

**CITY OF TALENT  
COMPREHENSIVE PLAN**

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## **THE HISTORY OF TALENT AND HISTORIC PRESERVATION POLICIES AND STRATEGIES**

Our cultural heritage is one of our most valuable and important assets. Communities have a vital interest in the preservation and management of historic sites and structures for their scientific, cultural and economic value. The preservation and rehabilitation of historic resources are of prime importance. It protects aesthetic resources, and creates a positive factor for business location decisions. Rehabilitation projects create labor intensive jobs, conserve energy and material resources, and minimize the impacts of redevelopment on landfill capacity. For these and other reasons, promotion of the protection of historic and cultural resources is included in State Land Use Planning Goal 5.

The writers of the original Talent Comprehensive Plan recognized that historic buildings are familiar features that give people a sense of place, engendering a special feeling of affection and responsibility for one's hometown. An understanding of local history and daily contact with the landmarks that represent our community heritage create a vital link to who we are and where we have been as a community. For citizens who have lived in Talent for a long time, this history is their history. For the newcomers, the character of the town is often what brought them here. To preserve what is unique and charming and comfortable about the City of Talent, we must plan for the future based upon a healthy respect for the city's past.

### **THE HISTORY OF TALENT**

Before European-American settlement of the Rogue Valley, the fertile alluvial plain provided sustenance for the Shasta people and various tribes of the Takelma people. The area provided acorns in abundance, camas bulbs, seeds and berries as well as deer, salmon and other fish. Field burning was practiced to allow harvest of tarweed seeds and also served to enhance understory conditions for berries. Abundant materials were available for the creation of twined baskets and dwellings. Winter homes were rectangular wood structures, built with tamped earth floors two feet or more subgrade. A low inner wall further insulated occupants from winter's cold, and provided room for storage between the two walls.

It is not clear how far north the Shasta tribes' territory extended when fur traders and later settlers entered the area. But it is known that a Shasta seasonal encampment was located along Wagner Creek near Bear Creek. Some historians believe the Shasta were the dominant tribe in this area before the Takelma took control. The Latcava, a subgroup of the Takelma, lived in the immediate area of what is now Talent. One distinction between these two Takelma groups is that the Latcava used rafts for water travel, while others of the Takelma had canoes, a significant technological advantage.

The Takelma were a strongly territorial group of tribes with a communication system that allowed them to relay messages from the California border to the Willamette Valley. In spite of their sophisticated communications, it does not appear that the Takelma had a formal

political structure beyond the tribal level. The different groups of Takelma and other area tribes were referred to collectively as the Rogue Indians.

It was only five years from the first successful settlement of the Wagner Creek area to the last battle of the “Rogue River War”. That last battle started in October 1855. Gold miners were particularly aggressive in the elimination of the native population, both by acts of aggression and by the destruction of fish habitat caused by typical mining practices. Local treaty attempts that included retention of hunting and fishing rights were never ratified. Treaty negotiations were primarily conducted in Chinook, a pidgin language that fur traders had developed in the process of trading in the region. This practice further undermined the possibility of fair or otherwise successful treaty negotiations.

After the war ended in June of 1856, the remaining native people were moved to a reservation at Table Rock. When local hostilities did not end, the Table Rock Reservation was dissolved and the local people were removed to the Grande Ronde Reservation on the Oregon coast. The Grande Ronde Reservation was closed in 1956, but the Confederated Tribes of the Grande Ronde were restored to tribal status in 1983, an action which restores the group’s treaty rights.

At this time, the city does not have any evidence of archaeological or other Native American cultural resources located within the city and urban growth boundary. In the aftermath of the 1997 New Years Day Flood an archaeological assessment was required before streambank restoration could take place. No evidence of cultural resources was documented in that assessment.

### **European Settlement**

The history of the settlement of Talent is a microcosm of the history of the settlement of the West. Dramatic changes in the society have typically been precipitated by changes in transportation systems. Pioneer wagon trains, the railroad, the automobile, the state highways and the “information superhighway” define the eras of local development.

### **The Pioneers - 1850 to 1880**

The first settler in the area was Jacob Wagner who arrived in 1852 and completed his house in 1853. During the summer of 1853 Captain Alden and his men from Yreka California built a fort on Wagner’s property to help protect early settlers from the Indians. The fort was also used as a place of worship.

Settlement had begun. From August 1853 to January 1854, three notable wagon trains arrived. The Lupton train included sixty wagons. The Preachers’ train brought a number of ministers and church members. The Stearns train included twenty-eight family members and several other wagons.

One early Talent citizen, John Beeson, was an early proponent of civil rights for Native Americans. His writings on the affairs of the Indians and early settlers are still considered authoritative. His views were very controversial, both locally and in Washington, D.C. where he lobbied for Indian rights. He left the Rogue River Valley to avoid a lynch mob. His son, Welborn Beeson, kept a daily journal that began when his family began their trek to Oregon

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and continued throughout his life. His diaries are an excellent source of information about pioneer life in Oregon, and are preserved in the University of Oregon Special Collection.

Other notable early settlers include John P. Walker, D.P. Brittan, John Holton, and Sammuell Robinson. E.K. Anderson, his brother Firman, G.H. Lynch, William Patterson, and George F. Pennypacker. The history of the life and times of these settlers can be found in various historic references.

The city is named for another settler who came later, Aaron P. Talent. He was a carpenter and farmer, and he established what was probably the first retail business between Ashland and Phoenix when he opened a general store. The name “Vernon” was proposed for the town at one time, and A.P. Talent himself suggested the town be called “Wagner,” but the U.S. Post Office had the final authority, and they named the town Talent.

According to historic records and anecdotal information, the community can claim many firsts in the history of Southern Oregon.

1. The first known school house in the County was built in the summer of 1854 on the banks of Bear Creek about a quarter mile northeast of the Fort Wagner.
2. The first wheat and oats were planted and sold by E.K. and Firman Anderson in 1853.
3. Sammuell Robinson set our peach seeds in 1853, establishing what is believed to be the first peach orchard in Southern Oregon.
4. The first grapes grown in the valley were in the Wagner Creek area.
5. Walnut trees located at the Van Aucken House (also known as the Emmet Beeson or Stearns place) were planted prior to 1859 and are believed to be the county’s first. There are other walnut trees from this period associated with the Fort Wagner site, on Wagner Street near John Street and along Wagner Creek Road.
6. Jacob Wagner established the first water right in Oregon when he dug irrigation delivery ditches from Wagner Creek to his fields. This feat was monumented by the state in 1952.
7. One of the first two sawmills in Jackson County was operating on Wagner Creek as early as 1854.
8. The Baptist Church at the corner of Main and “I” streets is the oldest Baptist church in Southern Oregon, and is believed to be the second oldest of its kind in the state.
9. The first commercial agricultural shipment by train out of the Valley originated in Talent.
10. Political firsts include the first woman in the state to be elected to public office after suffrage; Miss Leta Luke was elected as City Recorder in 1912. Also in 1912 the city elected William H. Breese mayor, one of very few Socialist mayors ever elected in the

state. And in 1913 Minnie Vogelli was appointed as a City Councilor.

Diverse geographic features in the area are named for early settlers. Wagner Creek, Wagner Butte and Wagner Gap are all named for Jacob Wagner. Anderson Creek, Anderson Butte and Anderson Gap are named for the Eli K. Anderson family that arrived in 1854. McDonald Creek and McDonald Peak are named for D. McDaniels who was a gold miner in the area circa 1885. Greely Creek is named for Uncle Henry Greely who homesteaded up in Wagner Gap in the 1860's.

Town development in the pioneer period was near Wagner Creek along the old road from Phoenix to Ashland, which was in the general location of the current Talent Avenue. Community facilities included a stage stop, the Baptist Church and Fort Wagner. A second school was established near where Wagner Creek now crosses Rapp Road. The Baptist Church is the only downtown building remaining from this period.

### **The Railroad Era - 1880-1900**

The railroad arrived in the Bear Creek Valley in the 1880's, and the rail to Talent was opened in 1884. However, the nearest depots were located in Ashland and Phoenix. On March 18, 1888 there was a meeting held for the express purpose of "obtaining a depot." The community donated land to the railroad and acquired easements for a side rail. Those efforts enabled them to negotiate an agreement to establish the Talent Depot. Talent became an important shipping and receiving point, at first serving mainly the local farming community.

Construction of the railroad stimulated other commercial activity. Businesses including hotels, restaurants, blacksmith shops, a barber shop and others were established. Sales and service businesses were concentrated between the railroad and the old highway.

The original town plat was developed in anticipation of the railroad depot. New residential development was encouraged in the area by the creation of over fifty residential lots. The original town plat located residential lots west of the railroad tracks and a variety of lots east of the tracks in the area that is now the downtown area. The town plat was recorded by A.P. Talent in 1889. The Gibson Street subdivision was also platted in this period. There are about twenty-one residences remaining in the city that appear to have been built prior to 1900. Some of them were originally farm houses. The building boom started by the introduction of rail service appears to have continued to some extent until the time of the Great Depression.

### **The Early Motor Age - 1900-1940**

Talent was more of a commerce center around the turn of the century than it is today. Travel within and beyond the valley was slow. Even when the automobile came onto the scene around 1907, the lack of paved roads, the state of the technology and the fact that few people owned cars kept the pace of life relatively slow. Talent's first speed control ordinance set a seventeen mile per hour speed limit. The sales and service needs of the area were still best served by businesses located within walking and wagon distance from farms and homes.

The Old Pacific Highway was paved in the 1910's and twenties. The Jackson County section was the first paved for the full length of a county; the first leg of what was to become the

most ambitious road project on the North American continent at that time.

In 1910, when the population was about two hundred fifty, the city was incorporated. Within a few years of incorporation municipal water, street lights, and private gas and electric service were available in Talent. After a major fire in 1911 destroyed most of the downtown commercial area, the town was rebuilt. Wolters Store (later, the original Rick's Market) was built after the fire. By 1923 the store, a bank, two hotels, a lumber yard, four churches, three lodges and various other businesses were established.

The area's farm economy was based upon the orchard industry, market garden produce and berries. The location of a cannery in Talent, sometime prior to 1923, encouraged commercial levels of production. Logging also gained an increasing economic share as the introduction of motorized vehicles increased access to timber and reduced the time and cost required to get logs to market. Logging activity was supported by several small mills in the Talent area.

The population grew with commercial development. Soon after incorporation in 1910 there were four subdivisions platted in the city. Residential development was mainly in the north part of town, along Gibson and Fairview Streets; along Front and First Streets north of Main; along Wagner and Main Streets west of the railroad tracks; and along Talent Avenue south of Wagner Street. A large lot subdivision, Hyde Park Subdivision, was platted outside of the city limits to the southeast, but it was never fully developed and has been redeveloped in the nineties with smaller single-family lots.

Talent grew steadily into the twenties when two major events changed the economic landscape permanently. In the late nineteen-twenties the main railroad service was shifted to Klamath Falls. And the Great Depression slowed commerce dramatically nationwide. Talent's estimated population of five hundred fifty in 1924 dropped to 381 by 1940. But the paving of the new, four lane Pacific Highway 99 in 1935 kept Talent on the map.

### **The Automobile Age - 1940-1960**

Talent recovered quickly after the Depression. The population almost doubled between 1940 and 1950, to 739 people, and continued to grow to reach 868 by 1960. But the development of Highway 99 to the east of the downtown commercial district changed traffic patterns significantly, and downtown business suffered. The city annexed land out to the new highway and new commercial development was generally oriented to the highway corridor.

Increased mobility allowed the population to work and shop further from home and the town transformed from a service and commercial center to a quiet bedroom community. Talent became a part of a regional urban community rather than an independent urban center in its own right.

Four new subdivisions invited residential growth; three inside the city limits (only one of which developed quickly) and one south of the city along the old section of Meadowslope Drive. Most new housing starts occurred as infill in older neighborhoods and along Talent Avenue where residential development extended further to the south.

### **The Freeway Period - 1960 to the Present**

Interstate 5 was completed in the Rogue Valley in 1963, once again diverting through traffic away from Talent's commercial center. The freeway further enabled commuters to work and shop away from their home towns. The freeway brought national retailers to the Rogue Valley and encouraged the development of large retail centers that are accessible almost exclusively by car. The freeway also increased the viability of shipping fresh food products out of the region, allowing farming and value-added food products to continue as a mainstay of the local economy.

Commercial development has continued to be most active along Highway 99. Valley View Road between the freeway and the highway has also begun to be developed in the mid-nineties with a WalMart, ARCO and improvements to the Truck Stop attracting extra-local commercial traffic, a small shopping center that includes three restaurants and several small service businesses, and the redevelopment of the Hanscom Barn into an antique store.

Residential development has proceeded faster than commercial development in this period. The size of the city has more than tripled due to annexations. In the early part of this period seven mobile home parks were established that continue to provide much of the city's low and moderate income housing. There were eleven new subdivisions between 1960 and 1980 and about as many again from 1980 to 1998. Development of residential uses has extended south along Talent Avenue, to the west on North First, Second, Third and Fourth Streets, and more recently across Highway 99 between Valley View and Suncrest Roads. Development was slow in the eighties due to an economic recession that started in 1981 and caused major job losses throughout the region.

Subdivisions platted since 1990 have usually been built out quickly, with contemporary developers both creating the lots and constructing the homes. Housing alternatives established since 1960 include independent living and assisted care options for older citizens as well as a retirement subdivision and an adult manufactured home park; two large apartment complexes for both adults and families; and an apartment complex developed for farm worker families.

### **The Information Age**

While surface transportation options still shape new land development decisions, the information age is affecting the city in a subtle but profound way. Electronic information technologies create economic opportunities unlike any others in history. There are many computer-based home occupations in the city and new home occupation applications are dominated by computer-based businesses. In addition, many home occupations are service businesses that require only phone use and record keeping in the home. An increase in people working at home reverses a long period of time characterized by increasing commute times and distances. We have spent almost a hundred and fifty years working constantly to increase opportunities for moving people and products further and faster. Now the opportunity to maintain contact with the world without leaving our homes has the potential to reverse that trend. People working at home are more likely to use local services and to spend time in local places. In turn, they are likely to experience an enhanced "sense of place" that includes pride in the city's cultural resources and the quality of neighborhoods.



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## **Historic Preservation Efforts to Date**

When the original Talent Comprehensive Plan was developed in 1978-1981, the City Planner proposed a Historic Element to be included in the plan. No historic element was adopted directly into the plan, but a Historical Element Data report was developed that was adopted by reference. The “History of Talent” section of this element is based, in part, upon the brief history told in that report. The report includes some interesting maps showing development at the different stages of the city’s development. Map “A,” Early History 1850-1880, shows the location of several pioneer era landmarks. Map “B,” Railroad Commercial History 1880-1900 inventories known landmarks of the railroad development period. Map “C,” Railroad Residential History 1880-1900, shows the locations of several houses of this period. The original town limits and new structures established in the wake of the 1911 downtown fire are shown on Map “D,” Early Motor Age History: 1900-1940. Map “F” shows development between 1960 and 1978.

Chapter II of the 1981 Comprehensive Plan includes two policies showing a commitment to historic protection. Findings and Policies Issue #5 states that “(a)reas, sites and structures important to Talent’s identity and history shall be identified and preserved,” and further prescribes minimal street development standards and the concept of design compatibility for new structures. Issue #6 item 6, regarding “buffering” generally, anticipates a need to buffer or otherwise protect historic resources from incompatible uses and architectural styles.

The 1980 Talent Zoning Ordinance (as amended) includes Article 13, a “Historic Sites, Buildings and District Overlay” zone. The article specifies two parts of town, the part of the original town plat that lies west of the railroad tracks, and the Gibson Street neighborhood, as the historic district. It also names sixteen properties as historic resources. It is clear that many important historic resources are not included on this list, primarily in the downtown area. The ordinance is typical of such ordinances of its time, and doesn’t provide clear direction how new construction and reconstruction can be accomplished that will be compatible with the historic character of any affected structure or area. Talent has an active Historical Society that was incorporated as a nonprofit corporation on June 3, 1994. It had its first public event and membership drive in May of that year, and by Fall had eighty members. The group is incorporated as a 501-3-C nonprofit organization. The Historical Society maintains a small museum in the Community Center. In 1998 the Historical Society hired a director with professional management experience.

In Fall 1994 the City Council created the Architectural Review Committee to implement the review process assigned to the Planning Commission in Article 13. At this time the City Planner requires developers to consult with the Architectural Review Committee before signing off on construction plans for affected properties. Compliance with the committee’s recommendations is voluntary, but compliance levels are high, due in large part to the common sense approach taken by the committee. The committee also actively seeks out material resources that developers can incorporate into their projects, usually at a cost savings.

The Community Center Restoration Commission was also formed in 1994. This group was formed to complete the community center restoration project started by the Historical Society the previous year. The group has secured grant money for complete restoration of

the facility and the ongoing repairs are scheduled for completion in 1999.

In June of 1994 the City completed a “Historic Context Statement” that expands upon the history of the area. The Context Statement is adopted herein by reference as a supporting document to this element and as a source of more detailed historic information. The study was funded by a grant from the State of Oregon Historic Preservation Office (SHPO)<sup>1</sup>. The purpose of a context statement is to put the human geography and development patterns of the town into context in a manner that can be used to evaluate the significance of individual resources. There is a summary of local history, a description of housing and commercial building types and styles represented or expected to be represented in the city, and an explanation of how “significance” is determined and ranked for historic properties. The study further discusses the current status of historic preservation efforts in the city and makes recommendations for improvement of the ordinance discussed above. One strong recommendation was that the city conduct a detailed inventory of historic resources.

A year later, in July of 1995 a “Survey of Cultural and Historic Resources” was completed, with the original town plat as the study area. That survey is adopted herein by reference as a supporting document to this element and as a source of more detailed historic information. This study was also funded by a grant from SHPO<sup>2</sup>. The inventory started with 216 individual properties. Through a process of eliminating properties that failed to meet historic criteria, an inventory was developed. Based upon a methodology that is described in detail in the inventory report, seventy-two properties, structures and other resources were found to have historic significance and were classified as “primary,” “secondary,” and “contributing.”

In 1996 the city produced “Building Right: A Guide to Construction and Remodeling in Talent’s Historic District.” This project was funded half by the National Trust for Historic Preservation, and half by the City. The guide book is intended to help property owners in the historic district to design construction and remodeling projects that fit in with their neighborhood. The guide book has both simple rules of thumb and specific design and materials information.

In 1996 the city also approved a site development plan for a new transit depot next to the railroad tracks on Main Street, designed and to be developed with grant and transportation funds. The depot structure will be a reproduction of the historic Talent train station. It will also be the focal point of proposed mixed use, transit oriented land use planning in the downtown area. The State Historic Preservation Office considers such reconstruction to be a valid preservation effort, adding to the historic context of the city.

All of the above planning and information projects demonstrate the city’s ongoing commitment to historic preservation. The notion of successful historic preservation

resulting from a voluntary program is compelling. But growth pressures in Talent are increasing, and relying on a voluntary program under high growth conditions may not be adequate to protect the historic fabric of the town.

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<sup>1</sup> SHPO is funded by the National Parks Service. Additional funding was provided by the Talent Urban Renewal Agency and Pacific Power.

<sup>2</sup> Additional contributions were received from the Urban Renewal District, Western Bank, Brian Prechtel Photography and Valley of the Rogue Bank.

The following policies and implementation strategies are intended to encourage historic preservation in a manner that protects our way of life and improves the local economy over the long term.

## **POLICIES AND IMPLEMENTATION STRATEGIES**

The purpose of this Comprehensive Plan Element is to establish policies and implementation strategies to encourage activities that contribute to the protection of the historic context of the area by further improving our understanding of local history, optimizing opportunities for preserving our historic resources, and promoting compatible new construction.

**POLICY 1: A Sense of Place. It is the policy of the City of Talent to preserve the historic resources of the city as a way to maintain its unique character and to provide for the social and economic needs of the people who live here.**

**Findings:** A 1995 study of values and community issues in Talent, funded by the state Transportation and Growth Management project resulted in a document titled “I Feel Famous Here.” While the social landscape is changing because of population growth, for many residents there is still a sense that everyone knows everyone. The “I feel Famous . . .” study concludes that many of the reasons people give for moving to or remaining in Talent are shared across all sectors of the local population, regardless of the number of years spent in Talent, ethnicity, age group, education or income levels. The citizens of Talent value its rural atmosphere. They want transportation improvements and new businesses that improve the functionality of the town. They want pedestrian connections between neighborhoods so they can use the town the way its founders used it before the days of the automobile. Historic preservation and designing and scaling new construction to be compatible with the traditional scale of buildings in and around historic sites and neighborhoods help to support this vision.

### **IMPLEMENTATION STRATEGIES:**

1. Review all proposals for new development in and around historic resources to find opportunities to create or maintain pedestrian connections between neighborhoods, public areas and private enterprises.
2. Minimize pavement in historic neighborhoods by promoting the use of paved pedestrian paths in areas where urban style curb/gutter/sidewalk development is inappropriate and by adopting development standards allowing minimal street widths without compromising public safety, utilities or public transportation. Consider the possibility of vacating excess right-of-way on side streets that do not have the potential to become through streets.
3. Promote downtown development with signs, facades and displays oriented to sidewalks, and with parking behind buildings to the fullest extent possible.

4. Develop outdoor lighting standards in historic areas and near historic sites that are appropriate to the style and scale of development as well as Talent's history.
5. Include green areas and street trees in historic areas and at redevelopment sites near historic sites to maintain the rural character of the city and to promote a sense of safety and comfort for pedestrians.
6. Encourage the inclusion of benches and other pedestrian friendly elements in public and private spaces to encourage people to spend time in the downtown and other neighborhoods.
7. Encourage the development and maintenance of quality housing in the downtown and other central areas to promote foot traffic for downtown businesses and a 24-hour presence in the core area.

**POLICY 2: Good Information is Vital for Both Education and a Sensible Approach to Historic Preservation. It is the policy of the City to continue to collect information about local historic resources and to support the Talent Historical Society as the archive for local historic information.**

**Findings:** Historic buildings and sites are familiar features that give people a sense of place, engendering a special feeling of affection and responsibility for one's hometown. To preserve what is unique, charming and comfortable about the City of Talent, we must plan for the future based upon a healthy respect for the city's past. The basis for such planning is the collection and analysis of the best available historic information. Information about the area's history prior to European settlement, in particular, is needed to ensure that cultural resources are not violated due to ignorance.

**IMPLEMENTATION STRATEGIES:**

1. Complete the inventory of historic sites, buildings and features within the city and the urban growth boundary.
2. Encourage additional research on pre-settlement peoples.
3. Amend applicable ordinances to ensure that historic inventory information is provided with applications for any proposed Urban Growth Boundary adjustment or annexation, and for any new development on lands outside of the inventory study area.
4. Collect and maintain records of sites and structures that have been or are proposed to be demolished in order to maintain the basis for the historic context of the city.
5. Support the Talent Historical Society as the local archive for historic records.

**POLICY 3: Education is the Key to Developing a Lasting Commitment to Historic Preservation. It is the policy of the City to make information about historic resources readily available to all interested parties.**

**Findings:** Our cultural heritage is one of our most valuable and important assets. An understanding of local history and daily contact with the landmarks that represent our community heritage create a vital link to who we are and where we have been as a community. For citizens who have lived in Talent for a long time, this history is their history. For new residents, the character of the town is often what brought them here. The City has an interest in educating the public about the city’s history, particularly so they understand the basis for our commitment to historic preservation.

**IMPLEMENTATION STRATEGIES:**

1. Collect and make available educational materials and activities to share the history of the city and the surrounding area, to promote understanding and to encourage historic preservation.
2. Maintain a pro-active relationship between the City Planner, the Architectural Review Committee, the Talent Historical Society, the Southern Oregon Historical Society, and the local library to make local cultural and historic resources accessible to all.
3. Develop and distribute an annual advisory to all historic property owners to ensure that they understand the status of their property, local regulatory authority, financial benefits and incentives for historic preservation, and their opportunities for community support for restoration and other improvements.
4. Work with schools to disseminate historic information, encouraging the inclusion of local history in the curriculum.

**POLICY 4: Historic Preservation is Important to the Local Economy. It is the policy of the City to capitalize upon local historic resources to create a positive business climate.**

**Findings:** The preservation and rehabilitation of historic resources are important factors in business location decisions because it demonstrates the vitality of the community and is attractive to employees who must relocate for their jobs. It conveys a sense of continuity and stability in the community. Rehabilitation projects create labor intensive jobs, conserve energy and material resources, and minimize the impacts of redevelopment on landfill capacity. For these and other reasons, protection of historic and cultural resources has a long term beneficial impact on the local economy.

**IMPLEMENTATION STRATEGIES:**

1. Encourage business by creating an aesthetically pleasing, pedestrian friendly downtown that respects the scale, design and site characteristics of existing historic

structures.

2. Encourage a variety of functions including public, residential and commercial uses in the downtown core area that serve local needs and that create a safe, neighborly environment around the clock.
3. Develop a downtown plan that incorporates design standards that integrate historic preservation and traditional downtown development into a broader plan for mixed use, transit oriented development.

