unconstrained portion is tallied and added to appropriate "Developed, Partially Vacant, or Vacant" categories.

Table 17 shows employment acres by classification and constraint status for the Talent UGB in 2016. Analysis by constraint status (the table columns) shows that about 93 acres are classified as built or committed (e.g., unavailable for development), 60 acres were classified as constrained, and 89 were classified as vacant and suitable for employment uses.

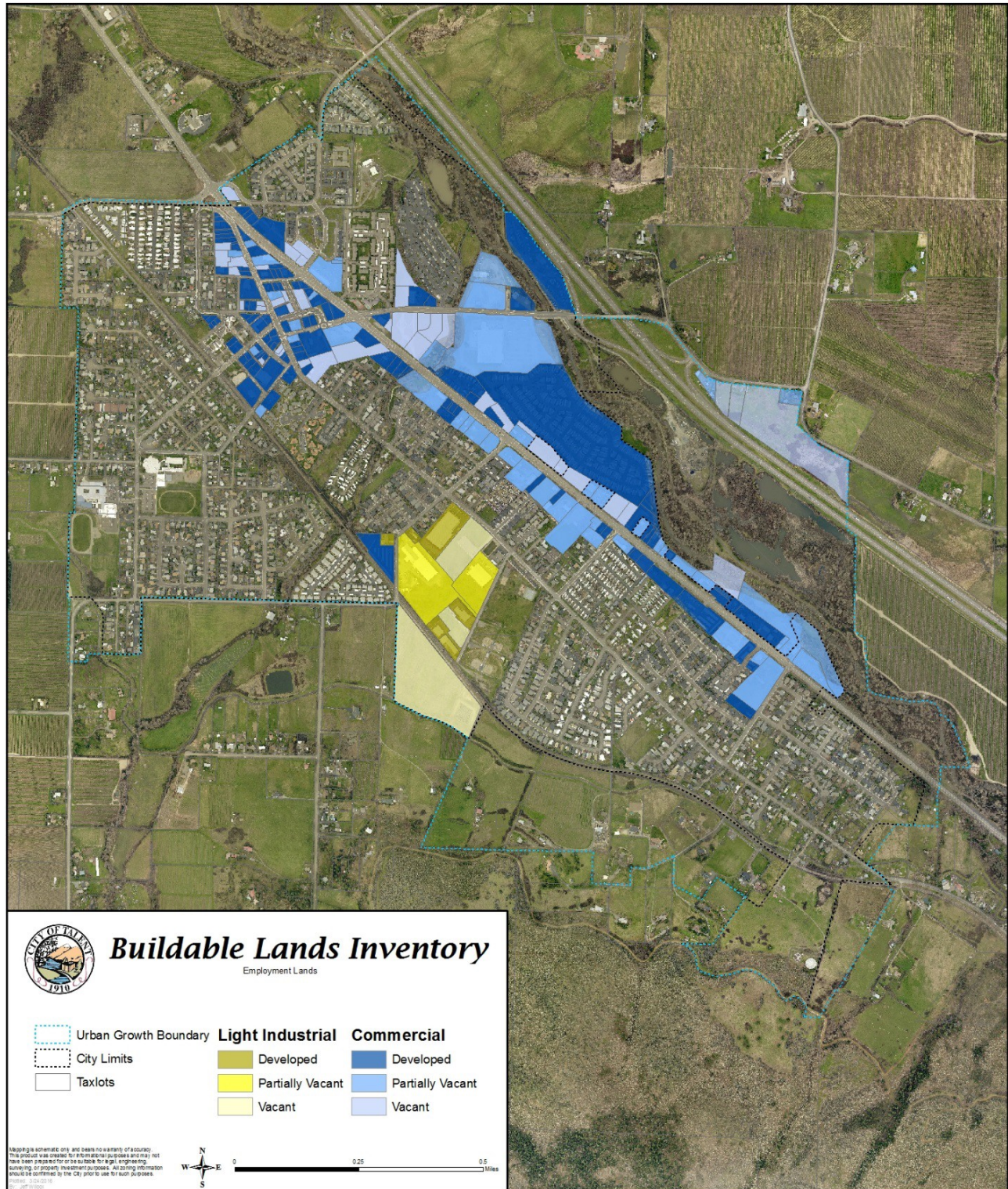
Table 20. Employment acres by classification, Talent UGB, 2016

Classification	Tax Lots	Total Acres	Land Not Suitable for New Employment		Land Suitable for New Employment
			Developed Acres	Constrained Acres	Suitable Acres
Land with No Development Capacity					
Developed	127	85.08	80.52	4.56	0.00
Unbuildable			0.00	19.62	0.00
Subtotal	127	85.08	80.52	24.18	0.00
Land with Development Capacity					
Vacant	48	60.80	0.00	21.82	38.98
Partially Vacant	47	75.91	12.40	13.83	49.68
Subtotal	95	136.71	12.40	35.65	88.66
Total	222	221.79	92.92	59.83	88.66

Source: City of Talent data & analysis.

Map 2 shows commercial and industrial land in Talent by development status.

Map 2. Map of employment land by classification, Talent UGB, 2016



Vacant buildable land

The next step in the commercial and industrial buildable land inventory was to net out portions of vacant tax lots that are unsuitable for development. Areas unsuitable for development fall into three categories: (1) developed areas of partially vacant tax lots, (2) areas with service constraints (5 tax lots within the UGB east of I-5 have no access to infrastructure such as water and sewer), (3) areas with physical constraints (areas with wetlands, floodways, riparian setback areas and steep slopes).

Table 18 shows land with development capacity (e.g., lands classified as vacant or partially vacant) by constraint status. The data show that partially vacant tax lots contain approximately 12 fully developed acres. An additional 36 acres have development constraints that are unsuitable for employment uses, leaving about 89 vacant suitable employment acres within the UGB.

Table 21. Employment land with development capacity (Vacant, Partially Vacant) by constraint status, Talent UGB, 2016

Plan Designation / Classification	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Suitable Acres
Commercial					
Vacant	45	40.26	0.00	18.28	21.98
Partially Vacant	45	63.39	9.07	13.83	40.49
Subtotal	90	103.65	9.07	32.11	62.47
Industrial					
Vacant	3	20.54	0.00	3.54	17.00
Partially Vacant	2	12.52	3.33	0.00	9.19
Subtotal	5	33.06	3.33	3.54	26.19
TOTAL	95	136.71	12.40	35.65	88.66

Source: City of Talent GIS data & analysis.

Map 3 shows commercial and industrial land in Talent by development status with development constraints.

Map 3. Map of employment land by classification with development constraints, Talent UGB, 2016

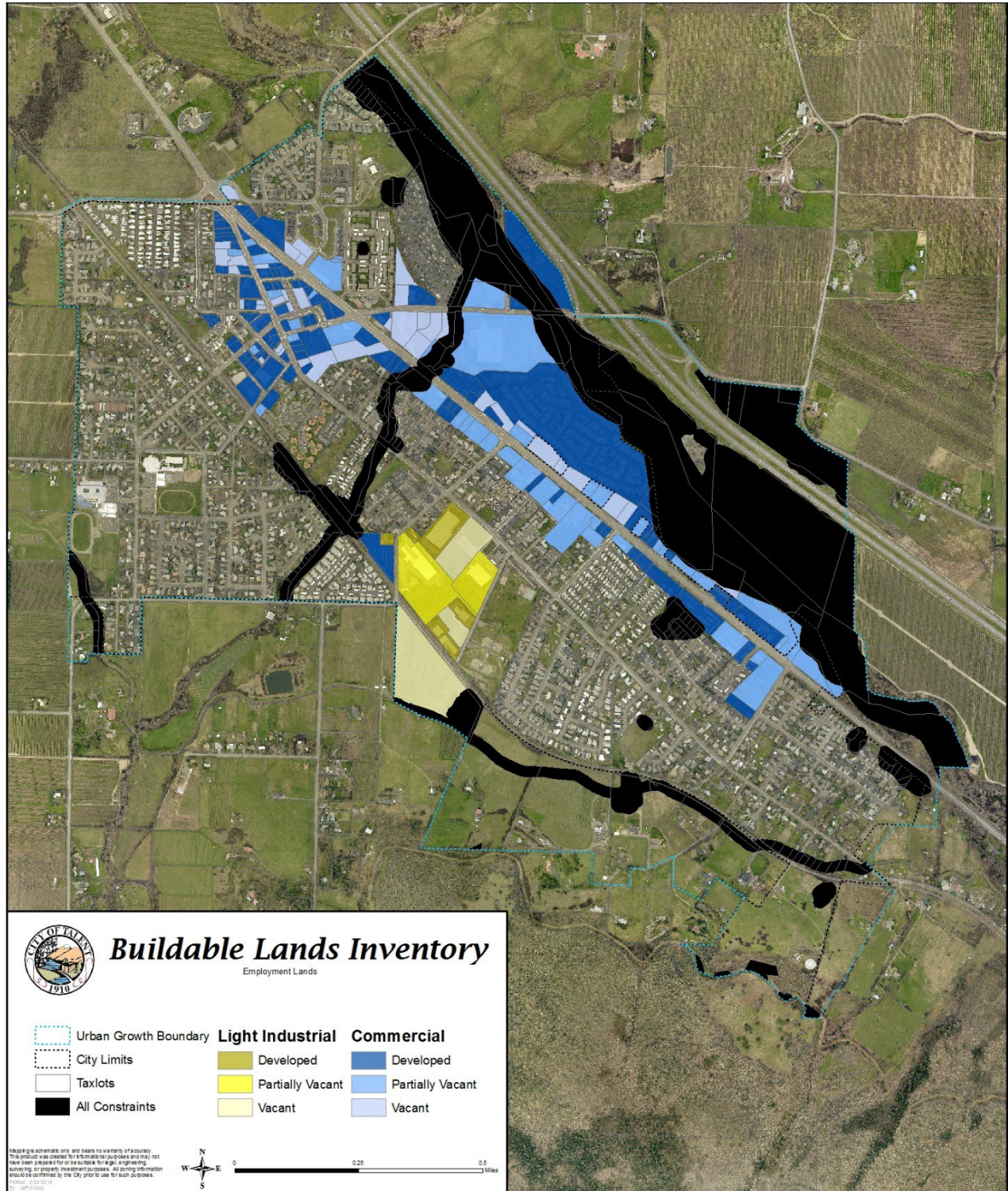


Table 20 shows the size of lots by plan designations for suitable employment land. Talent has 80 lots that are smaller than 2 acres (with 44 acres of land). Talent has 8 lots between 2 and 10 acres (33 acres of land), one lot between 10 and 20 acres in size (11 acres of land), and zero lots 20 acres and larger.

Table 22. Lot size by plan designation, suitable acres, Talent UGB, 2016

Suitable Acres in Tax Lot (vacant, partially)							
Plan Designation	<1	1 - 1.99	2 - 4.99	5 - 9.99	10 -19.99	20 - 49.99	Total
Acres							
Commercial	23.41	19.33	11.10	8.63	0.00	0.00	62.47
Industrial	0.00	1.53	7.17	6.39	11.10	0.00	26.19
Subtotal	23.41	20.86	18.27	15.02	11.10	0.00	88.66
Tax Lots							
Commercial*	65	14	4	1	0	0	84
Industrial	0	1	2	1	1	0	5
Subtotal	65	15	6	2	1	0	89

Source: City of Talent GIS data & analysis.

Note: 6 Commercial tax lots were removed from this count due to being >90% constrained and therefore unsuitable for development.

The data in Table 20 suggest that Talent has a deficiency of larger commercial sites. Talent has no commercial sites over 20 acres, 1 site between 10 and 20 acres and two sites between 5 and 10 acres (with a total of 15 acres). The one large industrial parcel the City does have, while adjacent to rail, is not in a location suitable for industrial use and is serviced by an underdeveloped collector street. Some of this deficiency could potentially be addressed through redevelopment or partition of parcels that are being underused.

Redevelopment potential

For the purposes of the updating the Buildable Lands Inventory “redevelopable lands” were not included as net buildable area. As in most circumstances “redevelopment” functions to merely replace one structure with a new one satisfying the same use and as such does not represent new development capacity. Properties that could have been considered “redevelopable” under the State definition that otherwise had further development potential were included instead in the “partially vacant” category in order to capture that net buildable land area.

Industrial zoned or used properties including Talent Irrigation District, MicroTrains and Fabricated Glass, as well as the Brammo site and the former Talent Truck Stop site, zoned commercially, were included as “partially vacant” for this reason. All of these parcels could either be partitioned to allow new buildings, or in the case of the Irrigation District and the former truck stop, could be completely removed and redeveloped.

PUBLIC FACILITIES AND SERVICES ELEMENT

The purpose of this element is to plan for the provision of economical and efficient public facilities and services to meet the needs of current residents, and to serve new development in a manner that minimizes adverse financial, environmental, and social impacts on the citizens of Talent. This element establishes a long-range plan for compliance with statewide planning Goal 11, Public Facilities and Services.

Goal 11 requires planning for a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. Cities are required to meet state planning standards for provision of municipal water, storm water management, sanitary sewer, and street systems. Cities are also encouraged to plan for other facilities and services. The City has primary responsibility for municipal water, storm drainage, and public safety services. Sanitary sewer service is provided by a special district, Bear Creek Valley Sanitary Authority (BCVSA). Transportation services are provided by a combination of the City, County, State and Rogue Valley Transportation District. Transportation planning is covered in this Comprehensive Plan by Chapter D, the Transportation Element. Other public and private service providers include Jackson County Fire District No. 5, Phoenix-Talent School District, Pacific Power, Avista Natural Gas, and various health service providers and communications companies.

After many years of low investment in the City's public facilities, in the mid -1990s the City Council began developing funding mechanisms for capital improvements and operations and maintenance of local facilities. At that time the only revenue generating fees established were relatively low connection fees and usage rates for municipal water. Beginning in late 1996, Systems Development Charges were adopted to raise money for capital improvements for the water, transportation, storm drainage and parks systems. Users' fees have also been adopted to raise money for the operation and maintenance of streets and storm drains.

PUBLIC FACILITIES STRATEGY

In late fall of 1996 an engineer's assessment of the City water treatment and delivery system found that the system was at capacity and vulnerable to failure. A December 1996 high water event proved the system's vulnerability, and the 1997 New Year's Day Flood shut down both water treatment plants for over two weeks. Shortly thereafter the City stopped issuing permits for construction requiring new water hook-ups and eventually adopted a public facilities strategy tying new construction to the availability of water. A new supply of potable water has been arranged, and once the new supply is online, growth pressures are expected to be intense.

The development of the original public facilities strategy and other work related to public facilities planning and the effects of population growth, have resulted in a better understanding of the real costs of development in the City. One goal of this plan is that development be planned and phased in a way that minimizes public costs and optimizes

public investment.

There are two types of “available lands” in Talent. There are those lands that already have direct access to necessary services, and there are additional lands that will require new connections to most or all necessary services. The buildable lands planned for future residential growth southwest of the railroad tracks fall entirely within the latter category. Development of that area will not be viable without a new street network that meets emergency service needs, and new water, storm sewer and sanitary sewer facilities. The public facilities strategy for this and other underserved areas is included in the Goals and Implementation Strategies in this element.

KEY FACILITIES

MUNICIPAL WATER

The City completed a Water Master Plan in December 1998. That plan describes the history of the municipal water system, needs, and proposed actions to ensure the availability of adequate, good quality water for current and future needs. That plan is the primary source of the information included in this section. The study area for the plan is the entire Urban Growth Boundary. Facility needs are projected based on full build-out of the existing Urban Growth Boundary area.

Talent’s original municipal water supply was a 125-gallon per minute (gpm) well developed in 1912. In 1948 a second, 250 gpm well was dug. Surface water was added to the supply to meet needs during high demand periods, and in 1961 the City’s first water treatment plant was built on Wagner Creek. That plant is still in operation, but is at the end of its design life. A second treatment plant was built on Bear Creek in 1973 that is also still in service at this writing. The water rights currently in use have a 1978 priority date.

In 1996, the City learned that water withdrawals from Bear and Wagner Creeks appeared to exceed the rate allowed by our water rights permits during peak use periods. Other concerns at the time included complaints about the odor and appearance of tap water, location of the Ashland sewage treatment plant upstream from the main Talent water intake system, and Fire Department concerns about water pressures and flow rates needed for fire suppression. The City Council initiated a study of the condition of the water supply system and received their first report in late fall 1996. In December that year heavy rains and high water disabled the supply intake structure for the Bear Creek plant, and produced excessive turbidity, both of which circumstances caused interruptions of supply that threatened curtailment of water service. The 1997 New Year’s Day Flood destroyed the intake. In August 2000, the Bear Creek treatment plant continues to operate with a temporary raw water intake system.

The 1996 Water Treatment Plant Review found that both treatment plants are at or beyond their design lives, and that extensive maintenance and repair was needed at both. Existing water rights were not being exceeded on an annual basis, but the system was clearly operating at capacity during peak use periods, and daily withdrawals were likely exceeding average allowable levels at those times. With residential growth rates in the ten years preceding the study averaging 6.2% annually, the City found that it could not continue to meet the needs of new development with the existing water system. In addition, the

condition of the treatment plants and the problems with the intake at Bear Creek threatened the City's ability to provide reliable service to current residents. A high level of voluntary conservation on the part of customers helped avoid shortages.

In February 1997, the City adopted a construction moratorium that was renewed for the full period of time allowed by state law. As required by law, a Correction Plan was also adopted, which prescribed tying into the Medford Water Commission regional water supply system for a long term water supply, and included renovations to existing treatment facilities to improve service in the interim. During the moratorium period, the City worked with the Rogue Valley Council of Governments, Medford Water Commission, the City of Phoenix and the City of Ashland to develop a plan for a regional water supply pipeline to transport treated water from the regional system to Talent and to the other participants (TAP Intertie project). A water rights permit application was completed and approved for municipal water rights from Lost Creek Lake. As a part of the water rights permit application, the City completed a Water Conservation Plan, adopted November 19, 1998 (Resolution 98-508-R).

Funding for Talent's share of the TAP Intertie was secured through a combination of Rural Development Fund grants and loans and an Oregon Economic and Community Development loan. The Water Master Plan was completed during the moratorium period. However, construction of the pipeline could not be completed during the statutory period allowed for moratoria. A Public Facilities Strategy was adopted that considered the City's level of compliance with State Land Use Planning Goals. Based upon findings that the City had exceeded goal requirements for residential growth, the strategy does not allow new housing starts or most other projects requiring new or enlarged water hookups until the new water supply is on line. However, based upon current needs and past development patterns, the strategy did allow development of some commercial projects and park improvements that were underway at the time of the original moratorium.

The TAP Intertie project will include an enlarged (24") pipeline to Phoenix, extension of that pipeline and a pump station to get water to Talent. This pipeline will be sufficient to meet projected daily demands for all three cities until 2050. In addition, improvements will be made to the local storage and distribution system, including a second reservoir to be built at the existing Belmont Reservoir site. At the time of this writing, design engineering is complete for the TAP Intertie project and construction is expected to be complete near the end of 2001. Anticipated costs for supply, storage and distribution improvements are projected in the December 1998 Water Master Plan, incorporated herein by reference (Resolution No.99-533-R). The budget for water system improvements is updated annually in the City's Capital Improvement Plan.

On December 20, 2000 the City Council adopted Resolution No. 00-577-R, resolving to get the City out of the water production business when the new water supply is sufficiently established to serve all pressure zones in the City.

STORM DRAINAGE FACILITIES

The City has adopted a Stormwater Master Plan (Resolution No. 00-574-R), dated January 1999 and incorporated herein by reference. The Plan describes current facility conditions, defines distinct watershed areas and sub-basins within the City, and makes recommendations

for future system improvements, including a capital improvement project list with estimated costs. The Study Area includes the entire Urban Growth Boundary area, and future system needs are based on full build-out of this area. Maps developed for the Plan include 1) a Watershed Map showing 38 drainage sub-basins that aggregate into 23 small watersheds; 2) Area maps showing existing and proposed collection lines; and 3) a Photo Site Plan Map that provides a key to a series of photos of existing stormwater problem sites. That plan is the primary source of the information included in this section.

The major drainage ways in Talent are Bear Creek, the principle stream in the regional watershed, and Wagner Creek, a tributary of Bear Creek that runs through the middle of town. Historically, stormwater from developed areas was channeled to the creeks through open ditches along roads. Some surface and underground drainage ways are actually Talent Irrigation District (TID) facilities built to distribute irrigation water in the summer, and that only incidentally function as storm sewers. Newer subdivisions and commercial developments have been built with engineered storm sewers, but these often discharge into open ditches. This arrangement is sometimes detrimental to downstream properties.

The hydrology of the Talent area has been changed significantly by five manmade structures. Normal surface water flows run from southwest to northeast, but two TID lateral irrigation ditches that catch hillside runoff, the railroad tracks, Talent Avenue, and Highway 99 all run roughly perpendicular to those natural flows. This interruption of flows has resulted in the “channelization” across natural flows, and emerging wetland and riparian areas near the manmade features. It has also resulted in dewatering of areas that were once wet, creating developable dry land in places that were once wetlands. The characteristics of these five structures have caused them to function as storm sewer mains for most of the City’s history. They function reasonably well, as demonstrated in the 1997 New Year’s Day Flood, when a fifteen- to twenty-five-year flood event was discharged without any incidents of high water damage in Talent. However, changing circumstances make it impractical to rely on this system in the long term.

The Talent Irrigation District has inadvertently conveyed a large part of the City’s surface water runoff for many years, but changing priorities for the district require the City to take more responsibility for the storm drainage system. TID has plans to take their irrigation laterals underground so that they will no longer collect runoff. This will affect drainage in the Urban Growth Boundary area southwest of the railroad tracks, and will probably affect water tables and spring activity on both side of the tracks. TID would like to abandon unused ditches and right-of-ways that currently carry runoff from developed properties. The City has the opportunity to decide which of these drainage systems should be incorporated into our stormwater management system, but must also figure out how to pay for improvements and maintenance of the old irrigation drainages.

With the rapid growth of residential development in Talent there has been a significant increase in the area of impermeable surfaces. Consequently, existing drainage ditches must handle increasing volumes of water. In recent years, storm sewer improvements have been limited to projects developed in conjunction with new construction or reconstruction of streets. This is likely to continue to be the pattern for most storm sewer projects. Major street reconstruction projects are funded and scheduled on Talent Avenue and throughout the Urban Renewal District that includes the downtown area west of Highway 99 and the

residential area south of Wagner Creek to Rapp Road. Other planned capital improvement projects include street improvements in older parts of town that will include storm sewer improvements, to be built as funding becomes available. In addition to Urban Renewal funding, future storm sewer projects and system maintenance will be supported by storm sewer system development charges and user fees.

SANITARY SEWER

Bear Creek Valley Sanitary Authority (BCVSA) provides sanitary sewer service to the City of Talent, as well as areas in the Talent Urban Growth Boundary area. BCVSA provides sewage collection and connects the Talent system to the Bear Creek Regional Interceptor at three points. Two pump stations constructed in 1982 help to convey sewage to the Regional Water Reclamation Facility (RWRF). The RWRF was built in 1970 by the City of Medford as a regional facility. It uses a coupled trickling filter - activated sludge process with disinfection to treat wastewater for discharge into the Rogue River. The sludge is anaerobically digested to reduce its volume and to generate methane gas for heat and power. The digested sludge is further treated in lagoons and dried to produce an agricultural soil amendment. The plant has adequate reserve capacity to serve anticipated regional growth until 2010.

BCVSA is responsible for planning for future sewer facility needs, and is in the process of preparing a new Master Plan. A public facilities planning process is based upon “full build-out” of the service area; growth rates will affect the timing of improvements, but not the design. The Draft City of Talent Sewer Master Plan provides an inventory of the existing facilities in Talent, a detailed analysis of the capacity of all components of the system, and improvements that will be needed to provide adequate services for current and future users.

Although BCVSA provides service for all of the City and the Urban Growth Boundary, there are undeveloped tracts of land that do not have sewer service readily available, particularly southwest of the railroad. It is the responsibility of the property developer to extend sewer service to the property at the time of development. All such sewer extensions must comply with BCVSA standards for design and construction.

Planned Improvements: The Talent collection system needs maintenance and/or replacement of lines to reduce inflow and infiltration, to increase collection capacity where needed, and to realign main lines to improve system efficiency.

The system in Talent has experienced brief periods of surcharging during heavy storms as a result of high inflow and infiltration. The older sewer main lines in Talent, installed by the City in the 1930s and 1940s, consist largely of 6-inch diameter concrete pipe. These pipes are undersized and prone to leaks that increase inflow and infiltration. Over the past several years, BCVSA has replaced many of these older lines with 8-inch and larger plastic pipes. High priority areas for system improvements to reduce inflow and infiltration identified in the Sanitary Authority’s draft plan include:

- Main Street from Second Street to Wagner Creek Road (constructed in 2000 in conjunction with street improvements)
- Wagner Creek Road from Main Street to Rapp Road

- Wagner Street from “T” Street to Wagner Butte Road

The system plan in the Master Plan identifies eight additional lines in the older areas of the City that are in need of improvement.

Capacity improvements involve replacing existing main lines with larger lines. The BCVSA / Talent Sewer Master Plan recommends capacity improvements between Valley View Road and Pacific Highway along Wagner Creek, in the South Pacific Highway area, and along Talent Avenue from Wagner Creek to Meadow Slope.

Main line realignment projects, and the abandonment of dead-end and parallel lines, are related types of projects that will increase system efficiency. The Master Plan includes eleven such projects.

The Master Plan also considers areas for system expansion, based upon anticipated directions of future growth.

Service Limitations: BCVSA has advised the City that there is currently no need to limit the number of service connections in Talent.

Capacity Limitations: Large scale developments, such as large residential subdivisions or industrial development, need to be reviewed on a case-by-case basis to determine their effect on the sewerage system. This is typically done during the design and plan review phase of the land use application process.

Capital Improvements: Necessary capital projects will be included in the final BCVSA Master Plan and will subsequently be budgeted. BCVSA has instituted System Development Charges to pay for capital improvement projects. BCVSA typically coordinates sewer improvements with street improvement projects.

TRANSPORTATION FACILITIES, MAINTENANCE AND OPERATIONS

Transportation inventory information, an assessment of transportation needs, and plans and cost estimates for future projects are discussed at length in Chapter D, the Transportation Element, and in Appendix A, the Transportation System Plan.

ENERGY AND COMMUNICATIONS

Energy

Electricity: Pacific Power and Light provides electricity to Talent customers and is responsible for planning and financing electrical facilities. Power comes from a variety of sources in the Northwest. About 500 megawatts are produced at hydropower plants in Southern Oregon and Northern California, including one facility in Prospect. A small amount of power used in our region is produced on a wind farm at Whiskey Run at the Oregon coast, near Bandon. Pacific Power also gets power from coal-fired plants in Centralia, Washington and in Wyoming and Utah. All of these power sources are distributed over a large area through utility intertie lines.

Talent is served by a substation built in the early nineties, located west of Highway 99, about a quarter mile north of Colver Road. The substation has four feeder circuits, two that distribute power to the north and two that deliver power to the south. It can be modified to increase capacity as needed. The existing facility is adequate to serve Talent for up to twice its current population.

One 69,000 Volt line serves the City. Pacific Power anticipates increasing that service to 115,000 Volts in the future, but that capacity will not be needed to meet the utility's current five-year plan. Electrical facility planning is based upon a five-year horizon, and plans are updated annually. There are no new facility projects planned for Talent in PP&L's current five-year plan.

Street Lighting: Street lighting is an important public safety and commercial support service. In new development projects, developers typically coordinate the installation of street lighting with the utility, the utility maintains the fixtures and the City pays for the power to the lights. In the downtown district the Urban Renewal Agency has provided light fixtures that are maintained by the City.

Natural Gas: Avista Natural Gas provides natural gas services to Talent. The natural gas supply is about 50% domestic with the other 50% coming from British Columbia, Canada.

There are adequate supply and available distribution facilities to serve Talent's growth needs for the foreseeable future.

Communications

Basic Telephone and other communication services are provided by Qwest. Talent is served primarily by copper phone lines with one digital carrier near downtown. Talent customers make up 44% of the 8700 working telephone lines in the Phoenix -Talent service area. The Phoenix-Talent exchange is currently operating at 75.8% of capacity. Talent is projected to need 466 new lines by 2004, and local facilities will be sized accordingly. No need for additional capital improvements is projected by the utility at this time.

Sprint, US Cellular and Medford Cellular also provide local phone service in the area. Two cellular communications towers support Wireless Communications within the City; one 72-foot tower within the city limits and one 120-foot tower within the Urban Growth Boundary.

Internet Service is available with local dial-up from a variety of Internet services, including locally owned, and regional and national corporations. Internet-based businesses are beginning to be a significant component of home-based businesses in Talent. The City is online, and maintains a Website for information about public meetings and other local government issues. The City's computer equipment was upgraded in 1999 to avoid Y2K problems. That upgrade included an improved internal network to facilitate intra office communication. Cable Television, Digital Television, and 2-way Satellite Television are also available.

GARBAGE AND RECYCLING SERVICES:

Ashland Sanitary and Recycling holds a franchise to provide garbage pick-up and curbside recycling services to approximately 800 residences and 120 businesses in Talent. Materials picked up by Ashland Sanitary and Recycling are moved through the Valley View Transfer Station (site of a closed landfill). Ashland Sanitary and Recycling also operates a recycling collection center in Ashland that accepts additional recyclable materials not accepted at curbside. Materials that cannot be recycled are disposed of at the Dry Creek Landfill near Medford. Dry Creek has up to fifty years of remaining capacity to serve Jackson and Josephine Counties. Hazardous waste is shipped out of the region. Medical waste is shipped to Marion County for incineration. Regulated hazardous waste is hauled to Arlington in eastern Oregon. For a more thorough summary of solid waste management opportunities and practices in Jackson County, see the Public Facilities and Services Element of the Jackson County Comprehensive Plan.

HEALTH SERVICES: Talent has limited medical facilities in town, but is fifteen minutes away from hospitals in Ashland and Medford. The Ashland Hospital Foundation operates the Southern Oregon Family Practice that provides family medicine four days a week and orthopedic medicine two days a week. A second clinic, Joslin/Kaiser Nurse Practitioners, provides full-time family medical services. Talent also has a full-service pharmacy and a dental practice. Ambulance Service is provided by Ashland Fire and Rescue.

GOVERNMENT SERVICES

Talent operates its own **Police Department** and **Municipal Court**. The Police Station is relatively new, but is not adequate to meet the City's needs for the current planning horizon. On July 1, 1999 the City of Talent was annexed to **Jackson County Fire District Five** for fire suppression and emergency medical services. The main Fire District 5 station is located on South Pacific Highway in Talent. In December 1999 Fire District Five adopted the Uniform Fire Code, Volumes 1 and 2, as the official fire code for the district that includes Talent. The District has outgrown its station and has purchased a site located on mile north of city limits for a larger, modern fire station.

Community Development, the **Municipal Court** and City **Administrative Services** are housed in a small building built by volunteers in the early 1970s. It is barely adequate to serve current staff needs. Planning for a new City Hall has begun in conjunction with the Downtown Redevelopment Plan process, but it is not yet a Capital Improvement Program item. The Community Development Department is responsible for planning, zoning, code enforcement and subdivision control. Other administrative services include water, stormwater and street user fee billing; municipal court clerk; financial services; staffing of all city committees, commissions and City Council; city archives; volunteer coordination; maintenance of a city website; and publication of a bimonthly newsletter.

In addition to operations and maintenance of city streets, storm sewers and municipal water, as discussed above, the **Public Works Department** maintains **Parks and Recreation Facilities**, in cooperation with the Parks Commission. Park and recreation facilities are considered at length in Element B, "Parks, Recreation, Open Spaces and Urban Forestry." The Public Works Department shops and office are housed in a building with very limited

finished office space. Conversion of a carport area to office space and construction of a new parking garage for City equipment are proposed as a solution to the current space limitations.

There is also a **Jackson County Library** branch in downtown Talent. The County library system is planning to expand facilities throughout the County. Talent is one of the only cities in Jackson County that does not have land available for new or expanded library facilities.

GOALS AND IMPLEMENTATION STRATEGIES

The following is a list of policy goals, objectives, and implementation strategies. Each objective and strategy pertains to a specific policy goal to achieve efficient and feasible public facilities in Talent. This Comprehensive Plan element addresses statewide land use planning Goal 11 – Public Facilities and Services. Originally adopted in 1980, the City of Talent is updating its Comprehensive Plan as part of a periodic review process. Each section contains findings to support the individual policy goals. Primarily, the findings are based upon the research mentioned above.

POLICY 1: PROVIDE ADEQUATE FUNDING FOR PUBLIC FACILITIES AND SERVICES:

Objective 1.1: Capital Improvements: Secure adequate funding for the timely development of new facilities where needed, and modernization of existing facilities.

Implementation Strategies:

1.1.1. Maintain an active involvement in regional transportation planning, including but not limited to, the Jackson-Josephine Transportation Committee (JJTC) and the Rogue Valley Action Committee for Transportation (RVACT).

1.1.2. Coordinate Public Works, City Administration, Parks Commission and Community Development resources, and other agency resources where appropriate, to develop effective partnerships and/or grant proposals for funds for specific public facilities and services projects.

1.1.3. Continue to work with City Administration to develop annual, comprehensive Capital Improvement Plans to support capital budget decision-making and grant applications.

1.1.4. Support the timely review of Systems Development Charges, and appropriate increases in such charges, to ensure that developers pay a fair share of the public costs of providing public facilities and services for new development.

1.1.5 Coordinate all road improvement projects with all utility providers to create opportunities for upgrading all facilities while minimizing costs, pavement cuts and

disruptions of services.

Objective 1.2: Operations and Maintenance: Secure sustainable revenue resources for the operation and maintenance of all City facilities and services.

Implementation Strategies:

1.2.1 Support the timely review of public facility user fees, and appropriate increases in such fees, to ensure that city facilities and services can be properly maintained without putting an unfair burden on residents of the City.

1.2.2 To minimize long-term operations and maintenance costs, hold developers to a high standard of practice for the installation of all facilities built in conjunction with new construction that will be dedicated as public facilities by adopting, and periodically updating, Standard Construction Drawings for all necessary facilities. Require thorough engineering review of all proposed public facility designs, and ensure that timely and thorough inspections will be done for all new facilities.

1.2.3 Design and build all publicly funded facilities with consideration of the long-term costs of operation and maintenance.

POLICY 2: MUNICIPAL WATER: The City of Talent will provide an adequate supply of high quality water for residential, commercial, industrial, recreational, and fire suppression purposes, including providing water to serve new development at a reasonable rate of growth.

Objective 2.1: Water Supply: Connect to the Medford Water Commission water supply system to serve the City's current and future growth needs.

Implementation Strategies:

2.1.1 Complete the Talent-Ashland-Phoenix (TAP) Water Intertie pipeline project to provide Medford Water Commission water to the City.

2.1.2 Complete the new Belmont Reservoir to provide adequate water storage for the twenty-year planning period.

2.1.3 Consider how best to manage existing water supply resources for the long term best interest of the City, including but not limited to the following possible approaches: leasing existing water rights for in-stream use to increase stream health while maintaining the water rights' validity for future or emergency use, and maintaining some level of water treatment capacity for back-up or emergency use.

2.1.4 Continue to support water conservation as a means of ensuring long-term water supplies throughout the region, and minimizing negative impacts on surface water quality.

Objective 2.2: Water Distribution: Continue to improve the water distribution

system to improve water quality at the point of delivery, minimize maintenance needs, and provide adequate water pressure for all municipal uses.

Implementation Strategies:

2.2.1 Replace undersized and beyond-design-life distribution lines and valves as needed and/or in conjunction with any street or storm drain construction projects.

2.2.2 Continue to connect distribution lines so that all local lines are looped, and require all new lines to be looped to provide uniform water pressure throughout the system.

2.2.3 Upgrade fire hydrants and supply lines as needed and in conjunction with all street improvement projects. Provide water volume and pressure sufficient to maintain or exceed two-hour fire flows of 1,000 gallons per minute (gpm) in residential areas, and 1,500 gpm for commercial and municipal buildings.

2.2.4 Add isolation valves to the system where needed as funds become available.

2.2.5 Protect water quality in distribution lines by requiring appropriate backflow devices to prevent backflow at 20 psi minimum system pressure.

2.2.6 Construct a pump station eliminating the necessity to produce water at the Wagner Creek Treatment Plant.

POLICY 3: STORM WATER MANAGEMENT: The City will continue to improve stormwater management infrastructure to facilitate drainage from built areas and to improve the quality of water discharged to streams.

Objective 3.1: Stormwater Collection System: Improve capability to provide effective drainage for new and existing development throughout the City.

Implementation Strategies:

3.1.1 Upgrade open ditches to curb and gutter systems and add new storm sewer mains, as designated in the Stormwater Master Plan, in conjunction with street improvement projects.

3.1.2 Implement the adopted Stormwater System Design Standards for all new construction, including Best Management Practices for avoiding any increase in runoff from development projects due to increased impermeable surfaces.

Objective 3.2: Water Quality Mitigation: Manage Stormwater in a way that will result in a net improvement of water quality in Bear and Wagner Creeks.

3.2.1 Work closely with the Department of Environmental Quality Erosion Control permitting process to prevent water quality degradation during construction and until landscaping is established on construction sites.

3.2.2 Encourage project design in floodplain areas that will minimize impermeable surface areas and discourage land use activities that might contribute to surface water pollution.

3.2.3 Require all stormwater outfalls to be designed and constructed to minimize erosive impacts on the creek, mitigate pollutants with settling ponds, aeration or other measures approved by the City Engineer, and minimize impacts on stream temperature to the fullest extent practicable.

3.2.4 Require retention and rehabilitation of wetlands and riparian areas to the fullest extent practicable to provide natural water quality benefits, and encourage enhancement and creation of wetlands and riparian areas, where practicable and/or necessary, to mitigate adverse water quality impacts on streams.

3.2.5 Evaluate future stormwater and non-point pollution management policies for compliance with Endangered Species Act performance standards, as set out in the guidelines of the Bear Creek Water Quality Management Plan; Urban Nonresource Land Use Component, as adopted by DEQ.

POLICY 4: SANITARY SEWER: The City will continue to work with the Bear Creek Valley Sanitary Authority (BCVSA) to coordinate system improvement, operations and maintenance of our sanitary sewer collection system.

Objective 4.1: Provide for the efficient and timely provision of new or modernized facilities throughout the City and Urban Growth Boundary area.

Implementation Strategies:

4.1.1 Provide BCVSA with timely notice of all Urban Growth Boundary, Annexation and new development applications and incorporate their program requirements into conditions of approval to the fullest extent of the City's authority.

4.1.2 Provide early notice to BCVSA on capital street improvement projects to encourage and enable concurrent sewer collection system upgrades.

4.1.3 Support the provision of BCVSA service to all commercial properties along Highway 99 within the Urban Growth Boundary by annexing those properties.

4.1.4 Oppose any new or expanded development that would require new or expanded onsite sewage disposal systems on commercial properties along Highway 99 within the Urban Growth Boundary, but not in the City. Oppose replacement of failing septic systems or drainfields in that area, when the preferred alternative is annexation to the City and the Bear Creek Valley Sanitary Authority.

POLICY 5: SCHOOLS: The City will continue to work with the Phoenix-Talent School District (PTSD) in support of their efforts to meet their changing facility needs, and in support of joint efforts for service learning and the use and improvement of the City Parks

system.

Objective 5.1: A lasting partnership between the School District and the City to ensure that school services can keep up with community needs.

5.1.1 Provide PTSD with timely notice of all Urban Growth Boundary, Annexation and major residential development applications and incorporate the school district's program requirements into conditions of approval to the fullest extent of the City's authority.

5.1.2 Work with the district to ensure adequate available land for their facility needs, including supporting an Urban Growth Boundary amendment to include the district's "soccer field" property, south of Colver Road and west of the railroad, in the City's growth area when it is needed.

5.1.3 Continue to invite classroom teachers to get students involved with local government in Arbor Day and other outdoor learning and community service activities, to improve park amenities, and engender respect for land and community.

5.1.4 Include the school district in emergency preparedness efforts for all hazards.

Objective 5.2 Adequate funding for future school facilities.

5.2.1 Support legislative action to enable Public School Systems Development Charges to be put into place to provide a source of capital funding for school facilities that is directly related to the impacts of residential growth on the school district's ability to provide adequate facilities.

POLICY 6: ENERGY AND COMMUNICATIONS: The City will support utility efforts to modernize and expand facilities and services to provide for new development and to keep up with continuing technological change.

Objective 6.1: Electricity: A reliable electrical supply and distribution system with adequate capacity of high quality power for commercial, industrial and residential growth and the intensified use of telecommunications.

FINDINGS: Talent's electrical supply is provided by overhead lines. Underground service is in place for local service only in new subdivisions. Underground lines cost five to eight times as much as overhead lines, particularly because they must be overbuilt to provide for future capacity increases. Public perceptions about the appearance of overhead lines and the potential health effects of electromagnetic radiation have increased the difficulty of siting new distribution lines and other facilities, such as substations.

Implementation Strategies:

6.1.1 Provide the electrical utility with timely notice of all Urban Growth Boundary, Annexation and industrial, commercial and subdivision development applications and consider the utility's recommendations in the decision-making process.

6.1.2. Provide the utility with advance notice of all street widening projects and other upgrades or rebuilds that involve power poles and streetlights in any way to enable timely relocation, (including relocation underground where feasible) and/or upgrades of facilities.

6.1.3 Work with the utility to establish street lighting standards that optimize safety while minimizing public costs and light pollution.

6.1.4 Require underground installation of new facilities.

Objective 6.2: Natural Gas: Ready availability of natural gas for developers and residents who choose to use it.

Implementation Strategies:

6.2.1 Provide the natural gas utility with timely notice of all Urban Growth Boundary, Annexation and industrial, commercial and subdivision development applications and consider the utility's recommendations in the decision making process.

6.2.2 Provide the utility with advance notice of all street widening projects and other upgrades or rebuilds to enable timely relocation, and/or upgrades of facilities.

Objective 6.3: Communications: Efficient, economical telecommunications facilities that keep Talent abreast of changing technologies for business and residential uses; implemented with a minimum of visual, electromagnetic radiation, or other adverse impacts on local residents.

Implementation Strategies:

6.3.1 Develop siting standards for communications facilities that facilitate appropriate locations, minimal adverse impacts, and appropriate impact mitigation measures to protect the livability and rural character of the City.

6.3.2 Work with the City Council to develop two-way communications with communications service providers to create a proactive approach for planning for new and improved facilities and services, including fiber-optics, digital communications, and other best available technologies as technological and market conditions change.

6.3.3 Advise communication utilities of proposed street improvement projects to enable timely installation or improvement of their facilities.

6.3.4 Include requirements in applicable ordinances that new subdivisions and commercial developments include easements and the installation of conduit for communications cable at the time of development.

6.3.5 Support City Council efforts to encourage the industry to improve communications facilities by finding training opportunities for decision makers and staff, participating on regional planning bodies as needed, and helping to develop grant proposals for economic development funds for infrastructure improvements.

POLICY 7: GOVERNMENT FACILITIES AND SERVICES: The Community Development Department will continue to take an active role in helping to coordinate the functions of the various City departments, and in planning for future land and facility needs.

Objective 7.1: Administrative Services: Provide adequate facilities for the full range of public services currently provided, or supported by the citizens of Talent now and in the future.

Implementation Strategies:

7.1.1 Work with the City Administrator to secure funds for a Civic Center Plan and to develop a plan that will serve the City's office needs, provide adequate parking for public services, and provide a library site and other amenities that will support a compact and attractive downtown civic center.

7.1.2 Provide Community Development support for Civic Center planning, site development plan approval and permitting for a City Hall that will include, at a minimum, up-to-date communications access, conference room, court room, and space for increased staffing as it is needed.

7.1.3. Support the Jackson County Library system, and other government agencies, in their efforts to improve or develop facilities in Talent.

Objective 7.2: Recreation Facilities and Services: Parks and Recreation Facilities throughout the City to serve a wide variety of recreation needs, connected by safe and attractive pedestrian, bicycle and auto routes.

Implementation Strategy: Provide technical, staffing and grant writing support for the Parks Commission in their implementation of Element B of this plan, "Parks, Recreation, Open Space, and Urban Forestry" and in their effort to develop a City Parks System Master Plan.

Objective 7.3: Police and Public Works Departments: Cooperative relationships among the Police Department, Public Works Department, Administrative Department, and the Community Development Department to share information and human resources as needed.

Implementation Strategies:

7.3.1 Provide Geographic Information Service maps when needed to support police and public works projects, and encourage improved GIS capability at Public Works, and installation of GIS capability at the Police Department.

7.3.2 Continue to cooperate for effective and fair enforcement of the City Nuisance Ordinance, particularly as it applies to land use, public health and safety issues.

7.3.3 Provide opportunities for all City Departments to participate in the land use decision

making process, and support Police and Public Works programs with clear and specific conditions of approval for land use actions whenever applicable.

7.3.4 Provide Planning and Building Official professional services whenever needed to promote plans for expansion or modernization of facilities.

7.3.5 Support any future legislation that will allow cities to collect Systems Development Charges and/or User Fees for Public Safety services.

Objective 7.4 Community Development Department: Provide a professional level of conservation and development services, including 1) thorough development application review that is sensitive to the environmental and social concerns of Talent, and 2) ongoing maintenance of the Talent Zoning Ordinance, Subdivision and Land Partitioning Ordinance, and Talent Comprehensive Plan to accommodate changing circumstances.

Implementation Strategies:

7.4.1 Work with the Administrator, City Attorney, and City Council to establish effective procedures to allow pacing of the acceptance of applications for new subdivisions and major construction projects so that the City Planner, or their designee, has adequate time to review and respond thoroughly to each individual proposal.

7.4.2 Continue to pursue funding strategies to provide increased administrative and technical staff support for Community Development services.

7.4.3 Hire a staff Building Official as soon as it is economically feasible so that Planning and Building can coordinate Community Development activities on a daily basis.

POLICY 8: FIRE AND EMERGENCY MEDICAL SERVICES: The City will work closely with Jackson County Fire District #5 to support 24-hour emergency services, to implement the policies for natural hazards preparedness established in Element C, the Natural Hazards Element of this plan, and to support community outreach programs that promote public safety.

Objective 8.1: Adequate facilities for Fire District operations for the next twenty years.

Implementation Strategy: Support the District's effort to secure an adequate site for a larger, modern fire station, including support for an Urban Growth Boundary amendment, if needed, so the Fire District can establish facilities at an appropriate location.

Objective 8.2: Effective hazard prevention programs.

Implementation Strategies:

8.2.1 Continue to work with the Fire District to implement the City's weed abatement

ordinance during fire season, as Fire District personnel can be made available for field reconnaissance, to inform residents of open burning permit requirements, and otherwise refer residents to appropriate resources for hazard prevention.

8.2.2 Continue to notify the Fire District of all pending planning actions, and request their input, and include conditions of approval that support their program needs to the fullest extent of the City's authority.

8.2.3 Continue to participate in Emergency Preparedness planning with the Fire District and other City departments.

POLICY 9: HEALTH SERVICES: The City encourages the Ashland Hospital Foundation and private health service practitioners to expand services in Talent to provide a variety of outpatient and resident services to meet the varied needs of Talent residents.

POLICY 10: PUBLIC FACILITIES STRATEGY: The real costs of new development are primarily the responsibility of the benefited parties. The long-term costs of operations and maintenance of new public facilities and emergency access needs must be considered when designing and constructing new public facilities.

Objective 10.1: New Residential Development West of the Railroad and South of Rapp Road: A Master Planned residential development that will allow an integrated system of streets and utilities that also provides safe access, as well as an efficient provision of services at minimal public costs.

10.1.1 Do not allow planning approval for any new residential development west of the Railroad Tracks and south of Rapp Road until an Area Master Plan is completed that illustrates how parks, street connections, transportation facilities, storm drainage system, and other utility mains will be routed, connected to existing facilities, and phased.

10.1.2 Do not allow construction permits for new residential development in the subject area until all necessary services are designed and engineered, and funding is secured.

Objective 10.2: Timely, safe and economical provision of all public facilities at service levels that anticipate future facility needs and long-term public costs.

Implementation Strategies:

10.2.1 All new development shall include street access that provides, at a minimum, two outlets sufficiently separated for fire-life-safety factors, including but not limited to railroad crossings, wildfire risk areas, and floodplains and floodways unless 1) access can be achieved by a cul-de-sac or dead end street, which while discouraged, are defined and limited in the Talent Land Division Ordinance and 2) the Fire District is satisfied that emergency access is adequate.

10.2.2 Provision of municipal water above the City's gravity flow water pressure area shall

require appropriate pumping and storage facilities, at the expense of the benefited parties.

10.2.3 Provision of municipal water may be subject to development of excess distribution capacity to provide for connections for future development of lands inside the Urban Growth Boundary. Where a developer is required to assume the cost of providing excess capacity, future Systems Development Charges from benefited properties may be remitted to the developer of that capacity, subject to the terms of the development agreement for the original project.

10.2.4 No new subdivision, commercial or industrial development may be approved that does not provide for stormwater facilities consistent with the adopted Stormwater Design Standards, from the development all the way to an approved point of discharge.

10.2.5 No new subdivision, commercial or industrial development permits may be issued until all necessary public facilities and services, including connections to mains or other existing facilities, are built and available, or otherwise guaranteed to be built and available, subject to the terms of the development agreement for the project.

Objective 10.3: Urban Growth Boundary Management Agreement: A new agreement with Jackson County that increases City control over patterns of development and access issues within the Urban Growth Boundary and that decreases the planning administration burden on the County.

Implementation Strategies:

10.3.1 Work with the City Council and Jackson County to negotiate and adopt a new Urban Renewal Management Agreement that will facilitate the provision of public access and other public facilities in the urbanizable area.

10.3.2 Work with the City Council and Jackson County to transfer to the City responsibility for review of Commercial and Light Industrial Site Development Plans on County lands inside the Talent Urban Growth Boundary to create consistency with nearby development on City jurisdiction lands.

10.3.3 Work with the City Council and Jackson County to consider a cooperative strategy for cleaning up brownfield sites in County jurisdiction prior to annexation to the City.

Talent Comprehensive Plan, Element G

HOUSING

Adopted by Ordinance 935 on May 17, 2017
Effective June 17, 2017

The Residential Land and Housing Element addresses the housing needs of current and future residents of Talent.

In 2016 the City conducted a Residential Buildable Land Inventory and Housing Needs Analysis (Appendix “A”) to determine whether there is a sufficient amount of buildable land to meet future housing demands within the existing Urban Growth Boundary. The study provides the technical analysis required to determine the 20 year need for residential land, consistent with Oregon Statewide Goal 14, Oregon Revised Statute (ORS) 197.296, and Oregon Administrative Rule (OAR) 660- 008.

The Housing Needs Analysis determined the number of housing units and acreage needed to meet the forecasted population growth over the next 20 years. A more detailed demographic analysis, looking at local, state, national trends, and the demographic characteristics helped the City understand the types of housing that will best meet the needs of the community.

The future growth and attraction of the residential areas of Talent will, to a large degree, be dependent upon the small town residential character, the development of livable neighborhoods, and the close proximity to jobs in Medford/Ashland metro area for easy commuting. Even though low-density residential development will likely dominate the housing market, a greater mix of housing types is likely to be built over the next twenty years to respond to the housing needs of

existing and future residents. These needs include affordable housing options such as multi-family and single-family attached dwellings.

GOALS:

1. Provide an adequate supply of residential land and encourage land use regulations that allow a variety of housing types that will be able to meet the housing needs of a range of age groups, income levels, and family types.
2. Encourage efficient land development patterns that minimize service and infrastructure costs.
3. Encourage land use patterns that provide livable neighborhoods; allow mixed uses, and allow a variety of housing types.
4. Encourage land use patterns that protect and enhance Talent's natural resources.
5. Facilitate new housing starts to ensure there is adequate opportunity and choice to acquire safe, sanitary, and affordable housing.
6. Maintain an attractive residential community in an appealing rural setting.

FINDINGS:

The Residential Buildable Land Inventory and Housing Needs Analysis adopted by City Council determined there is an insufficient amount of buildable land to meet future housing demands within the existing Urban Growth Boundary. The Housing Needs Analysis determined the number and type of housing units needed to meet the forecasted population growth over the next 20 years. A detailed demographic analysis helped the City understand the types of housing that will best meet the needs of the community. Following are findings from the analysis:

1. Population Growth
 - (a) Talent's population is forecast to increase between 2017 and 2037 by 2,716 residents. In 2037 Talent's population is estimated to be 9,291 an increase of 41 percent.
 - (b) Growth will be slower until residential land becomes available.
 - (c) Without substantial changes in housing policy, on average, future housing will look a lot like past housing. If the City adopts policies to increase opportunities to build smaller-scale single-family and multifamily housing types, Talent may be relatively affordable and land may become more available.
2. Residential Land Inventory

Talent has a total of 541 acres in residential Plan Designations. Of the 541 acres in the UGB, about 363 acres (67%) are in classifications with no development capacity, and the remaining 178 acres (33%) have development capacity before development constraints are applied.

3. Housing and Land Need

- (a) Talent will need to provide 1,272 new dwelling units between the years 2017-2037 to accommodate the forecasted population.
- (b) Single family dwellings will remain the dominant housing type based on demographic trends, i.e. higher incomes, attraction of family households and family households with children in Talent.
- (c) The future housing mix shows a majority of the dwelling units needed will be single family detached homes (65%), single family attached homes (10%) and the remaining needed housing types will be multi-family (25%).
- (d) Low density zones are forecast to develop at 5.2 dwelling units per acre and medium and high density zones are forecast to develop between 10 and 18 units per acre.
- (e) The City of Talent will need an additional 109 acres of residential land to meet the projected population growth; 77 acres of Low Density Residential Land, 17 acres of Medium Density Residential land and 15 acres of High Density Residential and mixed use Commercial land.

4. Comparing Supply and Demand of Residential Acres

With a deficit of nearly 109 acres of residential land, Talent does not have an adequate supply of residential land to meet the 20-year projected demand within its current UGB.

HOUSING STRATEGIES

POLICY 1: Land Availability: Plan to for a 20-year supply of suitable land for Talent’s housing needs within the existing urban growth boundary to the extent possible.

Objective 1.1: Identify opportunities to address the residential land deficits identified in the Housing Needs Analysis.

Implementation Strategy 1.1a: Develop a Medium Density Plan Designation and Zone that allows 5 to 14 dwelling units per gross acre for all housing types.

Implementation Steps: (1) Work with Planning Commission to develop this Plan Designation and develop a zone to correspond to this Plan Designation, (2) work with Planning Commission to identify land to include in this Designation and zone, and (3) adopt changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 1 year of the Element’s adoption

Partners: City Staff and Planning Commission

Implementation Strategy 1.1b: Identify low-density residential land to be redesignated for medium-density or high-density residential uses.

Implementation Steps: (1) Identify land that should be redesignated for these uses and (2) adopt changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 1 to 2 years of the Element’s adoption

Partners: City Staff and Planning Commission

Implementation Strategy 1.1c: Identify commercial and industrial land to be redesignated for low-, medium-, or high-density residential uses.

Implementation Steps: (1) Identify land that should be redesignated for these uses and (2) adopt changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 1 to 2 years of the Element’s adoption

Partners: City Staff and Planning Commission

Objective 1.2: Evaluate and if determined feasible, revise and implement the Talent Railroad District Master Plan to make this land available for development and address land use and subdivision regulations that create barriers to access in the master plan area. The Master Plan envisions development of housing, mixed-use residential, and public facilities such as streets necessary to service development of the District.

Implementation Strategy 1.2a: Evaluate and if feasible revise the Master Plan to fit with Talent’s revised housing policies and to ensure that development plans proposed in the master plan are both efficient and support development of infrastructure by the developers of the area.

Implementation Steps: Evaluate the feasibility of the Railroad District

Master Plan and if determined feasible, revise the Master Plan based on Talent's current Comprehensive Plan Policies, with particular attention directed at the revised housing and economic policies.

When: within 1 to 2 years of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 1.2b: Work with affected property owners to consider a plan for infrastructure development in the Railroad District Master Plan area including securing permission for necessary rail crossings to allow for infrastructure development.

Implementation Steps: Work with ODOT, private rail company, affected landowners, and other stakeholders to secure permission for a rail crossing at Belmont Rd.

Implementation Steps:

When: within 1 to 2 years of the Element's adoption

Partners: City staff, ODOT, private rail company and affected land owners

Implementation Strategy 1.2c: Develop plans for infrastructure in the Railroad District Master Plan area through public-private partnerships with landowners in the area and including the development of Belmont Rd. from Talent Ave. in conjunction with development.

Implementation Steps: (1) Develop public-private partnerships and development agreements for the development of Belmont Rd. and (2) coordinate with the City's Capital Improvement and Transportation System Plan.

When: within 3 to 5 years of the Element's adoption

Partners: City Staff

Objective 1.3: Address applicable requirements of the Regional Problem Solving (RPS) when making decisions about changes to the Comprehensive Plan map and Zoning map.

Implementation Strategy 1.3a: This is an on-going strategy that the City will continue to perform as it makes changes to the Comprehensive Plan map and Zoning map.

Implementation Steps: Continue addressing RPS requirements.

When: On-going

Partners: City Staff and Planning Commission

Implementation Strategy 1.3b: Modify Talent's existing zoning districts and standards to achieve the required RPS densities inside the city limits.

Implementation Steps: (1) Identify revisions needed to Talent's zoning code to meet requirements of the RPS plan and (2) develop and adopt revisions through a public process.

When: within 1 to 2 years of the Element's adoption

Partners: City Staff and Planning Commission

Objective 1.4: Work with the Regional Problem Solving Policy Committee (RPS) or appropriate review authority to revise plans for Talent's urban reserve areas to fit with the residential needs identified in the Talent Housing Needs Analysis, through actions such as re-examining the distribution of residential, commercial, and industrial lands with Talent's adopted Urban Reserves.

Implementation Strategy 1.4a: Work with the RPS Policy Committee or appropriate review authority to revise plans for Talent's urban reserve areas.

Implementation Steps: Coordinate with the RPS Policy Committee or appropriate review authority to revise plans for Talent's urban reserve areas

When: within 1 year of the Element's adoption

Partners: City Staff, Planning Commission and RPS Policy Committee (or appropriate review authority)

Implementation Strategy 1.4b: Work with affected landowners in Talent's urban reserves to determine their preferences for development and to determine how their preferences fit into Talent's housing needs, as identified in the Housing Needs Analysis.

Implementation Steps: Continue to include landowners in the process of determining the needed housing types in urban reserve areas

When: Ongoing

Partners: City Staff

Objective 1.5: If the City cannot accommodate the forecast for housing growth within the urban growth boundary, evaluate expansion of the urban growth boundary to accommodate housing needs.

Implementation Strategy 1.5: Determine whether there is a need to expand the urban growth boundary and evaluate the types of residential land needed after completion of the evaluation of land use efficiency measures in Objective 1.1 and 3.1. If there is a need for an urban growth boundary expansion, the City should initiate the analysis necessary to support the expansion.

Implementation Steps: Evaluate need to expand the UGB based on increases in capacity resulting from policy changes in Objective 1.1.

When: within 1 to 3 years of Element's adoption

Partners: City Staff

Objective 1.6: Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.

Implementation Strategy 1.6: Develop and implement a system to monitor the supply of residential land consistent with the implementation requirements of Goal

10. This includes monitoring residential development (through permits) as well as land consumption (e.g. development on vacant, or partially vacant lands).

Implementation Steps: (1) Develop a monitoring system for land development based on development applications, starting with the inventory of buildable lands completed for the 2016 housing needs analysis. (2) Update the inventory of buildable lands on an annual basis.

When: within 1 to 2 years of the Element's adoption

Partners: City staff

POLICY 2: Opportunity for Development of a Range of Housing Types: Provide opportunities for development of a range of housing types that are affordable to households at all income levels as described in the Talent Housing Needs Analysis. These housing types include (but are not limited to): single-family detached housing, accessory dwellings, cottage housing, manufactured housing, townhouses, duplexes, and apartments.

HUD sets a Median Family Income (MFI) for each county in the nation based on information from the U.S. Census' American Community Survey. The MFI is meant to provide information about the income of an average family. In 2016, Jackson County's MFI was \$53,000.

Objective 2.1: Provide opportunity for and support the development of housing affordable to low-income households, including government-assisted housing. HUD defines low-income households as households with less than 60% of MFI (about \$32,000 in 2016).

Implementation Strategy 2.1a: Partner with non-profit housing developers including, but not limited to Jackson County Housing Authority to encourage development of new housing projects in Talent, especially when the City's support can help acquire funds to develop affordable housing.

Implementation Steps: Actively engage in discussions with non-profit housing developers about supporting development of affordable housing projects in Talent and how the City can support these developments.

When: Ongoing

Partners: City Staff, Planning Commission and Non-Profit Housing Developers

Implementation Strategy 2.1b: Partner with the non-profit housing developers and other social service organizations to expedite new housing projects when their programs have funds committed to such projects.

Implementation Steps: Actively engage in discussions with non-profit housing developers about supporting development of affordable housing projects in Talent and how the City can support these developments.

When: Ongoing

Partners: City Staff and Non-Profit Housing Developers

Implementation Strategy 2.1c: Revise ordinances to encourage the development of accessory dwelling units or other similar small scale dwellings on existing and

proposed lots to provide a source of affordable housing, such as standardizing the development review process rather than requiring a public hearing.

Implementation Steps: (1) Develop standards and streamline the review process for developing accessory dwelling units or other similar small scale dwellings in Talent and (2) adopt the revised regulations through a public process.

When: within 1 year of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 2.1d: Evaluate methods for the reduction of systems development charges for dwelling units based on the square footage of the unit.

Implementation Steps: Provide optional methods to calculate system development charges for dwelling units based on the square footage of the unit.

When: within 1 year of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Steps: Adopt new system development charge fees specific to the development of accessory dwelling units or other similar small scale dwellings.

When: within 2 to 3 year of the Element's adoption

Partners: City Staff

Implementation Strategy 2.1e: Evaluate the use of Inclusionary Zoning (IZ) or other incentive programs as a means of encouraging the development of lower cost market-rate housing.

Implementation Steps: (1) Evaluate and determine the appropriate zoning designation(s) or area appropriate (if IZs are determined appropriate) for the use of Inclusionary Zoning and (2) if IZs are determined appropriate, identify locations where the use of IZ would be either voluntary or required and (3) establish standards and incentives necessary to ensure the successful use of IZs.

When: within 1 to 3 year of the Element's adoption

Partners: City Staff and Planning Commission

Objective 2.2: Provide opportunity for and support the development of housing affordable to moderate and higher-income households. HUD defines moderate and higher-income as households with incomes between 60% and 120% of MFI (about \$32,000 to \$64,000 in 2016).

Objective 2.2 will be implemented through implementing Policy 1, Policy 3, and Policy 4.

Objective 2.3: Provide opportunity for and support the development of housing affordable to higher-income as households with incomes above 120% of MFI (\$64,000 and above in

2016).

Implementation Strategy 2.3: Develop a wide-range of single-family detached housing, including single-family detached on larger lots (e.g., 8,000 square feet lots).

Implementation Steps: (1) Identify necessary changes to the zoning and subdivision code to allow for larger-lot housing.

When: within 3 to 5 years of the Element’s adoption

Partners: City Staff and Planning Commission

Objective 2.4: Support renovation and redevelopment of existing housing in Talent.

Implementation Strategy 2.4a: Develop a process to identify housing that has been abandoned or not occupied for a long-term period.

Implementation Steps: Work with existing sources of information to identify abandoned or unoccupied housing

When: within 1 to 2 years of the Element’s adoption

Partners: City Staff

Implementation Steps: Maintain a list of abandoned or unoccupied housing.

When: On-going

Partners: City Staff

Implementation Strategy 2.4b: Work with the property owners to expedite the renovation or redevelopment abandoned or vacant housing.

Implementation Steps: Work with property-owners to expedite renovation or redevelopment of abandoned or unoccupied housing.

When: On-going

Partners: City Staff

Implementation Strategy 2.4c: Develop an expedited building permit process for substantial redevelopment and renovation of existing housing.

Implementation Steps: Work with Jackson County Building Inspection Services to develop the expedited building process.

When: within 3 to 5 years of the Element’s adoption

Partners: City Staff

POLICY 3: Efficient Development Patterns: The City will support and encourage residential development, infill, and redevelopment, especially in downtown, as a way to use land and existing infrastructure more efficiently and promote pedestrian-oriented commercial development in downtown.

“Infill” is additional development on the vacant portion of a tax lot with existing development (i.e., putting a new residence on a 2-acre tax lot where the existing residence occupies one-half of an

acre). “Redevelopment” is when an existing building is demolished and a new building is built, adding additional capacity for more housing. Redevelopment could also include substantial renovations of an existing building that increases the residential capacity of the building.

Objective 3.1: Provide a variety of housing types in Talent at densities that support maintaining densities of 6.6 dwelling units per gross acre through 2035 and 7.6 dwelling units per gross acre between 2036 and 2060 in urban reserves and areas within the urban growth boundary but outside of the city limits.

Implementation Strategy 3.1a: Evaluate opportunities for allowing smaller lots in Talent’s Low Density Residential zoning designations. RS-7 has a minimum lot size of 6,000 square feet and RS-5 has a minimum lot size of 7,000 square feet.

Implementation Steps: (1) Develop regulations allowing smaller lot sizes and (2) develop and adopt changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 1 to 2 years of the Element’s adoption

Partners: City Staff and Planning Commission

Implementation Strategy 3.1b: Evaluate the development of a cottage housing ordinance to allow for development of small single-family detached housing clustered on a lot, possibly with the inclusion of park or open space.

Implementation Steps: (1) Develop a cottage housing ordinance and (2) develop and adopt changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 1 to 2 years of the Element’s adoption

Partners: City Staff and Planning Commission

Implementation Strategy 3.1c: Evaluate development of a tiny house ordinance to allow for development of tiny houses clustered on a lot, possibly with the inclusion of park or open space.

