

# City of Talent

Community Development Department - Planning



## STAFF REPORT and **PROPOSED ORDINANCE**

Type-4 Land Use Application — Legislative Review — City Council

Meeting date: April 19, 2017  
File no: CPA 2016-002  
Prepared by: Zac Moody, Community Development Director  
Item: Adoption of Housing Element (Element G) and Housing Needs Analysis (HNA).

### **GENERAL INFORMATION**

Petitioner .....City of Talent

Requested Action .....Amendments to the City of Talent's Comprehensive Plan, Element G, Housing and Adoption of HNA.

Amended Codes .....Element G, Housing

### **PROPOSAL**

The purpose of this Housing Element amendment is to update the City's documentation of existing housing conditions, determine future land needs, achieve consistency with the other adopted City plans, and to fulfill the requirements in Oregon Statewide Planning Goal 10.

### **AGENCY AND PUBLIC COMMENTS**

During the April 5, 2017 City Council meeting, the Council voted to close the public hearing for this legislative amendment and to keep the written record open for a period of seven (7) days, ending Wednesday, April 12, 2017 at 5pm. During this time, no further agency comment was received.

The extension to leave the written record open provided the public an additional opportunity to submit comments. During this extension period, Staff and the City Council received many written comments in support and in opposition of the proposed amendments. Additionally, as documented in several comments, Staff inadvertently did not include one comment submitted on March 28, 2017 (prior to the close of the public hearing on April 5, 2017). This written comment is being included in this report for the City Council to consider. Staff has also provided the written comments submitted during the public hearing for your consideration. All comments are provided in **ATTACHMENT "B"**.

The comments detail concerns about two main issues; affordable housing and the evaluation of the Railroad District Master Plan (RRDMP) adopted February 7, 2007 (RRDMP Map included as **ATTACHMENT “C”** for reference). The discussion below attempts to address both issues.

## **DISCUSSION**

### **AFFORDABLE HOUSING**

#### **Unite Oregon**

Ms. Glass from Unite Oregon provided a letter of support for the proposed amendments, but had some suggestions to strengthen Policy 2, Implementation Strategy 2.1e. As detailed in her letter dated April 12, 2017, Ms. Glass is recommending that the Council consider moving the timeline for evaluating the use of Inclusionary Zoning (IZ) from the 3-5-year range to 0-3-year range. She states that moving the timeline to a more immediate date ensures that the City has access to the tools provided with Inclusionary Zoning prior to the development of the City’s limited supply of land.

#### **Staff’s Response**

Staff agrees that moving the timeline for evaluating the use of Inclusionary Zoning is necessary for many reasons. Evaluating the use of IZ in the City of Talent will provide the Council the opportunity to weigh the advantages and disadvantages of using such a tool and to become educated about what level of staffing is necessary to ensure the success of the program.

Staff’s concern with implanting this policy immediately (or within year 1) is the perception that upon passage of the amendments, IZ tools can be immediately used in land use decisions. Many arguments have been made that absent any land use regulations in the zoning code, the City can use the Comprehensive Plan to regulate land use decisions. The policy as proposed simply directs the City to evaluate the use of IZ and if appropriate for the City of Talent, identify locations where IZ could be used and finally direct the City to establish standards in the zoning code and policies to successfully implement and operate the program.

Considering the steps necessary to bring such a program online, Staff agrees that the evaluation process should begin as soon as the resources are available and the necessary data gathered from the Urban Growth Boundary report (efficiency measures) has been obtained. As noted by Staff the UGB report will provide the City critical information about zoning and densities that will aid in the appropriate development of programs that support all types of needed housing including those appropriate for low to moderate-incomes.

#### **Tom Lowell**

Mr. Lowell provided an email letter in opposition of the proposed amendments, citing concerns of median housing prices quoted in the Housing Needs Analysis. He states that the target median house price in the HNA is \$67,500 and the actual housing price is \$275,000.

**Staff's Response**

Other than stating that the target median house price is \$67,500, Mr. Lowell does not provide Staff with any other concerns related to housing prices. Staff can presume that Mr. Lowell was concerned that using a target price set far less than the actual price in the assumptions could lead to misguided policies. In reviewing the HNA, Staff found no reference to a "target median price". There is a vast amount of data in the HNA, including comparisons of household incomes to financially attainable housing and other charts and graphs.

Regional and local trends affecting affordability in Talent are discussed on page 38 of the HNA. This section discusses the median sales price of homes in Talent and makes a comparison to other cities in our area. Exhibit 49 of the HNA provides a comparison of monthly affordable housing costs vs. annual income. It is possible based on Mr. Lowell's comments he is concerned that we are using a projected housing cost that is not realistic and could skew the percentage of needed housing types.

**Carrie Prechtel**

Ms. Prechtel provided an email letter supporting the additional of Inclusionary Zoning and higher density in the new Housing Element. She is requesting the Council prioritize both issues.

**Staff's Response**

Staff agrees with Ms. Prechtel and has recommended that the Council consider changing the timeline for the evaluation of IZ in Policy 2 of the Housing Element. Staff also agrees that new regulations surrounding high density need to be evaluated and implemented. The regulations and potential zone changes needed to accommodate increased density will need to be developed once the City has completed its Urban Growth Boundary report which will provide the Staff, Planning Commission and Council direction as to what changes are necessary to accommodate the needs of the City.

**Niria Garcia**

Ms. Garcia provided an email letter requesting that the Council consider providing all notices in an accessible manner for those that speak a language other than English. She also adds that any long-range planning should consider the inclusion of open space.

**Staff's Response**

Staff agrees with Ms. Garcia's concerns about providing notices in other languages and will make a note of this concern when the City creates and adopts the new Citizen Involvement Element of the Comprehensive Plan. If a more immediate solution is desired by the Council, staff would request some direction the creation of that policy.

Ms. Garcia also cited concerns that the document does not require developers to set aside green space as a part of the development process. Currently, the City does have a requirement for the incorporation of open space in all multi-family developments

and to some extent a requirement for subdivisions as well. The Parks Commission is currently working on amendments to the Parks Master Plan which could include recommendations to increase the required open space if desired by the Council.

## **RAILROAD DISTRICT MASTER PLAN**

### **Tom Lowell**

Mr. Lowell provided an email citing concerns of long-range planning for lands that are in the UGB, but include property owners that do not want to develop their land. He also states that the City should consider including lands in the UGB that do not have development constraints and to consider changing the Comprehensive Plan map rather than changing the Comprehensive Plan to accommodate the City's needed growth.

### **Laura Cuddy**

Ms. Cuddy provided an email comment citing concerns of the proposed revisions to the RRDMP. She states that she, along with their neighbors outside of the UGB have no intention of developing and that the plan suggests that the City will reduce access requirements specifically in the master plan area. Ms. Cuddy also cites concerns that she has never been contacted by the City or the County regarding the effect of this proposal on her property.

### **Ron and Lynn Laupheimer**

Mr. and Mrs. Laupheimer provided an email comment citing concerns of the proposed revisions to the Railroad District Master Plan (RRDMP). They state that they, along with their neighbors outside of the UGB have no intention of developing and that the plan suggests that the City will reduce access requirements specifically in the master plan area. Lastly, Mr. and Mrs. Laupheimer have asked the Council consider the consequences of adopting Implementation Strategy 1.2c which they state asks the Council pay for access infrastructure improvements on Belmont.

### **Staff's Response**

Staff has spent an extraordinary amount of time working through these concerns over the past several months. In fact, the City has been working to find solutions to develop these lands since early 2005 when the City and residents began to develop the RRDMP. The development constraints and lack of desire to develop these lands are easy to identify. However, the development of potential solutions is much more complicated and must be examined before the City can begin the process of amending its UGB.

The City is bound by Goal 10 of the Oregon Statewide Planning Goals and OAR 660 Division 8 to include all lands within the City's Urban Growth Boundary in its Buildable Lands Inventory (BLI). Staff and the Consultant raised these concerns with the Department of Land Conservation and Development (DLCD) and were advised that amendments that did not consider all buildable lands in the UGB would not likely be approved by the State. During our conversation with the State, we also concluded that the only way to not include lands in the RRDMP was to remove them from the UGB. Removing lands from a City's UGB is a very complex process which cannot create a deficit of any type of buildable land. Consequently, the City must review the adopted

RRDMP using existing housing data and must also look at any development constraints that could prevent any future development of the area. An examination of the RRDMP may provide some alternatives to development of the area that were not considered when the original plan was adopted. Conversely, an examination could render the plan obsolete, in which case there could be justification for removing these lands from the UGB.

Identifying lands for removal from the UGB is only the first step. In order, not to create a deficit of needed residential land, the City would need to look to its Urban Reserves and to other rural lands not committed to urban development. If studies determined that the Urban Reserves could not provide all the needed land to accommodate the removal of the RRDMP lands, the City would be forced to look to non-priority expansion areas such as Colver and Foss Rd., or north of the City along OR99. In any of those cases, the City would be looking to bring what could be high value farm lands into the UGB. To put that process into perspective, consider how long it took to develop the Regional Problem Solving plan (12 years).

To summarize, Staff encourages the Council to not remove or amend Objective 1.2 because it provides the City the direction necessary to examine a plan adopted over 10 years ago and to determine its appropriateness based on the City's housing needs for the next 20 years. There is no harm in re-examining any plan adopted by the City if the result moves the City in a positive direction. It is important to remember that a simple examination of a plan does not change regulations, it simply provides the citizens of Talent, Staff, Planning Commissioners and Councilors the information necessary to make a responsible decision.

Ms. Cuddy's concerns in regards to not being contacted have been addressed below in staff's response to Mr. Davis' concerns.

#### **Mike Savage – CSA Planning**

CSA Planning provided comment in support of the proposed Housing Element. Their comments were in rebuttal to concerns about Policy 1, Objective 1.2 relating to revising and implementing the RRDMP. Mr. Savage provides detail on the objectives of the RRDMP as they relate to his client's property and provides clarification relating to access and rail crossing issues.

#### **Forest Davis**

Mr. Davis provided written comment citing concerns of not being notified of the proposed amendments and concerns about future improvements to Belmont Rd. Mr. Davis also stated he was concerned about changes to the document recommended by the Planning Commission after the Planning Commission meeting.

#### **Staff's Response**

Mr. Davis along with many others who provided comments cited concerns that staff has not been continually working with property owners through this process as required by the Housing Element. Once the Housing Element has been adopted and

Staff begins to work through the objectives and implementation steps, City Staff will be continually working with the affected property owners for the task at hand as directed by the policy. The process that we are currently working through effects every citizen in the City and Staff has and will continue to work with those interested in participating.

City Staff has worked diligently to ensure that all residents in the City have an opportunity to comment on the proposed amendments. The City established a Citizen Advisory Committee which met on five different occasions at various venues around the City, including the library, Town Hall and City Hall. Each of these meetings were posted in the locations where all other public meetings are posted. In December 2016, staff held an open house and presented the draft HNA as well as many slides, maps and other detailed information. Residents with a City water bill were sent a notice with their bill and those that receive electronic bills were sent an email with the open house information. Prior to and during the open house, Staff solicited comments through an online and written survey. Though the survey and a sign in sheet, staff obtained email addresses from those interested in being notified of future meetings. Emails announcing the Planning Commission public hearing were sent to all of those on the list. Additionally, the City's noticing requirements for legislative amendments outlined in the Talent Zoning Code states that the City must publish notice prior to each public hearing. Notices for the Planning Commission and City Council hearings were published.

Mr. Davis also states that there were changes in the Housing Element after it was recommended by Planning Commission. He is correct, there were change. The Planning Commission recommended approval of the Housing Element with specific changes. These changes were made in redline format and provided to the Council in this format as well as a clean version (for easier reading). The methods used to provide the Council with the Planning Commission's recommendation are consistent with the methods used anytime there are recommendations with changes.

Mr. Davis also stated that he was concerned about future improvements to Belmont Rd. Staff understands that these improvements directly affect his property and when the time comes to improve Belmont Rd. or when a development plan is proposed, Mr. Davis will have the opportunity to comment with his concerns.

Belmont Rd. has been in the City's transportation plan as a future collector street for many years. Most recently in 2015, the City adopted a revised Transportation Element that identifies Belmont Rd. as a collector. Table ES-1 of Element D in the Comprehensive Plan identifies Belmont Rd. from Talent Ave. to the future collector as a low priority, Tier 2 project with the likely funding source being the City. Implementation Strategy 1.2c removes much of the burden from the City for the development of Belmont Rd and suggests that the City develop a public-private partnership to lessen the burden on the City and its citizens. Implementation Strategy 1.2c is necessary to ensure that the burden doesn't fall solely on the City.

### **Joi Riley**

Ms. Riley spoke during the City Council public hearing and provided her testimony to the Council during the meeting. On April 12, 2017, Ms. Riley provided additional written testimony suggesting ideas that could ensure the element's effectiveness and success. Ms. Riley suggests to remove policies that are not part of a state 20-year housing vision; that are not directly linked to data in the HNA; not supported with correspondence from all affected agencies, jurisdictions, affected property owners and stakeholders; and with no dedicated fund source in the City's budget. Ms. Riley also suggests that prioritizing policies that directly affect housing goals; adding a linear work flow chart without simultaneous tasks; and date specific benchmarks and end dates will ensure the success of the Housing Element.

### **Staff's Response**

Staff agrees with Ms. Riley that all policies directly related to housing should be prioritized and that establishment of specific benchmarks and end dates could help ensure the success of the City's implementation of the Housing Element. Staff also agrees that there are many effective ways to quickly increase land use efficiencies within the City limits. Many of the proposed policies, goals and implementation steps set the ground work for the changes Ms. Riley is suggesting. The policies included in the proposed Housing Element provide direction for current and future City Staff, citizen advisory committees and elected and appointed officials to make solid policy decisions. The housing strategies proposed in the Housing Element define clear objective and steps to meet policy objectives. The proposed Housing Element provides specific steps for implementation, timing of the implementation and the partners needed meet the objective.

## **CONCLUSION**

Considering the level of review this document has received by the public, appointed Citizen Advisory Committee and the Planning Commission, Council can be confident that the proposed policies provide the City with the direction and tools necessary to support the livability of all citizens of Talent.

Considering the concerns from the City Council about the record being so large for the last Comprehensive Plan Amendment, Staff is providing a link to the City's website where the entire land use record can be found. As always, the entire record is available for review by the public at City Hall during normal business hours. City Councilors and interested citizens can review the entire record online by clicking on the link below:

[CPA 2016-002 \(Housing Element Update\)](#)

## **RECOMMENDATION**

Based on the findings for the amendments outlined in the Planning Commission Final Order, the Talent Planning Commission recommends approval of the amendments.

## ATTACHMENTS

The following information was submitted regarding this application:

- Draft Ordinance 16-935-O – Attachment A
- Public Comment (through 4/12/2017) – Attachment B
- RRDMP Map – Attachment C



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Zac Moody, Community Development Director

4/13, 2017

Date

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Staff has recommended these amendments for approval, but it will require at least one public hearing before the Planning Commission and one public hearing before the City Council for a decision. The Talent Zoning Code establishes procedures for legislative hearings in Section 8-3M.160.

**A public hearing on the proposed action is scheduled before the Talent City Council on April 19, 2017 at 6:45 PM at Talent Town Hall.**

For copies of public documents or for more information related to this Staff report, please contact the Community Development Director at 541-535-7401 or via e-mail at [zmoody@cityoftalent.org](mailto:zmoody@cityoftalent.org).



**ORDINANCE NO. 17-935-O**

**AN ORDINANCE REPEALING ELEMENT G (COMMONLY KNOWN AS THE "HOUSING NEEDS AND UGB ELEMENT") OF THE TALENT COMPREHENSIVE PLAN ADOPTED BY ORDINANCE 696**

WHEREAS, after due consideration, the City of Talent has made certain findings in connection with the proposed amendments and have followed the statutory procedures.

THE CITY OF TALENT ORDAINS AS FOLLOWS:

Section 1. The new Element is necessary to satisfy Goal 10 of the Statewide Planning Goals and to satisfy all other applicable State and local laws, and

Section 2. This Element summarizes the best available information on current conditions of the housing in Talent, makes comparisons to regional, state and national housing conditions; and establishes Policies, Objectives and Implementation Strategies, and

Section 3. This Element includes the required Housing Needs Analysis and Buildable Lands Inventory, being adopted concurrently as Appendix "A" to the element, and

Section 4. The Planning Commission held a properly noticed public hearing on January 26, 2017 to consider this proposal, whereas interested citizens had an opportunity to address the Commission, and recommendations were made by the Community Development Director, and

Section 5. At the conclusion of said public hearing, after consideration and discussion, the Talent Planning Commission, upon a motion duly seconded, voted to recommend that the Talent City Council take action to adopt the proposed new Element G (Housing Element) to the Talent Comprehensive Plan, and

Section 6. The amended Housing Needs Element "G", attached as Exhibit "A", is hereby adopted to replace the current version adopted by Ordinance 696.

Duly enacted by the City Council in open session on April 19, 2017 by the following vote:

AYES:

NAYS:

ABSTAIN:

ABSENT:

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Melissa Huhtala, City Recorder and Custodian of City Records

## EXHIBIT "A"

### Talent Comprehensive Plan, Element G

## HOUSING

Adopted by Ordinance 935 on April 19, 2017  
Effective May 19, 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

- (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 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:** 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:** 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:** Evaluate the City's access and circulation standards in the zoning and subdivision codes that create a barrier to efficient infrastructure development. and work with affected property owners to develop a plan for infrastructure 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 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 including the development of Belmont Rd. from Talent 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 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 1.5a:** 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 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 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 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

**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 an expedited 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 clearer for citizens and staff as to when a development proposal requires Planning Commission review.

**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

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# City of Talent

## Housing Needs Analysis, 2017-2037

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March 2017

Prepared for:  
City of Talent

**FINAL REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

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# Acknowledgments

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ECONorthwest prepared this report for the City of Talent. ECONorthwest and the City of Talent thank the many people who helped to develop the Talent Economic Opportunities Analysis.

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# Summary

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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 4 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 4 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
<b>Total</b>	<b>630</b>	<b>1,272</b>	<b>-642</b>		

## 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

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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).<sup>1</sup> 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;<sup>2</sup>
- (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.

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<sup>1</sup> ORS 197.296 only applies to cities with populations over 25,000.

<sup>2</sup> 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

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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 5 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**

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%
<b>Total</b>	<b>237</b>	<b>69</b>	<b>133</b>	<b>102</b>	<b>541</b>	<b>100%</b>
<b>Percent of Total</b>	<b>44%</b>	<b>13%</b>	<b>25%</b>	<b>19%</b>	<b>100%</b>	

Source: Appendix A, Table A-1.

Exhibit 6 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 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
<b>Total</b>	<b>1,797</b>	<b>541</b>	<b>352</b>	<b>65</b>	<b>124</b>
<b>Percent of Total</b>		<b>100%</b>	<b>65%</b>	<b>12%</b>	<b>23%</b>

Source: Appendix A: Table A-2.

## Vacant Buildable Land

Exhibit 7 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 9 (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%
<b>Total</b>	<b>38</b>	<b>5</b>	<b>12</b>	<b>69</b>	<b>124</b>	<b>100%</b>
<b>Percent of Total</b>	<b>31%</b>	<b>4%</b>	<b>10%</b>	<b>56%</b>	<b>100%</b>	

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 9 shows that most of Talent's vacant and partially vacant residential land is in the Railroad District.