**POLICY 5: Preservation of Existing Historic Resources is an Opportunity that the City Cannot Afford to Lose. It is the policy of the city to take all reasonable measures to prevent the loss of historic resources.**

**Findings:** Communities have an interest in the preservation and management of historic sites and structures for their scientific, cultural and economic value. The preservation and rehabilitation of historic resources are important as an aesthetic and material resources. The craftsmanship that went into construction in the past is not the same as contemporary construction practice. The quality of the materials used in the past often cannot be duplicated with readily available construction materials. Historic structures can be emulated in new construction, but they cannot be replaced.

**IMPLEMENTATION STRATEGIES:**

1. Expand the Historic District based upon the Survey of Cultural and Historic Resources and the Original Town Plat.
2. Consider creation of a buffer overlay zone around historic sites and areas.
3. Continue to share ideas and information among the Urban Renewal District, Public Works Department, Parks Commission, Architectural Review Committee and Planning Commission to avoid missed opportunities to coordinate historic preservation into development plans.
4. Enthusiastically promote the preservation of existing historic resources and of their surrounding areas to avoid losing the opportunity to do so.
5. Encourage building styles that are architecturally compatible within the existing historic context.
6. Encourage developers to utilize architectural styles that maintain the historic context, functionality and overall appearance of the specific site and the neighborhood.
7. Develop a thematic/multiple property submission to get local properties listed on the National Register of Historic Places and encourage all appropriate historic property owners to participate. Encourage individual listings for primary historic properties.

8. Pursue the possibility of establishing a redevelopment corporation to purchase and/or rehabilitate neglected or derelict properties in historic areas.
9. Continue to develop incentives for property owners including location of appropriate building materials, working with businesses to secure special discounts, working with lenders to establish financing, and developing information about other benefits of historic preservation.
10. Document the success stories as local property owners work through the application and development process.

**POLICY 6: Design Review. It is the policy of the City to develop and apply clear and objective standards for design review to promote fairness and to get consistent results.**

**Findings:** The current zoning chapter that addresses Historic Preservation, Article 13 of the Talent Zoning Ordinance, does not provide objective standards for approval or denial of design review requests. Consequently, the results of the review process could vary significantly from case to case. Any effort to preserve historic properties or to oversee appropriate infill projects will be more successful if the developer has clear guidance early in the design process about what is expected and required. Compliance will be much easier for all concerned if the application and review process is perceived to be fair.

#### **IMPLEMENTATION STRATEGIES:**

1. Develop a new Article 13 that includes clear and objective standards for building design and site development plans, as recommended in detail in the Historic Context Statement.
2. Adopt the “Building Right” guidelines for use by all developers working in the historic district and in the downtown core by including the guidelines in a revised Article 13 of the zoning ordinance.
3. Encourage the use of the “Building Right” guidelines for all new construction and remodeling projects throughout the city, especially in and around historic buildings and sites.

**POLICY 7: Authority and Responsibility. It is the policy of the City to continue to rely upon the Architectural Review Committee to interpret and apply local regulations for historic preservation.**

**Findings:** The notion of successful historic preservation resulting from a voluntary program is compelling. But growth pressures in Talent are increasing, and relying on a voluntary program under high growth conditions may not be adequate to protect the historic fabric of the town. Currently, the zoning ordinance assigns historic review to the Planning Commission, but the City Council has subsequently assigned that oversight to the Architectural Review Committee. When the city has established clear and objective standards

for design review, the Architectural Review Committee will have a clear basis upon which to review proposals and make recommendations to the Planning Commission.

**IMPLEMENTATION STRATEGIES:**

1. Continue to provide free consultation and information through the Architectural Review Committee.
2. Maintain a neighborly, cooperative approach to design review that is flexible and adaptive to the special circumstances of the applicant.



## **PARKS**

### **RECREATION, OPEN SPACE AND URBAN FORESTRY**

#### **INTRODUCTION**

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

#### Parks and Recreation

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

These activities include but are not limited to:

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

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

Types of Parks:

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

#### Open Space

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

#### Urban Forestry

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

## **BRIEF HISTORY OF PARKS**

At this time the City of Talent contains four parks:

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

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

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

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

## **PARKS AND RECREATION RESOURCES**

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

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

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

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

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

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

## **CITIZEN ATTITUDE**

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

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

## **POLICIES AND IMPLEMENTATION STRATEGIES**

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

### *Parks, Recreation, and Open Space*

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

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

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

## **IMPLEMENTATION STRATEGIES**

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

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

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

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

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

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

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

### **IMPLEMENTATION STRATEGIES**

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

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

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

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

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

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

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

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

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

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

### **IMPLEMENTATION STRATEGIES:**

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

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

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



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

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

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

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

#### **IMPLEMENTATION STRATEGIES:**

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

*Urban Forestry*

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

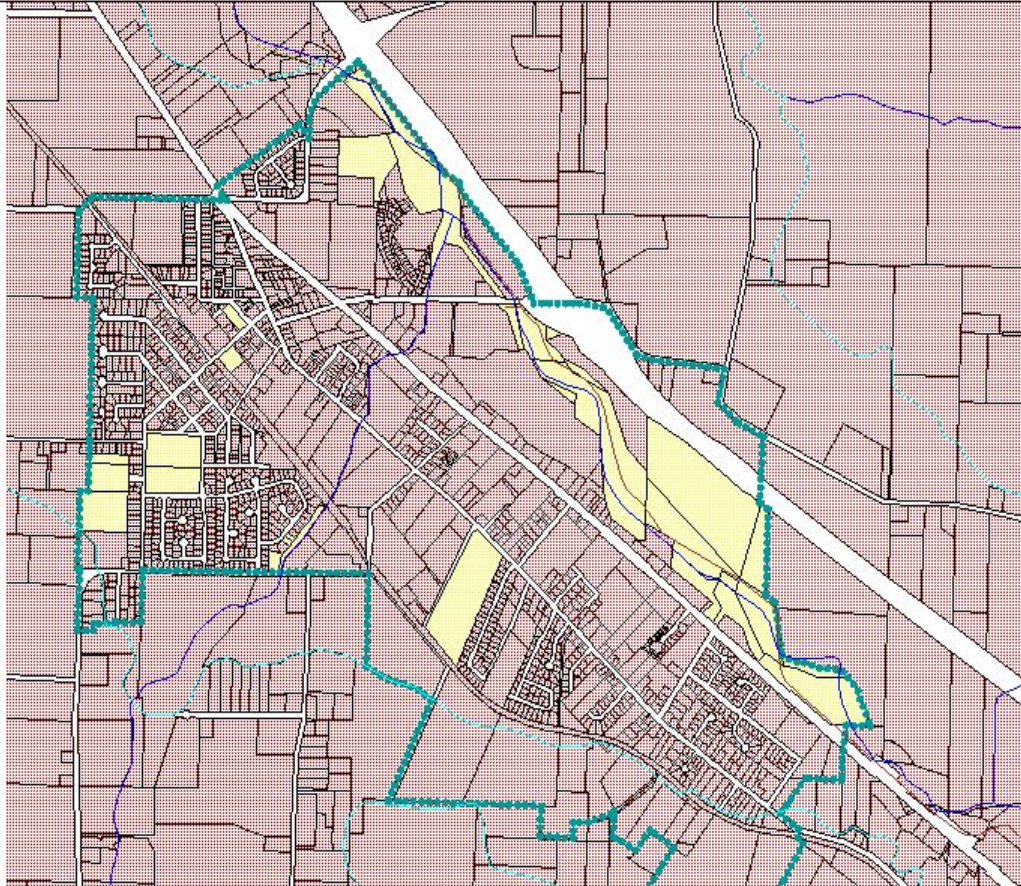
**Findings:** The City of Talent contains some old and beautiful trees as well as some newer ones planted recently in the downtown area. Although no specific Statewide Planning Goal addresses urban forestry, the Department of Forestry recognizes the importance of trees through an Urban Forestry program.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

**IMPLEMENTATION STRATEGIES:**

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

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

# City of Talent Parks and Open Space



## Legend

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



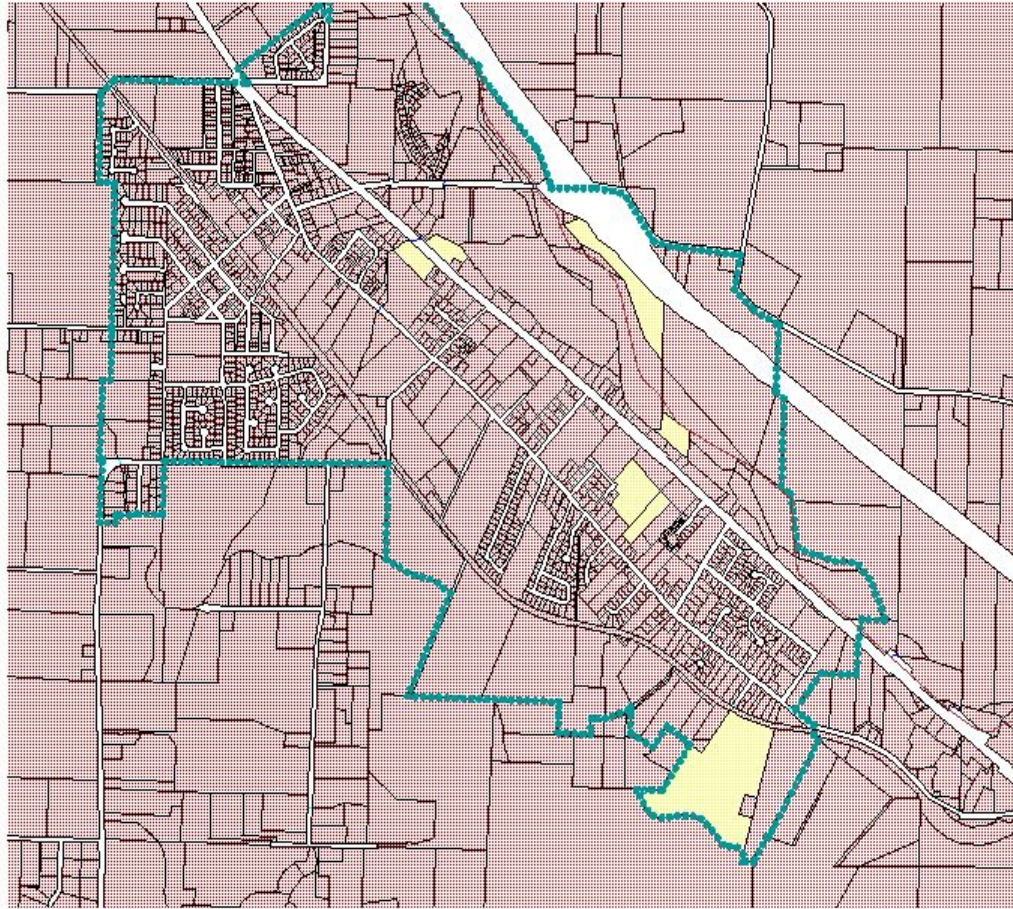
## Public Parks and Open Space

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

Community Development Department  
July 1999

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

# City of Talent Potential Parks and Open Space



## Legend

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

Community Development Department  
July 1999

Comprehensive Plan: Element B  
Potential Open Space Inventory  
Figure B

## **NATURAL HAZARDS**

### **INTRODUCTION**

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

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

### **CRITICAL FACILITIES**

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

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

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

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

## HAZARD MITIGATION

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

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

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

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

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

## EMERGENCY RESPONSE

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

## RECOVERY

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

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

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

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

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

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

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

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

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

**IMPLEMENTATION STRATEGIES:**

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

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

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

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

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

**Table 1  
Flood Hazard Mitigation Implementation Schedule**

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



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

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

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

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

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

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

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

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

**IMPLEMENTATION STRATEGIES:**

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

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

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

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

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

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

### **IMPLEMENTATION STRATEGIES:**

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

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

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

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

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

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

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

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

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

#### **IMPLEMENTATION STRATEGIES:**

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

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

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

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

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

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

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

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

### **IMPLEMENTATION STRATEGIES:**

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

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

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

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

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

### **IMPLEMENTATION STRATEGIES**

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

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

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

### **IMPLEMENTATION STRATEGIES**

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

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

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

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

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

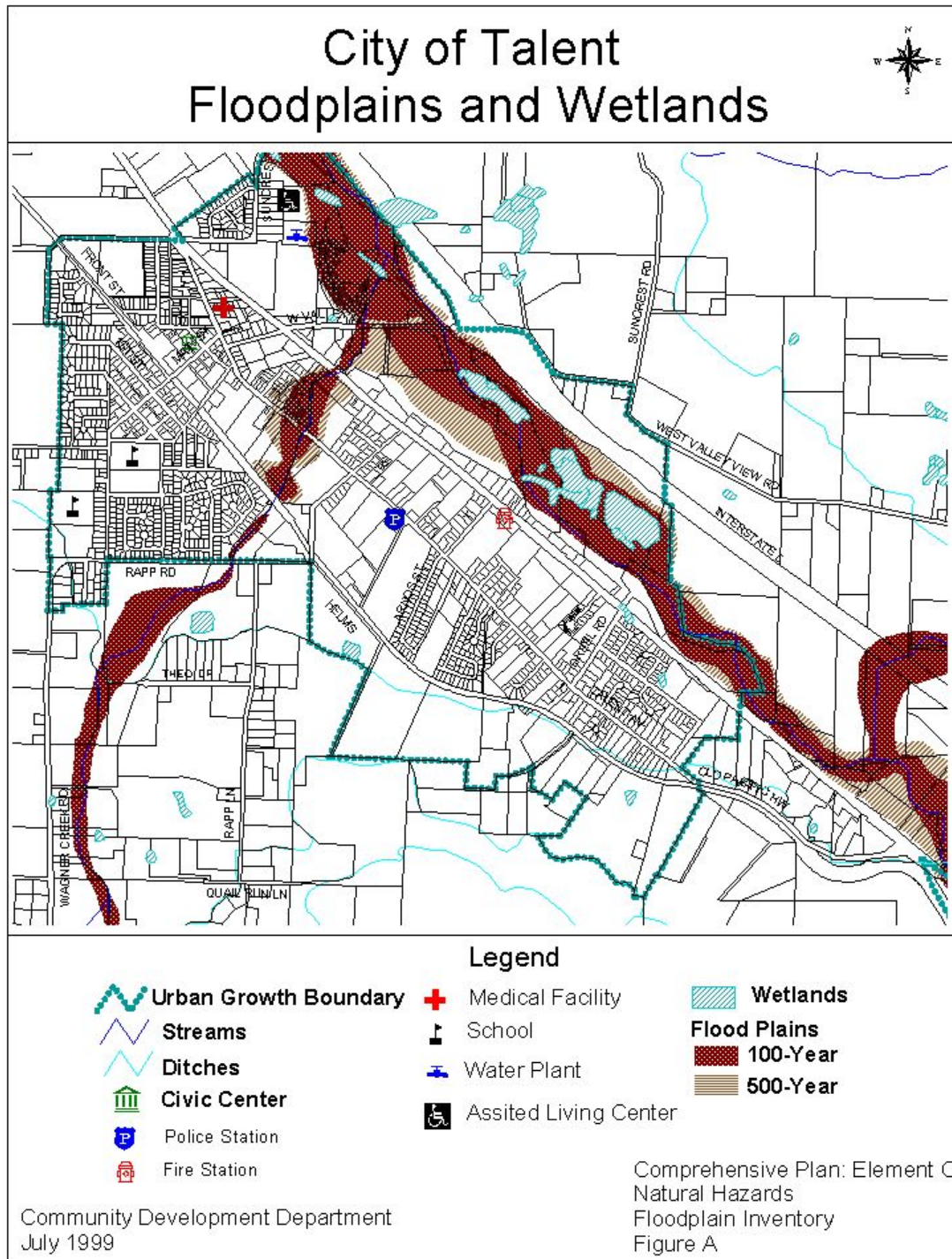
### **IMPLEMENTATION STRATEGIES**

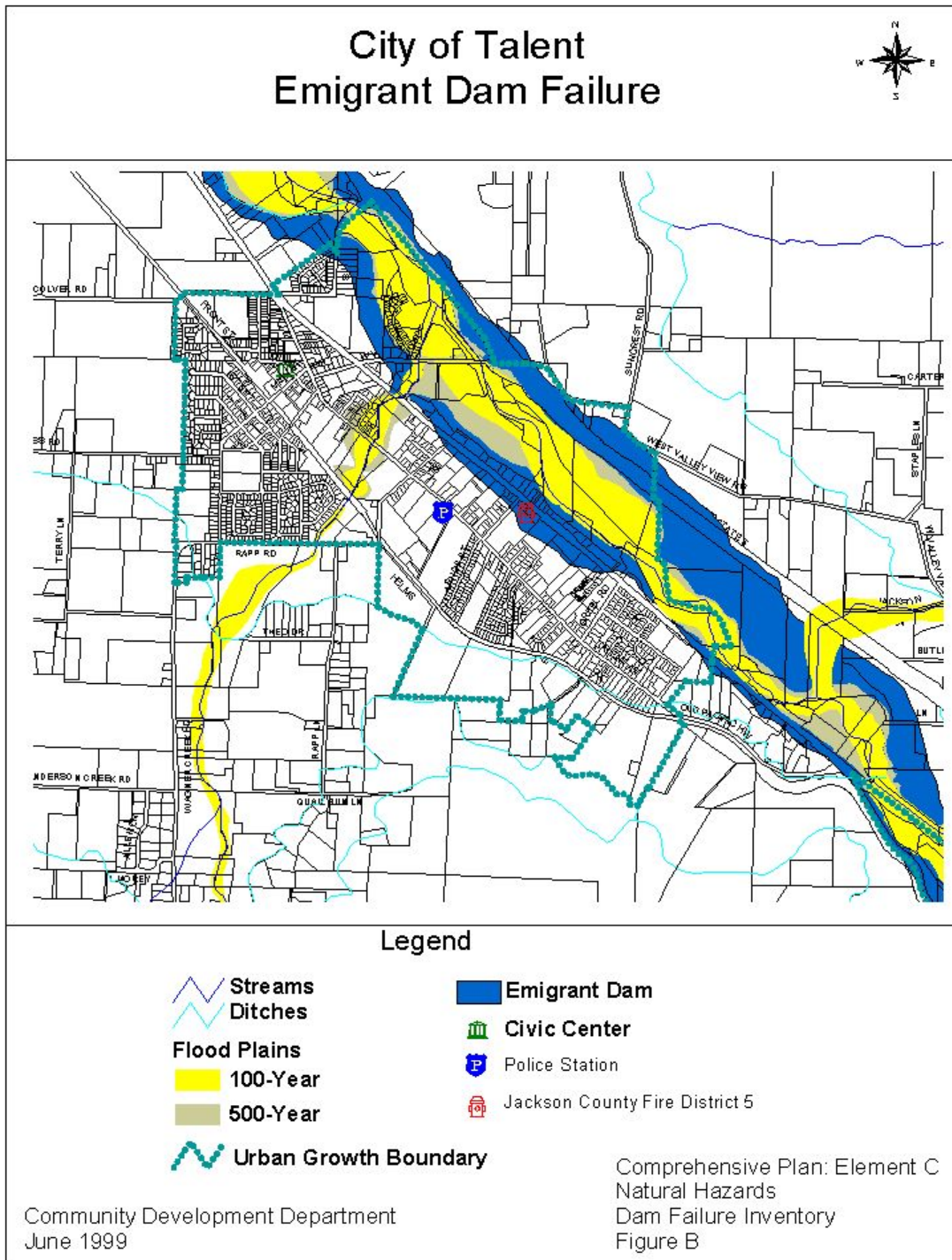
2.3.1 Utilize all available opportunities for training in disaster recovery management.

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

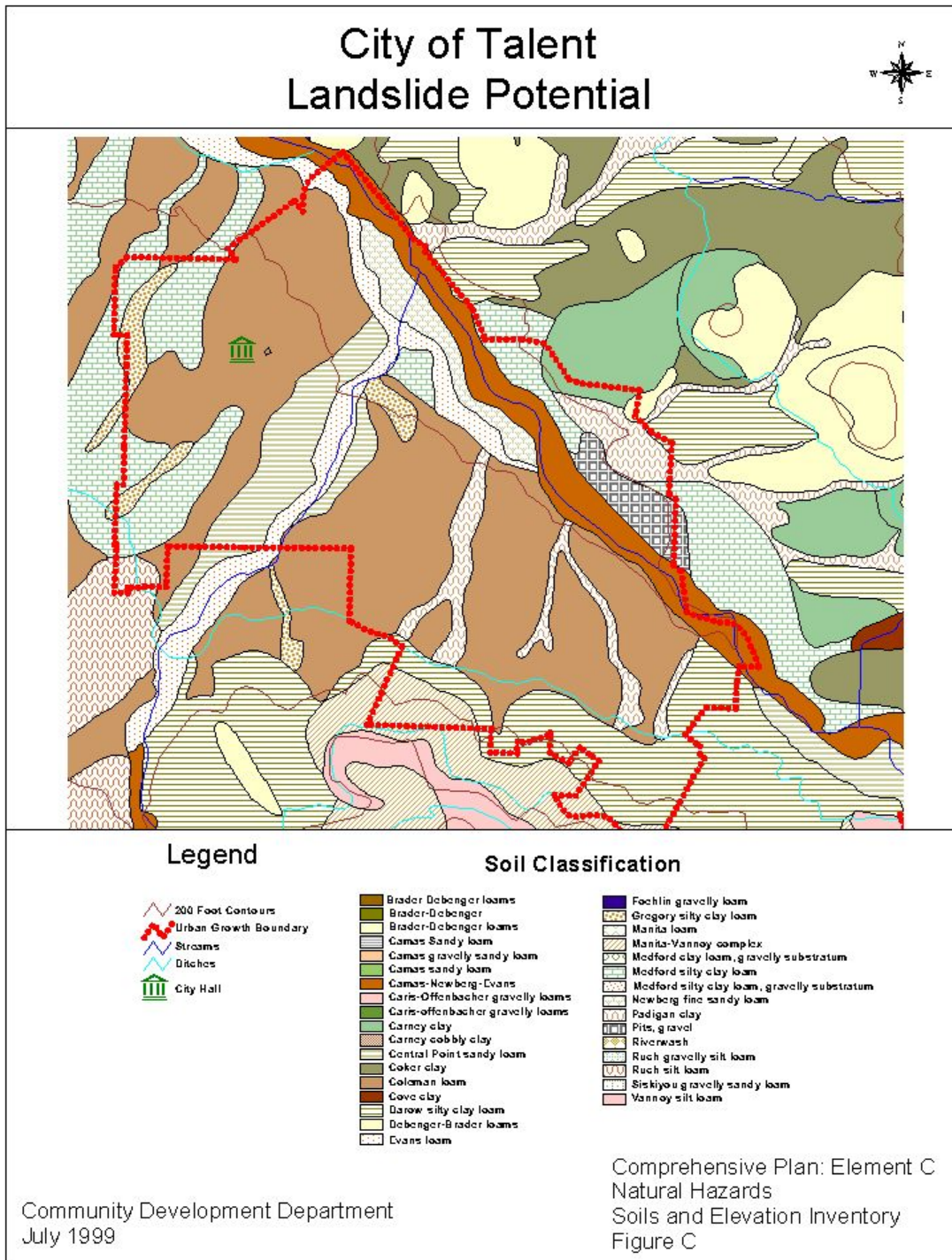
2.3.3 Consider a citywide ordinance allowing suspension of everyday planning services (for cause) beyond the response phase of a disaster.