Implementation Steps: (1) Evaluate the development of a tiny house ordinance and (2) develop and adopt changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 2 to 3 years of the Element’s adoption

Partners: City Staff and Planning Commission

Implementation Strategy 3.1d: Evaluate adoption of minimum and maximum densities in the Medium Density and High Density residential designations and zones.

Implementation Steps: (1) Develop minimum and maximum density standards in each of the zones in the Medium and High Density residential designations and (2) changes to the Comprehensive Plan and zoning ordinance to implement these changes through a public process.

When: within 1 to 2 years of the Element’s adoption

Partners: City Staff and Planning Commission

Objective 3.2: The City will develop policies and programs to encourage residential and mixed-use development in downtown. (Consistent with Economic Objective 2.1.)

Implementation Strategy 3.2a: Provide additional opportunities, beyond what the City currently provides, for development of housing within the downtown area in a way that also promotes business through mixed-use development.

Implementation Steps: Identify opportunities for development of housing in the downtown area.

When: within 2 to 5 years of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 3.2b: Evaluate the need for developing a Downtown Business District Overlay that supports development of multiple-story buildings (with a maximum of 45 feet) as a permitted use, rather than a conditional use.

Implementation Steps: Develop a Downtown Business District Overlay and the necessary regulations that support the development of multiple-story buildings as a permitted use, coordinating with Economic Strategy 2.2.

When: within 2 to 5 years of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 3.2c: Refine design standards for a new Downtown Business District (when it is established) based on the Old Town District Overlay, to encourage mixed use development and ensure a reasonable transition between single-story and multiple-story buildings.

Implementation Steps: Develop design standards for the Downtown Business District Overlay to encourage reasonable transition between single-story and multiple-story buildings, coordinating with Economic Strategy 5.4d.

When: within 2 to 5 years of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 3.2d: Identify and plan for investments and infrastructure necessary to support redevelopment of key sites in downtown. (Consistent with Economic Strategy 2.1f.)

Implementation Steps: (1) As identified in the Economy Element, Strategy 2.1e, identify investments necessary to implement the master plans. (2) Identify and include available funding for the infrastructure investments into the Capital Improvements Plan.

When: within 5 to 10 years of the Element's adoption

Partners: City Staff

Objective 3.3: The City will develop policies and programs to encourage residential and mixed-use development in other areas of the city.

Implementation Strategy 3.3a: Support and encourage implementation or amendments of the West Valley View Master Plan to develop or redevelop properties within the West Valley View Master Plan area. (Consistent with Economic Strategy 2.1d.)

Implementation Steps: (1) Identify funding sources for developing master plans for these areas. (2) Develop scope of work and hire consultants to develop the master plans.

When: within 1 to 3 years of the Element's adoption

Partners: City Staff

Implementation Strategy 3.3b: Evaluate opportunities to rezone commercial land on streets not adjacent to Talent Avenue to meet identified residential land needs. (Consistent with Economic Strategy 2.2a.)

Implementation Steps: (1) Identify undeveloped commercial land in areas compatible for development of needed housing types.

When: within 1 to 2 years of the Element's adoption

Partners: City Staff

Implementation Strategy 3.3c: Develop zoning regulations that allow ground floor residential use as a temporary use in commercial mixed-use buildings. These regulations should include provisions such as: design standards to ensure that the ground floor in new commercial buildings is designed for commercial use and zoning districts or overlay areas these uses are allowed. (Consistent with Economic Strategy 2.2b.)

Implementation Steps: (1) Review and identify opportunities to implement policies to allow temporary ground floor residential use in commercial mixed-use buildings and (2) adopt revised design standards for mixed use buildings with these allowances.

When: within 2 to 3 years of the Element's adoption

Partners: City Staff and Planning Commission

Objective 3.4: Evaluate the City's access and circulation standards in the zoning and subdivision codes to encourage efficient development.

POLICY 4: Zoning Flexibility: The City will support residential development through adopting a flexible zoning code that provides City Staff with flexibility to balance the need for housing and to provide consistency with the required density targets in the RPS (in urban reserves and areas within the urban growth boundary but outside of the city limits, develop at an average of 6.6 dwelling units per gross acre through 2035 and 7.6 dwelling units per gross acre between 2036 and 2060) while protecting scenic and natural resources and maintaining the quality of life of the residents of Talent.

Objective 4.1: Consider standards for residential development that allow for flexibility in lot size standards and required setbacks.

Implementation Strategy 4.1: Revise the City's flag lot ordinance to provide

consistency with other residential zones for lot setback requirements and to provide opportunities for increased density.

Implementation Steps: (1) Evaluate flag lot standards, reviewing lot size, dimensions and access and (2) Revise ordinance to more clearly define flag lots, identify the purpose of a flag lot, when and how many flag lots can be created and specify standards.

When: within 2 to 3 years of the Element's adoption

Partners: City Staff and Planning Commission

Objective 4.2: Consider standards for residential parking standards based on the number of bedrooms and/or size of the unit.

Implementation Strategy 4.2a: Develop parking standards for cottage housing, tiny houses, and multifamily housing based upon the number of bedrooms and/or size of unit rather than the number of units to encourage smaller units in new residential developments and to increase opportunities for affordable housing through decreased development costs.

Implementation Steps: Adopt regulations that minimize parking standards for smaller units, including but not limited to reductions in the standards when the development is near transit facilities, in the downtown area or when the development is for senior or disabled housing and Adopt standards that reduce parking requirements when a public transit pass is offered as an annual amenity.

When: within 1 to 3 years of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 4.2b: Consider developing parking standards in the downtown core to ensure that adequate parking is available to all residential and commercial uses.

Implementation Steps: Adopt regulations that provide for an adequate supply of parking for commercial uses and that account for increased residential density in the downtown area.

When: within 1 to 3 years of the Element's adoption

Partners: City Staff and Planning Commission

Objective 4.3: Streamline the City's building permit review process to encourage an expedited review of all types of building permits.

Implementation Strategy 4.3: Review the current process for building permit review and processing time with Jackson County and make recommendations to increase the speed of the building permit review process.

Implementation Steps: (1) Work with Jackson County to revise the City's current Intergovernmental Agreement (IGS) to include new building permit review and processing procedures to ensure the timely review of building permits.

When: within 2 to 3 years of the Element's adoption

Partners: City Staff and Planning Commission

Objective 4.4: Streamline the site planning criteria in the zoning ordinance to make it clearer for citizens and staff as to when a development proposal requires Planning Commission review.

Implementation Strategy 4.4: Review the current site planning criteria in the zoning ordinance and propose changes to the ordinance.

Implementation Steps: (1) Work with Planning Commission revise site planning criteria and (2) adopt revised criteria through a public process.

When: within 1 year of the Element's adoption

Partners: City Staff and Planning Commission

Objective 4.5: Develop policies or regulations that incentivize the use of energy efficient or alternative building materials for affordable housing projects.

Implementation Strategy 4.5: Evaluate the use of density bonus regulations for projects that incorporate the use of energy efficient materials and techniques.

Implementation Steps: Work with private and non-profit builders to develop density bonus regulations for affordable housing projects that incorporate the use of energy efficient materials and techniques.

When: within 3 to 5 years of the Element's adoption

Partners: City Staff and Planning Commission

Objective 4.6: Consider the use a form-based housing and zoning regulations in the City's residential and commercial zones as a means of encouraging a range of multi-unit or clustered housing types compatible in scale with single-family homes.

Implementation Strategy 4.6a: Complete a community visioning process that evaluates the use of a form-based code to diversify the choices available for households of different age, size and income and that create vibrant, diverse, sustainable and walkable urban places.

When: within 2 to 3 year of the Element's adoption

Partners: City Staff and Planning Commission

Implementation Strategy 4.6b: Consider developing zoning regulations that allow architects, planners, and developers to be creative and to begin to create immediate, viable solutions to address the mismatch between housing stock and what the market is demanding.

When: within 2 to 3 year of the Element's adoption

Partners: City Staff and Planning Commission

City of Talent

Housing Needs Analysis, 2017-2037

June 2017

Prepared for:
City of Talent

FINAL REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

KOIN Center
222 SW Columbia Street
Suite 1600
Portland, OR 97201
503.222.6060

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Citizen Advisory Committee

Alexis McKenna, Talent Citizen
Nancy Buono, Talent Citizen
Joe Wismann, Talent Citizen
Charlie Hamilton, Talent Business Owner
Mike Davis, Talent Business Owner
Bobby Townsend, Talent Chamber of Commerce
Dan Milan, Talent Planning Commission
Ryan Pederson, Talent City Council
John Harrison, Talent City Council

State of Oregon

Josh LeBombard, Southern Oregon Regional Representative, DLCD
Gordon Howard, Principal Urban Planner, DLCD

City of Talent

Zac Moody, Community Development Director
Jeff Wilcox, Community Development Assistant
Coleen Bradley, Community Development Assistant
Karim Naguib, Jackson County GIS

Consulting Staff

Beth Goodman, Project Manager, ECONorthwest
Bob Parker, Project Director, ECONorthwest

For over 40 years ECONorthwest has helped its clients make sound decisions based on rigorous economic, planning, and financial analysis. For more information about ECONorthwest: www.econw.com. For more information about this report, please contact:

Zac Moody,
Community Development Director
110 E. Main Street
Talent, Oregon 97540
541-535-7401
ZMoody@cityoftalent.org

Beth Goodman
ECONorthwest
222 SW Columbia, Suite 1600
Portland, OR 97201
503-222-6060
goodman@econw.com

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Summary

This report presents a housing needs analysis consistent with requirements of Statewide Planning Goal 10 and OAR 660-008. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

The primary goals of the housing needs analysis were to (1) project the amount of land needed to accommodate the future housing needs of all types within the Talent Urban Growth Boundary (UGB), (2) evaluate the existing residential land supply within the Talent UGB to determine if it is adequate to meet that need, (3) to fulfill state planning requirements for a twenty-year supply of residential land, and (4) identify policy and programmatic options for the City to meet identified housing needs.

What are the key housing needs in Talent?

Following are several key issues identified in the housing needs analysis:

- **Talent’s housing market is strongly impacted by the housing market in the Rogue Valley.** Talent is relatively small, accounting for 3% of Jackson County’s population, and located between Medford (with more than 77,000 people) and Ashland (with more than 20,000 people). Most residents who live in Talent work in Medford or Ashland, and Talent residents’ incomes are generally lower than in Medford or Ashland.

Home sales prices in Talent are higher than in Medford but substantially lower than in Ashland. In comparison with other Jackson County cities, Talent has seen a particularly strong recovery since the housing market crash. Rental costs in Talent are higher than in Medford or Talent. Talent has a relatively small share of housing that is multifamily housing (less than a quarter of the City’s housing stock), and there are very few vacant multifamily units.

Given these factors, Talent will continue to have demand for affordable lower-income and workforce housing.

- **Demographic and economic trends will drive demand for relatively affordable attached single-family housing and multifamily housing in Talent.** The key demographic trends that will affect Talent’s future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population.
 - *Baby Boomers.* By 2035, people 60 years and older will account for 36% of the population in Jackson County (up from 28% in 2015). As the Baby

Boomers age, growth of retirees will drive demand for small single-family detached and townhomes for homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities.

- *Millennials.* Growth in this population will result in increased demand for both ownership and rental opportunities. Between 2017 and 2037, Millennials will be a key driver in demand for housing that is comparatively affordable and housing for families with children.
- *Hispanic and Latino population.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households.
- **Talent has an existing lack of affordable housing.** Talent’s key challenge over the next 20 years is providing opportunities for development of relatively affordable housing of all types of housing, from lower-cost single-family housing to market-rate multifamily housing.
 - About half of Talent households cannot afford a two-bedroom apartment at HUD’s fair market rent level of \$858.
 - In 2016, a household needed to earn \$16.50 an hour to afford a two-bedroom rental unit in Jackson County.
 - Talent currently has a deficit of housing units that are affordable to households earning less than \$25,000.
 - About 49% of Talent’s households are cost burdened, with 56% of renters and 45% of owners paying more than 30% of their income on housing.

How much growth is Talent planning for?

A 20-year population forecast (in this instance, 2017 to 2037) is the foundation for estimating the number of new dwelling units needed. Exhibit 1 shows a population forecast for Talent for the 2017 to 2037 period. It shows that Talent’s population will grow by about 2,716 people over the 20-year period.

Exhibit 1. Population Forecast, Talent, 2017-2037

Source: ECONorthwest based on Talent’s official 2015-2035 population forecast from the Oregon Population Forecast Program.

2017 Population	6,575
2037 Population	9,291
Change 2017 to 2037	
Number	2,716
Average annual growth rate	1.7%

The housing needs analysis assumes that Talent’s population will grow by 2,716 people over the 2017 to 2037 period.

How much buildable residential land does Talent currently have?

Exhibit 2 shows buildable residential acres by plan designation, after excluding constrained and unbuildable land. The results show that Talent has about 124 net buildable acres in residential plan designations. Of this, about 28% are in tax lots classified as vacant, and 72% are in tax lots classified as partially vacant. Buildable land in medium and high density Plan Designations is limited, together comprising only 14% (17 acres) of total remaining buildable lands.

Exhibit 2. Buildable Residential Acres, Excluding Constrained and Unbuildable, City of Talent, 2016

Source: Appendix A, Table A-3

Inside Talent City Limits	
Residential Low Density	38 acres
Residential Manufactured Home	5 acres
Residential High Density	12 acres
Outside City Limits, within Urbanizing Area	
Residential Low Density	69 acres
Total	124 acres

How much housing will Talent need?

Talent will need to provide about 1,272 new dwelling units to accommodate forecast population growth between 2017 and 2037.

About 826 dwelling units (65%) will be single-family detached types, which includes manufactured dwellings. About 127 (10%) will be single-family attached, and 318 (25%) will be multifamily, which includes duplexes, structures with three to four dwellings, and structures with five or more dwellings.

This mix represents a shift from the existing mix of housing, in which more than three-quarters of the housing stock in single-family detached housing. The shift in mix is in response to the need for a wider range of relatively affordable housing types, including housing types such as duplexes, townhouses, and apartments. In addition, Talent has need for relatively affordable smaller single-family detached housing.

How much land will be required for housing?

Exhibit 3 shows that Talent's 124 acres of vacant land has the capacity to accommodate 630 new dwelling unit. It the demand for the 1,272 new dwelling units with the capacity of land by plan designation in order to determine whether there is sufficient residential land within the Talent UGB to accommodate growth over the 2017 to 2037 period.

Exhibit 3 shows that Talent has a deficit of capacity in all residential plan designations:

- **Low-Density Residential:** Talent has a deficit of capacity for about 309 dwelling units, or 77 gross acres of land to accommodate growth over the 2017-2037 period.
- **Medium-Density Residential:** Talent has a deficit of capacity for about 128 dwelling units, or 17 gross acres of land to accommodate growth.
- **High-Density Residential:** Talent has a deficit of capacity for about 122 dwelling units, or 9 gross acres of land to accommodate growth.
- **Commercial:** Talent has a deficit of capacity for about 83 dwelling units, or 6 gross acres of land to accommodate growth.

Talent does not have enough land to accommodate residential growth over the 20-year period.

Exhibit 3. Comparison of capacity of existing residential land with demand for new dwelling units and land deficit, Talent UGB, 2017-2037

Source: Calculations by ECONorthwest, Exhibit 60
 Note: DU is dwelling unit.

Plan Designation	Dwelling Units Capacity of Buildable Land	Needed Dwelling Units (2017-2037)	Surplus or Deficit of Dwelling Units	Gross Density (du/acre)	Land Deficit (Gross Acres)
Low Density	428	737	-309	4.0	-77
Low Density (RL-CL)	152	324	-172	4.0	-43
Low Density (RL-UGB)	276	413	-137	4.0	-34
Medium Density (RM)*	38	166	-128	7.7	-17
High Density (RH)	164	286	-122	13.7	-9
Commercial	0	83	-83	13.7	-6
Total	630	1,272	-642		

What are the Conclusions of the Housing Needs Analysis?

The broad conclusion of the housing needs analysis is that Talent can take policy actions to address the deficit of land for residential development, as recommended above. The Housing Policies Strategies memorandum makes recommendations on policies that Talent should implement, based on the analysis in this report and discussions with the project Citizen Advisory Committee.

- **The City’s planned development densities do not meet the requirements of the RPS Regional Plan.** The RPS resulted in agreements from each city in the region about “committed densities” for residential development in land in areas within the UGB but outside the city limits and in the Urban Reserve Areas (URAs). Talent’s committed density is 6.6 dwelling units per gross acre (or 8 dwelling units per net acre) for the 2010-2035 period. The forecast for land need result in a density of 4.0 dwelling units per gross acre for land in RL-UGB, which is within the UGB but outside of the city limits. This does not meet Talent’s committed density of 6.6 dwelling units per gross acre through 2035. The recommendations in this section include suggestions to meet this target.
- **Talent will need to address development constraints in the Railroad District Master Plan area.** Much of Talent’s vacant buildable land in Low Density Residential, about 84 acres and 78% of buildable lands, is in the Railroad District Master Plan area, located southwestern of Rapp Road.

Providing urban services will require extending water and wastewater services and making transportation connections with Talent’s transportation network. In addition, development of this area will be challenging because of steep slopes, about three-quarters of the unconstrained vacant buildable area in slopes of 5%

to 25%. Developing housing at densities consistent with the RPS committed densities for Talent will be a challenge, as well.

- **Talent will need to provide opportunity for development of a wider range of housing types.** Three-quarters of the housing in Talent’s housing market is single-family detached. While Talent will continue to need single-family detached housing in the future, the City’s needed housing mix includes a wider range of housing types, such as townhouses and all types of multifamily housing. The City should provide opportunities for development of a wider range of housing types, especially housing that is more affordable for households with income below \$50,000. The city’s biggest affordability challenge is for households with income below \$25,000 because these households generally cannot afford market-rate housing.
- **Talent has an existing deficit of affordable housing.** Talent’s housing prices, especially ownership prices, have increased substantially since 2000. For example, the median home value was 5.1 times the median income in 2014, up from 3.2 in 2000. Nearly half of Talent’s households are unable to afford a two-bedroom rental at fair market rent (\$858). Talent has a deficit of about 600 units for households with income below \$25,000, in housing types such as apartments, duplexes, tri- and quad-plexes, and manufactured housing. The City may consider partnering with organizations involved in producing affordable housing, such as the Jackson County Housing Authority, to support development of new affordable housing in Talent.
- **The City will need to identify ways to accommodate for forecast of housing growth.** The City can meet the need for housing by increasing land use efficiency, expanding its urban growth boundary (UGB), or both.
- **The City lacks a standard medium density residential comprehensive Plan Designation.** The City’s existing Medium Density Plan Designation includes one zone, the Single-Family Manufactured Home (RS-MH) zone, which is intended to provide opportunities for developing manufactured home parks or on individual lots. The City lacks a zone that bridges the gap between low density zones and high density zones. ECONorthwest recommends that the City develop a medium density zone and Plan Designation with a density of 5 to 10 dwelling units per acre. This zone should allow single-family detached housing, townhouses, duplexes, tri- and quad-plexes, small apartment buildings, and other moderate density housing types. Developing a Medium Density Plan Designation can help Talent meet its RPS committed residential density of 6.6 dwelling units per gross acre on land within Talent’s UGB but outside of the city limits (specifically in the Railroad District).

- **Talent should consider opportunities to use commercial land for residential development.** The Economic Opportunities Analysis identified a surplus of about 45 acres of commercial land. The Housing Needs Analysis identified a deficit of land to accommodate high density housing, both in the High Density designation and in commercial areas. The City should evaluate opportunities to accommodate some or all of this deficit in commercial areas, either through redesignating commercial land to residential uses or by developing policies to encourage development of high density housing in commercial areas. Allowing higher density housing on commercial land can help Talent meet its RPS committed residential density of 6.6 dwelling units per gross acre on land within Talent's UGB but outside of the city limits (specifically in the Railroad District).

1. Introduction

This report presents Talent’s Housing Needs Analysis for the 2017 to 2037 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

This report provides Talent with a factual basis to update the Housing Element of the City’s Comprehensive Plan and to support future planning efforts related to housing and options for addressing unmet housing needs in Talent. It provides information that informs future planning efforts, including development and redevelopment in urban renewal areas in the future. It provides the City with information about the housing market in Talent and describes the factors that will affect housing demand in Talent in the future, such as changing demographics. This analysis will help decision makers understand whether Talent has enough land to accommodate growth over the next 20 years.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in the Rogue Valley Region, Jackson County, and Talent are the result of the individual decisions of hundreds of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Talent between 2017 and 2037.

The complex nature of the housing market was demonstrated by the unprecedented boom and bust during the past decade. This complexity does not eliminate the need for some type of forecast of future housing demand and need, with the resulting

implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies, than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

Statewide planning Goal 10

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

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).¹ Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types:

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

¹ ORS 197.296 only applies to cities with populations over 25,000.

² Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, referred to as the Workbook.

Talent must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

Organization of this Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Talent's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Talent's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Talent** presents factors that affect housing need in Talent, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Talent relative to the larger region.
- **Chapter 5. Housing Need in Talent** presents the forecast for housing growth in Talent, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within Talent** estimates Talent's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Residential Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (RBLI) for the Talent UGB. The City of Talent staff, in coordination with ECONorthwest staff, developed the RBLI analysis. It complies with statewide planning Goal 10 policies that govern planning for residential uses. The full buildable lands inventory completed by City staff is presented in Appendix A.

Definitions

The City of Talent developed the buildable lands inventory with a tax lot database from Jackson County GIS. Maps produced for the buildable lands inventory used a combination of City GIS data, adopted maps and visual verification to verify the accuracy of County data. The tax lot database is current as of June 2016. The inventory builds from the database to estimate buildable land by Plan Designation. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Vacant land.* Tax lots that have no structures or have buildings with very little improvement value. For the purpose of this inventory, residential lands with improvement values under \$10,000 are considered vacant.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use but which contain enough land to be further subdivided without need of rezoning. Residential parcels designated RL and RM one-half acre or more were assumed to be partially-vacant. One-quarter acre (10,890 square feet) of the parcel area was subtracted to account for the existing dwelling and assuming that the remainder is buildable land.
- *Undevelopable land.* Vacant land that is under the minimum lot size for the underlying zoning district, land that has no access or potential access, land that is already committed to other uses by policy, or tax lots that are more than 90% constrained, or land used by a home-owners' association.
- *Public land.* Lands in public or semi-public ownership are considered unavailable for residential development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches and other semi-public organizations, such as hospitals. Public lands were identified using the Talent County Assessment data with a total assessed value of \$0 and aided by using the property owner name. This category only includes public lands that are located in residential Plan Designations.
- *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period.

Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

Development constraints

Consistent with state guidance on buildable lands inventories, the City of Talent deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land.

- *Lands within floodplains.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways. No parcels with residential Plan Designations fell within a floodway. As a result, no land was deducted for this constraint.
- *Land within regulated wetlands.* The Talent Wetlands Inventory map (1997) was used to identify areas within wetlands.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.

Buildable Lands Inventory Results

Land Base

Exhibit 4 shows residential land in Talent by classification (development status). The results show that Talent has 541 total acres in residential Plan Designations. Of the 541 acres in the UGB, about 363 acres (67%) are in classifications with no development capacity, and the remaining 178 acres (33%) have development capacity before development constraints are applied.

Exhibit 4. Residential acres by classification and Plan Designation, Talent UGB, 2016

	Plan Designation			Outside of city limits, within urbanizing area		Total	Percent of Total
	Inside Talent city limits			Residential Low Density (RL)			
Development Status	Residential Low Density (RL)	Residential Manufactured Home (RM)	Residential High Density (RH)	Residential Low Density (RL)		Total	Percent of Total
Developed	168	61	106	2		337	62%
Partially vacant	27	4	7	94		132	24%
Vacant	33	3	9	1		46	9%
Public	7	0	11	4		22	4%
Undevelopable	2	1	0	1		4	1%
Total	237	69	133	102		541	100%
Percent of Total	44%	13%	25%	19%		100%	

Source: Appendix A, Table A-1.

Exhibit 5 shows land in all residential Plan Designations by development and constraint status. Talent has 541 acres in 1,797 tax lots in residential Plan Designations when public and undevelopable parcels have been excluded. About 65% of total residential land (352 acres) is built, 12% (65 acres) is constrained, and 23% (124 acres) is buildable.

Exhibit 5. Residential land by comprehensive Plan Designation and constraint status, Talent UGB, 2016

Plan Designation	Tax Lots	Total Acres	Built	Constrained	Buildable
			Acres	Acres	Acres
RL-City Limits	987	237	176	23	38
RL-Urban Growth Boundary	28	101	5	29	67
RM	203	69	63	1	5
RH	579	133	108	12	13
Total	1,797	541	352	65	124
Percent of Total		100%	65%	12%	23%

Source: Appendix A: Table A-2.

Vacant Buildable Land

Exhibit 6 shows buildable acres (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by Plan Designation. The results show that Talent has about 124 buildable residential acres. Of this, about 28% are in tax lots classified as vacant, and 72% are in tax lots classified as partially vacant. Over half of all buildable residential land (69 acres) is currently outside city limits. Buildable land in medium and high density Plan Designations is limited, together comprising only 14% of total remaining buildable lands.

Exhibit 8 (on the following page) maps Talent’s vacant and partially vacant residential land with development constraints.

Exhibit 6. Buildable acres in vacant and partially vacant tax lots by Plan Designation, Talent UGB, 2016

Development Status	Plan Designation				Percent of	
	RL-CL	RM	RH	RL-UGB	Total	Total
Partially vacant	16	2	3	68	89	72%
Vacant	22	3	9	1	35	28%
Total	38	5	12	69	124	100%
Percent of Total	31%	4%	10%	56%	100%	

Source: Appendix A: Table A-3.

Note: Lots identified as undevelopable or publicly owned were not included in "total acres".

Most of the land in Talent is relatively flat, with a slope of less than 5%. The exception is the Railroad District, which is in the southern part of Talent. Most of the land in the Railroad District is within the UGB but outside of the city limits. Slopes in this area

vary from 0 to 5% slope to areas with a slope of 25% or more. Exhibit 8 shows that most of Talent’s vacant and partially vacant residential land is in the Railroad District.

Exhibit 7 shows the vacant and partially vacant buildable land in the Railroad District by slope class and by Plan Designation. Nearly 7 acres of land in this area is on land with a slope of 5% or less, 27 acres on land with a slope of 5 to 10%, and 51 acres on land with a slope of 10 to 25%.

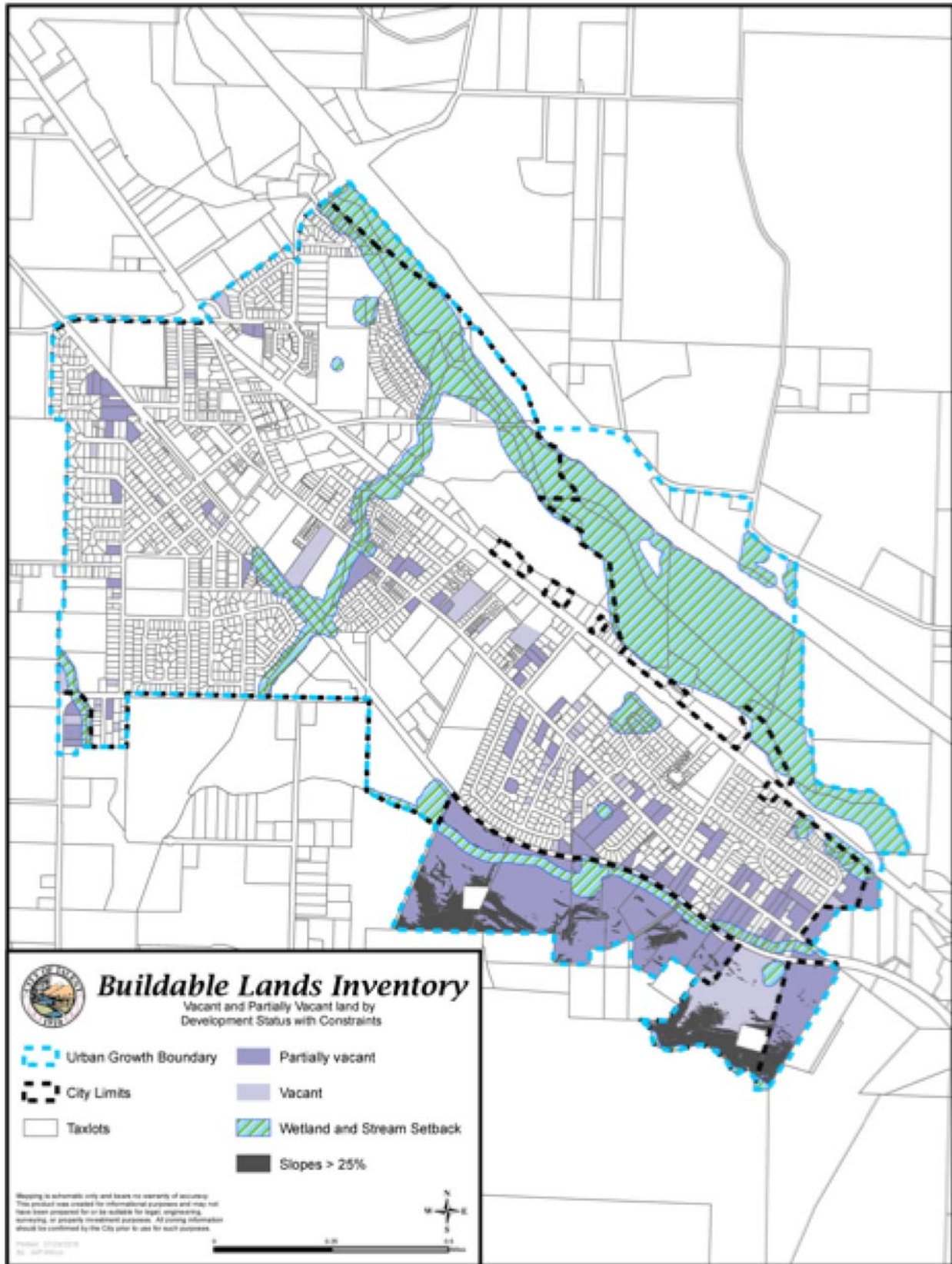
Exhibit 7. Buildable acres by Plan Designation and slope, Railroad District in Talent UGB, 2016

	Vacant and Partially Vacant Residential Land by		
	0-5% slope	5-10% slope	10-25% slope
Within City Limits			
RL-CL, zoned RS-5	1	5	11
Within UGB			
RL-UGB	5	22	40
Total	7	27	51

Source: City of Talent analysis of Jackson County GIS data

Note: Lots identified as undevelopable or publicly owned were not included in "total acres".

Exhibit 8. Vacant and Partially Vacant Residential land with development constraints, Talent UGB, 2016



3. Historical and Recent Development Trends

Analysis of historical development trends in Talent provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting future land need. The specific steps are described in Task 2 of the *DLCD Planning for Residential Lands Workbook* as:

1. Determine the time period for which the data will be analyzed
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

This HNA examines changes in Talent’s housing market from January 2000 to February 2016. We selected this time period because it provides information about Talent’s housing market before and after the national housing market bubble’s growth and deflation. In addition, data about Talent’s housing market during this period is readily available, from sources such as the Census and the City and County’s building permit database.

The HNA presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.)
2. Tenure (e.g., distinguishing unit type by owner or renter units)
3. Housing affordability (e.g., units affordable at given income levels)
4. Some combination of these categories

For the purposes of this study, we grouped housing types based on: (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is all attached structures (e.g., duplexes, tri-plexes, quad-plexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

Data Used in this Analysis

Throughout this analysis, we use data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for data about housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of the 2010 Decennial Census, it does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the U.S. From 2010 through 2014, the ACS sampled an average of 3.4 million households per year, or about 2.9% of the households in the nation. The ACS collects detailed information about households, such as: demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

In general, this report uses data from the 2010-2014 ACS for Talent. Where information is available, we report information from the 2000 and 2010 Decennial Census. This report compares information in Talent to Medford, Phoenix, Jackson County, and Oregon. For key information, Talent is also compared to Ashland.

The foundation of the housing needs analysis is the population forecast for Talent from the Oregon Population Forecast Program by the Portland State University Population Research Center.

Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Talent and comparison geographies. These trends demonstrate the types of housing developed in Talent historically. Unless otherwise noted, this chapter uses data from the 2000 and 2010 Decennial Census, and 2010-2014 American Community Survey 5-Year Estimates.

This section shows the following trends in housing mix in Talent:

- **Talent’s housing stock is predominantly single-family detached housing units.** Seventy-six percent of Talent’s housing stock is single-family detached, 19% is multifamily, and 5% is single-family attached (e.g., townhouses). This proportion of single-family housing is comparable to Jackson County (77%), but larger than Medford (66%).
- **Since 2000, Talent’s housing mix has shifted toward single-family housing.** Talent’s housing stock grew by about 20% (more than 480 new units) between 2000 and the 2010-2014 period. The mix of housing types also shifted between 2000 and 2010-2014. The percentage of single-family housing types (attached and detached) increased from 74% in 2000 to 81% in 2010-2014.
- **Single-family detached housing accounted for nearly all of housing growth between 2005 and 2016.** About 96% of new housing was single-family detached and 4% was single-family attached housing. No new multifamily units were built between 2005 and 2016.

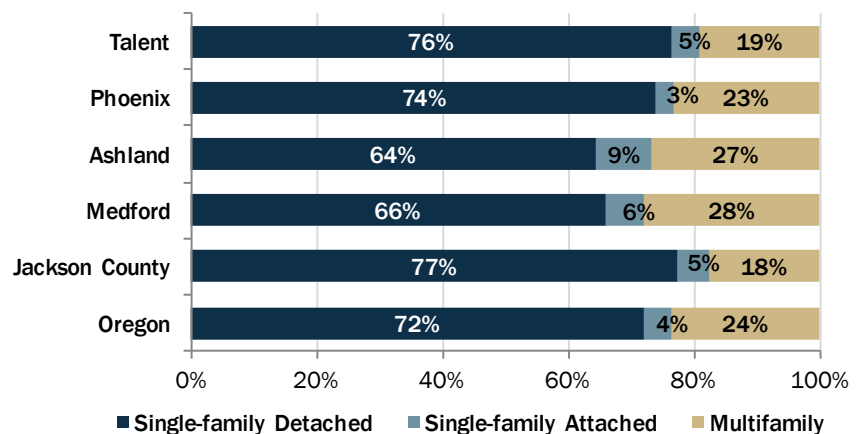
Housing Mix

About 76% of Talent’s housing stock is single-family detached.

In comparison, about 77% of the housing in Jackson County, and about 64% in Ashland are single-family detached.

Exhibit 9. Housing Mix, 2010-2014

Source: Census Bureau, 2010-2014 ACS Table B25024



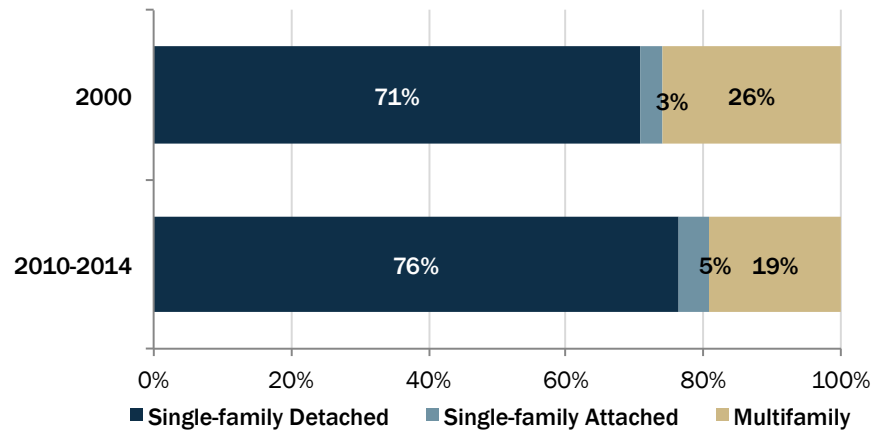
The mix of housing in Talent was largely stable between 2000 and 2010-2014.

The percentage of single-family detached housing increased by about 5% to 76% while multifamily fell by about 7%.

Talent had 2,903 dwelling units in the 2010-2014 period. About 2,216 were single-family detached, 131 were single-family attached, and 556 were multifamily.

Exhibit 10. Change in Housing Mix, Talent, 2000 and 2010-2014

Source: Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2014 ACS Table B25024

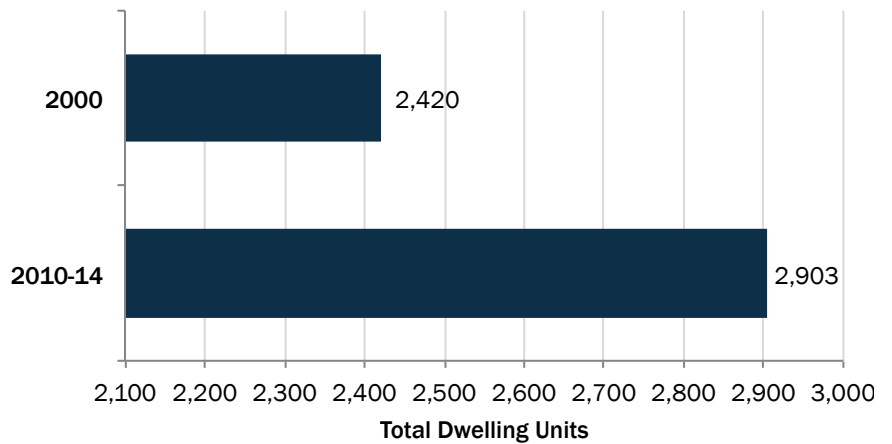


The total number of dwelling units in Talent increased by 483 dwelling units from 2000 to 2010-14.

This amounted to a 20% increase over the analysis period.

Exhibit 11. Total Dwelling Units, Talent, 2000 and 2010-2014

Source: Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2010-14 ACS Table B25024.



Building Permits

From 2005 to 2016, 96% of building permits issued were single-family detached. There were no multifamily permits issued.

Exhibit 12. Building Permits by Type of Unit, Talent, January 2005 through July 2016

Source: City of Talent.

Housing type	Number of units	Percent of total
Single-family detached	309	96%
Single-family attached	12	4%
Multifamily	0	0%
Total	321	100%

Trends in Tenure

Housing tenure describes whether a dwelling is owner or renter-occupied. This section shows:

- **About 61% of Talent’s households own their home.** In comparison, 68% of Phoenix households and 51% of Medford households are homeowners.
- **Homeownership in Talent in close to the county average.** In Jackson County, 62% of households are homeowners. This is also similar to the state average (62%).
- **Homeownership in Talent increased between 2000 and 2010-2014.** In 2000, 57% of households were homeowners. This dropped to 55% in 2010, but rose to 61% for the 2010-2014 period.
- **Nearly all Talent homeowners (97%) live in single-family detached housing, while many renters (43%) live in multifamily housing.**

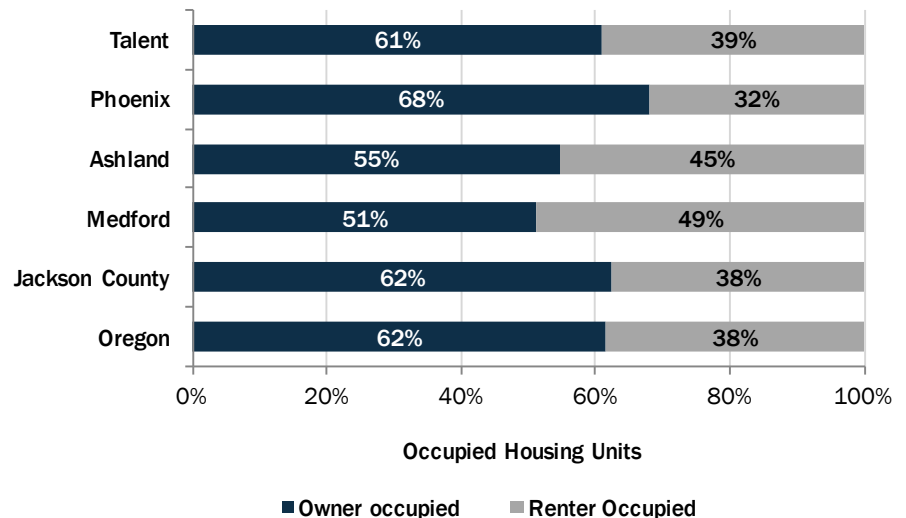
The implications for the forecast of new housing are: (1) opportunities for rental housing in Talent are limited, given that nearly half of renters live in multifamily housing and no new multifamily housing has been built in Talent since 2005 and (2) there may be opportunities to encourage development of a wider variety of affordable attached housing types for homeownership, such as townhomes.

Talent has similar homeownership rates to the county and the state.

About 61% of households in Talent live in owner-occupied dwelling units, compared with 62% of households in Jackson County. Homeownership rates in Ashland are lower, at 55%.

Exhibit 13. Tenure, Occupied Units, Talent area geographies, 2010-2014

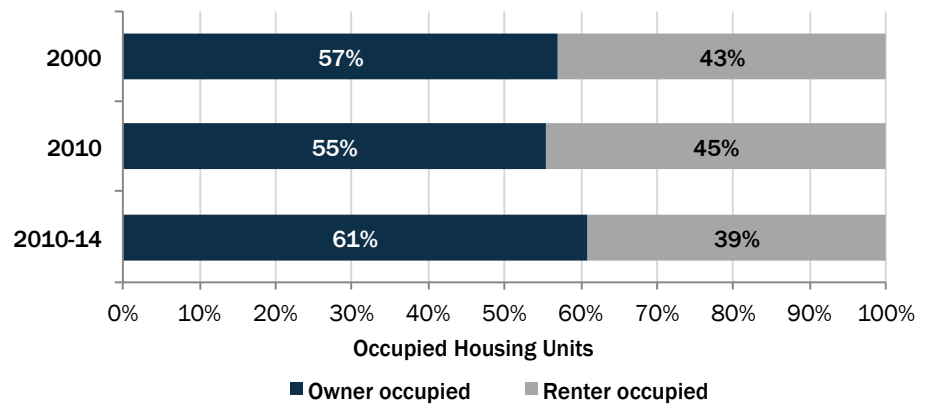
Source: Census Bureau, 2010-2014 ACS Table B25003



The overall homeownership rate in Talent remained between 55% and 61% between 2000 and 2010-2014.

Exhibit 14. Tenure, Occupied Units, Talent, 2010-2014

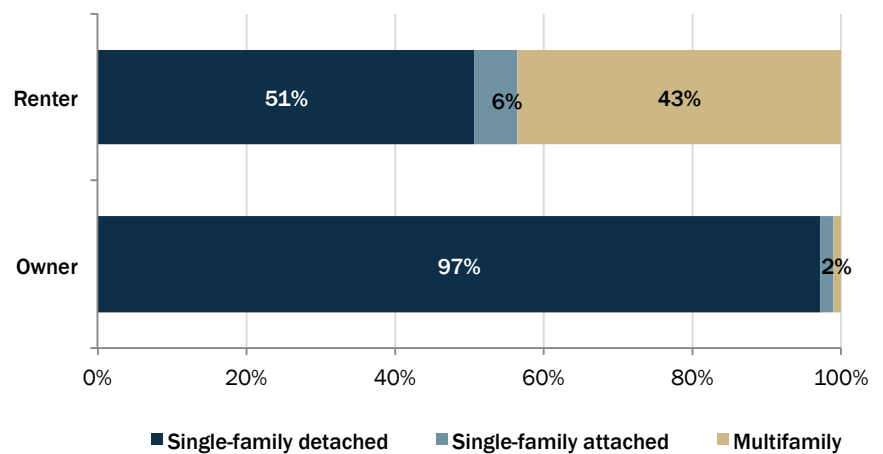
Source: Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2010-14 ACS Table B25003



The majority (97%) of owner-occupied housing units are single-family detached units and about half of renter-occupied housing units are single-family detached units

Exhibit 15. Housing Units by Type and Tenure, Talent, 2010-2014

Source: Census Bureau, 2010-14 ACS Table B25032



Vacancy Rates

The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacant through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

In 2000, the vacancy rate in Talent was 4%, lower than the County, and the State.

Exhibit 16. Percent of Housing Units that are Vacant, 2000

Source: Census Bureau, 2000, Summary File 1 Table QT-H1

4.0% Talent	5.7% Ashland	5.6% Phoenix	4.6% Medford	5.6% Jackson County	8.2% Oregon
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From 2000 to 2010, Talent's vacancy rate rose to 6.6%, but still stood below that of the county and state.

Exhibit 17. Percent of Housing Units that are Vacant, 2010

Source: Census Bureau, 2000, Summary File 1 Table QT-H1

6.6% Talent	10.0% Ashland	6.9% Phoenix	7.2% Medford	8.6% Jackson County	9.3% Oregon
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In the 2010-2014 period, the vacancy rate in Talent was below that of Jackson County and Oregon.

Exhibit 18. Percent of Housing Units that are Vacant, 2010-2014

Source: Census Bureau, 2010-14 ACS Table B25002

4.7% Talent	8.9% Ashland	5.0% Phoenix	8.0% Medford	9.1% Jackson County	9.7% Oregon
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Low vacancy rates indicate that the housing market is tight and that it will be more difficult for households to find housing that fits their needs. **A survey of multifamily housing developments conducted by ECONorthwest in August 2016 (see Exhibit 46) shows no vacancies (100% occupancy) in the multifamily complexes surveyed in Talent.** While this survey is not comprehensive, it indicates that the market for multifamily rental housing in the City is very tight.

Housing Density

Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre.³ The U.S. Census does not track residential development density. Professors with the University of Oregon's Planning, Public Policy, and Management Department recently completed analysis of residential development for the Department of Land Conservation and Development (DLCD) for all cities in Oregon.⁴

This analysis examined residential development for single-family detached dwellings, duplexes, tri-plexes, and quad-plexes.⁵ It found that development densities in Talent have generally increased over time for these housing types. Densities increased over time as follows:

- 1993 to 1997: 6.1 dwelling units per net acre
- 1998 to 2002: 6.4 dwelling units per net acre
- 2003 to 2007: 7.7 dwelling units per net acre
- 2008 to 2012: 7.4 dwelling units per net acre

Talent's development density was comparatively high in the 2008 to 2012 period, when compared with other cities of similar size, with densities generally between 4 to 8 dwelling units per acre. Over the 2000 to 2013 period, Talent's density for single-family and 'plex housing averaged 7.5 dwelling units per net acre.

The relatively high density of development since 2003 is in-part attributable to the fact that most land developed was relatively flat. Much of this development occurred as part of Planned Unit Developments, which allowed smaller than those allowed within some of Talent's single-family zones. The Single-Family Low Density (RS-5) zone has an 8,000 square foot (5.4 dwelling units per net acre) minimum lot size. The Single-Family Medium Density (RS-7) zone has a 6,000 square foot (7.3 dwelling units per net acre) minimum lot size. Talent has since eliminated Planned Unit Development as a development option.

³ OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

⁴ This analysis was done for DLCD's UGB Streamlining project, which is in response to HB 2254. Additional information about the project is available from:

<http://www.oregon.gov/LCD/Pages/UGB-Streamlining.aspx>

⁵ These housing types are grouped together into one category in county assessor files, which was the source information about development by year for the density analysis.

Exhibit 19 shows the density for a sample of multifamily housing complexes in Talent. Multifamily developments shown in Exhibit 19 account for more than 80% of multifamily housing units in Talent. Exhibit 19 does not include condominiums. All of the multifamily complexes in Exhibit 19 were built prior to 1997.

Existing multifamily housing in Talent has a density of about 12.4 dwelling units per acre.

Exhibit 19. Sample of Density of Multifamily Housing, Talent, 2016

Source: City of Talent staff

Development	Dwelling Units	Acres	Density (DU/Acre)
Anderson Vista	36	2.31	15.6
Anjou Club	170	13.78	12.3
Holiday Gardens	56	4.6	12.2
Parkside	123	10.32	11.9
Patio Village	64	5.25	12.2
Total	449	36.26	12.4

The Regional Problem Solving process (RPS) resulted in commitments from each city in the region about “committed densities” for residential development in Urban Reserve Areas (URAs). Talent’s committed density is 6.6 dwelling units per gross acre (or 8 dwelling units per net acre) for the 2010-2035 period. For the 2036-2060 period, Talent’s committed density is 7.6 dwelling units per gross acre, a 15% increase over the committed density for the 2010-2035 period.⁶

Government-assisted housing programs

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. There are several government-assisted housing developments in Talent:

- **Patio Village** has 62 units of affordable units for elderly and disabled residents. According to the Housing Authority of Jackson County, the waiting list for an apartment is currently 1-2 years.⁷
- **Anderson Vista Apartments** is a 36-unit community for farm workers and their families. Rents are subsidized by the USDA Rural Development program.

⁶ Greater Bear Creek Valley Regional Plan, page 2-11 to 2-12.

⁷ <http://www.hajc.net/Page.asp?NavID=46>. Accessed August 29, 2016.

Manufactured Homes

Manufactured homes have provided a source of affordable housing in Talent. They provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land, are paid by the property owner rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate another manufactured home to escape rent increases. Living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

Talent had 605 mobile homes in 2000 and 558 mobile homes in the 2010-14 period, a decrease of 47 dwellings. According to Census data, 92% of the mobile homes in Talent were owner-occupied in the 2010-2014 period.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high-density residential development. Exhibit 20 presents the inventory of mobile and manufactured home parks within Talent in 2016.

Talent has 5 manufactured home parks with a total of 449 spaces, 5 of which are vacant.

Exhibit 20. Inventory of Mobile/Manufactured Home Parks, Talent, 2016

Source: Oregon Manufactured Dwelling Park Directory

Name	Total Spaces	Vacant Spaces	Comprehensive Plan Designation
Candlewood Mobile Home	100	0	Residential Manufactured
Easy Valley Mobile Home Park	26	1	Commercial
Mountain View Estates of	164	0	Commercial
Shady Brook Mobile Home	60	0	High Density Residential
Talent Mobile Estates	99	4	Residential Manufactured

4. Demographic and Other Factors Affecting Residential Development in Talent

Demographic trends are important to a thorough understanding of the dynamics of the Talent housing market. Talent exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Talent, at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Talent to Medford and Jackson County where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

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

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

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice ⁸

Analysts typically describe housing demand as the *preferences* for different types of housing (i.e., single-family detached or apartment), and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, and Millennials, people born from about 1980 to 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiple person households (often with children).
- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a

⁸ The research in this chapter is based on numerous articles and sources of information about housing, including:

Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014

"Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.

"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

The Case for Multi-family Housing. Urban Land Institute. 2003

E. Zietz. *Multi-family Housing: A Review of Theory and Evidence*. Journal of Real Estate Research, Volume 25, Number 2. 2003.

C. Rombouts. *Changing Demographics of Homebuyers and Renters*. Multi-family Trends. Winter 2004.

J. McIlwain. *Housing in America: The New Decade*. Urban Land Institute. 2010.

D. Myers and S. Ryu. *Aging Baby Boomers and the Generational Housing Bubble*. Journal of the American Planning Association. Winter 2008.

M. Riche. *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities*. The Brookings Institution Center on Urban and Metropolitan Policy. March 2001.

L. Lachman and D. Brett. *Generation Y: America's New Housing Wave*. Urban Land Institute. 2010.

household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Talent over the next 20 years.

National Trends ⁹

This brief summary on national housing trends builds on previous work by ECONorthwest, the Urban Land Institute (ULI) reports, and conclusions from *The State of the Nation's Housing, 2016* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“With household growth finally picking up, housing should help boost the economy. Although homeownership rates are still falling, the bottom may be in sight as the lingering effects of the housing crash continue to dissipate. Meanwhile, rental demand is driving the housing recovery, and tight markets have added to already pressing affordability challenges. Local governments are working to develop new revenue sources to expand the affordable housing supply, but without greater federal assistance, these efforts will fall far short of need.”

The U.S. housing market has recovered substantially from the crash, but there are still some challenges ahead.

- **Household growth should spur the economy.** In 2015, the economy neared full employment and incomes began to climb. Household growth returned to its expected pace, and new home construction was up by 11 percent. Household growth continues to gain momentum, and the housing sector should be an engine of growth.
- **Lowest homeownership.** Homeownership rate has fallen to its lowest level in a half-century. Foreclosures are a factor in low homeownership rates, and 9.4 million homes were forfeited through foreclosures from the start of the housing crash, 2007-2015. Foreclosures have slowed recently, but tight mortgage credit is not helping the transition into owning a home either.
- **Housing affordability.** In 2014, more than one-third of American households spent more than 30% of income on housing. Low-income households face an especially dire hurdle to afford housing. Among those earning less than \$15,000, more than 83% paid over 30% of their income and almost 70% of households

⁹ These trends are based on information from: (1) The Joint Center for Housing Studies of Harvard University's publication "The State of the Nation's Housing 2016," (2) Urban Land Institute, "2014 Emerging Trends in Real Estate," and (3) the U.S. Census.

paid more than half of their income. For households earning \$15,000 to \$29,000, more than 65% were cost burdened, with about 30% paying more than half of their income on housing.

- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that demand for new homes could total as many as 13.2 million units nationally between 2015 and 2025. Much of the demand will come from Baby Boomers, Millennials,¹⁰ and immigrants.
- **Changes in housing preference.** Housing preference will be affected by changes in demographics, most notably the aging of the Baby Boomers, housing demand from the Millennials, and growth of foreign-born immigrants.
 - *Baby Boomers.* The housing market will be affected by continued aging of the Baby Boomers, the oldest of whom were in their late 60's in 2015 and the youngest of whom were in their early 50's in 2015. Baby Boomers' housing choices will affect housing preference and homeownership, with some boomers likely to stay in their home as long as they are able and some preferring other housing products, such as multifamily housing or age-restricted housing developments.
 - *Millennials.* As Millennials age over the next 20 years, they will be forming households and families. In 2015, the oldest Millennials in their mid-20's and the youngest in their mid-teens. By 2035, Millennials will be between 35 and 55 years old.

Millennials were in the early period of household formation at the beginning of the 2007-2009 recession. Across the nation, household formation fell to around 600,000 to 800,000 in the 2007-2013 period, well below the average rate of growth in previous decades. Despite sluggish growth recently, several demographic factors indicate increases in housing growth to come. The Millennial generation is the age group most likely to form the majority of new households. While low incomes have kept current homeownership rates among young adults below their potential, Millennials may represent pent-up demand that will release when the economy fully recovers. As Millennials age, they may increase the number of households in their 30s by 2.4 to 3.0 million over the through 2025.

- *Immigrants.* Immigration and increased homeownership among minorities will also play a key role in accelerating household growth over the next 10 years. Current Population Survey estimates indicate that the number of

¹⁰ There is no precisely agreed on definition for when the Millennial generation started. Millennials are, broadly speaking, the children of Baby Boomers, born from the early 1980's through the early 2000's.

foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and accounted for nearly 30 percent of overall household growth. Beginning in 2008, the influx of immigrants was stanchied by the effects of the Great Recession. After a period of declines, however, the foreign born are again contributing to household growth. Census Bureau estimates of net immigration in 2013-2014 indicate an increase of 1,814,000 persons over the previous year, to a total of nearly 65,000.

The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households, and constitute an important source of demand for both rental housing and small homes. This makes the growing gap in homeownership rates between whites and blacks and whites and Hispanics troubling. Since 2001, the difference in homeownership rates between whites and blacks rose from 25.9 to 29.8 in 2014. Similarly, the gap between white and Hispanic homeownership rates increased since 2008, from 25%, to 26% in 2014. This growing gap between racial and ethnic groups will hamper the country's homeownership rate as minority households constitute a larger share of the housing market.

- **Changes in housing characteristics.** The U.S Census Bureau's Characteristics of New Housing Report (2016) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:¹¹
 - *Larger single-family units on smaller lots.* Between 1990 and 2015 the median size of new single-family dwellings increased 30% nationally from 1,905 sq. ft. to 2,467 sq. ft., and 23% in the western region from 1,985 sq. ft. to 2,435 sq. ft. Moreover, the percentage of units smaller than 1,400 sq. ft. nationally decreased by almost half, from 15% in 1999 to 8% in 2015. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 33% of new one-family homes completed in 2015. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1990 and 2015, the percentage of lots less than 7,000 sq. ft. increased from 27% of lots to 30% of lots.
 - *Larger multifamily units.* Between 1999 and 2015, the median size of new multiple family dwelling units increased by 3% nationally and 1% in the western region. The percentage of new multifamily units with more than

¹¹ <https://www.census.gov/construction/chars/highlights.html>

1,200 sq. ft. increased from 28% in 1999 to 30% in 2015 nationally, and went from 25% to 24% in the western region.

- *More household amenities.* Between 1990 and 2015, the percentage of single-family units built with amenities such as central air conditioning, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multifamily units.

State Trends

Oregon's 2016-2020 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.¹² The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide. Oregon is facing:

- Housing cost increases that far surpass wage growth
- Limited supply of rental housing at prices that are affordable to moderate and low income households.
- Extremely low vacancy rates in some parts of the state, due to population growth, lack of new unit production, and increase in rental households due to foreclosures.
- Expiration of subsidies on about 49% of housing units that are currently federally subsidized by the Section 8 or HUD Multifamily Assistance programs
- Increasing homelessness and housing instability
- Lack of housing stock that is suitable for the elderly and people with disabilities
- Increasingly older, more diverse, and has less affluent households.

¹² State of Oregon 2016-2020 Consolidated Plan. <https://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan.pdf>

Regional and Local Demographic Trends that may affect housing need in Talent

Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are: (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

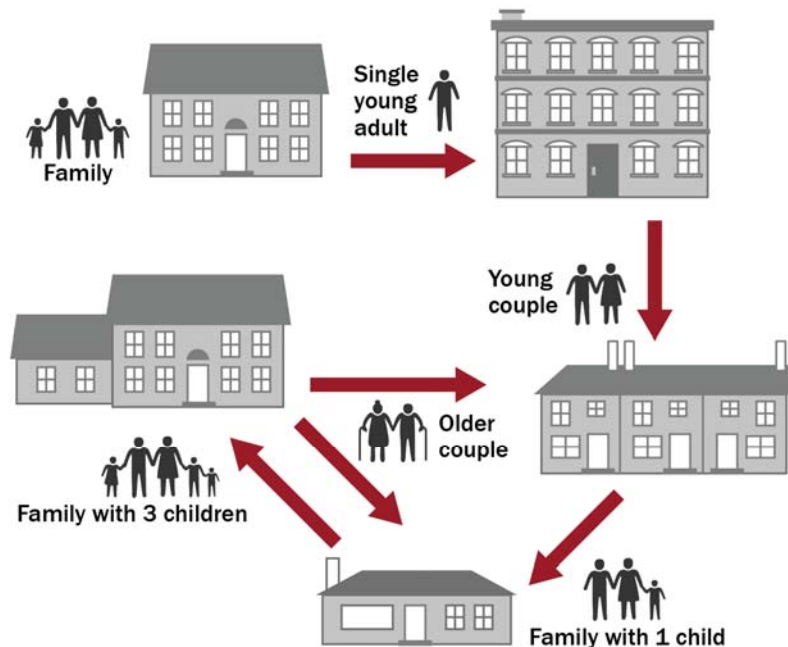
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Talent's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Talent.

Housing needs and preferences change in predictable ways over time, with changes in marital status and size of family.

Families of different sizes need different types of housing.

Exhibit 21. Effect of demographic changes on housing need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research.



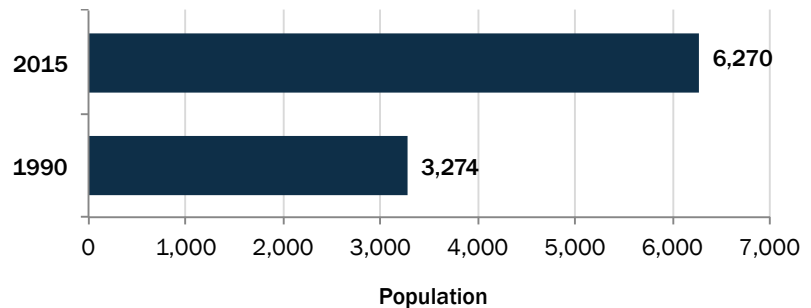
Growing population

Talent's population grew by 92% between 1990 and 2015, adding about 2,996 new residents. Over this period, Talent's population grew at an average annual growth rate of 2.6%. **Talent's population growth will drive future demand for housing in Talent over the planning period.**

Since 1990, Talent's population has grown by roughly 2,996 people.

Exhibit 22. Population, Talent, 1990 - 2015

Source: US Decennial Census 1990, and PSU Population Research Center.



From 1990 to 2015, Talent's population grew by 92%, accounting for 5% of population growth in Jackson County.

Exhibit 23. Population Growth, 1990 - 2015

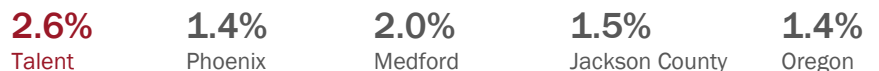
Source: US Decennial Census 1990, 2000, 2015. PSU Population Research Center, Population Estimates and Reports, <http://www.pdx.edu/prc/population-reports-estimates>.



Talent's population grew on average, at a faster rate to that of the county, region, and state.

Exhibit 24. Annual Average Rate of Growth, 1990 - 2015

Source: US Decennial Census 1990, 2000, 2015. PSU Population Research Center, Population Estimates and Reports, <http://www.pdx.edu/prc/population-reports-estimates>.



Talent is projected to grow by 2,716 people between 2017 and 2037, at an average annual growth rate of 1.7%.¹³

Exhibit 25. Forecast of Population Growth at the County-Level, 2017 - 2037

Source: Oregon Population Forecast Program, Portland State University, Population Research Center.



¹³ This forecast of population growth is based on Talent's official population forecast from the Oregon Population Forecast Program. ECONorthwest extrapolated the 2015 population to 2017 and the 2035 population to 2037 based on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx

Aging Population

This section shows two key characteristics of Talent's population, with implications for future housing demand in Talent:

- **Seniors.** Consistent with Jackson County, Talent has a larger share of elderly residents than the state as a whole. Between 2000 and the 2010-2014 period, Talent's median age increased by about six years. As Talent's elderly population continues to grow, it will have increasing demand for housing that is suitable for elderly residents.

Demand for housing for retirees will grow over the planning period, as the Baby Boomers continue to age and retire. The State forecasts share of residents aged 60 years and older will account for more than one third of Jackson County's population, compared to around 28% in 2015.

The impact of growth in seniors in Talent will depend, in part, on whether Baby Boomers already in city continue to live in there as they retire. National surveys show that, in general, most retirees prefer to age in place by continuing to live in their current home and community as long as possible.¹⁴ In addition, Jackson County is an area that has historically attracted retirees moving from other states and other areas. Some of these retirees may choose to locate in Talent, if housing that suits their needs is available.

Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy to maintain dwellings, assisted living facilities, or age-restricted developments. Senior households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted living facilities or nursing homes), as their health fails. The challenges that aging seniors face in continuing to live in their community include: changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.¹⁵

- **Millennials.** Talent has a larger population of younger people than the County average. About 52% of Talent's population is under 40 years old, compared to 46% of Jackson County's population and the State average of 51%.

People currently aged 15 to 35 are referred to as the Millennial generation and account for the largest share of population in Oregon. By 2035, they will be aged

¹⁴ A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

¹⁵ "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

35 to 55. The forecast for Jackson County shows some growth (an 18%) in people roughly in the Millennials' age group. Talent's ability to attract people in this age group will depend, in large part, on whether the city has opportunities for housing that both appeals to and is affordable to Millennials.

In the near-term, Millennials may increase demand for rental units. The long-term housing preference of Millennials is uncertain. They may have different housing preferences as a result of the current housing market turmoil and may prefer smaller, owner-occupied units or rental units. On the other hand, their housing preferences may be similar to the Baby Boomers, with a preference for larger units with more amenities. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.¹⁶

A recent survey of people living in the Portland Region shows that Millennials, these younger residents, prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.¹⁷ The survey results suggest that Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland Region, it shows similar results as national surveys and studies about housing preference for Millennials.

As Millennials age and forms households, Talent will experience increased demand for both affordable single-family detached housing, as well as increased demand for affordable townhouses and multifamily housing. Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. There is potential for attracting new residents to housing in downtown, especially if the housing is relatively affordable and located in proximity to services.

¹⁶ The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014.

"Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.

"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

¹⁷ Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

From 2000 to 2010-14 Talent's median age increased from 34.3 to 40.5 years.

Exhibit 26. Median Age, Years, 2000 to 2010-14

Source: US Census Bureau, 2000 Decennial Census Table B01002, 2010-14 ACS, Table B01002.

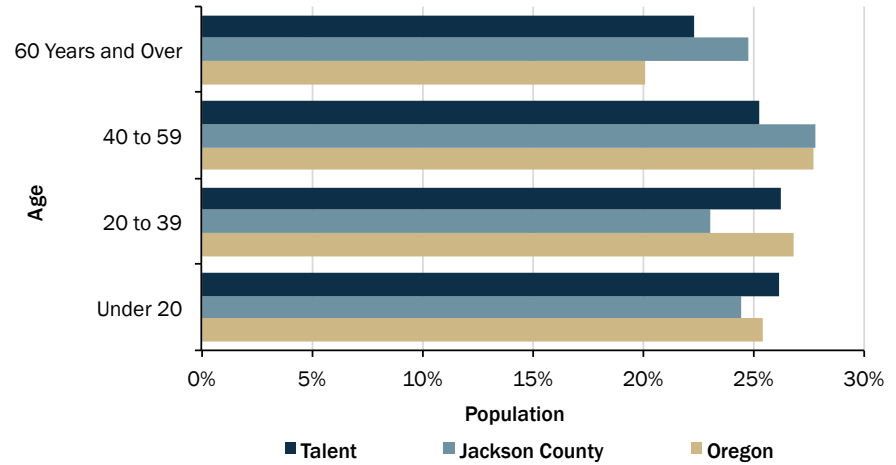
2000	34.3	41.0	37.0	39.2	36.3
	Talent	Phoenix	Medford	Jackson County	Oregon
2010-14	40.5	48.8	37.9	42.7	38.9
	Talent	Phoenix	Medford	Jackson County	Oregon

In 2010, about 52% of Talent residents were aged between 20 and 59.