Exhibit 8 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**

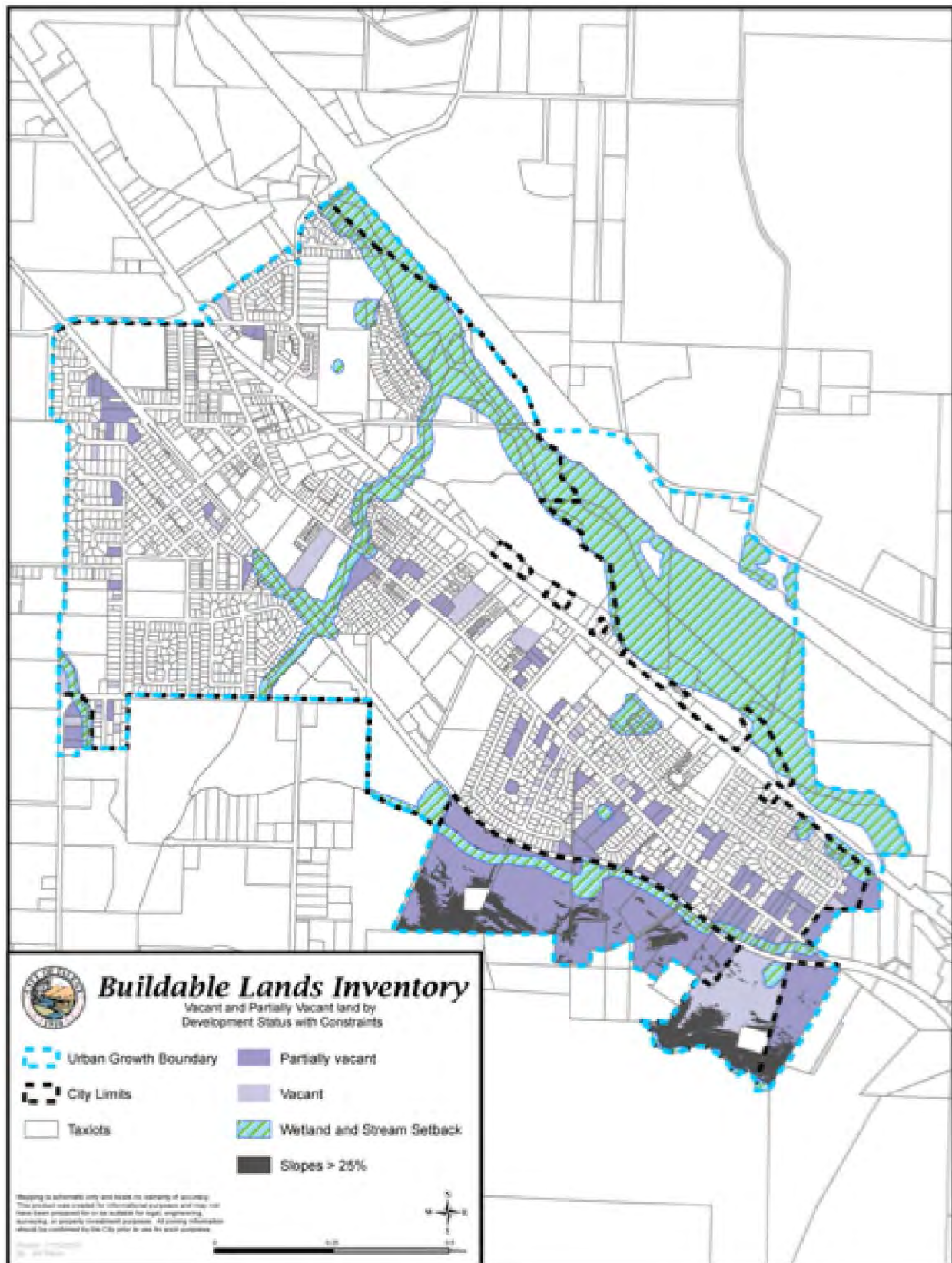
	Vacant and Partially Vacant Residential Land by		
	0-5% slope	5-10% slope	10-25% slope
Within City Limits			
RL-CL, zoned RS-5	1	5	11
Within UGB			
RL-UGB	5	22	40
<b>Total</b>	<b>7</b>	<b>27</b>	<b>51</b>

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

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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.

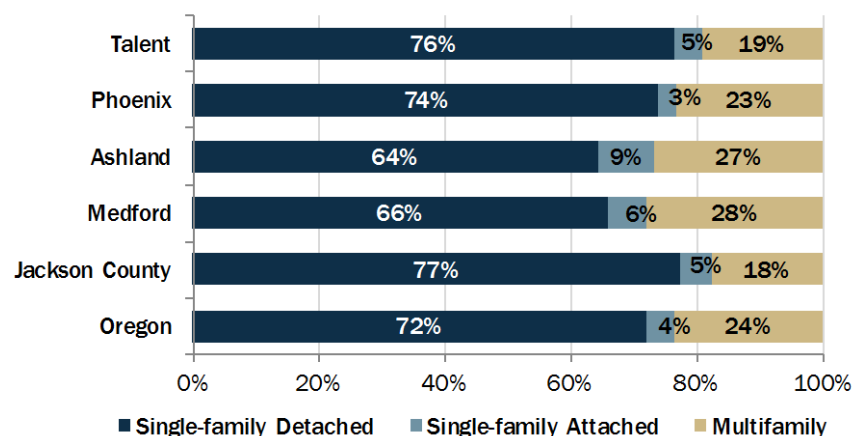
## Housing Mix

### 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



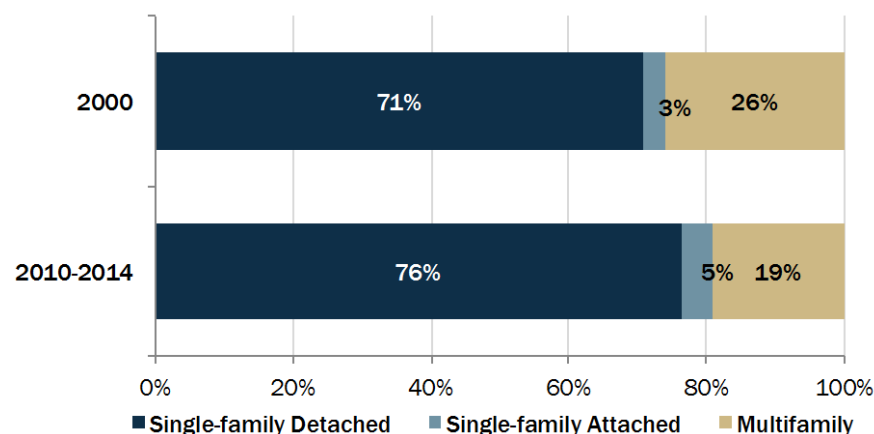
### The mix of housing in Talent was largely stable between 2000 and 2010-2014.

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

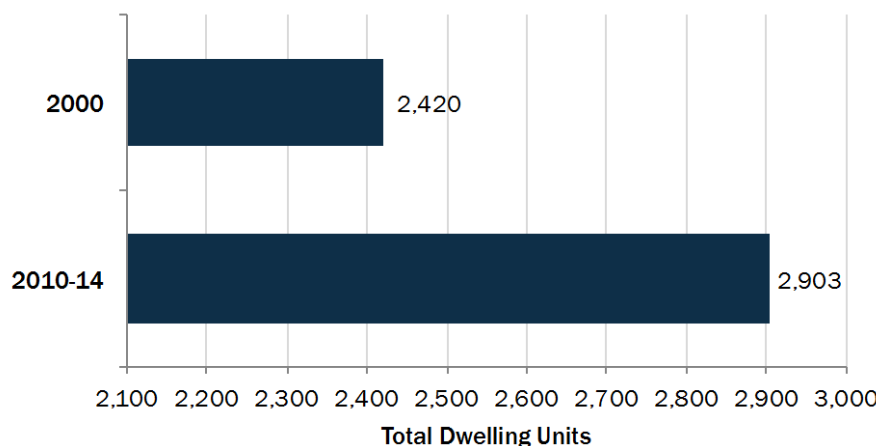


### The total number of dwelling units in Talent increased by 483 dwelling units from 2000 to 2010-14.

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%
<b>Total</b>	<b>321</b>	<b>100%</b>



## 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 is 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.**

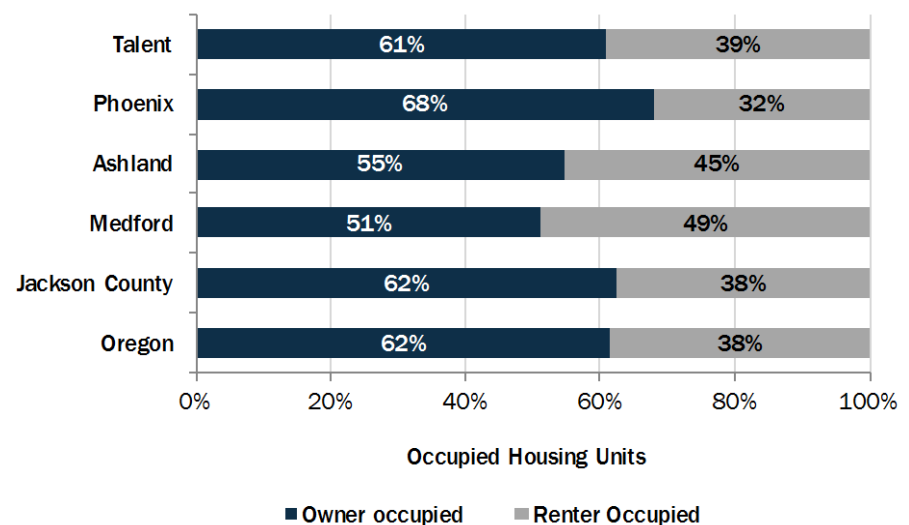
The implications for the forecast of new housing are: (1) opportunities for rental housing in Talent are limited, given that nearly half of renters live in multifamily housing and no new multifamily housing has been built in Talent since 2005 and (2) there may be opportunities to encourage development 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

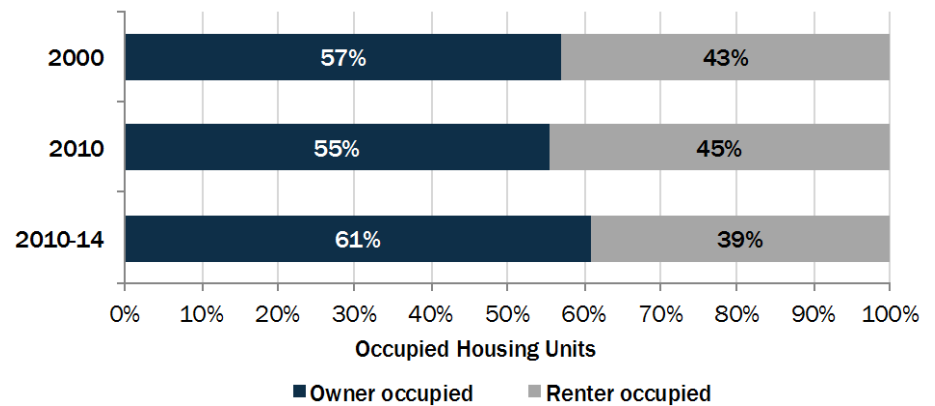
Source: Census Bureau, 2010-2014 ACS Table B25003



The overall homeownership rate in Talent remained between 55% and 61% between 2000 and 2010-2014.

#### Exhibit 14. Tenure, Occupied Units, Talent, 2010-2014

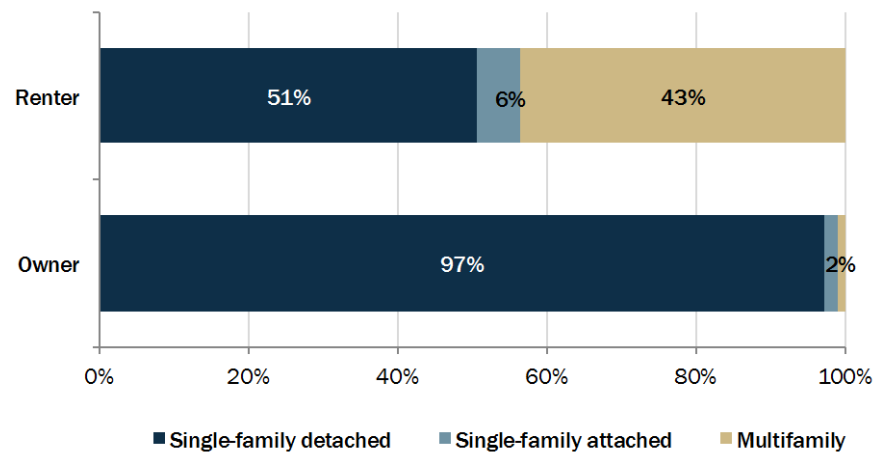
Source: Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2010-14 ACS Table B25003



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

<b>4.0%</b>	<b>5.7%</b>	<b>5.6%</b>	<b>4.6%</b>	<b>5.6%</b>	<b>8.2%</b>
Talent	Ashland	Phoenix	Medford	Jackson County	Oregon

**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

<b>6.6%</b>	<b>10.0%</b>	<b>6.9%</b>	<b>7.2%</b>	<b>8.6%</b>	<b>9.3%</b>
Talent	Ashland	Phoenix	Medford	Jackson County	Oregon

**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

<b>4.7%</b>	<b>8.9%</b>	<b>5.0%</b>	<b>8.0%</b>	<b>9.1%</b>	<b>9.7%</b>
Talent	Ashland	Phoenix	Medford	Jackson County	Oregon

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 47) 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.<sup>3</sup> 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.<sup>4</sup>

This analysis examined residential development for single-family detached dwellings, duplexes, tri-plexes, and quad-plexes.<sup>5</sup> 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.

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<sup>3</sup> 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.

<sup>4</sup> 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>

<sup>5</sup> 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 20 shows the density for a sample of multifamily housing complexes in Talent. Multifamily developments shown in Exhibit 20 account for more than 80% of multifamily housing units in Talent. Exhibit 20 does not include condominiums. All of the multifamily complexes in Exhibit 20 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.<sup>6</sup>

## **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.<sup>7</sup>
- **Anderson Vista Apartments** is a 36-unit community for farm workers and their families. Rents are subsidized by the USDA Rural Development program.

<sup>6</sup> Greater Bear Creek Valley Regional Plan, page 2-11 to 2-12.

<sup>7</sup> <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 21 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

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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 <sup>8</sup>

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

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<sup>8</sup> 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 <sup>9</sup>

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

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<sup>9</sup> 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,<sup>10</sup> 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

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<sup>10</sup> 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 staunch 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:<sup>11</sup>
  - *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 1,200 sq. ft. increased from 28% in 1999 to 30% in 2015 nationally, and went from 25% to 24% in the western region.

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<sup>11</sup> <https://www.census.gov/construction/charts/highlights.html>



- *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.<sup>12</sup> 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.

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<sup>12</sup> 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.

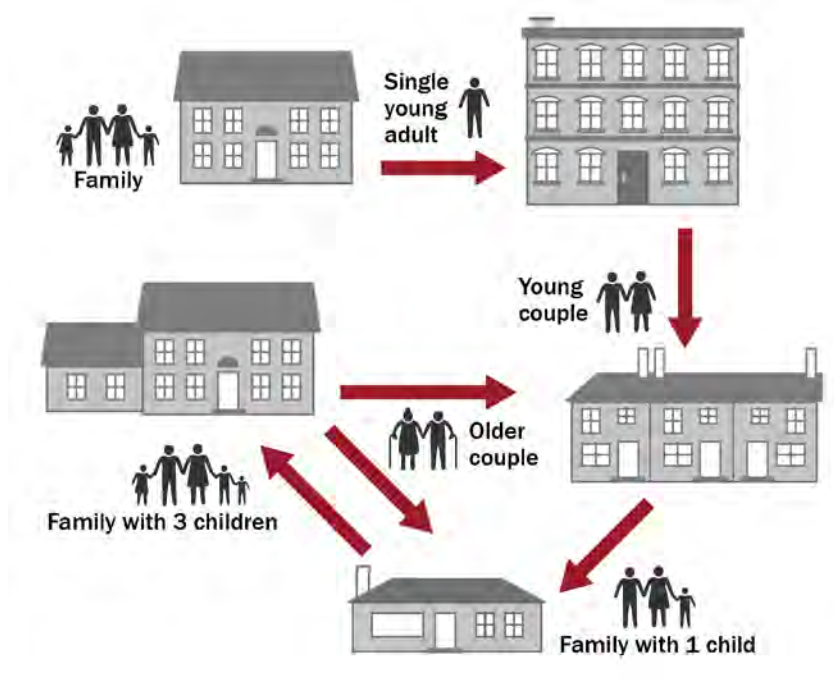
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Talent's population ages, different 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.



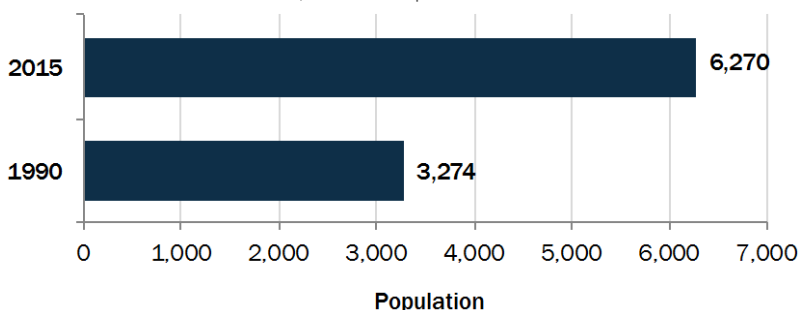
## Growing population

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

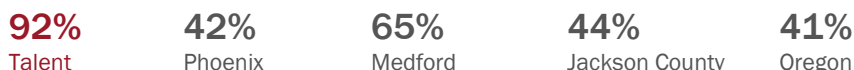
Source: US Decennial Census 1990, and PSU Population Research Center.



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%.<sup>13</sup>

### Exhibit 25. Forecast of Population Growth at the County-Level, 2017 - 2037

Source: Oregon Population Forecast Program, Portland State University, Population Research Center.



<sup>13</sup> 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](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.<sup>14</sup> 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.<sup>15</sup>

- **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

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<sup>14</sup> 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>.

<sup>15</sup> "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.<sup>16</sup>

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.<sup>17</sup> 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.**

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<sup>16</sup> 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

<sup>17</sup> 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.

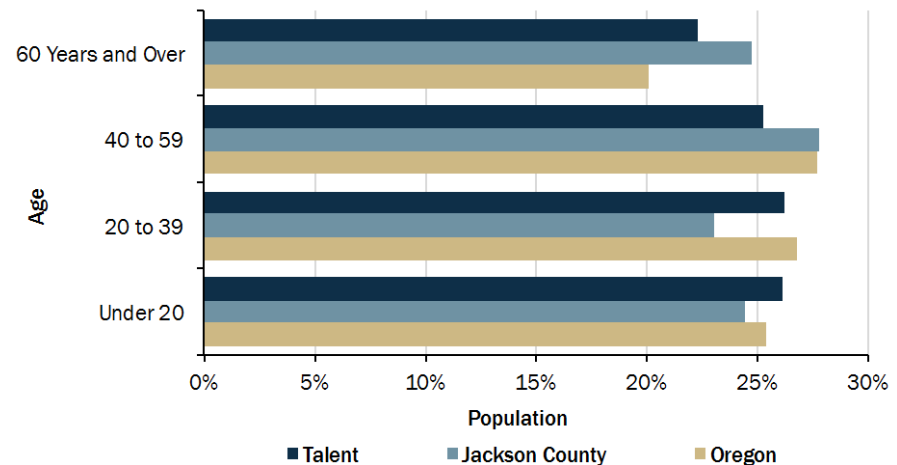
<b>2000</b>	<b>34.3</b> Talent	<b>41.0</b> Phoenix	<b>37.0</b> Medford	<b>39.2</b> Jackson County	<b>36.3</b> Oregon
<b>2010-14</b>	<b>40.5</b> Talent	<b>48.8</b> Phoenix	<b>37.9</b> Medford	<b>42.7</b> Jackson County	<b>38.9</b> Oregon

**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.

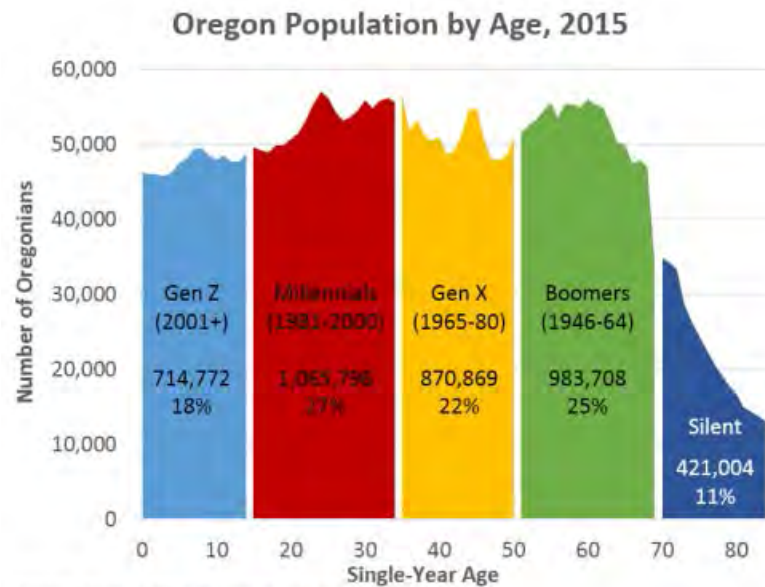


**Oregon's largest age groups are the Millennials and the Baby Boomers.**

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.

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.