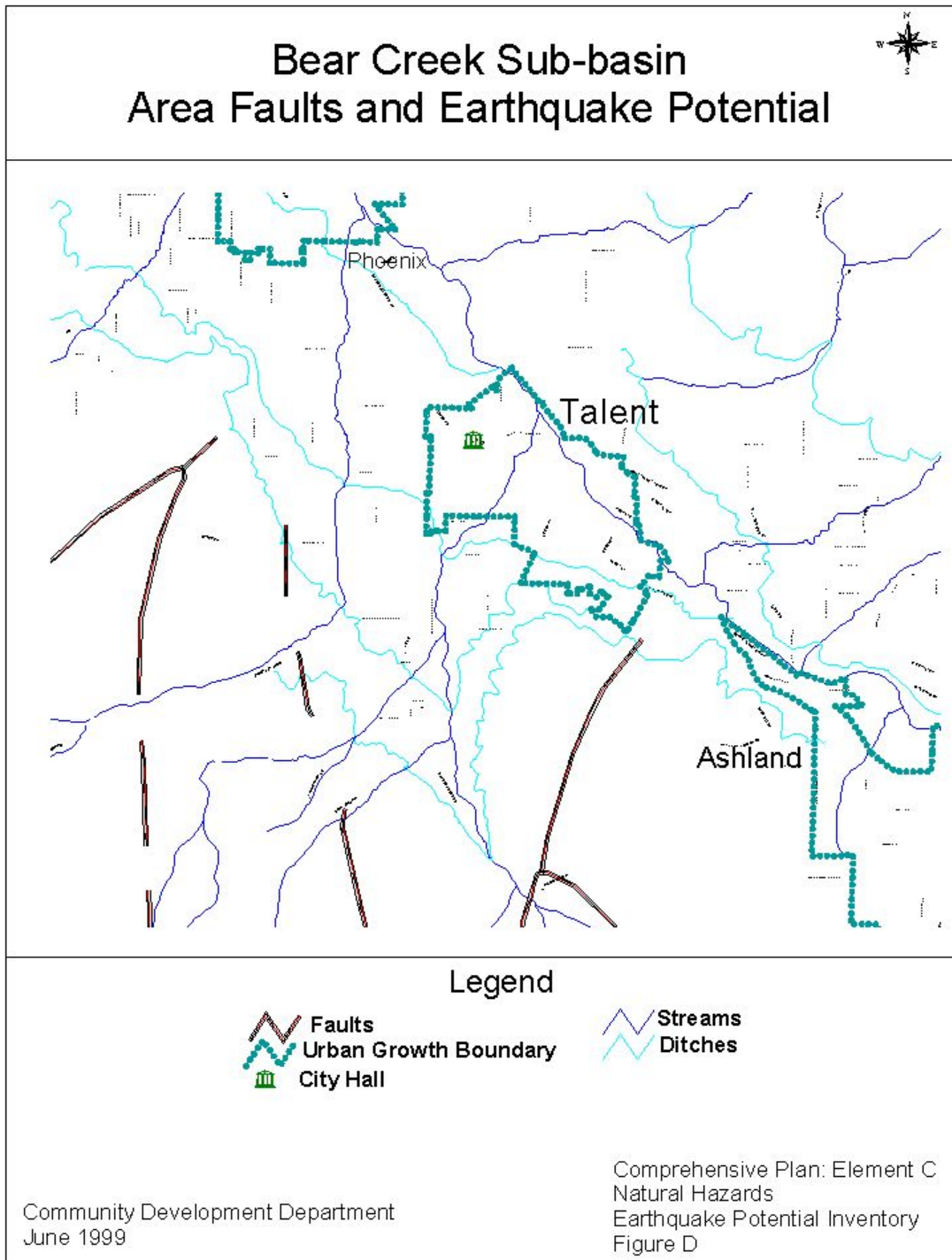
Natural Hazards Element adopted by Ord. No. 672 (10/6/1999)

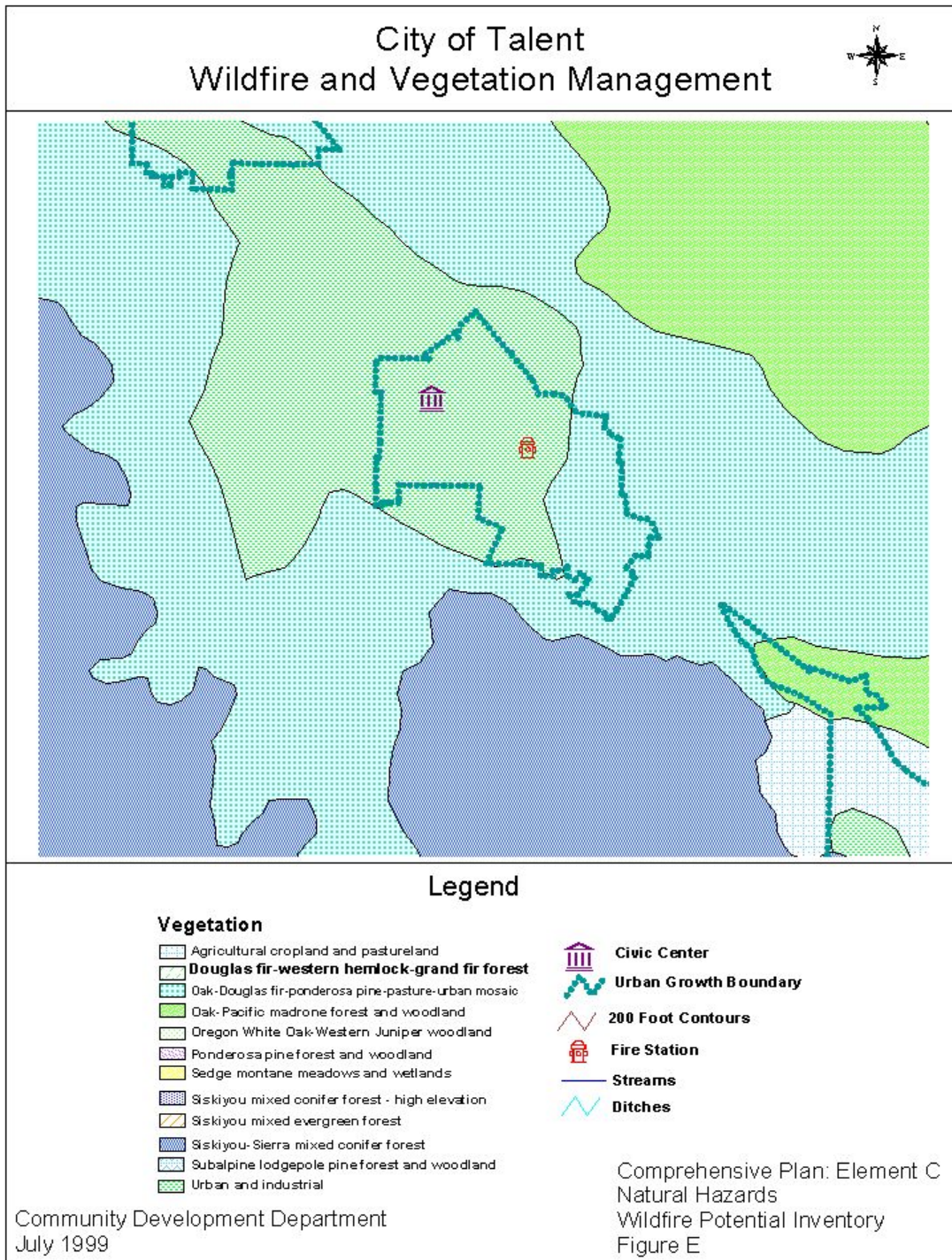












## Talent Comprehensive Plan, Element D

# **TRANSPORTATION**

This Element summarizes the findings, goals and objectives of the Talent Transportation System Plan (TSP). The TSP was developed in the Spring of 1999 by a citizen group comprising the Traffic Committee and several citizen volunteers, with the technical support of the City Planner, Public Works Director, Rogue Valley Council of Governments, and a consulting transportation engineer.

The TSP is intended to guide the management of existing transportation facilities and the design and implementation of future facilities for the next 20 years, and is adopted here by reference as an Appendix to this Plan. The TSP satisfies the requirements of the Oregon Transportation Planning Rule (TPR). It has also been crafted to comply as nearly as possible to the policies of the Rogue Valley Metropolitan Planning Organization to enable the City to join that organization when and if it is found to be feasible.

### **PLANNING AREA**

The Talent TSP's planning area includes the City of Talent and the area within the City's Urban Growth Boundary (UGB). Talent is currently outside the boundaries of the Rogue Valley metropolitan planning area, but it may be included within the planning area following the next decennial census. Talent and the surrounding area constitute a small but rapidly growing community. In recent years, a water supply problem has had a dramatic impact on actual growth. Following the resolution of this issue, rapid development can again be anticipated.

Transportation has been a key element of Talent's development from the beginning. Initially, Talent developed parallel to the highway and the railroad tracks, resulting in a slightly skewed alignment from a true north-south and east-west orientation. Some newer portions of the town have developed with a north-south and east-west orientation.

The railroad tracks are the most significant disruption to the continuity of the grid street pattern. Much of the newer residential development and the schools are on the west side of the railroad tracks. Limited railroad crossings are present. The most important are: Colver Road, Main Street, Wagner Street, and Rapp Road.

The majority of the city's downtown area, most of its businesses, the post office, fire station, and employers lie to the east of the railroad tracks. The city's interchange for Interstate-5 is in the eastern portion of the city. A very small portion of the city's urban growth boundary (UGB) lies to the east of I-5.

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

Public transit within the Talent planning area includes buses operated by the Rogue Valley Transportation District (RVTD).

The challenge for the future of the Talent area is to provide a transportation system that will accommodate growth without the traffic problems that often accompany growth. Appropriate planning while Talent is still relatively small will provide the best opportunity to avoid the transportation problems that plague many cities.

## **INVENTORY OF CURRENT CONDITIONS**

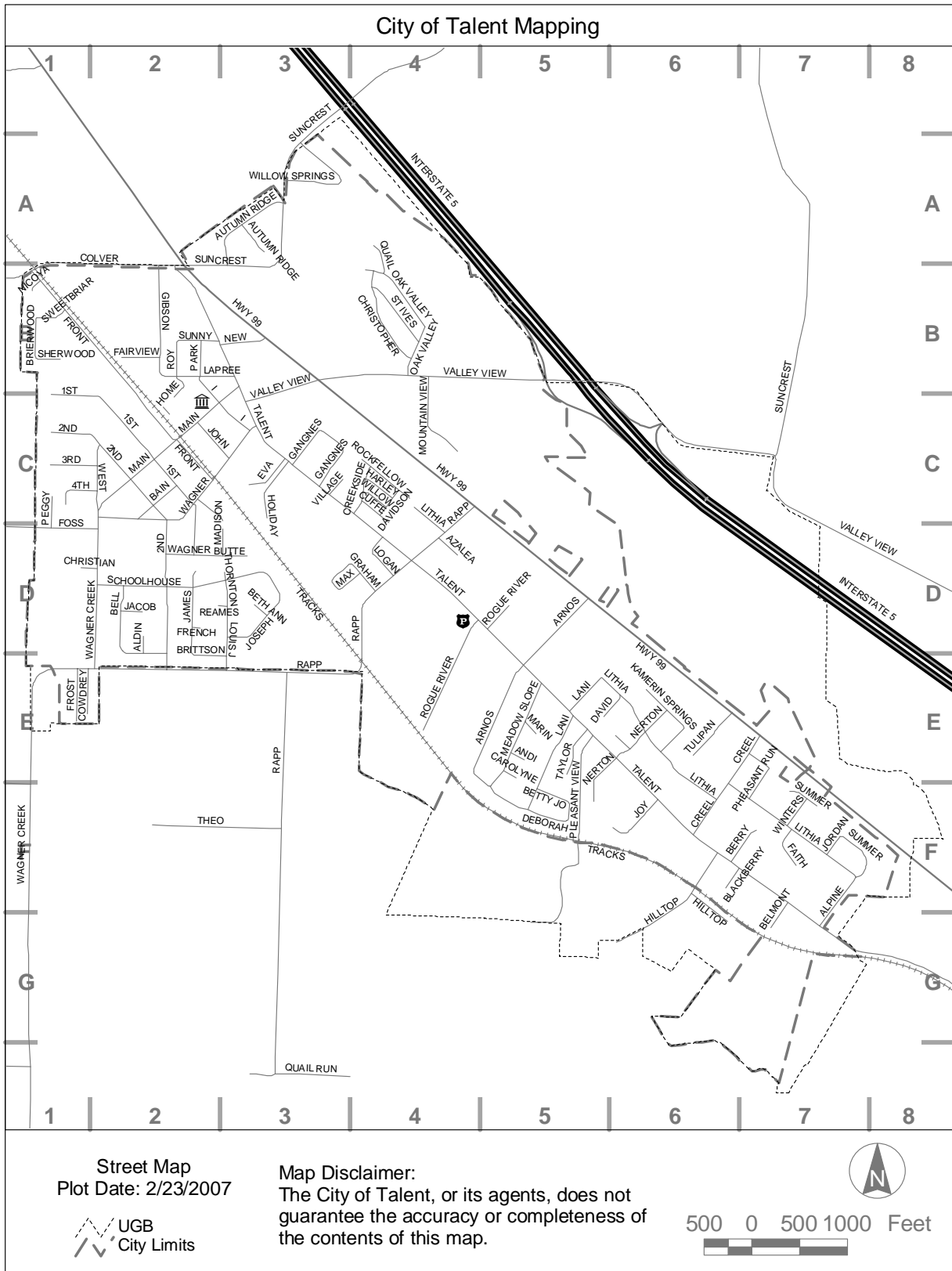
As part of the Transportation System Planning process, an inventory of the existing transportation system in Talent was conducted that includes the street, pedestrian, bikeway, public transportation, rail, air, water and pipeline systems. The result was a complete inventory of the transportation systems within the City of Talent Urban Growth Boundary (UGB). All streets within Talent's UGB were physically inventoried by the City of Talent Public Works Department. The Rogue Valley Transportation District provided information related to transit service provided in the Talent area.

**STREET SYSTEM:** Several jurisdictions, including the Oregon Department of Transportation (ODOT), Jackson County and the City of Talent maintain portions of the existing street system within the study area. The Oregon Department of Transportation maintains Interstate 5 (I-5) and Highway 99. Interstate-5 is a well maintained, four-lane, divided freeway that serves as the primary north and south route for traffic traveling through the area. Highway 99 is a four lane, north-south access through the Talent area and is classified as a District Highway. Jackson County maintains several roads within the Talent UGB including: Colver Road, Rapp Road, a portion of Talent Avenue, and a portion of West Valley View Road. (See street map on page 3).

The City of Talent maintains a complex network of streets. The cross-sections range from two to five lanes and the posted speed ranges between 20 to 40 mph. John Street is the only one-way street in Talent. There are four public railroad crossings in Talent. None of the crossings is grade-separated. The crossing at Wagner is controlled by stop signs only; the crossing at Main is controlled by lights, and crossings at Colver and Rapp are controlled by cross-arms. There are many streets in Talent that are maintained privately. Some are listed in the street inventory tables in Appendix A, but numerous others that are not named are not listed. Streets within the Talent UGB that are not specifically listed in the Talent Street Inventory tables are privately maintained.

For locations of particular streets, see *Figure 1*. Detailed inventory information, including pavement condition, right-of-way widths, pavement widths, the presence of other improvements such as sidewalks, etc., is included in tables in Chapter 3 of Appendix A, the Transportation System Plan.

Figure 1



**EXISTING TRAFFIC CONTROL:** A stoplight is located at the intersection of Highway 99 and West Valley View Road. A second traffic signal is located near West Valley View Road and Mountain View Road. A flashing yellow light is located at the intersection of Highway 99 and Talent Avenue/Colver Road/Suncrest Road.

**PEDESTRIAN SYSTEMS:** The City of Talent sidewalk system varies widely from neighborhood to neighborhood. Most of the newer subdivisions have somewhat complete sidewalk systems. Sidewalks exist in most of the downtown area but are somewhat intermittent. Detailed inventory information of the City’s sidewalk system is included in Appendix A, Table 3-3.

**BICYCLE SYSTEM:** Bicycle facilities within Talent are limited. There are no designated (signed) shared roadway bicycle facilities in Talent.

**MULTI-USE PATHS:** The Bear Creek Greenway is the only multi-use path in the vicinity of Talent. The Greenway is located between I-5 and Highway 99 in the Talent area. A potential multi-use path along Wagner Creek is mentioned in the Talent Comprehensive Plan.

**INFORMAL PATHS:** The informal paths network represents all unimproved pedestrian and bicycle paths in the City of Talent. It is human nature for individuals to find the shortest route to their destination. Many informal paths exist between subdivisions, commercial areas, and along creeks and parks. Users are a diverse group that includes local students and others who may not have access to autos. The purpose of the inventory is to officially document these paths and recognize them as viable transportation corridors. The City of Talent is committed to improving connectivity and the informal paths present future opportunities to meet this goal. The Informal Paths Map on page 3-6 in Appendix A provides a graphic depiction of recognized informal paths. The informal path “inventory” was conducted in June 1999.

**PUBLIC TRANSPORTATION:** Rogue Valley Transportation District (RVTD) provides public transportation to the Talent area. RVTD Route 10 passes through Talent along Talent Avenue. The route connects Talent to the Cities of Phoenix, Medford, Central Point and Ashland. There are 10 stops on the southbound route to Ashland and 12 stops on the northbound route to Medford. There are three bus shelters at stops in Talent. RVTD has secured funding for five additional shelters in the Talent area. Currently, service is provided Monday through Friday.

RVTD also provides a curb-to-curb service for people who are unable to use a regular lift-equipped bus because of a disability. This service is called the Valley Lift program. The service is intended only for those trips that an individual cannot make on the bus system. Anyone with a disability that prevents them from getting to or from a regular bus stop, or anyone who cannot independently board, ride or disembark from a regular lift-equipped bus is eligible for participation in the Valley Lift program.

There are two privately operated taxi services available to the Talent area in addition to a locally operated taxi service. All operators provide service 24 hours per day, seven days per week.

There is no commercial bus service available in Talent. The closest Greyhound stop is located at the intersection of South Valley View and Highway 99, approximately 1½ miles from the southern city limit.

**RAIL TRANSPORTATION: Freight Rail Service:** The former Southern Pacific Railroad Siskiyou Line runs from Springfield, Oregon to Black Butte, California with a total length of a little more than 300 miles of which about 250 miles are in Oregon. Steep grades and tight turns limit operating speeds, which mostly fall in the range of 25 to 35 miles per hour. Forty-three miles of track is limited to an operating speed of only ten miles per hour. In recent years, the Southern Pacific carried about 12,000 cars annually on the Siskiyou Line. According to the *1994 Oregon Rail Freight Plan*, Jackson County accounted for less than one million tons in 1992.

In June 1995, the Siskiyou line was taken over by the Central Oregon & Pacific (COP). Service has been increased and is now being offered six days per week. Service increases have led to increases in cars to a rate of approximately 28,000 cars per year. The COP is undertaking an aggressive maintenance program and is trying to increase operating speeds to 25 miles per hour and to ease some of the height restrictions currently in place on the line. Loan guarantees by the Federal Railway Administration are being sought to help fund maintenance needs.

Rail service provides specific advantages for various bulk commodities or loads longer than those normally permitted on highways. Lumber and other wood products are the principal commodities transported over the Siskiyou Line. Even with recent increases in railroad traffic, the total volume of rail freight is far less than the highway freight tonnage for the region. The combined highway and rail freight tonnage in the I-5 corridor alone is estimated at 25 million tons annually. The rail freight portion accounts for between 5 and 10 percent of this total in the I-5 corridor.

**Passenger Rail Service:** Passenger rail service is not available in Talent or between Eugene and Medford. North-south rail passenger service in the California-Oregon-Washington corridor are provided through Klamath Falls, bypassing the Rogue Valley region on the way to Eugene. The *Oregon Rail Passenger Policy and Plan (1992)* includes proposed expansion of services to include Portland-to-Medford service at some future, unspecified date.

Locally there has been discussion of a need for passenger rail service in the Rogue Valley between Ashland and Grants Pass, then on to Portland as proposed in the Third Stage of the *Oregon Rail Passenger Policy and Plan*. The local interest includes both tourist and commuter rail services. Development of local passenger rail would have both transportation and economic development implications for the region.

**AIR TRANSPORTATION:** The Rogue Valley area is served by the Medford-Jackson County International Airport located north and east of I-5, between Crater Lake Highway and Table Rock Road. The airport is approximately seven miles north of Talent. Transportation from Talent to the airport is available through privately operated taxis and RVTD. Airport activities have increased recently and show potential for air transportation as an important component of the regional transportation system. The airport and related services offer air passenger and air freight transportation opportunities to Rogue Valley area



residents and businesses. The airport provides a national and international connection to the region.

The City of Ashland operates the Ashland Municipal Airport, a general aviation airport. This airport is located approximately seven miles to the south of Talent. Charter passenger and freight service is available at the Ashland Municipal Airport.

**PIPELINE TRANSPORTATION:** Pipeline transportation in and throughout the Talent area includes transmission lines for electricity, cable television and telephone services, as well as pipeline transport of water, sanitary sewer and natural gas.

## **CURRENT CONDITIONS**

**TRAFFIC CHARACTERISTICS:** Several characteristics of local traffic conditions are considered in the TSP. Types of vehicle trips, that is, internal traffic, internal-external, external-internal, and external-external traffic, were assessed to help understand present conditions and demands on the system. Using traffic count information, the total traffic entering and exiting the Talent Urban Growth Boundary can be calculated; approximately 40,000 vehicles per day, not including I-5, which carries predominantly through traffic. Based upon the number of dwelling units, amount and mix of employment, and the total entering and exiting traffic, it is estimated that through traffic accounts for around one-quarter to one-third of the traffic entering the study area. The significance of the volume of through traffic is that it is influenced more by regional growth than by anticipated growth inside the Talent Urban Growth Boundary.

**ACCIDENT ASSESSMENT:** Highway accident data was reviewed for the section of the Rogue River Highway (Highway 99) through the City of Talent to identify locations with potential accident and safety concerns. ODOT's Accident Summary Database calculates a computed average one-year accident rate that compares the number of accidents with the average daily traffic (ADT) volume and the length of the segment analyzed. ODOT also generates a Safety Priority Index System (SPIS) value. This value includes accident frequency, severity and traffic volumes to create an index for prioritizing state highway locations with safety concerns. There are no SPIS locations along this corridor within the city of Talent. The accident rate computed for this segment of highway was 3.53, which is below the statewide average for Primary Urban Non-Freeway Highways of 3.67. A total of 45 accidents occurred with the three-year reporting period between 1995 and 1997. There were no fatalities and a total of 56 injuries in the reporting period, but there has been one fatality since completion of the TSP analysis. The accident types that occur most often are rear-end collisions and accidents involving turning movements. There were a total of 29 intersection-related accidents in the Highway 99 corridor in the study period.

There were four locations that generated a high SPIS rating but that did not exceed the 1998 cutoff value identified by ODOT. Those locations can be combined to form three segment locations including: 1) The intersection of Colver Road and Suncrest Road with Highway 99 (Milepost (MP) 13.86); 2) The vicinity of the intersection of Rapp Road and Highway 99 (MP 14.60 and MP 14.61); and 3) Between the South City Limits and Arnos Street (MP 14.81 to MP 14.86).

**RAILROAD CROSSINGS:** The Siskiyou Branch of the Central Oregon and Pacific Railroad bisects the City of Talent. Most commercial services in Talent are to the east of the railroad. A significant residential area and the schools are to the west of the railroad. The importance of railroad crossings will increase because the majority of the undeveloped residential land within Talent’s urban growth boundary is also on the west side of the railroad. Table 4–3 in Appendix A specifies the existing railroad grade crossings within the City of Talent. The table identifies all the public and private crossings in the city’s urban growth boundary.

**TRAFFIC SIGNALS:** There are only two intersections in Talent controlled by traffic signals. One is at the intersection of Highway 99 and West Valley View Road. The second is at West Valley View Road and Mountain View Road. The level of service (LOS) at the intersections is described by a letter scale from “A” to “F.” LOS is a term used by traffic engineers to describe the adequacy of traffic operations. To calculate LOS, typical delays and the relationship between traffic volume and the traffic capacity of the street are considered. An LOS classified “A” is a condition that represents nearly “free flow” conditions in which motorists experience little delay. An LOS of “F” represents conditions in which there are long delays and the volume of traffic exceeds the capacity of the intersection. The LOS for current conditions on 99 at Valley View was determined to be LOS “B” with a volume to capacity ratio of 0.55 during the evening peak traffic hour. This indicates that the intersection is operating very well and that a considerable increase in traffic can be accommodated without exceeding accepted standards. The LOS for Valley View at Mountain View was not calculated, but, based on current traffic volumes of both streets, it is likely that the intersection is currently operating at LOS “A” during all hours of the day.

**OTHER KEY INTERSECTIONS:** Three collector streets intersect with Highway 99: Colver Road/Suncrest Road, Rapp Road, and Creel Road. Each of these is currently controlled by the presence of a stop sign on the collector street. Each of these intersections was evaluated to determine whether the intersection might meet the “warrants” ODOT requires for installation of a traffic signal. “Warrants” are measures used to determine whether major improvements are justified. The three intersections were evaluated to determine whether or not they meet the Peak Hour Volume warrant. To meet the Peak Hour Volume warrant, the approach volumes on the collector streets would need to be approximately twice the current traffic volumes on those streets. There are other types of warrants, including warrants based on accident incidents, with the value of the warrant based upon the severity of the accident.

## **PLANNING FOR POPULATION GROWTH**

**LAND USE ALTERNATIVES:** There are many strategies that can be incorporated into land use planning practices that help to minimize the impacts of population growth on transportation facilities. One strategy is to **Increase Residential Densities**. The TSP considers existing residential densities and the potential densities allowed by the Talent Zoning Ordinance and makes assumptions about appropriate future maximum densities. Medium density, with multi-family dwellings in the range of about 8 to 12 dwelling units per acre, is likely to be the maximum density that will be constructed in Talent.

Increases in residential densities have at least two benefits from a transportation standpoint. First, the increase in density can reduce driving distances. A given population can be contained

in a smaller space. This reduces by a small degree, the distance from each house to various destinations. Second, with higher densities increasing convenience, there can be a significant increase in the number of walking and transit trips. The transit industry uses a standard of one-quarter mile to determine whether one has transit service available. An increase in residential densities from 4.5 to 6 dwelling units per acre can increase the number of houses within walking distance of a bus stop by one-third. Likewise, increases in density can reduce walking distance for other types of trips, perhaps by just enough to change them from driving trips to walking trips.

A second strategy is the **Concentration of Commercial Establishments**. Traditional downtown areas and other concentrations of retail establishments are typically more supportive of transit and alternatives modes of travel. After residential density, the density of employment is the second key element for predicting transit use. Concentrating commercial developments along a single corridor, such as Talent Avenue where transit service is already established, has obvious benefits from the standpoint of efficient transit service. The location of the City's Industrial Park on the Transit route will help maintain a connection between jobs and transit. However, Highway 99 is a likely location for job development in the City. As employment destinations increase along the highway, the City will need to work with the Transit District to add additional route mileage for buses. To serve both areas in the near future, it may be necessary to decrease the frequency of stops on Talent Avenue, or to create a route diversion that would increase transit times for passengers. Increased transit times are not a desirable outcome, particularly for passengers traveling between Talent and Medford or Ashland. The economy of a transit system is enhanced by the location of employment along existing transit routes.