Talent has more young people (less than 40 years old) than Jackson County as a whole.

Exhibit 27. Population Distribution by Age, 2010

Source: US Census Bureau, 2010 Decennial Census Table P12.

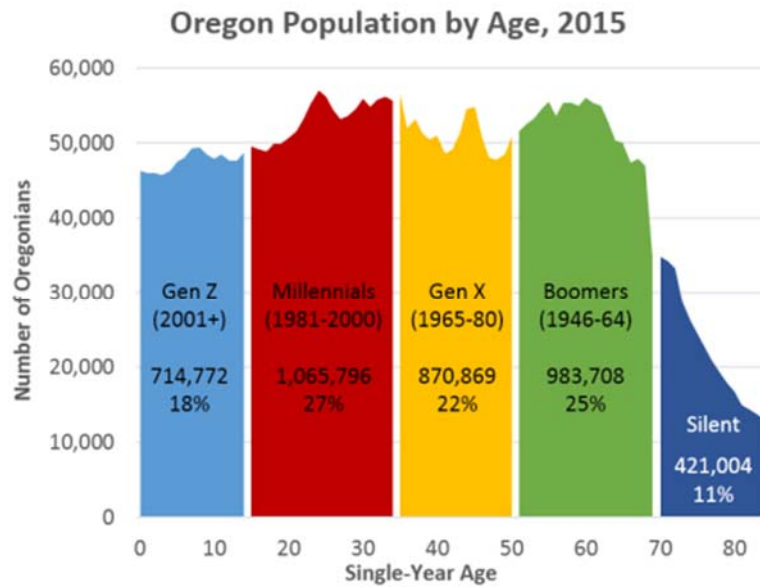


Oregon’s largest age groups are the Millennials and the Baby Boomers.

By 2035, Millennials will be between 35 and 54 years old. Baby Boomers will be 71 to 89 years old.

Exhibit 28. Population Distribution by Generation and Age, Oregon, 2015

Source: Oregon Office of Economic Analysis, “Population, Demographics, and Generations” by Josh Lehner, February 5, 2015. <http://oregoneconomicanalysis.com/2015/02/05/population-demographics-and-generations/>



The majority of population growth in Jackson County will be in people over 60 years old.

Exhibit 29. Fastest-growing Age Groups, Jackson County, 2010 - 2035

Source: Portland State University, Population Research Center, Jackson County Forecast, June 30, 2015

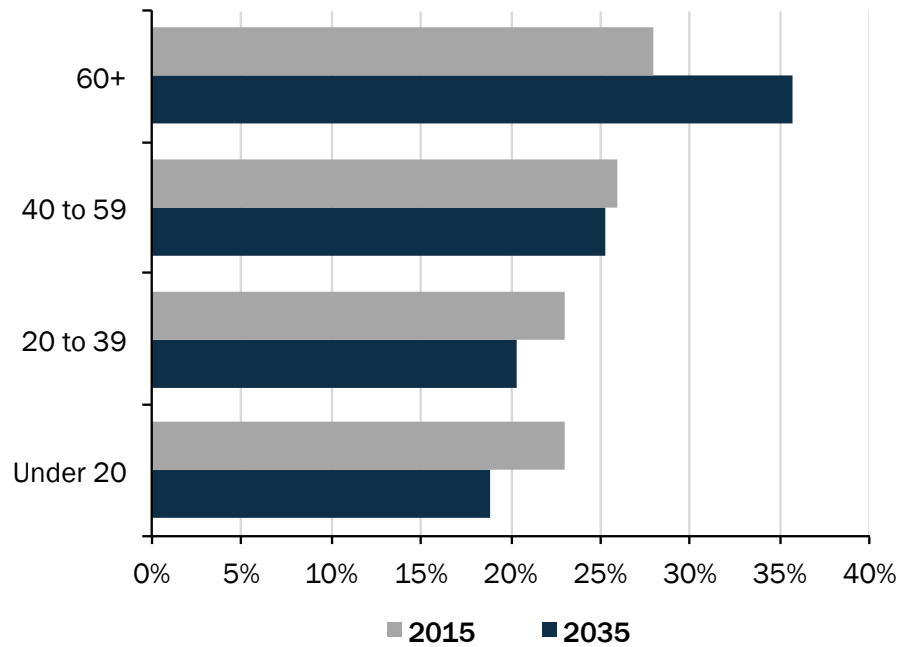
Under 20	20-39 Yrs	40-59 Yrs	60+ Yrs
1% Decrease -539 People	6% Increase 3,124 People	18% Increase 9,794 People	54% Increase 32,185 People

While population growth is expected in all age groups, by 2035, residents older than 60 are expected make up a larger share of the population.

The share of residents aged 60 years and older will account for 36% of Jackson County’s population, compared to around 28% in 2010.

Exhibit 30. Population Growth by Age Group, Jackson County, 2010 - 2035

Source: Portland State University, Population Research Center, Jackson County Forecast, June 30, 2015



Ethnic Diversity

Talent's Hispanic and Latino population decreased slightly between 2000 and 2014, but increased between 2000 and 2010. It is unclear if the Hispanic and Latino population is actually decreasing in Talent, or if the apparent decrease is an issue with the ACS data. It is clear that Hispanic and Latino population is growing in Jackson County and in Oregon. As a result, it is reasonable to expect continued growth of Hispanic and Latino population in Talent over the 20-year period.

Growth in the Hispanic and Latino population will affect Talent's housing needs in a variety of ways.¹⁸ Growth in first and, to a lesser extent, second and third generation Hispanic and Latino immigrants will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. Households for Hispanic and Latino immigrants are more likely to include multiple generations, requiring more space than smaller household sizes. As Hispanic and Latino households integrate over generations, household size typically decreases and their housing needs become similar to housing needs for all households.

Growth in Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable.

¹⁸ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

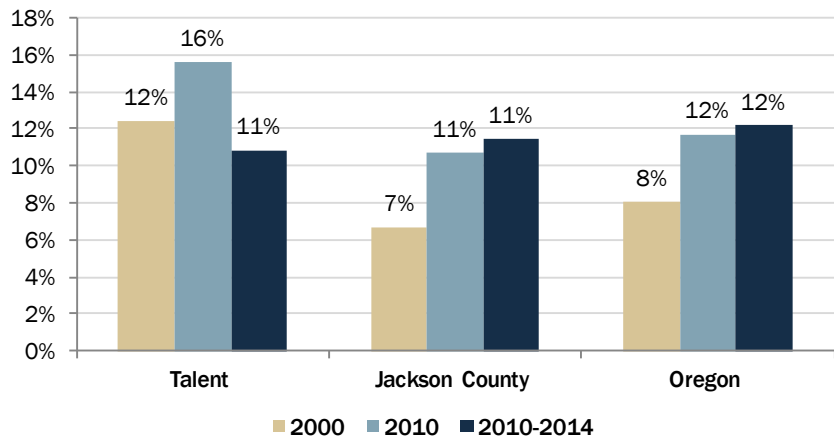
Talent's Hispanic population decreased slightly from 2000 to 2014.

The Hispanic population grew in Jackson County, and Oregon during the same time period.

In 2010-2014, Talent has a similar share of Hispanic residents as the County and State.

Exhibit 31. Hispanic or Latino Population as a Percent of the Total Population, 2000 to 2010-2014

Source: US Census Bureau, 2000 Decennial Census Table P008, 2010-2014 ACS Table B03002.



Household size and composition

Talent's household size and composition show that households in Talent are somewhat different from the county and statewide averages. Talent's households are smaller and a larger percentage are family households with children.

Talent's average household size is below that of the county and the state.

Exhibit 32. Average Household Size, 2010-2014

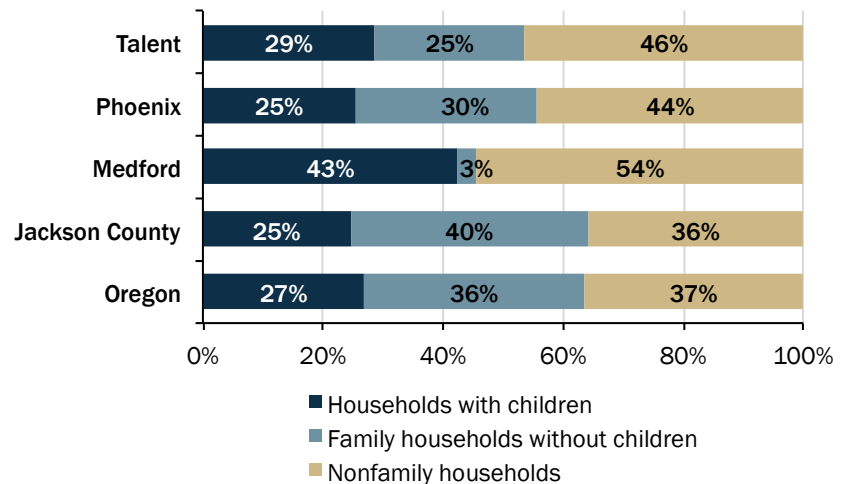
Source: US Census Bureau, 2014 ACS Table B25010.



Talent has a larger share of households with children than Jackson County or Oregon.

Exhibit 33. Household Composition, 2010-2014

Source: US Census Bureau, 2010-14 ACS, Table DP02.



Income of Talent Residents

Income is one of the key determinants in housing choice and households' ability to afford housing. Income for people living in Talent is slightly below the average in Jackson County and considerably below the state average.

In the 2010-2014 period, Talent's median household income was below that of the county and the state.

A quarter of Talent's households earn between \$25,000 and \$49,000.

After adjusting for inflation, Talent's median household income decreased by 22% from 1999 to the 2010-14 period, from \$41,008 to \$32,168 per year.

Exhibit 34. Median Household Income, 2010-2014

Source: US Census Bureau, 2010-2014 ACS Table B25119

\$32,168 Talent	\$34,478 Phoenix	\$43,500 Ashland	\$42,366 Medford	\$44,086 Jackson County
\$50,521 Oregon				

Exhibit 35. Household Income, Talent, Jackson County, Oregon, 2010-2014

Source: US Census Bureau, 2010-2014 ACS, Table B19001

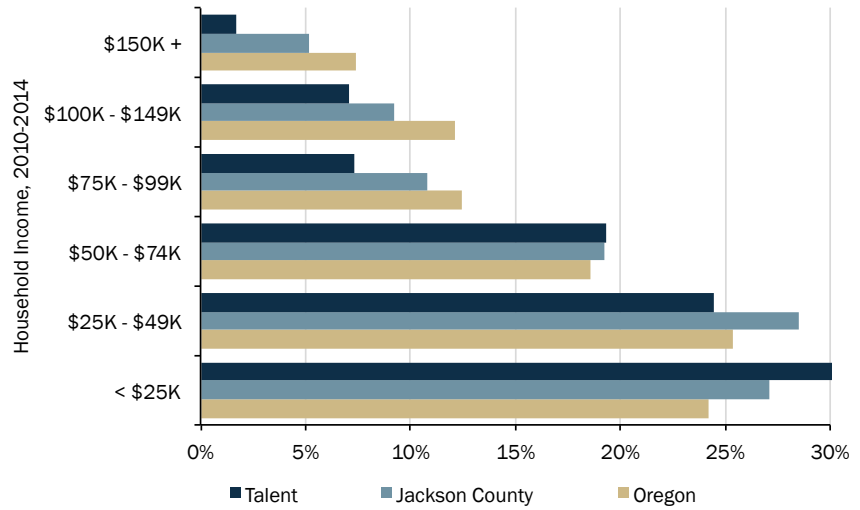
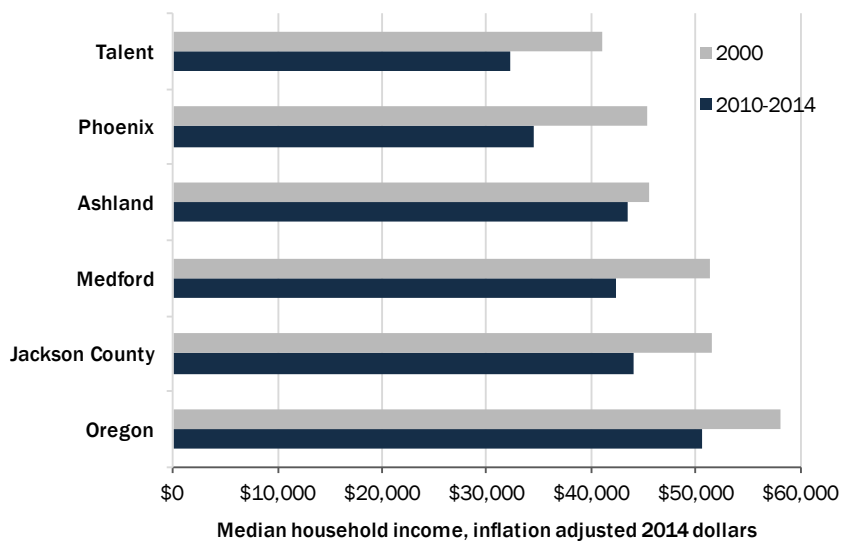


Exhibit 36. Median Household Income, Talent area geographies, 2000 to 2010-2014, Inflation-adjusted

Source: US Census Bureau, 2000 Decennial Census, Table HCT012, 2010-2014 ACS Table B25119



Commuting trends

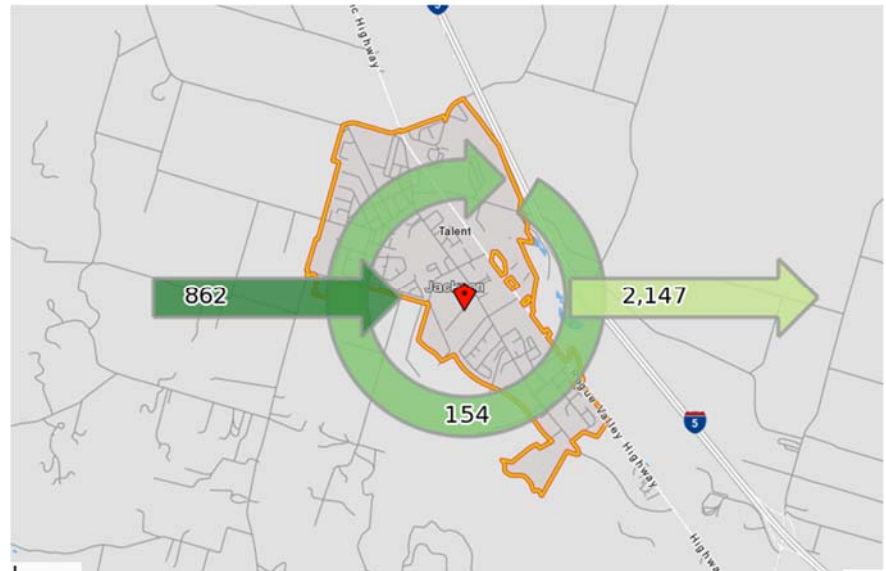
Talent is part of the complex, interconnected economy of Southern Oregon. Of the more than 1,016 people who work in Talent, more than 85% of workers commute into Talent from other areas, most notably Medford, Central Point, and Ashland. About 2,147 residents of Talent commute out of the city for work, mostly to Medford and Ashland.

Talent is part of an interconnected regional economy.

More than 862 people commute into Talent for work and nearly 2,147 people living in Talent commute out of the city for work. 154 people who live in Talent also work there.

Exhibit 37. Commuting Flows, Talent, 2014

Source: US Census Bureau, Census On the Map.



85% of workers at businesses located in Talent live in Jackson County, mostly in areas outside of Talent.

27% of people employed at businesses in Talent live in Medford, 8% live in Ashland, 6% live in Central Point and 3% live in Ashland.

Exhibit 38. Places Where Workers at Businesses in Talent Lived, 2014

Source: US Census Bureau, Census On the Map.

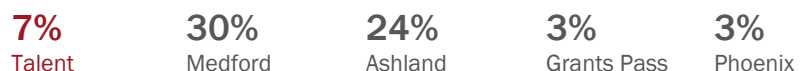


Three-quarters of residents of Talent work in Jackson County, most of them in cities outside of Talent.

30% percent of residents of Talent work in Medford, 24% in Ashland, and 3% in both Grants Pass and Talent.

Exhibit 39. Places Where Talent Residents were Employed, 2014

Source: US Census Bureau, Census On the Map.

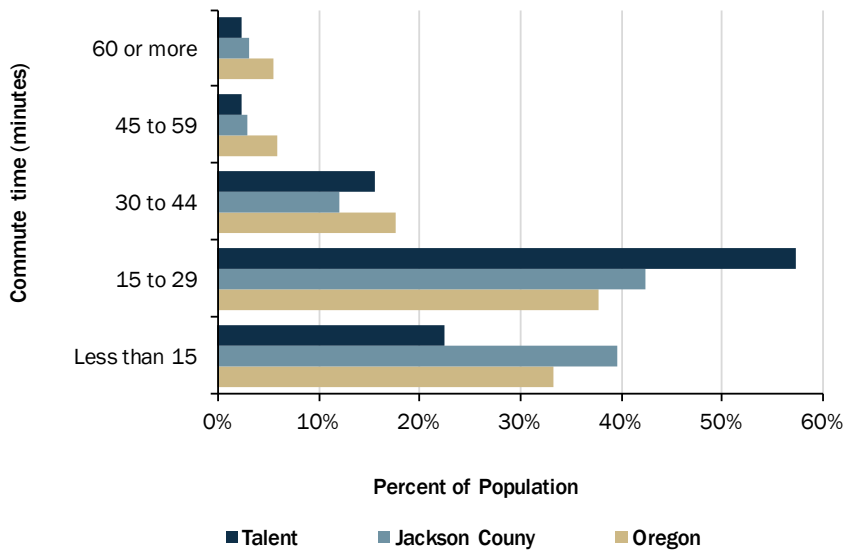


Most Talent residents have a commute time that takes less than 30 minutes.

About 80% of Talent residents have commute times less than 30 minutes, and only 2% commute for longer than one hour.

Exhibit 40. Commute Times, 2010-14

Source: US Census Bureau, Census On the Map.



Regional and Local Trends Affecting Affordability in Talent

This section describes changes in sales prices, rents, and housing affordability in Talent and Jackson County since 2000.

Changes in housing costs

Talent's housing sales prices are higher than the Jackson County average, with a median sales price of \$275,000 in 2016, compared to Jackson County's overall average of \$234,000. In general, over the 2007-2016 period, Talent's housing prices changed following similar patterns as housing prices throughout the region. However, Talent has seen a particularly strong recovery since the housing market crash. The median sales price in Talent in 2016 was \$26,000 higher than sales price at the height of the housing market bubble in 2007. In contrast, median sales prices in Jackson County, Phoenix, East Medford, and Ashland were lower in 2016 than in 2007. In 2010-2014, the median value of a house in Talent was 5.1 times the median household income.

Talent's median home sales price is above the county average.

Exhibit 41. Median Home Sale Price, Talent area geographies, 2016

Source: Rogue Valley Association of Realtors, Residential Market Statistics, <http://roguevalleyrealtors.org/market-statistics-media-menu/residential-market-statistics-menu.html>

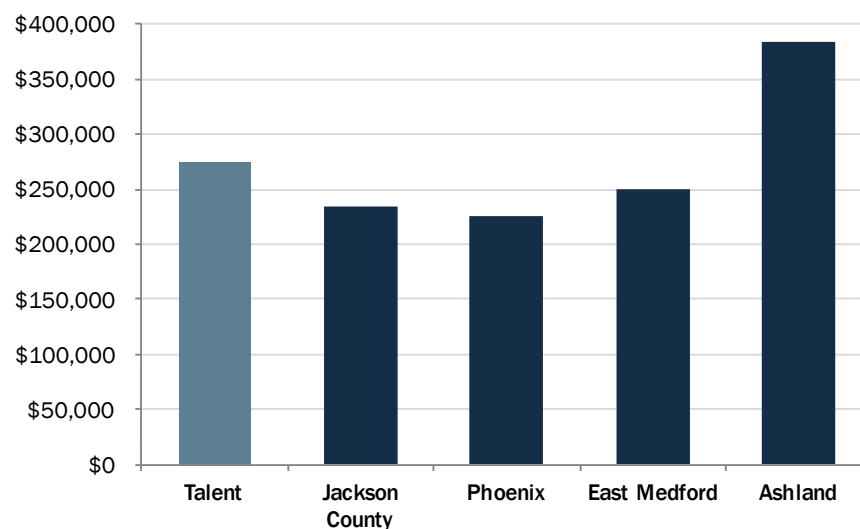
Note: When using Rogue Valley Association of Realtors estimates, Jackson County refers to the association's "Urban Totals" estimate for Jackson County.

\$275K	\$234K	\$225K	\$250K	\$382K
Talent	Jackson County	Phoenix	East Medford	Ashland

Talent's median home sale price was above all but Ashland's median home sale price.

Exhibit 42. Median Sales Price, Talent-area Geographies, 2016

Source: Rogue Valley Association of Realtors.

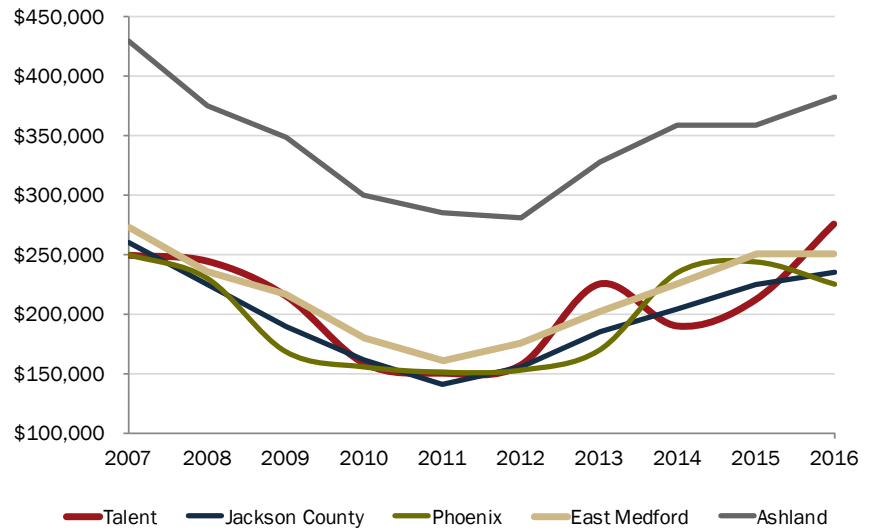


Median home sales prices in Talent have fully recovered from the 2007 housing market crash.

The median sales price in Talent in 2016 was \$26,000 higher the sales price at the height of the housing market bubble in 2007. In contrast, median sales prices in Jackson County, Phoenix, East Medford, and Ashland are lower than in 2007.

Exhibit 43. Median Sales Price, Talent, Jackson 2007-2016

Source: Rogue Valley Association of Realtors.



Since 2000, housing costs have increased faster than income. In 2010-2014, housing prices were 5.1 times incomes (on average) in Talent.

The median value of a house in Talent was 3.2 times the median household income in 2000, and 5.1 times by the 2010-2014 period. The change in housing value compared to income was slightly higher than the Jackson County average.

Exhibit 44. Ratio of Housing Value to Household Income (Median to Median), 2000 to 2010-2014¹⁹

Source: US Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2009-2013 ACS, Tables B19013 and B25077

2000	3.2 Talent	3.0 Phoenix	5.8 Ashland	3.6 Medford	3.6 Jackson County
2010-14	5.1 Talent	5.0 Phoenix	7.9 Ashland	4.9 Medford	4.9 Jackson County

¹⁹ This ratio compares the median value of housing in Talent to the median household income. Inflation-adjusted median owner values in Talent increased from \$134,332 in 2000 to \$165,600 in 2010-14. Over the same period, inflation-adjusted median household income decreased from \$45,234 to \$32,168.

Changes in rental costs

Rental costs in Talent are higher than nearby cities and Jackson County averages.

Median gross rent in Talent is about \$992 a month.

Exhibit 45. Median Gross Rent, 2010-2014

Source: US Census Bureau, 2010-2014 ACS Table B25064

\$992	\$716	\$926	\$871	\$885	\$894
Talent	Phoenix	Ashland	Medford	Jackson County	Oregon

In August 2016, ECONorthwest surveyed multifamily rental complexes in Talent to get a sense of rental prices and occupancy rates. The results showed that the multifamily complexes were completely occupied, suggesting that the rental market in Talent is very tight. Rental rates for a 2-bedroom apartment ranged from \$888 per month to \$1,177 per month.

All of the multifamily complexes were fully occupied.

Market-rate rents were between \$845 to \$1,350 per month.

Exhibit 46. Talent rent survey findings

Source: ECONorthwest, August 2016

Apartment Name	Type of Units	Number of Units	Occupancy Rate (%)	Average Price	\$ / SF
Anjou Club	1B 1b	20	100%	\$845	\$1.40
	2B 1b	60	100%	\$888	\$0.96
	2B 2b	60	100%	\$996	\$1.02
	3B 2b	43	100%	\$1,225	\$0.97
Talent Parkside	2B 2b	143	100%	\$1,177	\$1.13

Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 49% of Talent’s households are cost burdened. Analyzed by housing tenure, about 56% of Talent renter households are cost burdened, compared with 45% of homeowners. A higher percentage of owner households in Talent are cost burdened than in Jackson County (35%).

For example, 40 percent of Talent households have income of less than \$25,000 per year. These households can afford rent of less than \$625 per month, or a home with a value of less than \$62,500. Most, but not all, of these households are cost burdened.

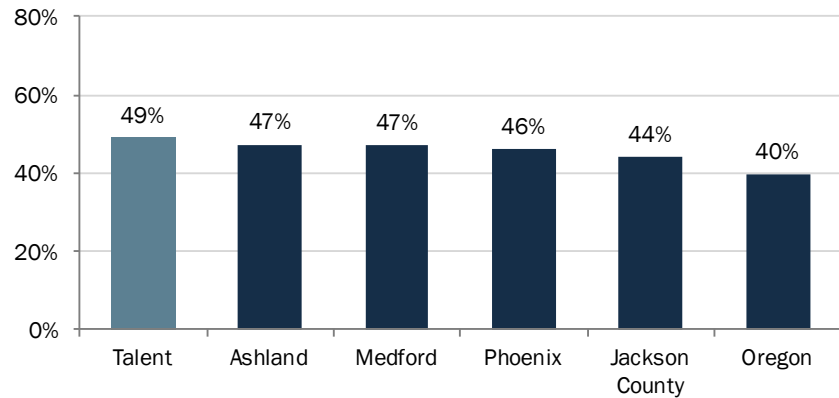
Cost Burden

About 49% of all households in Talent are cost burdened.

Talent has the highest share of cost burdened households out of any other compared geography.

Exhibit 47. Housing Cost Burden, All Households, Talent and comparison geographies, 2010-2014

Source: US Census Bureau, 2010-2014 ACS Tables B25091 and B25070.

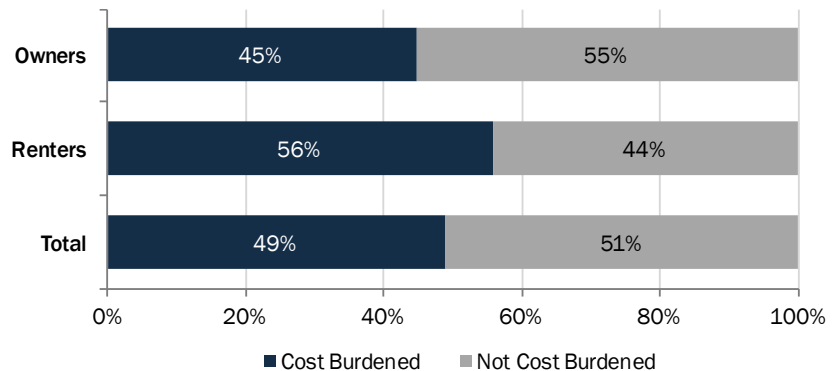


More than half of Talent's renters are cost burdened, compared to half of owners

Cost burden rates are much higher among renters in Talent than among homeowners. In the 2010-14 period, about 56% of renters were cost burdened, compared to 45% of homeowners.

Exhibit 48. Housing Cost Burden by Tenure, Talent, 2010-2014

Source: US Census Bureau, 2010-2014 ACS Tables B25091 and B25070.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher income may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of accumulated wealth a household's ability to pay for housing. For example, a household with retired

people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator. This issue is particularly important in Talent, where the population is substantially older than the average for Jackson County or Oregon.

Cost burden is only one indicator of housing affordability. Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income. For example, a household must earn at least \$16.50 per hour to afford a two-bedroom unit in Jackson County. More than 40% of households in Talent have an income below the affordable housing wage for Jackson County.

Exhibit 49 shows housing affordability based on household income. Exhibit 49 groups households by level of Median Family Income (MFI), which is determined by HUD for every county. Jackson County’s MFI in 2016 was \$53,300. About 24% of Talent’s households had income that was less than 30% of the County MFI (\$15,990) and are able to afford housing costing \$400 or less. Eighteen percent of Talent’s households had income between 30% and 50% of the County MFI and are able to afford rent between \$400 and \$666.

The information in Exhibit 49 suggests that Talent has a substantial housing affordability problem, which is consistent with other cities in Southern Oregon.

About 42% of Talent households have income less than \$26,650 and cannot afford a one-bedroom apartment at Jackson County’s Fair Market Rent (FMR) of \$641.

About 50% of Talent households cannot afford a two-bedroom apartment at a Fair Market Rent of \$858.

Exhibit 49. Financially Attainable Housing, by Median Family Income (MFI) for Jackson County (\$53,300), Talent, 2016

Source: U.S. Department of Housing and Urban Development
US Census Bureau, 2014 ACS Table 19001 Attainable rent

% of Ja. Co. MFI	<30%	30%-50%	50%-80%	80%-120%	>120%
Annual Income	<\$15,990	\$15,990-\$26,650	\$26,650-\$42,640	\$42,640-\$63,960	>\$63,960
Monthly Affdble. Housing Cost	<\$400	\$400-\$666	\$666-\$1,066	\$1,066-\$1,599	>\$1,599
Percent of Talent Households	24%	18%	15%	20%	22%
Attainable Owner Housing Types	None	Mfg. in parks	Townhome Duplex Mfg on lot	Townhome Single-family house	All housing types
Attainable Renter Housing Types	Subsidized Apartment	Apartment Mfg. in parks Duplex	Apartment Townhome Single-family house	Most Single-family houses	All housing types

Exhibit 50 contrasts the number of households at differing income levels with the number of dwelling units affordable to these households, assuming they spend no more than 30% of their income on housing costs. Exhibit 50 shows that Talent has about 1,083 households earning less than \$25,000 and 478 dwelling units (363 owner-occupied units and 116 rental units) with housing costs affordable to these households. The city has a deficit of about 600 units for households with income below \$25,000. This is consistent with Talent’s rate of cost burden because most of these 600 households are not homeless but occupy housing that costs more than they can afford. Nearly half of Talent’s households are unable to afford a two-bedroom rental at fair market rent (\$858).

The information in Exhibit 50 reinforced the conclusion that Talent has a housing affordability challenge.

Talent currently has a large deficit of housing affordable to households earning less than \$25,000.

The deficit of housing for households earning less than \$25,000 results in these households living in housing that is more expensive than they can afford, consistent with the data about renter cost burden in Talent.

The housing types that Talent has a deficit of are more affordable housing types such as apartments, duplexes, tri- and quad-plexes, and manufactured housing.

Exhibit 50. Rough Estimate of Housing Affordability, Talent, 2016

Source: US Census Bureau, 2010-2014 ACS Tables 19001, 25075, 25063

Annual Income	<\$25K	<\$25K- \$50K	<\$50K- \$75K	<\$75K- \$100K	>\$100k
HH in Talent	1,083 40%	658 24%	519 19%	196 7%	235 9%
Monthly Affdble. Housing Cost	<\$625	\$625- \$1,250	\$1,250- \$1,875	\$1,875- \$2,450	> \$2,450
Affdble. Owner Housing Cost	<\$62,500	\$62,500- \$125,000	\$125,000- \$187,500	\$187,500- \$245,000	> \$245K
Est. of Number of Owner Units in Talent	362	256	345	401	276
Est. of Number of Renter Units in Talent	116	750	167	20	0
HUD Fair Market Rent (2016)	Studio: \$615	1 bdrm: \$641 2 bdrm: \$858 3bdrm: \$1,250	4 bdrm: \$1,364		
Does Talent Have Enough Units?	No. Deficit: 606 units	Yes. Surplus: 347 units	No. Deficit: 7 units	Yes. Surplus: 225 units	Yes. Surplus: 41 units

Summary of the Factors Affecting Talent's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice, and in doing so, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. They are less likely to have children. All of these factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing.

The data illustrate what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never marrieds," the "dinks" (dual-income, no kids), the "empty nesters."²⁰ Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in Talent over the next 20 years:

- **Growth in housing will be driven by growth in population.** Between 1990 and 2015 Talent's population (within its city limits) grew by more than 2,996 people (92%). Between 2017 and 2037, the population in Talent's UGB is forecast to grow from 6,575 to 9,291, an increase of 2,716 people (41%). Jackson County is expected to grow by approximately 43,604 people (21%) over the same period.
- **Housing affordability will continue to be a key challenge in Talent.** Housing affordability is a challenge in Jackson County in general and particularly a challenge in the area between Medford and Ashland, where Talent is located. Consistent with state and national trends, housing prices in Jackson County are increasing faster than incomes. This trend is particularly pronounced in Talent. Talent has a relatively small share of housing that is multifamily housing (less than a quarter of the City's housing stock), and there are few vacant multifamily

²⁰ See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

units. Talent’s key challenge over the next 20 years is providing opportunities for development of relatively affordable housing of all types of housing, from lower-cost single-family housing to market-rate multifamily housing.

- **Without substantial changes in housing policy, on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing.

The City’s residential policies can impact the amount of change in Talent’s housing market, to some degree. If the City adopts policies to increase opportunities to build smaller-scale single-family and multifamily housing types, especially multifamily that is affordable to low- and moderate-income households, a larger percentage of new housing developed over the next 20 years in Talent may be relatively affordable. Examples of policies that the City could adopt to achieve this outcome include: allowing a wider range of housing types (e.g., duplex or townhouses) in single-family designates, ensuring that there is sufficient land designated to allow single-family attached multifamily housing development, supporting development of government-subsidized affordable housing, and encouraging multifamily residential development in downtown. The degree of change in Talent’s housing market, however, will depend on market demand for these types of housing in the southern part of Jackson County.

- **If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.** Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for development of smaller single-family detached homes, townhomes, and multifamily housing.

Key demographic and economic trends that will affect Talent’s future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population.

- *The Baby Boomer’s population is continuing to age.* By 2035, people 60 years and older will account for 36% of the population in Jackson County (up from 28% in 2015). As the population ages, household sizes decrease and homeownership rates decrease, both of which will affect Talent’s housing demand. Growth in retirees is the factor that is likely to have the biggest effect on Talent’s housing market because this age group is expected to account for nearly three-quarters of the growth in Jackson County over the 20-year period.

- *Millennials will continue to age.* By 2035, Millennials will be roughly between about 35 years old to 55 years old. As they age, generally speaking, their household sizes will increase and homeownership rates will peak by about age 55. Between 2015 and 2037, Millennials will be a key driver in demand for housing for families with children.
- *Hispanic and Latino population will continue to grow.* The U.S. Census projects that by about 2040, Hispanic and Latino population will account for one-quarter of the nation's population. The share of Hispanic and Latino population in the western U.S. is likely to be higher. The Hispanic and Latino population already accounts for about 11% of Talent's population. In addition, Hispanic and Latino population is generally younger than the U.S. average, with many Hispanic and Latino people belonging to the Millennial generation.

Hispanic and Latino population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing. Growth in Hispanic and Latino population will drive demand for housing for families with children. Given the lower income for Hispanic and Latino households, especially first generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.²¹

In summary, an aging population, increasing housing costs, housing affordability concerns for Millennials and the Hispanic and Latino populations, and other variables are factors that support the conclusion of need for a smaller and less expensive units and a broader array of housing choices. Growth of retirees will drive demand for small single-family detached and townhomes for homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities. Growth in Millennials and Hispanic and Latino population will drive demand for affordable housing types, including demand for small, affordable single-family units (many of which may be ownership units) and for affordable multifamily units (many of which may be rental units).

²¹ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

- **No amount of analysis is likely to make the distant future completely certain: the purpose of the housing forecasting in this study is to get an approximate idea about the future so policy choices can be made today.** Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At one year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

5. Housing Need in Talent

Project New Housing Units Needed in the Next 20 Years

The results of the housing needs analysis are based on: (1) the official population forecast for growth in Talent over the 20-year planning period, (2) information about Talent’s housing market relative to Jackson County and nearby cities, and (3) the demographic composition of Talent’s existing population and expected long-term changes in the demographics of Jackson County.

Forecast for housing growth

This section describes the key assumptions and presents an estimate of new housing units needed in Talent between 2017 and 2037, shown in Exhibit 51. The key assumptions are based on the best available data and may rely on safe harbor provisions, when available.²²

- **Population.** A 20-year population forecast (in this instance, 2017 to 2037) is the foundation for estimating needed new dwelling units. Talent will grow from 6,575 persons in 2017 to 9,291 persons in 2037, an increase of 2,716 people.²³
- **Persons in Group Quarters.** Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multiple-family dwellings.

²² A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as “... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division.”

²³ This forecast is based on Talent’s official forecast from the Oregon Population Forecast Program for the 2017 to 2037 period, shown in Exhibit 25. ECONorthwest extrapolated the 2015 population to 2017 and the 2035 population to 2037 based on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx.

The 2010-2014 American Community Survey shows that 0.5% of the City’s population was in group quarters. **For the 2017 to 2037 period, we assume that 0.5% of new population, 14 people, will be in group quarters.**

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most-recent decennial Census at the time of the analysis. According to the 2010-2014 American Community Survey, the average household size in Talent was 2.28 people. **Thus, for the 2017 to 2037 period, we assume an average household size of 2.28 persons per household.**
- **Vacancy Rate.** The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacant through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the most-recent decennial Census. According to the 2010-2014 American Community Survey, Talent’s vacancy rate was 7.3%. **For the 2017 to 2037 period, we assume a vacancy rate of 7.3%.**

Talent will have demand for 1,272 new dwelling units over the 20-year period, with an annual average of 64 dwelling units.

Exhibit 51. Forecast of demand for new dwelling units, Talent UGB, 2017 to 2037

Source: Calculations by ECONorthwest

Change in persons	2,716
<i>minus</i> Change in persons in group quarters	14
<i>equals</i> Persons in households	2,702
Average household size	2.28
New occupied DU	1,185
<i>times</i> Vacancy rate	7.3%
<i>equals</i> Vacant dwelling units	87
Total new dwelling units (2017-2037)	1,272
Annual average of new dwelling units	64

New housing units needed over the next 20 years

Exhibit 51 presents a forecast of new housing in Talent's UGB for the 2017-2037 period. This section determines the needed mix and density for new housing developed over this 20-year period in Talent.

Exhibit 52 shows that, in the future, the need for new housing developed in Talent will include more housing generally more affordable, with some housing located in walkable areas with access to services. This assumption is based on the following findings in the previous chapters:

- Demographic changes suggest moderate increases in demand for attached single-family housing and multifamily housing. The key demographic trends that will affect Talent's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population. Growth of these groups has the following implications for housing need in Talent:
 - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted living facilities or age-restricted developments. These households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving into age-restricted manufactured home parks (if space is available), or moving into group housing (such as assisted living facilities or nursing homes), as their health fails. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for single-family attached and multifamily housing. Some Baby Boomers may prefer housing in walkable neighborhoods, with access to services.
 - *Millennials.* Growth in Millennial households is expected to account for a relatively small share in population growth in Jackson County over the next 20-years. To the extent that Millennials grow in Talent, this growth will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. Some Millennials may prefer to locate in traditional single-family detached housing, at the edges of Talent's UGB. Some Millennials will prefer to locate in walkable neighborhoods, possibly choosing small single-family detached houses, townhouses, or multifamily housing.
 - *Hispanic and Latino population.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is

comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households. The types of housing that are most likely to be affordable to the majority of Hispanic and Latino households are existing lower-cost single-family housing, single-family housing with an accessory dwelling unit, and multifamily housing. In addition, growth in the number of farmworkers will increase need for affordable housing for farmworkers.

- More than 40% of Talent’s households have affordability problems, indicating a need for more affordable housing types. About half of Talent’s households could not afford a two-bedroom apartment at HUD’s fair market rent level of \$858. A household earning median family income (\$53,300) could afford a home valued up to about \$140,000, which is considerably below the median sales price for single-family housing of about \$275,000 in Talent.

In addition, Talent has a small supply of multifamily housing, which accounts for about one-fifth of the city’s housing stock. Talent has few multifamily apartment buildings, one of which are government-subsidized apartment buildings. As a result, there are few choices for market-rate multifamily housing opportunities in Talent.

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing or smaller single-family housing) or locating in less expensive areas in Southern Oregon, farther from employment centers. To the extent that denser housing types are more affordable than larger housing types, continued increases in housing costs will increase demand for denser housing.

These findings suggest that Talent’s needed housing mix is for a broader range of housing types than are currently available in Talent’s housing stock. The types of housing that Talent will need to provide opportunity for development of over the next 20 years are described above: smaller single-family detached housing (e.g., cottages or small single-family detached units), manufactured housing, “traditional” single-family detached housing, townhouses, duplexes and quad-plexes, small apartment buildings, and larger apartment buildings.

Exhibit 52 shows a forecast of needed housing in the Talent UGB during the 2017 to 2037 period. The projection is based on the following assumptions:

- Talent’s official forecast for population growth shows that the City will add 2,716 people over the 20-year period. Exhibit 51 shows that the new population will result in need for 1,272 new dwelling units over the 20-year period.

- The assumptions about the mix of housing in Exhibit 52 are:
 - Sixty-five percent of new housing will be single-family detached, a category which includes manufactured housing. Exhibit 10 shows that 76% of Talent’s housing was single-family detached in the 2010-2014 period, with little change since 2000.
 - Ten percent of new housing will be single-family attached. Exhibit 10 shows that 5% of Talent’s housing was single-family attached in the 2010-2014 period, a modest increase since 2000.
 - Twenty-five percent of new housing will be multifamily. Exhibit 10 shows that 19% of Talent’s housing was single-family attached in the 2010-2014 period, with a decrease in the share of housing stock of 7% since 2000.

Talent will have demand for a mix of housing types over the 20-year period, an increase in the percentage of new housing in single-family attached and multifamily housing.

Exhibit 52. Forecast of demand for new dwelling units, Talent UGB, 2017 to 2037

Source: Calculations by ECONorthwest

Needed new dwelling units (2017-2037)	1,272
Dwelling units by structure type	
<i>Single-family detached</i>	
<i>Percent single-family detached DU</i>	65%
<i>equals Total new single-family detached DU</i>	826
<i>Single-family attached</i>	
<i>Percent single-family attached DU</i>	10%
<i>equals Total new single-family attached DU</i>	127
<i>Multifamily</i>	
<i>Percent multifamily detached DU</i>	25%
<i>equals Total new multifamily DU</i>	318
Total new dwelling units (2017-2037)	1,272

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Exhibit 53 allocates needed housing to Plan Designations in Talent. The allocation is based, in part, on the types of housing allowed in the zoning designations in each Plan Designation. Exhibit 53 shows:

- **Low Density** includes RL-CL and RL-UGB will accommodate new single-family detached housing, including manufactured housing on lots and accessory dwelling units.
- **Medium Density**²⁴ will accommodate a mixture of single-family detached, manufactured homes (in parks and on lots), townhouses, and lower density multifamily housing, such as duplexes or triplexes. Talent’s zoning ordinance only includes the Single-Family Manufactured Housing designate in Medium Density. This allocation assumes that Talent develops another designate that allows these housing types at densities of about 8 to 12 dwelling units per net acre and it is designated as medium density residential.
- **High Density** will primarily accommodate multifamily, with a small amount of single-family attached housing.
- **Commercial Designations** will accommodate multifamily housing, either as part of a mixed-use building, on residential development allowed outright in commercial designations, or on land redesignated from commercial to High Density residential. Commercial designates currently allow housing on floors above commercial uses and, in some cases, behind commercial uses

²⁴ Talent does not currently have a Medium Density Residential Designation. This analysis assumes that Talent will replace the Residential Manufactured Home Designation with a Medium Density Residential Designation and that the Single-Family Manufactured Housing (RS-MH) zone will be one of the zones in the Medium Density Residential Designation. This analysis assumes that Talent will also develop a new zone that allows 8 to 12 dwelling units per net acre to the Medium Density Residential Designation.

Exhibit 53. Allocation of needed housing by housing type and Plan Designation, Talent UGB, 2017 to 2037

Source: ECONorthwest

*Note: Talent does not currently have a Medium Density Residential Designation. This analysis assumes that Talent will replace the Residential Manufactured Home Designation with a Medium Density Residential Designation and that the Single-Family Manufactured Housing (RS-MH) zone will be one of the zones in the Medium Density Residential Designation. This analysis assumes that Talent will also develop a new zone that allows 8 to 12 dwelling units per net acre to the Medium Density Residential Designation.

Note: Talent's existing Residential Manufactured Home designation is intended for development of manufactured homes in manufactured home parks.

Comprehensive Plan Designation	Residential Plan Designations				Commercial Designations	Total
	Low Density (RL-CL)	Low Density (RL-UGB)	Medium Density (RM)*	High Density (RH)		
Dwelling Units						
Single-family detached	324	413	64	25	-	826
Single-family attached	-	-	64	64	-	128
Multifamily	-	-	38	197	83	318
Total	324	413	166	286	83	1,272
Percent of Units						
Single-family detached	25%	32%	5%	2%	0%	65%
Single-family attached	0%	0%	5%	5%	0%	10%
Multifamily	0%	0%	3%	15%	7%	25%
Total	25%	32%	13%	22%	7%	100%

Exhibit 54 presents the assessment of future density for housing built in Talent over the 2017 to 2037 period. The assessment of density is based on a number of factors: (1) the types of housing and development densities allowed in each Plan Designation, (2) existing development by type of housing, (3) the characteristics of vacant residential land, as described below, (4) the densities by type of Plan Designation described in OAR 660-038 Table 2,²⁵ and (5) the range of housing need by income identified in Exhibit 55, which includes need for housing for high income households to low- and very-low income households.

Talent assumes that land for rights-of-way will account for: (1) 23% of land in the Low Density and Medium Density designations, based on empirical analysis of existing land used for rights-of-way in Talent²⁶ and (2) 24% in High Density and Commercial Designations, consistent with Talent's zoning code. Exhibit 55 shows the following densities, in net and gross acres:²⁷

- **Low Density:** 5.2 dwelling units per acre, with 23% of land used for rights-of-way, resulting in a density of 4.0 dwelling units per gross acre. This assumes average development of about 8,400 square foot lots, excluding land needed for rights-of-way. The Low Density designation includes land zoned R-5, which allows a minimum lot size of 8,000 square feet, and land zoned R-7, which allows a minimum lot size of 6,000 square feet.

Much of the City's vacant and partially vacant land in Low Density is in the Railroad District. About 40% (15 acres) of the Low Density land within Talent's city limits is in the Railroad district on slopes above 5%. This land is all zoned R-5. About 50% (62 acres) of the Low Density land in the UGB but not within the city limits is in the Railroad district on slopes above 5%. This land does not have a zoning designation. It is reasonable to assume that these areas may develop at lower densities than flat land.

These factors were considered in estimating future average density in the Low Density designation. While single-family (and 'plex) development in Talent between 2003 to 2012 had net densities over 7 dwelling units per acre (as

²⁵ While Talent does not use the methodology described in OAR 660-038, the City did consider the densities described in Table 2. Talent's future densities generally fit within the ranges described in Table 2.

²⁶ This assumption is based on empirical analysis of the land used for rights-of-way in developed residential land in the Low Density Designation in 2016.

²⁷ OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads, parks, and schools.

discussed in Chapter 3), the conditions that allowed these development densities no longer exist. As described above, much of Talent’s vacant Low Density land is zoned R-5 and is on slopes. In addition, Talent no longer allows Planned Unit Development, which resulted in development densities above those allowed in R-5 and at the top of R-7 densities.

- **Medium Density:** 10.0 dwelling units per acre, with 23% of land used for rights-of-way, resulting in a density of 7.7 dwelling units per gross acre. This assumes average development of nearly 4,400 square foot lots, excluding land needed for rights-of-way.
- **High Density:** 18.0 dwelling units per acre, with 24% of land used for rights-of-way, resulting in a density of 13.7 dwelling units per gross acre. This assumes average development of approximately 2,400 square feet of land per dwelling unit, excluding land needed for rights-of-way.

High Density allows for development of single-family detached units at a density of 6.0 dwelling units per net acre and multifamily at a maximum density of 22 dwelling units per net acre. The historical density of for multifamily dwellings in Talent is 12.4 dwelling units per gross acre.

- **Commercial:** 18.0 dwelling units per acre, with 24% of land used for rights-of-way, resulting in a density of 13.7 dwelling units per gross acre, consistent with High Density. This assumes average development of 2,400 square feet of land per dwelling unit, excluding land needed for rights-of-way.

Exhibit 54. Estimated density for housing built in the Talent UGB, 2017 to 2037

Source: ECONorthwest

*Note: This analysis assumes that a Medium Density Residential Designation will replace the existing Residential Manufactured Home Designation.

Note: DU is dwelling unit.

Plan Designation	Average Net Density (du/acre)	Percentage for Rights-of-Way	Average Gross Density (du/acre)	Approximate Average Lot size (sq ft)
Low Density (RL-CL)	5.2	23%	4.0	8,380
Low Density (RL-UGB)	5.2	23%	4.0	8,380
Medium Density (RM)*	10.0	23%	7.7	4,360
High Density (RH)	18.0	24%	13.7	2,420
Commercial	18.0	24%	13.7	2,420

Needed housing by income level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This requires an estimate of the income distribution of current and future households in the community. These estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The analysis in Exhibit 55 is based on American Community Survey data about income levels in Talent, using information shown in Exhibit 49. Income is categorized into market segments consistent with HUD income level categories, using Jackson County's 2016 Median Family Income (MFI) of \$53,300. Exhibit 55 is based on current household income distribution, assuming approximately that the same percentage of households will be in each market segment in the future.

About 62% of Talent's future households will have income below 80% of Jackson County's median family income (less than \$45,000 in 2016 dollars).

This shows a substantial need for affordable housing types, such as government-subsidized affordable housing, manufactured homes, apartments, townhomes, duplexes, and small single-family homes.

Exhibit 55. Estimate of needed new dwelling units by income level, by Median Family Income (MFI) for Jackson County (\$53,300), Talent, 2017-2037

Source: U.S. Department of Housing and Urban Development
US Census Bureau, 2010-2014 ACS Table 19001

% of Ja. Co. MFI	<30%	30%-50%	50%-80%	80%-120%	>120%
Annual Income	<\$16,770	\$16,770-\$27,950	\$27,950-\$44,720	\$44,720-\$67,080	> \$67,080
2015 Monthly Affdble. Housing Cost	<\$419	\$419-\$699	\$699-\$1,118	\$1,118-\$1,677	> \$1,677
Percent of Talent's Households	27%	15%	20%	18%	20%
New Households 2017-2037	343	191	254	229	254
Attainable Owner Housing Types	None	Mfg. in parks	Townhome Duplex Mfg on lot	Townhome Single-family house	All housing types
Attainable Renter Housing Types	Subsidized Apartment	Apartment Mfg. in parks Duplex	Apartment Townhome Single-family house	Most Single-family houses	All housing types

Need for government assisted and manufactured housing

ORS 197.303 requires cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government-subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Talent allows development of government-assisted housing in all residential Plan Designations, with the same development standards for market-rate housing. This analysis assumes that Talent will continue to allow government housing in all of its residential Plan Designations. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Manufactured housing on lots.** Talent allows manufactured homes on lots in in Low Density designation (the RS-5 and RS-7 zones) and the High Density Designation (the RM-22 zone), which is the zone where single-family detached housing is allowed. Talent does not have special siting requirements for manufactured homes. Since manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential development. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,²⁸ Talent has five manufactured home parks within the City, with 449 spaces and five vacant spaces. The manufactured home parks are located in the High Density Plan Designation.

ORS 197.480(2) requires Talent to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned, or generally used for commercial, industrial, or high density residential.

- Exhibit 51 shows that Talent will grow by 1,272 dwelling units over the 2017 to 2037 period.
- Analysis of housing affordability (in Exhibit 54) shows that about 42% of Talent's new households will be low income, earning 50% or less of the

²⁸ Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

region's median family income. One type of housing affordable to these households is manufactured housing.

- Manufactured housing in parks accounts for about 15% (about 449 dwelling units) of Talent's current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks were closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Of these 13 parks (336 spaces) that closed were in Jackson or Josephine counties. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few-to-no new manufactured home parks have opened in Oregon.
- Exhibit 54 shows that the households most likely to live in manufactured homes in parks are those with incomes between \$15,990 and \$26,650 (30% to 50% of median family income), which include 15% of Talent's households. However, households in other income categories may live in manufactured homes in parks.

Manufactured home park development is an allowed use in Residential Manufactured Home Designation, in the RS-MH zone. The national and state trends of closure of manufactured home parks and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years demonstrates that development of new manufactured home parks in Talent is unlikely.

Our conclusion from this analysis is that development of new manufactured home parks in Talent over the planning period is unlikely over the 2017-2037 period. It is, however, likely that manufactured homes will continue to locate on individual lots in Talent. The forecast of housing in Exhibit 52 assumes that no new manufactured home parks will be opened in Talent over the 2017-2037 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next 20 years (or longer), one or more manufactured home parks may close in Talent as a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While there is statewide regulation of the closure of manufactured home

parks designed to lessen the financial difficulties of this closure for park residents,²⁹ the City has a role to play in ensuring there are opportunities for housing for the displaced residents. The City's primary role is to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policy to encourage development of relatively affordable housing, such as allowing a wider range of moderate density housing (e.g., duplexes or cottages) in the Low Density designation, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

²⁹ ORS 90.645 regulates rules about closure of manufactured dwelling parks. It requires that the landlord must do the following for manufactured dwelling park tenants before closure of the park: give at least one year's notice of park closure, pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, and cannot charge tenants for demolition costs of abandoned manufactured homes.

6. Residential Land Sufficiency within Talent

This chapter presents an evaluation of the sufficiency of vacant residential land in Talent to accommodate expected residential growth over the 2017-2037 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Talent’s ability to accommodate needed new housing units for the 2017-2037 period, based on the analysis in the housing needs analysis. The chapter ends with a discussion of the conclusions and recommendations for the housing needs analysis.

This chapter focuses on land needed for housing but also considers land needed for public and semi-public uses in residential areas.

Framework for the Residential Capacity Analysis

The buildable lands inventory summarized in Chapter 2 (and presented in full in Appendix A) provides a *supply* analysis (buildable land by type), and Chapter 5 provided a *demand* analysis (population and growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to get estimates of supply and demand into common units of measurement so that they can be compared: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape, can all affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a “capacity analysis,”³⁰ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

³⁰ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the “capacity” of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by Plan Designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as “capacity analysis,” so we use that shorthand occasionally in this memorandum.

Talent Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing based on the needed densities by the housing type categories shown in Exhibit 54.

Exhibit 56 shows that **Talent’s 124 acres of vacant residential land has capacity to accommodate approximately 630 new dwelling units**, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in residential Plan Designations as shown in Chapter 2.
- **Future densities.** The capacity analysis assumes development will occur at the densities shown in Exhibit 54.

Exhibit 56. Estimated housing development potential on vacant residential lands, number of dwelling units, Talent UGB

Source: Buildable Lands Inventory from City of Talent; Calculations by ECONorthwest

*Note: This analysis assumes that a Medium Density Residential Designation will replace the existing Residential Manufactured Home Designation.

Note: DU is dwelling unit.

Plan Designation	Buildable/ Suitable Acres	Gross Density (du/acre)	Dwelling Units Capacity
Low Density (RL-CL)	38	4.0	152
Low Density (RL-UGB)	69	4.0	276
Medium Density (RM)*	5	7.7	38
High Density (RH)	12	13.7	164
Total	124	5.1	630

The estimated capacity in Exhibit 56 does not include assumptions about development in commercial designations or redevelopment opportunities.

The assumed density of development in Exhibit 56 is 5.1 dwelling units per gross acre.

Land Needed for Public and Semi-Public Uses

Cities need to provide land for uses other than housing and employment. Public facilities such as schools, governments, churches, parks, and other non-profit organizations will expand as population increases. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a city grows.

Previous chapters estimated land demand for housing; this section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. In general, these land use needs can be directly correlated to population growth.

Public Land Needs (except parkland)

Discussions with stakeholders at the City of Talent indicate that the City does not have plans for significant expansions that will require new land beyond land that the agencies currently own.

Based on this information, we do not expect the City to need new residential land for public facilities.

Land Needed for Parks

The City of Talent's adopted *Parks Master Plan* (July 2006) describes existing conditions and future needs for parks over in Talent over the 2006 to 2030 period.

The City of Talent has adopted a level of service (LOS) ratio of 3.0 acres of developed parkland per 1,000 residents. This ratio provides guidance for determining the amount of parkland necessary for meeting current and future recreation needs. As of the 2006 Master Plan, the City of Talent had 17 acres of developed parkland, based on the extent of recreational amenities and improvements. In addition to the 17 acres of existing parkland, the City has prepared a concept plan for the development of a new 19.5-acre park on the Suncrest and DeYoung properties. These 19.5 acres are currently owned by the City and designated as parkland, but have limited recreational amenities.

Exhibit 57 shows that the addition of 19.5 developed park acres will allow Talent to meet its parkland LOS goal based on its projected 2037 population, with a surplus of 9 acres.

Exhibit 57. Projected Need for Developed Parkland

2037 LOS for Developed Parkland	
Projected 2037 population	9,291
LOS (developed park acres per 1,000 residents)	3.0
Total acres of developed park acres required to meet LOS	28
Developed and planned park land (acres)	36
Developed park acres as of July 2006	17
Planned park acres at Suncrest/DeYoung Property	19

Source: ECONorthwest, City of Talent 2006 Parks Master Plan, City of Talent Parks website

In addition to developed parkland, Talent’s park system also includes greenways and undeveloped open space. As of the 2006 Master Plan, the City of Talent owned about 19 acres of greenways and 22 acres of undeveloped parkland. Most of the undeveloped parkland is proposed for improvement as part of the 19.5 acre Suncrest Park. The 2006 Parks Master Plan does not identify a LOS standard for open space, natural areas, and greenways. However, it does identify priority sites for acquisition, including extension of the Wagner Creek Greenway and a conservation buffer near Ridgeline Trail.

The City may be able to satisfy its needs for parks, natural areas, and trails on undeveloped parkland that the City already owns or on vacant land within the UGB, if land is available for purchase at a price that the City can afford. The City may meet some needs for natural areas in areas with constraints, such as wetlands. Development of parks infrastructure, such as trails or playgrounds, in these constrained areas is subject to similar restrictions as other types of development (e.g., residential development).

In cases where the City cannot afford to purchase parkland within the UGB, the City may develop parks, natural areas, and trails outside of the UGB. These areas may remain outside of the UGB and serve the community’s recreational needs.

Based on this analysis, we conclude that the City has sufficient land within the UGB to meet the service standards in the 2006 adopted *Parks Master Plan*.

Land Needs for Schools

The Phoenix and Talent School District is working on an updated Facilities Plan. The District's plans for future schools do not include need for additional land for schools in Talent over the next 20-years.³¹

Semi-Public Land Needs

Land needed for semi-public uses includes land for churches, non-profit organizations such as fraternal organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types. Exhibit 58 shows that Talent has 10 acres of land used for semi-public uses, with 1.6 acres per 1,000 residents in Talent in 2015. These semi-public land uses are most likely to occur in Low Density Plan Designations.

Assuming that Talent will continue to need 1.6 acres of land per 1,000 people for semi-public uses in the future, Talent will need approximately 4 acres of land to accommodate growth of the 2,716 new population forecast for Talent in Exhibit 51. Land needed for these users can typically be provided within existing Plan Designations, including all residential designations, based on the uses that are permitted in the associated zone.

Exhibit 58. Semi-Public Land Demand, Talent UGB, 2017-2037

Category	Existing Semi-Public Land in 2015		Acres Needed 2016-2036
	Acres	Acres per 1,000 people	
Church	5	0.8	2
Other	5	0.8	2
Total Semi-Public	10	1.6	4

Source: ECONorthwest

Based on this analysis, we assume that Talent will need 4 acres of land zoned residential, most likely in the Low Density Plan Designation, for semi-public uses.

³¹ Based on discussions with Jon Mccalip, the Director of Facility Maintenance for the Phoenix and Talent School District.

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Talent is to compare the demand for housing by Plan Designation (

Exhibit 53) with the capacity of land by Plan Designation (Exhibit 56).

Exhibit 59 shows that Talent has a deficit of capacity in all residential Plan Designations:

- **Low Density:** Talent has a deficit of capacity for about 309 dwelling units, or 77 gross acres of land to accommodate growth over the 2017-2037 period, in both the RL-CL and RL-UGB zones.
- **Medium Density:** Talent has a deficit of capacity for about 128 dwelling units, or 17 gross acres of land to accommodate growth.
- **High Density:** Talent has a deficit of capacity for about 122 dwelling units, or 9 gross acres of land to accommodate growth.
- **Commercial:** Exhibit 59 shows a need for 83 dwelling units of capacity in commercial designations, about 6 gross acres. This development could occur in mixed-use buildings or on land that is redesignated to High Density

Exhibit 59. Comparison of capacity of existing residential land with demand for new dwelling units and land deficit, Talent UGB, 2017-2037

Source: Buildable Lands Inventory from City of Talent; Calculations by ECONorthwest

*Note: This analysis assumes that a Medium Density Residential Designation will replace the existing Residential Manufactured Home Designation.

Note: DU is dwelling unit.

Plan Designation	Dwelling Units Capacity of Buildable Land	Needed Dwelling Units (2017-2037)	Surplus or Deficit of Dwelling Units	Gross Density (du/acre)	Land Deficit (Gross Acres)
Low Density	428	737	-309	4.0	-77
Low Density (RL-CL)	152	324	-172	4.0	-43
Low Density (RL-UGB)	276	413	-137	4.0	-34
Medium Density (RM)*	38	166	-128	7.7	-17
High Density (RH)	164	286	-122	13.7	-9
Commercial	0	83	-83	13.7	-6
Total	630	1,272	-642		

The analysis of semi-public land needs shows that need for land for semi-public uses, such as churches, increases Talent’s residential land deficit by about 4 acres. These semi-public uses are most likely to locate in the Low Density Plan Designation.

Conclusions and Recommendations

The findings of the Talent Housing Needs Analysis are:

- **Talent has a deficit of land to accommodate housing in every Plan Designation.** Talent has a deficit of 77 acres of Low Density land, both in the R-CL and the RL-UGB. Talent also has a deficit of land for medium density development, shown as a deficit of 17 acres in Medium Density. However, Talent does not have a typical medium density Plan Designation and the only zone in the city's Medium Density is Single-Family Manufactured Housing. Talent also has a deficit of land for high density housing, with 9 acres in High Density and 6 acres in commercial designations.

Need for land for semi-public land needs increases Talent's residential land deficit by about 4 acres. These semi-public uses are most likely to locate in the Low Density Plan Designation.

- **The City's density assumptions do not meet the requirements of the RPS Regional Plan.** The RPS resulted in agreements from each city in the region about "committed densities" for residential development in land in areas within the UGB but outside the city limits and in the Urban Reserve Areas (URAs). Talent's committed density is 6.6 dwelling units per gross acre (or 8 dwelling units per net acre) for the 2010-2035 period. For the 2036-2060 period, Talent's committed density is 7.6 dwelling units per gross acre, a 15% increase over the committed density for the 2010-2035 period.³²

The forecast for land need shown in Exhibit 56 result in a density of 4.0 dwelling units per gross acre for land in RL-UGB, which is within the UGB but outside of the city limits. This does not meet Talent's committed density of 6.6 dwelling units per gross acre through 2035. The recommendations in this section include suggestions to meet this target.

- **Talent will need to address infrastructure development constraints in the Railroad District Master Plan area.** Much of Talent's vacant buildable land in Low Density Residential, about 84 acres and 78% of buildable lands, is in the Railroad District Master Plan area, located southwestern of Rapp Road. While a master plan for this area was completed in 2007, no development has occurred in this area. The primary reason for the lack of development is constraints to developing urban infrastructure (e.g., water and wastewater service) in this area. Providing urban services to this area will require crossing the rail line, which requires obtaining permission to cross the rail line from ODOT Rail. Providing

³² Greater Bear Creek Valley Regional Plan, page 2-11 to 2-12.

urban services will require extending water and wastewater services and making transportation connections with Talent's transportation network. In addition, development of this area will be challenging because of steep slopes, about three-quarters of the unconstrained vacant buildable area in slopes of 5% to 25%.

Given that this area accounts for a large percentage of Talent's buildable residential land, making this area ready for development should be a high priority for the City. If this area cannot be made ready for development, the City should consider ways to accommodate residential development elsewhere in the City.

- **Talent will need to address physical development constraints in the Railroad District Master Plan area.** This area accounts for more than three-quarters of the vacant buildable land in the Low Density Residential Designation in Talent. More than 90% of this land, about 78 acres, has slopes of 5% or more and 60% of this land (51 acres) has slopes of 10% to 25%.

Development densities on land with slopes is typically lower than on flat land. Steeper slopes generally decrease development density. Talent has little existing development on slopes to provide information development densities on sloped land. But it is reasonable to expect that some development may be reduced below the 4.0 dwelling unit per gross acre assumption used for Low Density land in this study. Some development may occur at densities closer to 3.3 dwelling units per gross acre (10,000 square foot lots) or 2.2 dwelling units per gross acre (15,000 square foot lots) on steeper slopes.

