

Talent Comprehensive Plan, Element G

## HOUSING

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

- (a) 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
- (a) 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 10 dwelling units per gross acre and single-family detached and townhouses.

Implementation Steps: (1) Work with Planning Commission to develop this Plan Designation and to 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: Using current data,** revise and implement the Talent Railroad District Master Plan to determine land availability and development constraints 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:** 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: Revise the Railroad District 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 3 years of the Element's adoption

Partners: City Staff and Planning Commission

**Implementation Strategy 1.2b:** Develop a plan for infrastructure development in the Railroad District Master Plan area securing permission for necessary rail crossings to allow for infrastructure development by working with affected property owners.

Implementation Steps: Work with ODOT, private rail company, affected landowners, and other stakeholders to secure permission for a rail crossing at Belmont Rd.

When: within 1 to 3 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 include the addition of the development of Belmont Rd. from Talent Ave. to the railroad crossing in the City's Capital Improvement Plan (CIP) as a priority.

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 meet the applicable requirements of the RPS plan.

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 1.5a:** 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.a:** 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 local 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 Local Non-Profit Housing Developers

**Implementation Strategy 2.1b:** Partner with the local 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 local 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 Local 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 the City Manager 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) in the Downtown Business District Overlay 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 3 to 5 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 2.3a:** 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 Central Business District zone in a way that also promotes business through mixed-use development.

Implementation Steps: Identify opportunities for development of housing within the Central Business District.

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

**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 4.1a:** 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 a timelier review of all types of building permits.

**Implementation Strategy 4.3a:** 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 more timely for citizens and clearer for Staff as to when a development proposal must go to Planning Commission for hearing

**Implementation Strategy 4.4a:** 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 4.2a:** 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