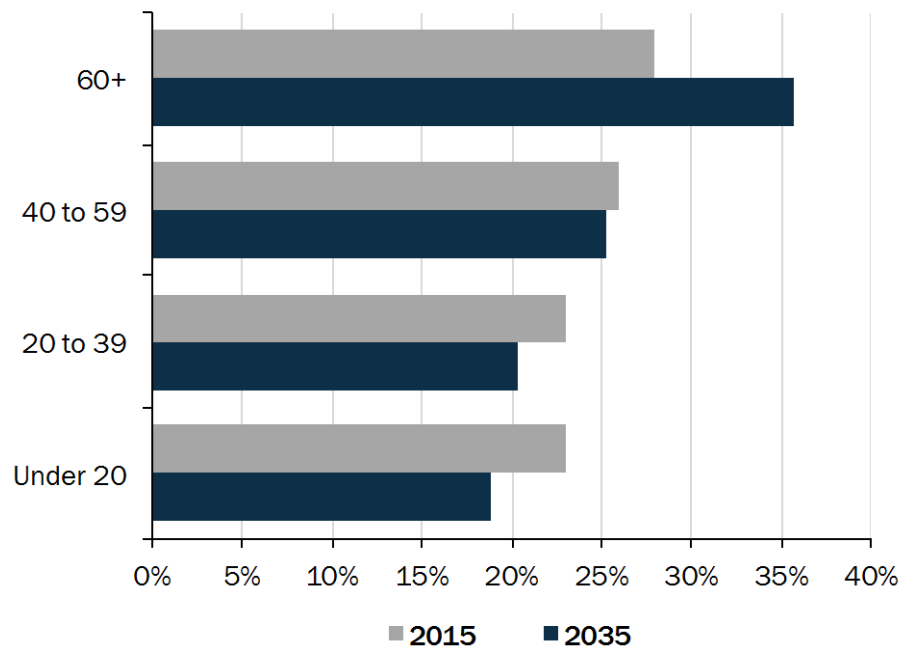
## Exhibit 29. Fastest-growing Age Groups, Jackson County, 2010 - 2035

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

## 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.<sup>18</sup> 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.**

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<sup>18</sup> 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.

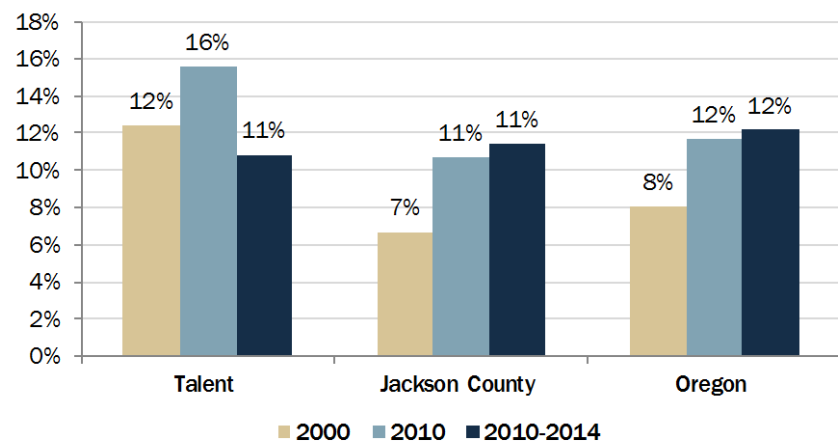
### Talent's Hispanic population decreased slightly from 2000 to 2014.

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

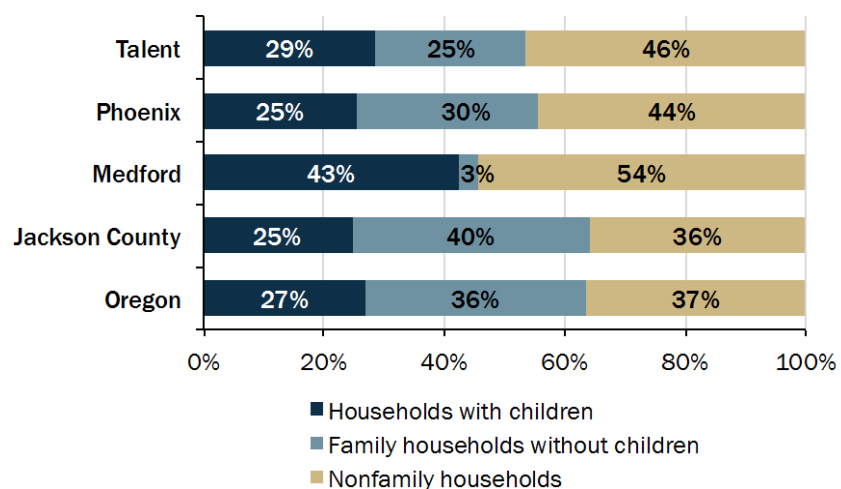
Source: US Census Bureau, 2014 ACS Table B25010.



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.

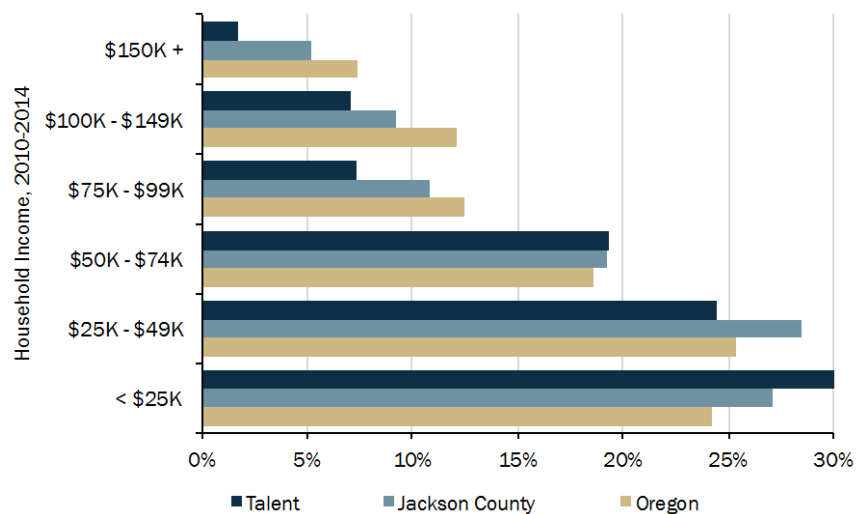
### Exhibit 34. Median Household Income, 2010-2014

Source: US Census Bureau, 2010-2014 ACS Table B25119

<b>\$32,168</b>	<b>\$34,478</b>	<b>\$43,500</b>	<b>\$42,366</b>	<b>\$44,086</b>
Talent	Phoenix	Ashland	Medford	Jackson County
<b>\$50,521</b>				
Oregon				

### Exhibit 35. Household Income, Talent, Jackson County, Oregon, 2010-2014

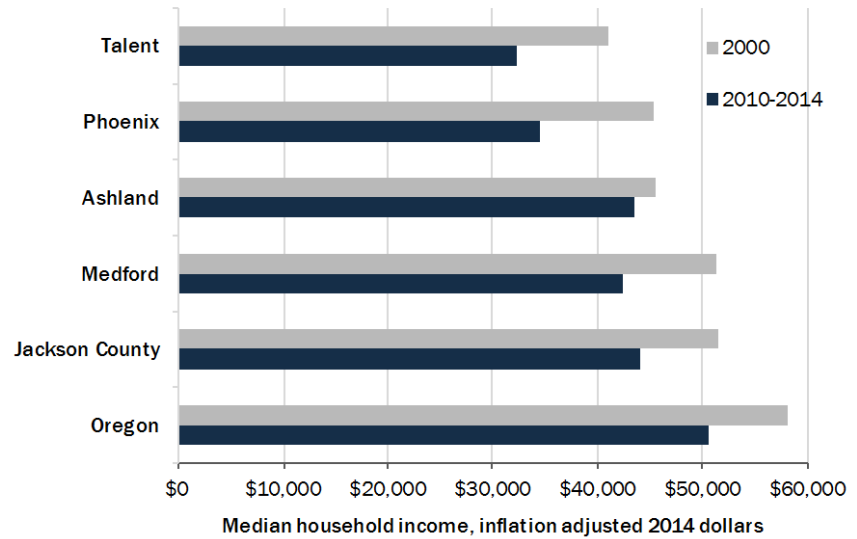
Source: US Census Bureau, 2010-2014 ACS, Table B19001



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 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

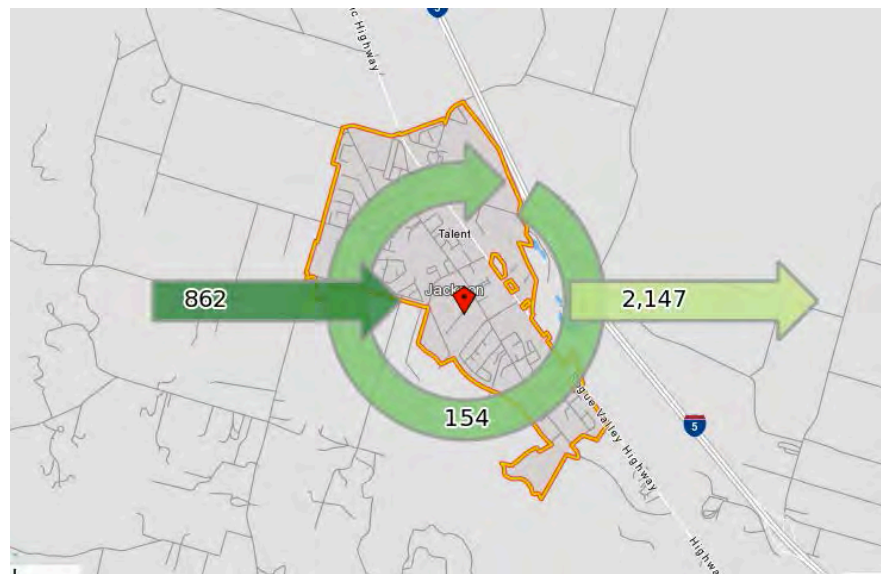
Talent is part of the complex, interconnected economy of Southern Oregon. Of the more than 1,016 people who work in Talent, more than 85% of workers commute into Talent from other areas, most notably Medford, Central Point, and Ashland. About 2,147 residents of Talent commute out of the city for work, 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.

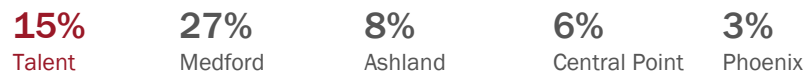


### 85% of workers at businesses located in Talent live in Jackson County, mostly in areas outside of Talent.

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.

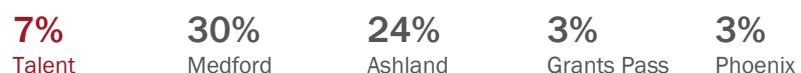


### Three-quarters of residents of Talent work in Jackson County, most of them in cities outside of Talent.

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.

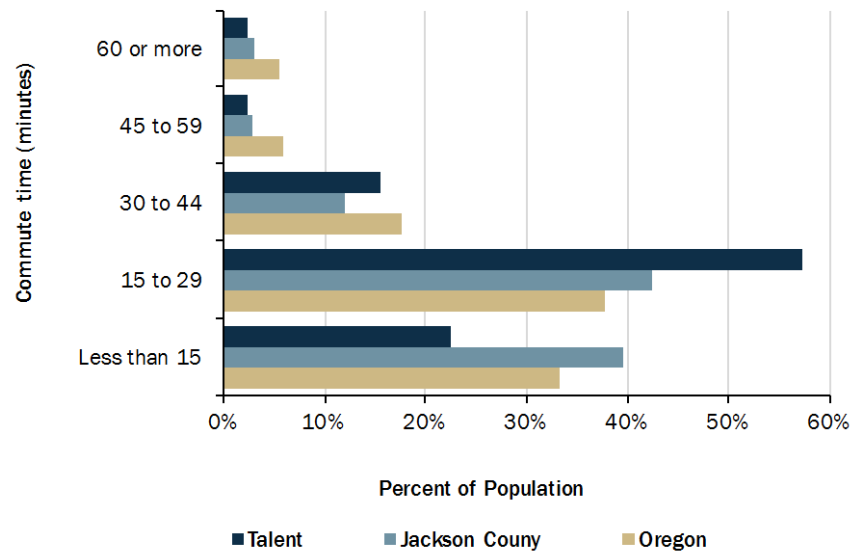


**Most Talent residents have a commute time that takes less than 30 minutes.**

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>

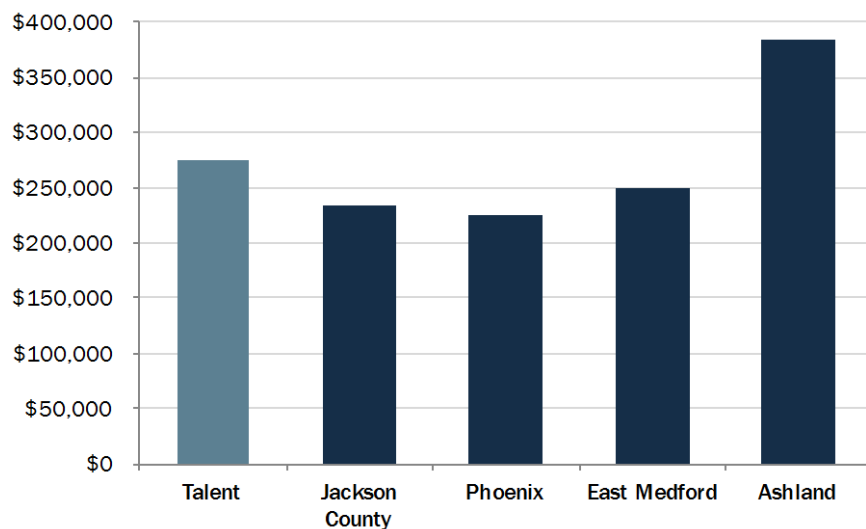
Note: When using Rogue Valley Association of Realtors estimates, Jackson County refers to the association's "Urban Totals" estimate for Jackson County.

<b>\$275K</b>	<b>\$234K</b>	<b>\$225K</b>	<b>\$250K</b>	<b>\$382K</b>
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.

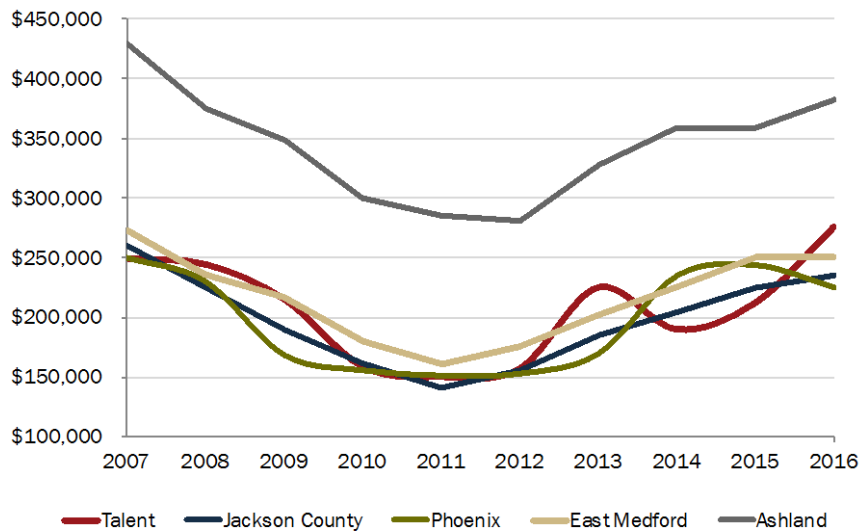


**Median home sales prices in Talent have fully recovered from the 2007 housing market crash.**

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 2010-2014<sup>19</sup>**

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

<sup>19</sup> 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

<b>\$992</b>	<b>\$716</b>	<b>\$926</b>	<b>\$871</b>	<b>\$885</b>	<b>\$894</b>
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.

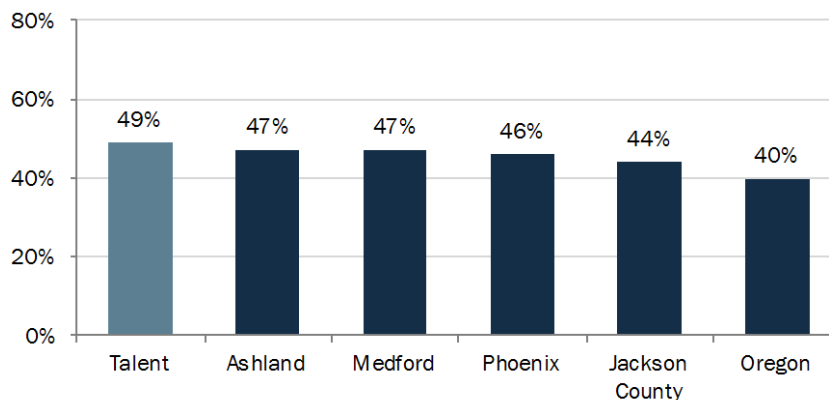
## Cost Burden

### 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.

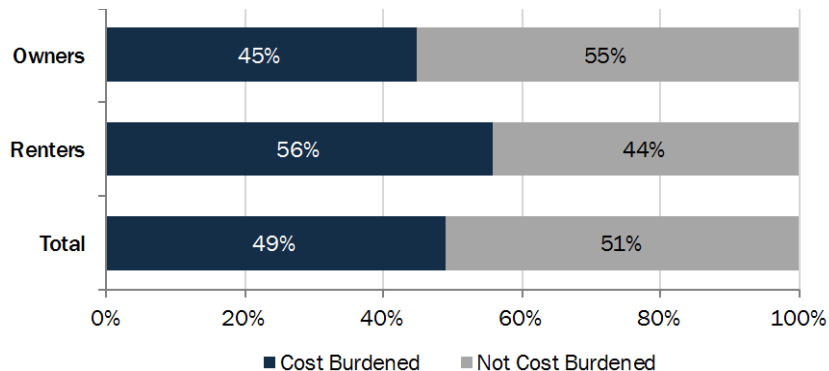


### More than half of Talent's renters are cost burdened, compared to half of owners

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 50 shows housing affordability based on household income. Exhibit 50 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 50 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 51 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 51 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 51 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	<b>1,083</b> 40%	<b>658</b> 24%	<b>519</b> 19%	<b>196</b> 7%	<b>235</b> 9%
Monthly Affdble. Housing Cost	<b>&lt;\$625</b>	<b>\$625- \$1,250</b>	<b>\$1,250- \$1,875</b>	<b>\$1,875- \$2,450</b>	<b>&gt; \$2,450</b>
Affdble. Owner Housing Cost	<b>&lt;\$62,500</b>	<b>\$62,500- \$125,000</b>	<b>\$125,000- \$187,500</b>	<b>\$187,500- \$245,000</b>	<b>&gt; \$245K</b>
Est. of Number of Owner Units in Talent	<b>362</b>	<b>256</b>	<b>345</b>	<b>401</b>	<b>276</b>
Est. of Number of Renter Units in Talent	<b>116</b>	<b>750</b>	<b>167</b>	<b>20</b>	<b>0</b>
HUD Fair Market Rent (2016)	<b>Studio: \$615</b>	<b>1 bdrm: \$641 2 bdrm: \$858 3bdrm: \$1,250</b>	<b>4 bdrm: \$1,364</b>		
Does Talent Have Enough Units?	<b>No. Deficit: 606 units</b>	<b>Yes. Surplus: 347 units</b>	<b>No. Deficit: 7 units</b>	<b>Yes. Surplus: 225 units</b>	<b>Yes. Surplus: 41 units</b>

## 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."<sup>20</sup> 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

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<sup>20</sup> 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.<sup>21</sup>

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).

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<sup>21</sup> 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

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### 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 52. The key assumptions are based on the best available data and may rely on safe harbor provisions, when available.<sup>22</sup>

- **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.<sup>23</sup>
- **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.

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<sup>22</sup> 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."

<sup>23</sup> This forecast is based on Talent's official forecast from the Oregon Population Forecast Program for the 2017 to 2037 period, shown in Exhibit 22. 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](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
<b>Total new dwelling units (2017-2037)</b>	<b>1,272</b>
<b>Annual average of new dwelling units</b>	<b>64</b>

## New housing units needed over the next 20 years

Exhibit 52 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 53 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 53 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 52 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 53 are:
  - Sixty-five percent of new housing will be single-family detached, a category which includes manufactured housing. Exhibit 11 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 11 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 11 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)	<b>1,272</b>
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	<b>65%</b>
equals Total new single-family detached DU	<b>826</b>
Single-family attached	
Percent single-family attached DU	<b>10%</b>
equals Total new single-family attached DU	<b>127</b>
Multifamily	
Percent multifamily detached DU	<b>25%</b>
equals Total new multifamily DU	<b>318</b>
<b>Total new dwelling units (2017-2037)</b>	<b>1,272</b>

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 54 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 54 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**<sup>24</sup> 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

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<sup>24</sup> 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 55 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,<sup>25</sup> and (5) the range of housing need by income identified in Exhibit 56, 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 Talent<sup>26</sup> and (2) 24% in High Density and Commercial Designations, consistent with Talent's zoning code. Exhibit 56 shows the following densities, in net and gross acres: <sup>27</sup>

- **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

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<sup>25</sup> 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.

<sup>26</sup> 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.

<sup>27</sup> 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 56 is based on American Community Survey data about income levels in Talent, using information shown in Exhibit 50. 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 56 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 Affordable Housing Cost	<\$419	\$419- \$699	\$699- \$1,118	\$1,118- \$1,677	> \$1,677
Percent of Talent's House- holds	27%	15%	20%	18%	20%
<b>New House- holds 2017- 2037</b>	<b>343</b>	<b>191</b>	<b>254</b>	<b>229</b>	<b>254</b>
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,<sup>28</sup> 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 52 shows that Talent will grow by 1,272 dwelling units over the 2017 to 2037 period.
- Analysis of housing affordability (in Exhibit 55) shows that about 42% of Talent's new households will be low income, earning 50% or less of the

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<sup>28</sup> 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 55 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 53 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,<sup>29</sup> 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.