Much of this area is within Talent's UGB but outside of the city limits, where Talent is committed to meeting an average density of 6.6 dwelling units per gross acre.³³ Talent should consider planning for higher density development on the flatter areas of the Railroad District area, such as Medium Density Residential. The City may also want to consider planning for additional density in downtown or along commercial corridors to compensate for the lower density development on slopes in the Railroad District area.

- **Talent will need to provide opportunity for development of a wider range of housing types.** Three-quarters of the housing in Talent's housing market is single-family detached. While Talent will continue to need single-family detached housing in the future, the City's needed housing mix includes a wider range of housing types, such as townhouses and all types of multifamily

³³ The RPS Plan allows cities to meet this target through increases of residential density for areas within the city limits.

housing. The City should provide opportunities for development of a wider range of housing types, especially housing that is more affordable for households with income below \$50,000. The city's biggest affordability challenge is for households with income below \$25,000 because these households generally cannot afford market-rate housing.

- **Talent has an existing deficit of affordable housing.** Talent's housing prices, especially ownership prices, have increased substantially since 2000. For example, the median home value was 5.1 times the median income in 2014, up from 3.2 in 2000. Nearly half of Talent's households are unable to afford a two-bedroom rental at fair market rent (\$858). Talent has a deficit of about 600 units for households with income below \$25,000, in housing types such as apartments, duplexes, tri- and quad-plexes, and manufactured housing. The City may consider partnering with organizations involved in producing affordable housing, such as the Jackson County Housing Authority, to support development of new affordable housing in Talent.
- **The City will need to identify ways to accommodate for forecast of housing growth.** The City can meet the need for housing by increasing land use efficiency, expanding its urban growth boundary (UGB), or both.
 - *Evaluate land use efficiency policies.* ECONorthwest recommends that the City evaluate policies to increase land use efficiency, which is a required part of a UGB expansion analysis. Policies that the City could consider include: (1) allowing a wider range of housing in low- and medium-density zones, (2) redesignating land from lower-density uses to higher density uses, such as low-density residential to medium- or high-density uses, (3) redesignating surplus commercial and industrial land to medium- and high-density residential uses, (4) lowering barriers to mixed-use and multifamily development in commercial zones, (5) lower barriers to development of affordable housing types, such as smaller single-family units, accessory dwelling units, and apartments, and (6) lowering other barriers to efficient development of Talent's residential land base. These policies can help Talent meet its RPS committed residential density of 6.6 dwelling units per gross acre on land within Talent's UGB but outside of the city limits (specifically in the Railroad District).
 - *Evaluate opportunities for UGB expansion.* Talent participated in the Regional Planning Solving process (RPS) and adopted urban reserves for residential development. Talent's urban reserves for residential development are in the following areas: TA3 has about 104 acres and most

is expected to be developed for residential uses, and TA5 has about 26 acres and less than half is planned for residential uses.

- **Work with the RPS Committee to identify options for accommodating the forecast of residential growth in urban reserves.** It seems unlikely that all of Talent’s residential growth can be accommodated within the UGB, especially given challenges of developing land in the Railroad District. However, Talent’s urban reserve areas may not be sufficient or best suited to accommodate Talent’s residential development. TA3 is located at the southern end of Talent, south and east of Highway 99. Development in this area may be challenging due to steep slopes and infrastructure constraints. TA5 is relatively small (26 acres) and only 43% is planned for residential uses. ECONorthwest recommends that the City work with the RPS Committee to identify options for accommodating housing need in the urban reserves, such as using some areas identified for employment uses for residential uses.
- **The City lacks a standard medium density residential comprehensive Plan Designation.** The City’s existing Medium Density Plan Designation includes one zone, the Single-Family Manufactured Home (RS-MH) zone, which is intended to provide opportunities for developing manufactured home parks or on individual lots. The City lacks a zone that bridges the gap between low density zones and high density zones. ECONorthwest recommends that the City develop a medium density zone and Plan Designation with a density of 5 to 10 dwelling units per acre. This zone should allow single-family detached housing, townhouses, duplexes, tri- and quad-plexes, small apartment buildings, and other moderate density housing types. Developing a Medium Density Plan Designation can help Talent meet its RPS committed residential density of 6.6 dwelling units per gross acre on land within Talent’s UGB but outside of the city limits (specifically in the Railroad District).
- **Talent should consider opportunities to use commercial land for residential development.** The Economic Opportunities Analysis identified a surplus of about 45 acres of commercial land. The Housing Needs Analysis identified a deficit of land to accommodate high density housing, both in the High Density designation and in commercial areas. The City should evaluate opportunities to accommodate some or all of this deficit in commercial areas, either through redesignating commercial land to residential uses or by developing policies to encourage development of high density housing in commercial areas. Allowing higher density housing on commercial land can help Talent meet its RPS committed residential density of 6.6 dwelling units per gross acre on land within Talent’s UGB but outside of the city limits (specifically in the Railroad District).

The broad conclusion of the housing needs analysis is that Talent can take policy actions to address the issues identified in this report, as recommended above. The Housing Policies Strategies memorandum makes recommendations on policies that Talent should implement, based on the analysis in this report and discussions with the project Citizen Advisory Committee. We recommend that the Talent Planning Commission and City Council review and evaluate the recommendations in the Housing Policies Strategies and give their staff direction to implement those strategies, as the decision-makers find appropriate.

Appendix A: Buildable Lands Inventory

The general structure of the buildable land (supply) analysis is based on the DLCD HB 2709 workbook *“Planning for Residential Growth – A Workbook for Oregon’s Urban Areas,”* which specifically addresses residential lands. The buildable lands inventory uses methods and definitions that are consistent with OAR 660-009 and OAR 660-024. City staff used 2016 data for this report. The following provides an overview of the buildable land inventory methodology and results.

Overview of the methodology

The buildable lands analysis was completed through several sequential steps. First, the analysis established the residential land base (parcels or portion of parcels with appropriate zoning), classified parcels by buildable status, identified/deducted environmental constraints, and lastly summarized total buildable area by Plan Designation.

Data used for the analysis was provided by the Jackson County GIS Department. Specific data used included city/urban growth boundaries, tax lots, zoning, National Wetland Inventory wetlands, and a digital elevation model (to calculate slopes). The tax lot data was current as of June 2016.

Definitions

A key step in the buildable lands analysis is to classify each tax lot into a set of mutually exclusive categories based on development status. For the purpose of this study, all residential tax lots in the UGB are classified into one of the following categories:

- **Vacant land.** Tax lots that have no structures or have buildings with very little improvement value. For the purpose of this inventory, residential lands with improvement values under \$10,000 are considered vacant.
- **Partially vacant land.** Partially vacant tax lots are those occupied by a use but which contain enough land to be further subdivided without need of rezoning. Residential parcels zoned RL and RM one-half acre or more were assumed to be partially-vacant. One-quarter acre (10,890 square feet) of the parcel area was subtracted to account for the existing dwelling and assuming that the remainder is buildable land.

City staff performed a visual assessment of partially vacant land and identified parcels that could not be reasonably subdivided because of access issues that would make one or more of the subdivided lots inaccessible. These lots were

considered fully developed and not included in the inventory of partially vacant land.

- **Undevelopable land.** Vacant land that is under the minimum lot size for the underlying zoning district, land that has no access or potential access, land that is already committed to other uses by policy, or tax lots that are more than 90% constrained, or land used by a home-owners' association.
- **Public land.** Lands in public or semi-public ownership are considered unavailable for residential development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches and other semi-public organizations, such as hospitals. Public lands were identified using the Talent County Assessment data with a total assessed value of \$0 and aided by using the property owner name. This category only includes public lands that are located in residential Plan Designations.
- **Developed land.** Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

Following the initial classification of parcels, city staff visually scanned the result based using aerial photos to look for anomalies.

Development constraints

Consistent with state guidance on buildable lands inventories, ECO deducted portions of residential tax lots that fall within certain constraints from the buildable lands including wetlands and steep slopes. Categories used were consistent with OAR 660-008-0005(2):

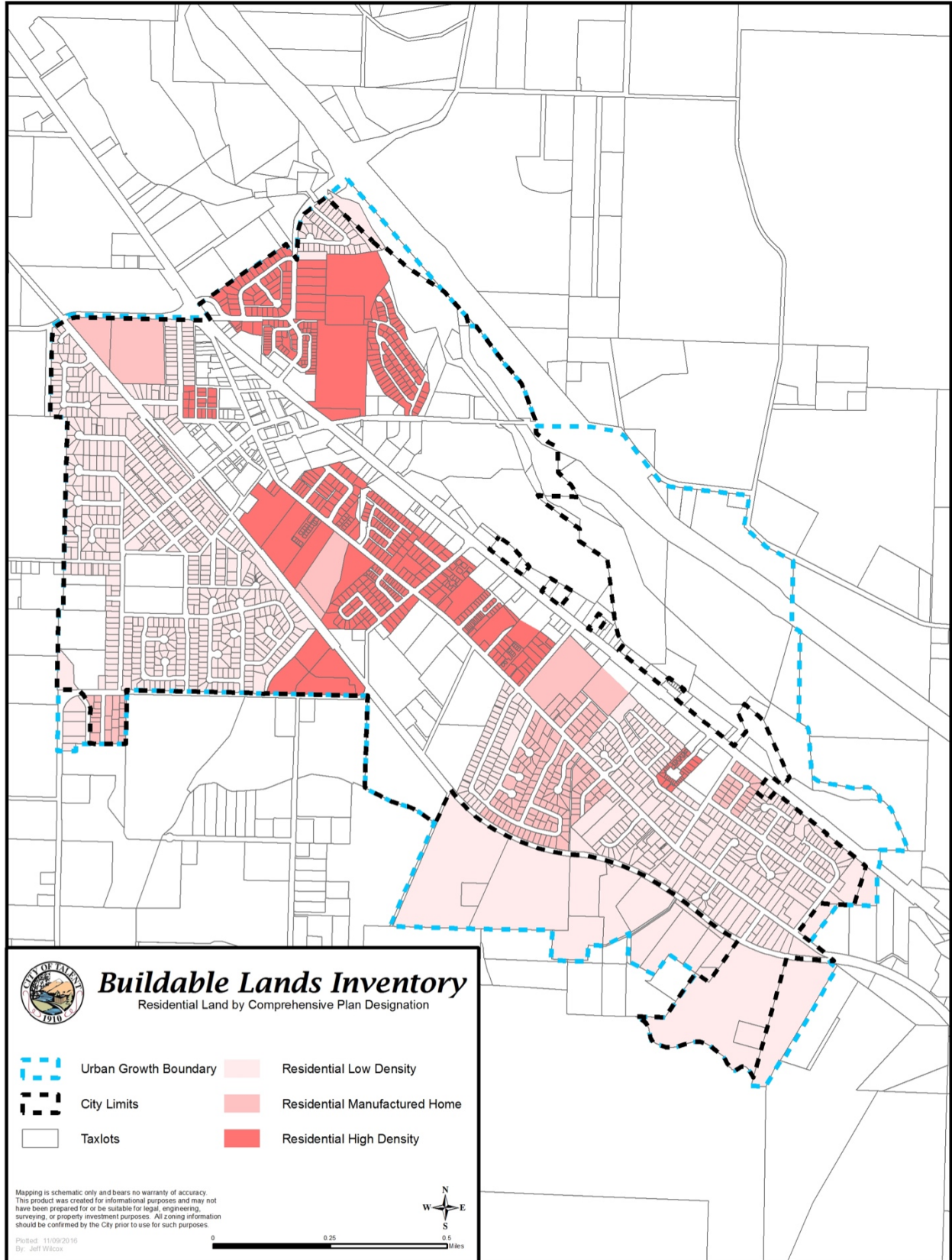
- Lands within floodways. We used FEMA FIRM maps to identify lands in floodways. No parcels with residential Plan Designations fell within a floodway. As a result, no land was deducted for this constraint.
- Lands in regulated wetlands. We used Talent Local Wetlands Inventory data (1997) to identify wetlands.
- Land with slopes over 25%. Jackson County GIS calculated steep slopes using a digital elevation model file to identify areas with slopes over 25%, which is consistent with the Division 9 rule.

The inventory was completed primarily using Geographic Information Systems (GIS) mapping technology. The output of this analysis is a database of land inventory information, which is summarized in both tabular and map format. Although data for

the inventory was gathered and evaluated at the parcel level, the inventory does not present a parcel - level analysis of lot availability and suitability. The results of the inventory have been aggregated by comprehensive Plan Designations, consistent with state planning requirements. As such, the inventory is considered to be accurate in the aggregate only and not at the parcel level. The Residential Buildable Land Inventory includes a review of the following residential comprehensive Plan Designations:

- Residential Low Density (RL), which includes lands in the RS-5 zone and the RS-7 zone
- Residential Manufactured Home (RM), which includes land in the RS-MH zone
- Residential High Density (RH), which includes land in the RM-22 zone

Map A-1: Residential Comprehensive Plan Designations, Talent UGB, 2016



Source: City of Talent analysis of Jackson County GIS data

Residential Buildable Land Inventory Results

Table A-1 shows residential land in Talent by classification (development status). The results show that Talent has 541 total acres in residential Plan Designations. By classification, about 62% of the land is developed, 24% is partially vacant, 9% is vacant, 4% is public and 1% is undevelopable. About 25% of residential land is in the residential high density designation (RH); 13% in residential manufactured home designations (RM) and 63% in residential low density designations (RL).

Table A-1. Residential Land by Classification, Talent UGB, 2016

Development Status	Plan Designation					
	Inside Talent city limits			Outside of city limits, within urbanizing area		
	Residential Low Density (RL)	Residential Manufactured Home (RM)	Residential High Density (RH)	Residential Low Density (RL)	Total	Percent of Total
Developed	168	61	106	2	337	62%
Partially vacant	27	4	7	94	132	24%
Vacant	33	3	9	1	46	9%
Public	7	0	11	4	22	4%
Undevelopable	2	1	0	1	4	1%
Total	237	69	133	102	541	100%
Percent of Total	44%	13%	25%	19%	100%	

Source: City of Talent analysis of Jackson County GIS data

Table A-2 shows land in all residential Plan Designations by development and constraint status. Talent has 541 acres in 1,797 tax lots in residential Plan Designations. About 65% of total residential land (352 acres) is built, 12% (65 acres) is constrained, and 23% (124 acres) is buildable.

Table A-2. Residential Land by Comprehensive Plan Designation, Talent UGB, 2016

Plan Designation	Tax Lots	Total Acres	Built Acres	Constrained Acres	Buildable Acres
RL-City Limits	987	237	176	23	38
RL-Urban Growth Boundary	28	101	5	29	67
RM	203	69	63	1	5
RH	579	133	108	12	13
Total	1,797	541	352	65	124
Percent of Total		100%	65%	12%	23%

Source: City of Talent analysis of Jackson County GIS data

Note: Lots identified as undevelopable or publicly owned were not included in "total acres".

Table A-3 shows buildable acres (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by Plan Designation. The results show that Talent has about 124 buildable residential acres. Of this, about 28% are in tax lots classified as vacant, and 72% are in tax lots classified as partially vacant. Over half of all buildable residential land (69 acres) is in the residential low density Plan Designation and currently outside city limits. Thirty-one percent of the remaining buildable land is within the residential low density Plan Designation within city limits. Residential manufactured home and high density land is sparse, together comprising only 14% of total remaining buildable lands.

Table A-3. Buildable acres in vacant and partially vacant tax lots by Plan Designation, Talent UGB, 2016

Development Status	Plan Designation				Percent of	
	RL-CL	RM	RH	RL-UGB	Total	Total
Partially vacant	16	2	3	68	89	72%
Vacant	22	3	9	1	35	28%
Total	38	5	12	69	124	100%
Percent of Total	31%	4%	10%	56%	100%	

Source: City of Talent analysis of Jackson County GIS data

Note: RL-CL is Residential Low Density in the city limits and RL-UGB is Residential Low in outside the city limits within the UGB.

Map A-5 shows slopes for land within the Talent UGB. Most of the land in Talent is relatively flat, with a slope of less than 5%. The exception is the Railroad District, which is in the southern part of Talent. Most of the land in the Railroad District is within the UGB but outside of the city limits. Slopes in this area vary from 0 to 5% slope to areas with a slope of 25% or more. Map A-3 and Map A-4 show that most of Talent’s vacant and partially vacant residential land is in the Railroad District.

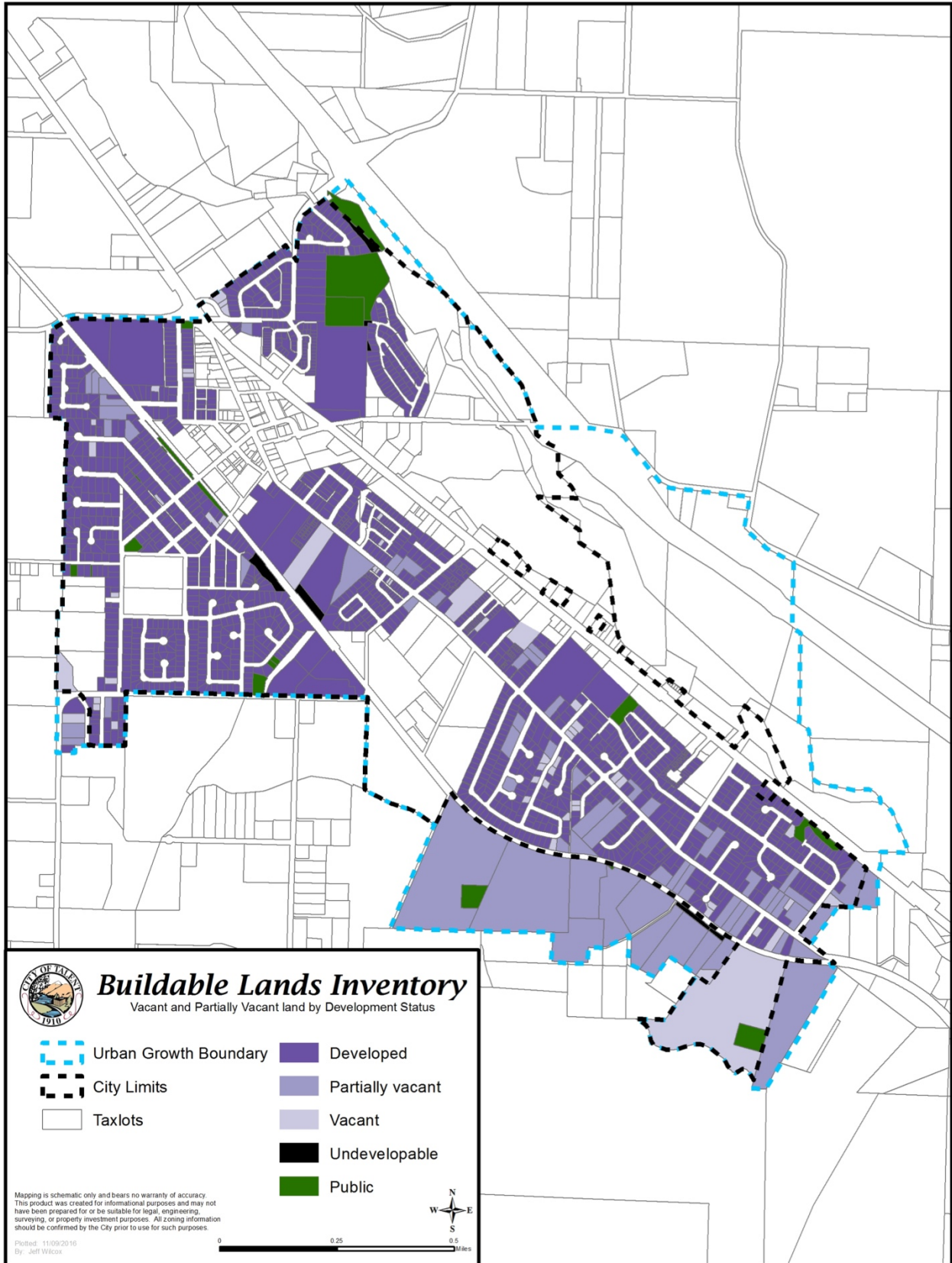
Table A-4 shows the vacant and partially vacant buildable land in the Railroad District by slope class and by Plan Designation. Nearly 7 acres of land in this area is on land with a slope of 5% or less, 27 acres on land with a slope of 5 to 10%, and 51 acres on land with a slope of 10 to 25%. Land with slopes greater than 25% are considered constrained and unbuildable, consistent with the assumptions in the buildable lands inventory.

Table A-4. Buildable acres by Plan Designation and slope, Railroad District in Talent UGB, 2016

	Vacant and Partially Vacant Residential Land by		
	0-5% slope	5-10% slope	10-25% slope
Within City Limits			
RL-CL, zoned RS-5	1	5	11
Within UGB			
RL-UGB	5	22	40
Total	7	27	51

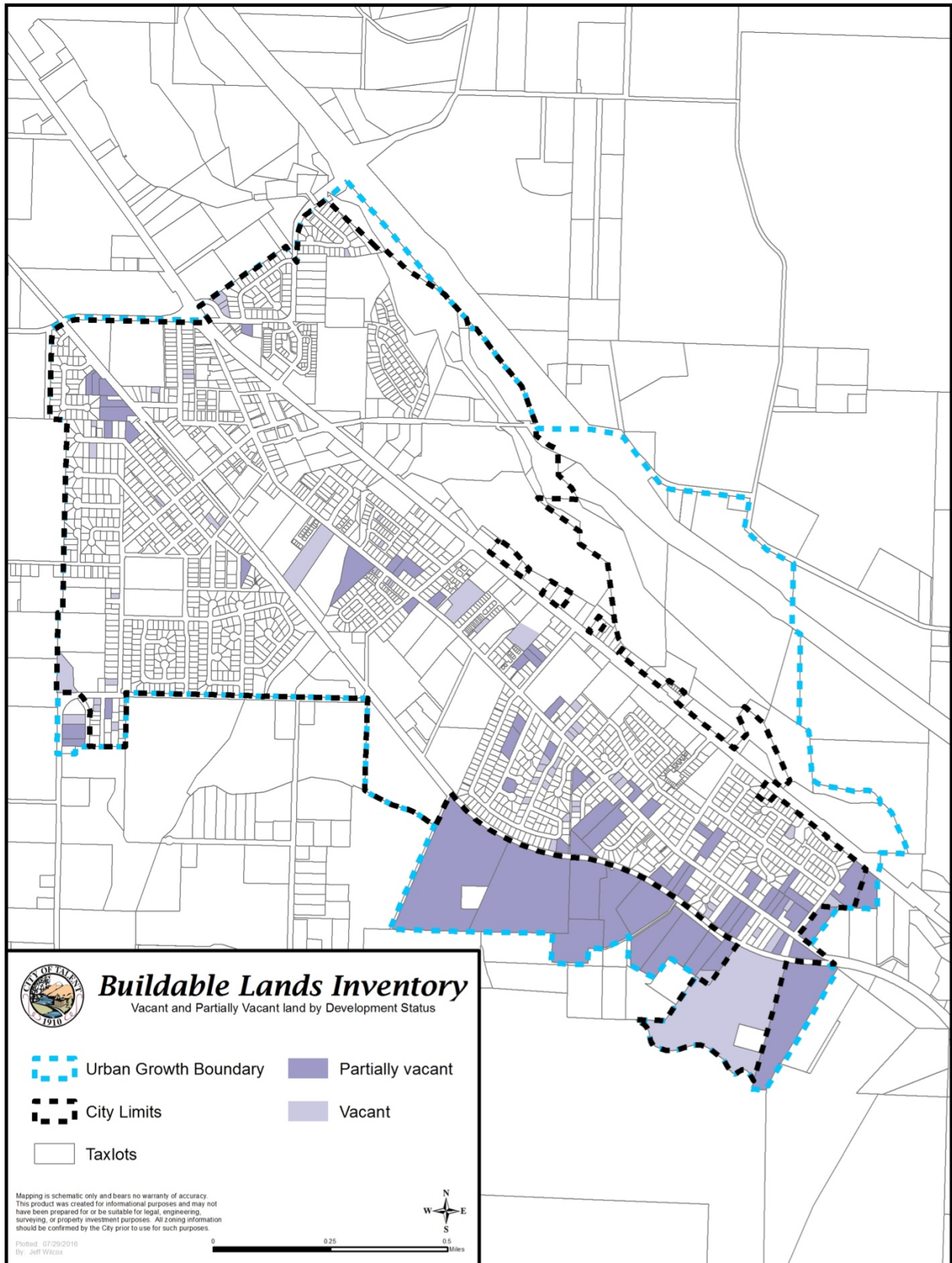
Source: City of Talent analysis of Jackson County GIS data
 Note: RL-CL is Residential Low Density in the city limits and RL-UGB is Residential Low in outside the city limits within the UGB.

Map A-2: Residential land by development status, Talent UGB, 2016



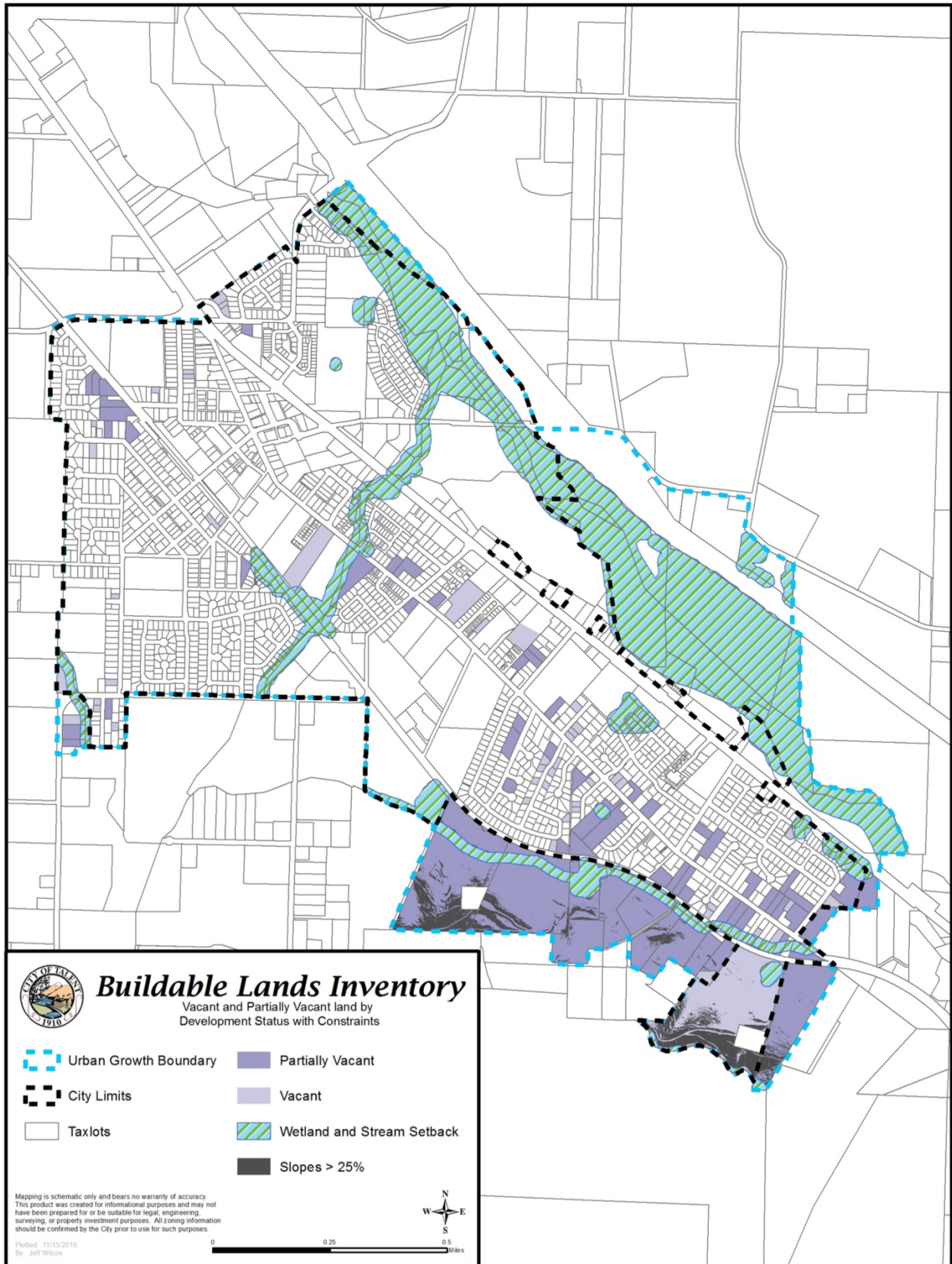
Source: City of Talent analysis of Jackson County GIS data

Map A-3: Vacant and partially vacant residential land, Talent UGB, 2016



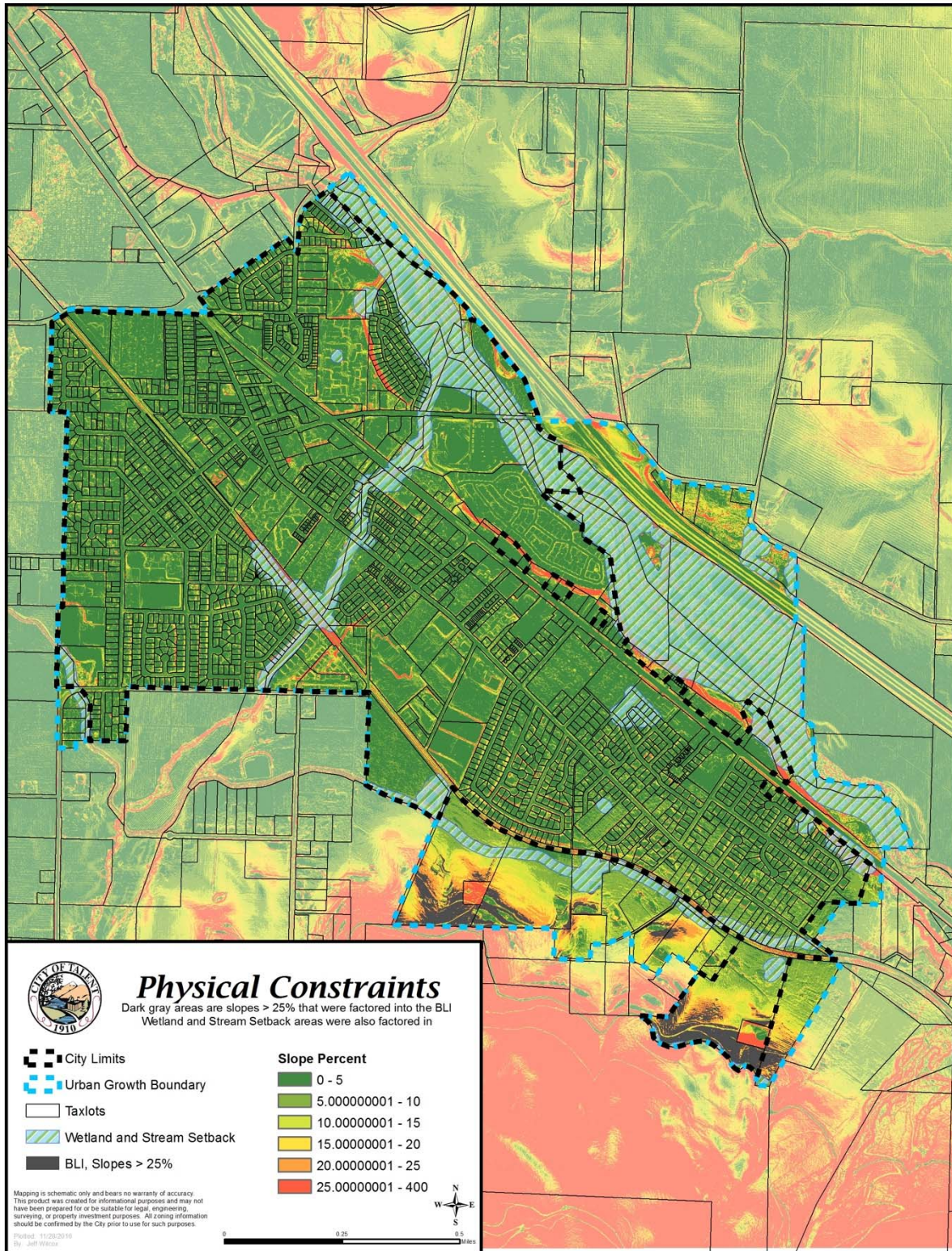
Source: City of Talent analysis of Jackson County GIS data

Map A-4: Vacant and partially vacant residential land and development constraints, Talent UGB, 2016



Source: City of Talent analysis of Jackson County GIS data

Map A-5: Slopes, Talent UGB, 2016



Source: City of Talent analysis of Jackson County GIS data

Appendix B: Implementation Schedule

Implementation Strategy	Partners	On-going	Y1	Y2	Y3	Y4	Y5	Y6-10
1.1a: Develop a Medium Density Plan Designation and Zone	CS; PC		■					
1.1b: Identify LDR land to be redesignated for MDR or HDR uses	CS; PC		■	■				
1.1.c: Identify C and I land that should be redesignated for LDR, MDR, or HDR	CS; PC		■	■				
1.2a: Evaluate and if feasible revise the RRDMP to fit Talent’s revised housing policies	CS; PC		■	■				
1.2b: Plan for infrastructure development in the RRDMP area	CS, ODOT		■	■				
1.2c: Develop plans for infrastructure in the RRDMP area through public-private partnerships	CS				■	■	■	
1.3a: Address applicable requirements of the RPS plan when make decisions about changes to Comp/Zone Maps	CS	■						
1.3b: Modify existing zoning districts and standards to meet the RPS density requirements	CS; PC		■	■				
1.4a: City staff should work with the RPS Policy Committee to revise plans for urban reserve areas	CS;		■					
1.4b: City staff should work with landowners in Talent’s urban reserves to understand landowners’ preferences for development	CS	■						
1.5: Determine need for UGB amendment after the evaluation of land use efficiency measures in objective 1.1 and 3.1	CS		■	■	■			
1.6: Monitor residential land development to accommodate the long-term forecast for population growth			■	■				
2.1a: Partner with non-profit housing developers to encourage development of new affordable housing projects	CS; PC	■						
2.1b: Partner with non-profit housing developers and others to expedite new housing projects	CS;	■						
2.1c: Revised ordinances to encourage the development of ADUs or similar small scale dwellings to provide a source for affordable housing	CS; PC		■					
2.1d: Evaluate methods for the reduction of SDCs for dwelling units based on square footage	CS; PC			■	■			
2.1e: Evaluate the use of Inclusionary Zoning (IZ) or other incentive programs to encourage the low-cost market rate housing	CS; PC		■					
2.3: Provide opportunity for and support a wide-range of single-family detached housing on larger lots	CS; PC				■	■	■	
2.4a: Develop a process to identify housing that has been abandoned or not occupied for a long-term period	CS		■	■				
2.4b: Work with the property owners to expedite the renovation or redevelopment abandoned or vacant housing	CS	■						
2.4c: Develop an expedited building permit process for substantial redevelopment and renovation of existing housing.	CS				■	■	■	
3.1a: Evaluate opportunities for allowing smaller lots in the zones in LDR.	CS; PC		■	■				
3.1b: Evaluate development of a cottage housing ordinance to allow for development of small SF detached housing.	CS; PC		■	■				
3.1c: Evaluate development of a tiny house ordinance to allow for development of	CS; PC			■	■			
3.1d: Evaluate adoption of minimum and maximum densities in the MDR and HDR	CS; PC		■	■				
3.2a: Provide additional opportunities for development of housing within the downtown area	CS; PC			■	■	■	■	
3.2b: Develop a Downtown Overlay that supports development of multiple-story buildings as a permitted use	CS; PC			■	■	■	■	
3.2c: Refine design standards for a new Downtown Business District based on the Old Town District Overlay	CS; PC			■	■	■	■	

REGIONAL PLAN

1. INTRODUCTION

The *Greater Bear Creek Valley Regional Plan (Regional Plan)* is the product of a comprehensive regional land-use planning effort undertaken by the cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, Talent, and Jackson County to address long-term urbanization needs of the region, including the establishment of goals and policies.

The most significant product of the *Regional Plan* is the establishment of requirements which affect the form and function of future urban-level development and the creation of an *Urban Reserve (UR)* for each of the cities, the purpose of which is to set aside a 50-year supply of land for future urban-level development. The method of establishing an urban reserve is defined in state law (see ORS 195.137–145).

Adoption milestones:

- On January 7, 2009, by Ordinance No. 08-8480, the City of Talent signed the *Greater Bear Creek Regional Problem Solving Participants' Agreement*, acknowledging and supporting the continued efforts in completing and adopting a long-term regional plan for the continued urbanization in the Greater Bear Creek Valley.
- On November 23, 2011 the Jackson County Board of Commissioners adopted Ordinance No.2011-14 approving the *Greater Bear Creek Valley Regional Plan (Regional Plan)*.
- The Plan was acknowledged by the Oregon Land Conservation and Development Commission (LCDC) on March 7, 2013.

The purpose of this comprehensive plan element is to acknowledge by reference the entire *Greater Bear Creek Valley Regional Plan (Regional Plan)*¹, and to incorporate those sections of the *Regional Plan* that are applicable to the City of Talent, and in so doing commence implementation of the *Regional Plan*.

2. REGIONAL PLAN GOALS AND POLICIES

The *Regional Plan* contains three goals and guiding policies² that form the basis of the *Regional Plan*. These goals and policies are made a part of this Regional Plan Element.

3. URBAN RESERVE

The following describes the context in which the City selected its urban reserve areas.

¹ The entirety of the Regional Plan can be found in the Jackson County Comprehensive Plan.

² Greater Bear Creek Valley Regional Plan, Chapter 1, Section 5.3.2

Sections 4-6 are extracted verbatim from the *Regional Plan*. Maps of each of the Urban Reserve Areas discussed in this section can be found in Appendix A of this Element. For a detailed description of the selection process, refer to Appendix B.

3.1 CITY DESCRIPTION

The City of Talent is located in the southern portion of the Bear Creek Valley and generally southwest of Interstate 5 between the cities of Medford and Ashland. The Jackson County Comprehensive Plan Population Element projects that population for Talent’s urban area will be 8,472 residents in the year 2026 and 9,817 residents by the year 2040. To accommodate its proportional share of a doubling of the region’s urban population, the City of Talent will plan for an increase of 4,572 residents for a total of 11,288 residents within its urban area by the year 2060. Chapter 3 of the *Regional Plan* includes the methodology and discussion to estimate the projected land needs for urban reserve planning for residential and employment lands. The estimated land demand needs are summarized in Figure TA.1 below.

Figure TA.1

TALENT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	4,572	267	1,652	173			440
Planned Inside UGB	1,548	104	1,080	91			196
Urban Reserve Land Demand	3,024	163	572	82	3	-	247

Talent is primarily a residential community, but also plans for will nurture a favorable environment to attract and maintain new business to expand its local employment base. The development of the Talent Industrial Park is a demonstrated outcome of this policy. An implementation strategy is to reinvigorate the City’s downtown core (W. Valley View Master Plan, 2006). In addition, future residential growth will help the City attract new business and diversify its economy. Talent sees the RPS process as an opportunity to inject new life into economic development activities. In addition, future residential growth will help the city attract new business and diversify its economy. New recreational opportunities are also critical to the city and are included in Talent’s proposed growth areas.

Talent faces a choice: remain a residential community with regional commuters, or become a more integrated urban center with jobs, homes, and services to meet its residents’ needs. In designating new growth areas, Talent has opted to serve both commercial and residential development. Talent will still need more housing to support a local retail and commercial service base. This will create a more vibrant and efficient community that is a home, work and play site for more residents of the region.

Talent followed a set of guiding principles in developing its proposed urban reserves that changed little during RPS, although the City’s interest in expanding its supply of employment lands did come later in the process. One of those major guiding principles was Talent’s decision to avoid expanding into productive farmland, if at all possible, as a means of preserving what the City considered a major competitive advantage – the feel of a bustling

small town in the middle of an actively farmed landscape.

Another was the City's definitive position on not expanding across I-5 for reasons of cost, community identity and impacts to farmland. Yet another was a limit on the amount of the CIC's recommended community buffers on each end of the City that could be included in an urban reserve proposal.

Overall, Talent's proposed growth areas strive to meet demands on smaller areas along the edges of the current urban growth boundary. They take advantage of relatively convenient existing infrastructure and services. These represent intelligent and orderly extensions to the current urban form, and will provide for efficient future growth, while minimizing impacts on surrounding and nearby farm and forest lands.

3.2 CITY GROWTH GUIDELINES AND POLICIES

In 1978, the City and County mutually adopted an urban growth boundary and area of mutual planning concern, as well as an agreement on urbanization policies and revision procedures. To reconcile differences in City and County comprehensive plan policies, the urbanization agreement was revised in 1982 but established boundaries were retained.

The adopted Area of Mutual Planning Concern, depicted at Map 6 of the adopted urbanization agreement, is a geographical area lying beyond the adopted urban growth boundary in which the City and County have an interest in terms of its open space, scenic, and agricultural characteristics, and as a buffer between adjacent cities. City and County land use activities are to be fully coordinated within this area.

The "Talent Direction of Urban Growth Area" is also depicted at Map 6 in the adopted urbanization agreement. This area is the hillside land to the South by Southeast of Talent. Most of Talent's urbanizable residential land within its original (and current) urban growth boundary is located on these hillsides. The City selected lands toward the hills in the area South by Southeast of Talent for residential purposes and as the direction of long-range city growth. This direction of growth is away from the good agricultural lands in other directions around Talent. The area is referenced in the Talent Comprehensive Plan, Element G (Housing), at Implementation Strategy 1.2.3:

"Retain most of the 'Area of Future Residential Growth' established in the 1981 Comprehensive Plan as the functional equivalent of an Urban Reserve, which shall comprise those lands north of the northernmost Talent Irrigation District ditch located south of Rapp Road, and the exception area (residential) lands along Rapp Lane and Theo Drive no further south than the second irrigation lateral south of Rapp Road."

The area would, upon inclusion as urbanizable area, be subject to Objective 10.1 of the Public Facilities and Services Element (Element F):

"New Residential Development West of the Railroad and South of Rapp Road: A Master Planned residential development that will allow an integrated system of streets and utilities that also provides safe access, as well as an efficient provision of services at minimal cost."

The objective is implemented as follows:

“10.1.1 Do not allow planning approval for any new residential development west of the Railroad Tracks and south of Rapp Road until an Area Master Plan is completed that illustrates how parks, street connections, transportation facilities, storm drainage system, and other utility mains will be routed, connected to existing facilities, and phased.”

“10.1.2 Do not allow construction permits for new residential development in the subject area until all necessary services are designed and engineered, and funding is secured.”

The Economic Element (Chapter E) establishes objectives, policies, and strategies that also are relevant for consideration for urban reserve planning.

Policy 4 (Infrastructure Support), Objective 2: “Complete development of the Talent Industrial Park.”

Implementation Strategy 2: “Consider an Urban Growth Boundary Amendment to expand the Industrial area west of the Railroad to create a more viable industrial development area by adding available lane [sic] w/rail access.”

Policy 8 (Land Availability), Objective 1: “Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future, as long as that growth does not conflict with the City’s policies on livability or environmental stewardship.”

Implementation Strategy 2: “Expand the Urban Growth Boundary to include additional land for Light Industry development west of the railroad tracks.”

Implementation Strategy 3: “Protect lands deemed important by the citizens of Talent. These lands include, but are not limited to EFU zoned lands, view sheds, riparian and wetland areas, and lands designated as probable open space areas.”

The Talent Comprehensive Plan establishes at Section 5.1.2 of its Public Facilities and Services Element that the City will work with the district to ensure adequate available land for its facility needs, including supporting an urban growth boundary amendment to include the district’s “soccer field” property, south of Colver Road and west of the railroad, in the City’s growth area when it is needed.

3.3 URBAN RESERVE AREAS AND LAND USES

TA-1

This area is located northwest of Talent’s City limits. Colver Road defines its northern edge. The area is just under 43 acres within a single parcel. Although designated as Agricultural land, it owned by the Phoenix-Talent School District and is developed with a bus barn and service area for school vehicles in addition to several recreational fields for sports. Consequently, the parcel was not identified by the Resource Land Review Committee (RLRC) as an area with commercial agricultural lands.

The purpose of this growth area is to preserve land for future public use. The City has agreed to a permanent restriction on the use of the property to either school or park/open space/recreational use. At present, the local school district has tentative plans to develop a new school here. If the site does not develop as a school, the City of Talent would ensure that it remains in park, open space, or recreational use. These proposed uses would also buffer the City from adjacent agricultural activities. Connectivity of this site from the Talent Elementary School and the Talent Middle School to the south is impeded by an intervening residential neighborhood developed without a through north-south connection. The local streets that are within the neighborhood terminate in cul-de-sacs. Significant out-of-direct travel is required to reach the site from the existing schools and residents from the south. The TA-1 area includes a proposed direct connection between the existing school facility and Foss Road – a route that would be approximately 1,750 feet from the middle school campus to the sports fields as opposed to nearly one mile by way of Wagner Creek Road to Main Street to Front Street to Colver Road. The existing route requires one to cross the railroad two times to travel between the schools and the recreation fields and the bus barn. The proposed route would be adjacent to and west of the urban growth boundary where urban residential yards already abut an active orchard operation. The road would provide separation between the orchard activity and the homes, and would need to be designed with screening and buffering to minimize conflicts with public road use adjacent to the orchard. The resulting connection from Foss and Wagner Creek Roads to Colver Road would solve many of the inefficiency and safety concerns that now exist.

TA-1 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 43	Reasonably Developable: 43	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses						100%

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. Efficient Accommodation of Identified Land Needs- The area is adjacent to the City, is flat, close to services, and has good access via Colver Road. Access and circulation would be greatly improved to the existing elementary and middle school sites, as well as to existing residential areas in the southwest portions of the City, if the connection to Foss Road is provided. As the area is already committed to school facility uses, it would efficiently accommodate the City’s identified land needs for public and institutional land needs.
2. Orderly and Economic Provision of Public Facilities and Services – The adjacent urban growth boundary area has been incorporated into the city and fully developed as residential subdivisions (Anderson Butte and Christian Acres). Municipal services could be extended to the study area in an orderly and economic manner. The streets serving the adjacent subdivisions to the east, however, were developed in a cul-de-sac pattern that cannot readily be extended into a grid with future development without removal of existing homes. This pattern inhibits north-south connectivity within the existing urban growth boundary and municipal area that is needed to connect school facilities to the north and south of these neighborhoods. Inclusion of TA-1 would accommodate an orderly and economic provision of public facilities and services that would enhance existing street connectivity as well as the public school facilities.

3. ESEE Consequences- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
 - a. Economic- Inclusion of this area as an urban reserve would enhance existing school facilities and reduce long run operation costs for bussing and other vehicles, thereby having a positive economic impact on the community. This is somewhat offset by the loss of farm land for agricultural production. However, the parcel owned by the school is committed to non-agricultural use and the proposed road right-of-way area is already impacted by encroachment of adjacent houses within the city along the entire course of the route. Overall, the economic consequences are found to be positive.
 - b. Social- Inclusion of the area would serve to enhance public school facilities and neighborhood connectivity with minimal impact to the agricultural surroundings of the City. Schools serve not only to educate our society, but can also provide places of instruction and/or event gathering potentially important to many social and cultural aspects of the City. Improved access to park and recreation areas will promote exercise beneficial to public health. Existing homeowners with back yards adjacent to the proposed street connection may consider public access along the rear property lines as a negative. This would be offset in part by more separation and better buffering from active orchard operations, and could be further mitigated by appropriate landscape design along the common right-of-way boundary. The overall social consequences are positive.
 - c. Environmental- There are no significant environmental features that would be affected by inclusion of the land as an urban reserve. Benefits would result from improved connectivity between the existing schools to the south and the recreation field and bus facilities through reduction in vehicle miles travelled. The environmental consequences are found to be positive.
 - d. Energy- Should the property remain as open space, required energy inputs will be zero to minimal. Should the property be converted to other recreational facilities, energy inputs would remain minimal, for the open space components generally require few to no additional services. If public facilities are necessary for serving the site and potential uses as a school or otherwise – the balance of energy inputs would remain positive for all the necessary services are within close proximity.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary- This subarea is located along Colver Road, an area collector heavily used by Agricultural-related transport. Immediately to the south and southwest are intensively managed orchard lands. Lands directly across Colver Road to the north are also under orchard production. The single property immediately to the west is developed with a residence and multiple outbuildings. It is not dedicated to agricultural activities. Redevelopment will require compliance with the buffering standards and will therefore have less impact on activities associated with surrounding Agricultural Land than impacts caused by uses that are currently and have been occurring for several years. For these reasons, subarea TA-1 is found to be generally compatible with activities occurring on nearby Farm Land.

TA-2

TA-2 is a 6-acre area adjacent to the existing urban growth boundary and located between Rapp Road on the north side and the Talent Canal on the south. The area is designated as Agricultural land but is abutted to the north and east by the existing urbanizable area of the City and to the south by the Pamona Heights Subdivision (residential exception area on the opposite side of the canal). It is within the Area of Future Residential Growth identified in the City’s comprehensive plan as “the functional equivalent of an Urban Reserve.” (Element G, Policy 1, Section 1.2.3). Inclusion of the subarea, which is located at the junction of the southwest urban growth boundary area and the railroad, is critical to accommodate the safe and efficient development of public facilities and services and to complete an Area Master Plan west of the railroad. That area contains the majority of the City’s current inventory of developable residential land within the urban growth boundary. Besides being adjacent to the urban growth boundary and at a location important to extension of public facilities to the existing urban growth boundary area west of the railroad, TA-2 is also located in close proximity to the downtown core in comparison to any other potential growth area.

TA-2 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 6	Reasonably Developable: 6	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		6%		94%		
Proposed Uses		89%			11%	

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. **Efficient Accommodation of Identified Land Needs-** The entire north and east sides of this subarea TA-2 are contiguous with the Talent UGB. All of the land is flat to gently sloped, and the parcel configuration and development pattern would not preclude development at urban intensities. Access is provided by way of West Rapp Road and Rapp Lane. From which local street networks and public facilities can be provided in a logical and organized manner. Wagner Creek, forming the northwest border of the area, and the Talent Canal provide a logical physical limit the western boundary of an urbanizable area. Overall, the entire area can efficiently accommodate identified land needs.
2. **Orderly and Economic Provision of Public Facilities and Services –** The adjacent urban growth boundary area to the north is developed with multi-family and single family residential housing, and the adjacent urban growth boundary area to the northeast is developed as industrial land. The adjacent urban growth boundary area due east is designated for industrial development, but is undeveloped. Inclusion of the TA-2 area will promote completion of an Area Master Plan to assure that all necessary public facilities can be extended to the existing urban growth boundary area west of the railroad and to TA-2 itself.
3. **ESEE Consequences-** The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
 - a. **Economic-** The comparative economic consequence of including these lands is positive as it will supply the demand for future housing in an efficient manner to keep affordability in line with growth and would facilitate the development of a significant portion of the City’s current developable land inventory located

adjacent and east of the TA-2. Although the study area has been identified by the RLRC as part of the Region's commercial agricultural land base, the parcels within the area are not in commercial agricultural production which does occur west and across Wagner Creek for the study area. The study is sufficiently sized and configured to accommodate future urban needs with spatial setbacks and vegetative screening adequate. Consequently, the comparative economic consequences are found to be positive.

- b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes affordable housing to meet the future City demands. The City's ability to accommodate future growth in any significant part to the west of the railroad, in accordance with its adopted comprehensive plan, requires that some agricultural land be taken in this area in order to avoid the need to take more valuable agricultural land that would be otherwise easier to develop to the west and north of the City. Preservation of those prime agricultural areas has been established by the City as important for preservation of its community identity. Consequently, the social consequences of including TA-2 as an urban reserve are found to be positive as being in accord with the existing adopted comprehensive plan.
 - c. Environmental- Wagner Creek located crosses the northwest corner of this subarea and the Talent Canal, although not a natural feature, is located upgrade to the south and carries waters of the state. However, there is ample room to maintain adequate setbacks and buffers from these features, and to properly accommodate drainage needs. Conversion from a low density rural residential pattern to one of urban form will remove a relatively small area of open space immediately southwest of the City. However, nearby farm and forest lands are much larger in area and thus provide for substantially more open space. Accommodating demand for housing in an efficient urban pattern will have the effect of reducing pressures and related impacts on nearby surrounding resource lands - which will preserve the larger and more significant areas of open space around the City. Environmental impacts overall are determined to be positive.
 - d. Energy - Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. Inclusion of this area will also promote connectivity between existing urban growth boundary areas adjacent to the north and east which are all southwest of the railroad from the remainder of the City.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land outside the Urban Growth Boundary- There are designated Forest / Open Space lands to the southeast with minimal forest activities occurring. The nearby forest lands are primarily hardwoods mixed with brush and some pine and fir. Urbanization of this area will have little to no effect on said forest lands. With exception of the orchard located immediately south of Rapp Road and immediately west of this subarea, north of Theo Drive and along Wagner Creek, there are no adjacent lands under agricultural production. The bulk of nearby orchards and vineyard lands are to the south and west over one-quarter mile away. Redevelopment of this area will require compliance with the buffering standards, thereby minimizing impacts to the orchard immediately to the west. There are very few areas surrounding the city that are not

directly under intensive Agricultural production. The lands to the southwest, west, northwest, southeast, and east all contain intensively managed Agricultural Lands. The lands directly to the south are generally too steep for development. Comparatively, this subarea in combination with the other identified suitable areas comprise the few suitable areas around the city that will have less impact on or require less resource land. The existing rural residential properties located immediately south and west along Theo Drive and Rapp Lane are situated in a manner that adequately buffer nearby agricultural activities from urban development that this area will provide.

TA-3

The area is approximately 124 acres, and is near the southeastern edge of Talent. It extends along Talent Avenue and Highway 99. The site is designated Agricultural Land and Forestry/Open Space Land to the southwest of Talent Avenue and mainly rural residential to the east. A narrow strip of land immediately south of and adjacent to Highway 99 is designated Commercial by Jackson County. The entire area is designated within the City/County mutually adopted urban growth boundary agreement as part of the Talent Direction of Urban Growth Area. No part of the area has been recommended by the RLRC as commercial agricultural land. Soils are entirely Class IV, and there are no identified commercial agricultural practices occurring in the area. The southern extent of TA-3 is bordered by the West Canal. The eastern boundary is defined by a distinct north-south ridgeline. TA-3 includes some irregularly sized parcels that will be able to accommodate a buffer between future activities and the West Canal to the south.

TA-3 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 124	Reasonably Developable: 104	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		29%		64%		7%
Proposed Uses		95%				5%

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. Efficient Accommodation of Identified Land Needs- The western border of TA-3 is shared with the southeast Talent UGB boundary. Roads and infrastructure can efficiently be extended into TA-3 once nearby and adjacent lands within the City UGB are fully developed. The predominantly moderate topography and existing pattern of development south of Talent Avenue would accommodate a full street grid and all public utilities with minimal constraints. A steep escarpment confines the narrow strip of Commercial land situated along Highway 99. These lands are partially built-out, with few additional utility and service needs. In-fill with future employment uses can be accommodated within the remaining vacant portions of these lands. A portion of the residential lands north of Talent Avenue have some development constraints. The existing development is situated on a narrow bench between the above-described escarpment and Talent Canal to the north and Talent Avenue to the south. These lands offer little in the way of in-fill redevelopment. The 12 – 15 acre portion situated immediately adjacent to the City and north of Talent Avenue, however, is of adequate topography and is minimally constrained, thereby having the ability to efficiently accommodate identified future needs. Despite having some constraints, TA-3 can generally accommodate identified urban land needs.

2. Orderly and Economic Provision of Public Facilities and Services – The western border of TA-3 is shared with the southeast Talent UGB boundary. Urban-level infrastructure can be extended into TA-3 in an orderly and economic fashion, once nearby and adjacent lands within the City UGB are fully developed. The predominantly moderate topography and existing pattern of development south of Talent Avenue would accommodate a full street grid and all public utilities with minimal constraints. A Rogue Valley Services sewer line is already situated along Highway 99, at the lowest elevations of TA-3.
3. ESEE Consequences- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:

- a. Economic- The comparative economic consequence of including these lands is positive as it will supply the demand for future housing in an efficient manner to keep affordability in line with growth. Part of this subarea can also be used to accommodate some of Talent’s need for Employment land, contributing to the economic growth of the community.
- b. Social- The geography of TA-3 is such that it already is perceived to be part of Talent. The existing development along the highway is located at the cities’ entrance from the south. By enabling the City to have jurisdictional authority over this area, the look and feel of development will be better able to reflect the social atmosphere of the City. The north-south ridge-line immediately southeast of this area and the steep hills immediately to the south are dominant physical feature in the landscape that forms a natural convergence with Bear Creek at the southern extent of the area. Extending the City to the foothills to the southeast is consistent with the cities’ small town atmosphere of being nestled between orchards and hills in the middle of the Bear Creek Valley.

The comparative social consequences are also expected to be positively correlated with positive economic consequences as it promotes affordable housing and employment land (jobs) to meet the future City demands

- c. Environmental- Two minor intermittent streams, a single small wetland feature, and only a few acres of steep slopes affect all of TA-3. There is ample room to buffer and protect from impacting these features. Conversion from a low density rural residential pattern to one of urban form will remove an area of open space immediately southeast of the City. However, nearby farm and forest lands are much larger in area and thus provide for substantially more open space. Accommodating demand for housing in an efficient urban pattern will have the effect of reducing pressures and related impacts on nearby surrounding resource lands - which will have the effect of helping preserve the larger and more significant areas of open space around the City. Urban wildfire interface standards should be implemented to mitigate against potential wildfire impacts to the upland forest environment. Adequate area is available to provide for fuel breaks to address this issue. Environmental impacts overall are determined to be positive.
- d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. TA-3 shares its west boundary with the City UGB and lands within this area are at equal elevations with lands within the UGB. Sewer lines already extend through part of the area. Energy

impacts are determined to be positive.

4. **Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land outside the Urban Growth Boundary-** There are only two nearby designated Agricultural lands. The closest is situated to the southwest, along the steep north-facing woodlands, directly southwest of the City. There are no identified farm uses occurring within this area. The other nearby agricultural area is situated to the north/northeast, across Highway 99 and Bear Creek. TA-3 is well buffered from the Agricultural lands to the north by both the highway and the riparian corridor of Bear Creek. The designated Forestry/Open Space lands situated south and southeast are not intensively managed as commercial forest land. They are predominantly low elevation hardwoods with brush and some pockets of pine and fir. Risk of wildfire hazard is the primary compatibility concern with the upland forest area. However, the risk could be minimized to a compatible extent as previously discussed. Urbanization of TA-3 is expected to have no adverse impacts on any nearby Agricultural or Forestry practices.

TA-4

This study area has 22 acres comprised of eight parcels with three existing dwellings. The area is located at the edge of one of the regions significant Agricultural areas. Agricultural uses on the nearby large blocks of Agricultural Land to the southwest, west and northwest include orchards, vineyards, nurseries, and fruit waste treatment. The Agricultural Lands immediately adjacent to the west and north are not currently employed for Agricultural purposes.

The area is situated along Highway 99, at the City’s north entrance and just south of the southern extent of the CIC community buffer between Phoenix and Talent. The entire site is flat and is situated in a “cradle” of transportation routes – a railway, a state highway, and a regional collector and the parcels are designated as Agricultural Land. The area is proposed to accommodate identified employment land needs for industrial uses that requiring rail and highway access.

TA-4 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 22	Reasonably Developable: 21	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses						100%

1. **Efficient Accommodation of Identified Land Needs-** The southern border of TA-4 is shared with the north boundary of Talent’s UGB, west of Highway 99. Public facilities necessary to develop the site for employment purposes are nearby. The area is flat and physically able to accommodate identified land needs in an efficient manner. As noted above, TA-4 is located at a transportation hub with many of the factors that make it good employment land. There are very few sites throughout the region, let alone around Talent that have the advantage of these factors. As such, projected employment land uses can be accommodated within TA-4 in an efficient manner.
2. **Orderly and Economic Provision of Public Facilities and Services –** Public facilities are

located both adjacent to the south within the City and along the eastern border of this subarea, along Highway 99. The area is flat and easily accessed. Inclusion of this area creates a logical northerly extension of the City, consistent with a uniform urban configuration. Thus, all necessary public facilities and services can be provided in an orderly and economic fashion.

3. ESEE Consequences- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
 - a. Economic- The comparative economic consequence of including these lands is positive as it will supply the demand for future employment land in an efficient manner. Twenty-six acres of employment land is a significant amount of area capable of generating substantial positive economic impacts for the City of Talent. Having adequate acreage combined with necessary amenities is advantageous to attracting significant employers. Attracting and accommodating even one significant employer in Talent can have a large positive impact on the City's economy.
 - b. Social- Creation of jobs in basic sector industries will have obvious positive social consequences. A suitability determination of this area is based on a balance of social factors. This area is at the southern extension of the Phoenix – Talent Project Citizen Involvement Committee recommended community buffer area. As a means of compensating for the lost community buffer area included within TA-4 and TA-5, the City will work with landowners to incorporate design elements along Highway 99 in the future development of this urban reserve and TA-5 that accentuate one of the primary functions of the community buffer, which is to highlight transitions between urban centers and rural lands. Inclusion of this site still provides for over one mile of buffer between the two cities. Because of the strong Agricultural presence east, southeast, west, and southwest of the City, there are very few areas able to supply the need for employment land. This is one area capable of meeting some of that demand in an efficient and logical manner. In the balance this area can be used to create jobs while maintaining an adequate community buffer.
 - c. Environmental- The comparative environmental consequences are expected to be positive. The site itself is flat with no identified physical constraints.
 - e. Energy- This areas position relative to the railway and the highway creates an advantage for potential future industrial operations. Having the ability to utilize these transportation networks to move large quantities of resources and products with relatively low energy inputs provides for a substantial energy benefit and resulting economic benefit. Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land outside the Urban Growth Boundary- Highway 99 borders the area to the east and the City lies to the south. Because this area is situated on the edge of a large and regionally significant Agricultural area dominated by orchard-lands, the impacts on said lands have been carefully considered. The immediately adjacent lands to the north and west are not being used for commercial agricultural production.

However, lands beyond to the southwest, west and northwest are and have been used for intensive agricultural practices including but not limited to orchards, vineyards, nurseries and fruit waste treatment. The primary collector providing access to these nearby Agricultural lands is Colver Road, which runs along the site’s southern boundary.

Not only will this area have minimal impacts on the fore-mentioned agricultural lands and associated activities, it has strong potential to support them. Industrial employment lands are typically compatible with industrial level agricultural practices. Both categories of uses generally have intensive activities that result in strong smells, high levels of noise, and heavy freight traffic that may otherwise be obtrusive to residential areas. Because of the areas proximity to Agricultural lands and transportation routes, including the rail – the site will be able to cater to the Agricultural industry and support them with related value adding employment uses such as storage and processing facilities.

TA-5: This 27.5-acre site is nestled between Highway 99, the current City boundary, and the Phoenix Canal. The area is flat and is completely comprised of designated Rural Residential property. Situated at the front of this area, with direct access from Highway 99, are two commercial / institutional uses being a fire station and a warehouse owned by Associated Fruit. There are also three homes and related accessory structures situated to the rear (northeast portion) of the area. Access to these homes is off Suncrest Road, lying adjacent to the southeast.

TA-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 28	Reasonably Developable: 26	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		100%				
Proposed Uses		43%			8%	49%

1. Efficient Accommodation of Identified Land Needs- The southern border of TA-5 is shared with the north boundary of Talent’s UGB, east of Highway 99. Public facilities necessary to develop the site for employment purposes are nearby. The area is flat and physically very able to accommodate identified land needs in an efficient manner.
2. Orderly and Economic Provision of Public Facilities and Services – Public facilities are located both adjacent to the south within the City and along the western border of this subarea, along Highway 99. The area is flat and easily accessed. Inclusion of this area creates a logical northerly extension of the City, consistent with a uniform urban configuration. Thus, all necessary public facilities and services can be provided in an orderly and economic fashion.

TA-5 is situated in a manner that can efficiently accommodate a by-pass or re-routing of Suncrest Road to eliminate the need for freight traffic to travel through residential areas. Whether part of TA-5 is used as a by-pass to increase efficiencies of freight movement or whether it is completely developed at urban levels, it is capable of doing so in an orderly and efficient manner.

3. ESEE Consequences- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
 - a. Economic- The comparative economic consequence of including these lands is positive as it will supply the demand for future employment and residential needs

land in an efficient manner. It also has the potential to assist with Agricultural-related freight traffic, benefiting the region's agricultural economy.

- b. Social- Creation of jobs in basic sector industries will have obvious positive social consequences. A suitability determination of this area is based on a balance of social factors. This area is at the southern extension of the Phoenix – Talent CIC recommended community buffer area. Inclusion of this site still provides for over one mile of buffer between the two cities. Because of the strong Agricultural presence east, southeast, west, and southwest of the City, there are very few areas able to supply the need for employment land. This is one area capable of meeting some of that demand in an efficient and logical manner. In the balance this area can be used to create jobs while maintaining an adequate community buffer.
 - c. Environmental- The comparative environmental consequences are expected to be positive. The site itself is flat with very few identified physical constraints. The riparian corridor of nearby Bear Creek will be unaffected by inclusion of this area. The Phoenix canal and existing vegetation, situated on lands immediately beyond TA-5 adequately buffer the site from the creek corridor
 - d. Energy- This areas position relative to the highway and immediate access to the Agricultural lands both east of Interstate 5 and to the west of the City creates an advantage for potential future industrial operations. Having the ability to utilize these transportation networks to move large quantities of resources and products with relatively low energy inputs provides for a substantial energy benefit and resulting economic benefit. Accommodating urban growth in close proximity to existing boundaries is also considered to have positive energy consequences.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land outside the Urban Growth Boundary. There are no nearby Forest Lands or Forest activities. The only Agricultural activities occurring nearby are on Bear Creek Orchard lands situated northeast of this area. Bear Creek Orchards currently owns and manages land across the Phoenix canal as an orchard. The canal itself provides for a significant buffer between TA-5 and these nearby lands. Further, there is an existing strip of vegetation separating the two areas. TA-5 also has adequate area to incorporate additional buffers between future urban uses and these nearby lands, should they be needed.