**Mixed-Use Development Patterns** provide commercial and residential uses in close proximity. The typical mix includes small-scale retail establishments and services, but may also include offices and other employment sites. The mixed-use concept is reminiscent of the inclusion in neighborhoods of the "corner grocery" store as well as the neighborhood pharmacy, dry cleaners, or the newer establishments such as video stores. The small insurance office, bookkeeping services, and other businesses that provide services are similar uses that may mix reasonably with residential uses.

Several studies have shown that residents of pedestrian-friendly neighborhoods with a mix of uses are more likely to walk or use transit than residents of auto-oriented suburban neighborhoods.

Talent is small enough that much of the community already meets the definition of a mixed-use development. Most of Talent's residential neighborhoods already lie within walking distance of the downtown. The City has developed a Mixed-Use, Transit-Oriented Downtown Development Plan that, when implemented, will provide additional opportunities for mixed use development in the traditional downtown area, and along Highway 99 north of Wagner Creek.

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## **TRANSPORTATION SYSTEM CHANGES**

**ENHANCING THE LOCAL STREET SYSTEM:** As the region grows, the state highway system, including both I-5 and Highway 99, can be expected to carry additional regional traffic. And new development in Talent will increase traffic volumes on Highway 99. The impact on the highway will be especially important if new developments are oriented to the highways and if the local street system does not provide attractive alternative routes. In some areas, Talent's street system is a traditional grid street system, providing a variety of route choices for residents. Some newer areas have been developed with cul-de-sacs, a development pattern that does not promote choices of travel routes.

To the extent possible, the grid pattern should be encouraged. Additional connections can help to spread traffic among alternative routes. Several specific street connections have been identified as potential projects in the process of developing the Transportation System Plan. Among the new connections proposed for Talent's arterial and collector system is the proposal to extend Rogue River Parkway from its current terminus at Talent Avenue to Highway 99. The Rogue River Parkway connection with Highway 99 is specifically proposed as a means of keeping industrial traffic off the local residential streets. The TSP proposes several new or improved street connections to optimize route selection. The Downtown Plan process also concluded that there are several opportunities for street connections between developed and undeveloped lands in the area north of Wagner Creek. The purpose of these proposed connections is to ensure that new development in the area will be perceived as a part of its existing neighborhood, and to encourage safe, efficient pedestrian access.

**ADDITIONAL CONNECTIONS ACROSS THE RAILROAD:** One of the most obvious changes that could help to create multiple connections would be additional crossings of the railroad to the residentially designated land to the southwest of the railroad tracks. This vacant land accounts for about two-thirds of the vacant residential land inside Talent's Urban Growth Boundary. Unfortunately, new, at-grade railroad crossings are virtually prohibited by federal and state law. There appears to be little opportunity to add new railroad grade crossings to serve Talent. Belmont Road at the south end of town is the only approved location for an additional rail crossing to serve residential land in that area.

**PROTECTION OF THE FUNCTIONALITY OF THE STATE HIGHWAY SYSTEM:** To cope with current economic conditions, the Oregon Department of Transportation puts the highest priority maintaining the existing system. Access management is one of the key tools being used by ODOT to retain the functionality of the system and to maintain appropriate levels of mobility. The *1999 Oregon Highway Plan* specifies access management standards for the state highway system that are intended to promote a balance between access to adjacent properties and the need to provide adequate capacity for through traffic.

Improvement of Highway 99 through Talent was considered during development of the Transportation System Plan. The proposal to upgrade the highway would include the addition of a center turn lane where it does not exist, widening the pavement to include bike lanes, adding sidewalks, and consolidating access. Any future design for improvements to Highway 99 will necessarily include access adjustments such as narrowing extra-width driveways, eliminating second and third driveways serving individual parcels, and combining access with that provided

for adjacent parcels. To get ODOT support for improvements on the highway, it is necessary to get the projects included in the State Transportation Improvement Plan (STIP). It appears that the

combined modernization projects for the Talent Highway 99 corridor will qualify to be added to the STIP in 2000.

**PEDESTRIAN AND BICYCLE SYSTEM IMPROVEMENTS:** The City of Talent's policies already provide for construction of sidewalks with new development. The city has also aggressively pursued grant funding for sidewalks. The street standards proposed in the Transportation System Plan provide even more specific provisions for sidewalks and bike lanes for the city's street system. The provision of these facilities will supplement the effect of land use actions (including higher density developments, mixed use, and in-fill development) to help achieve vehicle trip reductions.

### **FUTURE TRANSPORTATION NEEDS**

The City of Talent is expected to grow by almost 1400 people or approximately 580 households in the next 20 years. If employment growth in Talent increases in proportion to the population growth of Talent, and in relation to Jackson County job growth rates, approximately 670 jobs would be added during the next 20 years.

**ANTICIPATED GROWTH:** The City's population was growing at a rate exceeding 6% a year in the decade before the 1997 construction moratorium. That is a non-sustainable rate of growth. However, due to Talent's desirable location, it is anticipated that growth pressures will be strong when the development of a new water supply allows development to resume. Recent facilities planning projects have based long-range growth rates on a linear regression of trends over the last twenty years. The State Department of Land Conservation and Development (DLCD) has recently prescribed the use of population projections from the State Office of Economic Analysis (OEA) for long-range projections. The OEA growth rates seem unrealistically low to City staff, but use of a low target growth rate also supports growth management, a goal strongly supported by the City Council. Generally speaking, Talent's facilities plans, including the transportation plan, are based on system needs for full buildout of the current Urban Growth Boundary Area.

Approximately 200 acres of land designated by the City's Comprehensive Plan for residential use is either vacant or underdeveloped. Not all of this will need to be developed to accommodate the rate of residential growth projected by the OEA numbers. In fact, about 150 acres should accommodate the planned addition of 580 dwelling units. It is anticipated that a substantial portion of this new residential development will occur to the west of the railroad tracks where the bulk of the undeveloped residential land is located. Anticipated residential growth is all in the single-family residential category.

Currently, commercial and industrial lands are located east of the railroad tracks, mostly located along Highway 99 and West Valley View Road. There is one approximately fifteen acre parcel designated for future industrial use west of the tracks and south of Rapp Road that has not yet been annexed. There are a wide variety of employment categories that can be accommodated on

the land designated for commercial or industrial use. Most current employment in Talent is retail and service jobs. Estimated traffic growth for the next 20 years was calculated for the TSP, based upon the assumption that future employment will be a combination of retail, service, and industrial jobs.

Based upon accepted population projections and area employment projections, average daily traffic is estimated to increase by 10,300 trips in twenty years.

**TRAFFIC CAPACITY ISSUES:** The TSP considers the impacts of growth on traffic rates. Historically, traffic increases at a slightly higher rate than population. Factors that contribute to this trend include smaller households (fewer persons per household), higher labor force participation (more two-worker families), and increased automobile ownership (more households with two and three autos). Traffic increases will be greatest on a *percentage basis* at the fringes of the community where current traffic volumes are low and where land is vacant but proposed for development. On an *absolute basis* the traffic increases will be greatest on major routes that already carry significant amounts of traffic.

Collector streets serving vacant land designated for residential use will experience high percentage increases in traffic. Probably the most significant examples of concern to Talent would be the streets serving the residential land west of the railroad tracks. Residential development of this land inside the urban growth boundary is calculated to produce as many as 4,000 daily trips. Since access to this planned residential area is basically restricted to two railroad crossings, the calculation of traffic increases on the collector streets is fairly easy. If split equally between the Rapp Road and the Belmont Road crossings, each crossing would carry 2,000 additional vehicles per day. Other collector roads which can be expected to have significant percentages increases in traffic include streets such as Creel Road, Arnos Street, Wagner Street, Main Street and Wagner Creek Road. Traffic volume increases measured on a daily basis are likely to range from a few hundred to a few thousand vehicles per day.

The arterial streets, including West Valley View Road and Highway 99, will experience significant traffic volume increases. Vacant and under-utilized parcels designated for commercial and industrial use abut these major roads. Industrial uses have low trip generation rates, but retail and service employment has high trip generation rates, especially such uses as fast food restaurants and convenience stores.

**FUTURE TRAFFIC CAPACITY DEFICIENCIES:** Based upon the analysis of existing traffic volumes and the expected traffic generated by planned development, there do not appear to be significant deficiencies related to the capacity of the roads in Talent. The expected traffic volumes on Talent's collector streets are not expected to exceed their capacity. Likewise, the traffic volumes on arterial streets, West Valley View Road and Highway 99, are not expected to exceed the capacity of five-lane arterial streets. There are, however, some specific locations where capacity issues may be anticipated.

Four specific locations have been identified where increased traffic may result in need for capacity improvements. Three locations of concern are intersections of collector streets with Highway 99. Anticipated traffic volume increases may cause signal warrants to be met. The fourth location that may be classified as a capacity deficiency is the two-lane bridge where West Valley View Road crosses Bear Creek just west of the I-5 interchange. Traffic volume increases

may cause the two-lane bridge capacity to be exceeded.

The existing signalized intersection at Highway 99 and West Valley View Road was specifically analyzed to determine whether this represented a likely capacity deficiency. The existing intersection configuration can accommodate traffic increases of up to 70 percent without exceeding level-of-service standards established for the highway. Adding a left-turn lane on the west approach could allow even greater traffic increases to be accommodated.

**ROADWAY SYSTEM CONTINUITY AND SYSTEM ACCESS DEFICIENCIES:** As noted earlier, approximately 200 acres of vacant or underdeveloped parcels within the Talent urban growth boundary are designated for residential development. Development of these residential areas will require construction of minor collector streets as well as local streets. To accommodate this development, connections to the existing street network must be strengthened and existing local streets must be extended.

Two parts of the community most in need of streets for continuity or access improvements are the residential area west of the railroad tracks south of Rapp Road, and the area bounded by Talent Avenue and Highway 99 between Creel Road and Arnos Street. The southwest area represents the largest potential residential area in the community. The principal issue for this future development is the restriction on access caused by the limitations of railroad crossings. To ensure that the area is not cut off by closure of one crossing, some continuous connection is needed west of the railroad between these two crossings. The second area that could benefit from system connections includes the vacant land between Talent Avenue and Highway 99. Examples of potential street connections include extensions of Lithia Way north from Lani and south from David, perhaps even with a connection to Creel Road. Connections between Talent Avenue and Highway 99 in this area may also be possible and could help foster appropriate development of these parcels. Most of the other vacant or underdeveloped land inside the Talent urban growth boundary can be developed by extension of existing local streets.

**INDUSTRIAL AREA ACCESS DEFICIENCIES:** Talent's industrial area adjacent to Rogue River Parkway is located to take good advantage of rail access at some future date, but it is limited by its access to the highway system. Trucks from the Rogue River Parkway area use Talent Avenue and then one of several residential streets to gain access to Highway 99 before using West Valley View Road to gain access to I-5. The residential streets that are most impacted by this industrial traffic are Rapp Road, Arnos Street, and Creel Road. An alternative route for trucks involves using Talent Avenue to the downtown and West Valley View Road. None of these routes are well suited to truck traffic due to the close proximity of residential areas, narrow roads, and small radius corners. A more direct connection from the Rogue River Parkway to Highway 99 that does not involve these streets and turning movements would be desirable.

**RAILROAD CROSSING DEFICIENCIES:** The Belmont Road railroad crossing at the south end of town is approved but has not been constructed. The Rapp Road crossing has appropriate gates and signals, but there are no provisions for pedestrians or bicyclists, and the sharp turn immediately adjacent to the crossing makes it undesirable for higher traffic volumes. The Main Street and Wagner Street crossings could be improved to make them safer and more convenient for pedestrians and bicyclists.

Table 1 summarizes the railroad crossing deficiencies.

**TABLE 1**  
**RAILROAD CROSSING DEFICIENCIES**

<b>Location</b>	<b>Existing Condition</b>	<b>Deficiencies</b>
Main Street	Existing crossing with flashing lights	Narrow crossing that needs additional sidewalks, better attention to bicyclists' needs.
Wagner Street	Existing crossing with stop sign	Narrow crossing that needs additional sidewalks, better attention to bicyclists' needs, and flashing lights.
Rapp Road	Existing crossing with signals	Needs sidewalks and better attention to bicyclists' needs, and may need road realignment.
Belmont Road	Approved, but not constructed	Needs full treatment, roadway, sidewalks, and signals.

**ROADWAY DESIGN DEFICIENCIES:** Like most communities, the City of Talent has developed from a small rural center. As the community has grown, development occurred along the roads leading to outlying areas. For the most part, houses were constructed individually without significant improvements to the abutting streets. Not until recently did much development occur as subdivisions. Many of the streets within the city are rural streets with houses and businesses constructed on the adjacent property. Most of these rural roads feature paved travel lanes, either gravel or paved shoulders, and open ditches for drainage.

Newer streets, including those constructed in connection with subdivisions in the last twenty to thirty years, feature curbs, gutters, and sidewalks. These streets meet “urban standards.” Streets designed to urban standards are generally considered to be less expensive to maintain than are rural streets. They also provide for pedestrians and bicyclists. These advantages have led to the adoption of design standards for all new streets and policies of improving existing streets to urban standards.

Table 6-4 in Appendix A summarizes the roadway deficiencies in Talent that are necessary to bring all public streets to an appropriate urban standard. Deficiencies are listed by type. The most common deficiencies are the lack of curbs, gutters, and sidewalks. Only a few of the local streets lack a hard surface pavement

**THE TRANSPORTATION SYSTEM PLAN**

The Transportation System Plan includes plans for all modes of transportation. Components of the street system plan include: 1) street classifications, 2) street width standards, 3) access management standards, 4) plans for alternative transportation modes, 5) street improvements



and 6) other transportation system improvements.

**STREET CLASSIFICATION STANDARDS:** Street classification standards relate the design of a roadway to the function performed by that roadway. The function is determined by operational characteristics such as traffic volume, operating speed, safety, and capacity. Street standards are necessary to provide a community with roadways that are relatively safe, aesthetic, and easy to administer when new roadways are planned or constructed. Table 2 summarizes the street standards adopted herein. Adoption of these standards creates parameters for good design, with the understanding that the specific conditions of a particular development site may call for some flexibility in the application of the standards.

**FUTURE TRAFFIC CAPACITY DEFICIENCIES:** Based upon the analysis of existing traffic volumes and the expected traffic generated by projected growth rates, the capacity of the roads in Talent appears to be adequate. Expected traffic volumes on Talent's arterial and collector streets are not expected to exceed their capacity. There are, however, some specific locations where capacity issues may be anticipated. Four specific locations have been identified where increased traffic may result in need for capacity improvements. Three locations of concern are intersections of collector streets with Highway 99. The fourth location that may be classified as a capacity deficiency is the two-lane bridge where West Valley View Road crosses Bear Creek just west of the I-5 interchange.

**TABLE 2  
PROPOSED STREET STANDARDS**

Section	Classification	Pavement Width (feet)	Right-of-Way Width (feet)	Number of Moving Lanes	Sidewalks (width/location)	Bike Lanes (width/location)	Parking	Design Capacity (vehicles per day)
A	Local Residential - Option 1	32	60	2 (Unstriped)	7-foot with 7-foot buffer	shared	both sides - unstriped	200 - 1,200
B	Local Residential - Option 2	28	60	2 (Unstriped)	7-foot with 7-foot buffer (one-side, interim condition)	shared	one side - unstriped	200 - 1,200
C	Local Residential - Option 3	28	50	2 (Unstriped)	7-foot with 4-foot buffer	shared	one side - unstriped	200 - 1,200
D	Local Industrial	40	60	2 (Unstriped)	5-foot adjacent to curb	shared	optional	200 - 1,200
E	Minor Collector parking one side	36	60	2 (Striped)	7-foot with 5-foot buffer	shared	one side - unstriped	1,200 - 6,000
F	Minor Collector parking both sides	44	66	2 (Striped)	7-foot with 4-foot buffer	shared	both side - unstriped	1,200 - 6,000
G	Minor Collector Industrial	44	66	2 (Striped)	5-foot adjacent to curb	shared	both side - unstriped	1,200 - 6,000
H	Major Collector parking one side	44	66	2 (Striped)	5-foot with 6-foot buffer	6-foot between parking and moving lane	one side - striped	1,200 - 10,000

## PROPOSED IMPROVEMENT PROJECTS:

The TSP lists proposed transportation projects necessary to meet the City's long-range transportation improvement goals and serving all alternative transportation modes.

Justification for the inclusion of a project on the lists is based upon seven issues, including the following: **Access Improvements** are implemented by about two-thirds of the street and highway projects. These include new local, collector, and arterial streets designed to serve presently undeveloped land and existing streets proposed for upgrading to serve undeveloped land. **Economic Development** is a factor for about one-third of the projects where access would be improved for land designated for commercial and industrial use. **Safety** is indicated as a justification for a majority of the proposed projects on the street and highway list. **Operations Improvement** is a justification for approximately one-half of the projects in the list. Most of these projects are intersections where excessive delays occur or are anticipated. Some other projects include widening of the roadway to accommodate additional travel lanes, a raised median, or a continuous two-way left-turn only lane. **Truck Traffic** is a project justification for more than half a dozen projects and reflects a community desire to get trucks off of residential streets. **Upgrade to Urban Standards** is a justification for many projects in the list. Urban standards (including curbs, gutters and underground storm drains, and sidewalks) are considered appropriate for most collector and arterial streets within the urban growth boundary (UGB). Streets constructed to urban standards are generally thought to be more aesthetically pleasing, safer and less costly to maintain. **Upgrade to Rural Standards** is a standard justification that was not applied to consideration of improvement projects for Talent. However, a rural standard might be useful as an interim improvement with an upgrade to urban standards at a later date.

**PROJECT PHASING:** The projects included in the TSP are classified as "short-range," "medium-range," and "long-range" with those categories assigned as follows: **Short-Range Projects** are those expected to be needed within five years of TSP adoption. These short-range projects are 1) designed to correct existing deficiencies such as maintenance, operational or safety problems, 2) needed to provide system continuity or service to developing areas to which other urban services are or will soon be provided, and/or 3) needed to upgrade to urban standards those collector and arterial streets in already developed areas or in areas expected to develop within five years.

**Medium-Range Projects** are expected to be needed six to twelve years after TSP adoption. Medium-range projects are 1) needed to correct level of service or operational problems, but which have long lead times before construction due to high capital cost, the need to purchase right-of-way or the need to complete environmental assessments, 2) designed to correct existing deficiencies (e.g. maintenance, operational or safety problems), but for which funding has not yet been identified and is unlikely to be available in the short-range, 3) needed to correct operational or safety problems, which will likely result from relatively minor traffic increases, and/or needed to upgrade to urban standards those collector and arterial streets where future land development is likely to occur in the first ten years of the planning period.

**Long-Range Projects** are expected to be needed more than ten or twelve years after TSP adoption. These long-range projects generally fall into the following categories: 1) projects with high capital cost for which funding will be unlikely until the later years of the Plan, and/or 2) projects needed to ensure that urban standards are provided on all the remaining collector and

arterial streets within the urban growth boundary.

**DISCUSSION OF SELECTED PROJECTS:** Several of the projects scheduled for the City's transportation system have a high level of community interest and support. These projects were considered by the Traffic Committee and Citizen Advisory Committee to be key to the success of implementation of the Transportation System Plan.

**Talent Train Depot:** The Talent Train Depot will be a multi-modal transportation center for car, bus, bike, pedestrian, and, eventually, train transport. The depot structure will be the historic recreation of the original train station that existed on the site from 1906 to 1935. The project is located in the downtown core area adjacent to the post office, city hall, library, shopping and services, and includes a park-and-ride lot, bike lockers, and a public park. The Talent Urban Renewal District and the Rogue Valley Transportation District are funding partners in the development of this project.

**Highway 99 - Colver Road to Rapp Road:** This project would improve Highway 99 to urban standards in an area recognized in the Mixed-Use, Transit-Oriented Downtown Plan as part of the City's future downtown. The proposed project would upgrade this entire section to a five-lane urban cross-section, including a center left-turn lane and would have curb, gutter, sidewalks, and bike lanes. Were this project to be constructed, access changes would likely be made, including the elimination of some access points and implementation of shared driveways. This project is not currently included in the ODOT's State Transportation Improvement Program.

**Highway 99 - Rapp Road to South City Limit:** This project would upgrade this entire section to a five-lane urban cross-section including a center left-turn lane and curb, gutter, sidewalks, and bike lanes. Were this project to be constructed, access changes would likely be made, including the elimination of some access points and implementation of shared driveways. This project is not currently included in the ODOT's State Transportation Improvement Program.

**Intersection of Highway 99 with Colver Road, Suncrest Road, and Talent Avenue:** Listed as a short-range priority in the City's plan, this project is not currently included in the ODOT's Transportation Improvement Program. This five-leg intersection has long been recognized as a problem because of its unique configuration. This is one of the higher accident locations in Talent, although, according to ODOT's accident rating system, the accident rate is not excessive. The intersection does not currently meet warrants for installation of a traffic signal as specified in *The Manual of Uniform Traffic Control Devices*. It may meet such warrants in the future. Four concepts have been presented at various times that may be worthy of consideration (Appendix A, Figure 7-7). The simplest of them would consist principally of disconnecting Talent Avenue to make it a cul-de-sac. During the development of the TSP, the City staff and Council fully considered this option and determined that the cul-de-sac option is not a viable long-term solution and therefore is not worthy of further consideration. Other options include relocating portions of Colver Road, Suncrest Road, and/or Talent Avenue. One or more traffic signals may be included in the project, but only if traffic signal warrants are met. Several key issues will need to be addressed during any analysis of potential solutions for this intersection. Among the issues to be addressed are: traffic signal warrants, intersection spacing requirements, the potential for exceptions to Statewide Planning Goals, traffic operations, truck and bus traffic, pedestrian and bicycle activity, traffic safety, and the potential diversion of traffic to other streets.

**Intersections of Highway 99 with Rapp Road, Rogue Valley Parkway, and Creel Road:**

Three different projects are included in the project list to address improvements at these intersections. These projects are listed as project numbers 10, 15, and 25. The projects are listed because there appears to be a reasonable possibility that warrants for installation of traffic signals may be met within the next twenty years. These projects are not currently included in the ODOT's State Transportation Improvement Program.

**Rogue River Parkway:** The extension of Rogue River Parkway from Talent Avenue to Highway 99 is proposed as a way to get truck traffic and other traffic destined for industrial areas off of the city's residential streets. Two projects are listed: number 13 and 14. One is to realign the intersection so that a standard four-leg intersection is created. The second project would create a new major collector street to serve the industrial lands.

**Multi-Modal Connections to the Bear Creek Greenway:** Three connections are proposed to the Bear Creek Greenway. The proposed northern connection is near Suncrest Road. The central connection is near the existing West Valley View Road bridge over Bear Creek. The southern connection is near Creel Road. Because of the sensitive environmental nature of these areas along Bear Creek, special efforts will be needed in the design of any facilities for these areas. The terrain and soil conditions will also be challenging. The connection to the Bear Creek Greenway path near West Valley View Road may involve modification of the existing bridge. For each of the proposed connections, the needs of both pedestrians and bicyclists will need to be considered. Due to environmental constraints or topography, connections for bicyclists may not be possible. In this case, only pedestrian access may be provided.

**Modernization of Interstate 5 Ramps and Freeway Bridge at Valley View Road:** Ramp exits and approaches are not designed to current standards. Valley View, a four-lane City arterial, is funneled onto a two-lane freeway bridge in a congested area that includes the Lynn Newbry Park entrance, RV Park entrance, gravel operation access and two freeway ramps. The northbound on- and off ramps require both tight turns and rapid speed changes to be negotiated safely. This project is considered long-term, and the TSP does not propose a specific design for the proposed modifications.

## **FUNDING OPTIONS AND FINANCIAL PLAN**

The TSP and priority project list also includes recommendations for funding of future transportation projects, and names likely financial partners for each of the priority projects (Appendix A, Chapter 6).

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## POLICIES AND IMPLEMENTATION STRATEGIES

The Transportation System Plan establishes Goals and Objectives for planning and developing transportation facilities for the City. This Element makes it the policy of the City to meet those goals and adopts the objectives as appropriate implementation strategies to that end. The Policies and Implementation Strategies stated here summarize the detailed policies adopted herein by reference, and included in full in Appendix A.

**POLICY 1: General Policy. It is the policy of the City of Talent to plan and develop transportation facilities in a way that provides a safe and efficient transportation system that reduces energy requirements, regional air contaminants and public costs and that provides for the needs of those not able or wishing to drive automobiles.**

### IMPLEMENTATION STRATEGIES:

1. Implement transportation goals established in the Transportation System Plan (TSP) and review and update the TSP during periodic review, or more frequently if necessary.
2. Time the construction of transportation facilities to coincide with community needs, and minimize impacts on existing development. Where possible, the timing of facility maintenance will be coordinated with other capital improvements to minimize cost and avoid extraordinary maintenance on a facility scheduled for reconstruction or replacement.
3. Implement transportation system and demand management measures, enhanced transit service, and improved bicycle and pedestrian facilities as the priorities for accommodating travel demand and relieving congestion in travel corridors before considering street widening projects.
4. Design and construct transportation facilities to minimize noise, energy consumption, neighborhood disruption, economic losses to the private or public economy and social, environmental and institutional disruptions, and to encourage the use of public transit, bikeways and walkways.
5. Consider aesthetics and landscaping in the design of the transportation system. Within the physical and financial constraints of the project, landscaping, and where appropriate, public art, shall be included in the design of the transportation facility. Various landscaping designs, suitable plants and materials shall be used by the City, private entities or individuals to enhance the livability of the area.
6. Include the safe movement of fire, medical and police vehicles as an integral part of the design and operation of the transportation system.
7. Coordinate transportation planning and construction efforts with County, regional, State and Federal plans.