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<sup>29</sup> 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

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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,"<sup>30</sup> can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

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<sup>30</sup> 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 55.

Exhibit 57 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 55.

### 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 57 does not include assumptions about development in commercial designations or redevelopment opportunities.

The assumed density of development in Exhibit 57 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 58 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.<sup>31</sup>

## 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 59 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 52. 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.**

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<sup>31</sup> 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 54) with the capacity of land by Plan Designation (Exhibit 57).

Exhibit 60 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 60 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
<b>Total</b>	<b>630</b>	<b>1,272</b>	<b>-642</b>		

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.<sup>32</sup>

The forecast for land need shown in Exhibit 57 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

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<sup>32</sup> 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.<sup>33</sup> 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

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<sup>33</sup> 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

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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):

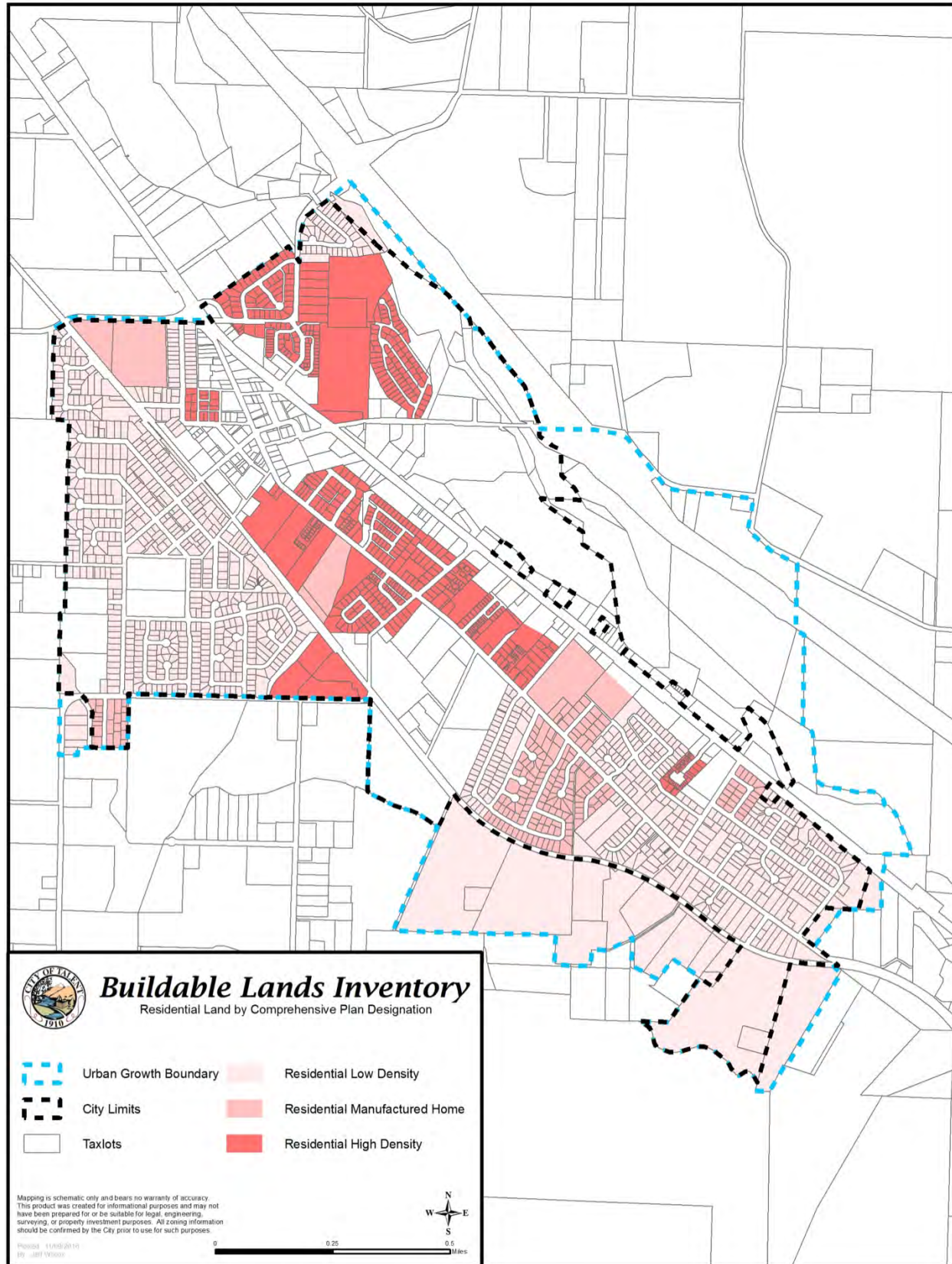
- Lands within floodways. We used FEMA FIRM maps to identify lands in floodways. No parcels with residential Plan Designations fell within a floodway. As a result, no land was deducted for this constraint.
- Lands in regulated wetlands. We used Talent Local Wetlands Inventory data (1997) to identify 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%
<b>Total</b>	<b>237</b>	<b>69</b>	<b>133</b>	<b>102</b>	<b>541</b>	<b>100%</b>
<b>Percent of Total</b>	<b>44%</b>	<b>13%</b>	<b>25%</b>	<b>19%</b>	<b>100%</b>	

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
<b>Total</b>	<b>1,797</b>	<b>541</b>	<b>352</b>	<b>65</b>	<b>124</b>
<b>Percent of Total</b>		<b>100%</b>	<b>65%</b>	<b>12%</b>	<b>23%</b>

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%
<b>Total</b>	<b>38</b>	<b>5</b>	<b>12</b>	<b>69</b>	<b>124</b>	<b>100%</b>
Percent of Total	<b>31%</b>	<b>4%</b>	<b>10%</b>	<b>56%</b>	<b>100%</b>	

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**

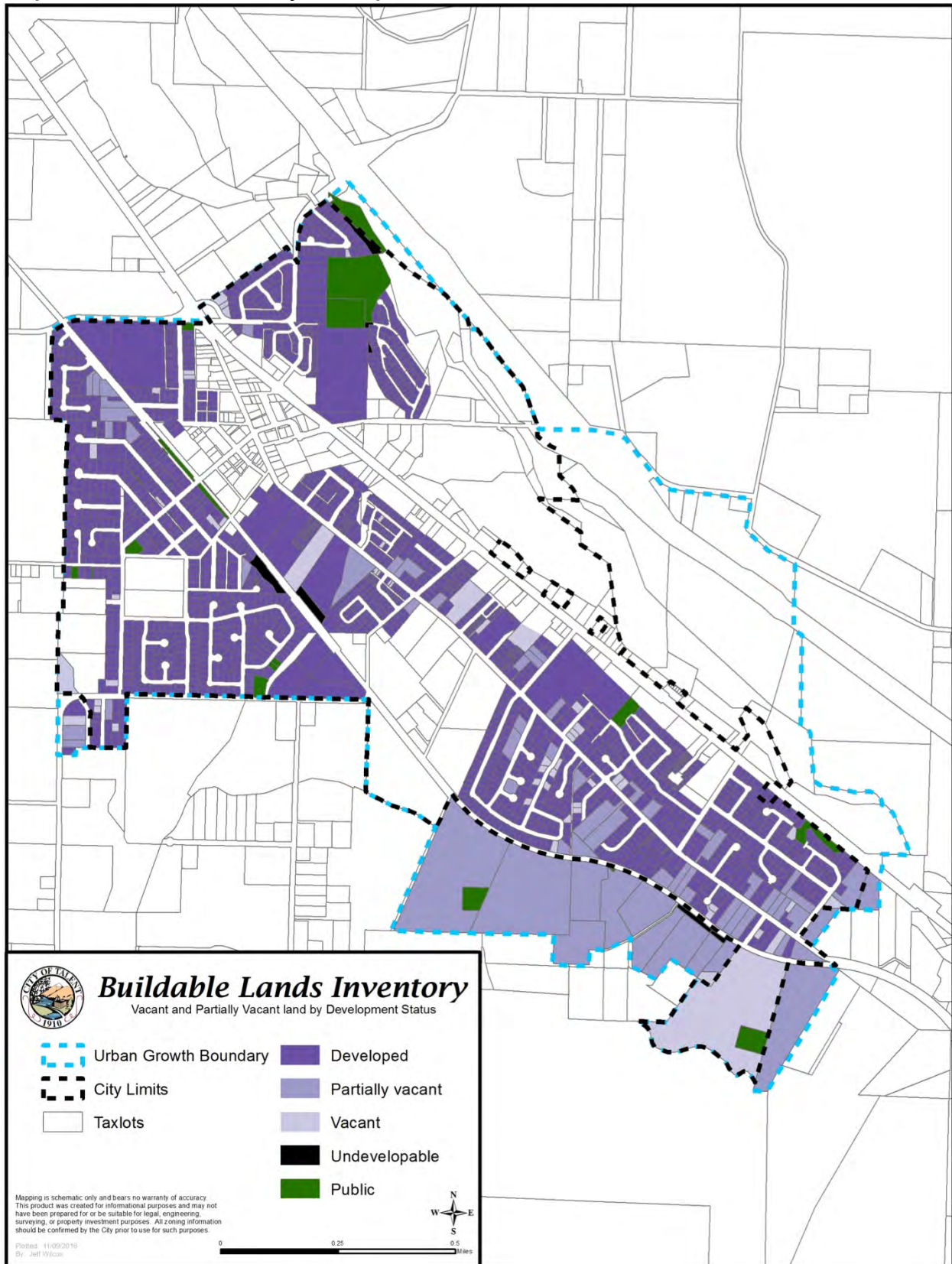
	Vacant and Partially Vacant Residential Land by		
	0-5% slope	5-10% slope	10-25% slope
Within City Limits			
RL-CL, zoned RS-5	1	5	11
Within UGB			
RL-UGB	5	22	40
<b>Total</b>	<b>7</b>	<b>27</b>	<b>51</b>

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.

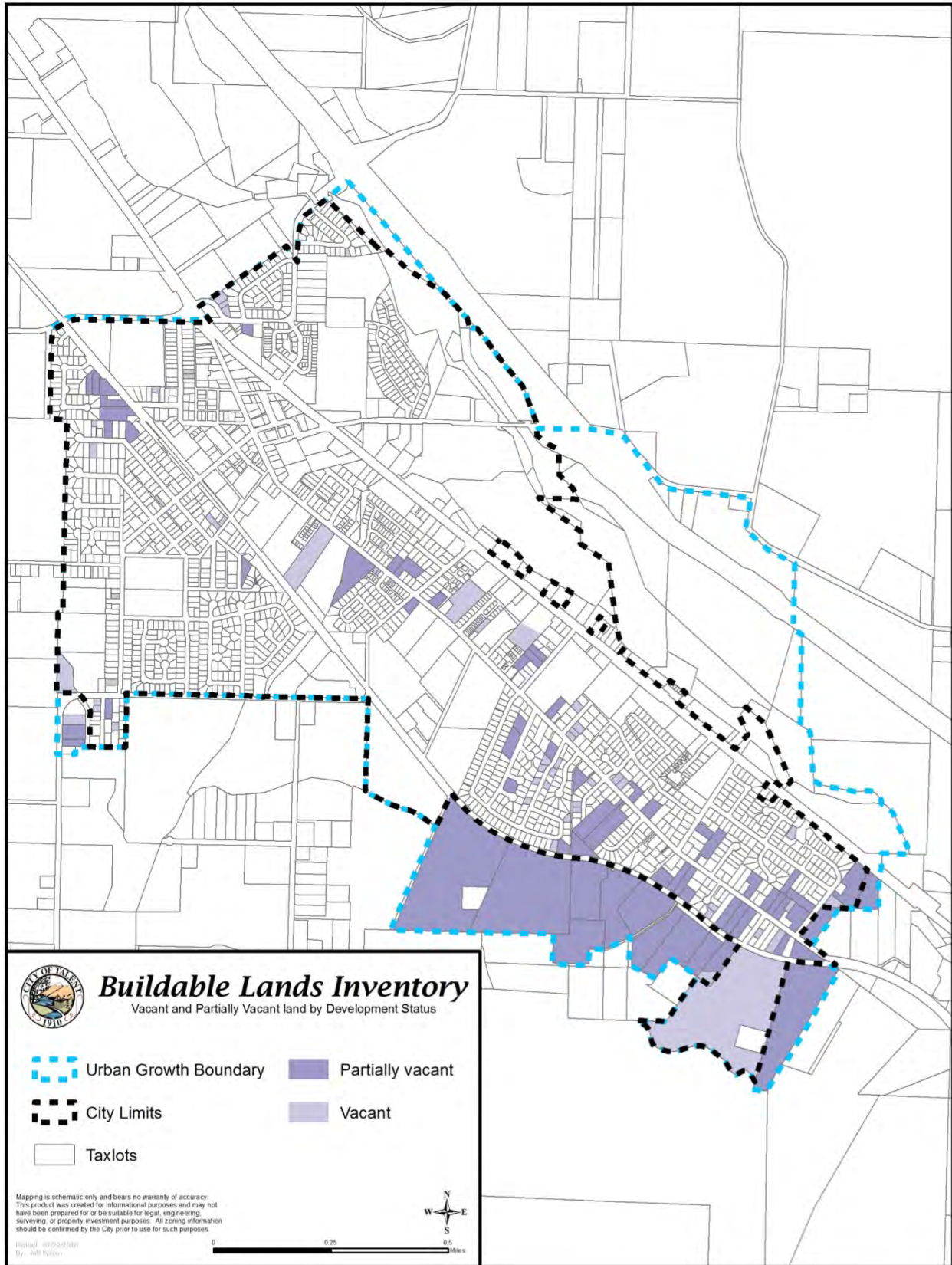


Map A-2: Residential land by development status, Talent UGB, 2016



Source: City of Talent analysis of Jackson County GIS data

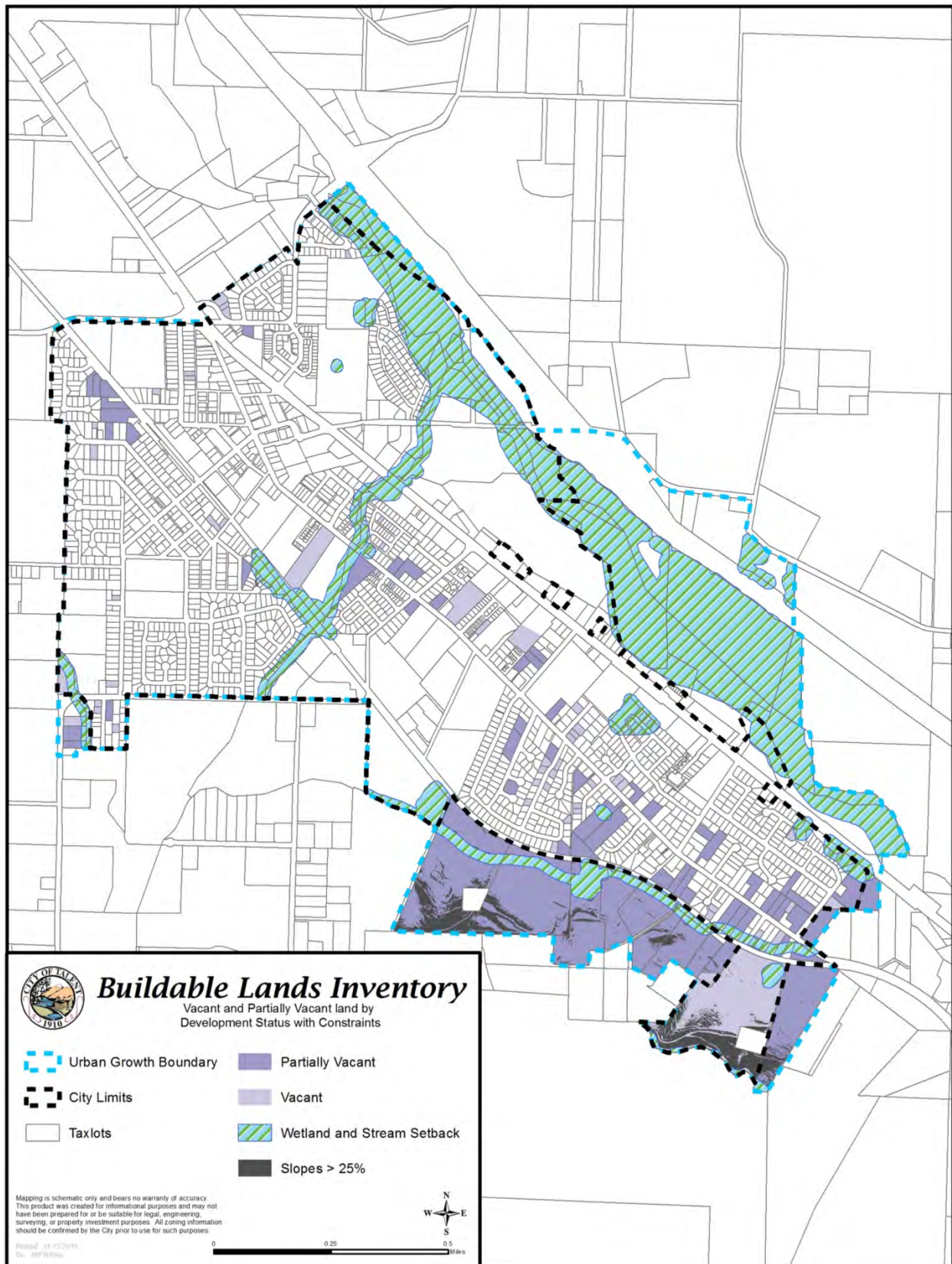
Map A-3: Vacant and partially vacant residential land, Talent UGB, 2016



Source: City of Talent analysis of Jackson County GIS data



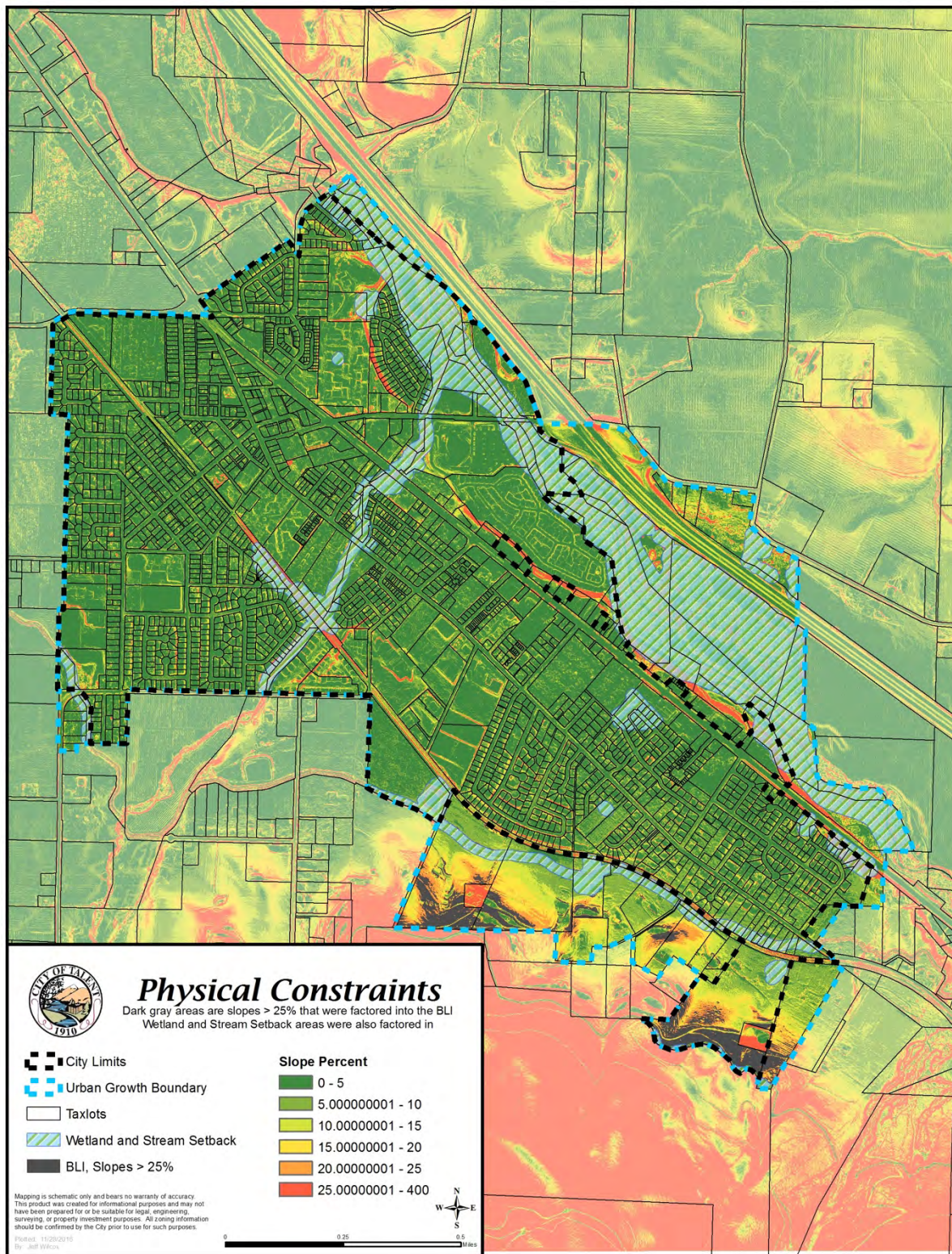
**Map A-4: Vacant and partially vacant residential land and development constraints, Talent UGB, 2016**