Table of Land Uses

Urban Reserve area	Residential		Employment		Open Space	
	Acres	percent	acres	percent	acres	percent
TA-1			43	100		
TA-2	5.5	89			.5	11
TA-3	118	95	6	5		
TA-4			11	100		
TA-5	12	43	14	49	2	8

4. REGIONAL OBLIGATIONS

The City agrees to comply with all applicable monitoring and implementation requirements of the *Regional Plan, Chapter 5*, titled “Performance Indicators,” which follows below. The City may not unilaterally amend these requirements.

5. PERFORMANCE INDICATORS— ORS 197.656(2)(B)(C)

To effectuate the *Regional Plan*, Jackson County shall adopt the *Regional Plan* in its entirety into the County Comprehensive Plan. The Participating cities then shall incorporate the portions of the *Regional Plan* that are applicable to each individual city into that city’s comprehensive plan and implementing ordinances, and shall reference the Plan as an adopted element of Jackson County’s Comprehensive Plan. After the County and all participating cities have completed the adoptions, the amendments must be submitted to the State of Oregon Department of Land Conservation and Development for acknowledgement by the Land Conservation and Development Commission. Only after acknowledgement does the *Regional Plan* become effective.

Progress following the acknowledgement of the Greater Bear Creek Valley Regional Plan by the State of Oregon will be measured against a number of performance indicators to determine the level of compliance by participating jurisdictions with the Plan or the need to refine or amend it. The measurable performance indicators listed below are those identified as necessary for the acknowledgement of the Plan and as appropriate for monitoring compliance with the Plan.

1. Jackson County shall adopt the *Regional Plan* in its entirety into the county comprehensive plan and implementing ordinance.
2. All participating jurisdictions shall incorporate the portions of the *Regional Plan* that are applicable to each individual city into that city’s comprehensive plan and implementing ordinances, and will reference the Plan as an adopted element of Jackson County’s Comprehensive Plan.
3. Urban Reserve Management Agreement. Participating jurisdictions designating an Urban Reserve Area (URA) shall adopt an Urban Reserve Management Agreement (URMA) between the individual city and Jackson County per Oregon Administrative Rule 660-021-0050. Adoption shall occur prior to or simultaneously with adoption of the URAs.
4. Urban Growth Boundary Management Agreement. If there is an inconsistency between this Plan and an adopted Urban Growth Boundary Management Agreement (UGBMA), the city and Jackson County shall adopt a revised UGBMA. When an inconsistency arises, provisions in this Plan and associated URMA shall override the provisions in the UGBMA, until the UGBMA is updated.
5. Committed Residential Density. Land within a URA and land currently within an Urban Growth Boundary (UGB) but outside of the existing City Limit shall be built, at a minimum, to the following residential densities. This requirement can be offset by increasing the residential density in the City Limit.

City	Dwelling Units per Gross Acre 2010-2035	Dwelling Units per Gross Acre 2036-2060
Central Point	6.9	7.9
Eagle Point	6.5	7.5
Medford	6.5	7.5
Phoenix	6.6	7.6
Talent	6.6	7.6

Prior to annexation, each city shall establish (or, if they exist already, shall adjust) minimum densities in each of its residential zones such that if all areas build out to the minimum allowed the committed densities shall be met. This shall be made a condition of approval of a UGB amendment.

6. **Mixed-Use/Pedestrian-Friendly Areas.** For land within a URA and for land currently within a UGB but outside of the existing City Limit, each city shall achieve the 2020 benchmark targets for the number of dwelling units (Alternative Measure #5) and employment (Alternative Measure #6) in mixed-use/pedestrian-friendly areas as established in the 2009 Regional Transportation Plan (RTP) or most recently adopted RTP. Beyond the year 2020, cities shall continue to achieve the 2020 benchmark targets, or if additional benchmark years are established, cities shall achieve the targets corresponding with the applicable benchmarks. Measurement and definition of qualified development shall be in accordance with adopted RTP methodology. The requirement is considered met if the city or the region overall is achieving the targets or minimum qualifications, whichever is greater. This requirement can be offset by increasing the percentage of dwelling units and/or employment in the City Limit. This requirement is applicable to all participating cities.
7. **Conceptual Transportation Plans.** Conceptual Transportation Plans shall be prepared early enough in the planning and development cycle that the identified regionally significant transportation corridors within each of the URAs can be protected as cost-effectively as possible by available strategies and funding. A Conceptual Transportation Plan for a URA or appropriate portion of a URA shall be prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies, and shall be adopted by Jackson County and the respective city prior to or in conjunction with a UGB amendment within that URA.

Transportation Infrastructure. The Conceptual Transportation Plan shall identify a

general network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the Region (including intracity and intercity, if applicable).

8. Conceptual Land Use Plans. A proposal for a UGB Amendment into a designated URA shall include a Conceptual Land Use Plan prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies for the area proposed to be added to the UGB as follows:

Target Residential Density. The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the residential densities of Section 5.5 above will be met at full build-out of the area added through the UGB amendment.

Land Use Distribution. The Conceptual Land Use Plan shall indicate how the proposal is consistent with the general distribution of land uses in the *Regional Plan*, especially where a specific set of land uses were part of the rationale for designating land which was determined by the Resource Lands Review Committee to be commercial agricultural land as part of a URA, which applies to the following URAs: CP-1B, CP-1C, CP-4D, CP-6A, CP-2B, MD-4, MD-6, MD-7mid, MD-7n, PH-2, TA-2, TA-4.

Transportation Infrastructure. The Conceptual Land Use Plan shall include the transportation infrastructure required in Section 5.7 above.

Mixed Use/Pedestrian Friendly Areas. The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the commitments of Section 2.6 above will be met at full build-out of the area added through the UGB amendment.

9. The following conditions apply to specific Urban Reserve Areas:

TA-1. Development of TA-1 is restricted to use as a school or a park/open space/recreational area.

TA-4. Development on the portion of TA-4 east of the railroad shall be restricted to industrial uses.

TA-ROW. Development of TA-ROW is restricted to transportation uses and shall be a maximum of 120' in width.

10. Agricultural Buffering. Participating jurisdictions designating Urban Reserve Areas shall adopt the Regional Agricultural Buffering program in Volume 2, Appendix III into their Comprehensive Plans as part of the adoption of the *Regional Plan*. The agricultural buffering standards in Volume 2, Appendix III shall be adopted into their land development codes prior to a UGB amendment.
11. Regional Land Preservation Strategies. Participating jurisdictions have the option of implementing the Community Buffer preservation strategies listed in Volume 2, Appendix V of the *Regional Plan* or other land preservation strategies as they develop.

-
12. **Housing Strategies.** Participating jurisdictions shall create regional housing strategies that strongly encourage a range of housing types throughout the region within 5 years of acknowledgement of the RPS Plan.
 13. **Urban Growth Boundary Amendment.** Pursuant to ORS 197.298 and Oregon Administrative Rule 660-021-0060, URAs designated in the *Regional Plan* are the first priority lands used for a UGB amendment by participating cities.

Land outside of a city's URA shall not be added to a UGB unless the general use intended for that land cannot be accommodated on any of the city's URA land or UGB land.
 14. **Land Division Restrictions.** In addition to the provisions of Oregon Administrative Rule 660-021-0040, the following apply to lots or parcels which are located within a URA until they are annexed in to a city:
 - a. The minimum lot size shall be ten acres;
 - b. Development on newly created residentially zoned lots or parcels shall be clustered to ensure efficient future urban development and public facilities, and this shall be a condition of any land division;
 - c. Land divisions shall be required to include the pre-platting of future lots or parcels based on recommendations made by the city government to which the urban reserve belongs;
 - d. Land divisions within a URA shall not be in conflict with the transportation infrastructure identified in an adopted Conceptual Transportation Plan; and
 - e. As a condition of land division approval, a deed declaration shall be signed and recorded that recognizes public facilities and services will be limited as appropriate to a rural area and transitioned to urban providers in accordance with the adopted URMA.
 15. **Population Allocation.** The County's Population Element shall be updated per statute to be consistent with the gradual implementation of the adopted Plan. If changes occur during an the update of the County's Population Element that result in substantially different population allocations for the participating jurisdictions of this *Regional Plan*, then the Plan shall be amended according to Section 5 of this Chapter of the Plan.
 16. **Greater Coordination with the RVMPO.** The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Planning Organization (RVMPO) to:
 - a. Prepare the Conceptual Transportation Plans identified in Section 5.7.
 - b. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 5.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs.
 - c. Plan and coordinate the regionally significant transportation strategies critical to the success of the adopted *Regional Plan* including the development of mechanisms to

- preserve rights-of-way for the transportation infrastructure identified in the Conceptual Transportation Plans; and
- d. Establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.
17. Future Coordination with the RVCOG. The participating jurisdictions shall collaborate with the Rogue Valley Council of Governments on future regional planning that assists the participating jurisdictions in complying with the *Regional Plan* performance indicators. This includes cooperation in a region-wide conceptual planning process if funding is secured.
18. Agricultural Task Force. Within six months of acknowledgment of the Greater Bear Creek Valley Regional Plan, Jackson County shall appoint an Agricultural Task Force made up of persons with expertise in appropriate fields, including but not limited to farmers, ranchers, foresters and soils scientists, representatives of the State Department of Agriculture, the State Forestry Department, the State Department of Land Conservation and Development, Jackson County, and a RPS participating city.

The Agricultural Task Force shall develop a program to assess the impacts on the agricultural economy of Jackson County arising from the loss of agricultural land and/or the ability to irrigate agricultural land, which may result from Urban Growth Boundary Amendments. The Agricultural Task Force shall also identify, develop, and recommend potential mitigation measures to offset those impacts. Appropriate mitigation measures shall be applied to Urban Growth Boundary Amendment proposals.

19. For the purposes of UGB amendments, the amount and type of park land included shall be consistent with the requirements of OAR 660-024-0040 or the park land need shown in the acknowledged plans.
20. Future urban growth boundary amendments will be required to utilize the definition of buildable land as those lands with a slope of less than 25 percent, or as consistent with OAR 660-008-0005(2) and other local and state requirements.

6. INCENTIVES AND DISINCENTIVES— ORS 197.656(2)(B)(D)

The state requires that participants in an RPS process delineate the factors, mechanisms, or outcomes that constitute the most compelling reasons for participants to comply with the *Regional Plan* over the identified planning horizon. Accordingly, the Participants have agreed to the following:

INCENTIVES:

- a. Continued regional cooperation through the 5-year review process and 10-year coordinated periodic review may improve the region's ability to respond to challenges and opportunities more effectively than it does presently.
- b. Adherence to the adopted *Regional Plan* may provide the region with a competitive advantage, increase the attractiveness of the region to long-term investment, and improve southern Oregon's profile in the state.

- c. Adherence to the adopted *Regional Plan* may produce significant reductions in transportation infrastructure costs by minimizing future right-of-way acquisition costs, encouraging mixed-use/pedestrian friendly development, and improving the overall long-range coordination of transportation and land use planning.
- d. Adherence to the adopted *Regional Plan* will provide participating jurisdictions with population allocations that are predictable, transparent, and based on the relative strengths of the different participating jurisdictions.
- e. The adopted *Regional Plan* offers compelling regional justifications and state agency support for Tolo and the South Valley Employment Center that may not have been available to an individual city proposal.
- f. Adherence to the adopted *Regional Plan* will permit jurisdictions to implement the flexibility provided by the concept of the “Regional Community”, in which cities, in the role of “regional neighborhoods”, enjoy wide latitude in their particular mix, concentration, and intensity of land uses, as long as the sum of the regional parts contributes to a viable balance of land uses that is functional and attractive to residents and employers and in compliance with statewide goals.

DISINCENTIVES:

- a. The region’s failure to adhere to the adopted *Regional Plan* may damage its competitive advantage, the attractiveness of the region to long-term investment, and southern Oregon’s profile in the state.
- b. Adherence to the *Regional Plan* may be a rating factor for MPO Transportation Funding. Transportation projects of jurisdictions not adhering to the adopted *Regional Plan* may be assigned a lower priority by the MPO when considered for funding.
- c. Jackson County may reconsider the population allocations of jurisdictions signatory to the Agreement not adhering to the adopted *Regional Plan*.
- d. Participating jurisdictions not adhering to the adopted *Regional Plan* will need to provide corrective measures in order to have a UGB amendment approved by the County.
- e. The failure of a participating jurisdiction to adhere to the adopted *Regional Plan* will compromise its ability to implement the concept of the “Regional Community”, and will not provide the participating cities with as wide a latitude in their desired individual mix, concentration, and intensity of land uses.

7. MONITORING— ORS 197.656(2)(B)(E)

- a. Monitoring. Participating jurisdictions shall maintain a monitoring system to ensure compliance with the *Regional Plan* and future amendments. Specific indicators against which performance will be judged are listed in Section 5 of this Chapter. Monitoring to ensure compliance with the adopted *Regional Plan* will be a shared responsibility.

Regional Plan Progress Report. On a regular basis, beginning in 2017 and every 5 years thereafter, all participating jurisdictions shall participate in a regular *Regional Plan* review process. Jackson County shall initiate the *Regional Plan* review process by providing notice of the *Regional Plan* review to each participant and requiring that each

participant submit a self-evaluation monitoring report addressing compliance with the performance indicators, set out in Section 5 of this Chapter of the *Regional Plan*, to the County within 60 days after the date of the notice.

A standardized format for the review and report shall be developed by Jackson County and agreed upon by the jurisdictions. The reports shall include descriptions of their jurisdiction's activities pertinent to the *Regional Plan* for the preceding five-year period, analysis as to whether and how well those activities meet each of the performance indicators, and a projection of activities for the next five-year period. Jackson County will distribute these monitoring reports to all participants and make them available to the public.

- b. Coordinated Periodic Review. On a regular basis, beginning in 2022 and every 10 years thereafter the participating jurisdictions in the *Regional Plan* may, at their discretion, participate in a process of coordinated Periodic Review. This process may be initiated by any of the participating jurisdictions but requires agreement between all participants to proceed.

8. CORRECTIVE MEASURES AND PLAN ADJUSTMENTS—ORS197.656 (2)(B)(F)

a. Corrective Measures.

1. If a Regional Plan Progress Report indicates that a particular city is not meeting the performance measures, the city shall propose corrective measures as an addendum to the *Regional Plan* Progress Report. The corrective measures shall be approved by the Policy Committee.
2. Cities that choose to expand their UGBs into land not designated as a URA will be required to go through the *Regional Plan* minor or major amendment process prior to or concurrent with any other process.
3. If land outside of a URA is included in a UGB while URA land remains available to that city, an equivalent amount of land shall be removed from the remaining URA land. Land removed shall be of equal or higher priority in relation to the land included. Additionally, if land determined part of the region's commercial agricultural base by the RLRC is included, the land removed shall also be land with that designation (if available).
4. A proposal for an UGB amendment will be required to demonstrate how the *Regional Plan* performance indicators have been met. A UGB amendment will not be approved by the County unless the *Regional Plan* performance indicators have been met or corrective measures are proposed which demonstrate how the performance indicators will be met.
5. Approval of a UGB amendment shall be subject to the condition that it be zoned and developed in a manner consistent with the Conceptual Land Use Plan submitted in the UGB amendment proposal. After the UGB Amendment has been approved, all subsequent Comprehensive Plan Amendments by a city to amend land uses which will result in an inconsistency with the Conceptual Land Use Plan shall be reviewed, modified

as appropriate, and approved by the county prior to development. The amendment shall be processed as a Type 4 permit.

6. A UGB amendment to add land not designated as a URA shall only be considered through a quasi-judicial application when the land to be added is industrial.

b. Regional Plan Amendments.

1. Regional Plan Amendment Responsibility. Processing amendments to the adopted *Regional Plan* shall be the responsibility of Jackson County, and shall only be proposed by the governing authority of a participating jurisdiction. In acknowledgement of the collaborative process by which the adopted *Regional Plan* was created, Jackson County shall have available the assistance of the participating jurisdictions through a Technical Advisory Committee and Policy Committee. Both committees serve on an as-needed basis, and both serve in an advisory capacity to Jackson County as follows:

Technical Advisory Committee. The TAC shall be comprised of planners and senior-level staff from signatory jurisdictions and agencies, and each signatory shall have one vote, irrespective of the number of participating representatives. Recommendations to the Policy Committee or directly to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of signatory jurisdictions and agencies.

Policy Committee. The Policy Committee shall be comprised of elected officials or executive staff from signatory jurisdictions and agencies. Each signatory jurisdiction shall designate a voting and alternate voting member, and each signatory jurisdiction will have one vote. Recommendations to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of jurisdictions. State agencies, the MPO, and Rogue Valley Sewer Services, while Signatories, shall not be voting members of the Policy Committee.

2. Regional Plan Amendment Type. When an amendment to the adopted *Regional Plan* is proposed, Jackson County shall make a preliminary determination regarding whether the proposed amendment is a Minor Amendment or Major Amendment, as defined below, shall notify signatory jurisdictions and affected agencies of the County's preliminary determination, and shall solicit input. Based on its preliminary determination and input received, Jackson County shall review the proposed amendment according to the procedures for Minor Amendments or Major Amendments set out below. Proposed amendments to the adopted *Regional Plan* shall adhere to the following provisions:

Minor Amendment. A minor amendment is defined as any request for an amendment to the adopted *Regional Plan* that does not conflict with the performance indicators and does not propose an addition of more than 50 acres to a city's URA established in the adopted *Regional Plan* or more than a 50-acre expansion of the UGB into non-URA land.

In the case of Ashland, which did not establish a URA during the development of the *Regional Plan* process, a proposal to establish a URA or expand its UGB of not more than 50 acres shall be considered a minor amendment.

Should a city exceed its limit of 50 acres for adding to its URAs during the Planning Horizon for the *Regional Plan*, it may not use the minor amendment process for further additions to its URA. Should a city exceed its limit of 50 acres for expanding its UGB into non-URA land during the planning horizon, it may not use the minor amendment process for further expansions of its UGB into non-URA land.

Any participant jurisdiction may initiate a minor amendment to the adopted *Regional Plan*. The proposing jurisdiction must clearly identify the nature of the minor amendment, and specify whether the minor amendment would require any other signatory jurisdiction to amend its comprehensive plan. Should any signatory jurisdiction other than the proposing jurisdiction and Jackson County be required to amend their comprehensive plans as a result of the proposed minor amendment, the affected signatory jurisdiction shall be a party to the minor amendment proceeding.

Jackson County's process and the proposing jurisdiction's process for a minor amendment to the *Regional Plan* shall be equivalent to the state and local processes required for a comprehensive plan amendment.

Signatories and agencies shall be provided with notice of the County's and proposing jurisdiction's final decision on each minor amendment within five working days of the adoption of the final decision.

Major Amendment. A major amendment is defined as any requested amendment to the adopted *Regional Plan* that does not meet the definition of a Minor Amendment.

If multiple signatory jurisdictions are involved in a single request for a major amendment, a lead jurisdiction shall be selected by the affected jurisdictions.

Notice containing a detailed description of the proposed change shall be forwarded by Jackson County to all signatories and affected agencies.

Staff from signatory jurisdictions and agencies shall meet as a Technical Advisory Committee and generate a recommendation to the Policy Committee by vote of at least a supermajority of a quorum (simple majority plus one).

Decision-makers from signatory jurisdictions and agencies shall meet as a Policy Committee and consider the proposal and the Technical Advisory Committee recommendation. The Policy Committee shall generate a recommendation to Jackson County by vote of at least a supermajority of a quorum (simple majority plus one).

Should an existing city or a newly incorporated city desire to become a participating jurisdiction, increased population shall be added to the regional projected population adequate to accommodate the projected population growth of the newly incorporated city for the remainder of the Planning Horizon for the *Regional Plan*. The addition of a newly incorporated city to the *Regional Plan*, the establishment of Urban Reserve Areas and other such actions shall be accomplished

through the major amendment process.

Jackson County's process, and the proposing jurisdiction's process, for a minor or major amendment to the *Regional Plan* shall be equivalent to the state and local required process for a comprehensive plan amendment, in addition to the Regional Plan-specific provisions. Signatories and affected agencies shall be provided with notice of the final decision on each major or minor amendment within five working days of the adoption of the final decision. Jurisdictions or agencies shall be noticed according to Figure 8.1.

Figure 8.1

JURISDICTIONS AND AGENCIES TO RECEIVE NOTIFICATION OF PROPOSED AMENDMENTS TO THE ADOPTED REGIONAL PLAN		
Jurisdiction or Agency	Routine	As Needed
City of Eagle Point	X	
City of Central Point	X	
City of Medford	X	
City of Phoenix	X	
City of Talent	X	
City of Ashland	X	
Oregon Department of Transportation	X	
Oregon Department of Land Conservation and Development	X	
Oregon Department of Environmental Quality	X	
Oregon Economic and Community Development Department	X	
Oregon Department of Agriculture	X	
Oregon Housing and Community Development Department	X	
Rogue Valley Metropolitan Planning Organization	X	
Rogue Valley Sewer Services	X	
Medford Water Commission	X	
Rogue Valley Council of Governments	X	
Rogue Valley Transit District	X	
Oregon Department of Fish and Wildlife		X
Division of State Lands		X
Ashland School District #5		X
Central Point School District #6		X
Jackson County School District #9		X
Medford School District 549C		X
Phoenix-Talent School District #4		X
Eagle Point Irrigation District		X
Medford Irrigation District		X
Rogue Valley Irrigation District		X
Talent Irrigation District		X
Jackson Soil and Water Conservation		X

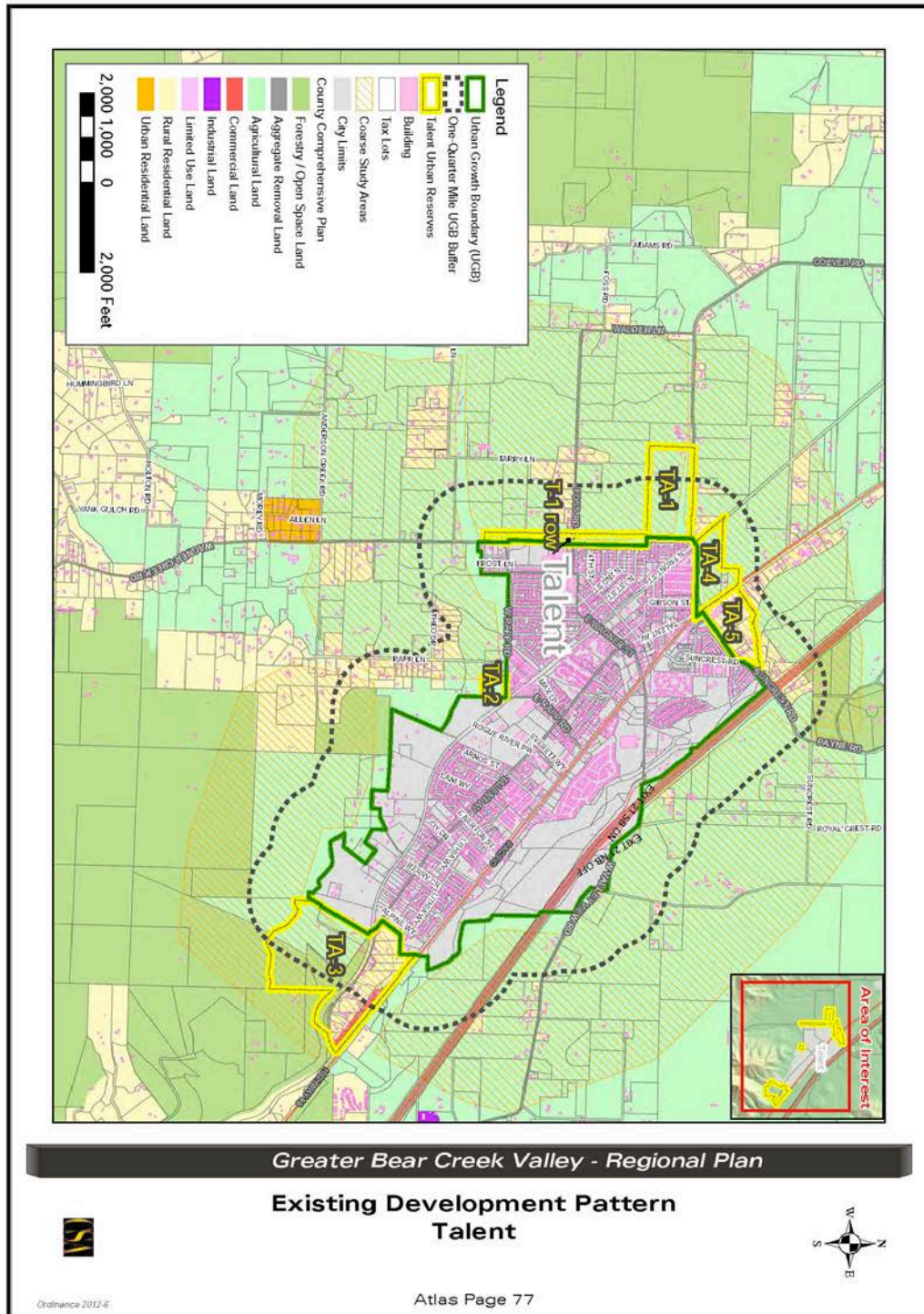
District		
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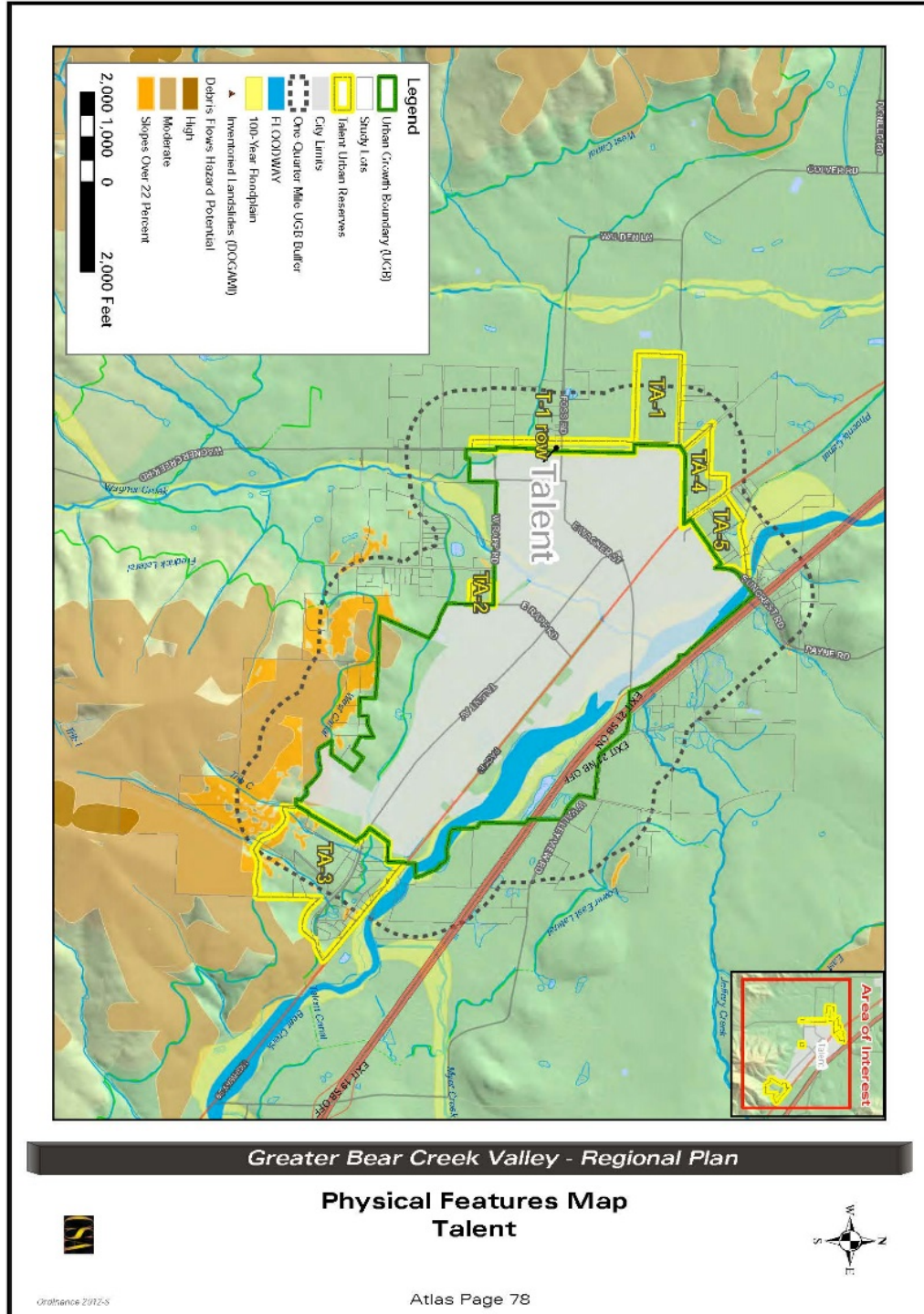
9. URBAN RESERVE MANAGEMENT AGREEMENT

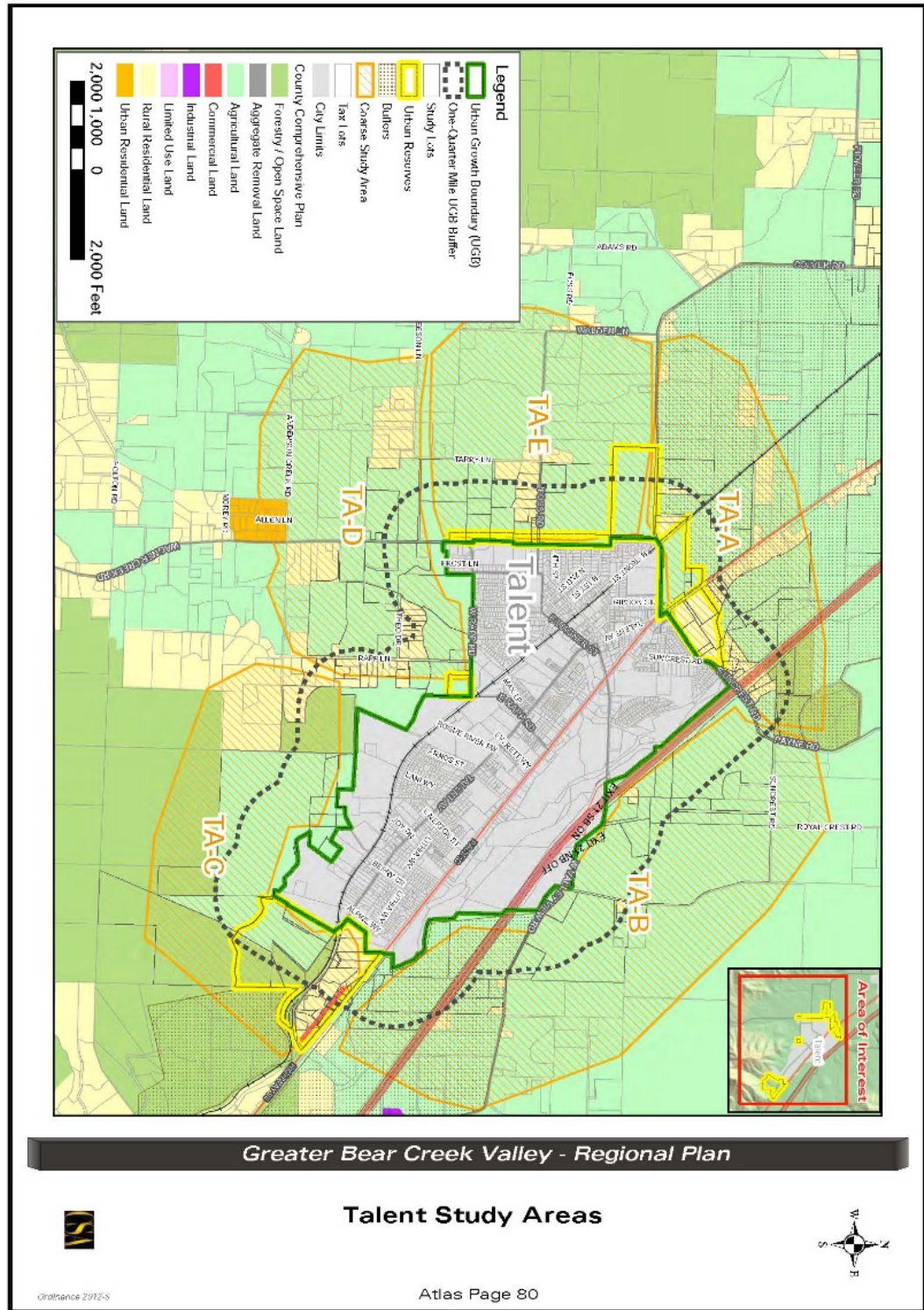
The creation of urban reserves required the adoption of an Urban Reserve Management Agreement (URMA) between the City and Jackson County. All development within the City's Urban Reserve Areas will be regulated in accordance with the URMA. The approved URMA for Talent's Urban Reserve is presented in Appendix C of this element.

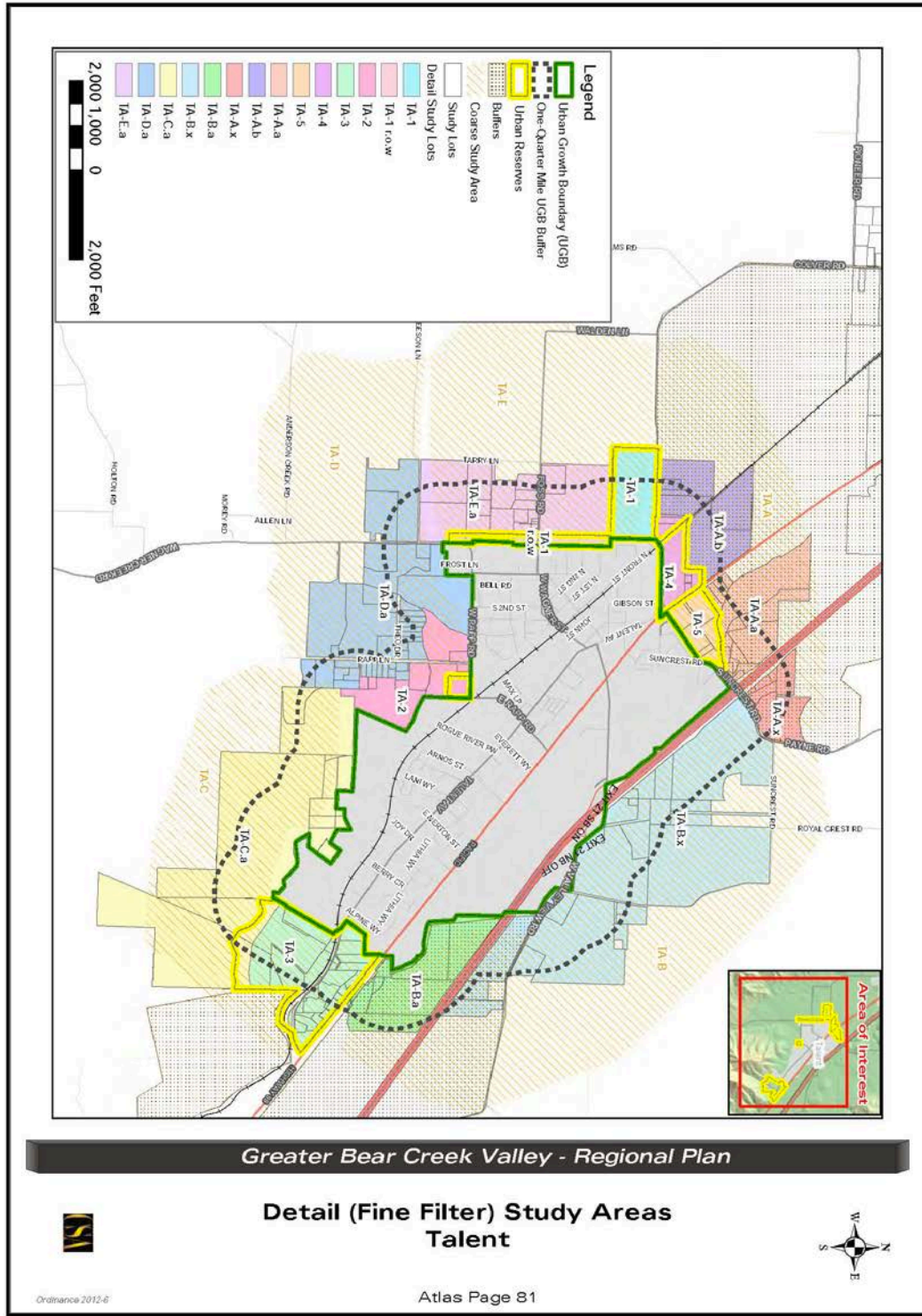
APPENDIX A

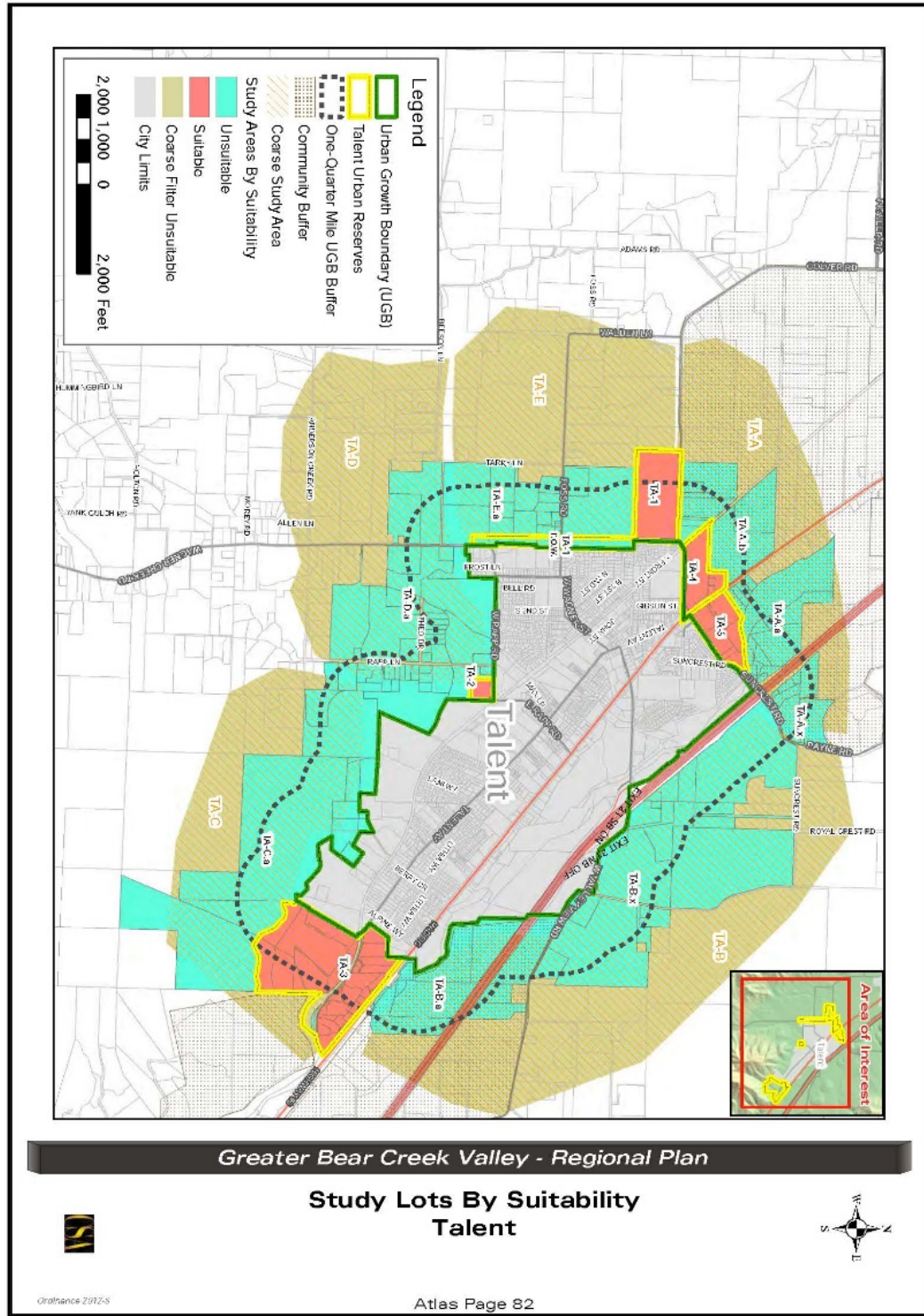
Urban Reserve Map

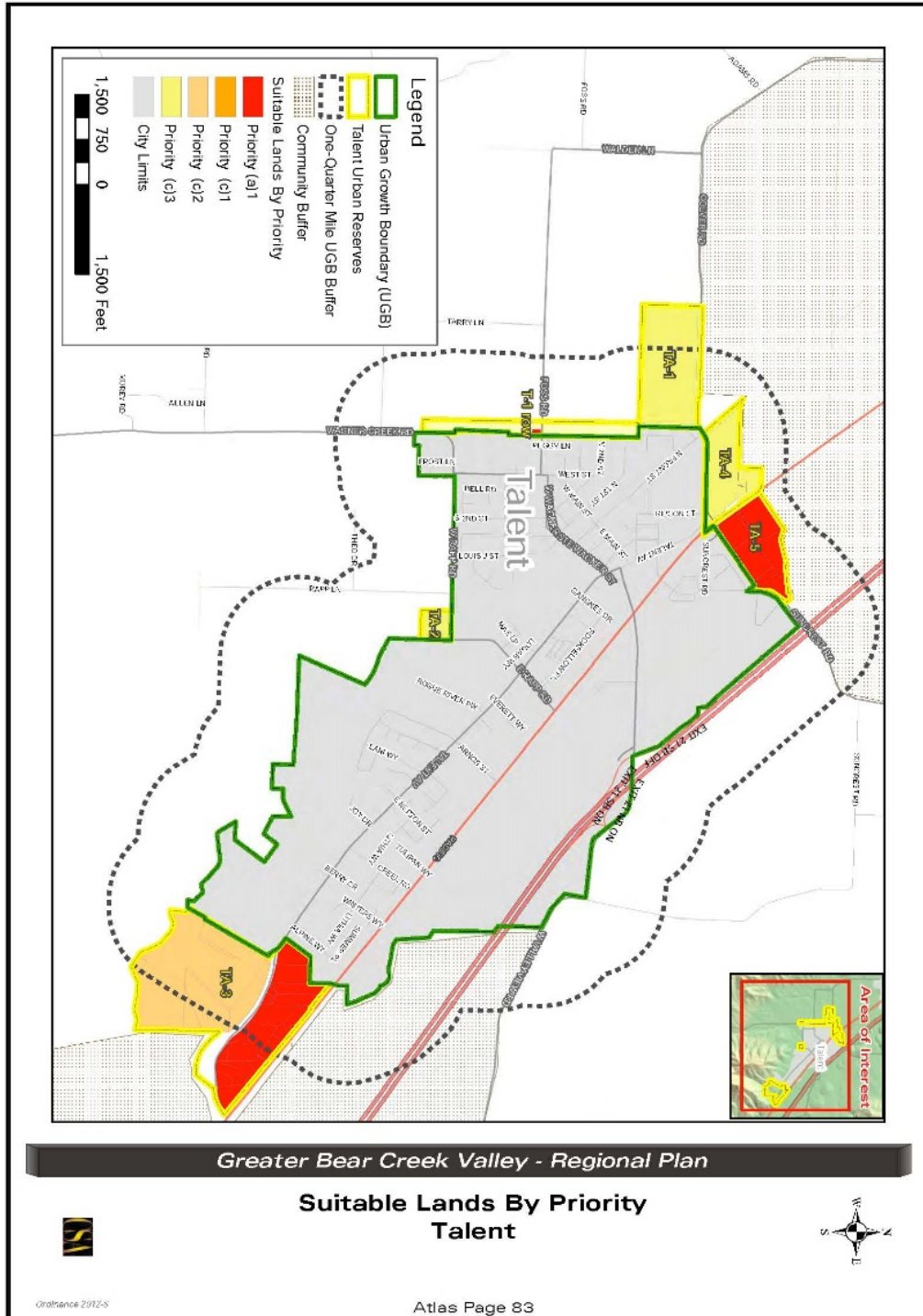


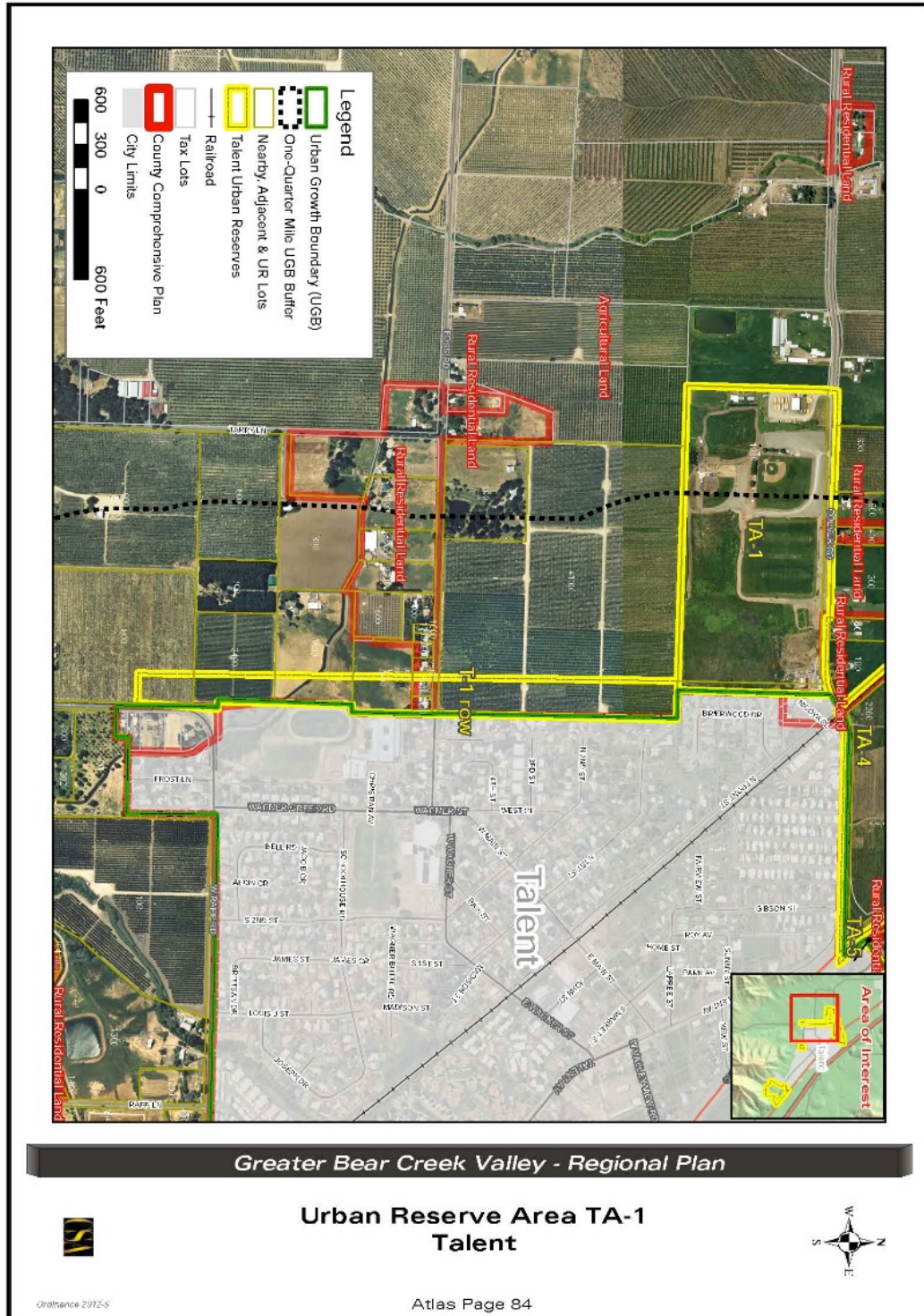


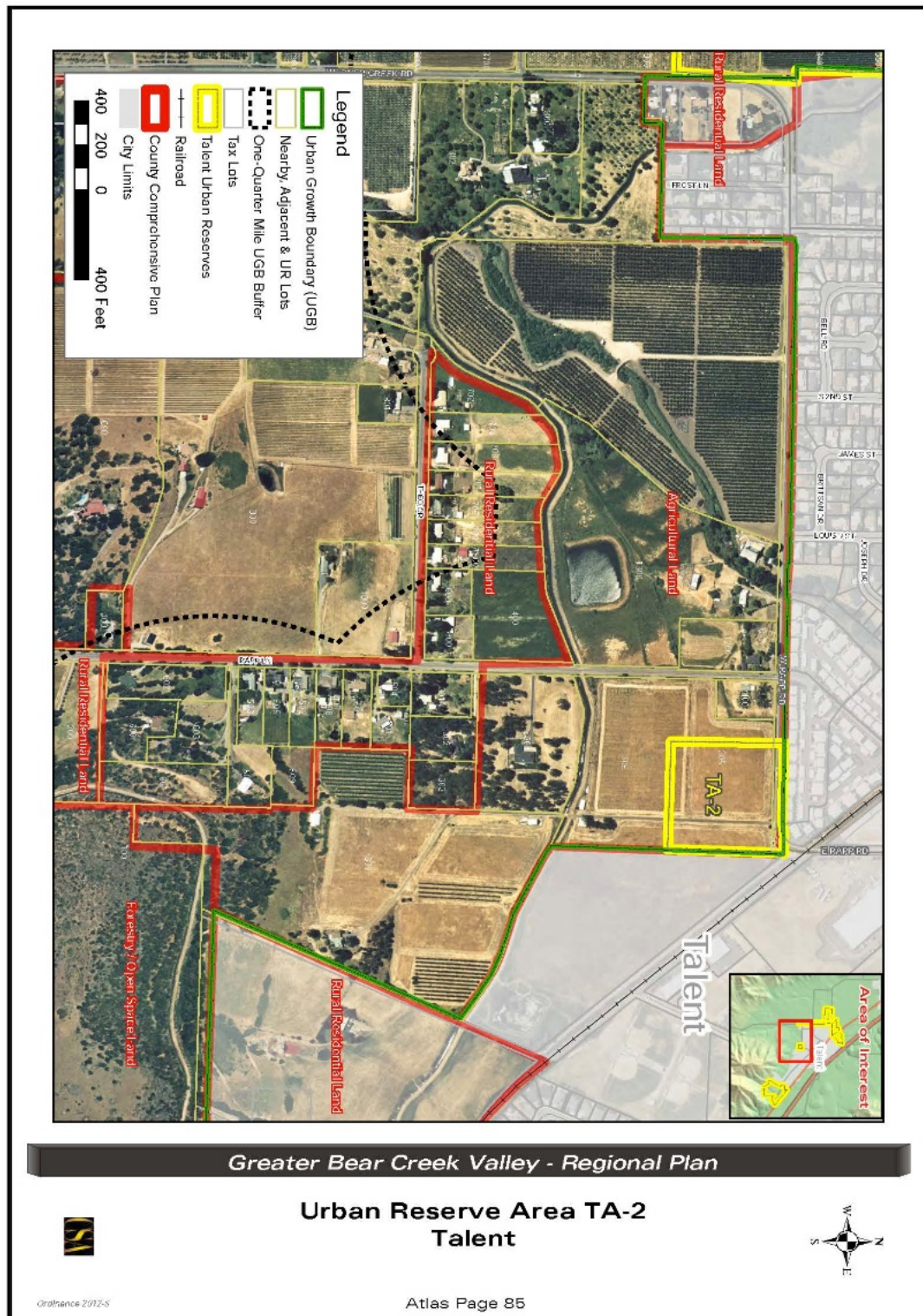


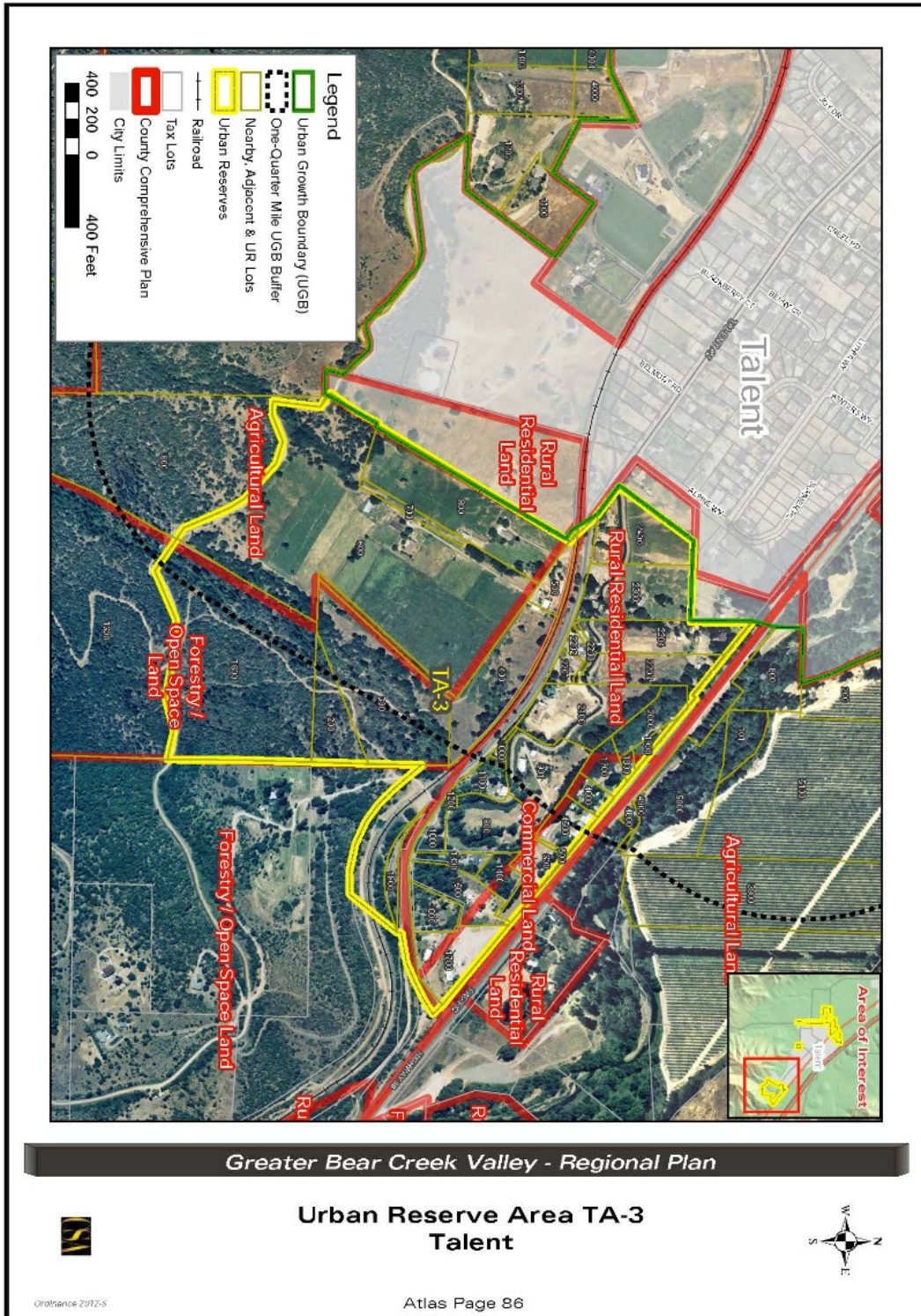


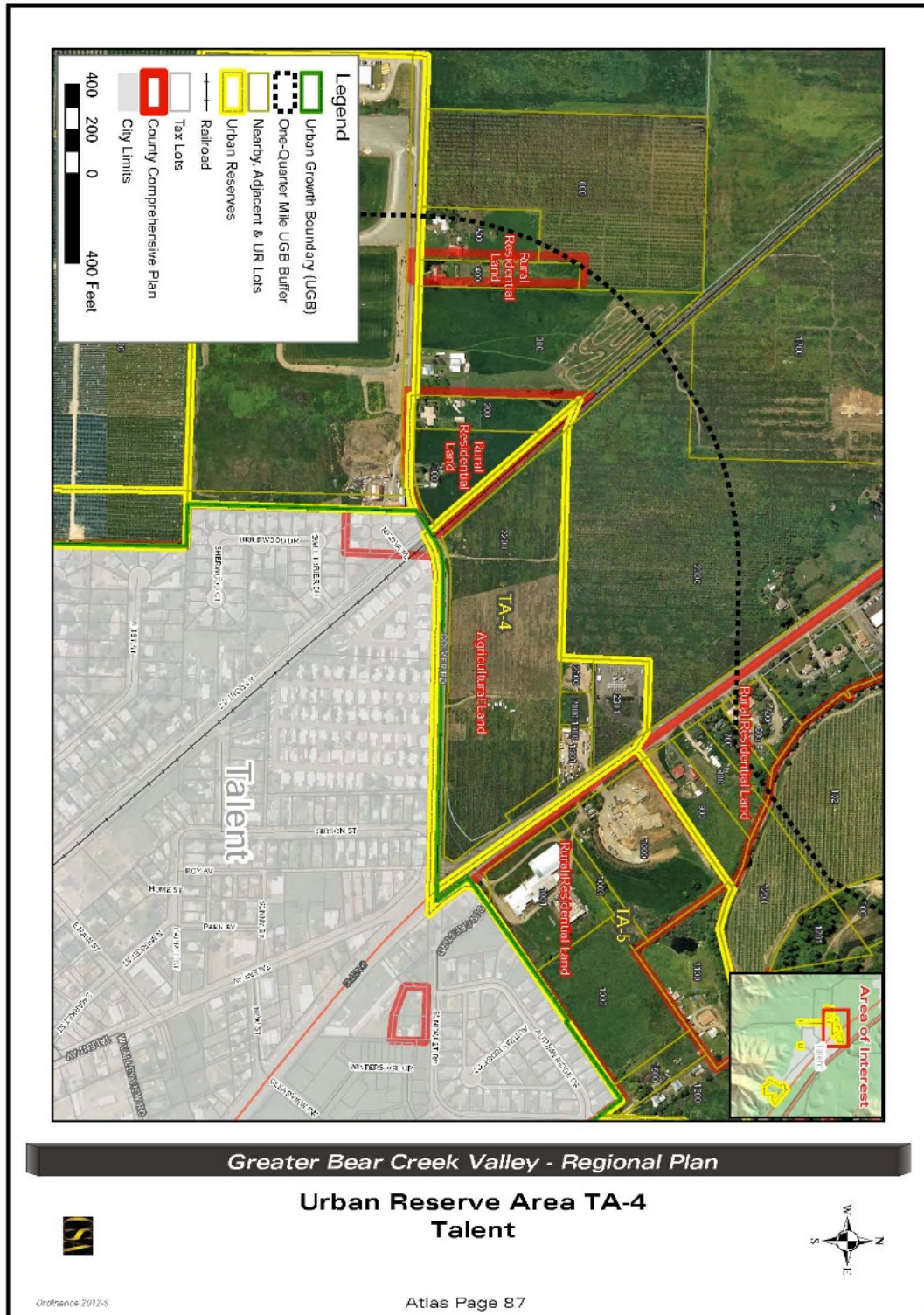


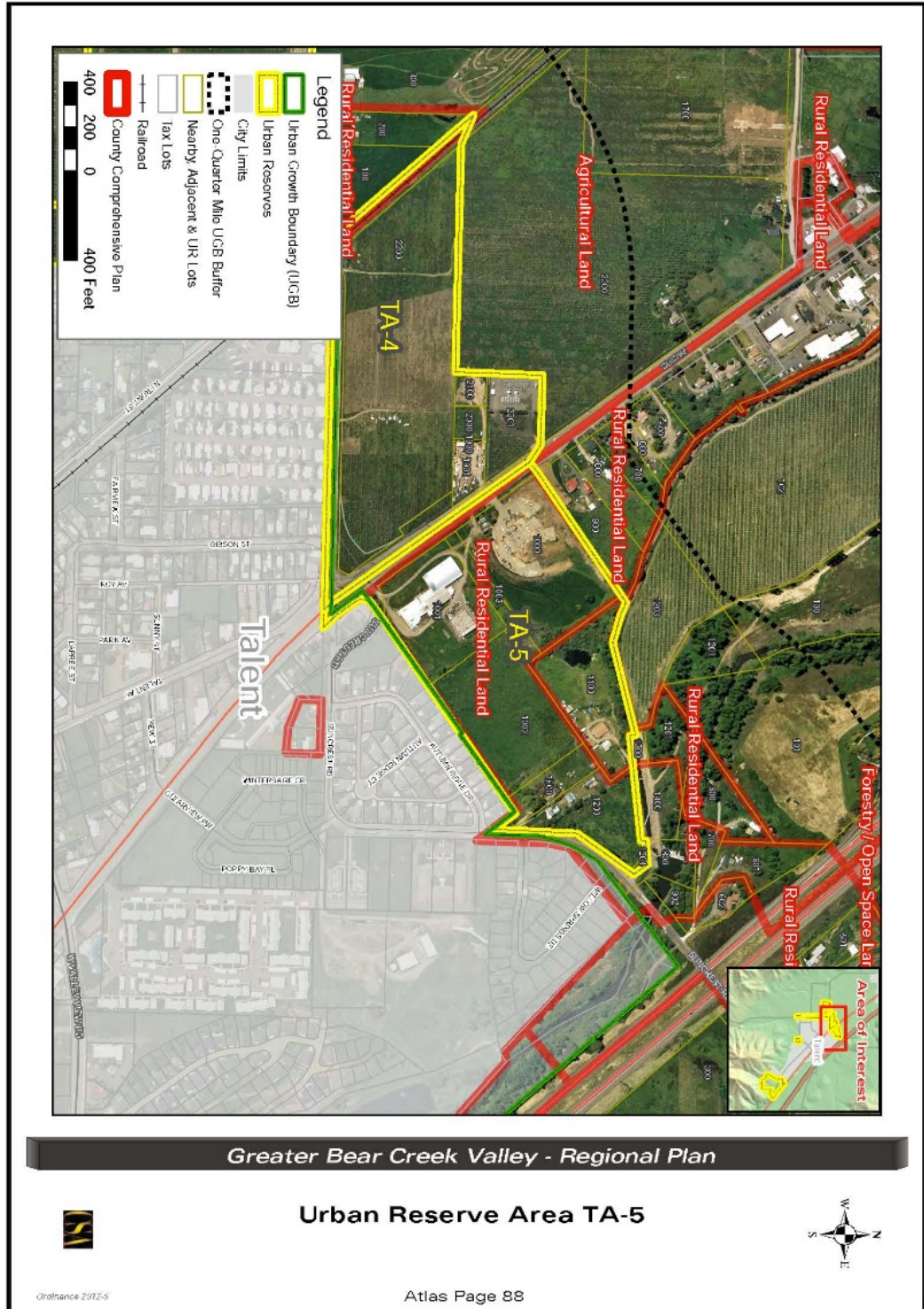












APPENDIX B

Urban Reserve selection process

1. STUDY AREA SELECTION /COARSE FILTER

Consistent with the methodologies outlined in Chapter 4 Section 2.2 - Study Area Selection, a study area reasonably capable of supplying the unmet and projected needs for the City of Talent was established. The study areas for initial (coarse) filtering are identified on Map 75a of the Atlas. They are TA-A, TA-B, TA-C, TA-D, and TA-E. Talent, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves. Cross-hatching identifies surrounding areas out to approximately one-mile which were investigated. From this area, specific areas were identified for further study and other areas excluded pursuant to the discussion below.

Figure TA.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	Estimated Need (acres)	Coarse Study Areas		
		Lots	Acres	Percent of Residential Need
Talent	247	419	3,300	1334%

Area TA-A

Area TA-A includes lands north of the City of Talent and within approximately two-thirds of a mile from the existing urban growth boundary. The northern extent corresponds with the outer boundary of an adjacent exception area abutting the east side of Highway 99. To the west, the study area extends approximately three-quarters of a mile from the existing urban growth boundary in the area north of Colver Road. The eastern portion of the area extends approximately one-half mile from the existing urban growth boundary and across Interstate 5 to the intersection of Suncrest Road and Payne Road. Most of TA-A to the west of the freeway is designated Agricultural land with inclusions of Rural Residential exception land adjacent to roadways. The area east of Interstate 5 is predominately designated Forestry/Open Space, with an inclusion Rural Residential exception land adjacent to the interchange.

The exception area north of the City and east of Highway 99, includes a cold storage warehouse (Associated Fruit) on the parcel adjacent to the city limits and, on the next parcel north, the headquarters and fire station for Jackson County Rural Fire Protection District 5. East of the Phoenix Canal and west of Bear Creek are two commercial fruit orchards. The Bear Creek Greenway extends through this area between the orchards and Bear Creek. An ODOT rest area is located further east between Bear Creek and Interstate 5.

Lands between the City, Hartley Road to the north, Highway 99 to the east, and the railroad to the west are primarily open space where orchards have been removed. Lands to the west of the railroad and northeast of Colver Road are predominantly still under orchard production. Almost all this part of TA-A is comprised of Class I and II irrigated soils. Soils between Highway 99 and Interstate 5 are Class II through IV irrigated.

In addition to minimizing impacts on nearby farmland, the City has consistently expressed its commitment to preserving an area of separation of rural lands between

it and the neighboring City of Phoenix to the north and as such the Project Citizen Involvement Committee has identified much of this area to be a community buffer.

Coarse Filter Outcome for TA-A: Based on proximity to the City and the existence of exception land with commercial and institutional uses, all lands within TA-A that are at least partially within one-quarter mile of the UGB are being passed through to the detailed suitability analysis under the fine-filter process below.