8. Promote and encourage the development of the Talent Transportation Depot.

**POLICY 2: FINANCE.** It is the policy of the City of Talent to plan for and develop a transportation system for the talent urban area that is adequately funded to meet its current and future capital, maintenance and operations needs.

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

**IMPLEMENTATION STRATEGIES:**

1. Transportation system development charges (SDCs), as defined by Oregon Revised Statutes and City ordinances, will be collected by the City to offset costs of new development on area-wide transportation facilities. The City will continue to collect SDCs as an important and equitable funding source to pay for transportation capacity improvements.
2. Require those responsible for new development to mitigate their development's impacts to the transportation system, as authorized in the Talent Zoning Ordinance and Oregon Revised Statutes, concurrent with the development of the property.
3. Continue to set-aside one-percent of the City's allocation of State Highway Fuel Tax funds for creation of on-street bicycle and pedestrian facilities.
4. When the City agrees to vacation of a public right-of-way at the request of a property owner, include in the conditions of such agreement payment by the benefitted property owner of fair market value for the land being converted to private ownership, and place funds received for vacated lands in a trust fund for the acquisition of future rights-of-way.

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

**IMPLEMENTATION STRATEGIES:**

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

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

**IMPLEMENTATION STRATEGIES:**

1. Assuming no changes in State funding mechanisms, transportation system operations shall be funded primarily from the City's allocation of the State Highway Fuel Tax.
2. Pursue other funding sources to augment fuel tax funds to support future system operations.
3. Encourage the formation of local street lighting districts when a neighborhood proposes the installation or improvement of lighting facilities. Lighting District members assume or share the costs of capital improvements, maintenance and operations of their own lighting system. Entire subdivisions shall be served by a proposed lighting district whenever practicable to promote cost equity and reduce costs.
4. Continue to pursue federal, state and private grants to augment operations activities, especially in the planning and engineering functions.

**POLICY 3: LAND USE**

**IMPLEMENTATION STRATEGIES:**

1. Consider changes to the Talent Zoning Ordinance that will more effectively implement Comprehensive Plan goals that encourage mixed-use and high density development near the city center, and reduce private vehicle trips by increasing access to transportation alternatives.
2. Implement plans for both the traditional downtown area and the area designated for future downtown development that include mixed-use, high-density (where appropriate), transit-oriented and pedestrian-friendly design standards.
3. Reinforce the implementation of this transportation plan in land use decision making by preserving planned corridors for future auto, bicycle and pedestrian facilities specified in the TSP, by requiring subdivisions and site development plans to incorporate such corridors into their designs, as follows:
  - A. Adopt a new Subdivision and Land Partition Ordinance that includes simplified Planned Unit Development requirements, and that includes design standards and review criteria for adequate transportation facilities. Such provisions shall include, but are not limited to, connectedness between neighborhoods for vehicles, bicycles and pedestrians, access management standards, and street width and parking requirements.



- B. Revise the Talent Zoning Ordinance wherever appropriate, especially the articles regarding Off-Street Parking, Site Development Plan review and Conditional Use Permit review, to add or improve transportation-related design standards and review criteria. Such revisions shall include, but are not limited to, connectedness between neighborhoods for vehicles, bicycles and pedestrians, access management standards, and street width and parking requirements.
1. Coordinate land use planning with transportation planning by including the City Administrator, Traffic Committee, Public Works Director, City Engineer, Fire Department and Police Department in the preapplication conference, and inviting their suggestions for design improvement and conditions of approval.
2. Coordinate land use planning for properties with access onto Highway 99 and Valley View Road, and other projects large enough to impact traffic counts on those roads, with the Oregon Department of Transportation by including their representative in preapplication conferences and inviting their suggestions for design improvement and conditions of approval.

**POLICY 4: TRANSPORTATION SYSTEM MANAGEMENT.** It is the policy of the City of Talent to maximize the efficiency of the existing surface transportation system through sound management techniques and facility improvements.

*Objective 1: A system of traffic control devices maintained and operated at an optimal level of service and efficiency, that is consistent with existing funding levels.*

**IMPLEMENTATION STRATEGIES:**

1. Continue to modernize the signal system and improve its coordination and efficiency by employing a traffic signal timing plan that will maximize the efficiency as new signals are added to the system.
2. Conduct regular and preventative maintenance on any signals within the City's inventory, to prevent traffic delays and congestion due to avoidable malfunctions.
3. Regularly maintain all City traffic control devices including regulatory and warning signs, informational (street name and directional) signs, and other markings.

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

1. When considering ways to increase capacity and relieve congestion on a street, give the physical improvement of intersections a higher priority in the design process than general street corridor widenings.
2. Where on-street parking is permitted on a congested arterial street, give first priority to removing on-street parking as a means of enhancing the capacity of the facility,

except on arterial streets within the central business district, where parking will not be removed.

3. Work with RVTD to plan for and develop bus bays on congested arterial streets as a means of facilitating traffic flow during peak travel periods.

## **POLICY 5: ACCESS MANAGEMENT**

**FINDINGS:** To maintain a productive relationship with ODOT, particularly for the purpose of promoting future improvements to Highway 99, the City needs to manage street access in a way consistent with ODOT standards. To the extent possible, access should be provided to intersecting streets rather than the highway. To the extent that Talent's land use policies support such actions, the implementation of access measures on the state highway system will be easier. Land use policies that support the state's access management policies will reduce the cost of improvement projects, increasing the likelihood that such improvements will be included in the State Transportation Improvement Program.

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

### **IMPLEMENTATION STRATEGIES:**

1. Develop and adopt specific access management standards to be contained in the *Department of Public Works Standard Details*, based on the principles of A) minimizing points of access on collector and arterial streets, B) avoiding conflicts between new points of access with existing or planned signalized intersections, C) sharing access onto arterial streets to the fullest extent practicable, and D) spacing of access points based on street classification.
2. Incorporate access management standards into all of its arterial street design projects, using measures including, but not limited to, construction of raised median, driveway consolidation, driveway relocation, and closure of local street access to the arterial.
3. Consider developing access management projects for congested arterials to help improve safety and traffic flow, including, but not limited to, construction of raised medians, driveway consolidation, driveway relocation, and closure of local street access to the arterial.
4. Maintain carrying capacity and safety of pedestrian, bicycle, public transit and motor vehicle movement on arterials and collectors through driveway and curb cut consolidation or otherwise reducing the number of access points.
5. Discourage direct driveway access onto streets designated as collectors and arterials whenever an economically feasible alternative exists or can be made available.
6. Require project design that combines multiple driveway accesses to a single point in

a residential and commercial development.

**POLICY 6: TRANSPORTATION DEMAND MANAGEMENT.** It is the policy of the City of Talent to reduce the demands placed on the current and future transportation system by the single-occupant automobile.

*Objective 1: The City of Talent shall encourage the use of alternative travel modes by serving as an institutional model for other agencies and businesses in the community.*

**IMPLEMENTATION STRATEGIES:**

1. Consider incentives for the use of alternative transportation modes among City employees and provide information on alternative transportation modes to set a positive example in favor of transit and other transportation alternatives.
2. Consider allowing telecommuting, flexible schedules and compressed work-week options when feasible, as a way of reducing travel demand.

*Objective 2: The City shall work towards reducing the vehicle miles traveled (VMT) in the Talent Urban Area by assisting individuals in choosing alternative travel modes.*

**IMPLEMENTATION STRATEGIES:**

1. Encourage major employers to allow work arrangements providing an alternative to the 8-to-5 work schedule, including, but not limited to, flex-time programs, staggered work hours, and compressed work weeks.
2. Encourage major employers to allow telecommuting where feasible.
3. Encourage ridesharing by making ridesharing more convenient for the City and major employers.
4. Encourage major employers to work with RVTD to adopt trip reduction goals designed to reduce site vehicular trip generation.

**POLICY 7: PARKING.** It is the policy of the City of Talent to ensure that the urban area has an appropriate supply of parking facilities that supports the goals and objectives of this plan.

*Objective 1: The City will define an appropriate role for on-street parking facilities.*

**IMPLEMENTATION STRATEGIES:**

1. Manage the supply, operations and demand for parking in the public right-of-way to encourage economic vitality, traffic safety and livability of neighborhoods.

2. Recognize that provision of on-street parking is second in priority to the needs of the travel modes (i.e., vehicle, transit, bicycle, pedestrian) using the street right-of-way, except where abutting properties have no ability to provide their own off-street parking, or where on-street parking is needed to support an existing business district.
3. Where practical, consider removal of existing on-street parking in preference to widening streets for additional travel lanes, except for streets within the central business district. Mitigate the impact of parking removal where off-street parking is limited by encouraging shared parking and developing public parking.
4. Evaluate parking space size requirements to provide a reasonable balance between spaces for large and small cars.
5. Provide on-street carpool and vanpool parking spaces in those areas where demand exists.

***Objective 2: The City of Talent shall promote economic vitality and neighborhood livability by requiring an appropriate supply of off-street parking facilities.***

1. Require new development to provide or have access to, an appropriate supply of off-street parking to minimize the negative impacts to surrounding residential neighborhoods or other nearby land uses.
2. Consider establishing lower minimum parking requirements in their current zoning codes to encourage in-fill development, shared parking facilities, and the use of alternative travel modes.
3. Consider adopting maximum parking requirements in the current zoning code to reduce the amount of off-street parking supply provided by new businesses.
4. Require that the location of major activity centers shall be accessible by transit, and shall meet their parking demand through a combination of shared, leased, and new off-street parking facilities.
5. Encourage sharing of existing and future parking facilities by various nearby businesses.
6. Continue to require effective landscaping throughout continuous paved parking areas to provide shading, screening and buffering aesthetics, and consider adopting drainage standards to increase percolation of water into the groundwater table.

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

**IMPLEMENTATION STRATEGIES:**

1. In consideration of State Goals for encouraging alternative transportation modes,

carefully monitor how new lands are designated in the Talent Comprehensive Plan to achieve a decrease in the parking supply per capita for commercial, industrial, and institutional lands over the next 20 years.

2. Take into account the impacts on overall parking supply and Transportation Planning Rule compliance when any significant expansion in the supply of commercial, industrial, or institutional designated land is considered.
3. Inventory parking spaces available and shall set up a process for updating the parking space inventory.

**POLICY 8: STREETS. Provide a comprehensive system of streets and highways that serves the mobility and multi-modal travel needs of the talent urban area.**

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

**IMPLEMENTATION STRATEGIES:**

1. Fulfill the City's system-wide travel capacity needs through the use of multiple travel modes within public rights-of-way.
2. Continue to improve the City street system as a grid network of arterial streets and highways that link the central core area and major industry with regional and statewide highways.
3. Continue to improve the City's street system as a network of collector streets that connect local traffic to the arterial street system.
4. Classify streets and highways within the Talent urban area based on how they will function within the overall system.
5. Periodically review and revise street design standards, considering incorporating traditional neighborhood design elements including, but not limited to, planting strips, minimum necessary curb radius, alleys, and skinny streets in the design standards.
6. Design local streets to be narrow enough to facilitate pedestrian crossing, discourage through traffic, and reduce speeds, without compromising emergency access.
7. Integrate traffic calming techniques into city street design standards to reduce automobile speeds within new and existing neighborhoods.
8. Maintain street surfaces to achieve maximum pavement life so that road conditions are good and pavement maintenance costs are minimized.
9. Prohibit development of new unpaved roads.

10. Discourage new development on unpaved roads.
11. Discourage cul-de-sac or dead-end street designs whenever an interconnection alternative exists. Encourage development of a modified grid street pattern to connect new and existing neighborhoods.
12. Require street dedications as a condition of land development.
13. Require improvements to streets in addition to those in or abutting a development as a condition of approval of subdivisions and other intensifications of land use whenever feasible.

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

#### **IMPLEMENTATION STRATEGIES:**

1. Design its streets to safely accommodate pedestrian, bicycle and motor vehicle travel.
2. Design arterial and collector street intersections to promote safe and accessible crossings for pedestrians and bicyclists, incorporating measures to make pedestrian crossings convenient, and minimizing barriers to pedestrian mobility.
3. Incorporate left-turn pockets into the design of intersections of arterial streets with other arterial and collector streets, as well as collector streets with arterials and other collectors.
4. Use the City of Talent Standard Details as the basis for all street design within the Talent urban area.
5. When designing new or improvement projects, apply the street design standard that most safely and efficiently provides motor vehicle capacity appropriate for the functional classification of the street.
6. Incorporate safely designed, aesthetic features into the streetscape of public rights-of-way, including, for instance, street trees, shrubs, and grasses; planting strips and raised medians, street furniture, planters, special lighting, public art, and/or non-standard paving materials.
7. When existing streets are widened or reconstructed, design improvements to the adopted street design standards for the appropriate street classification, with consideration to adjustments necessary to avoid existing topographical constraints, historic properties, schools, cemeteries, existing on-street parking and significant cultural features.
8. Affected neighborhoods shall be invited to review proposed designs before

construction begins.

9. Control access location and spacing on arterial and collector streets to maintain the utility of the public right-of-way for the mobility of all users.

***Objective 3: The City will continue to promote traffic safety by enforcing clear vision area regulations applicable to public and private property located at intersections. The existing clear vision area ordinance shall be reviewed and revised as needed to ensure that fences, hedges, foliage and other landscaping features do not obstruct the line of sight or drivers and cyclists entering intersections.***

**IMPLEMENTATION STRATEGIES:**

1. Work with other federal, state and local government agencies to promote traffic safety education and awareness, emphasizing the responsibilities and courtesies required of drivers and cyclists.
2. Continue to work to increase traffic safety by actively enforcing the City and State motor vehicle codes.
3. Prioritize funding and constructing street projects that address identified vehicular, bicycle, and pedestrian safety problems over projects that simply increase capacity, or projects that clearly address both safety and capacity.
4. Continue to enforce regulations requiring private property owners to maintain vision areas adjacent to intersections and driveways clear of fences, landscaping, and foliage that obstruct the necessary views of motorists, bicyclists, and pedestrians.
5. Develop a process for identifying and addressing areas prone to traffic accidents.

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

**IMPLEMENTATION STRATEGIES:**

1. Select street improvement projects based upon the priority list included in this element, and detailed in Appendix A. Prioritize improvement projects based on consideration of improvements to safety, relief of existing congestion, response to near-term growth, system-wide benefits, geographic equity, and the availability of funding.
2. Design street improvement projects to maximize the longevity of capital investments by prioritizing 1) meeting existing travel demand and 2) accommodating anticipated travel demand for the next 20 years, for each facility.
3. Survey new arterial and collector street alignments after their adoption in the Talent Transportation System Plan to implement preservation of land for public rights-of-way and to advise property owners and citizens where future expansions of the

street system will occur.

4. Involve representatives of affected neighborhood associations and citizens in an advisory role in the design of street improvement projects.

***Objective 5: A street system that is improved to accommodate travel demand created by growth and development in the community.***

#### **IMPLEMENTATION STRATEGIES:**

1. Require Traffic Impact Analysis as part of land use development proposals of a certain size or intensity ( threshold to be established by ordinance) to assess the impact that the development will have on the existing and planned transportation system.
2. Require new development to make reasonable site-related improvements to connecting streets where capacity is inadequate to serve the development.
3. Collect Street System Development Charges (SDCs) and any other street fees that are established by the City to fund improvements to the street system, as prioritized in this plan.

**POLICY 10: PEDESTRIAN.** It is the policy of the City of Talent to provide a comprehensive system of connecting sidewalks and walkways that will encourage and increase safe pedestrian travel.

***Objective 1: The City of Talent shall create a comprehensive system of pedestrian facilities.***

#### **IMPLEMENTATION STANDARDS**

1. Continue to inventory and map existing pedestrian facilities.
2. Establish a Sidewalk Construction Program to complete the pedestrian facility network.
3. Develop sidewalks and walkways in a way that supports access to transit stations/stops and multi-use paths, activity centers and business districts.
4. Clarify the subdivision ordinance and the site development plan review ordinance to Include sidewalk and pedestrian access construction as a condition of approval for all new development, to the fullest extent practicable.
5. Include marked crosswalks at all signalized intersections, near schools, in commercial areas, and at other high volume pedestrian locations.
6. The location and design of sidewalks shall comply with the requirements of the



Americans with Disabilities Act.

7. Require pedestrian and bicycle easements to connect neighborhoods and reduce vehicle trips and modify the street vacation process so pedestrian and bicyclist through-access is maintained.
8. Require pedestrian connections between adjacent developments when roadway connections cannot be provided.
9. Establish evaluation criteria for prioritizing sidewalk projects.
10. Identify a systematic approach to filling gaps in the sidewalk system.

*Objective 2: Mixed-use development that encourages pedestrian travel by including housing close to commercial and institutional activities will be encouraged. As the zoning ordinance is updated, existing provisions for mixed-use development shall be reviewed to consider changes that will increase opportunities and incentives for mixed-use development.*

**IMPLEMENTATION STRATEGIES:**

1. Establish standards for the maintenance and safety of pedestrian facilities, including removal of hazards and obstacles to pedestrian travel, and maintenance of benches and landscaping.
2. Consider zoning changes in appropriate areas to allow mixed land uses that promote pedestrian travel.
3. Encourage efforts to promote the health, economic, and environmental benefits of walking for the individual and community.
4. Encourage the development of a connecting, multi-use trail network, using linear corridors including, but not limited to: Bear Creek, Wagner Creek, utility easements, and rail lines, that complement and connect to the sidewalk system.
5. Provide sidewalks and other amenities to make pedestrian access to bus stops easier.

*Objective 3: The City of Talent shall encourage education services and promote safe pedestrian travel to reduce the number of accidents involving pedestrians.*

**IMPLEMENTATION STRATEGIES:**

1. Encourage schools, safety organizations, and law enforcement agencies to provide information and instruction on pedestrian safety issues, including educating all roadway users of their privileges and responsibilities when driving, bicycling and walking.
2. Enforce pedestrian safety laws and regulations to help increase safety.

3. Work toward the completion of the street lighting system on all arterial and collector streets. Encourage property owners to provide street lighting through creation of neighborhood street lighting districts to fund street lighting on local streets.
4. Separate pedestrian traffic from auto traffic in parking lots.

**POLICY 11: TRANSIT.** It is the policy of the City of Talent to promote planning and construction of a transit system that provides convenient and accessible transit services to the citizens of the Talent urban area.

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

**IMPLEMENTATION STRATEGIES:**

1. Work with the local transit provider to encourage them to route transit services in a way that provides service coverage within a ¼ mil walking distance of Talent residences and businesses to the extent practicable.
2. Encourage transit-supportive land uses, such as mixed uses, multiple-family, and employment centers located near transit corridors to encourage accessibility and increased ridership.
3. Through the zoning and development regulations, Continue to facilitate accessibility to transit services through transit-supportive streetscape, subdivision, and site design requirements that promote pedestrian connectivity, convenience and safety.
4. Include the consideration of transit operations in the design and operation of street infrastructure wherever it is appropriate.
5. Support the continued development and implementation of accessible fixed-route and appropriate complementary paratransit services.
6. Encourage connectivity between different travel modes, particularly the Talent Transportation Depot and park-and-ride facilities that is designed to be accessible by pedestrian, bicycle, bus and automobile travel modes.
7. Cooperate with the local transit provider to identify and include features beneficial to transit riders and transit district operations when developing plans for roadway projects.
8. Support the local transit providers efforts to provide pleasant, clean, safe, comfortable shelters along transit lines.
9. Install bike racks or lockers at transit stops when adequate financial resources are available.

10. Identify park and ride, bike and ride, and walk and ride lots in Talent to support ridesharing.

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

1. Encourage rideshare programs and employer-based incentives such as subsidized transit passes and guaranteed ride home programs.
2. When possible, help RVTD market rideshare programs and other transportation demand efforts (TDM) efforts.
3. Encourage promotional and educational activities that encourage school children and people who own cars to use public transit.

**POLICY 12: AVIATION. It is the policy of the City of Talent to support regional efforts to provide reliable air transit and transport.**

**IMPLEMENTATION STRATEGIES:**

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

**POLICY 13: RAIL. It is the policy of the City of Talent to support regional efforts to provide reliable rail transit and transport.**

**IMPLEMENTATION STRATEGIES:**

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

City of Talent  
Comprehensive Plan

Element D: Transportation  
Appendix

# Transportation System Plan

Adopted: April 2000  
(Ord. no. 680)

Update Adopted: March 2007  
(Ord. no. 822)

This Plan was originally developed using Transportation Growth Management (TGM) Program funds.  
The Planning Commission, the Traffic Safety & Transportation Commission, and City staff  
developed the 2007 update.



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**APPENDICES**

Appendix A: List of Technical Memoranda  
Appendix B: City of Talent Street Inventory Tables

## CHAPTER 1: INTRODUCTION

The Talent Transportation System Plan (TSP) guides the management of existing transportation facilities and the design and implementation of future facilities for the next 20 years. This TSP constitutes the transportation element of the city's comprehensive plan and satisfies the requirements of the Oregon Transportation Planning Rule (TPR).

### PLANNING AREA

The TSP's planning area includes the City of Talent and the area within the city's urban growth boundary (UGB). Talent is also a member of the Rogue Valley Metropolitan Planning Organization (RVMPO).

Talent and the surrounding area constitute a small but rapidly growing community. In recent years, a water supply problem has had a dramatic impact on the actual growth. Following the resolution of this issue, rapid development can again be anticipated.

Talent is located between Medford and Ashland on the I-5 and Highway 99 corridor. The City of Phoenix is the nearest community to Talent's north boundary. The City of Ashland is to the south.

Initially, Talent developed parallel to the highway and the railroad tracks, resulting in a slightly skewed alignment from a true north-south and east-west orientation. The newer portions of the town have developed with a north-south and east-west orientation.

The railroad tracks are the most significant disruption to the continuity of the grid street pattern. Much of the newer residential development and the schools are on the west side of the railroad tracks. Limited railroad crossings are present. The most important are: Colver Road, Main Street, Wagner Street, and Rapp Road.

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

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

Public transit within the Talent planning area includes buses operated by the Rogue Valley Transportation District (RVTID).

The challenge for the future of the Talent area is to provide a transportation system that will accommodate growth without the traffic problems that often accompany rapid growth. Appropriate planning while Talent is still relatively small will provide the opportunity to avoid the transportation problems that plague many cities.

## **PLAN ORGANIZATION**

The Talent TSP was developed through a series of technical analyses combined with systematic input and review by the city staff, the Transportation Advisory Committee (TAC), and the Citizen Advisory Committee (CAC). Key elements of the process include:

- Establishing Committees to Assist with the Plan’s Development (Chapter 1).
- Reviewing Existing Plans, Policies and Standards (Technical Memorandum No. 1).
- Inventorying Existing Transportation Systems (Technical Memorandum No. 2 and Chapter 3).
- Evaluating Impacts of Land Use Alternatives (Chapter 5).
- Developing Population and Employment and Estimating Travel Needs (Technical Memorandum No. 3 and Chapter 6).
- Developing and Evaluating Alternatives (Technical Memorandum No. 4 and Chapter 6).
- Developing the Transportation System Plan and Projects (Chapter 7).
- Developing a Financing Program (Chapter 8).

### **Community Involvement**

Community involvement was an important part of developing the Talent TSP. Interaction with the community was achieved through the formation of a Technical Advisory Committee (TAC) and a Citizen Advisory Committee (CAC), publishing several newsletters, and holding open meetings. The key public meetings in the plan development process were conducted on January 14, 1999, April 13, 1999 and May 8, 1999. Newsletters created by the staff of the Rogue Valley Council of Governments were timed to correspond with these events.

The community involvement process was conducted by the staff of the City of Talent and by the staff of the Rogue Valley Council of Governments (RVCOG).

### ***2007 Update***

In 2007 the City updated this Appendix to include up-to-date data, to correct street classification discrepancies and include improved street and right-of-way width requirements with more rational implementation policies. Community involvement was limited to public hearings before the Planning Commission and City Council. Both bodies recommended that this TSP receive a more complete update around 2010 and bring it into line with the Regional Transportation Plan.

Planning Commission hearing date: 1 February 2007.

City Council hearings: 7 March and 21 March 2007; adoption date: 21 March 2007.

## CHAPTER 2: GOALS AND OBJECTIVES

In addition to the Goals and Objectives listed below, this Element adopts herein by reference the Goals and Objectives of the Rogue Valley Metropolitan Planning Organization's *Regional Transportation Plan, 2005-2030*.

### GENERAL TRANSPORTATION POLICIES

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

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

## FINANCE

Goal: A transportation system for the talent urban area that is adequately funded to meet its current and future capital, maintenance and operations needs.