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	Implementation Year					
			Y1	Y2	Y3	Y4	Y5	Y6 to Y10
1.1a: Develop a true Medium Density Plan Designation and Zone.	CPD; PC							
1.1b: Identify LDR land that should be redesignated for MDR or HDR uses.	CPD; PC							
1.1.c: Identify C and I land that should be redesignated for LDR, MDR, or HDR	CPD; PC							
1.2a: Revise the Master Plan to fit with Talent's revised housing policies.	CPD; PC							
1.2b: Plan for infrastructure development in the Master Plan area.	CPD;							
1.2c: Develop plans to pay for infrastructure in the Master Plan area and plan for backbone infrastructure development in the City's Capital Improvement Plan (CIP).	PWD;							
1.3a: On-going strategy concurrent with changes to Comprehensive Plan map and	CPD;							
1.3b: Modify existing zoning districts and standards to meet the requirements of the	CPD;							
1.4a: City staff should work with the RPS Policy Committee to revise plans for urban	CPD;							
1.4b: City staff should work with landowners in Talent's urban reserves to understand landowners' preferences for development.	CPD							
1.5a: City staff discuss potential UGB expansion, after Objectives 1.1 and 3.1 are	CPD							
1.6a: Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.	CPD							
2.1a: Partner with the Jackson County Housing Authority to support development of	CPD;							
2.1b: Partner with the Jackson County Housing Authority and others to expedite	CPD;							
2.1c: Evaluate policies that encourage the development of ADUs on existing and proposed lots to provide a source of affordable housing.	CPD; PC							
2.3a: Provide opportunity for development of a wide-range of single-family detached	CPD; PC							
2.4a: Develop a process to identify housing that has been abandoned or not	CPD							
2.4b: Work with the property-owner to expedite the renovation or redevelopment the	CPD							
2.4c: Develop an expedited building permit process for substantial redevelopment and renovation of existing housing.	CPD							
3.1a: Evaluate opportunities for allowing smaller lots in the zones in LDR.	CPD; PC							
3.1b: Evaluate development of a cottage housing ordinance to allow for development of small SF detached housing.	CPD; PC							
3.1c: Evaluate development of a tiny house ordinance to allow for development of	CPD; PC							
3.1d: Evaluate adoption of minimum and maximum densities in the MDR and HDR	CPD; PC							
3.2a: Provide additional opportunities for development of housing within the CBD	CPD; PC							
3.2b: Evaluate developing a Downtown Overlay that supports development of three-	CPD; PC							
3.2c: Refine design standards for a new Downtown Business District based on the	CPD; PC							



Implementation Strategy	Partners	On- goin g	Implementation Year					
			Y1	Y2	Y3	Y4	Y5	Y6 to Y10
3.2d: Identify and plan for investments and infrastructure to support redevelopment	CPD;							
3.3a: Support and encourage implementation or amendment of the West Valley View Master Plan to develop or redevelop properties within the Master Plan area.	CPD							
3.3b: Evaluate opportunities to rezone commercial land on streets that are not adjacent to Talent Avenue to meet identified residential land needs.	CPD							
3.3c: Develop policies to allow ground floor residential use as a temporary use in commercial mixed-use buildings.	CPD; PC							
4.1a: Revise the City's flag lot ordinance to provide consistency with other residential zones for lot setback requirements and to provide clearer standards for	CPD; PC							
4.2a: Evaluate developing zoning standards that provide flexibility in development of cottage housing, tiny houses, and multifamily housing.	CPD; PC							
4.2b: Evaluate developing zoning standards to provide flexibility for development densities in the HDR (R-2), CBD (C-2), and NC (C-1) zoning districts.	CPD; PC							
4.2c: Evaluate modifying multifamily parking standards based on the number of	CPD; PC							
4.3a: Review the current process for building permit review and processing with	CPD; PC							
4.4a: Review the current site planning criteria in the zoning ordinance and propose	CPD; PC							
Partner abbreviations:		CPD: City Planning Department						
		PWD: Public Works Department						
		CC: City Council						
		PC: Planning Commission						
		RPS: Regional Problem Solving Policy Committee						
		JCHA: Jackson County Housing Authority						

*Ron and Lynn Laupheimer  
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Talent, Oregon 97540  
Telephone: (541) 535-0000  
Email: ronald.laupheimer@gmail.com*

March 28, 2017

VIA EMAIL: melissa@cityoftalent.org

Mayor Darby Stricker  
Members of the Talent City Council

Re: April 5, 2017 City Council Consideration of Revisions to Element G  
(Housing) of the Talent Comprehensive Plan

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The Talent City Council on April 5, 2017 will consider proposed revisions to Element G (Housing) of the City's Comprehensive Plan. It is likely we cannot be at that meeting to present our views in person. Thus, we put our views in this letter and thank you in advance for your consideration when you discuss and vote on them.

We recognize the City is mandated by law to establish a 20-year plan regarding its future housing needs. The proposed revisions, however, continue to emphasize development of the so-called "Railroad District" and the Belmont Road area, both areas west of the railroad tracks. This is ill advised.

Three of the undersigned live in the so-called "Railroad District," while one lives just outside of it on Hilltop Road. In addition to opposition to development of our own properties, we have contacted our Hilltop Road neighbors regarding development of their properties, which is suggested by the Element G Housing revisions and the so-called "Railroad District Master Plan" ("RDMP"). Not only do they have absolutely no intention of developing their own properties, they are uniformly against such development in the so-called "District".

As you must surely understand, we all purchased our properties precisely because they are rural residences, and we are strongly opposed to giving up this life for high density development. The Hilltop Road properties represent a significant percentage of the so-called "Railroad District," yet these same properties are already developed to the extent desired by their owners, so we fail to see how they can reasonably be included in your proposed plan. I also know our neighbors in the so-called "Urban Reserve" on the south side of Talent as being opposed and not willing to further develop their properties. What are you going to do---force us to subdivide to meet your housing numbers?

In addition, much of the land within the so-called "Railroad District" and Belmont Road area west of the railroad tracks ("Belmont area") is restricted by physical and access constraints and is not suited for housing. Thus, to meet or even come close to the

Mayor Darby Stricker  
Members of the Talent City Council  
March 28, 2017  
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housing goals for these areas proposed by the Element G revisions, the density on the land that *might* be buildable would have to be enormously increased. Access to either the Belmont area or the so-called "Railroad District" is moreover severely limited by the railroad and the TID canal crossings, a fact that has properly thwarted development in the recent past. Because of those limitations and for the real safety concerns presented, the City is correctly committed to at least two access streets for any development there.

Yet how do the current Element G revisions deal with those access and safety issues? *By implying that a reduction to a single access/exit street for development in those areas would be acceptable in order to achieve the goals set forth in the revised Element G.*<sup>1</sup> The Council should recognize that, just for the safety concerns of its citizens alone, such a reduction makes absolutely no sense. The Council should neither support nor adopt Implementation Strategy 1.2b.

Finally, we ask the Council to seriously consider the consequences of the proposed Implementation Strategy 1.2c which asks the Council to pay for access infrastructure improvements at Belmont Road and make it a priority as part of the City's Capital Improvement Plan.

The simple-sounding words of this Strategy ignores the fact of the tremendous City costs and potential liability that will exist if the City moves forward regarding "upgrading" Belmont Road and pays for the cost of the railroad crossing there that will be required to handle the significant increased traffic necessitated by any proposed dense residential development west of the Belmont Road railroad crossing area.

Implementation Strategy 1.2c should likewise be immediately rejected by the Council to avoid even the possibility of the City being committed in the future for the tremendous costs and potential liability that will result from the ill-advised plans that are to be developed.

The Housing Needs Analysis stated it concisely: "If this area cannot be made ready for development, the City should consider ways to accommodate residential development

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<sup>1</sup> See Implementation Strategy 1.2b of the Final Draft Element G (Housing) which states: "Develop a plan for infrastructure in the Railroad District Master Plan area including securing permission for necessary rail crossings to allow for infrastructure development by *working with affected property owners and evaluating the City's access and circulation standards in the zoning and subdivision codes that create a barrier to efficient infrastructure development.*" [Emphasis added.] By itself, the above bureaucratic verbiage sounds reasonable. However, the net result of any such "evaluation" would be the reduction of current access and circulation requirements down to a single access/exit street, with all of the patently obvious safety hazards and continuous problems for anyone entering or exiting these areas.



Mayor Darby Stricker  
Members of the Talent City Council  
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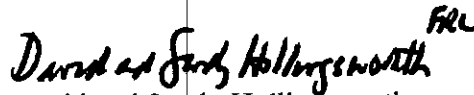
elsewhere in the City." (March 10, 2017 Version, page 69.) That is exactly what the Council should do now regarding the Belmont area and the so-called "Railroad District."


The City, to meet its 20-year housing goals, should focus its attention on flatter lands closer to the City core that could provide the services required for living and working. That is the sensible approach to follow rather than spending additional limited City time and resources "evaluating" areas completely ill-suited to the densities anticipated.

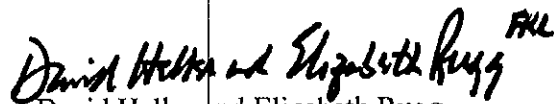
Thank you for your consideration of our views and those of other concerned citizens from Hilltop Road and the southern part of Talent. We hope you will examine more feasible areas for residential development that will continue to allow the City to grow without losing its "small town" feeling that attracted most of us to come here initially.

Very truly yours,

  
F. Ronald and Lynn Laupheimer

  
David and Sandy Hollingsworth  
294 Hilltop Road  
Talent, OR 97540

  
Helen and Michael MacFarlane  
118 Hilltop Road  
Talent, OR 97540

  
David Heller and Elizabeth Rugg  
502 Hilltop Road  
Talent, OR 97540

Mayor Stricker and City Councilors,

My name is Evan Lasley and I live at 326 Talent Ave, Apt A. As a tenant in Talent, I pay 50 percent of my income towards rent.

Talent stands at a turning point in its economic development. It can go down one path, and become what Ashland is today — a place where low-income tenants can't afford to live where they work — or it can help lead the rest of the valley in working proactively to protect tenants from displacement and promote low to moderate income affordable housing development.

This development needs to be central to our plan, if we are going to follow a different path as a city — it needs to be integrated into the heart of our city, and connect to vital services like public transportation and downtown businesses.

Through an equity lens, I encourage you to center your thoughts and discussions of housing policy on those most burdened by the rental crisis — renters and households earning less than \$25,000 per year.

As a community, we have the ability to prioritize the tools we need to protect tenants from displacement, and to promote long-term affordable housing development. Right now, in Jackson County, tenants are being displaced — from city to city, away from their job, their home, and their school district.

This is the human impact of the housing crisis — our neighborhoods are destabilized and working families are thrown out of communities they have long called home.

Every family in Talent and across Southern Oregon deserves a stable home to live in. Element G contains several important tools for achieving this end. We need to use strategies like inclusionary zoning and rent stabilization, if the legislature acts on the rental crisis, to protect tenants from displacement.

*Objective 2:*

Tenants can't wait another 3 years. I strongly encourage you to move up the implementation timeline for these strategies in Element G — to make them immediate priorities. Additionally, I encourage the Council and Staff to devote time to studying the needed high densities in Talent — for us to achieve a higher average as the plan calls for.

Finally, we need to engage the wider community in how we respond to the rental crisis. We won't be able to address this crisis as a city on our own — we need to reach out to other cities across the state, learn from what they are doing, and open a dialogue across Southern Oregon on housing solutions.

We all love Talent — and want to see a city where people who work here can live and raise their families. Let's work together to make that happen. Thank you.

*here*

March 28, 2017

Talent City Council

The purpose of this letter is to address access issues related to the proposed amendments to the Talent Comprehensive Plan which will be discussed by Councilors April 5, 2017.

The proposed development of properties within the Railroad District Master Plan (RDMP) ignores issues that were raised approximately ten years ago related to the project known as the Pacific Stage Heights PUD. At that time, ODOT Rail made it clear that in order to access RDMP properties via Belmont Road a separated grade crossing would be necessary, i.e., a railroad overpass over Belmont Road.<sup>1</sup> Unless the City of Talent has recent communication from ODOT Rail, Crossing Safety Unit, indicating that a separated grade crossing would no longer be necessary, it must be assumed that the conditions specified in 2007 still apply. This would be a very expensive infrastructure cost, likely to be in the multi-millions of dollars, as it not only involves construction of the overpass/undercrossing, but significant modification of the TID canal as well. It is my understanding that the City of Talent would be picking up the cost of the rail crossing and associated infrastructure, which seems prohibitively expensive.

In the unlikely event that ODOT Rail were to approve an at-grade crossing, there is a serious safety issue involved if there is only a single access point for a medium to high density housing area, especially when that access point could be blocked by a train. Railroad crossing blockages are not unusual, and during the time the crossing is blocked residents do not have access to emergency services, including fire, medical, and police. A 10 minute crossing blockage may not seem like much, but could be the difference between life and death for a heart attack victim if EMTs cannot reach him/her. A small fire can grow to catastrophic proportions in the same time frame.

<sup>1</sup> Email from David Lanning to Vernon Davis, November 30, 2007.

**From:** "LANNING C David" <David.LANNING@odot.state.or.us>  
**Subject:** RE: vjd55Citizen's Representative Office - Customer Entry  
**Date:** November 30, 2007 at 3:35:27 PM PST  
**To:** <vjd55@yahoo.com>  
**Cc:** "JOHNSON John R" <John.R.JOHNSON@odot.state.or.us>, "Ask ODOT" <AskODOT@odot.state.or.us>

Mr. Davis,

I attempted to phone you today without success. Yes, ODOT will have to approve expanded use of the crossing(s) that are near the proposed housing development in Talent that you mentioned. ODOT has a file regarding the Belmont PUD (see attached file).

Legally, the existing crossings at Belmont Road and Hilltop Road are PRIVATE crossings under the control of Central Oregon & Pacific Railroad (CORP). There is a public grade crossing south and east of the proposed development. Since May 2007, ODOT has been working with CORP, City of Talent, and the developer on the proposed railroad crossing access issues.

All are aware that additional use of the existing private crossings cannot legally occur. All are aware that the ultimate solution for maximum safety crossing the railroad tracks is to construct a grade separated crossing, and close all existing at-grade crossings in the vicinity of the new crossing. The topography will accommodate construction of an undercrossing (city street under the track grade).

City of Talent officials should have current information about the progress they have made with the developer since July 07.

Feel free to contact me via phone or email.

David Lanning, Compliance Spec

Crossing Safety Section

Oregon DOT Rail Division

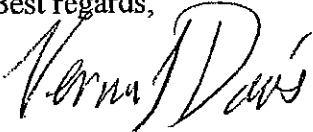
503.986.4267 (ph)

503.986.3183 (fax)

It is also important to understand that the 'public' crossing immediately to the south of Belmont Road – C-432.80/756227H – is not a viable access point to any of the Railroad District properties under any circumstances. In the first place, while the crossing itself may be public, there is no public access on the west side of the tracks. The CORP railroad right-of-way abuts private land; there is no public land or public access. The former county road was abandoned/vacated.<sup>2</sup> Even if there was public access, it would be prohibitively expensive to bring the crossing up to specifications. ODOT Rail considers the crossing to be hazardous, and increased use would require that the crossing be brought up to current standards. This would involve either raising Talent Avenue 5 feet in elevation or lowering the CORP railroad by the same amount.<sup>3</sup> Use of crossing C-432.80/756227H beyond servicing the current four residences for any purpose is simply not feasible.

In summary, significant development in the area envisioned in the south section of the RDMP is not practical due to the expense of creating access across the railroad. The City of Talent would best serve its citizens by identifying properties better suited to meeting its housing needs.

Best regards,



Vernon J. Davis, TTE  
The Rose Marie Davis Revocable Trust  
1916 Talent Avenue

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<sup>2</sup> *Verzeano v. Carpenter*, 108 Or App 258, 815 P2d 1275 (1992)

<sup>3</sup> Email from David Lanning to attorney Sydnee Dreyer, 12/05/2007.

April 5<sup>th</sup>, 2017

Talent City Council  
(hand-delivered at hearing)

Subject: Housing Needs Analysis; CPA 2016-002

Talent City Council and Honorable Mayor Stricker,

In short, I believe the HNA forecasting numbers are pretty conservative as they are based on trends from the past and thus the corresponding population and housing predictions follow suit. This is a perfectly acceptable by DLCD and a defensible position that is actually the intent of the statute and Oregon's land use laws. However, I believe Talent is likely to realize a demand that is at least 5% to 10% greater than the numbers projected – primarily for two reasons:

1) Housing in Ashland is incredibly expensive and remains in strong demand for the foreseeable future. But, as the only participating City in the Rogue Valley's recently adopted Regional Problem Solving (RPS) process (*an incredibly capacious and legally binding effort*), the City of Ashland chose NOT to identify Urban Reserve areas and instead rely upon lands within their already tight UGB and City limits. This almost non-existent surplus, plus complex, expensive and unpredictable outcomes, will not only continue to drive Ashland's housing prices upward, but the housing type will have limited diversity. I could and would argue Ashland's decision to force a compact urban form is a good thing – for Ashland, but it's going to “turbo-boost” Talent's housing demand, increase prices and reduce affordability.

2) Talent's community leaders are exceptional and are driven to make Talent a better place to live, work and raise a family. I say this based on years of observation and experience. As most of you know, I was the City's Planning Director for roughly 5 years before Zac Moody and was a Planner for the City of Ashland for 13 years. I've been able to observe, at point blank, the differences between these two cities. But without criticizing one vs. the other, the reality is Talent's leadership is going to great lengths for its citizens beyond the typical norm. One doesn't have to look much further than the recent actions that have occurred surrounding the Gateway Project, TID, TURA Board, HYW 99 master plan, the Maker City efforts and the willingness to work with the private development community. The Talent's Council, Mayor Stricker, Tom Corrigan, Zac Moody and its citizens are "all" demanding a sense of place and identity and it's impressive to say the least.

These two primary factors – Ashland's housing issues coupled with Talent's desires to create livability and a sense of place will stimulate interest in the housing market beyond past population trends. As such, Talent needs to get ahead of the game and do it relatively quickly by adopting the HNA and implementing code language consistent with the HNA's policies.

In conclusion, I've read the HNA document a couple of times and I believe it's very accurate, thorough and will provide Talent's decision makers the basis to make accurate decisions in the near future while the City of Talent experiences inevitable change.

Sincerely,

Mark Knox  
[knox@mind.net](mailto:knox@mind.net)  
541-821-3752

April 5, 2017

Talent City Council and Mayor,

I write you today regarding the serious concerns I have regarding the recent handling of the Comprehensive Plan and the Charlie Hamilton/Tom Bradley William Way development process and approval.

City of Talent residents watched as city staff recruited Talent's primary developer (Charlie Hamilton of Suncrest Homes) to join the Citizen Advisory Committee. Zac Moody did not present CAC candidates to the Planning Commission for interviews, despite directions from both Tom Corrigan and Mayor Stricker to follow the policy for committee formation. Additionally, staff did not provide legal notification of CAC meetings and did not maintain minutes for those meetings. These public record law violations set the city up for a potential legal challenge.

Hamilton benefited from knowledge gained on the CAC by working on Element E, identifying lands that could become available for residential construction, allowing him to partner with Tom Bradley on the William Way project. Staff (Corrigan and/or Moody) reordered and elevated the William Way project to precede work on Element G allowing Hamilton to avoid any city scrutiny on affordable housing and then Hamilton utilized Element G to argue for density increases, effectively having it both ways, maximizing his profit - city vision and planning and affordable housing be damned. The Planning Commission overwhelmingly opposed the project, yet Councilors, without addressing the concerns of the Planning Commission, approved the project. It appears that for some Councilors, project approval was preordained despite claims of lack of bias.

I have questions for the Council and Mayor.

Why weren't CAC members interviewed, CAC meetings legally notified and CAC minutes maintained?

While I agree with Community Development Director Moody that we want experts to aid in city planning and direction, I would argue that we don't want committees filled with individuals with vested interests. That is the quickest path to graft as Hamilton and Bradley's William Way project demonstrates. Do you agree?

Why did Director Moody not act on his stated observation that CAC members had conflicts of interest?

Why were elements E and G not brought in jointly so as to prevent corruption and graft? Is it not obvious that an insider with vested interests in this process would benefit by the delayed implementation of these two elements?

Who reordered the Planning Commission agenda items, elevating the Williams Way project over elements of the Comprehensive Plan that will guide the city for decades?