With only a few sparsely developed residences in this area, the predominance of open space and high value Agricultural land, the portions of TA-A not at least partially within one-quarter mile of the City are deemed unsuitable for future growth.

Area TA-B

TA-B includes approximately 1,000 acres of land east of Interstate 5, generally between Suncrest Road on the north and North Valley View Road nearby to the southeast.

TA-B is part of an area heavily dominated by commercial agriculture. Bear Creek Corporation has invested millions in new orchards in this area. The area is desirable for agricultural investment because, in part, the low numbers of residential development presenting few conflicts with farm-management practices. The long-term viability of agriculture in this area is substantial for a multitude of reasons that are extrinsic to water availability and soil quality yet equally important, including the terrain, proximity to market, and low competition with conflicting uses.

The foothills of the Cascades, situated one and one-half mile to the east of Interstate 5, are relatively steep with limited access and low potential for residential development. Interstate 5 provides a major buffer between the agricultural lands within TA-B and both Phoenix and Talent to the west. The relatively sparsely developed residential lands intermixed with agriculture to the southeast supports long term agricultural investment because of separation from nearby urbanized areas. The commercial agricultural lands extend north along Payne Road to Fern Valley Road where agricultural practices still dominate the landscape but are less intensive.

The portion of TA-B situated between Bear Creek and west of Interstate 5 to the southeast of the City is 98-acres of Agricultural land that including Bear Creek Orchard Inc. orchards. Two of the lots within this area, situated along Highway 99 are owned by the State of Oregon and one small lot is owned by Jackson County. The area has been identified as open space in Talent's comprehensive plan and is generally unsuitable for development because of the flooding potential and separation from the City by Bear Creek and the riparian corridor. This area is also too poorly accessed from Highway 99 from the southwest for any intensive urban uses.

Coarse Filter Outcome for TA-B: Future expansion across Bear Creek and east of I-5 would be inefficient and financially problematic for urban use, and would have negative effects on Talent's urban form and community identity. Expansion into TA-B would also introduce urban conflicts into an high value agricultural area where significant recent investment in commercial agriculture is ongoing and sustainable.

For the reasons discussed above, all of TA-B not at least partially within one-quarter mile of the urban growth boundary, that are east of Interstate 5 and east of Bear Creek are found to be unsuitable for Urban Reserve designation. However, all lands within one-quarter mile of the urban growth boundary are passed through to the fine filter analysis below.

Area TA-C

Area TA-C has approximately 650 acres generally located on the steep north-facing wooded lands south and southeast of the City, above (south of) the Talent Irrigation District West Canal (West Canal). This is one of only a handful of areas within the entire study area that has fairly large acreages of Forestry / Open Space designated

land (zoned Woodland Resource) under the County Comprehensive Plan. Roughly half (300+ acres) of TA-C is designated Forestry/Open Space. Approximately 250 acres of TA-C, situated immediately adjacent to the City UGB is designated Agricultural Land. Approximately 48 acres of land within TA-C, located between Talent Avenue and Highway 99 is designated Rural Residential and Commercial. Approximately 80 acres of Rural Residential designated land immediately east of Rapp Lane is located at the western edge of TA-C. Area TA-C also includes lands designated within the adopted urban growth management agreement as the Talent Direction of Urban Growth Area.

Based on Natural Resource Conservation Service (NRCS) data, all the soils within the Forestry / Open Space designated lands have a forestry rating that is equal to or exceeds 85.8 cubic feet per acre. The vegetation is dominated by hardwood with a mixture of some fir and pine. These lands are steep, access is poor, and much of the area is recognized as having moderate potential for debris flow hazard. Similarly, most of the Agricultural designated lands immediately south of the City are also very steep, have poor access and significant portions are identified as having moderate potential for debris flow hazard.

Approximately 165 acres of TA-C, however, is comprised of land southeast of the City, below (north of) the irrigation canal and south of Highway 99. This portion of TA-C below the West Canal is split by Talent Avenue and the railroad. The lands within this area and between Highway 99 and Talent Avenue are completely comprised of Residential and Commercial exception land under the County's Comprehensive Plan. The commercial lands are situated within a narrow strip immediately south of and adjacent to Highway 99. The part of TA-C above (south of) Talent Avenue and below the West Canal includes six distinct properties – two of which area split by the canal. The western half of this area includes three homes and a single large pasture. The eastern half of this area is generally comprised of oak-woodlands with a single home. A distinct ridgeline forms the eastern extent of TA-C.

The southern-most extent of the Talent Urban Growth Boundary and the northern-most extent of the Ashland Urban Growth Boundary, both situated along Highway 99 are just under one-mile apart. The intervening ridge is the southeastern boundary of TA-C and also would provide a logical separator between Ashland and Talent. This ridge extends northward to Highway 99 at a point where Bear Creek approaches Highway 99 from the northeast. These two physical features provide a logical physical barrier and separation between the two cities.

Coarse Filter Outcome for TA-C: Based on general lack of access and severe physical constraints (steep slopes, moderate debris flow potential, and high fire danger), the lands southeast of the City and above TID's West Canal are unsuitable for future urbanization. Extension of public infrastructure including but not limited to streets, sewer, power and water would prove to be uneconomical. The yields would be very low and fire dangers would be high. Only parcels wholly or partially within one-quarter mile of the existing urban growth boundary and all of the exception area between Highway 99 and the railroad are forwarded for further study.

Area TA-D

TA-D is a 589- acre coarse study area of lands southwest of the City of Talent, situated within the Wagner Creek Valley, south of Beeson Lane, west of Rapp Lane, and below (north of) the West Canal. With exception of a few small pockets of rural residential and some isolated homes, nearly all the bottom-land between the City and the steep hill-lands to the south and southwest are being actively farmed as orchards and vineyards. Together with TA-E described below, these lands comprise a large cohesive and regionally important block of productive farm-land.

Nearby and out to approximately one-quarter of one mile south of the City of Talent are a few pockets of Exception Land, generally aligned with Theo Drive and Rapp Lane. Between these exception lands and the City are some of the few Agricultural Designated lands not currently employed for commercial agriculture. These isolated properties are separated from the otherwise cohesive blocks of farmland that make up the Wagner Creek Valley by the exception lands situated along Theo Drive and Rapp Lane.

Coarse Filter Outcome for TA-C: In order to minimize impacts on the highly productive and intensively managed agricultural lands south and southwest of Talent, all of TA-D not at least partially within one-quarter mile of the UGB is excluded from further suitability analysis. Lands at least partially within one-quarter mile of the City UGB are passed through for further study given proximity to the urban growth boundary.

Area TA-E

Similar to TA-D described above, TA-E is comprised predominantly of large relatively contiguous blocks of prime orchard and vineyard lands. Area TA-E is the coarse 540-acre study area situated directly west of the City of Talent, extending approximately one mile to the west out to a north-south extension of Walden Lane. The northern extent of TA-E aligns with Colver Road. The southern extension of TA-E is defined by Beeson Lane.

A single Rural Residential designated exception area of approximately 29 acres with fifteen tax lots and ten homes is located at and near the intersection of Foss Road and Tara Lane. With the exception of one dwelling built in 1998, all other dwellings in this area were constructed prior to 1950. As evidenced by the continued existence and use of surrounding lands for intensive orchard and vineyard purposes, the neighborhood appears to have found a balance between residential and intensive agricultural practices. To develop this exception area at urban levels will introduce substantially more potential for conflicts with surrounding commercial agricultural practices than what the existing relatively low-density rural residences present.

Wagner Creek road is the primary arterial providing access to the lands south of the City of Talent. Not only does Wagner Creek Road provide access to the bottom and low-elevation lands immediately to the south of Talent, including pockets of Rural Residential and large blocks of Agricultural Land, it is also provides one of the only access points to the thousands of acres of County-designated Principal Forest Lands to the south. There are two ways to achieve access to Wagner Creek Road from Highway 99. The first is to utilize West Main Street, through mostly residential neighborhoods and school zones. The other is to follow an indirect route using East Rapp Road through commercial and industrial areas to West Rapp Road, through residential neighborhoods, around the perimeter of the City to Rapp Road and ultimately to Wagner Creek Road. The existing transportation network presents severe mobility challenges caused in large part by regional traffic to the south using local low-order street networks.

South of Colver Road, immediately west and adjacent to the existing urban growth boundary, is a 43 acre property owned by the Phoenix-Talent School District. This single property is designated Agricultural Land but has been used as a sports field for School-related functions for several years. The Talent Comprehensive Plan establishes at Section 5.1.2 of its Public Facilities and Services Element that the City will work with the district to ensure adequate available land for its facility needs, including supporting an urban growth boundary amendment to include the district's "soccer field" property, south of Colver Road and west of the railroad, in the City's growth area when it is needed.

Coarse Filter Outcome for TA-E: Recognizing the value of preserving large blocks of commercial agriculture that exists south and west of the City, all lands beyond one-quarter

mile of the City UGB are excluded from further consideration. Lands within one-quarter mile of the City UGB are passed-through for further analysis of Urban Reserve given proximity to the existing urban growth boundary.

2. SUITABLE LANDS ANALYSIS / FINE FILTER

Lands within the initial study areas selected for further study were then examined in more detail to determine which should be inventoried as suitable lands for urban reserve consideration. Subareas are designated for the detail study on Atlas Map 22 and the area attributes are summarized in the table at Figure TA.3.

Figure TA.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
TA-1	1	1	43	0	0	43
TA-2	1	0	6	0	1	6
TA-3	36	29	124	10	10	104
TA-4	6	1	22	0	1	21
TA-5	8	6	28	0	1	26
TA-A.a	18	9	89	10	4	75
TA-A.b	6	6	89	0	1	87
TA-A.x	8	6	38	0	2	36
TA-B.a	9	0	98	11	0	87
TA-B.x	25	21	414	19	4	391
TA-C.a	15	8	375	331	2	42
TA-D.a	38	35	233	12	8	213
TA-E.a	20	19	170	2	4	164
Totals	191	141	1,730	396	38	1,297

2.1. Fine Filter Study Areas – Unsuitable

Each of the areas identified in the accompanying Atlas (Map 75b – Talent Study Areas; Map 76 – Study Lots By Suitability Talent) as TA-A.a, TA-A.b, TA-A.x, TA-B.a, TA-B.x, TA-C.a, TA-D.a, and TA-E.a were evaluated for suitability considering the growth policies for Talent and in balance with the Goal 14 boundary location factors. Each of the areas was found to be unsuitable for inclusion/ protection as Urban Reserve for the detailed reasons explained below.

Area TA-A.a

Area TA-A.a includes approximately 89 acres of land situated at least partially within one-quarter mile of the Talent UGB. The area is east of Highway 99 and west of Interstate 5. Roughly 73 acres are designated Agriculture Land. Most of that is owned by Jackson County and is under commercial production as an orchard managed by Bear Creek Corporation. The State of Oregon owns the remaining Agricultural designated lands situated between Bear Creek and Interstate 5. The state owned lands are used for an interstate rest area. Two small portions of TA-A.a are Rural Residential exception land. One area consists of four lots narrowly located between Highway 99 and the Phoenix Canal and Bear Creek Orchards. The other includes eight Rural Residential parcels located immediately north of Suncrest Road and west of Interstate 5. Most of this area is isolated from the City by Bear Creek.

The majority of Area TA-A.a is encumbered by Bear Creek floodplain and floodway. See, Map 73 – Physical Features. The Bear Creek Greenway also extends through this area.

The Goal 14 location factors relate, in balance, to TA-A.a b as follows:

1. *Efficient Accommodation of Identified Land Needs.* The portion of TA-A.a, situated along Highway 99 and west of the Phoenix Canal are somewhat well suited to efficiently accommodate identified urban land needs in close proximity to existing services and other development. The area is flat, has highway access, and services are nearby. Existing structural development (Map 72) is oriented along the highway leaving the bulk of re-developable area to the rear of these properties, closer to the canal and orchard-lands. Local street access as an alternative to highway use would need to be extended through the fire district property from the city. The remaining parcels in the area, comprising the majority of area TA-A.a, are east of the canal and/or northeast of Bear Creek on land constrained by Floodplain and otherwise too physically separated from the City to reasonably or efficiently accommodate any identified land need.
2. *Orderly and Economic Provision of Public Facilities and Services.* Public facilities and services are available and located close to the area. An interior street system could not reasonably be achieved given the existing development patterns, location of the canal, and location of Bear Creek.
3. *ESEE Consequences-* The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
 - a. *Economic-* Promoting development of flood hazard areas would adversely affect the community's flood insurance rates, thereby creating a negative economic impact. Given the unlikelihood of significant infill potential, any increase to the tax base and system development fees would be unlikely to cover costs to the community. Most of the area is dedicated to intensive Agricultural operations. The direct loss of productive Agricultural lands will have negative economic impact for one of the region's leading Agricultural industry employers and would negatively impact the small town feel and beauty of the surrounding rural environment that attracts newcomers and investment to the city. Increased urban development will require canal crossings which present additional on-going costs for the managing Irrigation Districts and substantial up-front development costs. Lands north and east of Bear Creek are already committed to existing public uses (Greenway and freeway rest stop) and therefore would not provide for any city identified urban needs or economic development.
 - b. *Social-* This area is part of the Project Citizen Involvement Committee buffer established to provide separation between Phoenix and Talent, designed to preserve the individual character of each City. Encroachment into Project Citizen Involvement Committee buffer areas will have negative consequences to community identity and open space values. Development of the larger agricultural land parcels in the middle of this area would also have adverse social consequences produced by a loss of open space, especially noticeable to users of the Bear Creek Greenway. Unique to this study area is the ODOT rest area. In order to avoid or minimize negative social consequences on nearby urban or residential development, and for other reasons, ODOT attempts to locate Interstate rest areas away from urban neighborhoods where possible. Encroaching urban development would place pressures on the rest area that do not currently exist and the rest area has the potential to have negative consequences on urban neighborhoods located in such close proximity.
 - c. *Environmental-* Bear Creek is the primary stream draining the Bear Creek Valley from the Cascades east of Ashland to its confluence with the Rogue River north of Central Point. The drainage basin serves to cleanse waters and provide for natural open space and habitat for fish and wildlife. The Bear Creek Greenway extending through is well situated to accommodate some of the City's urban park needs as well as serve to tie the community to other cities within the Greater Bear Creek Valley. Development within

this area, predominantly comprised of Floodplain, will have significant negative environmental consequences by reducing to the ability of the stream corridor to filter natural and man-made contaminants that enter the corridor from nearby urban concentrations.

- d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* There are no nearby forest lands or forest activities. Nearby agricultural land (to the north) that would remain outside the urban growth boundary is similar to the agricultural land within the subarea – comprised of intensively managed orchard lands situated between the Phoenix Canal to the west and Interstate 5 to the east, along the fertile Bear Creek alluvial deposits. To urbanize this area would introduce new conflicts with high value farmland that do not currently exist and would likely have substantial negative effects. The configuration of the area and natural constraints would make it impracticable to properly mitigate conflicts through screening, setbacks, or other means.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given that it is comprised of orchard land and publicly owned parcels already committed to permanent use as greenway or for the interstate rest stop facility. Flood hazard and access constraints further render this area unsuitable to meet identified future urban needs for the City of Talent.

Area TA-A.b

Area TA-A.b includes approximately 89 acres of land situated at least partially within one-quarter mile of the Talent UGB but noncontiguous with the City. The area is west of Highway 99, north of Colver Road, and is bisected by the railroad. ~~One small and narrow 1.94-acre~~ Three lots located along Colver Road is are designated Rural Residential. The remaining 87 acres are designated Agriculture land. The study area is within the Project Citizen Involvement Committee identified rural community buffer area between Talent and Phoenix – an area containing high value agricultural soils and intensively operated agricultural lands separating Phoenix and Talent. Area TA-A.b is comprised predominately of Class I and II agricultural soils according to NRCS data and as illustrated on Atlas Map 74. Structural development of the area is sparse - only a few dwellings exist that are situated along Colver Road and Highway 99. With exception of a small area of wetland located in the extreme northwest corner of the area, the entire study area is void of identified natural constraints.

This area was forwarded for further consideration due to proximity to the urban growth boundary of relatively flat and unencumbered land. However, the City has long recognized that urban growth should be limited in this area due to predominance of Class I and II agricultural soil, the importance of the area for maintenance of community buffer and its rural character, and the availability of alternative areas that would have less impact on surrounding agricultural land and activities. The City's original decision establishing the existing urban growth boundary was to protect this area for agriculture and as an important community buffer. Furthermore, it was determined that the railroad, north of Colver Road acts as a natural buffer between urban and agricultural land. No specific future urban needs or any change in circumstances have been identified that would merit inclusion of the area as an urban reserve. Reasonable alternatives exist and were selected that will have less effect on resource land. Consequently, Area TA-A.b is not included in the suitable lands inventory.

Area TA-A.x

Area TA-A.x includes approximately 38 acres of land situated at least partially within one-quarter mile of the Talent UGB, but noncontiguous with the City. This area is

located east of Interstate 5 and north of Suncrest Road from the City. Topography is dominated by a hillock with surrounding moderate to gentle slopes. Approximately 24 acres is designated Forestry/Open Space; 8.8 acres of TA-A.x is designated Agriculture; and approximately five acres are designated Rural Residential. According to NRCS data, some of the soils are Class IV, but the significant majority of soils within TA-A.x are rated Class VI nonagricultural. The area is made-up of eight tax lots developed with six residences.

The Goal 14 location factors relate, in balance, to TA-A.x as follows:

1. *Efficient Accommodation of Identified Land Needs.* As noted above, the area is moderately to gently sloped, but is separated from the City and nearby facilities and services by Interstate 5. This area would create a completely detached island of the City should it be urbanized. Freeway interchange access is not available to support any employment land. Poor access to services and infrastructure and physical separation from the City preclude efficient accommodation of any identified land need.
2. *Orderly and Economic Provision of Public Facilities and Services.* For the same reasons discussed under number 1 above, this area cannot be provided public services in an orderly or economic fashion.
3. *ESEE Consequences-* The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
 - a. *Economic-* Because the area is separated from the City by Interstate 5, has moderate slopes, presents less than desirable local street connection obstacles, and cannot provide substantial development yield potential, this area would not be economical to develop.

Also, significant agricultural investments have been made throughout the lands east of Interstate 5 between Talent and Phoenix. This is an area with generally low residential development, but significant high value crop areas. Introducing urban development east of Interstate 5 into this high value crop area could have significant impacts on the regional agricultural economy. Despite Forestry/Open Space plan designations, this area is not a suitable forest-land environment.
 - b. *Social-* Urbanization of this area for residential needs would create an isolated neighborhood that would not foster a sense of cohesive community. The area has comparatively negative social consequences..
 - c. *Environmental-* There are no significant environmental constraints that affect this subarea. Aside from loss of open space there are no identified measurable negative or positive impacts associated with urbanization of this area.
 - d. *Energy-* Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. However, due to the physical constraints posed by the Interstate and sloped topography, extending services and street networks would create inefficiencies. Moreover, the inclusion of this area will produce a somewhat less than desirable urban form which deviates from the simple urban form sought with the inclusion of lands that have been designed for Urban Reserve in consideration of the existing form of Talent.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* This subject area is part of a hillock that extends northward, west and along Payne Road. Most of this area and some of the lands to the north are designated Forestry/Open Space. However, there are no woods or forested areas nearby nor any forest related practices in this lowland area adjacent to the freeway.

Nearby and adjacent agricultural land to the east are intensively managed under orchard production. This is an important of commercial agriculture in the Bear Creek Valley in which orchard owners have recently invested millions of dollars to establish new orchards and to expand existing orchards. For the reasons called out under Coarse Study Area TA-B above,

based primarily on potential impacts from residential development and associated traffic, extending the City of Talent east of Interstate 5 could have strong negative economic impacts on nearby farm-lands and industrial agricultural enterprises, important to the region.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given separation of the area from the City by the freeway and the potential for impacts to an important agricultural investment area to the north.

Area TA-B.a

This subarea of approximately 98 acres is comprised of 9 parcels that are wholly or partially within one-quarter mile of the existing urban growth boundary. This area is an island of land isolated between the freeway and Bear Creek. Nearly all of the area is comprised of orchard. The remainder is under public ownership by the State and County. An explanation of unsuitability discussed in TA-B above remains applicable to this subarea. As such, this subarea TA-B.a is wholly comprised of lands that are unsuitable for urbanization because of potential environmental impacts, strong inefficiencies in urbanization and impacts on commercial agriculture.

Area TA-B.x

This subarea of approximately 414 acres is comprised of 25 parcels that are wholly or partially within one-quarter mile of the existing urban growth boundary. However, it is part of the large agricultural area within Coarse Area TA-B, east of Interstate 5. The lands are recognized by the region as being one of the valley's most important agricultural areas. An explanation of unsuitability discussed in TA-B above remains applicable to this subarea. As such, this subarea TA-B.x is wholly comprised of lands that are unsuitable for urbanization because of potential impacts on Agricultural.

Area TA-C.a

Area TA-Ca is comprised of 15 parcels located wholly or partially within one-quarter mile of the existing urban growth boundary to the south/southwest and upgrade of Talent. This study area was forwarded for further consideration as an urban reserve because it is in close proximity to the existing urban growth boundary and it is located within the adopted Talent Direction of Urban Growth Area. The area has approximately 375 acres in total, of which 331 acres are severely constrained by steep slope and debris flow hazard potential. See, Map 73 – Physical Features Map. Eight dwellings exist in the area. All but one parcel in the study area is designated either as Agricultural Land or for Forestry/Open Space. The only non-resource parcel is approximately ten acres in size, designated Rural Residential, and located at the far southwest corner of the study area along the Frederick irrigation lateral south of the West Canal. Soils in the area are Class IV-VIII for agriculture but rated at greater than 85 cubic feet per acre per year for timber. The adjoining area within the existing urban growth boundary and above the railroad, although urbanizable, remains unincorporated and lacks access to urban infrastructure.

Access to TA-C.a would similarly be limited because of the railroad and lack of road infrastructure within the adjacent urban growth boundary area. The railroad provides a significant barrier between urban street networks to the north and generally undeveloped and re-developable lands to the south.

The Goal 14 location factors relate, in balance, to TA-C.a as follows:

1. *Efficient Accommodation of Identified Land Needs.* Steep slope, risk of debris flow hazard (landslides), high wildfire hazard potential, and infrastructure constraints would prevent an efficient accommodation of identified land needs in a manner prudent for Urban Reserve planning.
2. *Orderly and Economic Provision of Public Facilities and Services.* As discussed above, this area is situated beyond a portion of Talents UGB that has severe obstacles to achieving

urban level public facilities and services. Because the intervening UGB properties have significant obstacles, this subarea is presented with the same hurdles but to a higher degree.

3. *ESEE Consequences*- The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
 - a. Economic- Debris flow hazard, steep slopes, and wildfire hazard – in addition to access and public facility constraints - would inhibit use of the land for anything other than very low density view properties. Increased risk of slope failure could result in damage to the West Canal and the agricultural uses served as well as life and property in and immediately below the area. Any economic benefits would be further offset by costs of extending infrastructure, provision of urban services, and loss of productive timber soils. Comparative economic consequences would be negative.
 - b. Social- This area serves as a woodlot foreground to the undeveloped hills to the south of the City. The semi-rural development pattern provides for a beneficial transition from urban to rural between the City and the forested lands beyond.
 - c. Environmental- Urban development within steep areas prone to rapid debris flow hazard increases the risk of slope failure, soil erosion, and wildfire in the urban interface that would place the upland forest environment at risk. Upland drainage from the Siskiyou Mountains to the south would be impacted by urban development of what is now a rural woodland environment. Drainage would need to be accommodated in a manner that does not further impact the waters conveyed by the TID canals which are subject to federal regulation under the Clean Water Act.
 - d. Energy- Energy inputs are increased when developing lands that are both steep and higher in elevation than the rest of the City. Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. However, due to the physical constraints posed by the sloped topography, extending services and street networks would create inefficiencies.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- This subject area is not near or adjacent to any agricultural operations outside the Urban Growth Boundary. Wooded upland areas are completely comprised of soils with a forest capability value equal to or greater than 85.8 cfb suitable for commercial timber production. The greatest potential threat that urbanization of the study area would have on surrounding resources is wildfire. Because the nearby woodlands are heavily vegetated and steep, the potential for wildfire spreading through this area and beyond to commercial forest lands to the south is significant.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization. The area is subject to severe geologic and wildfire hazard and is topographically unsuitable for urban levels of development and an orderly provision of public facilities and services.

Area TA-D.a

TA-D.a subarea is situated southwest of and at least partially within one-quarter mile of the Talent Urban Growth Boundary. This subarea totals 233 acres in size, which includes approximately 44.7 acres of Rural Residential land and 188.5 acres of Agricultural land. This area is crossed by Wagner Creek, Wagner Creek Road, Rapp Lane, and the Talent Canal. The western portion of the subarea along Wagner Creek is comprised of lands with Class II agricultural soils and commercial fruit orchards. The Beeson-Foss Farm and its historic orchard located adjacent to the urban growth boundary along Wagner Creek Road is designated as an historic resource by Jackson County.

The exception lands are located within the eastern extent of the study area and south of the Talent Canal. The exception land west of Rapp Lane is bound by Theo Drive on the South and the Talent Canal to the south. Theo Drive is a cul-de-sac

approximately one-quarter mile in length that serves the Pomona Heights Subdivision. The subdivision includes eight lots of 1 to 1.77 acres each in area. The lots are developed with single family homes arrayed in row along the Theo Drive frontage. The area to the rear of the lots could provide a developable area of 200 to 300 feet in depth to the canal if access were extended west from Rapp Lane. The proximity of the canal immediately down-grade raises concern given the limited area available for development and the highly parcelized land configuration.

The exception land extends south along the east side of Rapp Lane comprised of lots and flag lots generally 1 to 1.5 acres in size. The lots further south and upslope are somewhat larger – 1.92 to 2.5 acres. The last two parcels at the southern extent of the study area and furthest uphill where the West Canal switches back are 5.95 and 4.4 acres in size. Although these parcels are located within one-quarter mile of the existing urban growth boundary to the east as the crow flies, they are approximately three-quarters of a mile from the urban growth boundary to the north by way of Rapp Lane.

The Goal 14 location factors relate, in balance, to TA-D.a as follows:

1. *Efficient Accommodation of Identified Land Needs.* The western portion of the study area accessed by Wagner Creek Road could efficiently accommodate identified land needs given generally level terrain and proximity to existing urban facilities. It is, however, comprised entirely of high value farm land. The eastern portion of the TA-D.a would require access by way of Rapp Lane and extension of public services above the Talent Canal. The existing small and/or narrow lot configuration and development pattern coupled with the relative isolation of the area would not promote an efficient accommodation of land needs.
2. *Orderly and Economic Provision of Public Facilities and Services.* The extensive parcelization and fragmented ownership of the exception land area along Rapp Lane coupled with its relative isolation above the Talent Canal would not promote an orderly and economic provision of public facilities and services. Existing homeowners on properties with little redevelopment potential would not willingly support the financing of public facilities necessary to support the few parcels that could be redeveloped. The area to the west accessed by Wagner Creek Road would be conducive to the orderly and economic provision of public facilities and services, but is comprised of high value agricultural land.
3. *ESEE Consequences-*
 - a. *Economic – The majority of the land area comprising TA-D.a is actively and intensively farmed as orchards and vineyards. Many of these orchards and vineyards are recent investments. Moreover, the agricultural land in this area is part of a larger contiguous tract of orchard and vineyard lands southwest and west of Talent. Urbanization of TA-D.a will have a negative economic impact from the direct loss of commercial orchard and vineyard lands and potential negative economic impact on surrounding or nearby agricultural lands based by encroachment of urban uses.*
 - b. *Social - The portion of TA.D.a situated east of Wagner Creek Road constitutes a neighborhood intermixed with rural residents, hobby farms and commercial agriculture. The existing residential development patterns in this area are limited and long standing, and generally exist in balance with the surrounding farm uses. Except for where the owner of the residence is also the owner of the land which contains the intensive farm use, most of the agriculture area is relatively buffered from the homes. Not only would converting this area to urban land directly remove agricultural land from production – which would have the effect of removing open space, it would obliterate the character of a neighborhood that has adapted over time to be compatible with surrounding agricultural uses and lands.*
 - c. *Environmental – Wagner Creek and its floodplain extend through this subarea. A few relatively small identified wetlands are located in the southern part of this area. There are*

- small inclusions in the southeast portion of this subarea that contain steep slopes. Aside from these relatively minor environmental concerns, the subarea is generally free of environmental constraints. Redevelopment of the Pomona Heights Subdivision area adjacent and upgrade (south) of the Talent Canal could impact waters of the state carried by the canal as a result of soil erosion and sedimentation given the limited depth of the redevelopment area.
- d. *Energy* – Comparative energy consequences from urbanization of this area would likely be somewhat positive – similar to any other area within one-quarter mile of the existing urban growth boundary.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The designated Forest/Open Space land to the southeast consists primarily of low elevation mixture of hardwood and brush with some pine and fir. Urbanization of this subarea would increase the potential for wildfire for the nearby wooded lands. Urban wildfire interface standards would be needed to mitigate this conflict. The subarea is also adjacent to nearby Agricultural activities occurring on nearby farm lands outside the urban growth boundary. This subarea is a transition area or interface between urban to rural. Urbanization of TA-D.a would encroach on the regionally important orchard and vineyard land adjacent and nearby to the southwest and west. Areas that would have less impact on resource lands are reasonably available as an alternative to provide for Talent’s identified land needs.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given the importance of the west/southwest portion to be preserved for commercial agriculture and to avoid strongly negative socio-economic consequences to the community’s identity. The exception lands in the eastern extent of the area are topographically unsuited and poorly configured to provide for the efficient accommodation of identified land needs or an orderly and economic provision of public facilities and services. The existing parcelization and development pattern will continue to best function to as an urban to rural interface area.

Area TA-E.a

This study area has approximately 170 acres located immediately west of the City of Talent. The area includes lands that are at least partially within one-quarter mile of the City UGB. A north-south extension of Tarry Lane forms the western border. Beeson Lane forms the southern border. Foss Road crosses the area east-west. The southern boundary of the school-owned "soccer field" property located off Colver Road forms the northern boundary.

As described under the TA-E Coarse Filter section above, except for approximately 15 acres of Rural Residential properties situated near the intersection of Foss Road and Tarry Lane, the majority (156+ acres) of TA-E.a is comprised of Agricultural Land that is almost exclusively dedicated to commercial orchard production.

The Goal 14 location factors relate, in balance, to TA-E.a as follows:

1. *Efficient Accommodation of Identified Land Needs.* This area is immediately adjacent to the UGB. Services including municipal water, sewer, and power are relatively close-by within the adjacent urban neighborhoods to the east. The entire area is flat and there are almost no natural constraints. The land could efficiently accommodate identified land needs. It is, however, comprised entirely of high value farm land in commercial production.
2. *Orderly and Economic Provision of Public Facilities and Services.* This area is adjacent to the urban growth boundary and existing public facilities and services. The area can be provided public facilities and services in an orderly and economic fashion.
3. *ESEE Consequences-*

- a. *Economic* – The bulk of the land area comprising TA-E.a is actively and intensively farmed as orchards and vineyards. Many of these orchards and vineyards are recent investments. This is part of an area of large contiguous blocks of orchard and vineyard lands extending a few miles southwest and west of Talent – an area recognized as very important to the regions Agricultural economy. Urbanization of TA-D.a will have an adverse negative economic impact from the direct loss of commercial orchard and vineyard lands and potential negative economic impact on surrounding or nearby agricultural lands based on indirect impacts resulting from introduced urban conflicts.
 - b. *Social* - Converting this area to urban land would directly remove agricultural land from production – which would have the effect of removing open space important to the character of the City and the Wagner Creek valley as a whole.
 - c. *Environmental* – Only one fairly small pocket of wetland is identified as being within this subarea. Thus, urbanization of TA-E.a would have few negative environmental consequences.
 - d. *Energy* – For the same reasons discussed under items 1 and 2 above, urbanization of this area would not have strong negative energy impacts.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no nearby Forest Activities. The 170+ acres comprising TA-E.a is part of an area of large contiguous blocks of orchard and vineyard lands that extends a few miles southwest and west of Talent – an area recognized as very important to the regions Agricultural economy. Urbanization of TA-D.a will not be compatible with these Agricultural activities occurring adjacent and nearby Agricultural Lands. Except for a limited need to provide a north-south street connection adjacent to the existing urban growth boundary to connect school facilities, which will be discussed as part of Area TA-1, identified urban land needs could be reasonably accommodated in other areas that would have less effect on regionally important agricultural land.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given that the area is devoted primarily to high-value agricultural use. The loss of the high value agricultural land base would have strongly negative economic consequences directly to the agriculture sector and indirectly to the community's strong identity with historic agriculture settlement in this area.

APPENDIX C

Urban Reserve Management Agreement

**AGREEMENT BETWEEN THE CITY OF TALENT (CITY), OREGON
AND JACKSON COUNTY (COUNTY), OREGON
FOR THE JOINT MANAGEMENT OF THE TALENT URBAN RESERVE**

WHEREAS under ORS 190.003 to 190.030, and 197.175, et seq. City and County are authorized to enter into intergovernmental agreements and are required to prepare and adopt Comprehensive Plans consistent with Statewide Planning Goals; and

WHEREAS City and County have previously entered into an intergovernmental agreement setting forth their rights and responsibilities within the Urban Growth Boundary (UGB) and outside the incorporated City boundaries and this Agreement remains in full force and effect; and

WHEREAS under OAR 660-021-0020, City and County are authorized to establish Urban Reserves and City and County have adopted an Urban Reserve as well as plan policies and land use regulations to guide the management of this area pursuant to OAR 660-021-0020; and

WHEREAS City and County recognize the importance of providing an orderly transition of urban services from County to City jurisdiction and administration as the Urban Reserve transitions from a rural to an urban character; and

WHEREAS ORS 190-003, et seq. requires that an intergovernmental agreement relating to the performance of functions or activities by one unit of local government for another shall be adopted and shall specify the responsibilities between the parties;

NOW, THEREFORE, City and County agree as follows:

1. Definitions

BOC: Jackson County Board of Commissioners.

Comprehensive Plan: State-acknowledged comprehensive plan adopted by City or County.

Council: City of Talent City Council.

LDO: Jackson County's Land Development Ordinance.

Nonresource Land: Land that *is not* subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).

Planning Services: Legislative activities, such as adoption and amendment of comprehensive plan text and maps, adoption and amendment of land use regulations, and quasi-judicial processing of land use actions.

Resource Land: Land that *is* subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).

Urban Growth Boundary (UGB): The boundary separating urban and urbanizable lands in and adjacent to City from rural lands under County jurisdiction.

Urban Growth Boundary Management Agreement (UGBMA): The current agreement between County and City concerning the management of the lands within City’s urban growth boundary. Such agreements may be alternatively referred to as “Urban Growth Management Agreements” (UGMAs), “Urban Growth Boundary Agreements” (UGBAs), “Urban Area Management Agreements” (UAMAs) and “Urban Growth Boundary and Policy Agreements” (UGBPAs).

Urban Reserve (UR): Lands outside of a UGB identified as highest priority (per ORS 197.298) for inclusion in the UGB when additional urbanizable land is needed in accordance with the requirements of Statewide Planning Goal 14.

Urban Facilities and Services: Basic facilities that support urban development in accordance with a Comprehensive Plan and that are primarily planned for by cities but also may be provided by counties or districts. Urban facilities and services include, but are not limited to: fire protection, sanitary facilities, potable water delivery, storm drainage facilities, streets and roads (including bike lanes and sidewalks), planning, zoning and subdivision control, health services, parks and recreation facilities and services, transportation and community governmental services.

2. Intent and Purpose of Agreement

The intent and purpose of this Agreement is for City and County to:

- A. Enhance long-range planning in the Urban Reserve.
- B. Maintain and improve coordination and communication between City and County.
- C. Develop consistent policies and procedures for managing urban growth and development within the Urban Reserve.
- D. Minimize impacts to property owners, local governments and service providers related to the transition of property from within the Urban Reserve to within the Urban Growth Boundary.

3. Urban Reserve Planning and Zoning

- A. OAR 660-021-0040(2) requires that development and land divisions in exception areas and on nonresource lands must not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. In accordance with this and other requirements in State law, the Jackson County Comprehensive Plan and Land Development Ordinance will specify an appropriate minimum parcel size for new land divisions in the UR and the following provision will apply:

Prior to approval of any new development, property owners must sign a deed declaration acknowledging that existing or proposed development on their

property may be impacted by future urbanization, including the installation of public utilities and streets.

- B. Per OAR 660-021-0040(3), for exception areas and nonresource land in the UR, zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning at the time of execution of this Agreement shall not be permitted. This regulation shall remain in effect until such time as the land is annexed into the City.
- C. Per OAR 660-021-0040(4), resource land that is included in the UR shall continue to be planned and zoned under the requirements of applicable Statewide Planning Goals.

4. Process for Exercising Responsibilities in the Urban Reserve

- A. Per OAR 660-021-0050(1), unless otherwise agreed to, designation of the local government responsible for building code administration, enforcement of land use ordinances, and land use regulation in the Urban Reserve shall be:
 - (i) *Prior to inclusion within the UGB:* County
 - (ii) *After inclusion within the UGB:* Per current agreement (e.g., UGBMA)
 - (iii) *After annexation into the City:* City
- B. Per OAR 660-021-0050(2), designation of responsibility for the current and future provision of sewer, water, fire protection, parks and recreation, road maintenance and improvements, and stormwater facilities within the UR are described below and shown on the map attached hereto and incorporated herein as "Exhibit 1."
- C. Per OAR 660-021-0050(3), the terms and conditions under which responsibility for the provision of urban facilities and services will be transferred or expanded in the UR are described in Section 5, below.
- D. Per OAR 660-021-0050(4), and to ensure involvement by affected local governments and special districts, procedures for notification and review of land use actions in the UR to ensure involvement by affected local governments and special districts are as follows:
 - (i) All land use actions shall be processed by County. After receiving an application or developing a proposal, County will request comments from City and other affected local governments and special districts concerning the requested land use action. County will provide these parties with 45 days notice before the first hearing of any proposed County Comprehensive Plan, Comprehensive Plan map, zoning map or zoning regulation amendment in the Urban Reserve.
 - (ii) Upon request for comments on a land use action in the UR, City and any other affected local governments and special districts will have an opportunity to recommend approval, recommend approval with conditions, or recommend denial of the land use

action. In consideration of City's comments, County will recognize that City has a unique interest in ensuring the efficient transition of the UR area from rural to urban land uses.

- (iii) County staff will incorporate any comments received into the staff report and present them to the initial and final hearing body. Additional comments by City or other affected local governments, or special districts, concerning the land use action will be heard and considered as part of County's land use hearing process.

5. Transition Policies Relating to Service Responsibility in the Urban Reserve

- A. Sanitary Sewer Service. There will be no provision of these services in the UR until City and/or Rogue Valley Sewer (RVS) services are available consistent with the provisions of Statewide Planning Goal 11, its implementing regulations, and the regulations of the respective sanitary sewer service provider. Subsequent to annexation, City may require hook-up, per City standards, to sanitary sewer services. Nothing in this provision shall limit the ability of individuals to provide individual services, under provisions of applicable State and local law(s), on their own private property within the Urban Reserve. The attached map (Exhibit 1) depicts City's UGB and city limits, within which sanitary sewer service is the responsibility of City and/or RVS. County has no sanitary sewer service responsibilities.
- B. Potable Water Service. There will be no public provision of these services in the UR until urban services are available consistent with the provisions of Statewide Planning Goal 11 and the regulations of the respective public water provider. City shall be the sole and only public provider of water, except for existing water districts. Nothing in this provision shall limit the ability of individuals to provide individual services, under provisions of applicable State and local law(s), on their own private property within the Urban Reserve. The attached map (Exhibit 1) depicts City's UGB and city limits, within which potable water service is the responsibility of City. County has no potable water service responsibilities.
- C. Fire Protection. Jackson County Fire Protection District #5 has responsibility for fire protection services within the UR, UGB and City's limits. The attached map (Exhibit 1) depicts the boundaries described above.
- D. Parks and Recreation. County provides parks and recreation services outside of City's limits (including the UR and UGB), while City provides these services within City's limits.
- E. *Road Maintenance and Improvements.*
 - (i) *County Roads.* County maintains county roads within the UR. County will retain jurisdiction and be responsible for the continued maintenance of these road(s) until annexation by City. When City's UGB is expanded into the URA, County will require (e.g., through a condition of approval of UGB amendment) that City assume jurisdiction over the county roads within the proposed UGB at the time of annexation into City regardless of the design standard used to construct the road(s) and regardless of when and how the road(s) became county roads. The transfer shall occur without compensation and City shall not impose other conditions that might otherwise be allowed under ORS 373.270(6). County shall ensure the pavement condition of the road(s) is in good or

better condition at the time of the transfer as determined by county's Pavement Management Grading System.

When a proposed UGB amendment will result in a significant impact to a county road(s) already within City's limits, or existing UGB, such that the proposed amendment depends on said county road(s) for proper traffic circulation, then a nexus is found to exist between the proposed UGB expansion and said county road(s). Where such a nexus exists, the county may require, as a condition of approval, the transfer of all, or portions of, said county road(s) within the existing UGB or City's limits at the time of annexation, regardless of the design standards to which the road is constructed. This transfer shall occur without compensation and shall not be subject to other conditions that might otherwise be allowed under ORS 373.270(6). County shall ensure the pavement condition of said road(s) is in good or better condition at the time of the transfer as determined by county's Pavement Management Grading System.

- (ii) State Highways. The Oregon Department of Transportation (ODOT) maintains state highways within the UR. ODOT retains jurisdiction and maintenance responsibilities on all state highways in the UR after inclusion within City's UGB and after annexation by City except where jurisdiction is transferred to City or County by separate agreement.

The attached map (Exhibit 1) depicts roads within the UR where, if the road is publicly-maintained, either County or ODOT has responsibility for road maintenance and improvements. Upon annexation, City will assume jurisdiction along with road maintenance and improvement responsibilities over the entire right-of-way of said road(s) currently maintained by County within the annexation area.

- F. Stormwater Management. County provides limited, if any, public stormwater management services within the UR. City provides stormwater management services within the City's limits. Transition of public stormwater management responsibilities from County to City will occur upon annexation by City. The attached map (Exhibit 1) depicts the UR wherein County has responsibility for public stormwater management services until annexation by City.
- G. Special Districts. City must agree to the formation of any special district within the UR prior to the approval of the formation of the district by County. This provision shall not apply to County-wide service districts formed under ORS Chapter 451.
- H. Service Expansion Plans. As the future provider of water, sewer, parks and recreation, road maintenance and improvement, and stormwater management services in the UR, City shall prepare and update service expansion plans and these plans shall be consistent with the UGBMA between City and County. These plans shall provide a basis for the extension of services within the UGB and shall be referred to County for comment.

6. Review, Amendment and Termination of this Agreement

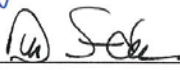
- A. This Agreement may be reviewed and amended at any time by mutual consent of both parties, after public hearings by the Council and the Board of Commissioners.

- B. Any modifications to this Agreement will be consistent with City and County comprehensive plans and state law.
- C. Staff from City and County will attempt to informally resolve any disputes regarding the terms, conditions, or meaning of this Agreement. For any disputes not resolved through this informal process, the Council and the BOC will meet jointly in an attempt to resolve those disputes. Either party may request the services of a mediator to resolve any dispute.
- D. This Agreement may be terminated by either party subsequent to dissolution of the Urban Reserve. Such termination shall proceed through a properly noticed public hearing process.

JACKSON COUNTY BOARD OF COMMISSIONERS


Dennis C. W. Smith, Commissioner



John Rabor, Commissioner


Don Skundrick, Chair

CITY OF TALENT CITY COUNCIL


William Cecil, Mayor

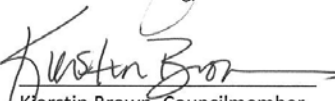

Teresa Cooke, Councilmember


Sherman Lamb, Councilmember



E.J. McManus, Councilmember


Chris Auer, Councilmember


Diane Glendenning, Councilmember


Kierstin Brown, Councilmember

APPROVED AS TO LEGAL SUFFICIENCY:


County Counsel

THE HISTORY OF TALENT AND HISTORIC PRESERVATION POLICIES AND STRATEGIES

[Adopted by Ord. No. 944; Effective 10/19/2018]

Our cultural heritage is one of our most valuable and important assets. Communities have a vital interest in the preservation and management of historic sites and structures for their scientific, cultural and economic value. The preservation and rehabilitation of historic resources are of prime importance. It protects aesthetic resources, and creates a positive factor for business location decisions. Rehabilitation projects create labor intensive jobs, conserve energy and material resources, and minimize the impacts of redevelopment on landfill capacity. For these and other reasons, promotion of the protection of historic and cultural resources is included in State Land Use Planning Goal 5.

The writers of the original Talent Comprehensive Plan recognized that historic buildings are familiar features that give people a sense of place, engendering a special feeling of affection and responsibility for one's hometown. An understanding of local history and daily contact with the landmarks that represent our community heritage create a vital link to who we are and where we have been as a community. For citizens who have lived in Talent for a long time, this history is their history. For the newcomers, the character of the town is often what brought them here. To preserve what is unique and charming and comfortable about the City of Talent, we must plan for the future based upon a healthy respect for the city's past.

THE HISTORY OF TALENT

Before European-American settlement of the Rogue Valley, the fertile alluvial plain provided sustenance for the Shasta people and various tribes of the Takelma people. The area provided acorns in abundance, camas bulbs, seeds and berries as well as deer, salmon and other fish. Field burning was practiced to allow harvest of tarweed seeds and also served to enhance understory conditions for berries. Abundant materials were available for the creation of twined baskets and dwellings. Winter homes were rectangular wood structures, built with tamped earth floors two feet or more subgrade. A low inner wall further insulated occupants from winter's cold, and provided room for storage between the two walls.

It is not clear how far north the Shasta tribes' territory extended when fur traders and later settlers entered the area. But it is known that a Shasta seasonal encampment was located along Wagner Creek near Bear Creek. Some historians believe the Shasta were the dominant tribe in this area before the Takelma took control. The Latcava, a subgroup of the Takelma, lived in the immediate area of what is now Talent. One distinction between these two Takelma groups is that the Latcava used rafts for water travel, while others of the Takelma had canoes, a significant technological advantage.

The Takelma were a strongly territorial group of tribes with a communication system that allowed them to relay messages from the California border to the Willamette Valley. In spite of their sophisticated communications, it does not appear that the Takelma had a formal

political structure beyond the tribal level. The different groups of Takelma and other area tribes were referred to collectively as the Rogue Indians.

It was only five years from the first successful settlement of the Wagner Creek area to the last battle of the “Rogue River War”. That last battle started in October 1855. Gold miners were particularly aggressive in the elimination of the native population, both by acts of aggression and by the destruction of fish habitat caused by typical mining practices. Local treaty attempts that included retention of hunting and fishing rights were never ratified. Treaty negotiations were primarily conducted in Chinook, a pidgin language that fur traders had developed in the process of trading in the region. This practice further undermined the possibility of fair or otherwise successful treaty negotiations.

After the war ended in June of 1856, the remaining native people were moved to a reservation at Table Rock. When local hostilities did not end, the Table Rock Reservation was dissolved and the local people were removed to the Grande Ronde Reservation on the Oregon coast. The Grande Ronde Reservation was closed in 1956, but the Confederated Tribes of the Grande Ronde were restored to tribal status in 1983, an action which restores the group’s treaty rights.

At this time, the city does not have any evidence of archaeological or other Native American cultural resources located within the city and urban growth boundary. In the aftermath of the 1997 New Years Day Flood an archaeological assessment was required before streambank restoration could take place. No evidence of cultural resources was documented in that assessment.

European Settlement

The history of the settlement of Talent is a microcosm of the history of the settlement of the West. Dramatic changes in the society have typically been precipitated by changes in transportation systems. Pioneer wagon trains, the railroad, the automobile, the state highways and the “information superhighway” define the eras of local development.

The Pioneers - 1850 to 1880

The first settler in the area was Jacob Wagner who arrived in 1852 and completed his house in 1853. During the summer of 1853 Captain Alden and his men from Yreka California built a fort on Wagner’s property to help protect early settlers from the Indians. The fort was also used as a place of worship.

Settlement had begun. From August 1853 to January 1854, three notable wagon trains arrived. The Lupton train included sixty wagons. The Preachers’ train brought a number of ministers and church members. The Stearns train included twenty-eight family members and several other wagons.

One early Talent citizen, John Beeson, was an early proponent of civil rights for Native Americans. His writings on the affairs of the Indians and early settlers are still considered authoritative. His views were very controversial, both locally and in Washington, D.C. where he lobbied for Indian rights. He left the Rogue River Valley to avoid a lynch mob. His son, Welborn Beeson, kept a daily journal that began when his family began their trek to Oregon

and continued throughout his life. His diaries are an excellent source of information about pioneer life in Oregon, and are preserved in the University of Oregon Special Collection.

Other notable early settlers include John P. Walker, D.P. Brittan, John Holton, and Samuel Robinson. E.K. Anderson, his brother Firman, G.H. Lynch, William Patterson, and George F. Pennypacker. The history of the life and times of these settlers can be found in various historic references.

The city is named for another settler who came later, Aaron P. Talent. He was a carpenter and farmer, and he established what was probably the first retail business between Ashland and Phoenix when he opened a general store. The name “Vernon” was proposed for the town at one time, and A.P. Talent himself suggested the town be called “Wagner,” but the U.S. Post Office had the final authority, and they named the town Talent.

According to historic records and anecdotal information, the community can claim many firsts in the history of Southern Oregon.

1. The first known school house in the County was built in the summer of 1854 on the banks of Bear Creek about a quarter mile northeast of the Fort Wagner.
2. The first wheat and oats were planted and sold by E.K. and Firman Anderson in 1853.
3. Samuel Robinson set out peach seeds in 1853, establishing what is believed to be the first peach orchard in Southern Oregon.
4. The first grapes grown in the valley were in the Wagner Creek area.
5. Walnut trees located at the Van Aucken House (also known as the Emmet Beeson or Stearns place) were planted prior to 1859 and are believed to be the county’s first. There are other walnut trees from this period associated with the Fort Wagner site, on Wagner Street near John Street and along Wagner Creek Road.
6. Jacob Wagner established the first water right in Oregon when he dug irrigation delivery ditches from Wagner Creek to his fields. This feat was monumented by the state in 1952.
7. One of the first two sawmills in Jackson County was operating on Wagner Creek as early as 1854.
8. The Baptist Church at the corner of Main and “T” streets is the oldest Baptist church in Southern Oregon, and is believed to be the second oldest of its kind in the state.
9. The first commercial agricultural shipment by train out of the Valley originated in Talent.
10. Political firsts include the first woman in the state to be elected to public office after suffrage; Miss Leta Luke was elected as City Recorder in 1912. Also in 1912 the city elected William H. Breese mayor, one of very few Socialist mayors ever elected in the

state. And in 1913 Minnie Vogelli was appointed as a City Councilor.

Diverse geographic features in the area are named for early settlers. Wagner Creek, Wagner Butte and Wagner Gap are all named for Jacob Wagner. Anderson Creek, Anderson Butte and Anderson Gap are named for the Eli K. Anderson family that arrived in 1854. McDonald Creek and McDonald Peak are named for D. McDaniels who was a gold miner in the area circa 1885. Greely Creek is named for Uncle Henry Greely who homesteaded up in Wagner Gap in the 1860's.

Town development in the pioneer period was near Wagner Creek along the old road from Phoenix to Ashland, which was in the general location of the current Talent Avenue. Community facilities included a stage stop, the Baptist Church and Fort Wagner. A second school was established near where Wagner Creek now crosses Rapp Road. The Baptist Church is the only downtown building remaining from this period.

The Railroad Era - 1880-1900

The railroad arrived in the Bear Creek Valley in the 1880's, and the rail to Talent was opened in 1884. However, the nearest depots were located in Ashland and Phoenix. On March 18, 1888 there was a meeting held for the express purpose of "obtaining a depot." The community donated land to the railroad and acquired easements for a side rail. Those efforts enabled them to negotiate an agreement to establish the Talent Depot. Talent became an important shipping and receiving point, at first serving mainly the local farming community.

Construction of the railroad stimulated other commercial activity. Businesses including hotels, restaurants, blacksmith shops, a barber shop and others were established. Sales and service businesses were concentrated between the railroad and the old highway.

The original town plat was developed in anticipation of the railroad depot. New residential development was encouraged in the area by the creation of over fifty residential lots. The original town plat located residential lots west of the railroad tracks and a variety of lots east of the tracks in the area that is now the downtown area. The town plat was recorded by A.P. Talent in 1889. The Gibson Street subdivision was also platted in this period. There are about twenty-one residences remaining in the city that appear to have been built prior to 1900. Some of them were originally farm houses. The building boom started by the introduction of rail service appears to have continued to some extent until the time of the Great Depression.

The Early Motor Age - 1900-1940

Talent was more of a commerce center around the turn of the century than it is today. Travel within and beyond the valley was slow. Even when the automobile came onto the scene around 1907, the lack of paved roads, the state of the technology and the fact that few people owned cars kept the pace of life relatively slow. Talent's first speed control ordinance set a seventeen mile per hour speed limit. The sales and service needs of the area were still best served by businesses located within walking and wagon distance from farms and homes.

The Old Pacific Highway was paved in the 1910's and twenties. The Jackson County section was the first paved for the full length of a county; the first leg of what was to become the

most ambitious road project on the North American continent at that time.

In 1910, when the population was about two hundred fifty, the city was incorporated. Within a few years of incorporation municipal water, street lights, and private gas and electric service were available in Talent. After a major fire in 1911 destroyed most of the downtown commercial area, the town was rebuilt. Wolters Store (later, the original Rick's Market) was built after the fire. By 1923 the store, a bank, two hotels, a lumber yard, four churches, three lodges and various other businesses were established.

The area's farm economy was based upon the orchard industry, market garden produce and berries. The location of a cannery in Talent, sometime prior to 1923, encouraged commercial levels of production. Logging also gained an increasing economic share as the introduction of motorized vehicles increased access to timber and reduced the time and cost required to get logs to market. Logging activity was supported by several small mills in the Talent area.

The population grew with commercial development. Soon after incorporation in 1910 there were four subdivisions platted in the city. Residential development was mainly in the north part of town, along Gibson and Fairview Streets; along Front and First Streets north of Main; along Wagner and Main Streets west of the railroad tracks; and along Talent Avenue south of Wagner Street. A large lot subdivision, Hyde Park Subdivision, was platted outside of the city limits to the southeast, but it was never fully developed and has been redeveloped in the nineties with smaller single-family lots.

Talent grew steadily into the twenties when two major events changed the economic landscape permanently. In the late nineteen-twenties the main railroad service was shifted to Klamath Falls. And the Great Depression slowed commerce dramatically nationwide. Talent's estimated population of five hundred fifty in 1924 dropped to 381 by 1940. But the paving of the new, four lane Pacific Highway 99 in 1935 kept Talent on the map.

The Automobile Age - 1940-1960

Talent recovered quickly after the Depression. The population almost doubled between 1940 and 1950, to 739 people, and continued to grow to reach 868 by 1960. But the development of Highway 99 to the east of the downtown commercial district changed traffic patterns significantly, and downtown business suffered. The city annexed land out to the new highway and new commercial development was generally oriented to the highway corridor.

Increased mobility allowed the population to work and shop further from home and the town transformed from a service and commercial center to a quiet bedroom community. Talent became a part of a regional urban community rather than an independent urban center in its own right.

Four new subdivisions invited residential growth; three inside the city limits (only one of which developed quickly) and one south of the city along the old section of Meadowslope Drive. Most new housing starts occurred as infill in older neighborhoods and along Talent Avenue where residential development extended further to the south.

The Freeway Period - 1960 to the Present

Interstate 5 was completed in the Rogue Valley in 1963, once again diverting through traffic away from Talent's commercial center. The freeway further enabled commuters to work and shop away from their home towns. The freeway brought national retailers to the Rogue Valley and encouraged the development of large retail centers that are accessible almost exclusively by car. The freeway also increased the viability of shipping fresh food products out of the region, allowing farming and value-added food products to continue as a mainstay of the local economy.

Commercial development has continued to be most active along Highway 99. Valley View Road between the freeway and the highway has also begun to be developed in the mid-nineties with a WalMart, ARCO and improvements to the Truck Stop attracting extra-local commercial traffic, a small shopping center that includes three restaurants and several small service businesses, and the redevelopment of the Hanscom Barn into an antique store.

Residential development has proceeded faster than commercial development in this period. The size of the city has more than tripled due to annexations. In the early part of this period seven mobile home parks were established that continue to provide much of the city's low and moderate income housing. There were eleven new subdivisions between 1960 and 1980 and about as many again from 1980 to 1998. Development of residential uses has extended south along Talent Avenue, to the west on North First, Second, Third and Fourth Streets, and more recently across Highway 99 between Valley View and Suncrest Roads. Development was slow in the eighties due to an economic recession that started in 1981 and caused major job losses throughout the region.

Subdivisions platted since 1990 have usually been built out quickly, with contemporary developers both creating the lots and constructing the homes. Housing alternatives established since 1960 include independent living and assisted care options for older citizens as well as a retirement subdivision and an adult manufactured home park; two large apartment complexes for both adults and families; and an apartment complex developed for farm worker families.

The Information Age

While surface transportation options still shape new land development decisions, the information age is affecting the city in a subtle but profound way. Electronic information technologies create economic opportunities unlike any others in history. There are many computer-based home occupations in the city and new home occupation applications are dominated by computer-based businesses. In addition, many home occupations are service businesses that require only phone use and record keeping in the home. An increase in people working at home reverses a long period of time characterized by increasing commute times and distances. We have spent almost a hundred and fifty years working constantly to increase opportunities for moving people and products further and faster. Now the opportunity to maintain contact with the world without leaving our homes has the potential to reverse that trend. People working at home are more likely to use local services and to spend time in local places. In turn, they are likely to experience an enhanced "sense of place" that includes pride in the city's cultural resources and the quality of neighborhoods.

Historic Preservation Efforts to Date

When the original Talent Comprehensive Plan was developed in 1978-1981, the City Planner proposed a Historic Element to be included in the plan. No historic element was adopted directly into the plan, but a Historical Element Data report was developed that was adopted by reference. The “History of Talent” section of this element is based, in part, upon the brief history told in that report. The report includes some interesting maps showing development at the different stages of the city’s development. Map “A,” Early History 1850-1880, shows the location of several pioneer era landmarks. Map “B,” Railroad Commercial History 1880-1900 inventories known landmarks of the railroad development period. Map “C,” Railroad Residential History 1880-1900, shows the locations of several houses of this period. The original town limits and new structures established in the wake of the 1911 downtown fire are shown on Map “D,” Early Motor Age History: 1900-1940. Map “F” shows development between 1960 and 1978.

Chapter II of the 1981 Comprehensive Plan includes two policies showing a commitment to historic protection. Findings and Policies Issue #5 states that “(a)reas, sites and structures important to Talent’s identity and history shall be identified and preserved,” and further prescribes minimal street development standards and the concept of design compatibility for new structures. Issue #6 item 6, regarding “buffering” generally, anticipates a need to buffer or otherwise protect historic resources from incompatible uses and architectural styles.

The 1980 Talent Zoning Ordinance (as amended) includes Article 13, a “Historic Sites, Buildings and District Overlay” zone. The article specifies two parts of town, the part of the original town plat that lies west of the railroad tracks, and the Gibson Street neighborhood, as the historic district. It also names sixteen properties as historic resources. It is clear that many important historic resources are not included on this list, primarily in the downtown area. The ordinance is typical of such ordinances of its time, and doesn’t provide clear direction how new construction and reconstruction can be accomplished that will be compatible with the historic character of any affected structure or area. Talent has an active Historical Society that was incorporated as a nonprofit corporation on June 3, 1994. It had its first public event and membership drive in May of that year, and by Fall had eighty members. The group is incorporated as a 501-3-C nonprofit organization. The Historical Society maintains a small museum in the Community Center. In 1998 the Historical Society hired a director with professional management experience.

In Fall 1994 the City Council created the Architectural Review Committee to implement the review process assigned to the Planning Commission in Article 13. At this time the City Planner requires developers to consult with the Architectural Review Committee before signing off on construction plans for affected properties. Compliance with the committee’s recommendations is voluntary, but compliance levels are high, due in large part to the common sense approach taken by the committee. The committee also actively seeks out material resources that developers can incorporate into their projects, usually at a cost savings.

The Community Center Restoration Commission was also formed in 1994. This group was formed to complete the community center restoration project started by the Historical Society the previous year. The group has secured grant money for complete restoration of

the facility and the ongoing repairs are scheduled for completion in 1999.

In June of 1994 the City completed a “Historic Context Statement” that expands upon the history of the area. The Context Statement is adopted herein by reference as a supporting document to this element and as a source of more detailed historic information. The study was funded by a grant from the State of Oregon Historic Preservation Office (SHPO)¹. The purpose of a context statement is to put the human geography and development patterns of the town into context in a manner that can be used to evaluate the significance of individual resources. There is a summary of local history, a description of housing and commercial building types and styles represented or expected to be represented in the city, and an explanation of how “significance” is determined and ranked for historic properties. The study further discusses the current status of historic preservation efforts in the city and makes recommendations for improvement of the ordinance discussed above. One strong recommendation was that the city conduct a detailed inventory of historic resources.

A year later, in July of 1995 a “Survey of Cultural and Historic Resources” was completed, with the original town plat as the study area. That survey is adopted herein by reference as a supporting document to this element and as a source of more detailed historic information. This study was also funded by a grant from SHPO². The inventory started with 216 individual properties. Through a process of eliminating properties that failed to meet historic criteria, an inventory was developed. Based upon a methodology that is described in detail in the inventory report, seventy-two properties, structures and other resources were found to have historic significance and were classified as “primary,” “secondary,” and “contributing.”

In 1996 the city produced “Building Right: A Guide to Construction and Remodeling in Talent’s Historic District.” This project was funded half by the National Trust for Historic Preservation, and half by the City. The guide book is intended to help property owners in the historic district to design construction and remodeling projects that fit in with their neighborhood. The guide book has both simple rules of thumb and specific design and materials information.

In 1996 the city also approved a site development plan for a new transit depot next to the railroad tracks on Main Street, designed and to be developed with grant and transportation funds. The depot structure will be a reproduction of the historic Talent train station. It will also be the focal point of proposed mixed use, transit oriented land use planning in the downtown area. The State Historic Preservation Office considers such reconstruction to be a valid preservation effort, adding to the historic context of the city.

All of the above planning and information projects demonstrate the city’s ongoing commitment to historic preservation. The notion of successful historic preservation

resulting from a voluntary program is compelling. But growth pressures in Talent are increasing, and relying on a voluntary program under high growth conditions may not be adequate to protect the historic fabric of the town.

¹ SHPO is funded by the National Parks Service. Additional funding was provided by the Talent Urban Renewal Agency and Pacific Power.

² Additional contributions were received from the Urban Renewal District, Western Bank, Brian Prechtel Photography and Valley of the Rogue Bank.

The following policies and implementation strategies are intended to encourage historic preservation in a manner that protects our way of life and improves the local economy over the long term.

POLICIES AND IMPLEMENTATION STRATEGIES

The purpose of this Comprehensive Plan Element is to establish policies and implementation strategies to encourage activities that contribute to the protection of the historic context of the area by further improving our understanding of local history, optimizing opportunities for preserving our historic resources, and promoting compatible new construction.

POLICY 1: A Sense of Place. It is the policy of the City of Talent to preserve the historic resources of the city as a way to maintain its unique character and to provide for the social and economic needs of the people who live here.

Findings: A 1995 study of values and community issues in Talent, funded by the state Transportation and Growth Management project resulted in a document titled “I Feel Famous Here.” While the social landscape is changing because of population growth, for many residents there is still a sense that everyone knows everyone. The “I feel Famous . . .” study concludes that many of the reasons people give for moving to or remaining in Talent are shared across all sectors of the local population, regardless of the number of years spent in Talent, ethnicity, age group, education or income levels. The citizens of Talent value its rural atmosphere. They want transportation improvements and new businesses that improve the functionality of the town. They want pedestrian connections between neighborhoods so they can use the town the way its founders used it before the days of the automobile. Historic preservation and designing and scaling new construction to be compatible with the traditional scale of buildings in and around historic sites and neighborhoods help to support this vision.

IMPLEMENTATION STRATEGIES:

1. Review all proposals for new development in and around historic resources to find opportunities to create or maintain pedestrian connections between neighborhoods, public areas and private enterprises.
2. Minimize pavement in historic neighborhoods by promoting the use of paved pedestrian paths in areas where urban style curb/gutter/sidewalk development is inappropriate and by adopting development standards allowing minimal street widths without compromising public safety, utilities or public transportation. Consider the possibility of vacating excess right-of-way on side streets that do not have the potential to become through streets.
3. Promote downtown development with signs, facades and displays oriented to sidewalks, and with parking behind buildings to the fullest extent possible.

4. Develop outdoor lighting standards in historic areas and near historic sites that are appropriate to the style and scale of development as well as Talent's history.
5. Include green areas and street trees in historic areas and at redevelopment sites near historic sites to maintain the rural character of the city and to promote a sense of safety and comfort for pedestrians.
6. Encourage the inclusion of benches and other pedestrian friendly elements in public and private spaces to encourage people to spend time in the downtown and other neighborhoods.
7. Encourage the development and maintenance of quality housing in the downtown and other central areas to promote foot traffic for downtown businesses and a 24-hour presence in the core area.

POLICY 2: Good Information is Vital for Both Education and a Sensible Approach to Historic Preservation. It is the policy of the City to continue to collect information about local historic resources and to support the Talent Historical Society as the archive for local historic information.

Findings: Historic buildings and sites are familiar features that give people a sense of place, engendering a special feeling of affection and responsibility for one's hometown. To preserve what is unique, charming and comfortable about the City of Talent, we must plan for the future based upon a healthy respect for the city's past. The basis for such planning is the collection and analysis of the best available historic information. Information about the area's history prior to European settlement, in particular, is needed to ensure that cultural resources are not violated due to ignorance.