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

### Policies:

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

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

### Policies:

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

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

1. Assuming no changes in State funding mechanisms, transportation system operations shall be funded primarily from the City's allocation of the State Highway Fuel Tax. Other funding sources should be pursued to augment the financial requirements of providing adequate future system operations.
2. The City shall encourage the formation of local street lighting districts when a neighborhood proposes the installation or improvement of lighting facilities. Lighting District members assume or share the costs of capital improvements, maintenance and operations of their own lighting system. Entire subdivisions shall be served by a proposed lighting district whenever practicable to promote cost equity and reduce costs.
3. The City shall continue to pursue federal, state and private grants to augment operations activities, especially in the planning and engineering functions.

## **LAND USE**

Goal: To encourage land uses that reduce reliance on single-occupancy motorized travel.

### Policies:

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



review criteria. Such revisions shall include, but are not limited to, connectedness between neighborhoods for vehicles, bicycles and pedestrians, access management standards, and street width and parking requirements.

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

## **TRANSPORTATION SYSTEM MANAGEMENT**

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

*Objective 1: A system of traffic control devices maintained and operated at an optimal level of service and efficiency that is consistent with existing funding levels.*

### Policies:

1. The City shall continue to modernize the signal system and improve its coordination and efficiency by ultimately connecting all of its signals to a centralized traffic control center. The City shall employ traffic signal timing plans that maximize the efficiency of the system given the particular travel demand during different time periods throughout the typical weekday and weekend day.
2. The City shall conduct regular and preventative maintenance on the signals within its inventory, to prevent traffic delays and congestion due to avoidable malfunctions.
3. The City shall regularly maintain all of the traffic control devices (signs and markings) within its inventory to minimize congestion and driver delay due to confusion. While priority shall always be given to regulatory and warning signs, informational (street name and directional) signs shall also be given proper maintenance.
4. The City shall consider the removal of traffic signals where they are no longer justified due to land use changes and the resultant change in traffic patterns.

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

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

## **ACCESS MANAGEMENT**

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

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

### Policies:

1. The City shall develop and adopt specific access management standards to be contained in the *Department of Public Works Standard Details*, based on the following principles:
  - A. Properties with frontage along two streets shall take primary access from the street with the lower classification.
  - B. Any one development along the arterial street system shall be considered in its entirety, regardless of the number of individual parcels it contains. Individual driveways will not be considered for each parcel.
  - C. Signalized access for private streets and driveways onto the major street system shall not be permitted within 1,320 feet (1/4 mile) of any existing or planned future signal.
  - D. Shared, mutual access easements shall be designed and provided along arterial street frontage for both existing and future development.

- E. The spacing of access points shall be determined based on street classification. Generally, access spacing includes accesses along the same side of the street or on the opposite side of the street. Access points shall be located directly across from existing or future access, provided adequate spacing results.
  - F. All access to the public right-of-way shall be located, designed, and constructed to the approval of the Public Works Director, or his designee. Likewise, variances to access management standards shall be granted at the discretion of the Public Works Director, or his designees.
2. The City shall incorporate access management standards into all of its arterial street design projects. Access management measures may include, but are not limited to, construction of raised median, driveway consolidation, driveway relocation, and closure of local street access to the arterial.
  3. Consistent with the City’s goal of improving mobility, the City shall consider developing access management projects for congested arterials to help improve safety and traffic flow. Access management projects may include, but are not limited to, construction of raised medians, driveway consolidation, driveway relocation, and closure of local street access to the arterial.
  4. The City shall maintain carrying capacity and safety of pedestrian, bicycle, public transit and motor vehicle movement on arterials and collectors through driveway and curb cut consolidation or reduction.
  5. The City shall discourage direct driveway access onto streets designated as collectors and arterials whenever an economically feasible alternative exists or can be made available.
  6. The City shall require design that combines multiple driveway accesses to a single point in a residential and commercial development.

## **TRANSPORTATION DEMAND MANAGEMENT**

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

*Objective 1: The City of Talent shall encourage the use of alternative travel modes by serving as an institutional model for other agencies and businesses in the community.*

### Policies:

1. The City shall serve as a leading example for other businesses and agencies by maximizing the use of alternative transportation modes among City employees through incentive programs. The City shall provide information on alternative

transportation modes and provide incentives for employees who use alternatives to the single-occupant automobile.

2. The City shall offer flexible schedules and compressed workweek options whenever feasible, as a way of reducing travel demand. The City shall allow employees to telecommute, whenever feasible.

*Objective 2: The City shall work towards reducing the vehicle miles traveled (VMT) in the Talent Urban Area by assisting individuals in choosing alternative travel modes.*

Policies:

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

**PARKING**

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

*Objective 1: The City will define an appropriate role for on-street parking facilities.*

Policies:

1. The City shall manage the supply, operations and demand for parking in the public right-of-way to encourage economic vitality, traffic safety and livability of neighborhoods. Parking in the right-of-way, in general, should serve land uses in the immediate area.
2. The provision of on-street parking is second in priority to the needs of the travel modes (i.e., vehicle, transit, bicycle, pedestrian) using the street right-of-way, except where abutting properties have no ability to provide their own off-street parking, or where on-street parking is needed to support an existing business district.
3. Where practical, existing on-street parking will be removed in preference to widening streets for additional travel lanes, except for streets within the central business district. Efforts will be made to mitigate the impact of parking removal in those areas

where abutting properties have no ability to provide their own adequate supply of off-street parking, or where on-street parking is needed to support an existing business district.

4. The City shall re-evaluate parking space size requirements due to the increased use of smaller cars.
5. In those areas where demand exists, an adequate supply of on-street carpool and vanpool parking spaces shall be provided. The location of these spaces shall have preference over those intended for general-purpose on-street parking.

*Objective 2: The City of Talent shall promote economic vitality and neighborhood livability by requiring an appropriate supply of off-street parking facilities.*

1. To avoid the negative impacts to surrounding residential neighborhoods or other nearby land uses, new development must provide, or have access to, an appropriate supply of off-street parking.
2. The City shall consider establishing lower minimum parking requirements in their current zoning codes to encourage in-fill development, shared parking facilities, and the use of alternative travel modes.
3. The City shall consider adopting maximum parking requirements in the current zoning code to reduce the amount of off-street parking supply provided by new businesses.
4. The location of major activity centers shall be accessible by transit, and shall meet their parking demand through a combination of shared, leased, and new off-street parking facilities.
5. The City shall encourage sharing of existing and future parking facilities by various nearby businesses.
6. The City shall continue to require effective landscaping throughout continuous paved parking areas to provide shading, screening and buffering aesthetics, and shall consider standards for percolation of water into the groundwater table.

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

1. The City of Talent shall carefully monitor how new lands are designated in the Talent Comprehensive Plan to achieve a decrease in the parking supply per capita for commercial, industrial, and institutional lands over the next 20 years.

2. Impacts on overall parking supply and Transportation Planning Rule compliance shall be taken into account when any significant expansion in the supply of commercial, industrial, or institutional designated land is considered.
3. The City shall inventory the parking spaces available and shall set up a process for updating the parking space inventory.

## **STREETS**

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

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

### Policies:

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

11. The City shall discourage cul-de-sac or dead-end street designs whenever an interconnection alternative exists. Development of a modified grid street pattern shall be encouraged for connecting new and existing neighborhoods during subdivisions, partitions, and through the use of the Street Dedication Map.
12. The City shall require street dedications as a condition of land development.
13. Improvements to streets in addition to those in or abutting a development may be required as a condition of approval of subdivisions and other intensification of land use.

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

Policies:

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

cultural features. The design of the street shall be sensitive to the livability of the surrounding neighborhood.

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

*Objective 3: The City will continue to promote traffic safety by enforcing clear vision area regulations applicable to public and private property located at intersections. The existing clear vision area ordinance shall be reviewed and revised as needed to ensure that fences, hedges, foliage and other landscaping features do not obstruct the line of sight or drivers and cyclists entering intersections.*

Policies:

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

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

Policies:

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



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

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

*Objective 5: A street system that is improved to accommodate travel demand created by growth and development in the community.*

Policies:

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

**BICYCLE**

Goal: To facilitate and encourage the increased use of bicycle transportation in talent by assuring that convenient, accessible and safe cycling facilities are provided.

*Objective 1: The City of Talent will create a comprehensive system of bicycle facilities.*

Policies:

1. The City of Talent recognizes bicycle transportation as a necessary and viable component of the transportation system, both as an important transportation mode, and as an air quality improvement strategy.
2. The Bicycle Element of this plan serves as the Talent Bicycle Master Plan.
3. The City of Talent shall progressively develop a linked bicycle network, focusing on the arterial and collector street system, and concentrating on the provision of bicycle lanes, to be completed within the planning period (20 years). The bikeway network will serve bicyclists needs for travel to employment centers, commercial districts, transit centers, institutions and recreational destinations.
4. The City of Talent shall use all opportunities to add bike lanes in conjunction with road reconstruction and restriping projects on collector and arterial streets.
5. The City of Talent shall assure that the design of streets and public improvement projects facilitates bicycling by providing proper paving, lane width, traffic control, storm drainage grates, striping, signage, lighting, etc.
6. The City of Talent shall assure regular maintenance of existing bicycle facilities, and take actions to improve crossings at railroads, creeks, major streets.
7. The City of Talent shall assure the provision of bicycle racks and/or shelters at critical locations within the downtown and other locations where publicly provided bicycle parking facilities are called for.
8. The City of Talent shall actively work with ODOT to improve bicycling on State Highway 99 within Talent.
9. The City of Talent shall support the local transit provider in their efforts to facilitate bikes on buses and bicycle facilities at transit stations and stops.
10. The City of Talent shall give priority to bicycle traffic over parking within public rights-of-way designated on the Bicycle Master Plan or otherwise determined to be important bicycling routes.
11. The City of Talent shall encourage bicycle recreation.
12. The City shall require pedestrian and bicycle easements to provide neighborhood connectors and reduce vehicle trips. The City shall modify the street vacation process so pedestrian and bicyclist through access is maintained.
13. The City shall require sidewalks and pedestrian access in all new developments.
14. The City shall require secure, sheltered bicycle parking in business developments, institutions, duplexes and multi-family developments.
15. The City shall coordinate bicycle planning efforts with Jackson County and the Jackson County Bicycle Master Plan.

*Objective 2: The City will promote bicycle safety and awareness.*

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

## **PEDESTRIAN**

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

*Objective 1: The City of Talent shall create a comprehensive system of pedestrian facilities.*

### Policies:

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

*Objective 2: Mixed-use development that encourages pedestrian travel by including housing close to commercial and institutional activities will be encouraged. As the zoning code is updated, existing provisions for mixed-use development shall be reviewed to consider changes that will increase opportunities and incentives for mixed-use development.*

Policies:

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

*Objective 3: The City of Talent shall encourage education services and promote safe pedestrian travel to reduce the number of accidents involving pedestrians.*

Policies:

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

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

## **TRANSIT**

Goal: A transit system that provides convenient and accessible transit services to the citizens of the talent urban area.

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

### Policies:

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

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

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

## **AVIATION**

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

## **RAIL**

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



## **CHAPTER 3: TRANSPORTATION SYSTEM PHYSICAL INVENTORY**

### **INVENTORY REVIEW**

An inventory of the existing transportation system in Talent was conducted as part of the Transportation System Planning process. This inventory includes the street, pedestrian, bikeway, public transportation, rail, air, water and pipeline systems. This chapter provides a complete inventory of the transportation systems within the City of Talent Urban Growth Boundary (UGB).

The inventory data comes from a variety of sources. During January and February of 1999, all streets within Talent's UGB were physically inventoried by the City of Talent Public Works Department. The combination of the physical inventory and previous street inventories provided all the data contained within the street inventory tables found in the appendices of this document. The Rogue Valley Transportation District provided information related to transit service provided in the Talent area.

### **STREET SYSTEM**

Several jurisdictions, including the Oregon Department of Transportation (ODOT), Jackson County and the City of Talent maintain portions of the existing street system within the study area. The City of Talent Public Works Department conducted a comprehensive inventory of all arterial, collector and local streets, as well as identifying privately maintained streets within the City's UGB.

#### **State-Maintained Highways**

Within the planning area, ODOT maintains Interstate 5 (I-5) and Highway 99. I-5 is a well-maintained, four-lane divided freeway with a posted speed of 65 miles per hour in the Talent area. It is classified by the 1999 Oregon Highway Plan as having interstate significance and serves as the primary through north and south route for traffic traveling through the area.

Paralleling I-5, Highway 99 serves as another north-south access through the Talent area and is classified in the 1999 Oregon Highway Plan as having regional significance and is classified as a District Highway. The cross section of Highway 99 is four lanes in Talent. The posted speed on Highway 99 throughout the Talent area is 45 mph. Within Talent, Highway 99 is referred to as the Rogue Valley Highway and the South Pacific Highway.

#### **County-Maintained Roads**

Jackson County maintains several roads within the Talent UGB, including Colver Road, a portion of Talent Avenue, and a portion of West Valley View Road. The street inventory tables in the appendices of this TSP specify streets maintained by Jackson County.



### City-Maintained Roads

The City of Talent maintains a complex network of streets. The cross sections range from two to five lanes and the posted speed ranges between 20 to 40 mph. John Street is the only one-way street in Talent. There are four railroad public crossings in Talent. None of the crossings are grade-separated. The crossing at Wagner is controlled by stop signs only; while the crossings at Main, Colver and Rapp are controlled by cross-arms.

### Privately Maintained Roads

There are many streets in Talent that are maintained privately. Several of these streets are specifically listed in the street inventory tables as privately maintained streets. However, there are numerous other privately maintained streets within Talent. Many of these privately maintained streets are not named, hindering a tabular description of these private roads. *All other streets within the Talent UGB that are not specifically listed in the Talent Street Inventory tables are privately maintained.* The exception being City-acknowledged planned streets and City-acknowledged future street connections.

### Existing Traffic Control

The following intersections have traffic signals: Highway 99 and West Valley View Road; West Valley View Road near Mountain View Drive; Highway 99 and Suncrest Road/Colver Road; and Highway 99 and E. Rapp Road.

### Street Inventory Tables

The street inventory tables are contained in the appendices of this TSP. The data within the inventory tables were obtained through a combination of the physical inventory and previous Talent Street Inventory documents. The street inventory tables include each street within the City of Talent’s jurisdiction as well as county and state maintained facilities. Additionally, a few of the “named” private streets are included in the street inventory tables.

The right-of-way widths were obtained from the Jackson County Assessor’s maps. Pavement widths were obtained from the Talent Public Works Department. Presence of parking; presence, location and condition of sidewalks; presence, location and conditions of bicycle lanes; and posted speeds were obtained during the physical inventory process. The pavement condition rating was also obtained during the physical inventory process according to methods specified in the 1994 ODOT Pavement Rating guide. The classification of streets reflects the classification scheme identified during the TSP process.

Table 3-1. Talent Streets in Very Poor Condition

Street	From	To	Functional Classification
2 <sup>nd</sup> Street, South	Bain Street	Main Street	Local
David Way	Lithia Way	Segment End	Local
Foss Road	Wagner Creek Road	City Limit (South)	Local
Front Street	N. of Main Street	City Limit (North)	Minor Collector

Lani Way (East)	Talent Avenue	Lithia Way	Local
Lithia Way	Lani Way (East)	David Way	Local
New Street	Talent Avenue	Highway 99	Local
Suncrest Road	Highway 99	Autumn Ridge Dr.	Major Collector
Wagner Butte Avenue	South 2 <sup>nd</sup> St.	Madison St.	Local

Table 3-2. Talent Streets in Poor Condition

Street	From	To	Functional Classification
1 <sup>st</sup> Street, South	Wagner Avenue	Main Street	Local
2 <sup>nd</sup> Street, South	Wagner Avenue	Bain Street	Local
2 <sup>nd</sup> Street, North	Main Street	Segment End	Local
4 <sup>th</sup> Street	West	Segment End	Local
Alpine Way	Lithia Way	Talent Avenue	Local
Bain Street	Wagner Avenue	1 <sup>st</sup> Street	Local
Belmont Road	Talent Avenue	UGB	Major Collector
Christian Avenue	Wagner Creek Road	Segment End	Local
Creel Road	Highway 99	Talent Avenue	Major Collector
Front Street	Wagner Street	Main Street	Minor Collector
Frost Lane	Wagner Creek Road	City Limit, south	Local
Gibson Avenue	Lapree Street	Colver Road	Local
Hilltop Road	Talent Avenue	UGB	Local
Lithia Way	Faith Circle	Alpine Way	Local
Main Street	Wagner Creek Road	2 <sup>nd</sup> Street	Major Collector
Meadow Slope Drive	Talent Avenue	Deborah	Local
Roy Street	Lapree Street	Sunny Street	Local
Suncrest Road	Autumn Ridge Drive	City Limit	Major Collector
Sunny Street	Roy Street	Talent Avenue	Local
Talent Avenue	New Street	Colver Road	Minor Arterial
West Street	Main Street	2 <sup>nd</sup> Street	Local

## PEDESTRIAN SYSTEMS

### Pedestrian System Along Streets

The City of Talent sidewalk system varies widely from neighborhood to neighborhood. Most of the newer subdivisions have complete sidewalk systems. The sidewalk network is intermittent in the downtown area.

Table 3-3. Arterial and Collector Streets Segments without Any Sidewalks

Street Segment	From	To	Classification
Highway 99	Rapp Rd.	South UGB	Major Arterial (District Highway)
Main Street	Wagner Creek Rd.	2 <sup>nd</sup> Street	Major Collector
Talent Avenue	Rogue River Pkwy.	South UGB	Major Collector
Talent Avenue	North UGB	Lapree St.	Major Collector
Wagner Creek Rd.	Christian Avenue	Wagner Street	Major Collector
West Valley View Road	Highway 99	Talent Avenue	Minor Arterial

The City of Talent Street Inventory tables in the appendices of this TSP also catalog the presence and conditions of sidewalks for each of the street segments inventoried.

## BICYCLE SYSTEM

### Bicycle System Along City Streets

Bicycle facilities within Talent are limited. Portions of Talent Avenue and Main Street have striped bikelanes. Wagner Street, Rapp Road (from Hwy. 99 to Talent Avenue), and Creel Road are due to have them in 2006-07. Talent Avenue’s bikelanes will extend to Creel Road in 2007. Highway 99 will have bikelanes from the north UGB to Rapp Road by Fall 2006.

The following arterial and collector street segments do not have bicycle facilities on either side:

Table 3-4. Arterial and Collector Streets Segments without Bicycle Facilities

Street Segment	From	To	Classification
Creel Road	Highway 99	Talent Avenue	Major Collector
Highway 99	Rapp Rd.	South UGB	Major Arterial
Rapp Road	Highway 99	Wagner Creek Road	Major Collector
Suncrest Road	Highway 99	City Limit	Major Collector

Talent Avenue	Rogue River Pkwy	South UGB	Major Collector
Talent Avenue	North UGB	Lapree Street	Minor Arterial
Wagner Creek Road	Rapp Road	Wagner Avenue	Major Collector
Wagner Street	Talent Avenue	Wagner Creek Road	Collector
West Valley View Rd.	City Limit (East)	UGB	Major Arterial
West Valley View Rd.	Talent Avenue	Highway 99	Minor Arterial

## MULTI-USE PATHS

### Designated Paths

The Bear Creek Greenway is the only multi-use path in the vicinity of Talent. The Greenway is located between I-5 and Highway 99 in the Talent area. A potential multi-use path along Wagner Creek is mentioned in the Talent Comprehensive Plan.

### Informal Paths

The informal paths network represents all unimproved pedestrian and bicycle paths in the City of Talent. It is human nature for individuals to find the shortest route to their destination. Many informal paths exist between subdivisions, commercial areas, and along creeks and parks. Users are a diverse group which include local students as well as others who do not have access to autos. The purpose of the inventory is to officially document these paths and recognize them as viable transportation corridors. The City of Talent is committed to improving connectivity and the informal paths present future opportunities to meet this goal. The Informal Paths Map in this section provides a graphic depiction of recognized informal paths. The informal path “inventory” was conducted in June 1999.

## PUBLIC TRANSPORTATION

### Rogue Valley Transportation District (RVTD)

RVTD provides public transportation to the Talent area. RVTD Route 10 passes through Talent along Talent Avenue. The route connects Talent to the Cities of Phoenix, Medford, Central Point and Ashland. There are 10 stops on the southbound route to Ashland and 12 stops on the northbound route to Medford.

There are three bus shelters at stops in Talent. RVTD has secured funding for five additional shelters in the Talent area.

Currently, service is provided Monday through Friday. The first bus leaves Front Street in Medford at 5:00 a.m. arriving in Talent at approximately 6:00 a.m. The last bus leave Front Street in Medford at 6:00 p.m. and goes through Talent around 7:20 p.m. Route 10 has a 30 minute service frequency.

Currently, bus fare is \$2.00 for full-paying passengers, with a reduced fare for seniors and youth (10-17 years old). SOU and RCC students do not pay fares when boarding. Persons enrolled in the Valley Lift program do not pay fares when boarding. Valley Lift monthly passes are \$38 for full fare and \$19 for reduced fare.

### **Valley Lift**

RVTID provides curb-to-curb service for people who are unable to use a regular lift-equipped bus because of a disability. This service is called the Valley Lift program. The service is intended only for those trips that an individual cannot make on the bus system. An application is required to determine when and under what circumstances the applicant can use the bus and when Valley Lift service is required. Anyone with a disability that prevents them from getting to or from a regular bus stop, or anyone who cannot independently board, ride or disembark from a regular lift-equipped bus is eligible for participation in the Valley Lift program.

### **Taxi Service**

There are two privately operated taxi services available to the Talent area in addition to a locally operated taxi service. All operators provide service 24 hours per day, seven days per week.

### **Bus Service**

There is no commercial bus service available in Talent. The closest Greyhound stop is located at the intersection of South Valley View and Highway 99 approximately 1½ miles from the southern city limit.

### **Rail Transportation**

The majority of the rail section was derived from the Regional Transportation Plan.

### **Freight Rail Service**

The former Southern Pacific Railroad Siskiyou Line runs from Springfield, Oregon to Black Butte, California with a total length of a little more than 300 miles of which about 250 miles are in Oregon. Steep grades and tight turns limit operating speeds, which mostly fall in the range of 25 to 35 miles per hour. Forty-three miles of track is limited to an operating speed of only ten miles per hour. In recent years, the Southern Pacific carried about 12,000 cars annually on the Siskiyou Line. According to the *1994 Oregon Rail Freight Plan*, Jackson County accounted for less than one million tons in 1992.

In June 1995, the Siskiyou line was taken over by the Central Oregon & Pacific (CORP). Service has been increased and is now being offered six days per week. Service increases have led to increases in cars to a rate of approximately 28,000 cars per year.

The CORP is undertaking an aggressive maintenance program and is trying to increase operating speeds to 25 miles per hour and to ease some of the height restrictions currently in

place on the line. Loan guarantees by the Federal Railway Administration are being sought to help fund maintenance needs.

Rail service provides specific advantages for various bulk commodities or loads longer than those normally permitted on highways. Lumber and other wood products are the principal commodities transported over the Siskiyou Line. Even with recent increases in railroad traffic, the total volume of rail freight is far less than the highway freight tonnage for the region. The combined highway and rail freight tonnage in the I-5 corridor alone is estimated at 25 million tons annually. The rail freight portion accounts for between 5 and 10 percent of this total in the I-5 corridor.

### **Passenger Rail Service**

Passenger rail service is not available in Talent or between Eugene and Medford. North-south rail passenger service in the California-Oregon-Washington corridor are provided through Klamath Falls, bypassing the Rogue Valley region on the way to Eugene. The *Oregon Rail Passenger Policy and Plan (1992)* proposes Eugene to Roseburg passenger rail service as a “Second Stage” expansion, with Eugene to Medford service as a “Third Stage” addition. Second Stage package improvements are estimated at \$32 million and Third Stage package improvements are estimated at \$275 million.

The *Oregon Rail Passenger Policy and Plan* identifies two daily round trip passenger runs from Medford to Portland in the Third Stage with travel times of six to eight hours, depending upon the schedule. There is no mention in the *Oregon Rail Passenger Policy and Plan* of service south of Medford, such as destination service to Ashland or to California. Annual operating and maintenance costs for the Eugene-Medford service are estimated to be \$15.8 million for the Third Stage. For the Third Stage, ridership projections for the entire segment south of Eugene are estimated to be less than 500 per day.

The *Oregon Rail Passenger Policy and Plan* does not propose timing for any of the stages of passenger rail expansion. Given the competition for scarce resources on a statewide basis, it is not clear whether the Third Stage proposal from the *Oregon Rail Passenger Policy and Plan* would be implemented within the time frame established for the Talent TSP. It is conceivable that passenger rail service might not be available by the year 2015 for the Rogue Valley region.

Even if one assumes that Third Stage passenger rail service is available by the end of the planning period, the impact on the street and highway system is minimal. Traffic to and from a passenger terminal would be very minor and should not cause or contribute to any significant congestion. Likewise, intercity volumes on I-5 should be unaffected by the minor diversion from auto to train travel.

Locally there has been discussion regarding the need for passenger rail service in the Rogue Valley between Ashland and Grants Pass, then on to Portland as proposed in the Third State of the *Oregon Rail Passenger Policy and Plan*. Among the needs or desires expressed are in the areas of tourism and commuter rail options. These may be areas to explore with an economic development or economic vitality theme for the Rogue Valley area.

At this stage in the evolution of rail transportation, it is probable that the region is best served by focusing on working with the COP to improve service for existing and potential shippers; to work with the state on state-wide and regional system strategies and plans (including both freight and passenger opportunities); and to retain as many options as possible for consideration in future updates of the regional transportation plan.