Why did City Manager Tom Corrigan refuse to forward my ethics complaint to the Planning Commission when I sent it to Director Moody with that request?

Is it not logical to remove Hamilton and any other members, who according to Director Moody, "have conflicts of interest" from the CAC, in order to avoid prohibited financial benefits to those members?

Finally, is not voluntary accountability by the City a better remedy for the City of Talent's colossal failure in this process, as opposed to citizen litigation? What would that accountability look like?

Thank you for your attention to these matters.

Sincerely,

Derek Volkart  
Talent, OR



4/5/17 Joe Riley  
Comp Plan Element G

There are a couple points I want to make about Policy 4 and then the implementation schedule. Before that though I would like to touch on remarks made during the public hearing for the Williams Way Subdivision. Our Comp Plan element G came up in the application and testimony and is germane to your deliberations.

Applicant and supporters used the term "housing crisis" in defense of the project and it was echoed by members of the council. But we all know the difference between crisis and shortage and we all know that what feels like a crisis to one group may be just an inability to make as much money as possible as quickly as possible to someone else.

I agree there is an extreme shortage of affordable housing, but don't forget that affordable as defined by economists is quantified as housing needs that are about 30 percent of a median income, which is roughly housing that will cost most median income people in Talent \$600 a month.

The census bureau data shows income numbers for Talent that is more recent than the first version of this document. I have at least five versions of the HNA, so it's been difficult to track changes. One of the changes you should be aware of though is a change in the amount of developable land since the first version. The city planner told me that the way he counted developable land changed after CAC member Charlie Hamilton complained about it. I don't know if that was part of the CAC's work or happened privately because there is no CAC meeting record.

The applicant also called the Comprehensive Plan a "suggestion" not to be taken literally. But literally, the exact opposite is true. The Comprehensive Plan is not only our guide to creating zoning ordinances, if there is a conflict between a jurisdiction's Comprehensive Plan and its Zoning Ordinances, the Comp Plan wins because it **is the overarching authority** for local land use. The Policies you will adopt in this process will be our new zoning laws.

If you are interested in more information; Chapter 3 in the Introductory Guide to Oregon Land Use for Small Cities and Counties describes the relationship succinctly.

Applicant also said that when Talent had a Planned Unit Development ordinance there were design standards. Well I knew the PUD, I'm proud that I helped kill the PUD and believe me, it wasn't because there were design standards in it.

The PUD ordinance that the applicant, and the planning staff, refer to so lovingly was used as carte blanche permission for applicants to ignore zoning ordinance standards. It was rife with subjective standards and wishy washy language. Anything goes when there's a PUD, or so it seemed.

Originally the PUD applications were only accepted for parcels of five acres or more, but sometime along the way that restriction was lifted and from then on it became the only type of development application ever submitted. If you wonder how that worked out for us please take a walk around Clearview and picture it built out. Keep in mind the closest grocery store and park is across the

highway. Also keep in mind that the housing being built is far inferior in materials and design than the pictures indicated in the application.

Policy Four, as recommended by staff, seeks to "provided staff with flexibility" and opens a door to allowing the subjective latitude enjoyed by developers when the PUD existed.

Policy Four's Objective one, and implementation strategy 4.1a is an important step toward efficient use of our developable land. It's also unworthy of taking up space in an far reaching and important document like our Comprehensive Plan.

The Planning Commissioners became aware of an anomaly in our setback requirements in October of 2015 when Charlie Hamilton applied for a variance on a flag lot. Our flag lot setbacks are 15 feet on all sides. My theory is that someone once typed 15 instead of five, the normal side yard setback in our residential zones. This setback requirement was clearly some kind of error and staff said the planning commission could review the ordinance in the near future. I asked about it a couple times but staff chose to ignore my requests. Fixing that ordinance could have taken no time at all and doesn't need to be delayed any longer by being buried in this document.

The fact that it is Implementation strategy A, with no B is proof that it's a stand alone item and could have been corrected a hundred times by now if the staff had chosen to do so.

The same is true for 4.3, 4.4 and 4.5. It is just embarrassing that we are looking at a document that cannot even meet basic rules of outline form. To me it does not just indicate that someone missed some part of their basic education. It means that the items are stand alone items and do not belong in a plan that is a twenty year visionary guide.

4.3 calls for a review of our permit process. Everyone knows it takes too long but that is a contract personnell problem and our executive can solve it.

4.4 calls for streamlining site plan review. For what end? The site plan process involves the public and planning commission just like it's suppose to. Streamlining sounds like a euphemism for take it away from the public and give it to staff. State Goal One is still public involvement.

4.5 asks for more density bonuses, which are determined by formula. So, handing them out like stickers to well behaved toddlers doesn't make sense, but the real head scratcher is why it's followed by strategy 4.2a which is about building materials.

4.2 at least has an A and a B. But it isn't indicated in the HNA data, that I can find, that there is a parking problem downtown.

There are reasons to question the source data, which were brushed away early on. But the differences between land inventory in the current Element G and this one are stunning.

The implementation schedule presented to the Planning Commission is not realistic for a staff, the size of ~~of staff~~ <sup>2 person</sup> ~~of staff~~.

It shows too many efforts running parallel and the lack of beginning and end dates without benchmarks to meet along the way is a formula for failure.

I hope the council will set linear goals with the most important first, and then when that's finished move on the next....and so on.

12 March 2017

Mayor Darby Stricker  
Members of the City Council

Thank you for the opportunity to address the Council on the proposed Housing Element G, an amendment to the Comprehensive Plan, slated for hearing on April 5, 2017, and express our gratitude to the Housing Advisory Committee and the City Planning Commission.

We suggest that the City Council take adequate time to review this proposal seriously rather than rush to approval. As a 20-year plan, the City is not required to immediately build housing for the potential population in 2037, but simply to have an orderly plan that allows it to evolve in a manner that serves both current and future residents.

Several proposed changes appear to be in conflict with City and Regional goals:

1. Unlike Talent's historic commitment to a safe transportation network of streets, roads and rails, this proposal disregards safety. Specifically,
  - a. While the City is rightly committed to at least two access streets for any development, this amendment proposes the reevaluation of access and circulation requirements, implying a reduction to a single access/exit street, a significant hazard and a never-ending problem for anyone entering, exiting, or passing by.<sup>1</sup>
  - b. Housing strategies call for narrowing streets, allegedly to reduce speed, but more likely to allow greater density, as does reducing parking requirements.<sup>2</sup> Standard street widths, using other methods, can effectively reduce speed yet allow fire trucks full access, turnaround and exit.
2. The continuing focus on the so-called "Railroad District" as the solution for Talent's presumed growth is ill-advised. The problems are well-known, yet the City persists in pursuing development – dense development at that – in an area where it is infeasible:
  - a. Over 90% contains slopes of more than 5%, and 60% is on slopes of 10-25% or more, which are considered not buildable.<sup>3</sup> The proposed solution would be to enormously increase the density on the land that might be buildable<sup>4</sup>.
  - b. We are aware of only one landowner, owning 2 parcels in the "District", who may have development interests, and landowners in the area to the south of the "District" have no interest in development at all.
  - c. Access to the "District" is limited by railroad and canal crossings, serious matters not likely to be resolved, as prior attempts to develop have shown. Even the two

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<sup>1</sup> Implementation Strategy 1.2b of Final Draft Housing (Element G).

<sup>2</sup> Implementation Strategy 4.2a of Final Draft Housing (Element G)

<sup>3</sup> Exhibit 7, proposed Housing Element

<sup>4</sup> Housing Needs Analysis, March 10 Version, Page 69

parcels under consideration contain some of the finest orchard land in the area – the proposed use for dense development hardly seems in keeping with Oregon’s preferred land practices.

Even more alarming is the proposal for the City to pay for access infrastructure improvements at Belmont.<sup>5</sup>

3. Implementation Strategy 1.4b states that staff *SHOULD* work with affected landowners to understand their preferences<sup>6</sup> – and goes on to say that staff will “*continue to include landowners in the process...*” – that has not been done. Affected landowners living in the “Railroad District” as well as those living on the west side of the railroad in the “urban reserve” or UGB have not been well-served or included in the City’s planning.

*“If this area cannot be made ready for development, the City should consider ways to accommodate residential development elsewhere in the City”.<sup>7</sup> Please do that now.*

There is a serious social justice issue at risk in the proposed amendment. The focus on the “Railroad District” as a solution for the City’s expansion needs is misplaced. It would put high density, presumably affordable housing in an area completely removed from necessities such as bus, grocery stores, and other services. Further, as noted above, it would place this housing and its residents at risk, allowing congestion and very limited access. Affordable housing is a noble goal, but not when it becomes a recipe for disaster.

It would make the greatest sense to seek flatter lands closer to the City core and its services, that are supportive of safe street systems.

Thank you for your consideration. We hope you will require that Talent retain its safety standards, that it look to feasible areas for residential development, and that work with affected landowners will begin.

Mary and Ted Tsui  
1918 Talent Avenue

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<sup>5</sup> Implementation Strategie 1.2b, Page 4, Final Draft Housing (Element G)

<sup>6</sup> Implementation Strategy 1.4b, Page 5, Final Draft Housing (Element G)

<sup>7</sup> Housing Needs Analysis, March 10 Version, Page 69

# **PUBLIC COMMENT**

RECEIVED DURING WRITTEN RECORD EXTENSION

4/5/17-4/12/17

**Zac Moody**

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**Subject:** FW: Adoption of Housing Element (G) and amendment to the Comprehensive Plan



**From:** Laurie Cuddy [<mailto:lecuddy@aol.com>]

**Sent:** Tuesday, April 11, 2017 5:50 PM

**To:** Mayor Stricker <[Mayor@cityoftalent.org](mailto:Mayor@cityoftalent.org)>; Councilor Baker <[Councilor6@cityoftalent.org](mailto:Councilor6@cityoftalent.org)>; Councilor Berlant <[Councilor2@cityoftalent.org](mailto:Councilor2@cityoftalent.org)>; Councilor Collins <[Councilor3@cityoftalent.org](mailto:Councilor3@cityoftalent.org)>; Councilor Harrison <[Councilor4@cityoftalent.org](mailto:Councilor4@cityoftalent.org)>; Councilor Pederson <[Councilor5@cityoftalent.org](mailto:Councilor5@cityoftalent.org)>; Councilor Wise <[Councilor1@cityoftalent.org](mailto:Councilor1@cityoftalent.org)>; Melissa Huhtala <[melissa@cityoftalent.org](mailto:melissa@cityoftalent.org)>

**Subject:** Adoption of Housing Element (G) and amendment to the Comprehensive Plan

April 11, 2017

TO: Mayor Darby Stricker, Members of the City Council

RE: Adoption of Housing Element (G) and amendment to the Comprehensive Plan

As a landowner directly adjacent to properties in which the proposed Housing Element (G) envisions high density development, I would like to convey my alarm and concern for this inappropriate and damaging plan. I raise horses and grow hay and have an expectation of the continuation of my rural life.

Among my concerns are the following:

1. I have never been contacted by the City or County regarding the effect of this proposal upon me or my land use. This is in direct contradiction to the information you've been given in the proposed Housing Element – which states that staff “will continue” to work with adjacent property owners. I will tell you now, since I've never been asked, that it will have a detrimental effect upon me and my property, and those of my neighbors.
- (2. I know of no one on the west side of the railroad, from the winery south through the Hilltop Road properties and into the so-called “Urban Reserve” at the south end who has any intention in developing, with the exception of the two parcels adjacent to my own. This effort failed several years ago; nothing has changed to make it more appropriate for high density use.

These two lots are accessible at best for single family farm or agricultural use. To suggest that many families could access this property through one road (Belmont) which crosses a railroad and irrigation canals is irresponsible. It goes against all common safety measures.

3. The City should look for locations that will provide safe access to future residents; it should also place them near the services required of higher density, such as transportation, schools, grocery stores, and so on. To introduce high density housing in the middle of a confirmed rural area is poor planning.

Please do not approve this plan without serious modifications which take into account the above concerns.

Thank you for your consideration.

Sincerely,

Laurie Cuddy

1910 Talent Avenue

Talent, OR 97540

City of Talent

PO Box 445

110 East Main St.

Talent, OR 97540

[www.CityofTalent.org](http://www.CityofTalent.org)

**The City of Talent is an Equal Opportunity Provider**

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[Talent, Oregon](#)



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*This is public input, for the record.*  
*Please include in Council Packet(s) for all meeting(s) in which*  
*Comprehensive Plan Element G is debated and/or adopted.*

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April 5, 2017 Oral Testimony  
Comprehensive Plan Element G Amendment  
Planning Commissioner Joi Riley

There are a couple points I want to make about Policy 4 and then the implementation schedule. Before that though I would like to touch on remarks made during the public hearing for the Williams Way Subdivision. Our Comp Plan element G came up in the application and testimony and is germane to your deliberations.

Applicant and supporters used the term "housing crisis" in defense of the project and it was echoed by members of the council. But we all know the difference between crisis and shortage and we all know that what feels like a crisis to one group may be just an inability to make as much money as possible as quickly as possible to someone else.

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Opel testimony 4/15/2017 (2) Joi Riley

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Oral Testimony 4/5/17 (3) Lori Riley

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Please include in Council Packet(s) for all meeting(s) in which  
Comprehensive Plan Element G is debated and/or adopted.*

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To: Mayor and City Council  
From: Planning Commissioner Riley  
Re: Comprehensive Plan Element G - Housing

April 12, 2017

To insure this Element's effectiveness:

- Remove policies and strategies that are not part of a stated 20-year housing vision
- Remove policies and strategies that are not directly linked to data in HNA
- Remove policies and strategies that are not supported with correspondence from all affected agencies, jurisdictions, affected property owners and stakeholders
- Remove policies and strategies with no dedicated fund source in the city's budget

To insure this Element's success:

- Prioritize the policies that directly affect housing goals.
- Add a linear work flow chart without simultaneous tasks
- Require and review date specific benchmarks and end dates

Not all, but two effective ways to quickly increase land use efficiency that does not require comprehensive plan amendment:

- adopt minimum densities in all existing residential Zones
- adopt conventional setbacks on flag lots





April 10<sup>th</sup>, 2017

Talent City Council Members

Are City Council members aware that Staff is not presenting to you for approval the version recommended by the Planning Commission? As that body is charged with taking public comment, reviewing, deliberating and recommending, I do not understand what happened.

In reviewing the City's Council Packet for the April 5<sup>th</sup>, 2017 meeting, I was surprised and very confused to find that there are in fact two versions – unacknowledged - of the proposed Housing Element G/Comprehensive Plan Amendment. I request clarification before any vote by Council on this matter.

The first version – the Planning Commission's recommendation to Council - begins on Page 6. Without any discussion, Council is being asked to approve the version that begins on Page 27, identified as Exhibit A. Is staff choosing to ignore public input? From where did these changes come? Following Planning Commission recommendations, were there Council discussions requesting the changes? If so, I am unaware of any public meeting at which these changes were discussed.

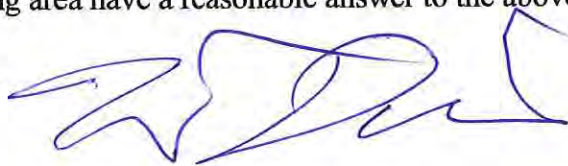
In addition to the unexplained differences, I am particularly concerned because the changes you are asked to approve involve my property. As with many others, I have never been approached about the effect of the proposals upon me or my property – despite claims to the contrary in this proposal.

Whereas the Planning Commission version generically addresses infrastructure improvements in the so-called "Railroad District", the version Council is asked to approve very specifically targets Belmont Road as a priority for development along with rail crossings – both of which would affect me negatively. Yet – despite staff claims to the contrary - I have never been noticed or approached about this topic.

For Council's convenience, I am attaching the two documents merged together, with the Council version printed in red. As you will note, the differences are many and significant. Again, I request clarification: why are the two documents different? Why is there no discussion of the differences? Who authorized or requested the additional language? Why has there been no public discussion of this topic and why is it not acknowledged?

I therefore request that your Council take no action until I and the other citizens of Talent and the surrounding area have a reasonable answer to the above.

Sincerely,



Forest Davis  
370 Belmont Road

1 attachment  
cc Mayor Stricker  
City Manager Corrigan  
Community Development





Housing Element Proposed Language  
Black = Planning Commission Recommendation;  
Red = Unexplained Language added for Council approval

Objective 1.2: 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: 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: **Evaluate the City's access and circulation standards in the zoning and subdivision codes that create a barrier to efficient infrastructure development. and work with affected property owners to develop a Plan for infrastructure development in the Master Plan area by including securing permission to secure 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 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 including the development of Belmont Rd. from Talent 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**

Vernon J Davis, Trustee  
The Rose Marie Davis Revocable Trust  
1916 Talent Avenue  
Talent, OR 97540  
RMDavisTrust@gmail.com



April 11, 2017

Zac Moody  
Community Development Director  
PO Box 445  
Talent, OR 97540

Dear Mr Moody,

I and other residents who wrote comments regarding the proposed Housing Element G and related Comprehensive Plan Amendment are gravely concerned that their correspondence was not included in the staff report for the City Council meeting on April 5, 2017. I have consulted with my attorney, and he has advised me to inform you that this is a violation of Oregon land use law. We seek remediation for the omission, believing that Council members have an interest in what their constituents and affected property owners have to say prior to their making a decision.

Specifically, OAR 661-010-0025 states the following:

Record

(1) Contents of Record: Unless the Board otherwise orders, or the parties otherwise agree in writing, the record shall include at least the following:

***(b) All written testimony and all exhibits, maps, documents or other materials specifically incorporated into the record or placed before, and not rejected by, the final decision maker, during the course of the proceedings before the final decision maker.***

Please defer any action by the City Council until this is corrected. Your failure to do so will be reported to the Oregon Attorney General's office and may expose the City of Talent to legal action.

Sincerely,

A handwritten signature in black ink that reads "Vernon J Davis".

Vernon J Davis

cc: Talent City Attorney  
Tom Corrigan, City Manager  
Darby Stricker, Mayor



**Zac Moody**

---



**From:** Michelle Glass <michelle@uniteoregon.org>  
**Sent:** Wednesday, April 12, 2017 4:54 PM  
**To:** Zac Moody  
**Cc:** Councilor Wise; Councilor Berlant; Councilor Collins; Councilor Harrison; Councilor Pederson; Councilor Baker; Mayor Stricker  
**Subject:** Public Comment re: Element G  
**Attachments:** UniteOregonPublicCommentEleG.pdf

Hello Zac, Council Members, and Mayor,

Please see the attached letter on behalf of Unite Oregon submitted for the record regarding Talent's Draft Update to Comprehensive Plan, Element G.

Thank you,

Michelle Glass  
  
Regional Director Rogue Valley  
Michelle@UniteOregon.org  
541-292-8201

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April 12, 2017

Re: Comprehensive Plan Element G

Dear Planning Director, City Council Members, and Mayor,

In January Unite Oregon submitted a letter to the city planner and planning commission expressing support for many of the strategies included in the updated Element G and suggested a few edits. We also provided testimony before the planning commission in support of prioritizing strategies such as inclusionary zoning which give the city maximum flexibility in decision-making to support the development of new workforce and affordable housing to meet Talent's needs.

We appreciate the many hours of work that the city staff, planning commission, and council members have spent on evaluating and editing the document, and are encouraged to see a strengthened Objective 2 and to see inclusionary zoning moved from Appendix B to an implementation strategy under 2.1e.

**We ask that the council move up the timeline for implementation strategy 2.1e, Inclusionary Zoning, from the 3-5 year range to the 0-3 year range and then pass this important guiding document.** Moving up the timeline is important to ensure that the city has access to this effective and flexible tool before our limited land supply is developed. We support immediate passage of the updated Comprehensive Plan Element G as a first step toward both 1) ensuring that city decisions are based on current data and updated strategies and 2) freeing up city staff, commission, and council time to moving forward on addressing the urgent need for affordable housing in our city.

As a community-based organization that has worked on housing issues in the Rogue Valley for over a decade, we share the council's concern about the impact of lack of workforce and affordable housing on Talent residents, families who are being displaced from Talent, and on the diversity and livability of our community. We understand that passing an updated Element G is only the first step in a long process of identifying and working for solutions. We remain committed to that work and will do all we can within the scope of our role as a stakeholder organization to be a partner with the city on affordable housing issues.

Thank you for your work to address the affordable housing needs of Talent on behalf of its residents.

Michelle Glass

A handwritten signature in black ink that reads "Michelle Glass".

Regional Director, Unite Oregon

**From:** Mayor Stricker  
**To:** Zac Moody  
**Cc:** Councilor Wise; Councilor Pederson; Tom Corrigan  
**Subject:** Re: HNA question/suggestion  
**Date:** Monday, April 10, 2017 7:28:54 AM

---



Hi all,

Once again Councilor, your work goes beyond the surface. I also remember 2 discussions about IZ. What I remember was the PC suggesting the reprioritized timeline twice but not taking a consensus on it.