IMPLEMENTATION STRATEGIES:

1. Complete the inventory of historic sites, buildings and features within the city and the urban growth boundary.
2. Encourage additional research on pre-settlement peoples.
3. Amend applicable ordinances to ensure that historic inventory information is provided with applications for any proposed Urban Growth Boundary adjustment or annexation, and for any new development on lands outside of the inventory study area.
4. Collect and maintain records of sites and structures that have been or are proposed to be demolished in order to maintain the basis for the historic context of the city.
5. Support the Talent Historical Society as the local archive for historic records.

POLICY 3: Education is the Key to Developing a Lasting Commitment to Historic Preservation. It is the policy of the City to make information about historic resources readily available to all interested parties.

Findings: Our cultural heritage is one of our most valuable and important assets. An understanding of local history and daily contact with the landmarks that represent our community heritage create a vital link to who we are and where we have been as a community. For citizens who have lived in Talent for a long time, this history is their history. For new residents, the character of the town is often what brought them here. The City has an interest in educating the public about the city's history, particularly so they understand the basis for our commitment to historic preservation.

IMPLEMENTATION STRATEGIES:

1. Collect and make available educational materials and activities to share the history of the city and the surrounding area, to promote understanding and to encourage historic preservation.
2. Maintain a pro-active relationship between the City Planner, the Architectural Review Committee, the Talent Historical Society, the Southern Oregon Historical Society, and the local library to make local cultural and historic resources accessible to all.
3. Develop and distribute an annual advisory to all historic property owners to ensure that they understand the status of their property, local regulatory authority, financial benefits and incentives for historic preservation, and their opportunities for community support for restoration and other improvements.
4. Work with schools to disseminate historic information, encouraging the inclusion of local history in the curriculum.

POLICY 4: Historic Preservation is Important to the Local Economy. It is the policy of the City to capitalize upon local historic resources to create a positive business climate.

Findings: The preservation and rehabilitation of historic resources are important factors in business location decisions because it demonstrates the vitality of the community and is attractive to employees who must relocate for their jobs. It conveys a sense of continuity and stability in the community. Rehabilitation projects create labor intensive jobs, conserve energy and material resources, and minimize the impacts of redevelopment on landfill capacity. For these and other reasons, protection of historic and cultural resources has a long term beneficial impact on the local economy.

IMPLEMENTATION STRATEGIES:

1. Encourage business by creating an aesthetically pleasing, pedestrian friendly downtown that respects the scale, design and site characteristics of existing historic

structures.

2. Encourage a variety of functions including public, residential and commercial uses in the downtown core area that serve local needs and that create a safe, neighborly environment around the clock.
3. Develop a downtown plan that incorporates design standards that integrate historic preservation and traditional downtown development into a broader plan for mixed use, transit oriented development.

POLICY 5: Preservation of Existing Historic Resources is an Opportunity that the City Cannot Afford to Lose. It is the policy of the city to take all reasonable measures to prevent the loss of historic resources.

Findings: Communities have an interest in the preservation and management of historic sites and structures for their scientific, cultural and economic value. The preservation and rehabilitation of historic resources are important as an aesthetic and material resources. The craftsmanship that went into construction in the past is not the same as contemporary construction practice. The quality of the materials used in the past often cannot be duplicated with readily available construction materials. Historic structures can be emulated in new construction, but they cannot be replaced.

IMPLEMENTATION STRATEGIES:

1. Expand the Historic District based upon the Survey of Cultural and Historic Resources and the Original Town Plat.
2. Consider creation of a buffer overlay zone around historic sites and areas.
3. Continue to share ideas and information among the Urban Renewal District, Public Works Department, Parks Commission, Architectural Review Committee and Planning Commission to avoid missed opportunities to coordinate historic preservation into development plans.
4. Enthusiastically promote the preservation of existing historic resources and of their surrounding areas to avoid losing the opportunity to do so.
5. Encourage building styles that are architecturally compatible within the existing historic context.
6. Encourage developers to utilize architectural styles that maintain the historic context, functionality and overall appearance of the specific site and the neighborhood.
7. Develop a thematic/multiple property submission to get local properties listed on the National Register of Historic Places and encourage all appropriate historic property owners to participate. Encourage individual listings for primary historic properties.

8. Pursue the possibility of establishing a redevelopment corporation to purchase and/or rehabilitate neglected or derelict properties in historic areas.
9. Continue to develop incentives for property owners including location of appropriate building materials, working with businesses to secure special discounts, working with lenders to establish financing, and developing information about other benefits of historic preservation.
10. Document the success stories as local property owners work through the application and development process.

POLICY 6: Design Review. It is the policy of the City to develop and apply clear and objective standards for design review to promote fairness and to get consistent results.

Findings: The current zoning chapter that addresses Historic Preservation, Article 13 of the Talent Zoning Ordinance, does not provide objective standards for approval or denial of design review requests. Consequently, the results of the review process could vary significantly from case to case. Any effort to preserve historic properties or to oversee appropriate infill projects will be more successful if the developer has clear guidance early in the design process about what is expected and required. Compliance will be much easier for all concerned if the application and review process is perceived to be fair.

IMPLEMENTATION STRATEGIES:

1. Develop a new Article 13 that includes clear and objective standards for building design and site development plans, as recommended in detail in the Historic Context Statement.
2. Adopt the “Building Right” guidelines for use by all developers working in the historic district and in the downtown core by including the guidelines in a revised Article 13 of the zoning ordinance.
3. Encourage the use of the “Building Right” guidelines for all new construction and remodeling projects throughout the city, especially in and around historic buildings and sites.

POLICY 7: Authority and Responsibility. It is the policy of the City to continue to rely upon the Architectural Review Committee to interpret and apply local regulations for historic preservation.

Findings: The notion of successful historic preservation resulting from a voluntary program is compelling. But growth pressures in Talent are increasing, and relying on a voluntary program under high growth conditions may not be adequate to protect the historic fabric of the town. Currently, the zoning ordinance assigns historic review to the Planning Commission, but the City Council has subsequently assigned that oversight to the Architectural Review Committee. When the city has established clear and objective standards

for design review, the Architectural Review Committee will have a clear basis upon which to review proposals and make recommendations to the Planning Commission.

IMPLEMENTATION STRATEGIES:

1. Continue to provide free consultation and information through the Architectural Review Committee.
2. Maintain a neighborly, cooperative approach to design review that is flexible and adaptive to the special circumstances of the applicant.

Talent Comprehensive Plan, Element J

CLEAN ENERGY ELEMENT

[Adopted by Ord. No. 960; Effective 12/20/2019)

INTRODUCTION

Resolving the challenges that climate change pose to our local economy, community, and quality of life, will require significant changes to our overall approach to energy. Over the last few years, cities around the globe have taken the initiative to change their sources of energy and how they use it. Local governments have an indispensable role to play in reducing greenhouse gas emissions, in developing a new approach to community transportation systems and buildings, in helping individuals make informed choices about their energy use, and in shaping local policy to fulfill these roles. Furthermore, sustainable practices and projects need to be encouraged in a way that not only does not negatively impact low-income residents but brings benefits to low-income residents.

With the support of Rogue Climate, a group of Talent residents assembled to create a Clean Energy Action Plan, with the hope that an adopted action plan would be incorporated into the City's Comprehensive Plan. Following a community envisioning workshop in October 2015, over a dozen volunteers came together to develop the Talent Clean Energy Action Plan 2018-2030 CEAP 2030 (*see Appendix A*). To help spearhead the Plan's efforts, the same volunteers also created a Year One Action Plan. These volunteers labored over 1,000 hours to consult with subject matter experts, other cities and towns, and to do the research that resulted in the creation and presentation of the Plan in November of 2016 to the Talent City Council. The goals of the 2030 Plan are to increase energy efficiency in existing and new buildings and to utilize renewable energy sources for 100% of Talent's power. This reduction on overall energy consumption will increase the resiliency of local power supplies while generating local economic activity. The 2030 Plan contains both clearly implementable, short-term actions that can take advantage of existing programs and opportunities, as well as longer-term strategies that will require substantial research on their feasibility.

The following Energy Element is heavily inspired by the content of the Talent Clean Energy Action Plan 2018-2030 and is recognized as the City of Talent's official policy document for implementing the goals and actions of the CEAP. With respect for standard planning practice, the Talent Energy Element has been written with an intended implementation period of 20 years which is why the timeline for the Energy Element's implementation is not aligned with the timeline of the Clean Energy Action Plan that inspired it.

Prior to the creation of this document, the City of Talent has implemented significant actions which embrace the conservation of energy in its operations and infrastructure. These efforts include a successful transition of over half of its streetlight supply to LED bulbs, the installation of a 15.7 kW solar PV system on the roof of its Community Center, enrollment of six of its facilities in the Energy Trust of Oregon's Strategic Energy Management program to realize 5% annual reductions in electricity and gas usage, the acquisition of Talent's first public electric

vehicle charging station, and three years of committed funding to a full-time, contracted Resource Assistance for Rural Environments (RARE) AmeriCorps participant to serve as the City's Energy Efficiency Coordinator. These actions mark the beginning of a long and diligent commitment to greater energy conservation and to the increased use of renewable energy. Finally, this document will require updates every couple of years due to the fast-past development of renewable technologies and growing understanding of sustainable practices.

Policy 1: Energy Efficiency & Conservation (EE&C): It is the policy of the City to reduce the consumption of electricity and natural gas by 30%¹ based on 2015 energy consumption levels by advancing the adoption of conservation measures and the installation of more efficient technologies in existing and new residential, commercial, industrial and municipal buildings.

Objective 1.1: Increase public awareness of and access to existing energy efficiency and conservation programs.

Implementation Strategy 1.1a: Educate all Talent residents and businesses on existing EE&C programs and resources through effective and appropriate public information channels, outlets, presentations and meetings while prioritizing low-income areas and manufactured home neighborhoods.

Implementation Strategy 1.1b: Partner with and support community groups and associations in coordinating campaigns and scheduling events to encourage homeowners, property and facility managers, renters and landlords to develop plans, identify resources and benefits, and implement action to increase EE&C in the residential sector.

Objective 1.2: Demonstrate a commitment to EE&C policy and practice in municipal buildings, on City-owned lands, and in City-owned vehicles.

Implementation Strategy 1.2a: Perform energy audits for City-owned buildings every two years to establish energy use benchmarks and report progress to City Council and on the City's website.

Implementation Strategy 1.2b: Set site-specific goals to reduce energy use in municipal buildings that incorporate energy management, efficiency-related upgrades and conservation policies.

Implementation Strategy 1.2c: Transition all municipal buildings and street lighting to more energy efficient technologies, such as LED lamps, that adhere to International Dark Sky Association lighting recommendations in a financially responsible and timely manner.

¹ A target reduction of 30% was inspired by findings contained in the 2011 *Renewable Energy Assessment for Jackson and Josephine Counties*. A reduction of electricity and natural gas use by 30% is proportionate to the Assessment's estimated maximum potential energy savings for energy efficiency projects across both counties. The Assessment was contracted by the Rogue Valley Council of Governments, Jackson County Soil & Water Conservation District, Energy Trust of Oregon, the City of Ashland, and the GEOS Institute and was performed by Good Company.

Implementation Strategy 1.2d: All new city buildings, or new construction on City-owned property, will be designed and constructed to achieve net zero site energy, as defined by the National Renewable Energy Laboratory.

Implementation Strategy 1.2e: Conduct a feasibility analysis regarding the transitioning of the municipal motorized vehicle fleet from fossil-fuel power to renewable energy power.

Implementation Strategy 1.2f: Encourage the Phoenix-Talent school district, and other public entities such as the Talent Irrigation District or District 5 Fire Department to set goals and policy to reduce energy consumption for each of its buildings that include energy management systems, conservation and efficiency upgrades.

Implementation Strategy 1.2g: Collaborate with Phoenix-Talent school district, and other public entities such as the Talent Irrigation District or District 5 Fire Department, to identify ways to fund energy conservation and efficiency projects through avenues such as the public purpose fund.

Implementation Strategy 1.2h: Collaborate with the Phoenix-Talent school district, and other public entities such as the Talent Irrigation District or District 5 Fire Department, to develop methods for regularly monitoring and sharing progress with Talent residents on energy and cost savings. Avenues for sharing progress could include articles in the Talent News & Review, paper water bill inserts and the City's website.

Objective 1.3: Develop and adopt an outdoor lighting ordinance that defines energy efficiency exterior lighting standards for all land uses.

Implementation Strategy 1.3a: Work with appropriate community organizations to develop an outdoor lighting ordinance for residential, commercial and municipal land uses. Lighting standards may adhere to existing recommendations on energy efficient lighting such as the International Dark Sky Association's outdoor lighting recommendations for energy efficient lighting products and practices.

Objective 1.4: Increase efficiency of existing residential, commercial and municipal buildings to achieve energy savings of 30% compared to 2015 consumption levels through education, retrofits, and renovations.

Implementation Strategy 1.4a: Promote and support outreach, programs and incentives to audit existing structures and present cost-benefit analyses of implementing energy efficient measures. Additionally, provide relevant financing options or no-cost eligibility programs, such as the Low-Income Weatherization Assistance program, to audited building owners to encourage the implementation of suggested improvements.

Implementation Strategy 1.4b: Promote programs and incentives for energy audits in existing commercial and industrial buildings and present cost-benefit analyses of implementing energy efficient measures with relevant financing options to audited

building owners to encourage the implementation of suggested improvements. Partner with organizations and agencies, such as the Energy Trust of Oregon and the Oregon Department of Energy to ensure all Talent businesses learn about existing energy saving incentives for efficient appliances and other energy saving technologies.

Implementation Strategy 1.4c: Develop a partnership and outreach program with the Talent Chamber of Commerce to promote EE&C practices, programs and resources for existing commercial and industrial businesses in Talent. Develop a recognition program for businesses who are pursuing energy conservation or efficiency measures and building designs, such as interior lighting upgrades, HVAC replacements or exterior lighting upgrades that adhere to energy saving lighting standards. Develop objective criteria for businesses to be recognized. Review business's activities every two years. For instance, recognition could be given with the distribution of a designed physical and digital logo that could be placed on the business's building as a sticker or on their website.

Implementation Strategy 1.4d: Develop educational materials that would inform current homeowners on the potential energy savings of complying with the Oregon Residential Specialty Code and the Oregon Reach Code provided by the Oregon Building Codes Division.

Implementation Strategy 1.4g: Work with community groups to implement an incandescent-to-LED lightbulb replacement program for residents.

Implementation Strategy 1.4h: Increase awareness of energy management systems as an option for residential and commercial building owners to more effectively track energy usage and change habits accordingly.

Implementation Strategy 1.4i: Zoning code audit to remove barriers that prohibit energy efficiency or renewable energy developments to be built in historical district.

Objective 1.5: Encourage building designs that surpass the minimum energy code provisions of the current statewide building code for all new construction, including additions.

Implementation Strategy 1.5a: Support state and national green building certification programs by developing educational materials that would be made available to developers and builders on the City's website and in the Community Development office.

Implementation Strategy 1.5b: Develop an incentive program that encourages residential developers and builders to meet the standards and guidelines of state or national green building programs that exceed minimum structural code provisions for residential energy efficiency mandated by the State of Oregon Building Codes Division.

Implementation Strategy 1.5c: Develop an incentive program that encourages commercial developers and builders to meet the standards and guidelines of state or national green building programs that exceed minimum structural code provisions for commercial energy efficiency mandated by the State of Oregon Building Codes Division.

Implementation Strategy 1.5e: Develop regulations that promote energy conserving site designs, including the revision of landscape ordinances to promote the use of strategic vegetation planting to aid in energy conservation.

Objective 1.6: Pursue the objectives of the Talent Housing Element that encourage the development of small-scale, affordable dwellings that utilize energy-efficient building materials and contribute to land use development patterns that conserve energy.

Implementation Strategy 1.6a: Pursue Objective 3.1b of the Talent Housing Element by evaluating the development of a cottage house ordinance.

Implementation Strategy 1.6b: Pursue Objective 3.1c of the Talent Housing Element by evaluating the development of a tiny house ordinance.

Implementation Strategy 1.6c: Pursue Objective 4.5 of the Talent Housing Element by developing density bonus regulations that create incentive for housing projects that incorporate the use of energy efficient or otherwise environmentally sustainable building materials in affordable housing projects.

Objective 1.7: Develop and maintain educational opportunities in various community spaces that provide information on how to achieve greater energy efficiency.

Implementation Strategy 1.7a: Work with the Energy Trust of Oregon to provide content to residents and business owners with information on how to achieve greater energy efficiency in their buildings.

Implementation Strategy 1.7b: Investigate the feasibility of leveraging a sponsorship from Energy Trust of Oregon to develop opportunities in public spaces for community members to increase their understanding of potential energy savings that can be accomplished in their homes. Examples of opportunities include hosting a light bulb cost comparison display or a digital kiosk with an internet connection to provide visitors the opportunity to order Energy Trust's Energy Saver Kits or to estimate their carbon footprint. Locations of displays could include the annual Harvest Festival, the Talent Library and local businesses, at peak customer times.

Implementation Strategy 1.7c: Establish an annual procedure to acquire community wide energy use data from utility providers and make data accessible to community members, illustrating a month-to-month breakdown of energy consumption by sector with comparison to 2015 energy consumption levels. The illustrative data could be made accessible on the City's website, by direct mail through water bill inserts, and/or an informational kiosk the City Hall.

Implementation Strategy 1.7d: Encourage utility providers to develop a system for energy end users to compare their energy use to previous years.

Policy 2: Energy Generation: The City will encourage the acquisition of clean and renewable energy sources that help Talent reach 100% independence from fossil-fuel energy sources by 2030 while attempting to keep energy prices affordable and preserving our rural quality of life.

Objective 2.1: Provide ongoing information and guidance to residents and business owners about the value and benefits of renewable energy including practical tools for implementation.

Implementation Strategy 2.1a: Seek and develop a collaborative relationship with public, private and volunteer groups across Jackson County to develop resources and opportunities for the public and businesses to learn about the costs and benefits of renewable energy including traditional and creative financing models (e.g. tax credits, power purchase agreements, revolving loan funds). Partner organizations may include the Rogue Valley Council of Governments (RVCOG), other incorporated municipalities, Jackson County Health and Human Services, businesses, Rogue Climate, Southern Oregon Climate Action Now (SOCAN), and the Energy Trust of Oregon.

Implementation Strategy 2.1b: Encourage and, if necessary, provide appropriate support to the Phoenix-Talent school district's Science, Technology, Engineering, Arts, and Mathematics (STEAM) program to create and make available educational resources on the environmental and economic benefits of renewable energy to all STEAM-enrolled students.

Implementation Strategy 2.1c: Encourage the Phoenix-Talent school district to develop elementary, junior-high, and high school curricula on common renewable energy technologies and the associated environmental benefits of clean energy generation.

Implementation Strategy 2.1d: Using 2015 data as the baseline, regularly inform, at least annually, City Council and the community on progress towards greater acquisition of clean and renewable energy sources in Talent using appropriate public information channels.

Implementation Strategy 2.1e: Provide step-by-step guidance to city residents and business owners who are seeking assistance on how to develop renewable energy projects.

Objective 2.2: Foster the creation of community solar² projects with a goal of ensuring that renewable energy opportunities are available to all residents, including low- and moderate-income homeowners, and renters.

Implementation Strategy 2.2a: Investigate the feasibility and legal requirements of the City providing partial financing for a cooperatively-owned or subscriber-based

² As stated in Senate Bill 1547, the 78th Oregon Legislative Assembly defines community solar as "one or more solar photovoltaic energy systems that provide owners and subscribers the opportunity to share the costs and benefits associated with the generation of electricity by the solar photovoltaic energy systems". This definition is being used for its generality. In the context of this document, 'community solar' is being used as a broad term to describe all project models that are legal in the state of Oregon. This term is not solely describing the Community Solar program enacted by Senate Bill 1547.

community solar project that demonstrates the ability of community solar to remove physical and financial barriers for residents and businesses to owning and directly benefitting from solar power generation.

Implementation Strategy 2.2b: Identify potential sites (e.g. public buildings, commercial roofs, and parking lots) as suitable locations for community solar installations. Investigate zoning codes that might need to be amended to accommodate such solar development.

Implementation Strategy 2.2c: Perform a feasibility analysis for the creation of an energy storage facility, or multiple facilities, that would store energy produced by community solar systems. Such a facility would be intended to provide power to all project subscribers during periods of low energy production from solar arrays and during power outages.

Implementation Strategy 2.2d: Partner with local solarize³ projects to provide community members with information on the benefits of community solar projects, common financing models, and required pre-development processes.

Implementation Strategy 2.2e: Investigate providing financial support to local groups who are supporting community solar installations or solarize projects.

Objective 2.3: Facilitate the use of renewable energy generation technologies in new residential and commercial developments.

Implementation Strategy 2.3a: Create an incentive program for developers to include solar on their buildings.

Implementation Strategy 2.3b: Prioritize the transition of all City property, including buildings, vehicles, etc., to utilize clean, renewable energy.

Implementation Strategy 2.3c: Identify grants or other funding sources to assist the participation of low- and moderate-income households in renewable energy projects.

Implementation Strategy 2.3d: Develop a solar-ready requirement for developers.

Objective 2.4: Develop a procedure to ensure that energy projects or contracts, both public and private, are consistent with the Energy Element of the Comprehensive Plan.

Objective 2.5: Determine the renewable energy generation potential of Talent by identifying all possible locations (residential, businesses, land) for renewables that comply with applicable building codes and zoning codes.

³ Grassroot group-purchasing model that enables residents or businesses to collectively identify a solar installer and secure a discounted rate on the purchase and installation of solar arrays.

Objective 2.6: Ensure zoning codes are in line with best practices for climate adaptation, energy generation and livability.

Objective 2.7: Advocate by resolution or other means, at the state and regional level for policies that expedite the transition to renewable energy in a way that benefits all and promotes low- and moderate- income communities, communities of color, and community-controlled energy.

Policy 3: Energy Resiliency: Identify and acquire renewable energy sources and storage options for City of Talent and its residents.

Objective 3.1: Educate Talent residents and business owners on the benefits of energy resilience including renewable energy paired with a reliable back-up storage source.

Implementation Strategy 3.1a: Partner with knowledgeable community organizations to develop and distribute resources that explain the benefits of and practical measures to install alternative energy systems.

Implementation Strategy 3.1b: Identify effective public channels for communicating energy resiliency practices and resources with Talent residents and business owners.

Objective 3.2: Diversify energy sources and locations within Talent and surrounding areas to reduce community dependence on regional grid.

Implementation Strategy 3.2a: Conduct land use analysis for potential siting of renewable energy systems that could supply a microgrid.

Implementation Strategy 3.2b: Identify the feasibility of contracting or partnering with another municipality that is capable of distributing power to Talent.

Implementation Strategy 3.2c: Ensure that all future public infrastructure planning considers and plans for the potential development of microgrids.

Objective 3.3: Develop local backup energy sources for critical facilities and vulnerable residents to provide power in times of power outage.

Implementation Strategy 3.3a: Develop and prioritize a listing of critical infrastructure that requires power for operation.

Implementation Strategy 3.3b: Adopt new and amended Emergency Operations Plan with policies ensuring that all publicly-owned buildings have site-specific backup energy plans that primarily utilize local renewable energy sources.

Implementation Strategy 3.3c: Identify communities and residents that are most vulnerable⁴ to power outages.

Implementation Strategy 3.3d: Develop the infrastructure for portable energy backups to those identified in Implementation Strategy 3.3c.

Objective 3.4: Develop local energy storage providing supplemental power in times of power outage and inexpensive power during peak usage.

Implementation Strategy 3.4a: Conduct a feasibility analysis to determine site location, construction cost and possible funding sources.

Objective 3.5: Build energy alliances and partnerships with other municipalities, private businesses and stakeholders to foster energy resilience across the region.

Policy 4: Local Economy: Strengthen Talent's economy by keeping dollars spent and dollars saved on energy local. Local priority defined as within 1) City of Talent, 2) the Rogue basin, 3) adjacent counties.

Objective 4.1: Conduct an energy economic opportunity analysis of local opportunities for energy conservation, efficiency and generation.

Implementation Strategy 4.1a: Calculate the potential short- and long-term social, environmental and economic benefits of implementing the Energy Element, including costs savings and the economic value of local employment.

Objective 4.2: Recruit and attract sustainable businesses who implement a business strategy that focuses on the ethical, social, environmental, cultural, and economic dimensions of doing business to meet the needs of the present without compromising the ability of future generations to meet their needs.

Implementation Strategy 4.2a: Develop building zones, permits, zoning policies and incentives for sustainable businesses and developments that are consistent in practice with the Talent Comprehensive Plan, specifically the Housing and Economic Elements.

Objective 4.3: Recognize Talent businesses that are leaders in clean energy and energy efficiency. Refer to Implementation Strategy 1.4c.

Objective 4.4: Transition from the current Investor-Owned Utility model to a Consumer-Owned Utility or Community Choice Aggregation model (see appendix X).

Implementation Strategy 4.4a: Conduct a feasibility analysis to determine the most appropriate model for Talent.

Implementation Strategy 4.4b: If feasible, initiate the legal process, as defined by Oregon statutes, for implementing the selected model.

Objective 4.5: Utilize a community benefits model which considers other values and benefits besides lowest responsible bidder for the overall evaluation of awarding contracts proposal requests for city energy efficiency or renewable energy projects.

Objective 4.6: Encourage the development of a skilled energy workforce in Talent.

Implementation Strategy 4.6a: Partner with regional higher education institutions, local unions, Talent Maker City, and STEAM programs in the Phoenix-Talent school district to promote apprenticeship, internships and mentor programs.

Implementation Strategy 4.6b: Partner with community groups who advocate for increased workforce training opportunities in Talent especially for communities that have historically not been included in the trades, i.e. women and people of color.

Implementation Strategy 4.6c: Develop incentives for businesses that offer training programs.

Objective 4.7: Create a full-time energy manager position working for the city.

Policy 5: Transportation: The City shall encourage lower emission transportation options to reduce the energy needed to travel throughout the Rogue Valley, support sustainable development goals and to comply with Oregon's future transportation requirements.

Objective 5.1: Develop a government vehicle retirement and replacement program.

Implementation Strategy 5.1a: Conduct a city fleet audit to set a policy and targets for EV and higher-efficiency city vehicles.

Objective 5.2: Develop and implement residential and businesses incentives for hybrid, Electric Vehicles (EV) and Zero Emission Vehicles (ZEV).

Implementation Strategy 5.2a: Strategically locate EV charging stations for public access.

Implementation Strategy 5.2b: Develop hybrid, EV and ZEV only parking spaces to encourage residents to purchase more fuel-efficient vehicles.

Implementation Strategy 5.2c: Develop strategies to expand access to EV and ZEV to low-income residents and communities.

Objective 5.3: Develop and implement a new homes and buildings ordinance which requires new developments being built within the city to have EV-ready wiring.

Objective 5.4: Improve public transportation and car sharing programs.

Implementation Strategy 5.4a: Work with surrounding municipalities and the Rogue Valley Transportation District (RVTD) to increase access to public transportation between cities.

Implementation Strategy 5.4b: Support car sharing programs for Talent residents.

Implementation Strategy 5.4c: Work with RVTD to create incentives to expand our Park & Ride program.

Objective 5.5: Develop a citywide bike and pedestrian plan to ensure safe travel for no emission transportation options.

Implementation Strategy 5.5a: Identify and develop areas that need bike lanes and pedestrian walkways.

Implementation Strategy 5.5b: Develop policies which requires that future developments incorporate sufficient access to bike lanes and pedestrian walkways.

Implementation Strategy 5.5c: Develop strategies to increase access to bicycles and similar modes of transportation to low-income residents and communities.

TALENT CLEAN ENERGY ACTION PLAN 2018-2030



11/18/2016

Proposed by Talent Community Members

This plan was developed by Talent community members in 2016 in partnership with Together for Talent and Rogue Climate Talent to help our community start transitioning to clean energy and greater energy efficiency.

Talent Clean Energy Action Plan

2018-2030

PROPOSED BY TALENT COMMUNITY MEMBERS

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Executive Summary

It is now an accepted reality that climate change is upon us. Resolving the challenges it brings will require significant changes to our overall approach toward energy. Over the last few years, due in part to the lack of leadership by national governments, cities around the globe have taken the initiative to change their sources of energy and how they use it. Local governments have an indispensable role to play in reducing greenhouse gas emissions, in developing the fundamental shape of community transportation systems and buildings, in helping individuals make informed choices about their energy use, and in shaping policy at the county and statewide level.

Talent, Oregon (The City), is one of those communities wanting to make a difference. At the request of the Mayor of Talent, a group of residents assembled to create a Clean Energy Action Plan, with the hope that an adopted Action Plan will be incorporated into The City's Master Plan. Following a kick-off event over a year ago, in October 2015, many residents have labored many hours to consult with experts, other cities and towns, and to do the basic research that has resulted in this plan. This plan includes both clearly implementable immediate steps that can take advantage of existing programs and opportunities, as well as other proposals that need substantial research and may or may not be feasible depending on what funding is available.

The **Talent Clean Energy Action Plan 2018-2030** addresses four major areas:

Energy Conservation. In 2015, incorporated and unincorporated Talent consumed 52 GWh (one Gigawatt is equivalent to 1×10^6 Kilowatts). The plan proposes that The City reduce its energy consumption by 30% by the year 2020. Since most of this energy use comes from the residential sector—a full 75%—the main emphasis will be on engaging residents and landlords through programs to install LED bulbs, upgrade older home insulation, install ductless HVAC systems, replace older appliances and implement simple energy conservation measures. Thus, education and disseminating information are a major component of the plan.

Renewable Energy Generation. The plan recommends replacing 100% of fossil fuel power with clean, renewable energy by the year 2030. The primary source is expected to come either from installing solar panels on residential, business, and public roofs, or as part of larger, utility- or community-scale installations. Capital expenditures for this project will be significant (\$50 to \$100 million), so the 2018-2030 Plan identifies potential funding sources and strategies to reduce this cost. The plan also proposes taking advantage of existing clean energy sources like Blue Sky (Pacific Power) and Arcadia (wind energy) to expedite a transition to clean, renewable energy while transitioning to solar energy.

Resilience. As the cost of fossil fuel energy continues to rise—both in dollars and in damage done to the environment—it is critical that Talent break away from using it in the future. As capacity, grid, and other anticipated issues arise, it is also important that Talent create an energy infrastructure that makes it less dependent on the current electric grid network for its electrical power. The actions in the 2030 Plan are consistent with reducing Talent's dependence on "dirty" and long-distance energy transmission.

Local Economy. Currently, the Talent area sends away almost \$6 million each year, mainly to Pacific Power's parent company in New York. One action plan goal is to find ways to keep those dollars in the local economy. This is achieved by:

- Ensuring that the jobs created by conservation and renewable energy projects are filled by local companies and workers when possible.
- Considering the creation of a Talent Utility District so that permanent jobs, revenues from selling energy to the Talent community, and the increase in discretionary income generated by lower energy costs in the future remain in Talent and stimulate the local economy.

Although this Action Plan describes the approaches for achieving the 2020 and 2030 goals, this document must be viewed as a continuation of the Talent Clean Energy Action Plan 2017. The year-one activities will not only serve to slowly ease the Talent community into a new era of energy generation and use but it will also allow us to increase our knowledge in and understanding of the complex requirements of the longer term goals.

Introduction

Over the last three decades, each has been warmer than the one before and science is telling us that this trend will continue. In addition, the inexpensive fossil fuels that our community and country depend on for transportation, food production, and industry are projected to become increasingly expensive. Talent is joining a growing list of cities around the world that are addressing these climate change and energy concerns with a plan to meet the challenges with vision and creativity. In developing this local plan, community leaders and citizens have clearly recognized the need to re-imagine how we live, eat, travel, and play. As we work to adapt to the uncertainties ahead, we can be sure that the boldness of our actions today will determine the quality of life in Talent now and into the future. Energy consumption and climate change are two sides of the same coin, inextricably intertwined. Regardless of whether the now politically correct “climate change” or the more succinct “global warming” labels are used, the fact remains that human activity since the industrial revolution has significantly affected the atmosphere to the degree that today we face a critical dilemma - revolutionary and fundamental change of our approach to energy consumption and all aspects of civilization is required. A new paradigm is emerging and part of its demands is this addressing the degradation of our biosphere and hence through extrapolation, how we go about our daily business of living. We must ensure that natural systems are healthy, diverse and resilient in the face of a changing climate and help our friends and neighbors prepare to adapt to climate change - ensuring that the most vulnerable among us are equipped to cope with rising energy prices, as well as extreme weather events.

Successfully tackling this challenge will require an unwavering commitment to the effort over the course of decades. We look forward to what our community can accomplish together.

While the early achievements of the Talent region are notable, the latest science suggests that dramatically more ambitious actions are required to mitigate the most extreme impacts of the changing climate. At the same time, efforts to reduce emissions must be coupled with preparations for a changing climate. The physical impacts of climate change are already in evidence and will expand and intensify in the decades ahead. Because of the long time lag between changes in emissions and global climate patterns, the future climate will first reflect the past century of emissions, while ultimately reflecting our choices today.

The task of achieving this vision is complicated. It is also a tremendous opportunity. Fossil fuels are a finite and costly resource, as disruptive swings in oil and natural gas prices make clear. An advanced “low carbon” society — one markedly less reliant on fossil fuels — will be more stable, prosperous and healthy than one that remains dependent on fossil fuels.

Reducing carbon emissions dramatically is a global challenge that local governments cannot solve alone. The federal government must make fundamental shifts in its energy policy and align its vast research and development resources with climate protection. The State of Oregon has an invaluable role to play in transportation investments, strengthening building codes, regulating utility companies, managing forest lands, reducing waste and guiding local land use policies.

Local governments have an indispensable role to play as well, both in developing the fundamental shape of the community, transportation systems and buildings, and in helping individuals make informed choices about everyday business and personal choices. Accordingly, the Mayor has asked her constituency to develop a renewable energy plan for The City of Talent. Together with the Talent Clean Energy One-Year Plan, this document responds to that directive. Guided by an adopted Talent Clean Energy Action Plan, Talent will carry out policies and programs to help conserve energy and to prepare for the coming environmental and economic challenges by transitioning to clean, renewable energy and ultimately generating its own. These efforts will help the entire community thrive now and in the future, strengthening our local economy, creating more jobs, improving health, and maintaining the high quality of rural life for which this region is known.

Overall Vision For Clean Energy in Talent

Vision

Talent becomes a leader in Oregon by transitioning to 100% clean renewable energy. As a community, we want to reduce the inefficient use of resources and reduce energy costs, create sustainable jobs and strengthen Talent's local economy, and prepare for the impacts of climate change while preserving our rural way of life.

Action Plan

We are proposing a comprehensive approach to community development in Talent by implementing a clean energy action plan which outlines our community's civic and governmental actions, policies, and business practices to provide opportunities for residents to help drive a shift in how we source, use, and conserve energy.

GOAL: Conservation

- **Reduce energy consumption by 30% by 2020 from 2015 levels**
- Activities may include:
 - o Weatherization
 - o Energy efficient heating and cooling systems and appliances
 - o LED Lighting
 - o Upgrading commercial building codes

GOAL: Renewable Energy

- **Achieve 100% clean renewable energy source for Talent by 2030 while keeping prices affordable and preserving our rural quality of life**
- Sources of energy could include:
 - o Solar (residential, business, commercial, solar cooperatives, solar farms)
 - o Biomass/Biogas
 - o Low-Temperature Geothermal (Heat pump geo-exchange)
 - o Small scale hydro (non-dam systems and irrigation canals)

GOAL: Resilience

- **Protect against increasing costs of energy by transitioning off of fossil fuels to reliable renewable sources**
- Develop local energy sources for backup in the event of an emergency
- Diversify energy sources to protect against generation variability

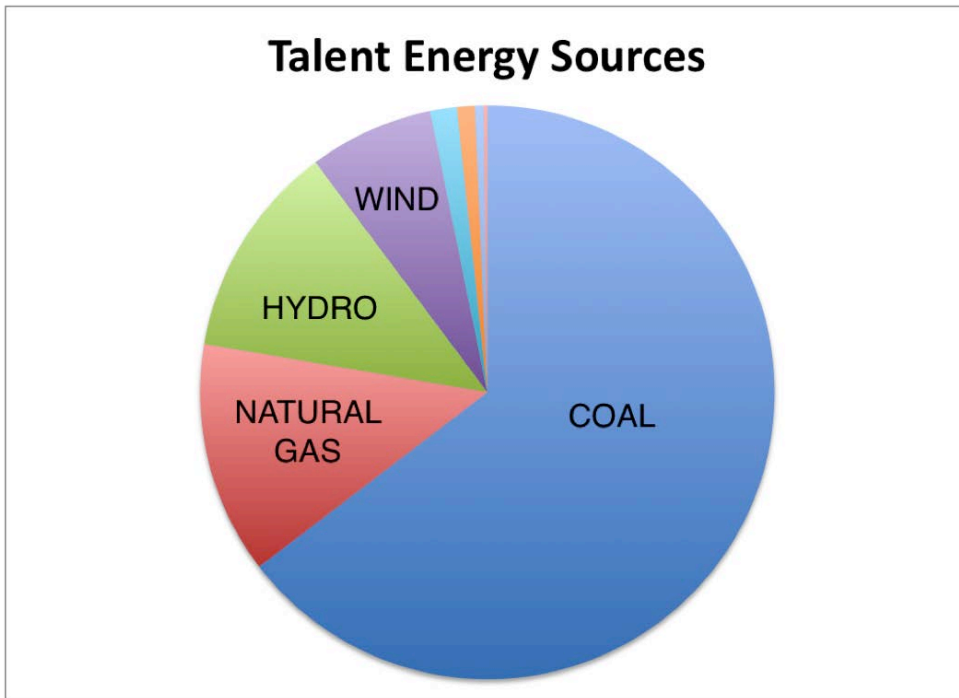
GOAL: Local Economy

- **Strengthen Talent’s local economy by keeping dollars spent and dollars saved on energy in the community**
- Create and retain good paying sustainable jobs

Talent Energy Profile

Where does Talent’s energy come from?

The community of Talent receives its energy from the investor owned utility Pacific Power and the natural gas provider Avista. The electrical energy mix that Talent is supplied with from Pacific Power comes 64.6% from coal, 13.1% from gas, 12.1% from hydro, 7.1% from wind, and the remaining 3.2% comes from a mix of other sources. Coal and gas are two of the largest contributors to climate change in Oregon and also have multiple negative health and environmental impacts to communities that live close to extraction.



Sources of energy sold in Oregon by Pacific Power and Avista, 2010-2012. Oregon DOE.

How much energy does Talent use?

Total Energy Use for Talent in kBtu (2015)				
Type of Energy	Amount	Conversion Factor	Total (kBtu)	% of Energy Use
Electrical Energy (KWh)	52,300,253	3.412	178,448,463	68.38%
Gas Energy (Therms)	816,000	100	81,600,000	31.27%
Solar Energy ** (KWh)	266,522	3.412	909,373	0.35%
Total Energy Use for Talent in kBtu (2015)			260,957,836.30	100.00%

The table above provides a baseline for how much energy Talent uses by energy type so that we can track it over time and measure our progress in reducing energy usage and generating more energy locally. For consistency and comparability, we have converted the total kilowatt hours used (KWh) through electrical energy and the total Therms used through gas energy to thousand British thermal units (kBtu) using the conversion factors 3.412 and 100 respectively.¹ While not directly used to generate electricity, natural gas and propane are used to heat water, homes and for cooking, and are included in this table as reference only. As Talent migrates all of its energy use to clean, renewable sources, it is ultimately expected that natural gas and propane appliances will be phased out and replaced with electric ones. This additional electricity consumption will therefore need to be included in the calculation of the total electricity required by The City of Talent as a whole.

Focusing in on electrical energy

In 2015, the incorporated and unincorporated territories of Talent combined spend a total of **\$5,750,667.51** dollars annually on electrical energy, which is equal to **52,300,253** KWh. At this point, we do not have information regarding how much money was spent on natural gas or on solar or other renewable installations. We recommend The City collect quarterly data regarding gas and electrical energy usage and renewable installations to start tracking progress. For the purposes of this plan, the 2015 energy consumption figures listed above will become the baseline from which we will measure progress.

¹ <https://portfoliomanager.energystar.gov/pdf/reference/Thermal%20Conversions.pdf>

Electrical Energy Data

Calendar Year To Date December 2015

Revenue Class	Revenue	KWh	Customers Average	Percent of Electrical Energy
TALENT UNINCORPORATED				
COMMERCIAL SALES	\$221,560.73	2,056,504	84	13.45%
IRRIGATION SALES	\$41,153.70	339,223	39	2.22%
RESIDENTIAL SALES	\$1,454,830.33	12,892,912	781	84.33%
District Total	\$1,717,544.76	15,288,639	905	29.23%²
TALENT				
	Revenue	KWh	Customers Average	Percent
COMMERCIAL SALES	\$1,062,280.76	10,340,303	198	27.94%
INDUSTRIAL SALES	\$22,396.45	234,546	3	0.63%
IRRIGATION SALES	\$6,468.84	53,810	5	0.15%
PUBLIC STREET & HIGHWAY LIGHTING	\$33,196.62	176,656	2	0.48%
RESIDENTIAL SALES	\$2,908,780.08	26,206,299	2,847	70.81%
District Total	\$4,033,122.75	37,011,614	3,054	70.77%³
TOTAL Unincorporated + Incorporated				
	Revenue	KWh	Customers Average	Percent
COMMERCIAL SALES	\$1,283,841.49	12,396,807	282	23.70%
INDUSTRIAL SALES	\$41,153.70	339,223	3	0.45%
IRRIGATION SALES	\$47,622.54	393,033	44	0.75%
PUBLIC STREET & HIGHWAY LIGHTING	\$33,196.62	176,656	2	0.34%
RESIDENTIAL SALES	\$5,487,953.08	39,099,211	3,628	74.76%
District Total (Unincorporated +Incorporated)	\$5,750,667.51	52,300,253	3,959	100%

Economic Case for Action

Talent residents and The City of Talent (The City) are interested in using energy more efficiently as well as in transforming our infrastructure (or providers) to eliminate the need to purchase carbon-based energy. Currently, about 70% of the electricity purchased by residents, businesses and city operations comes from burning fossil fuels that are transported to Talent via a transmission network owned primarily by Pacific Power, in addition to natural gas supplied by the investor–owner utility Avista.

² Percent of total Talent Incorporated and Unincorporated Usage

³ Percent of total Talent Incorporated and Unincorporated Usage

Other cities that have undertaken similar efforts have demonstrated that communities can experience direct financial benefits in terms of long-term energy savings and job creation in addition to the climate and environmental benefits of transitioning to clean energy and greater energy efficiency. For a small community like Talent, demonstrating the financial benefits of action both to the community, individual residents, and The City is imperative for the long-term success of this project. It is clear that the two main branches of the Clean Energy Project, Conservation and Generation, will have different financial impacts on the community and different timeframes. For example, investments in energy conservation will result in reasonably short-term money savings to the end-user. On the other hand, investments in clean energy generation will not likely yield savings for several years. To better address these opportunities, we will separate the Economic Case for Change into two distinct sections: Energy Conservation and Clean Energy Generation.

Economic Case for Energy Conservation

The economic case for energy conservation is relatively straightforward in that the investment level required could be distributed within the community, can be phased-in in stages, and is relatively low compared to investments in energy generation. In addition, the result is felt directly by residents or businesses. Thus, one of the primary drivers for conserving energy from users' point of view is that it has the potential to reduce their monthly cost for energy in the short-term. According to Enhabit, a statewide nonprofit that helps homeowners weatherize their homes, pre-2008 homes in Southern Oregon can achieve on average a 30% reduction in energy consumption by implementing well known measures (e.g. switching to LED lighting, adding insulation, replacing heating/cooling equipment, installing new windows, replacing old appliances with Energy Star appliances, etc.) while some homes have achieved as high as a 50% reduction. The average amount of money spent by homeowners in order to achieve this reduction in energy use is around \$9,000. Even with low or no interest loans and financing options that are available in our region to finance energy efficiency projects, we recognize this is out of reach for many Talent residents and that many of Talent's residents are renters.

We estimate that the total number of households and businesses in incorporated Talent is 2,847 and 198 and in unincorporated Talent is 781 and 84, for a total of 3910. For working purposes we will use 3,628 as the number of Talent households. For 2015 (as of December 31) the total cost of residential energy was \$4.4 MM (million, see Talent Energy Profile, above). Applying the 30% savings average stated above, it would be estimated that Talent residents would save in average about \$1.5 million per year or \$413 per household. This figure does not include the annual expected increases in energy rates, so the actual savings could be higher. Clearly, the least energy efficient homes would benefit the most from efficiency/conservation efforts, while newer, more energy efficient homes would see less of a reduction in energy costs. From The City's point of view, the hope would be that as residents have more disposable income as a result of lower energy bills that some or all of that money would be spent in Talent to help stimulate the local economy.

In 2011 / 2012, the Rogue Valley Council of Government, the Geos Institute, and other partners conducted a Renewable Energy Assessment of the Rogue Valley. According to this report (Appendix A) energy conservation is the type of activity that generates the most jobs per dollar spent (Table 1, Benefits) compared to other renewable energy or fossil fuel infrastructure projects. If the energy conservation dollars are spent to hire local companies who in turn hire a local workforce, it is expected that for every \$1 MM spent in energy conservation activities, that 18 new jobs would be created and

result in an economic output of \$1.9 MM. It is unclear at this time exactly how many homes are good candidates for energy conservation efforts, but it is likely that the majority of homes in Talent could use some level of improvements in both conservation and efficiency efforts. According to Enhabit, over 800 homes in Talent could qualify for their programs, which target owner occupied homes built before 2008, and over 200 homes could qualify for free energy efficiency projects through the Energy Trust of Oregon. This could represent an investment of several million dollars with the corresponding addition of new jobs and the potential for economic activity for The City.

Given the diversity of the Talent population, it will be appropriate to search for potential funding sources, particularly for lower-income residences, that could help offset the initial conservation expenditures. Financing opportunities are discussed elsewhere in the plan but could include organizations like the Energy Trust of Oregon. ACCESS and the Energy Trust of Oregon, two local non-profits, provide energy efficiency upgrades free of cost to low-income homeowners and renters and folks who live in manufactured homes. The good news is that these expenditures can be phased in over time to match the economic circumstances of the community.

Economic Case for Clean Energy Generation

As can be expected, the economic case for a project becomes more complex the higher the initial/ongoing investments and the longer the timeline that is required to achieve the desired goals. This is the case for the Clean Energy Generation project.

As described in the Talent Energy Profile Baseline above, Talent (including unincorporated Talent) consumed 52,300 MWh in calendar 2015. Approximately 70% (or 36,600 MWh) of this energy was generated by burning fossil fuels. Assuming that the 30% Energy Conservation goal is reached, this means that The City must replace roughly 25,000 MWh/yr to achieve its goal of transitioning off fossil fuel electricity and onto clean renewable sources.

Initial estimates derived from www.homepower.com show that it would cost around \$52 MM (million) to build the infrastructure to generate 25,000 MWh/yr of energy through solar power. If the whole solar array were set up as a photovoltaic (PV) solar farm, our community would need about 75-100 acres of land⁴. Less land would be required if some of those panels are installed in current suitable rooftops (businesses or residential) and over open parking lots, which is highly recommended due to the small amounts of farm and housing land available in Talent. As solar panel costs continue to decrease and efficiencies increase, these numbers could be adjusted as appropriate. For example, the cost and land calculations above used standard 250W panels. More recent panel technology has achieved an output of over 370W per panel. Therefore, we expect that with newer technology the number of panels (and thus acreage) required to achieve the target 25,000 MWh/yr would decrease while we expect the cost to likely remain about the same.

According to the Rogue Valley Renewable Energy Assessment, every \$1 MM in investment in solar, is expected to create 14 jobs and have an economic output of \$1.8 MM. Thus, a \$52 MM investment would in theory create 728 new jobs and have an economic output to the community of \$94 MM.

⁴ As estimated by the National Renewable Energy Laboratory report on Land-Use Requirements for Solar Power Plants in the United States, NREL/TP-6A20-56290, June 2013.

The magnitude of this project is probably out of reach of The City and its residents' financial means. Thus the cost would likely need to be paid for in part by grants and donations and the balance by loans in addition to potential outside investment. These loans could also be sourced locally through organizations like the Rogue Credit Union, Umpqua Bank or others and would likely be a multi-year (e.g. 20 year) plan.

Once a solar array is live, the infrastructure would produce energy free of cost except for the minimal recurring maintenance and transmission expenses. In order to service the loan(s) for local projects and to cover the transmission costs, The City, for example, could charge its residents for energy use at the current rate charged by Pacific Power. This would be a significant selling point to the community by make the project cost-neutral to the end-users. It is also worth noting that since 2001 the energy costs in the U.S. have increased by an average 3.75% per year, so while the loan is still being serviced, residents would enjoy fixed-rate pricing and be protected against the likely future increases in energy prices. To put this into perspective, a household paying \$200/month for electricity today would likely pay \$500/month in 25 years. Switching to local solar energy at no extra cost and freezing energy costs now would end up saving this household close to \$100,000 over the same period. This is money that would stay in Talent instead of being shipped away to the utility company.

When the projects are paid off, residents would enjoy lower energy costs from that point forward because the energy from the sun is free. End-users would still need to pay for service, maintenance and transmission fees. As mentioned, the cost of renewable energy technologies, especially solar, are in rapid decline and the financial feasibility of individual projects will need to be evaluated on a case-by-case basis.

Green Economy

Climate protection policies and programs, if designed carefully, can strengthen the local economy by driving demand for locally provided products and services that reduce emissions. Because most routine daily activities generate carbon emissions, nearly every activity must be examined to identify cleaner and more sustainable alternatives. This fundamental reassessment presents major economic opportunity.

Beyond job creation, a shift away from fossil fuels such as coal, petroleum and natural gas will add substantial indirect economic benefits. Because Oregon has almost no fossil fuel resources, dollars spent on these energy sources contribute little to the local economy. By redirecting energy dollars to pay for efficiency improvements and non fossil fuel energy, businesses and residents will spend more money locally, expanding markets for locally produced products and services.

By integrating these elements, Talent will:

- **Create Local Jobs.** The past decade has proven that many of the technologies, products and services required for the shift to a low carbon future can be provided by Talent area and Rogue Valley companies. Dollars currently spent on fossil fuels will no longer leave our economy and will stay here to pay for home insulation, lighting retrofits, solar panels, bicycles, engineering, design and construction. City Council shall adopt an economic development strategy that prioritizes sustainability as the key economic engine of the Talent region.

- **Improve Social Equity.** Disparities among our residents can be reduced by ensuring that the communities most vulnerable to climate change are given priority for green jobs, healthy local food, energy efficient homes and affordable, efficient transportation. We can also improve equity if we ensure that impacted communities are included in the implementation of the Climate Action Plan items in a meaningful and engaging way.
- **Create Healthier Residents.** Walkable neighborhoods, fresh foods and clean air means healthier, more active residents. The “health dividend” is potentially vast in financial terms and invaluable in its contribution to quality of life.
- **Become Energy Self- Sufficient.** Every action in this Plan will reduce reliance on fossil fuels. As prices continue to increase in the long run and supplies become more uncertain, a reduced reliance on volatile oil supplies will diminish the risks faced by everyone.
- **Protect and Enhance Air Quality and Natural Systems.** Although not part of this Action Plan, sustaining the values and functions of our tree canopy, rivers, streams and wetlands is an essential strategy that can simultaneously reduce emissions, sequester carbon and strengthen our ability to adapt to a changing climate. Healthy watersheds, forests and ecosystems are an integral part of this plan.
- **Save Money.** Using less energy in our homes, buildings and vehicles means lower energy and transportation bills for residents, business and government. Likewise, home-grown food saves on grocery bills. The savings from reduced health-care costs of a healthy, active community are potentially most significant of all.

Table 1. 2012 Rogue Valley Renewable Energy Assessment

Figure ES-2: Summary of renewable energy technologies, by feasibility criteria.

Category	Energy Efficiency	Solar	Wind	Biomass	Hydroelectric	Anaerobic Digestion	Geothermal	Landfill Gas
Energy Type	Base load; Peak matched	Intermittent; Peak matched	Intermittent	Base load or Dispatchable	Base load or Dispatchable	Base load	Base load	Base load
Existing Resource	8 MW (2002-2008 projects only)	2.1 MW	0 MW	32 MW	121 MW	0.7 MW	0.5 MWe (thermal energy)	3.2 MW
Additional Potential	64 – 100 aMW ² (560,000 – 876,000 MWh / year)	35 MW ² (58,000 MWh)	27 MW ⁴ (68,000 MWh)	5 – 14.5 MW ⁵ (30,000 – 96,000 MWh / year)	2.4 MW ⁶ (18,000 MWh / year)	0.5 MW ⁷ (4,000 MWh / year)	0 MW ⁸	0 MW ⁹
Risk	First costs; Lack of understandable, comparable information on benefits; Lack of financing vehicles	High first cost; Incentives; Land uncertainty; Land use and utility interconnection (large-scale systems only)	Noise; Aesthetic issues; Land use and ownership; Development of remote areas; Utility interconnection; Raptor mortalities	Air emissions; Ash; Odor; Noise; Ability to source cost-effective feedstocks; Utility interconnection; Loss of soil nutrients; Potential for Habitat disturbance; Carbon-neutrality questioned	Water rights; disruption to water system (turbidity, temperature, habitat); Variable fuel source; Utility interconnection	Ability to cost-effectively source and separate feedstock; Air emissions; Odor; Permits	Lack of resource; Fluid disposal and risk of ground water contamination; Development of pristine areas; Water rights; Zoning; High exploration costs	Low resource potential; Air emissions; Utility interconnection; Permits
Benefit	Displaces need for generation and emissions; Cost savings for utility customers; Various financial incentives; 17 jobs per \$1 million	No air emissions; Carbon neutral during operation; Various incentives; Generates REC; low cost of operation; 14 jobs per \$1 million	No air emissions; Carbon neutral; Various financial incentives; Generates REC; 3 jobs per \$1 million	Displaces emissions from open burning; Reduces wildfire risks; Various financial incentives; supports existing industry. Currently generates RECs; 11 jobs per \$1 million	Carbon neutral during operation; Low-impact hydro generates RECs; Various incentives	Generates soil nutrient products; More efficient gas capture compared to landfills; Generates RECs and Carbon Credits; Various incentives	No air emissions; Carbon neutral; Generates RECs; Various incentives	Reduced risk, odor and release of methane (a powerful greenhouse gas); Generates RECs and Carbon Credits
Levelized Cost (\$/MWh)	\$0 - \$106 (average ~\$35)	\$90 - \$154	\$44 - \$91	\$65 - \$151	Incremental: \$10 - \$98 Small and Micro: \$57 - \$136	\$36 - \$115	\$42 - \$69	\$50 - \$81
Energy Return	Not available	3 - 6	18 - 34	3 - 27	170 - 280	3 - 20	2 - 13	Not available
Carbon Intensity	Not available	50 - 59 kg CO ₂ /MWh	6 - 14 kg CO ₂ /kWh	Not available	3 - 23 kg CO ₂ /MWh	120 kg CO ₂ /MWh	23 - 122 kg CO ₂ /MWh	10 kg CO ₂ /kWh

RECs = Renewable Energy Certificates
 Note: Jobs are presented per \$1 million dollars invested in each technology. This analysis was only performed for EE, solar, wind, and biomass. See Appendix A for details.

² These values represent the range of potential over the next 20 years. The point value used in Figure ES-1 represents the mid-point of this range.
³ This value represents a scenario where 5% of total roof area suitable for solar installations has installations of solar PV panels (assuming current PV panel efficiency).
⁴ This value represents the Shale City project described in the wind section of Chapter 6.
⁵ This range is based on technically available feedstock estimates. The point value is based on lower end of this estimate and represents electricity generation from currently obtainable feedstock. This feedstock is not currently a cost effective electricity generation resource at \$65 per bone dry ton, but future market conditions may make it viable.
⁶ This value represents the potential of electricity generation added to Emigrant Dam and projects found to be feasible in Talent Irrigation district.
⁷ This value represents the estimated electricity generation based on the most feasible feedstock sources (food processing, supermarkets, and schools).
⁸ No electricity generation resources are available in the study area, but thermal resources are available.
⁹ The existing biogas resource is already utilized at Dry Creek Landfill to generate electricity. No other cost-effective resources are available at the closed landfills in the area.

Energy Conservation

GOAL: Reduce Energy use in Talent by 30% by 2020.

Reduce energy costs for businesses and residents by \$1.9 million by 2020.

Every year, Talent residents, businesses, and city operations spend over **\$5,750,667.51** dollars on energy, not including natural gas cost. Every household in Talent spends an average of **\$1,202.75** on electricity alone in Talent. Most of those financial resources are leaving our community and paying for out of state coal plants.

Energy efficiency and conservation are some of the most cost effective approaches for reducing climate emissions and energy costs in buildings. Efficient housing has lower utility and maintenance costs. Investments in energy conservation also have high outputs in terms of local job creation.

According to the 2012 Rogue Valley Renewable Energy Assessment, there is a potential to reduce electricity use in the Rogue Valley by 24% through simple energy efficiency measures like weatherizing homes, replacing lighting in commercial buildings, upgrading windows, and more. In addition, for every one million dollars of investment in energy efficiency and average of 10 new jobs are created in our communities with an associated \$400,000 economic output.

After a thorough review of many different plans and recommendations including the [Cleveland, Ohio Climate action plan](#), the [Carbon Neutral Cities Alliance Report](#), the [Rogue Valley Renewable Energy Assessment](#), the [Department of Energy planning resources](#), we have developed the following recommendations for actions to move forward in Talent.

Opportunities for Action

According to ENHABIT, an Oregon nonprofit working to help single-family, owner-occupied homes reduce their energy needs, 837 homes in Talent are eligible to participate in their program. This entails a free energy audit, connecting local contractors to homeowners, and helping homeowners access loans and incentives for energy efficiency upgrades.

According to the Energy Trust of Oregon, an Oregon nonprofit whose mission is to reduce energy use in Oregon, 209 owners of manufactured homes in Talent have participated in an Energy Trust program that provides incentives and rebates to seal home ducts and perform basic energy efficiency and weatherization upgrades. At least 300 more homes in Talent could qualify for this program, which saves residents money and keeps money in our local economy.

There are many additional existing free programs, grants, and loans that are available to Talent residents, businesses, and farms to save energy. These include programs like:

- Free weatherization programs for low-income residents through ACCESS.
- Free Energy Saver kits and LED light bulbs through the Energy Trust of Oregon
- Matching grants to upgrade irrigation pumps from the USDA.

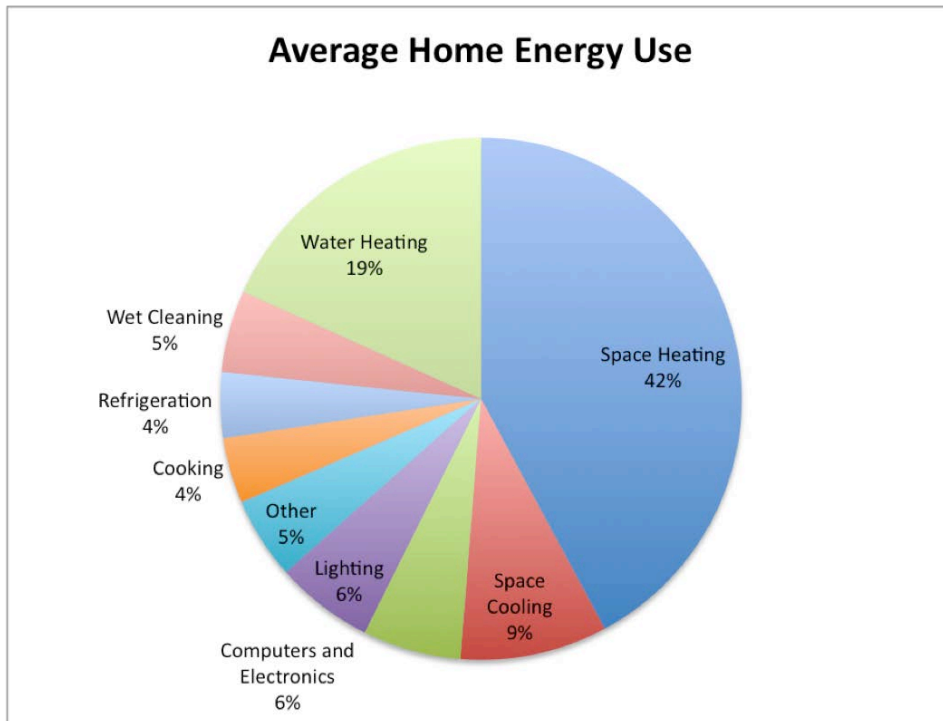
Home Energy Use Overview

Residential energy use is the largest source of electrical energy use in Talent. Since we don't have data separating out the usage between residential and non-residential gas use, for this section we are going to focus on electrical energy use -- we recommend The City work with Avista to get better data on the breakdown between residential and non-residential gas use.

The chart below shows the breakdown of energy use in the average home – about 70% of the energy used in the average home goes to space heating and cooling and water heating. Reaching a 30% reduction in energy use in our community will be challenging, but possible.

There are well-established actions that have proven valuable in major energy conservation efforts. These include:

- Replacing older appliances for newer, energy-efficient ones
- Weatherizing or replacing windows and doors
- Upgrading water heaters with more efficient units
- Insulating or improving home insulation
- Upgrading lighting with LED bulbs
- Installing new HVACs
- Etc.



Following are the team's recommendations to achieve the energy conservation goal for Talent.

Energy Conservation Recommendations at a Glance

The recommendations below are for The City, the community, the school district, and for local businesses. We recommend The City officially adopt recommendations with a “Municipal” designation.

OBJECTIVES	SECTORS Municipal Community Business	ACTION	WHO WILL COMPLETE THE TASK?	FINAL DELIVERABLE	WHAT IS NEEDED FROM THE CITY?
Retrofit and renovate existing buildings	M, C	1. Support programs and policies to retrofit and save energy in residential buildings.	The City		Communications Plan and implementation
	M, B	2. Support programs and policies to retrofit commercial and industrial buildings by publicizing energy efficient resources and incentives that are already available to builders.	The City		Communications Plan and implementation
	M	3. Set a visionary example of energy conservation and supply in city owned buildings.	The City		Incorporate 30% target into City goals and plans. Shift new purchases away from fossil fuel vehicles.
Make green building the standard for all new constructions	M, C, B	4. Incentivize use of REACH codes in new construction, and support efforts to upgrade state building codes.	The City		Implement a meaningful incentive program
	M, C, B	5. Support the development of a skilled workforce by partnering with RCC, and local unions.	The City		Implement partnership and drive for results
Implement neighborhood level solutions	M	6. Make utility data easily accessible for residents and businesses, and encourage energy saving challenges.	The City, Rogue Climate		Work with utility companies to achieve outcome
	School District	7. Reduce energy use in schools in Talent by taking advantage of public purpose funds.	The City		Hold schools accountable for reaching goal
	M	8. Keep important green and open spaces free, and keep improving their quality. Support tree canopy, which can reduce overall community energy use. Require new construction landscaping to have climate friendly planting.	The City		Adjust The City's master plan accordingly
Support County and State policies	M, C, B	9. City officials and community groups advocate at the county, Public Utilities Commission and state level to advocate for climate friendly energy policies.	The City, Rogue Climate		Drive for results

OBJECTIVE: Retrofit and renovate existing buildings

Action 1. Support programs and policies to retrofit and save energy in residential buildings.

There are many free and low cost programs that already exist for Pacific Power customers in Talent to save energy. Recommended steps include:

- Publicize the resources offered by ACCESS and The Energy Trust of Oregon through city and community channels.
- Increase uptake in Energy Saver Kits from Pacific Power.

- Encourage renovation of residences in geographic clusters. Begin by connecting neighborhoods of manufactured and lower income housing to free and low-cost resources.
- Launch a community campaign to encourage homeowners, property managers, and landlords to develop plans to increase energy efficiency in their Talent residences.
- Develop energy standards and guidelines for residential properties.

Action 1 Outcome.

1. At least 50% of the community residents are aware of the energy-saving programs and policies available to retrofit residential buildings.
2. An energy standard guideline for residential properties is in place.

Action 2. Support programs and policies to retrofit commercial and industrial buildings by publicizing energy efficient resources and incentives that are already available to builders.

Develop a partnership with the Talent Chamber or other key business leaders in Talent to promote energy saving opportunities and connect businesses with resources through the Energy Trust of Oregon.

Action 2 Outcome.

1. At least 50% of the commercial and industrial community are aware of the energy-saving programs and policies available to retrofit their buildings.
2. An energy standard guideline for commercial and industrial properties is in place.

Action 3. Set a visionary example of energy conservation and supply in city owned buildings.

The City of Talent has already shown great leadership in ensuring that new buildings are leading the way in energy efficiency. Recommended steps include:

- Conduct energy audits on all city owned buildings.
- Set energy reduction goals on a site-by-site basis that incorporates both energy management and energy efficiency upgrades in all municipal buildings.
- Phase all street lights out for LED lighting. (Already in the works)
- Develop a LED replacement program for local residents. The City could potentially front the cost of the light bulbs and be reimbursed by the Energy Trust of Oregon.
- Phase out the use of fossil fuel vehicles owned by The City.

Action 3 Outcome.

1. The City reduces its energy consumption by 30% by Year End 2020 compared to 2015 baseline.
2. All new vehicles purchased by The City are non-fossil fuel.

OBJECTIVE: Make green building the standard for new construction

Action 4. Incentivize use of REACH codes in new construction and upgrade the state building codes.

The Reach Code is a statewide optional energy construction standard. In 2009, the Oregon Legislature approved Senate Bill 79, which directed the Oregon Building Codes Division to adopt standards for optional increased energy efficiency in buildings newly constructed, reconstructed, altered or repaired. These collective energy efficiency standards were to be separate from the state building code and known as the “Reach Code”. Reach Code standards were created as an optional path for high performance energy efficient construction and were required to be economically and technically feasible for implementation. Similar programs include “LEED certification.”