## **AIR TRANSPORTATION**

### **Medford-Jackson County International Airport**

The majority of following discussion was derived from the Regional Transportation Plan.

The Rogue Valley area is served by the Medford-Jackson County International Airport located north and east of I-5, between Crater Lack Highway and Table Rock Road. The airport is approximately seven miles north of Talent. Transportation from Talent to the airport is available through privately operated taxis and RVTD. RVTD will deviate from the route upon request to serve the airport. This service is offered hourly and must be requested beforehand.

Airport activities have increased recently and show potential for air transportation as an important component of the regional transportation system. The airport and related services offer air passenger and air freight transportation opportunities to Rogue Valley area residents and businesses. The airport provides a national and international connection to the region.

The *Medford-Jackson County Airport Master Plan Update* serves as the airport's guiding document providing planning assumptions and governing anticipated development of the airport. Key information gleaned from the *Airport Master Plan Update* important to the development of a multi-modal transportation plan includes forecasts of passenger enplanement and employment in the developing Foreign Trade Zone (FTZ).

According to the *Airport Master Plan Update*, passenger enplanement is forecast to increase substantially from the 1991 level of approximately 140,000. The baseline growth scenario predicts a 58 percent increase and the high growth scenario predicts a 101 percent increase above 1991 levels.

The FTZ is designed to help the airport develop to its fullest potential and boost the local economy in the southern Oregon region. The FTZ is projected to boost employment in the immediate vicinity of the airport and produce an annual increase in revenue of more than \$3 million. Those who work in the FTZ are expected to live throughout the region just as do workers at the Rogue Valley Mall, or any other employer in the region.

The *Airport Master Plan Update* lists airline passenger volumes of approximately 280,000 annually for a high growth scenario. This translates into less than 800 passengers on an average day, which is not significant when compared with forecast daily traffic volumes on I-5 of over 50,000 vehicles in the Rogue Valley area. For at least the next few years, air freight movements are unlikely to substitute for a measurable portion of truck freight on the Interstate highway system. Because air freight is currently such a small percentage of total freight movements, predictions based on past trends are not particularly useful for this

growing market. For the next few years, the airport and FTZ will likely have minimal impact on the regional highway system. It will be important to monitor activities related to air freight and the FTZ during the next few years when updating the TSP.

### **Ashland Municipal Airport**

The City of Ashland operates a general aviation airport. This airport is located approximately seven miles to the south of Talent. Charter passenger and freight service is available at the Ashland Municipal Airport.

### **WATER TRANSPORTATION**

Bear Creek and Wagner Creek are used primarily for recreational purposes only.

### **PIPELINE TRANSPORTATION**

Pipeline transportation in and throughout the Talent area includes transmission lines for electricity, cable television and telephone services, as well as pipeline transport of water, sanitary sewer and natural gas.





## CHAPTER 4: OPERATIONAL CONDITIONS

Whereas Chapter 3 summarizes the physical characteristics of the existing transportation system, Chapter 4 summarizes the operational conditions. It provides information about traffic volumes, accidents, and traffic operations at key intersections.

### TRAFFIC COUNTS

Current traffic volume information was assembled from a variety of sources including the Oregon Department of Transportation's 1997 Traffic Volume Tables, Jackson County's traffic count inventory, and counts made by the City of Talent in recent years. Table 4-1 lists recent traffic counts for ODOT's highways. Table 4-2 lists recent counts for other major streets in Talent.

*Table 4-1. Traffic Counts on State Highways in Talent and Vicinity (Average Daily Traffic, 2004)*

Street	Location	Average Daily Traffic
Highway 99	North of Suncrest Rd/Colver Rd	10,900
Highway 99	South of West Valley View Road	10,900
Highway 99	South City Limits	9,800
Interstate 5	Bear Creek Recorder, North of Ashland	41,400
Interstate 5	Between Talent & Phoenix	44,100
I-5 Talent Interchange	Southbound Off-Ramp	(1997) 3,350
I-5 Talent Interchange	Southbound On-Ramp	(1997) 1,670
I-5 Talent Interchange	Northbound Off-Ramp	(1997) 1,460
I-5 Talent Interchange	Northbound On-Ramp	(1997) 3,060

*Source: Oregon Department of Transportation, 2004 Transportation Volume Tables.*

*Note: ODOT uses daily and seasonal adjustment factors to convert counts conducted on any day to "average daily traffic."*

Table 4-2. Traffic Counts on County and City Streets in Talent and Vicinity  
(Daily Traffic Counts, 2006)

Street	Location	Count Date	Daily Traffic Volume
Alpine Way	E leg of Talent Ave. intersection	01/2006	160
Arnos Street	W leg of Talent Ave. intersection	01/2006	965
Arnos Street	W leg of Hwy. 99 intersection	01/2006	4,593
Colver Road	W leg of Front St. intersection	01/2006	5,921
Colver Road	W leg of Talent Ave. intersection	01/2006	5,890
Creel Road	W leg of Hwy. 99 intersection	01/2006	1,360
Foss Road	at Wagner Creek Rd.	01/2006	2,164
Front Street	S leg of Colver Rd. intersection	01/2006	1,410
Front Street	N leg of Main St. intersection	01/2006	1,341
Gibson Avenue	S leg of Colver Rd. intersection	01/2006	627
Lani Way	E leg of Talent Ave. intersection	01/2006	236
Lithia Way	N leg of Creel Rd. intersection	01/2006	476
Lithia Way	S leg of Creel Rd. intersection	01/2006	3,176
Louis J. Street	N leg of Rapp Rd. intersection	01/2006	764
Main Street (East)	W leg of Talent Ave. intersection	01/2006	13,412
Rapp Road	E leg of Talent Ave. intersection	01/2006	4,800
Rapp Road	W leg of Talent Ave. intersection	01/2006	6,510
Rapp Road	E leg of Wagner Creek Rd. intersection	01/2006	3,476
Second Street	S leg of Wagner St. intersection	01/2006	2,434
Second Street	N leg of Rapp Rd. intersection	01/2006	925
Suncrest Road	at Bear Creek Bridge	01/2006	1,145
Suncrest Road	E leg of Hwy. 99 intersection	01/2006	2,951
Talent Avenue	N leg of Rapp Rd. intersection	01/2006	8,260
Talent Avenue	S leg of Rapp Rd. intersection	01/2006	7,085
Talent Avenue	S leg of Creel Rd. intersection	01/2006	2,754
Talent Avenue	S leg of Colver Rd. intersection	01/2006	7,270
Talent Avenue	at south city limits	01/2006	2,278
Valley View Road (W)	at Bear Creek Bridge	01/2006	12,482
Valley View Road (W)	E leg of Talent Avenue intersection	01/2006	13,914
Wagner Creek Road	N leg of Rapp Rd. intersection	01/2006	4,408
Wagner Creek Road	W leg of Rapp Rd. intersection	01/2006	5,795

Source: City of Talent Public Works Department. Note that these are raw data that have not been converted into "average daily traffic" figures. The data are one-day averages of 48-hour counts taken by automatic recorders.

## **THROUGH TRAFFIC**

Traffic in Talent can be divided into four basic categories: internal traffic, internal-external, external-internal, and external-external traffic. The internal traffic is that which begins and ends within the city. Internal-external and external-internal traffic has one end within the city and one end outside the city. External-external or through traffic does not have either an origin or destination inside the city.

Using the traffic count information in Tables 1 and 2, the total traffic entering and exiting the Talent urban growth boundary can be calculated. The total entering and exiting volume on an average day is approximately 40,000. Note that this does not include I-5, which predominately carries through traffic, but does include Highway 99, Valley View Road, and some of the county roads. Based upon the number of dwelling units, quantity and mix of employment, and the total entering and exiting traffic, it is estimated that through traffic accounts for around one-quarter to one-third of the traffic entering the study area. This estimate is also consistent with a sampling of cars entering the study area during PM peak hour observations conducted on one weekday in early 1999.

The significance of the through traffic comes from the fact that it is influenced more by regional growth than by anticipated growth inside the Talent urban growth boundary.

## **ACCIDENT ANALYSIS**

Highway accident data was reviewed for the section of the Rogue River Highway (Highway 99) through the City of Talent to identify locations with potential accident and safety concerns. The study area boundaries include the North City Limits at milepost 13.86 to the South City Limits at milepost 14.91. The accident data reviewed was generated from ODOT's 1998 Accident Summary Report Database collected between the years 1995 and 1997.

ODOT's Accident Summary Database calculates two useful factors for comparison with statewide statistics based on accident information over the three-year period studied. The first factor is a computed average one-year accident rate that compares the number of accidents with the average daily traffic (ADT) volume and the length of the segment analyzed. The second factor is the Safety Priority Index System (SPIS) value. This value includes accident frequency, severity and traffic volumes to create an index for prioritizing state highway locations with safety concerns. Highway locations exceeding the 1998 cutoff value of 98.46 are identified by ODOT as high SPIS locations, however, there were no locations along the highway segments analyzed that met or exceeded the 1998 SPIS cutoff value.

There were no SPIS locations along this corridor within the city of Talent. The accident rate computed for this segment of highway was 3.53, which is below the statewide average for Primary Urban Non-Freeway Highways of 3.67. A total of 45 accidents occurred with the three-year period between 1995 and 1997. There were no fatalities and a total of 56 injuries. The accident types that occurred the most often were rear-ends and accidents involving

turning movements. There were a total of 29 intersection-related accidents in the Highway 99 corridor.

There were four locations that generated a high SPIS rating but did not exceed the 1998 cutoff value identified by ODOT. Those locations can be combined to form three segment locations. Those locations include:

- Intersection of Colver Road and Suncrest Road with Highway 99 (MP 13.86);
- Vicinity of intersection of Rapp Road and Highway 99 (MP 14.60 and MP 14.61);
- Between the South City Limits and Arnos Street (MP 14.81 to MP 14.86).

At the intersection of Colver Road and Suncrest Road with Highway 99, a total of four accidents occurred during the three-year period. All four accidents were intersection related. Two of the accidents resulted in injuries and three resulted in property damage only. Of the two injuries, one was identified as moderate in severity and the other was least severe. One of the accidents at this intersection was a head-on collision. The severity of the injuries and the head-on collision may have contributed to the relatively high SPIS value for this location.

In the vicinity of Rapp Road along Highway 99 there were a total of 14 accidents. Twelve of them occurred at the intersection of the two roads (milepost 14.61) and two accidents occurred just north of the intersection at milepost 14.60. No fatalities resulted from these accidents, however there were 15 injuries. Two of the injuries were severe, four were moderate, and nine were least severe. The severity and number of accidents compared to the average daily traffic most likely generated the high SPIS value.

Between the South City Limits and Arnos Street (between mileposts 14.81 and 14.86) there were two accidents. One accident occurred at milepost 14.81, and at milepost 14.86. At milepost 14.81, the accident was a rear-end type accident and resulted in three injuries, one was most severe and the other two were least severe. At milepost 14.86, the accident involved turning movements along the highway. There were two severe injuries that resulted from this accident. A combination of the injuries and their severity with the decrease in average daily traffic mostly likely generated the high SPIS ratings.

*Technical Memorandum No. 4 – Cumulative Analysis* contains more information, including a copy of the accident summary report obtained from ODOT.

## **RAILROAD CROSSINGS**

The Siskiyou Branch of the Central Oregon and Pacific Railroad bisects the City of Talent. Most commercial services in Talent are to the east of the railroad. Much of the residential areas and the schools are to the west of the railroad. The importance of the railroad crossings will increase because the majority of the undeveloped residential land within Talent’s urban growth boundary is also on the west side of the railroad.

Table 4-3 specifies the existing railroad grade crossings within the City of Talent. The table identifies all the public and private crossings in the city’s urban growth boundary.

Table 4-3. Railroad Crossing Locations within the City of Talent

Crossing Name	Type of Warning Device	Road Widths at Crossings	No. of Tracks	Jurisdiction
Public Road*	Crossbucks	9	1	Public Road
Belmont Rd	Crossbucks		1	City
Rapp Rd.	Gates and Flashing Lights	32	1	County
Wagner Ave.	Vehicle Stop Sign	18	2	City
Main Street	Flashing Lights	22	2	City
Colver Rd.	Gates	36	1	County
Hill Top Rd.		18	1	Private

## Notes:

\* This crossing is at the extreme south of the city's urban growth boundary. Its designation as a "public road" appears to indicate it has been dedicated for public road purposes, but it has not necessarily been accepted as a road by any jurisdiction.

Source of crossing data: Oregon Department of Transportation.

There appears to be little opportunity to add new railroad grade crossings to serve Talent. Federal and State Legislative Directive, under ORS Chapter 824, prohibits any new at-grade railroad crossings and supports eliminating at-grade railroad crossings wherever possible. For a city or county to construct a new at-grade railroad crossing, an application must be submitted to ODOT. In some cases, where a new at-grade railroad crossing is warranted, an existing railroad crossing must be removed. If multiple jurisdictions are involved, there must be a joint agreement for this to occur.

Where development and growth is prominent, an option is to add additional capacity to existing crossing rather than construct new at-grade crossings. In this case an application to alter the crossing must be submitted and meet all the requirements set forth by the State including: safety and warning devices, and AASHTO and ADA standards.

In some instances a railroad crossing occurs on private roads. To convert from a private to a public roadway, the city or county changing a roadway designation from a private road to a public road must submit an application to ODOT. The application must show public need and public access would meet all the safety and operational requirements. All new railroad at-grade crossings require signalization or warning devices, and construction to current design standards. Those include the at-grade crossings that were converted from a private to a public crossing. Conversion of a private at-grade crossing to a public crossing can be just as costly as a new crossing because of signal.

If there were to be a change in the location of a grade crossing or other modification, the railroad will not assume any financial responsibility for the modification and may seek to be compensated for any inconvenience the railroad suffers. For a change of an existing at-grade crossing, the railroad would require that a city or county accept responsibility for the crossing. A city or county may require that developers pay a portion or all of the construction of any new crossings. The City of Talent intends that developers benefiting from new or improved crossings pay the full costs of the project.

## **TRAFFIC OPERATIONS ANALYSIS**

### **Traffic Signals**

There are four intersections in Talent controlled by traffic signals: at the intersection of Highway 99 and Colver/Suncrest Road; Highway 99 and West Valley View Road; at Highway 99 and Rapp Road; and at West Valley View Road and Mountain View Road.

The level of service (LOS) at the intersections is described by a letter scale from “A” to “F.” LOS is a term used by traffic engineers to describe traffic operations and takes the delay and the volume-to-capacity ratio into account. LOS “A” is a condition that represents nearly “free flow” conditions in which motorists experience little delay. LOS “F” represents conditions in which there are long delays and the volume of traffic exceeds the capacity of the intersection. LOS “D” is generally considered the most congested conditions that are tolerable in urban conditions. ODOT’s *1998 Oregon Highway Plan* specifies that the volume-to-capacity ratio for a District Highway, such as Highway 99 in Talent, may not exceed 0.80.

The current LOS for the intersection of Highway 99 and West Valley View Road was calculated using traffic counts obtained by ODOT in 1996 and ODOT’s SIGCAP program. The LOS for current conditions was determined to be LOS “B” with a volume to capacity ratio of 0.55 during the PM peak hour. This indicates that the intersection is operating very well and a considerable increase in traffic can be accommodated without exceeding accepted standards. Following the installation of new signals and lanes at this intersection in 2006, the LOS and V/C ratios will need to be reassessed.

No recent traffic counts with turning movements are available for the intersection of West Valley View Road and Mountain View Road. Two-way traffic volumes on West Valley View Road are estimated to be approximately 1100 vehicles during the PM peak hour. Traffic volumes on Mountain View Road are estimated to be less than 200 vehicles during any hour. Based on these volumes, it is likely that the intersection is currently operating at LOS “A” during all hours of the day.

### **Other Key Intersections**

The intersection of Highway 99 and West Valley View Road may be the most important intersection in town, but other key intersections are present on Highway 99. Three collector streets intersect with Highway 99: Colver Road, Rapp Road, and Creel Road. Each of these is currently controlled by the presence of a stop sign on the collector street. Each of these intersections was evaluated to determine the likelihood that the intersection might meet the warrants for installation of a traffic signal. *The Manual on Uniform Traffic Control Devices*

(MUTCD) specifies traffic signal warrants to determine whether traffic signals are justified. In most cases, an intersection needs to meet several warrants before ODOT will consider installation of a traffic signal.

The intersections of Highway 99 with Colver/Suncrest, Rapp Road, and Creel Road were evaluated to determine whether or not they meet the Peak Hour Volume warrant. This is generally the easiest to meet and can usually be used to judge whether other of the volume warrants are likely to be met. Based on the current daily traffic volumes, it appears that the Peak Hour Volume warrant is not currently met at any of the three key intersections. To meet the Peak Hour Volume warrant, the approach volumes on the collector streets would need to be approximately twice the current traffic volumes on those streets.

### *2007 Update*

As of late 2006, the intersections of Highway 99 at Rapp Road and at Colver/Suncrest Roads are signalized. Creel Road will still need to be evaluated for warrants.





## CHAPTER 5: TRAFFIC RESULTING FROM PLANNED GROWTH

### INTRODUCTION

Technical Memorandum No. 5, prepared by David Evans and Associates, Inc. (DEA), discusses the impact of land use on the transportation system and land use alternatives that may be applicable in Talent.

This Technical Memorandum builds upon previous work including *Technical Memorandum No. 2: Transportation System Inventory*, *Technical Memorandum No. 3: Population and Employment Analysis*, and *Technical Memorandum No. 4: Cumulative Analysis*.

This memorandum introduces some of the concepts and discusses their implications. Some of the concepts can have either positive or negative impacts. Many of the land use concepts are best considered in the context of a review of the Comprehensive Plan.

### LAND USE ALTERNATIVES

#### Increases in Residential Densities

The usual densities for single-family residences are in the range of 4 to about 6 dwelling units per acre. Assuming 24 percent of land is devoted to road rights-of-way, a subdivision with 8,000-square-foot residential lots has a density of approximately 4.1 dwelling units per acre. In fact, this is very similar to the configuration and density of the newer residential areas of Talent, such as that between Rapp Road and Wagner Butte Avenue along James Street and Louis J Street.

Medium-density multi-family dwellings usually fall in the range of about 8 to 12 dwelling units per acre. This is likely to be the maximum density that will be constructed in Talent.

Increases in residential densities have at least two benefits from a transportation standpoint. First, the increase in density can reduce driving distances. A given population can be contained in a smaller space. This reduces, by a small degree, the distance from each house to various destinations. Since the average vehicle trip is several miles in length, a reduction resulting from an increase in densities would not likely make a significant difference in the annual mileage traveled within the community.

A more significant difference may be in relation to walking and transit trips. The transit industry uses a standard of one-quarter mile to determine whether one has transit service available. An increase in residential densities from 4.5 to 6 dwelling units per acre can increase the number of houses within walking distance of a bus stop by one-third. Likewise, increases in density can reduce walking distance for other types of trips, perhaps by just enough to change them from driving trips to walking trips.

Studies in larger communities indicate that housing density and overall employment density are the key variables that predict the variance in transit demand. Such conclusions are

documented in analyses such as the *Land Use Transportation Air Quality Connection (LUTRAQ)* project<sup>1</sup> for the Portland region. Similar results are reported in other communities especially with respect to light-rail transit and commuter rail.

The City of Talent's policies already promote in-fill development, one of the easiest and most cost-effective methods of promoting increased densities for residential development.

If there is a desire to increase densities further, it may be appropriate to review the lot sizes, setbacks, and other factors influencing various categories of residential developments. A review of this type may best be undertaken during a review of the Comprehensive Plan.

### **Concentration of Commercial Establishments**

Traditional downtown areas and other concentrations of retail establishments are typically more supportive of transit and alternatives modes of travel. Among other things, the traditional downtown area usually has buildings located in much closer proximity to streets than do the modern, "big box" establishments. "Big box" establishments such as Wal-Mart have increasingly dominated the retail market. Where large retail establishments are used, smaller stores are sometimes clustered around them. This approach may, at least, provide opportunities for shared parking and reduce walking distances between adjoining establishments.

For Talent, the key to concentration of commercial establishments is the benefit for transit service. As indicated in the preceding discussion of residential densities, the density of employment is the second key element for predicting transit use. The Rogue Valley Transportation District (RVTID) operates a route between Ashland and Medford with several designated stops in Talent. Since the stops in Talent are in the middle of this linear route, there are limited routing options. The current route, which operates on Highway 99 and Talent Avenue, does not provide service to any of the commercial establishments on West Valley View Road, for example.

Concentrating commercial developments along a single corridor, such as Talent Avenue, would have obvious benefits from the standpoint of efficient transit service. Spreading the commercial development along both Talent Avenue and West Valley View Road would require additional route mileage for buses. A route serving both areas would require a diversion that would make for a much longer time for passengers. This additional time would be particularly onerous for passengers traveling from Medford to Ashland, for example. To the extent that employment can be concentrated along the existing transit route, the transit potential will be enhanced.

### **Mixed-Use Development Patterns**

A mixed land use development concept is one that provides both commercial and residential uses in close proximity. The typical mix includes small-scale retail establishments and services, but may also include offices and other employment sites. The mixed-use concept is reminiscent of the inclusion in neighborhoods of the "corner grocery" store as well as the neighborhood pharmacy, dry cleaners, or the newer establishments such as video stores. The

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<sup>1</sup> Parsons Brinkerhoff Quade & Douglas, Inc., *Making the Connections: Technical Report*, March 1997

small insurance office, bookkeeping services, and other businesses that provide services are similar uses that may mix reasonably with residential uses.

In recent years, the concept of mixed-use developments has received strong support. In the discussion of mixed land use concepts, the LUTRAQ project concludes: “Several studies have shown that residents of pedestrian-friendly neighborhoods with a mix of uses are more likely to walk or use transit than residents of auto-oriented suburban neighborhoods.”<sup>2</sup>

Talent is small enough that much of the community already meets the definition of a mixed-use development. Indeed, some of the mixed-use developments constructed in recent years in large metropolitan areas are larger, both geographically and in population, than is Talent. Most of Talent’s residential neighborhoods already lie within walking distance of the downtown.

Most of the vacant land designated for residential growth in Talent lies to the south and west of the railroad tracks. Because of the limited railroad crossings, there is a distinct possibility that these residences may lay outside of the radius of commercial services that encourages walking. Since additional railroad crossings do not appear practical (see following section), some consideration of mixed uses in this area may be appropriate. Rezoning a portion of the vacant land in the vicinity of Rapp Road on the west side of the railroad tracks might, for example, provide an alternative location for some retail establishments. Likewise, a rezoning of some of the commercial parcels near the downtown might provide a better mix of residential and commercial uses in that area. Parcels currently designated for commercial zoning that might be candidates for mixed-use development or for residential use include some larger parcels along West Valley View Road or Highway 99.

The astute reader will note an apparent contradiction between the mixed-use development concept and the concentration of commercial establishments. There is in fact a conflict between them. Those issues do need to be considered in light of the community’s overall goals including the provision of affordable housing, preservation of open space, and all of the other factors that relate to Talent’s livability. Such issues are best addressed in the context of an update of the Comprehensive Plan.

## **TRANSPORTATION SYSTEM CHANGES**

### **Enhancing the Local Street System**

Like many communities, Talent has developed and grown around the state highway. Talent Avenue, once the highway, serves as the community’s “Main Street.” Numerous businesses have subsequently developed along what is now Highway 99.

As the region grows, the state highway system, including both I-5 and Highway 99, can be expected to carry additional regional traffic. As indicated in *Technical Memorandum No. 4: Cumulative Analysis*, new development in Talent will increase traffic volumes on Highway 99. The impact on the highway will be especially important if new developments are oriented to the highways and if the local street system does not provide attractive alternative routes.

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<sup>2</sup> *ibid.*, p. 17

A portion of Talent's street system, particularly in the older portion of the town, tends toward the traditional grid street system. This provides a maximum in route selection for the residents. Some of the newer portions of the community have been developed with cul-de-sacs, a development pattern that does not promote choice of routings.

To the extent possible, the grid pattern should be encouraged. Additional connections can help to spread traffic among alternative routes. Several specific street connections have been identified as potential projects in process of developing the Transportation System Plan. Among the new connections proposed for Talent's arterial and collector system is the proposal to extend Rogue River Parkway from its current terminus at Talent Avenue to Highway 99. The Rogue River Parkway connection with Highway 99 is specifically proposed as a means of keeping industrial traffic off the local residential streets.

### **Required Street Connections**

Several other opportunities exist for extensions of the local street system. Some *proposed* and *possible* extensions are tabulated and mapped at the end of this Chapter. These are examples that focus on vacant or under-utilized parcels. Some of the example connections include the extension of Lithia Way, a local street that already has a couple of segments parallel with Talent Avenue and Highway 99.

The *proposed* segments are those that the City will require of any development proposal in the areas shown on the maps. They are deemed to be essential components in the transportation system. The locations and alignments shown are not intended to be precise; they are starting points for planning. Two of the proposed segments are under construction as of this writing, but are included nonetheless.

The *possible* segments are those that would serve development and further enhance the transportation system, but are not essential components in the overall system. Again, they are starting points for planning.