I would also suggest edits, corrections and format review before this document is adopted. Some were pointed out during public hearing.

Councilor, while I appreciate where you are going with your suggestion to the IZ language, it appears to change the intention a little and maybe not in a desirable way.

Looking forward to a thoughtful review at the next meeting.

Sent from my iPhone

On Apr 9, 2017, at 10:07 PM, Zac Moody <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)> wrote:

Councilor Wise,

I will need to check the minutes about the timing on IS 2.1. I do remember it being discussed, but I don't remember any consensus. When I read back the requested changes this one was not discussed.

With that said, you can make that suggestion to the Council as this is your policy document.

Your other suggested changes seem reasonable as well and I would be glad to make these changes if the Council would like to do so.

Thanks for taking the time to look it over in more detail. It never hurts to have another set (or many) of eyes on such a complicated policy document.

Thanks,

Zac

Zac Moody  
Community Development Director  
City of Talent  
110 E. Main Street  
Talent, Oregon 97540

Office: 541-535-7401  
[www.cityoftalent.org](http://www.cityoftalent.org)

----- Original message -----

From: Councilor Wise <[Councilor1@cityoftalent.org](mailto:Councilor1@cityoftalent.org)>

Date: 04/06/2017 11:27 AM (GMT-08:00)

To: Zac Moody <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)>

Cc: Mayor Stricker <[Mayor@cityoftalent.org](mailto:Mayor@cityoftalent.org)>, Councilor Pederson  
<[Councilor5@cityoftalent.org](mailto:Councilor5@cityoftalent.org)>

Subject: HNA question/suggestion

Zac,

Policy 2, implementation step 2.1e regarding IZ lists a 3 to 5 year implementation. I recall this being a concern to the PC, and that they requested it be changed to a tighter time frame.

This seems like a fairly straightforward implementation step, and I know that Unite Oregon and other community members would quickly step to the fore in order to assist the process. Further, it makes sense that implementing IZ needs to come before or contemporaneously with other zoning map and overlay changes, not after. Otherwise, we might lose valuable land inventory before the overlay is developed.

Didn't the PC agree to changing that to 1-3 years, or was it 2-4?


Also, the wording for the implementation step is convoluted and unclear:

*"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..."*

It is redundant and confusing with the parentheses and too many repetitions of "appropriate."

Perhaps better wording would be:

*"(1) Evaluate and determine whether Inclusionary Zoning (IZ) is appropriate in Talent, (2) if 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 IZ."*

Objective 4.4 reads, "...make it more clearer for Staff..." It might be more clearer to the reader if it read, "...make it more clear..." 

Daniel

*Daniel Wise, M.A., M.B.A.*

*Councilor Seat 1*

*Councilor1@cityoftalent.org*

*(541) 535-1566*

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<OutlookEmoji-.png>

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Talent, Oregon



**From:** Tom Lowell  
**To:** Zac Moody  
**Subject:** RE: Additional written comments to be added to the record of Ord. 17-925-O  
**Date:** Monday, April 10, 2017 8:00:32 AM



I'm ready when you're ready it's hard for me to imagine the state would object since there's complete failure in meeting the housing needs in talent. Unless of course meeting the housing needs is not really the state's objective.

On Apr 10, 2017 7:57 AM, "Zac Moody" <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)> wrote:

Mr. Lowell,

I don't disagree with you at all. I believe that providing some land is better than none at all. The challenge is that your property is not in an Urban Reserve and therefore in the State's perspective is not a priority expansion area.

With that said, there is nothing preventing you from submitting an application for a UGB amendment for your parcel. If the city were to initiate the application, we would need to take all appropriate (and required) steps to prove to the State that it is necessary. We can all agree it would help, however the path for getting there is different if the city puts the application forward.

Again, we can set some time up to meet to discuss this in more detail if you would like, just let me know if you wish to do that.

Thanks,

Zac

Zac Moody  
Community Development Director  
City of Talent  
110 E. Main Street  
Talent, Oregon 97540

Office: [541-535-7401](tel:541-535-7401)  
[www.cityoftalent.org](http://www.cityoftalent.org)

----- Original message -----

From: Tom Lowell <[tomlowell1@gmail.com](mailto:tomlowell1@gmail.com)>  
Date: 04/10/2017 7:28 AM (GMT-08:00)  
To: Zac Moody <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)>  
Subject: RE: Additional written comments to be added to the record of Ord. 17-925-O

I guarantee there would more more support for utilizing my 1 acre piece, than moving ahead with attempted development of the RDMP.

Basic strategy: don't let the perfect be the enemy of the good.

On Apr 10, 2017 7:24 AM, "Tom Lowell" <[tomlowell1@gmail.com](mailto:tomlowell1@gmail.com)> wrote:

No, not TA-2, just my land. If you look, you will see it satisfies all the criteria I proposed, plus it meets all relevant land use objectives. Hiding in plan sight!

On Apr 10, 2017 7:18 AM, "Zac Moody" <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)> wrote:  
Mr. Lowell,

I agree that expansion in that area could be a benefit with either high or medium density development.

The challenge is getting that land back in the UR. If you remember there was a lot of opposition of TA2. The policy document mentions many times the need to work with RPS to change Talent's UR to better suit the City's needs.

Once adopted, the Council can direct staff to begin the UGB study to identify exactly how much land we need to bring in to the UGB and what it needs to be zoned to best benefit our needs.

Hopefully this explanation helps and you can understand the parameters we are obligated to work within. I would be happy to set up some time to have a more detailed discussion if you would like.

Thanks,

Zac

Zac Moody  
Community Development Director  
City of Talent  
110 E. Main Street  
Talent, Oregon 97540

Office: 541-535-7401  
[www.cityoftalent.org](http://www.cityoftalent.org)

----- Original message -----

From: Tom Lowell <[tomlowell1@gmail.com](mailto:tomlowell1@gmail.com)>

Date: 04/10/2017 5:51 AM (GMT-08:00)

To: Zac Moody <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)>

Subject: RE: Additional written comments to be added to the record of Ord. 17-925-O

Thanks for that. Question: wouldn't adding my land to the city and zoning it for high density low income apartments give the biggest bang for the buck to the city meeting it's housing needs? Or is that too much common sense?

On Apr 9, 2017 9:56 PM, "Zac Moody" <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)> wrote:  
Mr. Lowell,

I have added your comments to the record.

Thank you for taking time to provide us with your concerns.

Zac



1. Prior to planning on developing an area which requires cooperation among the property owners, poll the current owners to gauge their interest in development. Unless 75% of the property owners and 100% of the lynch pin property owners agree, remove all planning projections from that area.

2. **Move on**, and include in the UGB and reserve area, lands (unlike the RDMP) which **don't** have development constraints instead of continuing to throw good money after bad (RDMP).

3. Try being **honest** for a change: Don't change the comprehensive plan to accommodate the mapping, instead, change the mapping to accommodate the comprehensive plan.

I realize that perhaps none of you are remnants of previous councils or planning commissions, but the fact is as Santayana reminds us, "Those who do not remember the past are condemned to repeat it." Unfortunately, at this point, things don't look so good for you folks.

Sincerely yours,

Tom Lowell

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Talent, Oregon

Zac Moody  
Community Development Director  
City of Talent  
110 E. Main Street  
Talent, Oregon 97540

Office: 541-535-7401  
[www.cityoftalent.org](http://www.cityoftalent.org)

----- Original message -----

From: Tom Lowell <[tomlowell1@gmail.com](mailto:tomlowell1@gmail.com)>

Date: 04/07/2017 2:37 PM (GMT-08:00)

To: Mayor Stricker <[Mayor@cityoftalent.org](mailto:Mayor@cityoftalent.org)>, Councilor Baker  
<[Councilor6@cityoftalent.org](mailto:Councilor6@cityoftalent.org)>, Councilor Berlant <[Councilor2@cityoftalent.org](mailto:Councilor2@cityoftalent.org)>,  
Councilor Collins <[Councilor3@cityoftalent.org](mailto:Councilor3@cityoftalent.org)>, Councilor Harrison  
<[Councilor4@cityoftalent.org](mailto:Councilor4@cityoftalent.org)>, Councilor Pederson <[Councilor5@cityoftalent.org](mailto:Councilor5@cityoftalent.org)>,  
Councilor Wise <[Councilor1@cityoftalent.org](mailto:Councilor1@cityoftalent.org)>, Zac Moody  
<[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)>, Melissa Huhtala <[melissa@cityoftalent.org](mailto:melissa@cityoftalent.org)>, Tom  
Corrigan <[TCorrigan@cityoftalent.org](mailto:TCorrigan@cityoftalent.org)>

Subject: Additional written comments to be added to the record of Ord. 17-925-O

Dear Councilors:

I urge the council to reject the above referenced ordinance because it purports to fix problems inherent in the RDMP, which **can't** be fixed. For at least 20 (or more?) years, lands in the UGB west of the City have been available to be brought into the city and developed. But they haven't been. Why? Because they **can't** be. It's just not feasible. No more grade railroad crossings, and lack of interest in required property owners in allowing a road through their property for a required 2nd safety access. so it begs the question: why you would pander to the interests of one greedy developer and ignore the best interests of the citizens of Talent and surrounding areas? This is beyond my understanding of right and wrong! Because its easier? Just passing the buck to the Planning Dept? Not creative enough, or possessive enough of critical thinking skills to do any legitimate problem solving?

Einstein said: "Insanity is doing the same thing over and over again and expecting a different result."

Maybe its just my opinion, but when the target median price of a home in Talent is \$67,500 (according to your own report), and the actual median price is \$275,000 (according to your own report), and you keep "doing the same thing over and over again," that's proof to any rational person that the City Planning Dept and Council has been delusional in regard to housing needs planning. And I've been pointing this out for at least 5 years. I even appealed the RPS plan in 2012. Council and LCDC just ignored me. No doubt that will happen again because for some reason, most of the people in government don't have any **common sense**. Why is that? Because real problem solving skills are developed in private enterprise, not government, which typically is more concerned in acting in their own selfish interest than in the public interest!

Regardless, here are some common sense suggestions:



**CSA Planning, Ltd**

4497 Brownridge, Suite 101  
Medford, OR 97504

Telephone 541.779.0569  
Fax 541.779.0114

Mike@CSAplanning.net

April 12, 2017

Talent City Council  
C/O Zac Moody, Director  
City of Talent Community Development  
110 West Main Street  
Talent, Oregon 97540

**RE: *Housing Element Update / ORDINANCE NO. 17-935-O***

Dear Talent City Council:

Please accept this letter of support for the proposed legislative update to the City of Talent Comprehensive Plan Housing Element and Buildable Lands Inventory (BLI) into the record. We have reviewed the City's proposed Housing Element and Buildable Lands Inventory updates as recommended by the Planning Commission and have participated in the adoption process in front of the Planning Commission and now the Council. We believe the proposed amendments are well conceived and will benefit the City from the standpoint of housing as the plan updates are implemented over time. Accordingly, we respectfully request the City Council approve the amendments as proposed.

Our client, Eric Artner owns land *within the City of Talent Municipal Limits*, situated within the Talent Railroad District Master Plan area (TRDMP), with access from Belmont Road. Our client purchased his property following the City adoption of the TRDMP. Shortly before the housing collapse, our client submitted an application to subdivide the property that was ultimately denied based upon a specific and narrow code interpretation.

Our client's project history and the City's Housing Element update process gave rise to our participation in the proceedings in front of the Planning Commission and ultimately to the development of the proposed Policy 1 and Objective 1.2 and related implementation language that appear in the Planning Commission's recommendation. The language of Objective 1.2 is important to our client because this policy charts a course for our client to work with the City to assure existing buildable land within the City limits is available to meet the housing needs identified in the Housing Element.

At the April 05, 2017 Council Hearing, concerns related to Policy Objective 1.2 were raised by three individuals: Planning Commissioner Joi Riley, her husband Geoffrey Riley (speaking on behalf of Mary Tsui), and Vernon Davis. Ms. Tsui owns lands outside the City of Talent Urban Growth Boundary to the east of our client's property. Mr. Vernon Davis' property similarly is situated outside the City of Talent Urban Growth Boundary. We will leave it to the Council to weigh the testimony from individuals who are not Talent residents on matters concerning the most appropriate policies for the City to pursue with respect to buildable land that is already within City limits.

The testimony from these three individuals suggested that the proposed Housing Element Policy Objective 1.2 and associated Implementation Strategies 1.2a, 1.2b, and



1.2c will obligate the City to do something unsafe and infeasible. Their testimony suggested that access to any of the railroad district properties under any circumstance is simply not viable; that a separated rail crossing would cost several millions of dollars; and that houses within the railroad district would create some level of serious social injustice. We would like to take this opportunity to respond to that testimony as follows:

- First, the City of Talent Railroad District Master Plan is already adopted into the City's Comprehensive Plan. The draft Housing Element correctly identifies the area as buildable. The TRDMP also provides reasonable transportation connectivity solutions that are also reflected in the Transportation System Plan. As noted above, our client's property is already within the City Limits and comprises considerable buildable land that is feasible to develop. While there are some undevelopable steep slopes at the upper (southerly) and furthest extent of the property, the vast majority of the lands consist of gentle to moderate slopes capable of accommodating development in a manner consistent with the RS-5 zoning that currently applies to the parcel.
- The railroad itself does present a challenge for development within the TRDMP area, but it's one that is feasible and reasonably affordable to overcome. The same railroad crosses through several cities throughout the region. It is not uncommon to work with the railroad to achieve safe and functional crossings amenable to all parties. In fact, when our client's prior project was denied, he had already secured approval from CORP and ODOT rail for a separated below grade crossing at Belmont that meets both the City's and the railroad's requirements. Claims of the crossing costing several millions of dollars are untrue. The construction cost estimates for the crossing obtained by our client as part of the previous subdivision request were well under \$1 million. Further, our client is willing to fully construct the crossing as part of an appropriate development on their property. From both an engineering and affordability standpoint - our client has already identified reasonable solutions and looks forward to working with the City on refining the appropriate criteria and standards for implementation. Moreover, the concerns expressed in opposition to the proposed policy cannot be reconciled with the City's housing plan obligations under applicable State regulations including Goal 10, OAR 660 Division 8 and ORS 197.307. There are 84 developable acres in the Railroad District Master Plan; it is not uncommon for infrastructure to be planned for extension of development areas of this size and scale. Even if the railroad crossing is ultimately expensive, it is being spread across 84 acres in a very desirable portion of the region where development can be expected to lay off costs making them ultimately very affordable on a per lot or household basis.
- With regard to safety, concerns were raised by Mr. Davis that an at-grade crossing would create an un-safe condition, describing unsubstantiated ways in which peoples' lives would be in danger should an at-grade crossing be utilized. Our clients agree that safety is and should be of significant public concern. Implementing Objective 1.2 will do exactly that by considering safety measures appropriate to the connectivity needs of the area and future traffic patterns. Nevertheless, the testimony is somewhat tangential because the prior proposal by our client was to construct a separated grade crossing.
- Additional testimony alleged social injustices that would occur should housing be provided within the already adopted railroad district. This line of testimony suggested that only multi-family housing that is immediately adjacent to stores and services would provide a socially just configuration. There simply is no evidence in the record to support this allegation. In fact Goal 10 and OAR 660 Division 08 require cities to provide a range of housing types to meet the range





of housing needs based on sound methodologies and adopted policies. Adoption of this rationale as a planning precept, would significantly impair the proposed Housing Element as well as many other sections of the Comprehensive Plan.

Ultimately, Page 22 of the record provides a relevant and appropriate response by the Planning Commission and staff related to proposed Policy Objective 1.2 as follows:

"Objective 1.2 - Riley mentioned concern over Planning Commission evaluating the City's access and circulation standards in the zoning and subdivision codes, as changes may lead to safety issues in future emergency situations. Moody explained that there are plenty of circumstances where subdivisions just end and there are no other connections. He added that it's important to look at the subdivision and zoning code and see what is required for those secondary accesses, and what would be the smart thing to do. Moody added this isn't only an issue at Belmont, it could also be an issue at TA-4 & 5. Milan explained the railroad access issue was important to the CAC and anything that permits evaluating what can be done there would be good. Hazel explained that "evaluating" could mean *improving* the safety. Pastizzo added, worst case scenario, access and circulation is evaluated and nothing would be changed. Never know if you don't take a look. Hazel added, she doesn't see anything wrong with the wording being included."

Policy Objective 1.2 and its associated implementation strategies seek to find the best ways to implement the plan so that the City can meet its identified housing needs. Our client is willing to construct and pay their proportionate fair share toward all required needed infrastructure. Once the crossing is constructed, the remainder of the City's UGB lands within the TRDMP will be well situated to accommodate planned housing and employment.

Our firm has significant experience developing Comprehensive Plans throughout Oregon and agrees with the proposed Findings and Conclusions that the evidence in the whole record demonstrates the City's buildable lands inventory and needs are consistent with relevant Goals, statutes and rules. Based on that experience and the points presented in this letter, we respectfully request the City adopt the proposed plan amendments as recommended by the Planning Commission.

Very truly yours,

CSA Planning, Ltd.

A handwritten signature in blue ink, appearing to read 'Michael Savage', is written over a light blue horizontal line.

Michael Savage  
Associate

cc. File; Client



**From:** Carrie Prectel  
**To:** Zac Moody  
**Cc:** Councilor Wise; Councilor Berlant; Councilor Collins; Councilor Harrison; Councilor Pederson; Councilor Baker;  
Mayor Stricker  
**Subject:** Affordable Housing  
**Date:** Sunday, April 09, 2017 6:52:14 PM

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Dear City Council and Mayor,  
Please prioritize inclusionary zoning and higher density requirements in the new Housing Strategy to be added to the Talent Comprehensive Plan.  
Thank you,  
Carrie Prectel  
149 Graham Way, Talent





**From:** Ron Laupheimer  
**To:** Mayor Stricker; Tom Corrigan  
**Cc:** Zac Moody; Melissa Huhtala  
**Subject:** City Council Consideration of Amendments to Element G (Housing) of the Talent Comprehensive Plan  
**Date:** Tuesday, April 11, 2017 12:33:15 PM  
**Attachments:** Letter for Inclusion in April 5 2017 Talent City Council Agenda Packet.msg  
Re Letter for Inclusion in April 5 2017 Talent City Council Agenda Packet.msg  
**Importance:** High

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Mayor Stricker and Mr. Corrigan---

I hereby request you defer any action on the proposed Element G and related City of Talent Comprehensive Plan amendments until proper recognition of the numerous public comment letters, timely received by the City of Talent but not included in the City Council Agenda Packet for the April 5, 2017 meeting, is made so that they may be adequately considered by the public and City Council members before any vote on the proposed amendments is taken. Failure to include such documents is a violation of Oregon's Goal 1 regarding public access and participation, as well as the Oregon land use laws.

As you surely know, it is accepted practice to place all the letters of public comment (and this includes emails) together in one section for easy access. That was certainly not done in this instance.

I was surprised and extremely disappointed to learn---after the April 5<sup>th</sup> Talent City Council Meeting---that the letter we and several of our Hilltop Road neighbors sent to you, as well as those timely sent by several other citizens opposing the adoption of the proposed Element G revisions, were not included in the Agenda Packet sent to the Mayor and the Talent City Council Members for review before the April 5, 2017 hearing.

In reviewing the packet, I found only two public documents (one of which was incomplete) related to the proposed Element G revisions, and they are separated by nearly 100 pages! There is no way either the City Council Members or the public could make any real sense out of what was done in the April 5<sup>th</sup> Agenda Packet.

As Ms. Huhtala will remember, I contacted her several times a few weeks before the April 5<sup>th</sup> hearing and asked exactly when a letter needed to be in her hands for inclusion in the Agenda Packet for that hearing. She assured me that if she received the letter by March 28<sup>th</sup>, it would be included for review by the Mayor/City Council Members before the April 5<sup>th</sup> meeting. I therefore emailed her a letter from several Hilltop Road property owners on March 28<sup>th</sup> regarding our opposition to the proposed Element G revisions to the City's Comprehensive Plan, and asked her to confirm that she received it in a timely manner for inclusion in the April 5<sup>th</sup> Agenda Packet. Accordingly, she confirmed it had been so received. (See my attached March 28, 2017 email and letter and the attached reply email acknowledging timely receipt of the letter.)

I was thus shocked to review the Packet and learn that our



letter and the letters from several other property owners opposing the proposed revisions were not included in the April 5<sup>th</sup> Agenda Packet, which means they could not be reviewed by the Mayor and City Council Members or the public! This occurred despite the statement in Mr. Moody's March 29<sup>th</sup> report to the Mayor & City Council Members on this issue that all public comment received "through 3/29/217[sic]" was included in the material the Mayor, City Council Members and the public was being asked to review. (See the bottom of page 4 of the April 5<sup>th</sup> Agenda Packet.) Not only did this non-inclusion violate the several assurances given me regarding our letter but it also represents inadequate and selective public notice.