While cities cannot mandate codes that are higher than statewide codes, The City of Talent could incentivize new buildings that use Reach Codes⁵ or LEED Certification levels through expedited permitting processes, public recognition and promotion. In addition, any building projects that receive direct assistance from The City should be held to high green building standards.

Action 4 Outcome.

1. An incentive program is in place that rewards meeting or exceeding Reach Codes and/or LEED Certification.

Action 5. Support the development of a skilled workforce by partnering with RCC, and local unions.

In informal conversations with local contractors, we heard that there is a lack of a qualified workforce for energy efficiency projects in the Rogue Valley. During the housing crisis, many contractors left the area or retired, and new contractors are not being trained as quickly as needed through local programs.

We recommend that both community groups, and The City advocate for increased training opportunities in the community. Large-scale deployment could occur through trainings at RCC as is done at Lane Community College’s Energy Management Program, or in partnership with local labor unions. To ensure that jobs that are developed in the energy conservation field in our communities are good jobs, High Road Standards should be implemented for city contracts and in programs promoted by The City. (See Appendix C for High Roads Standards)

We recommend connecting high school students with apprenticeship programs, like those offered by IBEW, the electricians union.

Action 5 Outcome.

⁵ 2016 Reach Codes: <https://www.oregon.gov/bcd/codes-stand/Documents/reach-16reachcode.pdf>

1. A plan is in place to reinstate training programs to develop energy efficiency workforce in the Rogue Valley.
2. The High Road Standards are implemented for City contracts and programs promoted by The City.

OBJECTIVE: Implement neighborhood level solutions

Action 6. Make utility data easily accessible for residents and businesses, and encourage energy saving challenges.

While community members currently have access to their energy use through monthly bills, or online, many people have a hard time making sense of what the numbers mean. A few options to make utility data more accessible to community members and to encourage community challenges include:

- Publish a monthly community energy meter or an energy dashboard in the TNR, City News, or Monthly Bills, etc.
- Research ways to help Talent residents easily access own utility data through real time channels like home energy monitors.
- Encourage Pacific Power and Arcadia to include savings vs. 2015 baseline in their monthly statements.

Action 6 Outcome.

1. A standard “Energy Efficiency” section is published in the TNR that depicts progress towards the goal.
2. Energy savings are reported on the monthly energy statements sent to customers.

Action 7. Reduce energy use in schools in Talent by taking advantage of public purpose funds.

The Talent – Phoenix school district has already conducted energy audits on all five schools paid for by “Public Purpose Funds⁶.” We recommend the school district:

- Set energy reduction goals on a site by site basis for all school district buildings that incorporate both energy management and energy efficiency upgrades
- Share progress with the Talent community on energy and money saved.
- Incorporate climate and energy curriculum into the school curriculum.

Action 7 Outcome.

1. The Talent School District achieves a 30% energy reduction by 2020.

⁶ Public Purpose Funds: <http://www.oregon.gov/energy/SCHOOLS/Sb1149/Pages/index.aspx>

OBJECTIVE: Support Local, County, and State policy changes for Clean Energy

Action 8. City officials and community groups advocate at the local, county, Public Utilities Commission and state level to advocate for climate friendly energy policies.

The work that community members and The City are doing will continue to be influenced by county, state, and federal policies. These policies are vital to ensuring the transition to clean energy and that greater energy efficiency happens quickly and benefits all members of our community. Local governments play an important role in influencing decision makers at the state level. We recommend The City partner with community groups to advocate for key climate and energy policies at the state level including:

- **Upgrading Business Codes:** In the 2017 legislative session, there may be a bill to upgrade the state building codes to ensure that all new buildings are “Net Zero Ready” by 2030. We recommend supporting this initiative and ensuring new buildings are wired for car charging.
- **Passing the Healthy Climate Bill:** In 2016, the Healthy Climate Bill was proposed to the legislature. This bill would have put a cap on climate pollution, required polluters to pay for their pollution and then reinvest those proceeds into projects like energy efficiency and renewable energy development. A policy like this would provide much needed public investment into a clean energy transition.
- **Supporting complementary transportation and affordable housing policies.** It is imperative that a transition to clean energy doesn’t displace or impact low income or vulnerable communities. We support complementary policies like inclusionary zoning and transit funding that can continue to make our community livable for everyone while reducing climate pollution.

Action 8 Outcome.

1. City officials and community groups demonstrate their support to clean energy and energy efficiency measures.

LEADING BY EXAMPLE: The City of Talent

The New Talent Community Center was built to be highly energy efficient. The roof has highly reflective roof shingles and was built “solar ready”. The City has applied for grants funds to install solar on the roof. It has a highly efficient heating and cooling system (HVAC), an energy management system that is controlled by building occupancy, low flow water fixtures and more.



LEADING BY EXAMPLE: Phoenix Talent School District

The school district recently conducted energy audits on all five of its facilities. The audits identified that the most cost effective actions were to replace the heating and cooling systems, called “HVACs”. Talent Elementary and Phoenix High School will both be upgrading their HVAC systems. It will cost \$31,000, which will be paid back in three years. **After that, the school will save about \$10,200 / year on energy bills.** The audits and the HVAC upgrades are all paid for by utility incentives available to schools through the “Public Purpose Fund.”

LEADING BY EXAMPLE: Holiday Gardens

Holiday Gardens retrofitted 56 apartments for energy efficiency in 2016. Using incentives offered by Energy Trust, Christmas Development replaced hot water heaters, refrigerators and stoves with Energy Star appliances. They also installed HVAC mini-split units, energy efficient windows, hearty board siding, energy efficient exterior lighting, and water saving toilets and faucets. One renter has already reported saving 30% on his heating bill.

Energy Generation

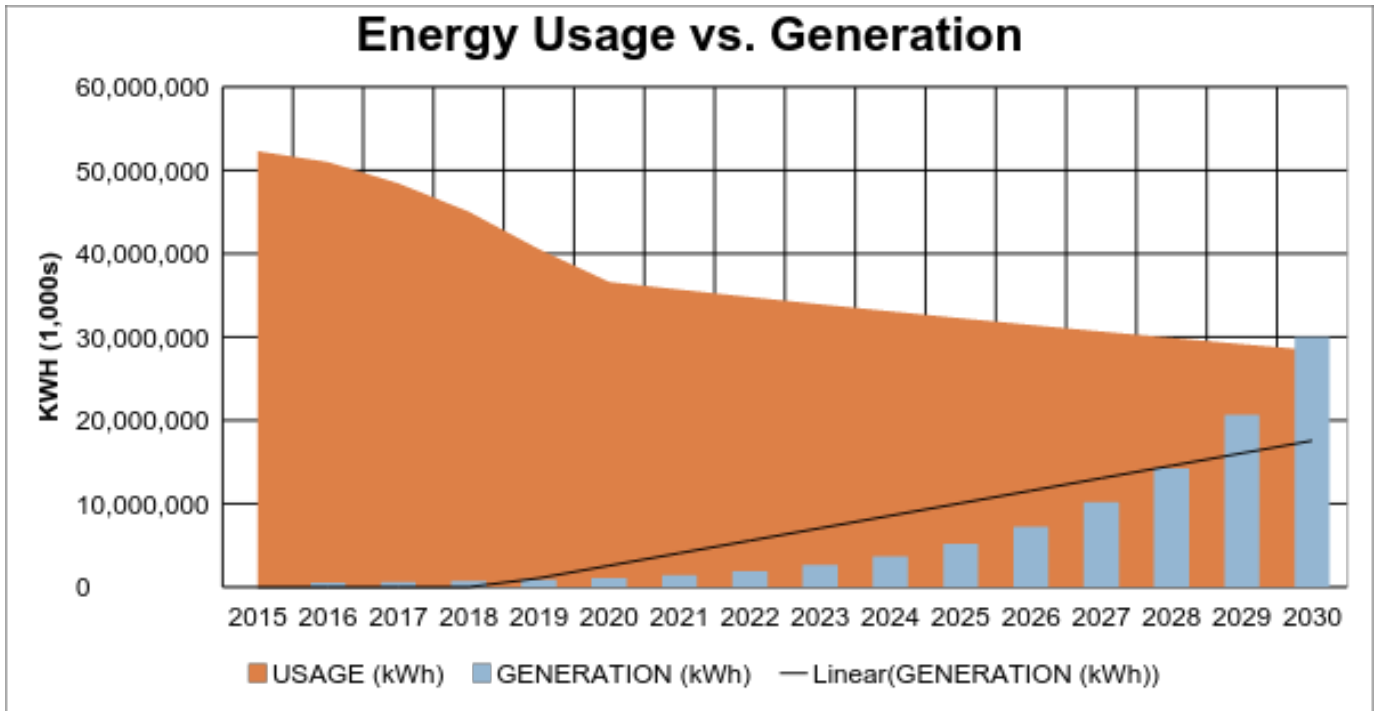
GOAL: Achieve 100% clean renewable energy source for Talent by 2030 while keeping prices affordable and preserving our rural quality of life.

Talent residents have demonstrated a high commitment to clean energy in their own lives through participation in renewable energy programs such as Blue Sky or Arcadia Power. Over 15% of Talent residents voluntarily pay a little more for clean energy, one of the highest rates in the state.

Over the last few years, The City of Talent has also taken strides towards transitioning to clean energy. The City developed the new community center to be solar ready, and in the last year started to purchase a percentage of city energy through the Blue Sky program for businesses.

To fully transition our community to clean energy renewable energy sources by 2030, we will need to take action on a local, state, and federal level to change policies and fundamentally transform how our energy system works. The transition to clean energy will be a long-term process and we will need to continue to update the plan as technologies improve and policies shift. It is vital that this transition to clean energy works for all members of our community, and makes Talent a more affordable place to live in the long term.

The graph below demonstrates a potential trajectory to reach our goals of a 30% reduction in energy use by 2020 and an increase in clean energy of 70% by 2030.

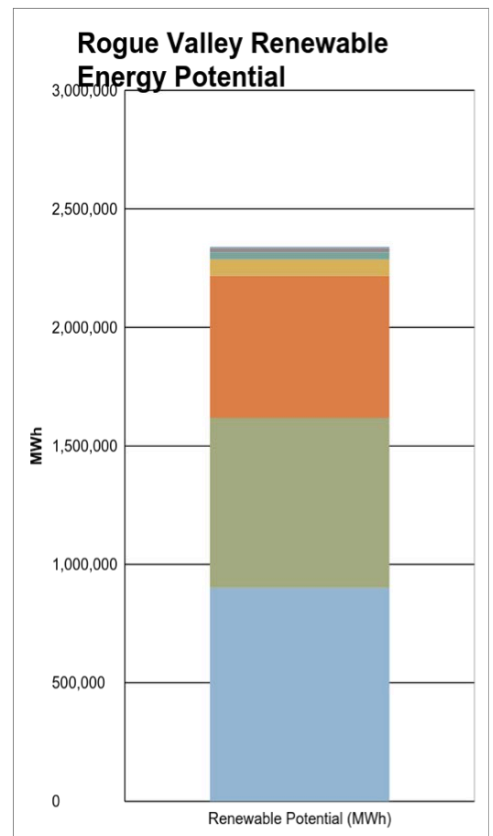


What is the potential for renewable energy in the Rogue Valley?

In 2011, Rogue Valley Council of Governments and other partners commissioned a study from the Good Company in Eugene to calculate the potential for renewable energy in the Rogue Valley. They identified energy efficiency and solar energy to be the two largest potential target areas. They also identified more site-specific opportunities for micro hydro, wind, anaerobic digestion, and biomass in the greater Rogue Valley. See Appendix 1 for the report executive summary.

The figure to the right describes the findings of this report. The generation potentials shown in Figure 1 do not represent the maximum generation potential; rather they represent what the authors thought was an average or achievable portion of that maximum.

Existing generation capacity (dominated by hydropower) makes up the largest portion of generation, followed by the potential energy efficiency resource.

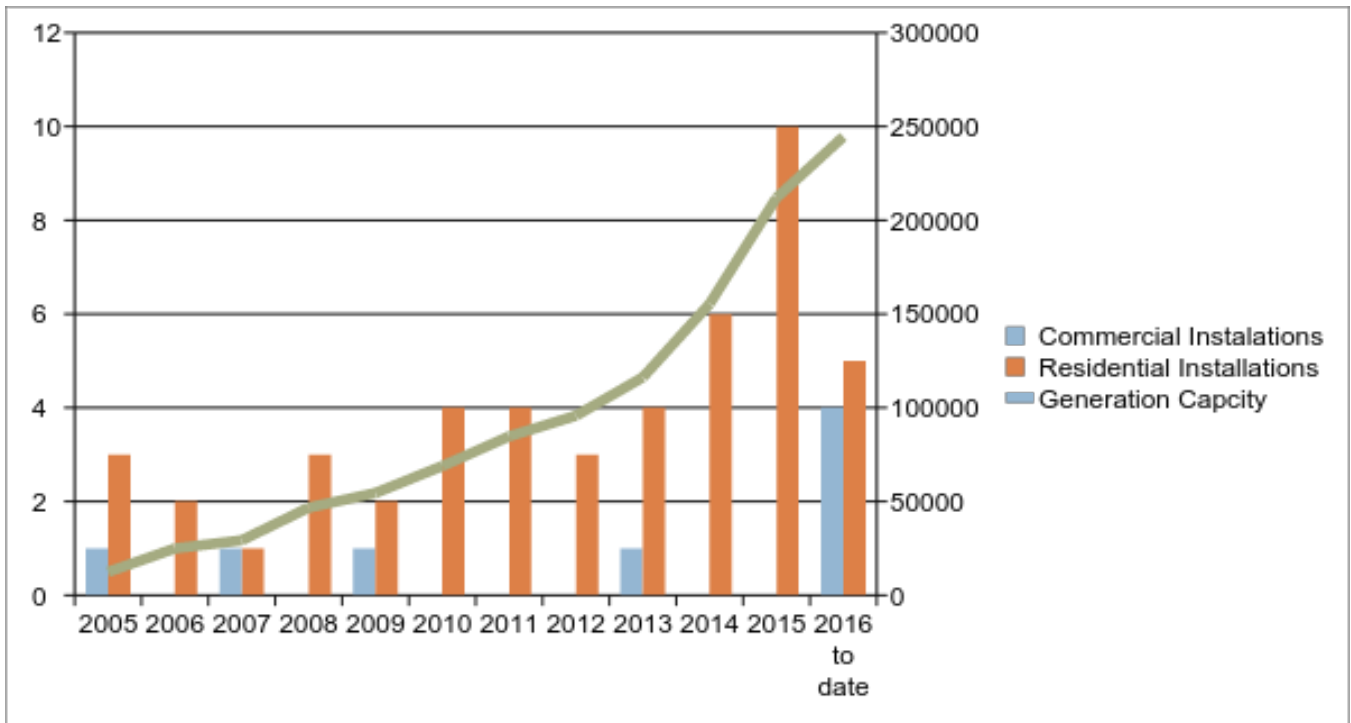


A third tier of generation potential is represented by solar. The report found that there is the potential to generate 40% of the energy needs of the Rogue Valley through rooftop solar, if all suitable roof space was covered. In the original findings, due to the high cost of solar at the time, only 5% of the total potential was identified as feasible. Because of the rapid decline of the cost of solar over the past 5 years, the graph to the right includes the solar generation potential if 50% of all suitable roofs had solar on them.

A fourth tier of generation includes wind, biomass, hydropower and anaerobic digestion.

What is the current renewable energy generation in Talent?

A preliminary assessment of renewable energy generation in Talent based on the number of incentives that have been used by the Energy Trust of Oregon since 2005 has identified 53 total solar projects in Talent as of August 2016. There may be some installations that did not use Energy Trust of Oregon incentives that are not included in this graph, like solar projects that were installed as part of Pacific Power’s feed-in-tariff program that has now expired. These solar installations account for 266,522 KWh/yr of energy generation, or 0.35% of Talent’s total energy needs.



What renewable energy projects are currently being considered?

In addition to residential solar systems that are being installed, there are several larger solar projects and one micro hydro project that are currently being looked at under various financing mechanisms including grants, a solar cooperative, or a C-corporation.

Project	Generation Potential	Status
Talent Community Center	15kW	Blue Sky Grant Submitted
Brammo	3 MW	Assessment Complete. Business Plan in Development.
Oregon Shakespeare Festival	To Be Determined	To be coordinated with Host and Provider
WISE Micro Hydro	To Be determined	To be researched

Zooming in on Solar: Types of Solar Projects

There are many different ways to finance and develop solar projects, and different projects have different benefits to the community. The list below captures a few of the many ways that solar projects can be structured.

Residential Solar: The term is generally applied to single residence buildings with a rooftop solar panel system. (Small-scale systems: usually 10Kw or less and grid tied). In the future this term may expand to include solar roof shingles.

Commercial Solar: A term applied to a variety of commercial buildings that incorporate a solar panel system on their rooftops and is larger in scale than residential and can even reach megawatt size. Also usually grid tied. Commercial rooftops are often flat or low sloped and the building energy demands higher than residential.

Utility Scale Solar: Utility scale solar systems are much larger than residential or commercial rooftop systems. Utility systems are usually ground mounted and can produce ten - hundreds of megawatts. They may be called: solar parks or farms or power stations and are capable of providing energy supply to large numbers of consumers. Generated electricity is fed into the transmission grid powered by central generation plants (grid-connected or grid-tied plant), or combined with one, or many, domestic electricity generators to feed into a small electrical grid (hybrid plant). In rare cases generated electricity is stored or used directly by island/standalone plant. [20][21] PV systems are generally designed in order to ensure the highest energy yield for a given investment. Some large photovoltaic power stations such as Solar Star, Waldpolenz Solar Park and Topaz Solar Farm cover tens or hundreds of hectares and have power outputs up to hundreds of megawatts.

3rd Party Ownership: Third-party financing is increasingly a preferred means of financing on-site renewable energy generation, particularly for commercial customers. Under these types of arrangements, a resident or business hosts a renewable system that is owned by a separate investor. Third-party financing arrangements are particularly beneficial for entities that cannot claim tax credits (such as governments, schools and nonprofits) and for entities that either lack initial investment capital

to purchase a system or the desire to own and maintain an on-site renewable energy system. Under a third-party financing arrangement, an investor monetizes available incentives (e.g. tax credits, rebates and depreciation deductions). The investor then sells electricity produced by a system to a host entity at lower rates than the host customer may otherwise be able to benefit from, if the customer were to invest directly in the system.

Third party financing mechanisms include both power purchase agreements (PPA) and leasing arrangements. With a PPA, the host agrees to purchase all the energy produced onsite. Any excess generation is typically subject to a net metering arrangement between the host customer and a utility. With a leasing arrangement, the host agrees to pay a fixed monthly fee that is not directly based on the amount of on-site generation.

For economic reasons, most small-scale renewable energy facilities in the country are owned and installed by third parties. It is often easier for third parties to take advantage of federal credits and business depreciation, while relieving the property owner of the responsibility of financing the system and building it.

Community Solar: Community or shared, solar means multiple people get electricity from a mid sized solar array, offering a convenient option for consumers who want to buy power from a carbon-free resource. Community solar has overcome the barriers for people who want to invest in solar energy but rent their home, live in an apartment, or have too many trees shading their roof. Customers can own or lease solar panels in a large community array and receive the credit on their electric bill. State laws may vary however.

Community Solar in Oregon: Legislation passed March 2016: Senate Bill (SB) 1547. This bill requires Oregon's investor-owned utilities to eliminate coal-fired resources from Oregon's energy mix by 2030 and to increase the use of clean energy to 50 percent by 2040. Importantly for this conversation, SB 1547 also directs the Commission to establish a community solar program in Oregon through the new Community Solar Projects law (<http://www.globalpowerlawandpolicy.com/2016/04/next-steps-for-community-solar-after-the-passage-of-oregons-landmark-clean-energy-legislation/>)

Solar Cooperative: Can have overlap with community solar. Once again state laws may vary and/or be in flux. Once again there may be various types of solar coops. A cooperative is a group of people acting together to meet the common needs and aspirations of its members, sharing ownership and making decisions democratically. **Co-ops can be owned by workers, residents, consumers, farmers, the community or any combination of the above.** What they have in common is that they are not about making big profits for shareholders, but rather circulating the benefits back to their member-owners, and these benefits ripple out to the broader community.

Solar Farm: Can be privately owned, government owned, non-profit or cooperatively owned. A community solar farm or garden is a solar power installation that accepts capital from and provides output credit and tax benefits to individual and other investors. In some systems you buy individual solar panels, which are installed in the farm after your purchase. In others you purchase kW capacity or KWh of production. The farm's power output is credited to investors in proportion to their investment,

with adjustments to reflect ongoing changes in capacity, technology, costs and electricity rates.

Companies, cooperatives, governments or non-profits can operate the farms. Once again each state may have different laws. Very often the land that the farm is on is leased from someone.

SOLAR FACTS

- There are at least 53 solar projects in Talent that generate 266,522 Kwh of solar.
- Solar creates 14 jobs per million dollars invested.
- To replace **ALL**⁷ of Talent's future goal of 30 % reduction from current electricity use with solar using today's technology would require between:
 - 37-39 MW
 - 112,836 and 132,071 panels
 - 224 to 273 acres of land or roofs and dependent on the mix of large (> 20MW) and small (< 20 MW) projects
(derived from NREL report)

Financing Opportunities

Renewable Energy projects can be financed in a variety of ways including grants, incentives, tax credits, and loans. The table below is a list of potential funding sources for renewable energy development. Individual installers or solar developers will also generally be able to identify the most current sources of potential funding for a particular project. Many developers or installers can also provide a free solar assessment and financial assessment regarding a particular project. The chart below is subject to change.

⁷ This plan calls for a 30% reduction in energy so the energy needs are calculated as 52 MW X.7 = 36.4 MW:<http://www.nrel.gov/docs/fy13osti/56290.pdf>

Type	Source	Amount	Notes
Grants	Oregon Department of Energy: RED Grants	Up to \$250,000 but not more than 35% of a project.	
	Blue Sky Renewable Grants	Can fund projects smaller than 10MW	Talent has applied for a Blue Sky grant to fund a solar project on the new community center.
	USDA Rural Renewable Energy Grants	\$2,500-\$500,000, but not more than 25% of total system costs.	The USDA can provide both loans and grants for renewable projects in rural areas installed by small businesses or agricultural producers. All systems in Talent could qualify.
Tax Credits	Federal Energy Investment Tax Credit (FITC)	Covers 30% of the cost of a solar installation before December 2016. May be extended.	
	Oregon Residential Energy Tax Credits (RETC)	\$1.50/watt, up to \$6,000 per solar-electric system per home per year.	If an individual doesn't have the tax liability to take the tax credit, someone else can take the tax credit to help pay for the cost of the solar project.
	Pacific Power Cash Incentive for Businesses	\$0.90 per watt for systems up to 150 kw, with an \$80,000 maximum incentive.	Pacific Power customers may be eligible for incentives through the Energy Trust of Oregon's (ETO) Solar Electric Buy-Down Program.
	Residential Incentives	\$0.65 / watt. The incentive is capped at \$6,500.	
Loans	Craft 3, Seeds for the Sol	\$25,000 – 5 Million	Craft 3 provides low interest loans for renewable projects in Oregon.
			Seeds for the Sol provides 4-year, interest-free loans to residents wanting to install solar panels in their property.
3rd Party Installers	Solar projects can also be installed and financed by third party developers. An example is Solar City, where they will develop the project and pay for it, and then give a specific energy rate to the site owner for a specific length of time.		

Energy Generation Recommendations at a Glance

OBJECTIVES	SECTORS Municipal Community Business	ACTION	WHO WILL COMPLETE THE TASK?	FINAL DELIVERABLE	WHAT IS NEEDED FROM THE CITY
Increase Clean Energy Now	C	1. Inventory current clean energy generation in Talent and surrounding areas. Assess opportunities for clean energy generation in Talent.	GT (Generation team)	Completed	N/A
	M, C	2. Set short term goals and targets for clean energy installation. Include emergency preparedness goals for key buildings.	City employees for emergency plan. Community and business for clean energy installation.	Have a plan in place for each city building as to the emergency power needs and how to meet those needs in a disaster. Increase rooftop solar by 10% over last year.	Survey of city buildings, assess emergency power needs.
	M	3. Continue to streamline permitting processes for clean energy installation.	City employees	Permitting for solar is not difficult right now... building codes changed to require conduit for solar, roof trusses designed for solar load.	Change building codes to encourage rooftop solar.
	C	4. Identify opportunities to make renewable energy accessible for low income households by partnering with groups like “Seeds for the Sol” or “Solar for All” .	GT, communication team	materials developed and ready to educate community members about program availability (with the communication team)	N/A
	C, M	5. Enroll energy users in city limits and in unincorporated Talent in clean energy utilities or energy providers.	All teams can be a part of this action.	Increase participation in clean energy programs by 10% over last year. funding options in place to allow low income households to participate without increased spending on their part.	N/A Shouldn't the city push this with utilities to get bulk pricing?
Plan for a More Independent Energy Supply in the Future	M, C	6. Study the feasibility of developing an independent utility company, implementing 'Community Choice Aggregation', or purchasing renewable energy directly from producers.	GT	By the end of the year, have the information gathered to review the feasibility of our own power utility and other options for more energy resiliency.	Not sure, would the city own the utility? Community owned? Either?
	M, C	7. Work with schools and/or	Communication	a classroom	N/A

OBJECTIVES	SECTORS Municipal Community Business	ACTION	WHO WILL COMPLETE THE TASK?	FINAL DELIVERABLE	WHAT IS NEEDED FROM THE CITY
		Makers Groups to generate more interest and creativity about independent clean energy.	team	presentation is ready to take to local schools. x number of Schools in the area contacted and classrooms visited. (upper grade levels?)	
	M, C, B	8. Recruit renewable energy projects to the area, like a solar cooperative, micro hydro project, or biogas digester.	GT	By the end of the year have made contact with solar cooperatives, organizations that develop solar farms. Contact funding sources for the above.	N/A
	M, C	9. Hire a 0.5-1.0 FTE position at the City to oversee clean energy and conservation projects.	M	Funding in place by the time the RARE person's time is completed.	Find the funding for this position, hire a person(s).
Support County and State Policies	M, C, B	10. Lobby state legislators to speed transition to clean energy and pass policies for more local energy autonomy.	Communication team	By the end of the year, strategies in place to connect with state leaders to change policies pertaining to clean energy production, distribution and funding.	Mayor and city council support.

OBJECTIVE: Increase Clean Energy Now

Action 1: Inventory current clean energy generation in Talent and surrounding areas. Assess opportunities for clean energy generation in Talent.

To assist in goal setting and tracking energy generation in Talent, we recommend that two different assessments be done regarding solar in Talent and that a program similar to Seeds For The Sol from Corvallis is started in the community..

- A complete assessment of current renewable energy production. How many KWh are currently being produced in Talent?
- An assessment of the solar potential of the area looking specifically at residential roofs, commercial and municipal roofs, parking lots, city buildings and strategic open spaces. If we have a list of possible projects that are ready to go, our community will be able to take advantage of grants, incentives, and financing opportunities.
- Seeds For The Sol (SFTS) in Corvallis, OR, provides interest--free loans to residents wanting solar panels in their property that cannot afford the required down payment. A large portion of this

down payment is reimbursed to the homeowner in the form of tax credits by the Federal and State government after the homeowner files their next year tax return. SFTS bridges the gap by providing interest-free loans to the homeowner who pays the loan back from the proceeds of the tax rebates. The loan money is then lent to another homeowner and the cycle repeats itself. Furthermore, SFTS has a program for homeowners with no or limited tax liability to sell the credits to individuals needing the tax deductions at \$0.90 cents on the dollar. At the end of the cycles, the funds are returned to the original source.

Action 1 Outcome:

1. All current renewable energy production is documented and available to the teams.
2. All potential sites for solar energy generation are inventoried, their generation potential recorded and available to the teams.
3. An interest-free loan program (SFTS or alike) is in place and available for residents to install solar panels in their property, and the first round of loans have been issued.

Action 2: Set short term goals and targets for clean energy installation on city buildings. Include emergency preparedness goals for key buildings.

As in the energy efficiency section, we are looking to The City to set a visionary example for renewable energy development. We recommend that The City set short term goals and targets for clean energy installation on eligible city buildings and include emergency preparedness goals. For example, certain city buildings should be able to have a battery backup that can be activated in the case of an emergency.

Action 2 Outcome:

1. A detailed plan for installing clean energy generation equipment in all city buildings.
2. A completed emergency preparedness plan related to energy.

Action 3: Continue to streamline permitting processes for clean energy installation.

Recently The City has joined the state's e-permitting system. Installers can apply and pay, track progress, and even schedule inspections online. We recommend continuing to look for opportunities to remove barriers to installation.

Action 3 Outcome:

1. Identification of procedural/legal roadblocks to clean energy installation.
2. A detailed action plan to remove each barrier so that clean energy installations can be streamlined.

Action 4: Identify opportunities to make renewable energy accessible for low income households like partnering with “Seeds for the Sol” or “Solar for All”.

Across Oregon and the county, community groups are working to ensure that low-income folks aren't excluded from the benefits of a transition to renewable energy. We support developing partnerships with existing non-profits such as Solar for All or Seeds for the Sol that help folks get solar by providing zero interest loans, or connecting them with partners that can take the tax credits if an individual's tax liability is not high enough. We also recommend providing information on solar to landlords connect rental units and apartment buildings with solar.

Action 4 Outcome:

1. A clear path is in place so that solar power is accessible to all members of the community.

Action 5. Enroll energy users in city limits and in unincorporated Talent in clean energy utilities or energy providers.

Over 15% of Talent residents, and The City of Talent already participate in programs to get clean energy from certified clean energy providers like Blue Sky or Arcadia Power by purchasing renewable energy credits. In the short term, while our community begins to develop local renewable energy sources, we recommend a switch to clean energy through enrollment in a renewable energy credit program. We recommend The City identify opportunities to negotiate with the clean, renewable energy companies for a bulk-pricing scheme that results in no increase in energy bills for the community.

Action 5 Outcome:

1. The City negotiates a bulk-purchasing rate to switch Talent energy users to clean energy with a certified renewable energy provider.
2. 50% of Talent residents switch to 100% clean energy while paying the same price.

OBJECTIVE: Plan for a More Independent Energy Supply in the Future

Action 6. Study the feasibility of developing an independent utility company, implementing 'Community Choice Aggregation', or purchasing renewable energy directly from producers.

Integrated into our goals of transitioning to clean energy include boosting our local economy with jobs and revenue from the emerging clean energy economy while keeping energy prices affordable for all. We recommend that The City establish a task force to investigate options for purchasing renewable energy for the community in the short term including:

1. Bulk purchasing of Renewable Energy Credits for both city operations and the community
2. The feasibility of implementing Community Choice Aggregation (CCA) in Talent if legislation is passed to support CCA's in Oregon.
3. The feasibility of developing a renewable energy cooperative or a municipally owned utility

Action 6 Outcome:

1. The steps for creating an independent Talent Utility Company (TUC) are defined, understood and made available to the appropriate decision makers.
2. The feasibility of a TUC is defined and documented.
3. The feasibility of a Talent CCA is defined and documented.
4. Potential bulk purchasing contracts are ready for evaluation and approval by The City Council.

Action 7. Work with schools and/or Makers Groups to generate more interest and creativity about independent clean energy.

A key action for The City, in conjunction with the School District, is to help young children understand the pros and cons of energy use, conservation and generation. Children represent the future of our community, making it imperative that they grow up educated and aware of the opportunities, challenges and rewards of renewable, local energy. We recommend that appropriate content is created in partnership with the School District to expose our children early to this critical topic and that the material is incorporated into the standard curricula for the Talent schools.

Action 7 Outcome:

1. Students in the local school system are aware that the community is taking action to reduce energy consumption and to locally generate or to acquire energy from clean, sustainable sources.
2. Community Makers use their talents and skills to support efforts to locally generate or to acquire energy from clean, sustainable sources.

Action 8. Recruit renewable energy projects to the area, like a solar cooperative, micro hydro project, or biogas digester. Develop community standards for renewable energy projects.

With changing energy markets, southern Oregon is being looked to as a location for rapid solar development. We want to ensure that our community is ready to take advantage of this solar boom in a way that benefits our community as a whole. We recommend actively recruiting renewable energy projects including community or cooperative solar, micro hydro or biogas projects to the area and developing community standards for evaluating potential projects by. Community standards could include goals such as:

- Evaluating sites for the best use of the land
- Ensuring that a local workforce is used as much as possible
- Prioritizing projects that include training opportunities for folks that have traditionally been left out of the renewable energy industry like women, and communities of color
- Prioritizing US made solar panels
- Working to ensure that not only wealthy members of our community reap the benefits of the renewable energy economy

While community standards can't be applied to all projects, for projects that The City or Rogue Climate Talent is actively supporting, we recommend committing to a set of community standards.



Action 8 Outcomes:

1. A full inventory of potential generation sites is completed.
2. Potential developers are identified and preliminary assessments/contracts and financing are in place for local clean energy generation projects that use local resources and American materials.

Action 9. Hire a 0.5-1.0 FTE position at The City to oversee clean energy and conservation projects.

In 2016-2017, the RARE fellow will fill this position, however in coming years we recommend setting aside funding for a more permanent position.

Action 9 Outcome:

1. Stable City funding is identified for coordinating clean energy and energy efficiency projects in the long term.

OBJECTIVE: Support County and State Policies

Action 10. Lobby state legislators to speed transition to clean energy and pass policies for more local energy autonomy.

State and federal policies regarding utilities, incentive, and greenhouse gasses will be vital components of moving forward a clean energy transition in Talent or preventing a transition from happening quickly. City governments, including city managers, city councils, and the Mayor have an important role to plan in advocating for state policies in particular. We have identified a few key policies that are vital to this transition that we would like to see the Cities active support on in years to come.

- **Community Choice Aggregation** is a state policy that would make it easier for Talent to purchase clean, renewable energy. It enables a community to pool its purchasing power and

decide where to buy energy from – it could be a local solar farm, an Oregon wind farm, or the existing local utility. Revenue could potentially be produced for The City if such a law were adopted.

- **The Healthy Climate Bill** was introduced into the state legislature last year and will be up again in 2017. This legislation would put a limit on climate pollution and require large polluters to purchase pollution credits. The revenue would then be directed into projects to help communities transition to clean energy and reduce energy use.
- **Community Solar Initiatives:** The public utilities commission is actively moving forward with rulemaking for community solar projects in Oregon.

Action 10 Outcome:

1. Statewide policies are passed that limit greenhouse gas pollution, and make it easier for community solar projects to happen, and for communities to have access to clean energy.

Overall Recommended actions for City Council:

1. Once approved by City Council, incorporate the proposed Year One Clean Energy Action Plan into city operations.
2. Direct city staff to implement Year One Plan.
3. Incorporate the Clean Energy Action Plan 2030 into the City's Master Plan.
4. Work with community groups to assist in implementing the plans.
5. Every six months, evaluate progress in implementing the plan and initiate action to prevent or correct shortfalls against achieving goals.
6. Communicate regularly with citizens regarding clean energy efforts (The Flash, website, or other visuals).
7. Advocate at the county and state level for policies that support an upgrade in building codes, resources for energy conservation efforts, rapid transition to clean energy, and the like.

What the community will undertake:

1. Maintain a robust team of residents active in implementing appropriate portions of the plan through volunteer service.
2. Coordinate with the City regarding communications and outreach in the community.
3. Work in partnership with the city to advance the goals of the plan.
4. Advocate at the county and state level for policies that support an upgrade in building codes, resources for energy conservation and generation efforts, and the like.

Stakeholders

Talent is a small, rural community in southern Oregon. Since residents consume almost 75% of Talent's energy, the community at large is the largest stakeholder. 23% of Talent's energy use is by commercial sources; the Talent business community is primarily comprised of a variety of small businesses with some larger entities such as the Oregon Shakespeare Festival and Brammo. (See 'Key Stakeholders' chart below.)

As of the 2010 census there were 6,066 people living in Talent. Talent is growing; in 2000 the population was 5,589. In the 2010 census residents were living in 2,639 households; of these 30.1% had children under the age of 18 living with them, 36.9% were married couples living together, 13.3% had a female householder with no husband present, 5.2% had a male householder with no wife present, and 44.6% were non-families. 33.5% of all households were made up of individuals and 14.4% had someone living alone who was 65 years of age or older. The average household size was 2.29 and the average family size was 2.96.

The median age in The City was 38.4 years. 24% of residents were under the age of 18; 8.4% were between the ages of 18 and 24; 26.4% were from 25 to 44; 24.9% were from 45 to 64; and 16.3% were 65 years of age or older. The gender makeup of The City was 46.6% male and 53.4% female. The 2010 census reported 2,420 housing units in Talent. Of these, 1327 were owner occupied and 997 were renter occupied. Average rent was \$656/month.

Rogue Climate Talent began engaging residential stakeholders in the spring and summer of 2015 by hosting Living Room Conversations where supporters invited their friends and neighbors in Talent to discuss what livability issues were important to them and what their dreams are for the clean energy future of Talent. Additionally, Rogue Climate Talent conducted over 100 surveys in 2015 by surveying Talent residents as they entered Ray's market, attended the Talent Evening Market or the Harvest Festival, and by going door-to-door. The survey asked people for their opinions on climate and energy issues, as well as on livability issues in Talent. Residents reported a high desire for clean energy, walkability, healthy local foods, more local business and a strong concern about climate change and drought.

In October of 2015, Talent was one of six rural, Oregon communities to win a grant from Sustainable Northwest and the Lake County Resource Initiative to put on the "Making Energy Work for Rural Oregon" workshop. As a way to publicize the workshop, Rogue Climate Talent brought various clean energy, energy efficiency and environmentally focused organizations and businesses together at the Talent Evening Market to engage stakeholders in the community. Over 70 residents attended the daylong workshop and many became involved with Rogue Climate Talent's efforts.

In July of 2016 Rogue Climate Talent hosted a Clean Energy Action Plan Open House where over 70 community members were informed about the current status of the clean energy plan and community input on the plan was gathered. For those unable to attend, an online survey was publicized in the Talent News and Review and via social media.

Ongoing news articles about the progress of Rogue Climate Talent's work are published both in The Flash and in the general content of the Talent News and Review paper.

Community stakeholders will continue to be engaged throughout the clean energy planning and implementation process. The chart below identifies local and regional stakeholders that will be key to implementing a clean energy action plan.

Communications Plan

Goals of the Outreach Team

The Outreach Team will incorporate key action steps in community engagement with residents and stakeholders of Talent.

The first goal of the Outreach Team will be to *enlist as many residents as possible in measurable energy conservation efforts through an Energy Efficiency Campaign*. This will be done by prioritizing older homes, manufactured homes and low-income residences in order to achieve the 5% energy conservation goal for 2017, with the greater goal of achieving 30% conservation by 2030. This Energy Efficiency Campaign will also include a Viral Marketing program to engage business and community leaders.

Our second goal is to *contact every household in Talent within two years of the adoption of the Year One Plan*. This will be accomplished through organizing and mobilization of a coordinated volunteer team working together with city committees, city staff, local organizations, and mutual stakeholders.

Our third goal will be to *collect, publish and review the results of our Energy Efficiency Campaign* in order to measure and provide feedback for our 2030 conservation and generation goals.

Residential Energy Efficiency Campaign

During the first Clean Energy Open House in July 2016, residents voted for an Energy Efficiency campaign as a priority action item for the City of Talent, alongside Community Solar and Options for Alternative Transportation. Since 75% of Talent's energy consumption from Pacific Power is from residents, the major focus of the Outreach Plan will be on a citywide residential conservation and energy efficiency program, alongside opportunities for residential solar or other clean energy generation opportunities.

The Outreach Team and City Staff will work together with the RARE student, community volunteers, city committees, and community organizations to effectively distribute information and increase participation in free energy efficiency programs through educational events, publications, tabling at festivals, information and sign-ups at City Hall, door-to-door inquiries, and workshops.

The team can host workshops to engage Talent residents and neighborhoods in projects that achieve our energy goals, raise educational awareness about clean energy and climate change, and provide

access to clean energy opportunities. These could include and are not limited to: rain barrel workshops, Map Your Neighborhood events, regional energy savings programs like Communities Take Charge, local organizations such as ACCESS, attending local festivals and events, providing information on tax credits for choosing energy efficient systems, energy consultations, weatherization programs, Energy Saver Kits, Blue Sky Renewable Energy, energy co-ops, energy audits, resident pledges, eco-neighborhoods, updating city resolutions or ordinances for building codes.

Recommended Campaign Programs:

- 1) ACCESS – Retrofit and save energy in existing buildings through free duct sealing manufactured homes. Information could be made available at City Hall.
- 2) Energy Trust of Oregon – Encourage residents to sign up for a Free Energy Savers Kit with free LED light bulbs and direct installation. Information could be made available at City Hall.
- 3) Clean Energy Open House – The team will host two annual public Open Houses for the community on the Clean Energy Plan to share updates, measurable impacts, and reviews of projects developed through the plan. These events will serve as informational and educational meetings for the public to connect and participate in workshops and energy resilient action steps.
- 4) Communities Take Charge – Encourage residents to participate in this online, self-monitoring energy conservation program that tracks savings for registered cities. Information could be made available at City Hall.
- 5) Talent Seeds for the Sol – Work with the city to create a residential solar program based off of the successful Seeds for the Sol organization in Corvallis, OR. Information could be made available at City Hall.
- 6) Harvest Fest 2017 Clean Energy – The subject of the 2017 Harvest Festival will be Clean Energy participation and opportunities. This could include friendly neighborhood competitions for energy savings.
- 7) Energize Rogue – Enroll residents this program to encourage HVAC /ductless heat pump installations.
- 8) Blue Sky or Arcadia Program – Enroll residents in Pacific Power’s Blue Sky Renewable Energy program for renewable energy certificates.

Branding of the Talent Clean Energy Campaign:

An integral component of the Outreach team will be to create a clean energy culture in Talent through branding of the campaign. The team will come up with a unified tag line and slogan that can be used for signs, buttons, bumper stickers, posters, and other materials that can be displayed by residents or businesses. Signs and posters used for branding are encouraged to display numbers and percentages of

energy conserved or generated for information, education, and increasing participation in the campaign.

Publication of Progress:

Articles can be published periodically in the *Talent News and Review* either by members of the Outreach and Communications Team through a city committee and/or city council, or under *Flash*, The City's page of city-related updates. The City of Talent website will post blogs of measurable successes and progress reports of stakeholder projects and quotas. Email newsletters will be sent throughout the year to update stakeholders, residents, and other interested parties of progress in events and projects.

The goals of the Energy Efficiency Campaign are to:

- 1) Retrofit # of homes in Talent.
- 2) Install LED replacements for a # of homes in Talent.
- 3) Enroll % of residents in Blue Sky.
- 4) Visit and canvas every neighborhood with a volunteer groups of neighbors. Contact every household within the city of Talent within two years.
- 5) Visioning process with the community, option of languages, child care, food provided, Open House, personal invitation.
- 6) Increase # of Attendees at RCT meetings and Open Houses and participation in events.
- 7) Coordinate with city staff to publish and publicize a clean energy action recommendation or step, local resource, or energy program every month.
- 8) Publicize numbers of neighborhoods participating or % of energy conserved or generated, competition.
- 9) Mobilize and organize volunteers and sign-ups.
- 10) Create a brand and slogan for the Talent Clean Energy Campaign, including a facebook campaign page, and informational materials or brochures that can be given to current and new residents and displayed at City Hall or other city buildings.
- 11) Coordinate effectively and respectfully with city staff, volunteers, city committees and commissions, residents, and local business and organizations.

The Outreach Team will implement these goals by:

- 1) Knock on every door in Talent.

- 2) Organize with City Staff, committees, volunteers, and local organizations to knock on every door in Talent, ongoing. Sign up with Pacific Power
- 3) Coordinate with the Chamber of Commerce to brand, Real Estate developers.
- 4) Shower timer - program in Eugene
- 5) Creating an effective data matrix for recording, reviewing, and publishing results and outcomes.

Success Metrics and Desired Outcomes:

- 1) # of Residential households that complete ACCESS retrofitting.
- 2) # of Residential households that participated in LED installations.
- 3) # of Residential households participating in Blue Sky or Arcadia Programs
- 4) # of solar residential installations
- 5) # of household HVAC installations
- 6) Out of # of people contacted, how many # signed up for a program? How many doors # knocked and actual contacts?

Viral Marketing With Community Stakeholders

- 1) Create a SLOGAN for Campaign with title and slogan.
- 2) Put together condensed and unified outreach material.
- 3) Development of ongoing educational program with the School District and Outdoor Program.

Stakeholders are defined as a party (either individual, organization, or business) who may be affected by the decisions, activities, or outcomes of the Clean Energy Plan goals and objectives. Broadly, all residents or organizations within Talent are defined as stakeholders. To encourage resident participation and community visibility, business and community leaders will be selected for engaging in a viral marketing campaign to meet the 2030 goals of conservation and generation.

The purpose of reaching out to stakeholders is to enlist their participation to help disseminate the Clean Energy Action Plan vision and to find out what they have already accomplished in terms of energy efficiency, conservation, and sustainability. The communications plan will require close communication between The City, Rogue Climate Talent, and other community partners.

Stakeholders will be evaluated based on the following criteria:

1. High Visibility – Stakeholder is an influential presence in the community of Talent with a prominent, public representation that is readily available to community members, such as downtown shops or active community organizations.

2. Number of Employees or Residents Involved – Stakeholder employs or serves a large number of people within Talent, such as Talent’s School District, Oregon Shakespeare Festival production facility, or Ray’s Food Place.

3. Energy Usage and Conservation or Generation Potential – Stakeholder has a high usage of energy, or has a strong potential or prior investment in energy conservation or generation efforts.

4. Commitment to Clean Energy – Stakeholder has demonstrated a commitment to clean energy objectives of conservation or generation.

Stakeholders will be grouped into the following categories:: Key Stakeholder; Community and Business Leader; Everyone else.

To meet the criteria of Key Stakeholder in the first tier, stakeholders must meet all or most of these definitions. To meet the criteria of Community and Business Leaders, stakeholders will have to meet some of these four criteria. All other stakeholders will fall under the third tier.

The first tier of Key Stakeholders will include 20 seats. They will be identified and contacted to help implement energy conservation and generation projects to fulfill the objectives of the Clean Energy Plan. These stakeholders will be engaged through personal, one-on-one appointments to develop current or future projects that serve as key energy generation or conservation efforts with a measurable impact. Key Stakeholders will be interviewed by our Outreach team using a survey, and categorized on actionable items based on results.

Twenty-five second-tier stakeholders, identified as Community Leaders and Business, will be contacted through a phone survey. The Outreach Team will call the stakeholders to survey the level of interest and participation in current or proposed clean energy projects and opportunities.

The third tier of stakeholders will include the rest of the population and will be contacted and engaged through email survey. The number of stakeholders in the third tier is unlimited.

In the first year of implementing a stakeholder tier, the Outreach team will be contacting many potential first and second tier stakeholders. The categorization of the first and second tier will be influenced by the results of surveying potential stakeholders throughout the community.

The goals of the Outreach Team with Community Stakeholders are to:

1) *Engage* committed stakeholders in individual, personalized, and measurable clean energy projects within the scope of their organization in relation to the plan;

- 2) *Inform* stakeholders of local and financially viable Clean Energy opportunities and projects as well as scientific data on climate change impacts for the Rogue Valley;
- 3) *Develop* a long-term relationship with stakeholders to demonstrate the measurable impact of clean energy projects and energy resilience over time.

The Outreach Team will implement these goals by:

- 1) Engaging in one-on-one surveying interviews with potential Key Stakeholders to initiate dialogue and develop projects that lead by example with measurable results.
- 2) Participating in phone surveys of potential Business and Community Leader second-tier stakeholders and prioritizing developing projects based on commitment and measurable impact.
- 3) Generate interest and development among third-tier stakeholders to participate in workshops, events, and education involving the Clean Energy Plan.

Success Metrics and Desired Outcomes:

- 1) Create complete Key Stakeholders and Community/Business Leader tiers.
- 2) Formulate short and long term stakeholder projects with individual stakeholders to meet conservation and generation goals.
- 3) Increase residential participation in energy efficiency and generation through creating an inclusive clean energy culture in Talent by publicizing stakeholder projects and successes to residents.
- 4) Host a Clean Energy Open House event with all stakeholders to share successes, energy conservation and generation progress, and encourage continued participation in further opportunities for involvement.

Overall Project Success Metrics

The overall success of this project will be determined in relation to the original vision that was laid out at the beginning of this plan. It is important to remember that this is just the start of a multi-year transition to cleaner energy and greater energy efficiency, and the progress and goals will need to be re-evaluated on a regular basis. We recommend evaluating and tracking success based on the following indications on an annual basis.

	Metric	Baseline	Annual Progress
GOAL: Conservation 30% Reduction of 2015 levels by 2020.	Total kBTU saved		
	# of completed home efficiency projects		
	# Energy Saver Kits installed		
	# of completed business, school, municipal efficiency projects		
	# of community members engaged		
GOAL: Renewable Energy Achieve 70% clean energy sources by 2030	Total KWh installed		
	Total projects completed		
GOAL: Resilience Stable energy costs Emergency backup	% change in energy costs		
	Emergency Action Plan in place and distributed to the community		
	# of volunteers engaged		
	# of low income households and renters participating in energy saving or generation programs		
GOAL: Local Economy Create jobs and keep money in local economy.	\$ invested into local economy or % of energy costs that departed the area		
	# students to start apprentice programs		
	# of jobs created		

Roles and Responsibilities

Definitions:

1. Accountable (A): Decision-maker
2. Responsible (R): Charged with implementing the decisions of the accountable party
3. Informed (I): Not part of the decision or implementation but needing to remain informed of progress
4. Not Involved (NI): Not part of the process

Topic	City	Team	Community	Other
Talent Energy Action Plan (Owner)	A	R	I	
Talent Energy Vision	A,R	R	I	
Policy Changes	A,R	I	I	
Funding Backing	A,R	I	I	

Topic	City	Team	Community	Other
Conservation Effort Execution	I	A,R	I	
Generation Effort Execution	A,R	R	I	
Communications Plan Execution	A,R	A,R	I	
Other...				

Project Scope (In and Out)

This Action Plan project addresses:

1. Energy efficiency and conservation programs and incentives for incorporated and unincorporated Talent
2. Phasing out energy (electricity) generated from burning fossil fuel and replacing it with energy produced from clean, renewable sources for incorporated and unincorporated Talent
3. Driving policy changes that facilitate energy conservation and generation in Talent
4. Ensuring that Talent resources stay in Talent
5. Improving Talent’s resilience to energy market and climate change
6. Monitoring progress, engaging and communicating with the Talent community
7. Procuring financial assistance and engaging low-income members of the Talent community

This Action Plan project does not address:

1. Water conservation
2. Food production/distribution
3. Transportation efficiencies
4. Reforestation
5. Phasing out the use of Natural Gas and Propane and its eventual replacement with electricity in the Greater Talent area. We recommend that this is incorporated into an update of the plan within the next two years.
6. Emergency Preparedness plans
7. Energy use and generation outside incorporated and unincorporated Talent

The Talent Clean Energy Plan Team:

Sharon Anderson
Emily Berlant
Susan Bizeau
Cynthia Care
Christina Collins
Erika Giesen
Taylor Haag

Rianna Koppel
Lee Lull
Patrick McLain
Charles Roome
Diana Roome
Janice Rosenberg
Allie Rosenbluth

Ray Sanchez-Pescador
Mark Smith-Poelz
Hannah Sohl
Diane Ware
Jeff Wilcox
Joseph Wismann

Glossary of Commonly Used Terms

Adaptation: An adjustment in natural or human systems to a new or changing environment. Adaptation to climate change refers to adjustments in response to actual or expected climatic stimuli or their effects, which lessens harm or exploits beneficial opportunities. Various types of adaptation include anticipatory and reactive, private and public, and autonomous and planned.

Atmosphere: The gaseous envelope surrounding the Earth. The dry atmosphere consists almost entirely of nitrogen (78.1 percent volume mixing ratio) and oxygen (20.9 percent volume mixing ratio) together with a number of trace gases, such as argon (0.93 percent volume mixing ratio), helium, radiatively active greenhouse gases such as carbon dioxide (0.035 percent volume mixing ratio), and ozone.

Barrier: Any obstacle to reaching a potential that can be overcome by a policy, program, or measure.
Biofuel: A fuel produced from dry organic matter or from combustible oils produced by plants. Examples include alcohol from fermented sugar, black liquor from the paper manufacturing process, wood, and soybean oil.

Biomass: When referring to fuel, biomass is a plant--derived fuel from clean and untreated wood such as brush, stumps, lumber ends and trimmings, wood pallets, bark, wood chips or pellets, shavings, sawdust and slash, agricultural crops, biogas, or liquid biofuels, but excludes materials derived in whole or part from construction and demolition debris.

Bioswale: A vegetated depression that can temporarily store storm water, reduce flooding, cleaning water, and encourage infiltration.

Bus Rapid Transit (BRT): A system that emulates the efficiencies and operations of light -rail at a fraction of the costs. Attributes of a BRT system: Exclusive right of way—guarantees travel time, Signal priority—gives buses priority through intersections, Level boarding—makes boarding easier and quicker, Off -Board Fare Collection—negates fumbling with change and allows boarding at all doors, Less frequent stops—improves travel time, Improved stations—offers station amenities for passenger comfort, and Park & Ride connections – improves Vehicle Image Capacity (energy): The maximum power capability of a system.

Carbon dioxide (CO₂): The major heat -trapping gas whose atmospheric concentration is being increased by human activities. It also serves as the yardstick for all other greenhouse gases. The major source of CO₂ emissions is fuel combustion, but they also result from clearing forests and burning biomass. Atmospheric concentrations of CO₂ have been increasing at a rate of about 0.5 percent a year, and are now more than 30 percent above pre industrial levels.

Carbon neutral (also climate neutral): When greenhouse gas emissions are net zero. A building is carbon neutral when it doesn't generate more greenhouse gas emissions than it sequesters. This can also be accomplished by "offsetting" emissions with "carbon credits."

Carbon sequestration: The uptake and storage of carbon. Trees and other plants, for example, absorb CO₂, then release the oxygen while storing the carbon.

Carbon sinks: The processes or ecological systems that take in and store more carbon than they release. This process is called carbon sequestration. Forests and oceans are large carbon sinks.

Climate: The average state of the atmosphere including typical weather patterns for a particular region and time period (usually 30 years). Climate is the average, long term weather pattern for a particular region, while weather describes the short -term state of the atmosphere. Climate measures average precipitation, temperature, wind, and seasonal phenomena such as length of the growing season.

Climate change: A significant change from one climatic condition to another, often used in reference to climate changes caused by the increase in heat- trapping gases since the end of the 19th century.

Climate feedback: An interaction mechanism between processes in the climate system that happens when an initial process triggers changes in a second process that in turn influences the initial one. A positive feedback intensifies the original process, and a negative feedback reduces it.

Climate neutral: See carbon neutral.

Climate system: A complex system consisting of five major components: the atmosphere, the hydrosphere, the cryosphere, the land surface and the biosphere, and the interactions between them. The climate system evolves in time under the influence of its own internal dynamics and because of external forcings such as volcanic eruptions, solar variations, and human- induced forcings such as the changing composition of the atmosphere and land- use change.

Climate variability: Climate variability refers to changes in the average state and other aspects of the climate over space and time beyond that of individual weather events. Variability can be due to natural climate processes (internal variability), or natural or human -induced external changes (external variability). See also climate change.

Concentration: Amount of a chemical in a particular volume or weight of air, water, soil, or other medium. See also PPM (parts per million).

Cost- Effective: A criterion that specifies that a technology or measure delivers a good or service at equal or lower cost than current practice, or the least cost alternative for reaching a given target.

Community scale renewable energy: A renewable energy system, photovoltaic for example, installed at a large scale: for example, over the roof of a large commercial building. Often this will include multiple investors paying for a single, large installation that will benefit many homes or businesses.

District energy: In this system, steam, hot water or chilled water is produced in a central plant and distributed to multiple buildings in a defined area through underground pipes. These systems eliminate the need for heating or cooling equipment in each building, reducing upfront costs and saving energy. Also, district energy systems may offer more flexibility in the type of fuel used resulting in an easier transition from fossil fuel. An additional value of district systems is the distribution of expenses across all users for operations, maintenance and/or retrofitting, thereby reducing costs to customers. District

energy systems, especially those that use renewable fuel sources, can play an important role in reducing the carbon footprint of Talent's buildings.

Earth Advantage: A third party, green building certification program for new homes, multi-family buildings, and neighborhoods. Pilot programs are also available for remodels and small commercial projects. Key areas addressed include energy efficiency, indoor air quality, environmental responsibility, and resource efficiency. For more information: [www. Earthadvantage.com](http://www.earthadvantage.com)

Economic Output: The value of goods and services produced by a process or initiative.

Ecosystem: Any natural unit of living and non-living parts that interact to produce a stable system through cyclic exchange of materials.

Embodied energy: The total expenditure of energy involved in the creation of a product. This includes the energy to extract raw materials (lumber, iron, etc.), process, package, transport, install, and recycle or dispose of products.

Emissions: The release of a substance (usually a gas when referring to the subject of climate change) into the atmosphere.

Energy efficiency: Ratio of energy output of a conversion process or of a system to its energy input.

Energy intensity: Energy consumption per unit of output (e.g., food, materials, goods) or per measure of demand for services: (e.g., number of buildings, total floorspace, floorspace/-hours, number of employees).

Energy Performance Score: A home energy rating system similar to the miles per gallon (MPG) rating for the auto industry that enables homebuyers to directly compare energy consumption between homes while offering a natural market incentive to upgrade their homes as much as possible.

Energy Trust of Oregon (ETO): A nonprofit organization that helps certain utility customers in the Pacific Northwest improve their energy efficiency and tap renewable sources. ETO was set up to administer public purpose funds that are collected from customers for new cost -effective conservation, new market transformation, and the above- market costs of new renewable energy resources. For more information: <http://energytrust.org>

EPA: The United States Environmental Protection Agency.

Exposure: The nature and degree to which a system is exposed to significant climatic variations.

Fossil fuel: A general term for combustible geologic deposits of carbon in reduced (organic) form. Fossil fuels are of biological origin and include coal, oil, natural gas, oil shales and tar sands. A major concern is that they emit CO₂ when burned, significantly enhancing the greenhouse effect.

Generation: The process of making electricity. The term may also refer to energy supply.

Global warming: An average increase in the temperature of the Earth's atmosphere, which can contribute to changes in global climate patterns. Global warming can occur from a variety of causes, both natural and human induced. In common usage, "global warming" often refers to the warming that can occur as a result of increased emissions of greenhouse gases from human activities. See climate change, greenhouse effect.

Greenhouse effect: The thermal effect that results from heat -trapping gases allowing incoming solar radiation to pass through the Earth's atmosphere, but preventing most of the outgoing infrared radiation from the surface and lower atmosphere from escaping into outer space.

Greenhouse gas (GHG): Commonly abbreviated GHG, a term used for gases that trap heat in the atmosphere. The principal greenhouse gases that enter the atmosphere as a result of human activity are carbon dioxide, methane, and nitrous oxide. Others include, but are not limited to, water vapor, chlorofluorocarbons (CFCs), hydrochlorofluorocarbons (HCFCs), ozone (O₃), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF₆).

IPCC: Intergovernmental Panel on Climate Change. Established in 1988, the IPCC assesses information in the scientific and technical literature related to all significant components of the issue of climate change. It draws on hundreds of the world's leading scientists to serve as authors, and thousands as reviewers. Key experts on climate change and the environmental, social and economic sciences from some 60 nations have helped the IPCC prepare periodic assessments of the scientific underpinnings of global climate change and its consequences. The IPCC is also looked to as the official advisory body to the world's governments on the state of the science of the climate change issue. **Implementation:** The realization of an idea, or execution of a plan, by groups or individuals, public or private.

Integrated design: a collaborative and holistic approach to building through which multiple disciplines and aspects of design—including architecture, lighting and electrical, HVAC, interior design, and landscape design—are considered together in the planning of a new structure or renovation to achieve a cost- effective, resource- efficient, and comfortable result. (Source: BetterBricks and the National Institute of Building Sciences)

Land use: Human- determined arrangements, activities, and inputs undertaken in a certain land type, the social and economic purposes for which land is managed (e.g., grazing, timber extraction, and conservation).

Land -use change: A change in the use or management of land by humans, which may lead to a change in land cover. Land cover and land- use change may have an impact on the albedo, evapotranspiration, sources, and sinks of greenhouse gases, or other properties of the climate system, and may thus have an impact on climate, locally or globally.

Lifecycle (of goods): The complete life (of goods)—the mining or extraction of raw materials, the manufacturing processes, transportation, packaging, retail, the use of goods, and finally their disposal.

LEED: Leadership in Energy and Environmental Design, a program of the United States Green Building Council and a commonly used green building standard.

Methane (CH₄): A hydrocarbon that is a heat-trapping gas carrying a global warming potential recently estimated at 24.5. Methane is produced through anaerobic (without oxygen) decomposition of waste in landfills, animal digestion, decomposition of animal wastes, production and distribution of natural gas and oil, coal production and incomplete combustion of fossil fuels.

Metric ton (Mt): Common measurement for the quantity of greenhouse gas emissions. A metric ton is equal to 2205 lbs or 1.1 short tons.

Mitigation: An intervention to reduce the sources or enhance the sinks of greenhouse gases.

Natural gas: A fossil fuel that occurs as underground deposits of gases consisting of 50 to 90 percent methane (CH₄) and small amounts of heavier gaseous hydrocarbon compounds like propane (C₃H₈) and butane (C₄H₁₀).

Nitrous oxide (N₂O): A powerful greenhouse gas. Major sources include soil cultivation—especially from use of commercial and organic fertilizers—fossil fuel combustion in vehicles, nitric acid production and the combustion of biomass.

Occupant behavior: The behavior of building occupants such as residents and employees. Relevant occupant behaviors include how occupants operate thermostats, open and close windows, and use water and electricity.

ODOT: Oregon Department of Transportation.

Oregon DEQ: Oregon Department of Environmental Quality.

PPM: Parts per million.

Photovoltaic (PV): A solar power technology that converts sunlight into electricity.

Peak Oil: A term used to describe the transition from many decades in which the available supply of oil grew each year to a period in which the rate of oil production enters its terminal decline.

Point -source pollution: Pollution resulting from any confined, discrete source, such as a pipe, ditch, tunnel, well, container, concentrated animal-feeding operation, or floating craft. See also non-point-source pollution.

Product stewardship: Calls on those in the product life cycle—manufacturers, retailers, users, and disposers—to share responsibility for reducing the environmental impacts (definition from EPA website). Ideally, this would result in changes in design so that products create less waste, can be re-used or disassembled for easier recycling, or are otherwise redesigned.

Rain gardens: Stormwater management structures designed to slow runoff, clean water, and increase soil infiltration.

Radiation: Energy transfer in the form of electromagnetic waves or particles that release energy when absorbed by an object.

Renewable energy: Energy sources that are, within a short time frame relative to the Earth's natural cycles and sustainable. They include non carbon technologies such as solar energy, hydropower, and carbon- neutral technologies such as biomass.

Resilience: Amount of change a system can undergo without altering state.

Sink: A natural or artificial reservoir like soil, a forest, a landfill, a wood structure or other biomass -related product that stores carbon from the atmosphere.

Solar radiation: Radiation emitted by the sun.

Source (greenhouse gas): Any process or activity that releases into the atmosphere a greenhouse gas, an aerosol or a precursor to a greenhouse gas.

Stakeholder: A person or entity that would be affected by a particular action or policy.

Urban heat island: The increased temperatures experienced in urban areas due to dark -colored pavement, roofs, buildings, etc.

Vehicle- miles traveled (VMT): A measurement to determine the amount of automobile traffic—can also be used to calculate greenhouse gas emissions.

Vulnerability: The degree to which a system is susceptible to, or unable to cope with, adverse effects of climate variability and extremes.

Weather: Atmospheric condition at any given time or place measured in terms of wind, temperature, humidity, atmospheric pressure, cloudiness, and precipitation. In most places, weather can change from hour to hour, day to day, and season to season. Climate is usually defined as the “average weather.”

Zero net energy: A net zero energy building annually produces as much energy through on-site renewable systems as it uses.

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Appendices

Appendix A: Rogue Valley Renewable Energy Assessment Executive Summary

Links and Resources

Rogue Valley Renewable Energy Assessment: Full Report

http://www.rvcog.org/cogboard/2011/Dec_14/RVCOG-REA_Final_Report-120811.pdf

Rogue Valley Renewable Energy Assessment: Solar

http://rvcog.org/REWG/Solar/March_15/Solar%20Electric%20REA%20Section_Final.pdf

Rogue Valley Renewable Energy Assessment: Biogas

http://rvcog.org/REWG/Biogas/Southern_Oregon_Biogas_Plant_Feasibility_Study-Summary.pdf

Southern Oregon Regional Greenhouse Gas Inventory

rvcog.org/cogboard/2011/Mar_23/Southern%20Oregon_Regional_GHG_Inventory_3.16.2011.pdf

Cleveland Climate Action Plan

http://www.sustainablecleveland.org/climate_action

Database of State Incentives for Renewables and Energy Efficiency

<http://www.dsireusa.org/>

ACCESS

<https://www.accesshelps.org/index.asp>

Energy Trust of Oregon

<https://energytrust.org/>

Oseia

<http://www.oseia.org/>

Department of Energy: Guide to Community Energy Strategic Planning

<http://energy.gov/eere/slsc/guide-community-energy-strategic-planning>

Energy Savers Tips on Saving Money and Energy at Home

http://energy.gov/sites/prod/files/2013/06/f2/energy_savers.pdf

energytrust.org/library/reports/021611_resourceassessment.pdf

Energy efficiency and conservation measure resource assessment for years 2010 – 2030