To make matters even worse, as noted above, the only two documents by the public I found in the Agenda Packet regarding the proposed Element G revisions issue were virtually unreadable and therefore unusable by the City Council and the public. One letter was on pages 133-134 of the huge 237-page Packet next to the Community Development Director's Report. The only other document I found regarding the issue was the first page only of another letter by a member of the public (author unidentified) found at page 229 of the Packet that was included as part of a totally different issue up for the Council's consideration.

I have been told the City Council postponed action on the Element G revisions proposal on April 5<sup>th</sup>, putting the matter over to the April 19<sup>th</sup> meeting. I therefore request you include our attached March 28, 2017 letter in the Agenda Packet for that meeting along with this email and also include the full letters and comments received from the public regarding this issue in a separate and clearly-identified labeled section in the Packet right after the Community Development Director's Report for easy and understandable reading by the Mayor, City Council Members and all people who are interested in this issue. Please confirm immediately that this will be done now and in future packets. If you have any questions regarding this request, please contact me immediately.

Sincerely yours,

*F. Ronald Laupheimer, Esq.*

146 Hilltop Road

Talent, OR 97540

415.564.5555

ronald.laupheimer@gmail.com



**From:** Mayor Stricker  
**To:** Zac Moody  
**Cc:** Tom Corrigan; Councilor Wise; Councilor Pederson  
**Subject:** Re: Element G letters  
**Date:** Wednesday, April 12, 2017 8:41:26 PM

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This is a good reply with good information. I appreciate that you are still moving forward with the invitation for an informative meeting.

Respectfully,

Mayor Darby Stricker

Sent from my iPhone

On Apr 12, 2017, at 4:36 PM, Zac Moody <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)> wrote:

Mayor,

I haven't yet seen Ms. Cuddy's letter but assume her concerns are similar to those shared by the others. The Housing Element does state that we will continue to work with neighboring property owners as we begin evaluating and implementing proposed policies in the Comprehensive Plan. These commitments to working with property owners are however specific to the policies that have yet to be adopted.

Throughout this process, we have provided a lot of opportunities to comment on the proposed changes, many of which haven't changed much since the open house in December. Everyone that attended the open house and provided the City with an email for notification was provided with reminders of the Planning Commission public hearing and invited to attend. This included some of the property owners in the RRDMP that attended the meeting.

With that said, I see no harm in extending an invitation to the neighbors adjacent to the UGB and the RRDMP. For some of these property owners, we will need to send a letter if we are unable to track down a phone number. I am having my staff work on that first thing tomorrow morning.

I will take a look at my calendar for next week and set a date and time that gives anyone that is mailed a letter time to make arrangements to attend.

Thanks,

Zac

**Zac Moody**  
Community Development Director  
City of Talent

110 E. Main Street  
Talent, Oregon 97540

Office: 541-535-7401  
[www.cityoftalent.org](http://www.cityoftalent.org)

**From:** Mayor Stricker  
**Sent:** Wednesday, April 12, 2017 3:48 PM  
**To:** Zac Moody <[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)>; Tom Corrigan  
<[TCorrigan@cityoftalent.org](mailto:TCorrigan@cityoftalent.org)>; Councilor Wise <[Councilor1@cityoftalent.org](mailto:Councilor1@cityoftalent.org)>;  
Councilor Pederson <[Councilor5@cityoftalent.org](mailto:Councilor5@cityoftalent.org)>  
**Subject:** Re: Element G letters

Thank you,

The letter I referenced is from Laurie Cuddy. Melissa was CC'd.

Laurie Cuddy stated about not being contacted... "This is in direct contradiction to the information you've been given in the proposed Housing Element – which states that staff "will continue" to work with adjacent property owners."

Is it going too far to reach out to the "adjacent property owners." as well? I am really hoping to be able attempt to correct this before we deliberate. Again, I want to avoid a claim of preferential treatment for the developer.

Thank you,

Darby Stricker  
Mayor  
[mayor@cityoftalent.org](mailto:mayor@cityoftalent.org)  
541-535-1566

City of Talent  
PO Box 445  
110 East Main St.  
Talent, OR 97540  
[www.CityofTalent.org](http://www.CityofTalent.org)

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**Talent, Oregon**

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**From:** Zac Moody

**Sent:** Wednesday, April 12, 2017 3:27:42 PM

**To:** Mayor Stricker; Tom Corrigan; Councilor Wise; Councilor Pederson

**Subject:** RE: Element G letters

Mayor Stricker,

I made a call to Mr. Laupheimer this morning about setting up a meeting with him and the three others that signed his letter as well as Mr. Vernon Davis and Mr. and Mrs. Tsui. Mr. Laupheimer stated in our conversation that he would not be able to attend as he is in San Francisco until the end of the month, but that he would contact those that signed the letter including Mr. and Ms. Tsui (who also provided written comment) to see if they would be interested in meeting. He stated that he would have Mr. and Mrs. Tsui call me to set up a time that worked best for them. I told Mr. Laupheimer that we could conference him in as well so that he could participate.

Instead of waiting for Mr. and Mrs. Tsui to call, I would be glad to get in contact with them and the other property owners in the RRDMP to invite them to meet. After speaking with Tom, I don't believe that we would be in violation of statute if staff met with the owners of property in the master plan area. I will see what I can do to track down each of their phone numbers so that I can contact them directly.

Thanks,

Zac

**Zac Moody**

Community Development Director

City of Talent

110 E. Main Street

Talent, Oregon 97540

Office: 541-535-7401

[www.cityoftalent.org](http://www.cityoftalent.org)

**From:** Mayor Stricker

**Sent:** Wednesday, April 12, 2017 2:20 PM

**To:** Tom Corrigan <[TCorrigan@cityoftalent.org](mailto:TCorrigan@cityoftalent.org)>; Zac Moody

<[ZMoody@cityoftalent.org](mailto:ZMoody@cityoftalent.org)>; Councilor Wise <[Councilor1@cityoftalent.org](mailto:Councilor1@cityoftalent.org)>; Councilor

Pederson <[Councilor5@cityoftalent.org](mailto:Councilor5@cityoftalent.org)>

**Subject:** Element G letters

Hello All,

We have received so many letters regarding Element G in support of the affordable housing, mostly but also some concerns around the railroad district.

The one that comes to mind, is the letter that states the City staff never met with anyone to hear them, as this was being developed. This in light of the fact that staff has met with the developer multiple times I attended one of those meetings but not some or all of the others (if the letter is correct).

Would it be a violation to invite them to the table to meet with staff before next Wed? Maybe we can save ourselves some from concerns about claims of preferential treatment. Maybe we can alleviate stresses and find some solutions. Just putting that out there.

Darby Stricker  
Mayor  
[mayor@cityoftalent.org](mailto:mayor@cityoftalent.org)  
541-535-1566

City of Talent  
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110 East Main St.  
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**Talent, Oregon**

City of Talent  
PO Box 445  
110 East Main St.  
Talent, OR 97540



**From:** Niria Garcia  
**To:** Zac Moody  
**Cc:** Councilor Wise; Councilor Berlant; Councilor Collins; Councilor Harrison; Councilor Pederson; Councilor Baker; Mayor Stricker  
**Subject:** Re:Public Input Housing Strategy Document  
**Date:** Wednesday, April 12, 2017 2:29:36 PM

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Hello,

I want to start by honoring the original first peoples of the land that is now known as Talent, and express my gratitude for their thousands of years of careful stewardship of the lands that were settled by the Talent family among other settlers in the late 1800's.

**Secondly,** I want to express my gratitude for all the work you are doing at the moment to improve our city of Talent for our current residents and with future residents in mind.

**I recognition that our county has less than 2% vacancy, gentrification is a reality for many of us, especially low-income, under-served, and communities of color.**

Being an Oregon native, born and raised, I have seen in the past 20 years closely how our town has developed. The fear that I'm pointing to is not just mine, but its a real concern for me, and my community.

I also want to express my frustration and offer you all some suggestions and my time to brainstorm **how we can make information even about these hearings and processes more accessible and inclusive of all those folks who don't speak English.** I only happened to hear about these hearing because I happened to be in the RAC when I was invited to a hearing that was happening later that day... too short notice for me to attend.

**I want to be sure that our city will have policies, tools and guidelines to ensure that developers won't be able to just come in and do as they wish.** Developers don't have the interests of communities in mind as much as they do for their own interests and assets.

With the way our global economy is going, climate change and the expected migrations of millions of people, **I think it's important to also look at long-term planning for permanently setting aside green-space where Talent residents can have access to land to grow their own food** and slowly begin to liberate themselves from corporations, economies, and markets that have prices that will fluctuate and have the potential of creating food insecurity for our community. One area I've dreamed of having be a community garden/green-space would be on Talent Ave, the old mobile home park that got shut down and hasn't gotten developed yet.

Please let me know if you have questions, feedback, or need support in these initiatives.

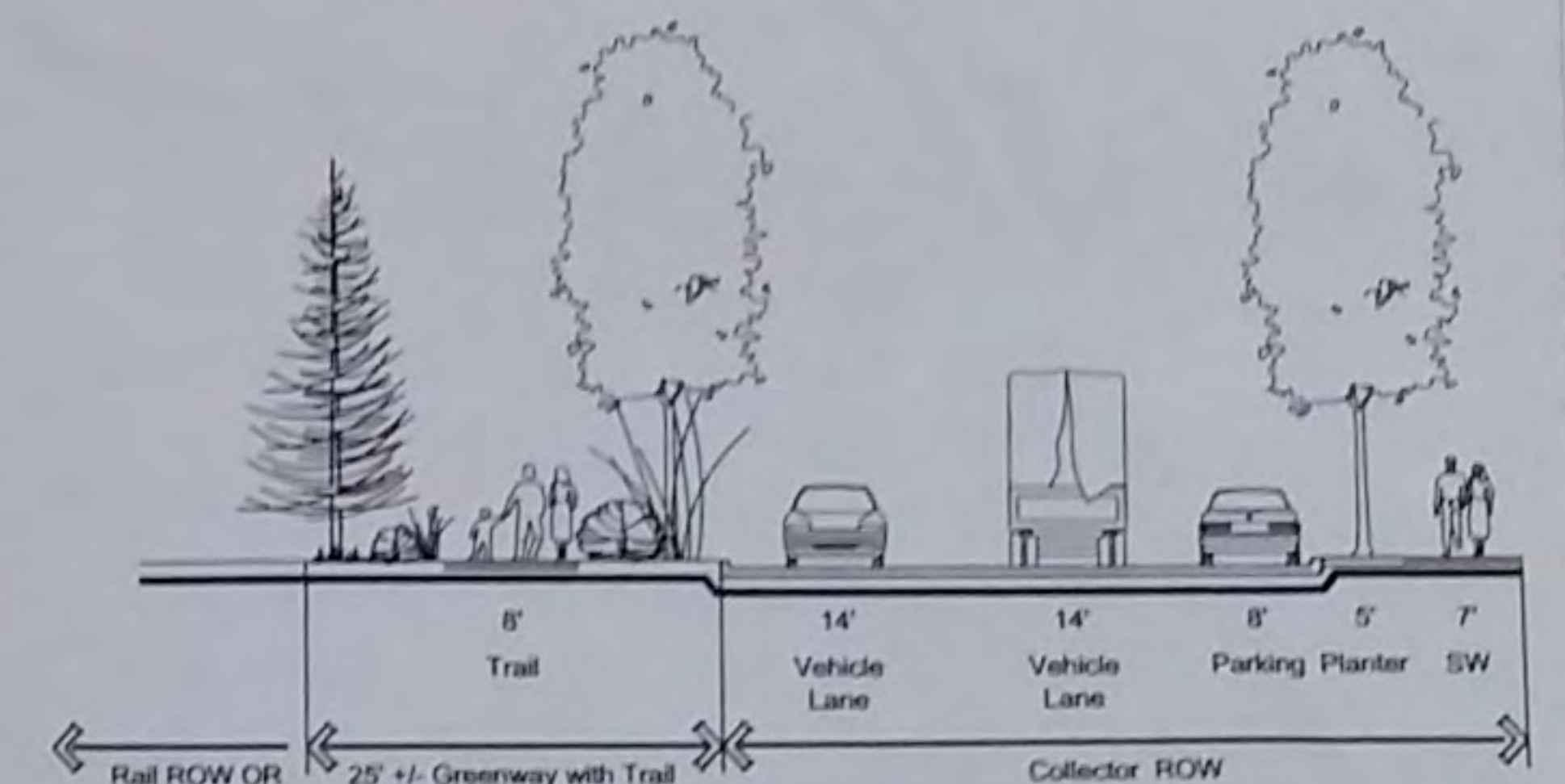
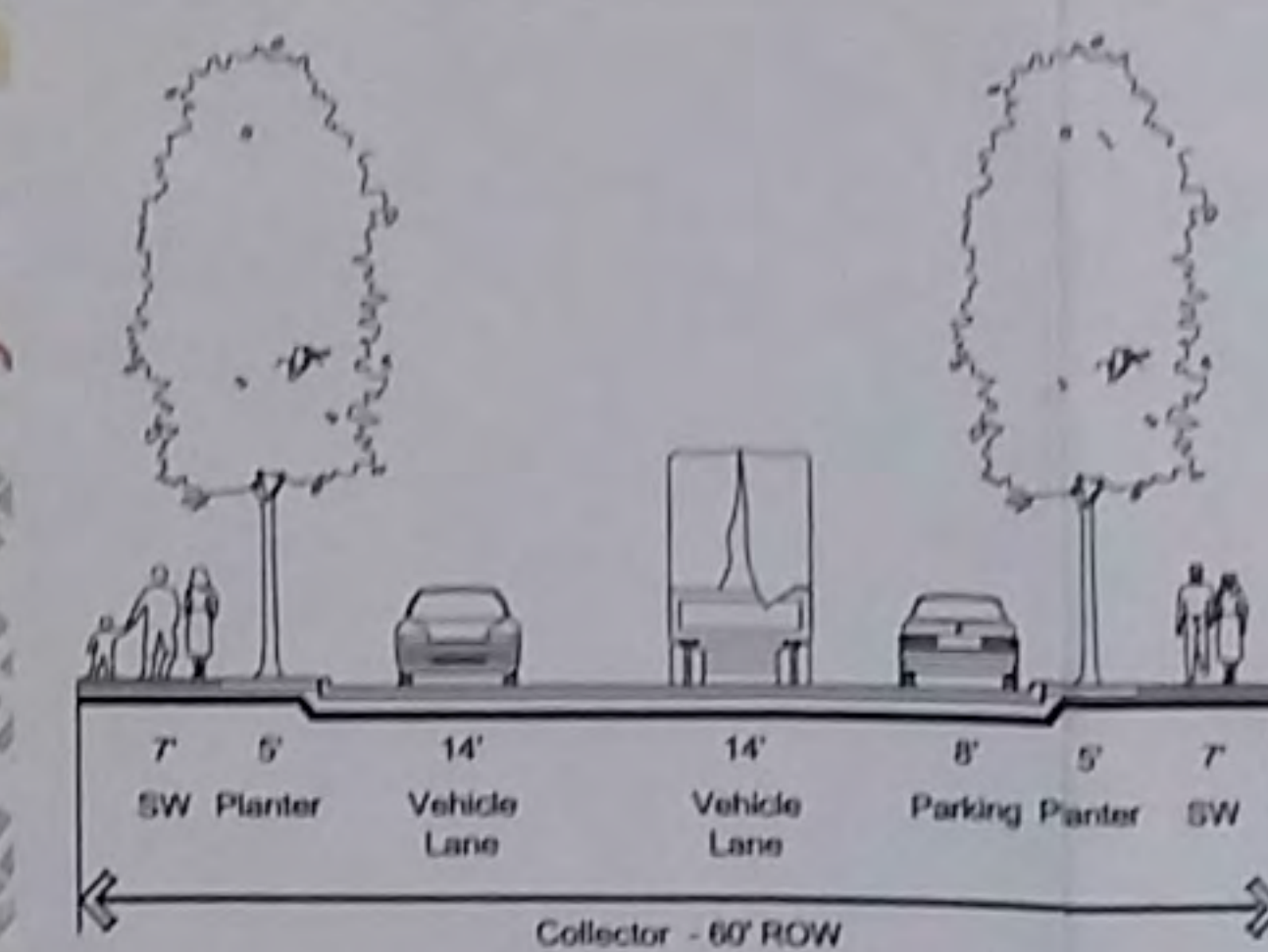
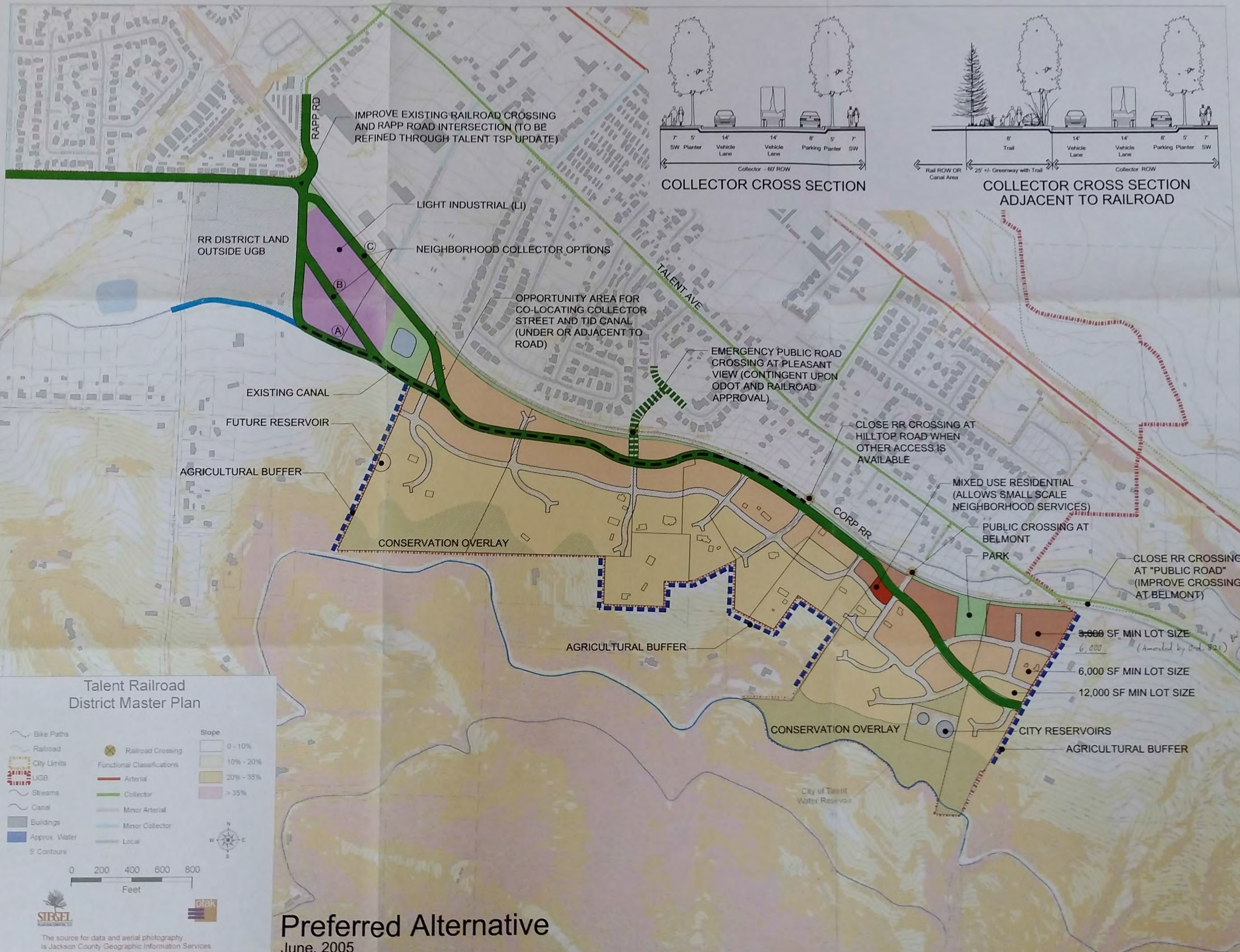
Thanks for your hard work,

--

**Niria Alicia Garcia**  
National Climate Campaign Field Organizer  
Our Children's Trust







**Talent Railroad District Master Plan**

<ul style="list-style-type: none"> <li>Bike Paths</li> <li>Railroad</li> <li>City Limits</li> <li>UGB</li> <li>Streams</li> <li>Canal</li> <li>Buildings</li> <li>Approx. Water</li> <li>5' Contours</li> </ul>	<ul style="list-style-type: none"> <li>Railroad Crossing</li> <li>Functional Classifications</li> <li>Arterial</li> <li>Collector</li> <li>Minor Arterial</li> <li>Minor Collector</li> <li>Local</li> </ul>	<p><b>Slope</b></p> <ul style="list-style-type: none"> <li>0 - 10%</li> <li>10% - 20%</li> <li>20% - 35%</li> <li>&gt; 35%</li> </ul>
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0 200 400 600 800 Feet

**SIRGEL**  
The source for data and aerial photography is Jackson County Geographic Information Services.

**Preferred Alternative**  
June, 2005

Adopted by Ord. No. 821 (2/7/2007) Amended by Ord. No. 821