One of the most obvious changes that could help to create multiple connections would be additional crossings of the railroad to the residentially designated land to the southwest of the railroad tracks. This vacant land accounts for about two-thirds of the vacant residential land inside Talent's urban growth boundary. Unfortunately, new railroad crossings are all but prohibited by federal and state law. There appears to be little opportunity to add new railroad grade crossings to serve Talent. Federal and State Legislative Directive, under ORS Chapter 824, prohibits any new at-grade railroad crossings and supports eliminating at-grade railroad crossings wherever possible. For a city or county to construct a new at-grade railroad crossing, an application must be submitted to ODOT. In some cases, where a new at-grade railroad crossing is warranted, an existing railroad crossing must be abandoned. If multiple jurisdictions are involved, there must be a joint agreement for this to occur.

*Changes from the 2000 version.* This update is dropping some "future street connections" because they appear to be infeasible or are simply not possible. The extension of Main Street directly out to Highway 99 just will not happen, nor will an extension near Gangnes Drive. Development in recent years did not apparently refer to the *Example Street Connections* map during the planning stages, and now the City has lost a number of connection opportunities.

For example, Rockfellow Place in the Old Bridge Village subdivision is only marginally aligned with Lithia Avenue, so even if the intervening apartment buildings came down, there would be an awkward transition. Heritage Station and Spruce Landing prevented a Wagner Creek Greenway on the east side of the creek, and neither provides any connectivity to the northwest parallel to Talent Avenue, which was the objective of the earlier *Example Street Connections* map. If there is a lesson to be drawn from the first five years of the TSP, it is that the City needs to uphold the plans and principles contained within it.

One street not included on the map is Madison Street, which has a 60-foot-wide right-of-way from Wagner Street to Wagner Butte Avenue, but it does not now connect through because it is overgrown and unpaved. A few lots fronting on it have the potential to be subdivided. That would require the improvement of Madison Street. In the interest of preserving some of the mature trees, a departure from the street standards in Chapter 7 is permitted to allow for a meandering, narrower roadway. Emergency service providers' requirements shall not be abridged, however.

### **Protection of the Functionality of the State Highway System**

Because of severe limits on resources available for modernizing state highways or building new highways, ODOT has placed a priority on maintaining the existing system. Access management is one of the key tools being used by ODOT to retain the functionality of the system and to maintain the appropriate level of mobility. The *1999 Oregon Highway Plan* specifies the access management standards for the state highway system. The Highway Plan's access management standards seek to promote a balance between access to adjacent properties and the need to provide adequate capacity for through traffic. The standards are generally considered to be more restrictive than the previous versions.

Improvement of Highway 99 through Talent has been suggested during development of the Transportation System Plan. The proposal to upgrade the highway would include the addition of a center turn lane where it does not exist, widening the pavement to include bike lanes, adding sidewalks, and consolidating access. Each highway improvement project is approached on an individual basis and must account for unique characteristics of right-of-way width, access, and topography. When the design of improvements is undertaken, special efforts are usually made to reduce access. Access adjustments typically include narrowing extra-width driveways, eliminating second and third driveways serving individual parcels, and by combining access with that provided for adjacent parcels. To the extent possible, access is provided to intersecting streets rather than the highway. To the extent that Talent's land use policies support such actions, the implementation of access measures on the state highway system will be easier. Land use policies that support the state's access management policies will also make it less expensive to implement improvement projects, thus increasing the likelihood that such improvements will be advanced for inclusion in the State Transportation Improvement Program.

### **Pedestrian and Bicycle System Improvements**

The City of Talent's development codes require the construction of sidewalks with new development. The city also aggressively pursues grant funding for sidewalks. The street standards in Chapter 7 provide even more specific provisions for sidewalks and bike lanes

for the city's street system. The provision of these facilities will supplement the effect of land use actions (including higher density developments, mixed use, and in-fill development) to help achieve traffic reductions.

*Table 5-1. Proposed and Possible Street Extensions and Improvements*

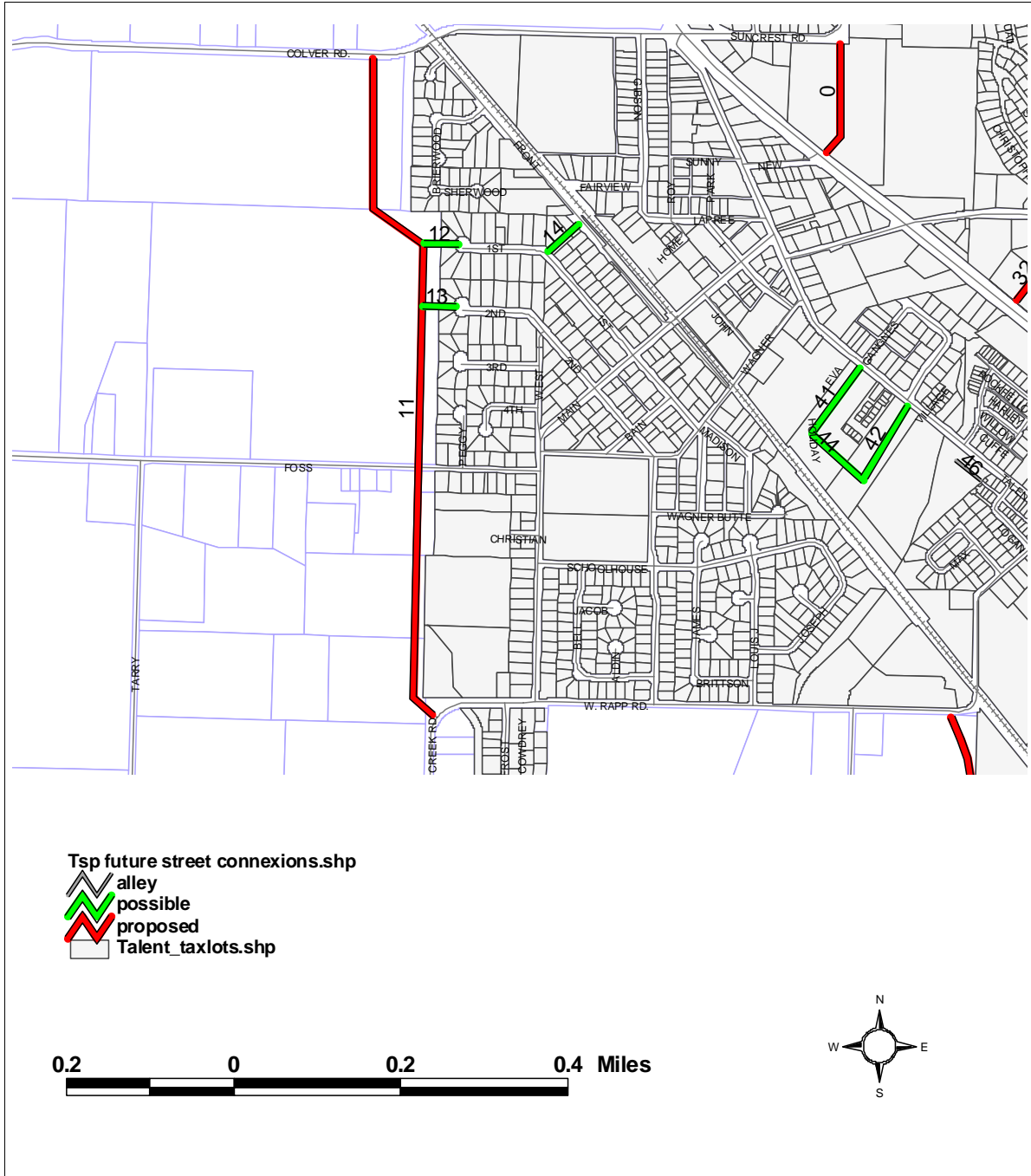
<b>ID</b>	<b>Key</b>	<b>Description</b>	<b>Map ref.</b>
0	proposed	New Street extension (under construction, 2006)	1, 2
11	proposed	Westside Bypass (Wagner Creek Rd. to Colver Rd.)	1
12	possible	First St. connection to Bypass	1
13	possible	Second St. connection to Bypass	1
14	possible	First-to-Front St. connection	1
21	proposed	Suncrest Rd. bypass	2
22	proposed	alley serving Suncrest Rd. bypass	2
23	possible	Autumn Ridge connection to Suncrest bypass	2
24	proposed	Suncrest Park access	2
25	proposed	Suncrest Rd. bypass connection segment	2
31	proposed	S. Oak Valley Dr. extension 01 (W. Valley View to Hwy. 99) with adjacent bikepath	3
32	proposed	S. Oak Valley Dr. extension 02 (W. Valley View to Hwy. 99) with adjacent bikepath	3
41	possible	Gangnes extension 01	3
42	possible	Gangnes extension 02	3
44	possible	Gangnes extension 03	3
46	proposed	alley extension from Logan Way to serve Talent Ave-facing homes	3
51	proposed	industrial circulator 01	4
52	proposed	industrial circulator 02	4
61	proposed	commercial access road	4
62	proposed	Rogue River Pkwy. extension	4
63	possible	Rogue River Pkwy. extension to Hwy. 99	4
64	possible	alley to commercial access road	4

65	possible	new local street	4
66	proposed	Camus Court (under construction, 2006)	4
71	proposed	Lithia Way extension from Lani Way to Arnos Street	4
72	possible	Lani Way extension to Hwy. 99	4
73	proposed	widening of Lithia Way segment (David Wy. to Lani Wy.)	4
81	proposed	Nerton St. extension to Joy Dr. stub at Mariah Ct.	6, 7
82	proposed	Mariah extension to RR tracks (poss. emergency crossing loc.)	6, 7
91	proposed	Lithia Way extension to Talent Avenue	5
92	possible	new local street	5
93	possible	new local street	5
94	proposed	access for Alpine Way properties	5
101	proposed	Southwest collector street (Belmont Rd. to Rapp Rd.)	5, 6, 7
102	proposed	Belmont Road extension and improvements	5, 6
111	proposed	extension from New St. to E. Main St. extension	8
112	proposed	redirected extension of E. Main St.	8
113	proposed	redirected extension of E. Wagner St.	8
114	alley	new alley	8
115	alley	conversion of segment of W. Valley View Rd. to service lane/pedestrian way	8
116	possible	roundabout at intersection of E. Main St., E. Wagner St. and W. Valley View Rd.	8
117	alley	from terminus of Gangnes St. to Talent Ave.	8
118	alley	connection from new Gangnes St. alley to E. Wagner extension	8

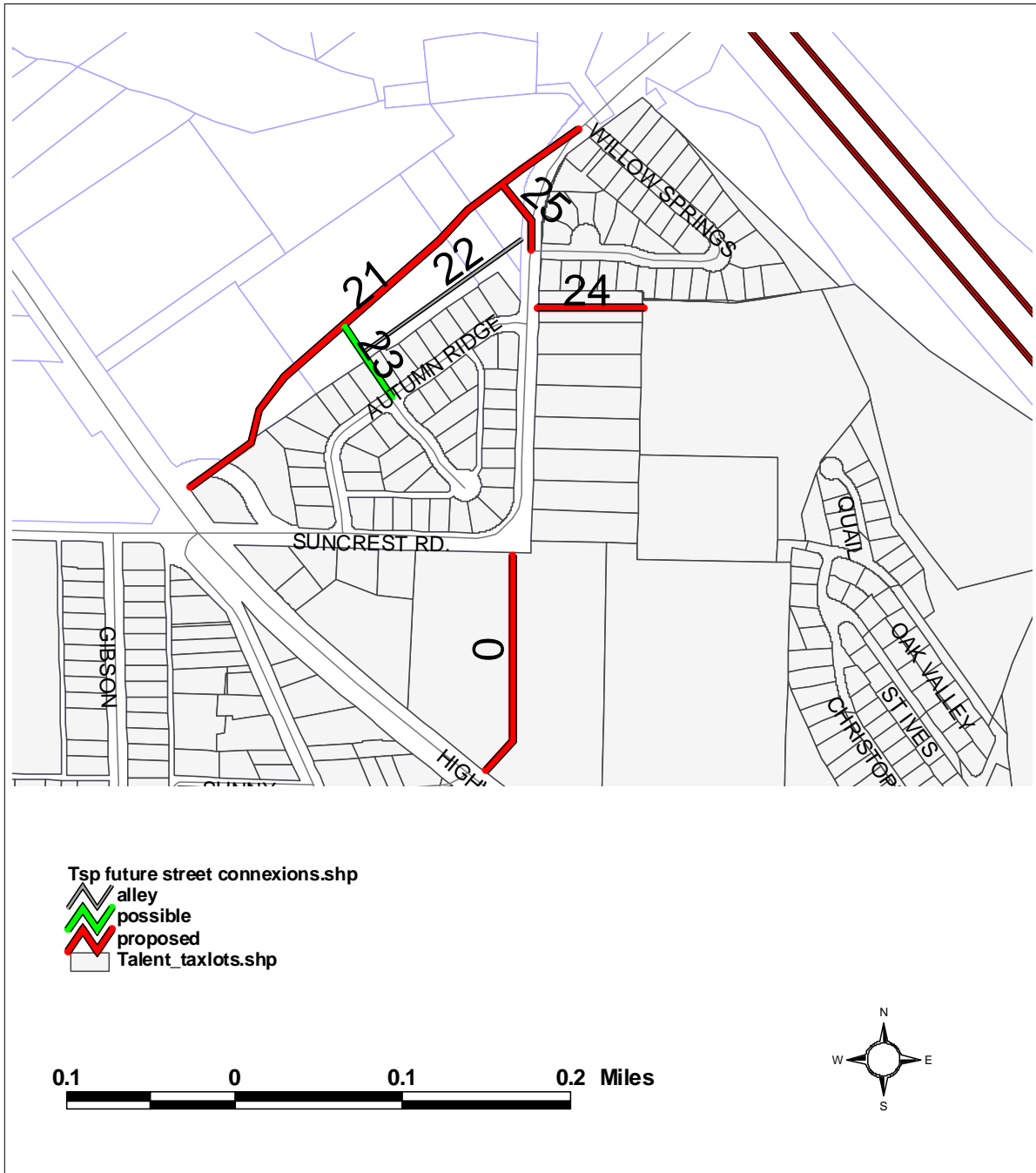


# Map 5-1

## Northwest Section

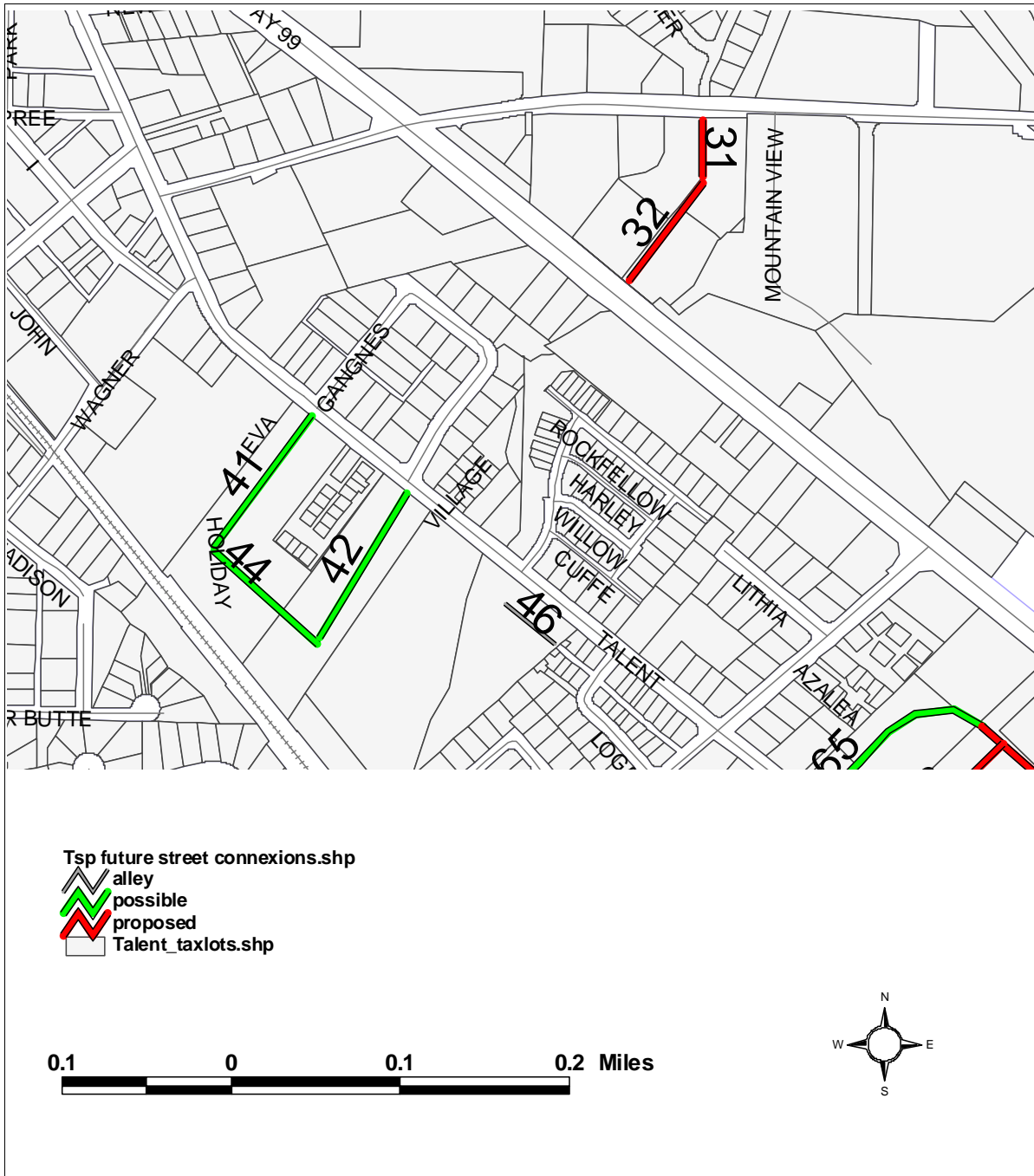


# Map 5-2 North Section

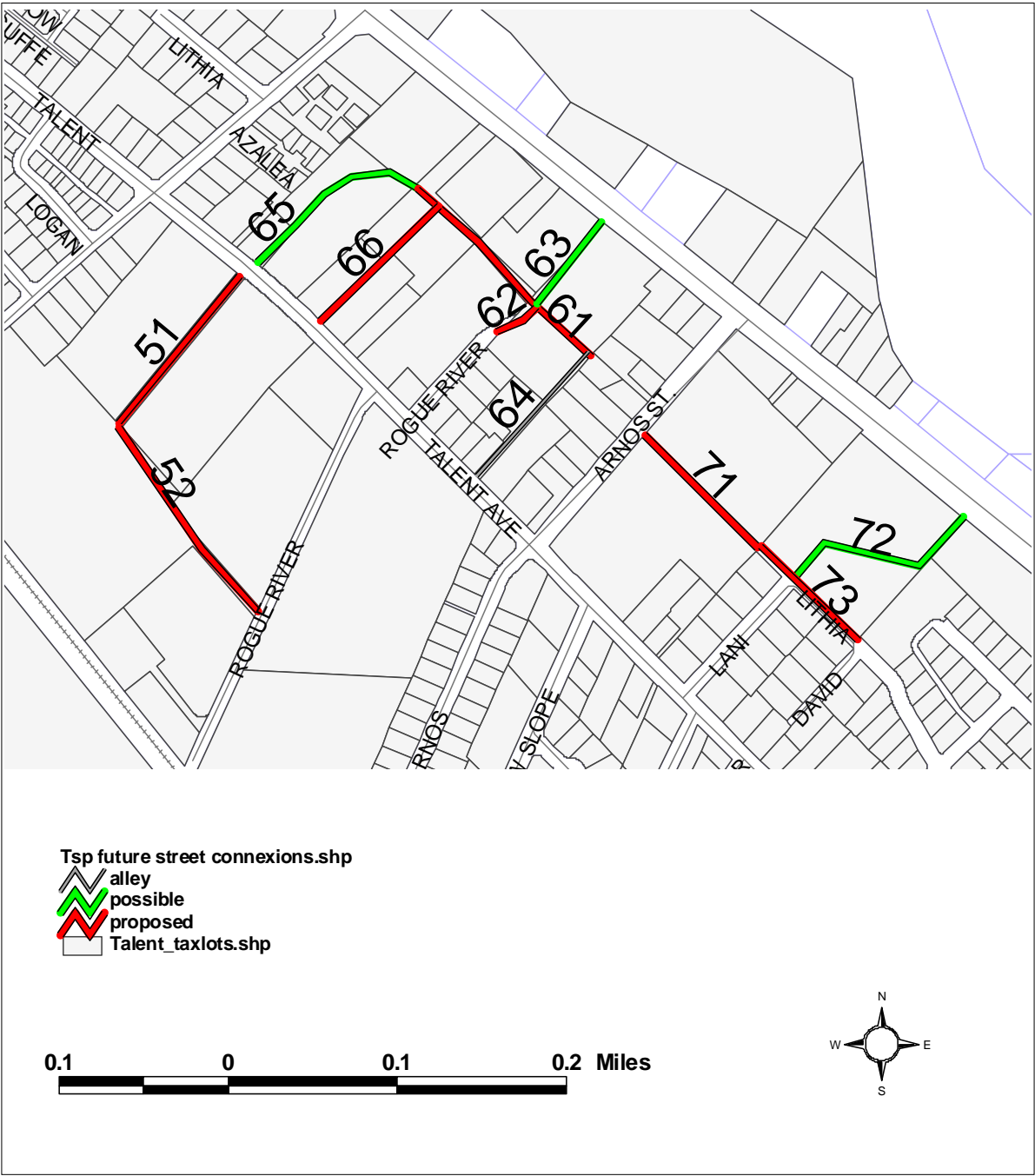


# Map 5-3

## North Central Section

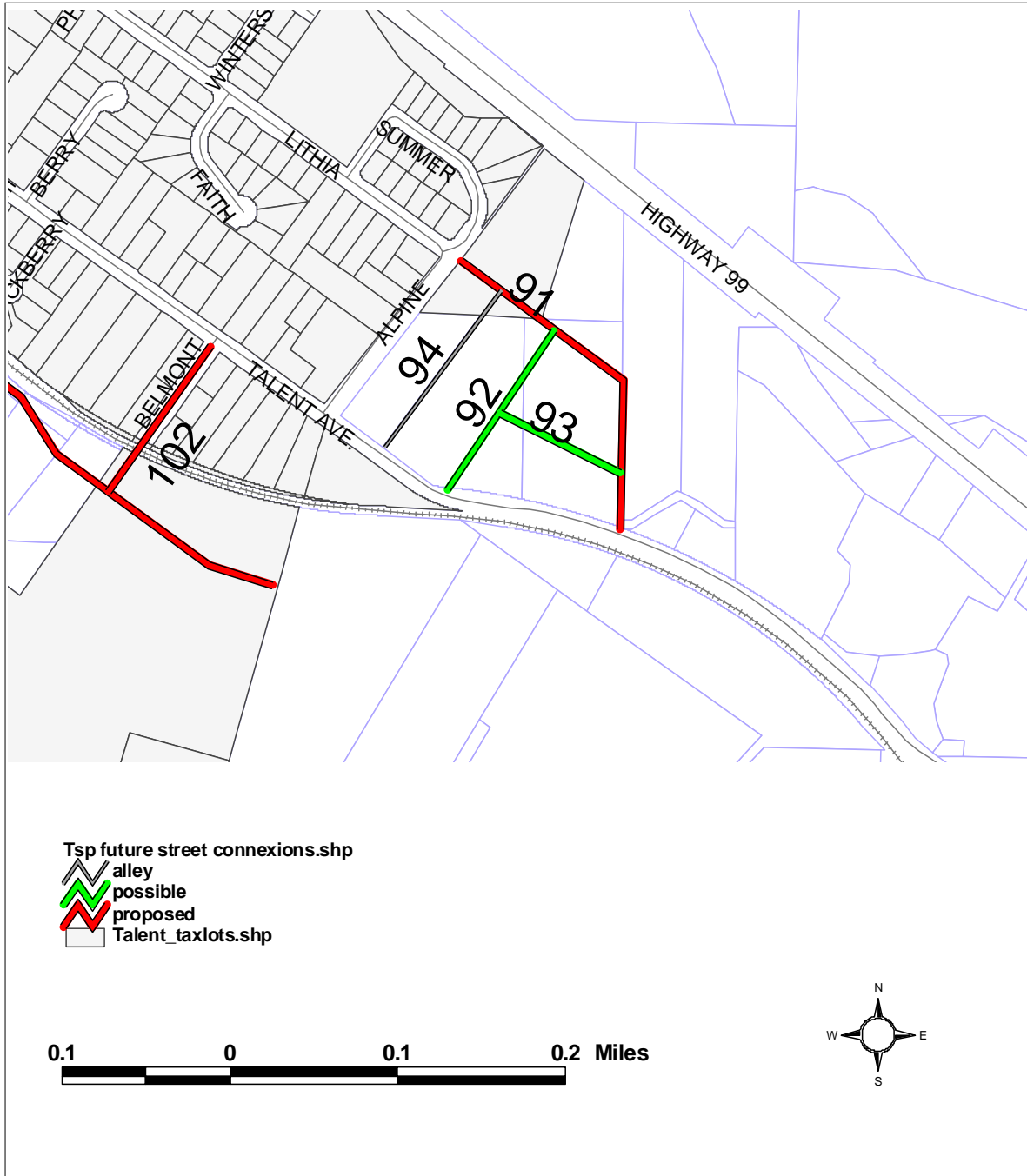


# Map 5-4 South Central Section

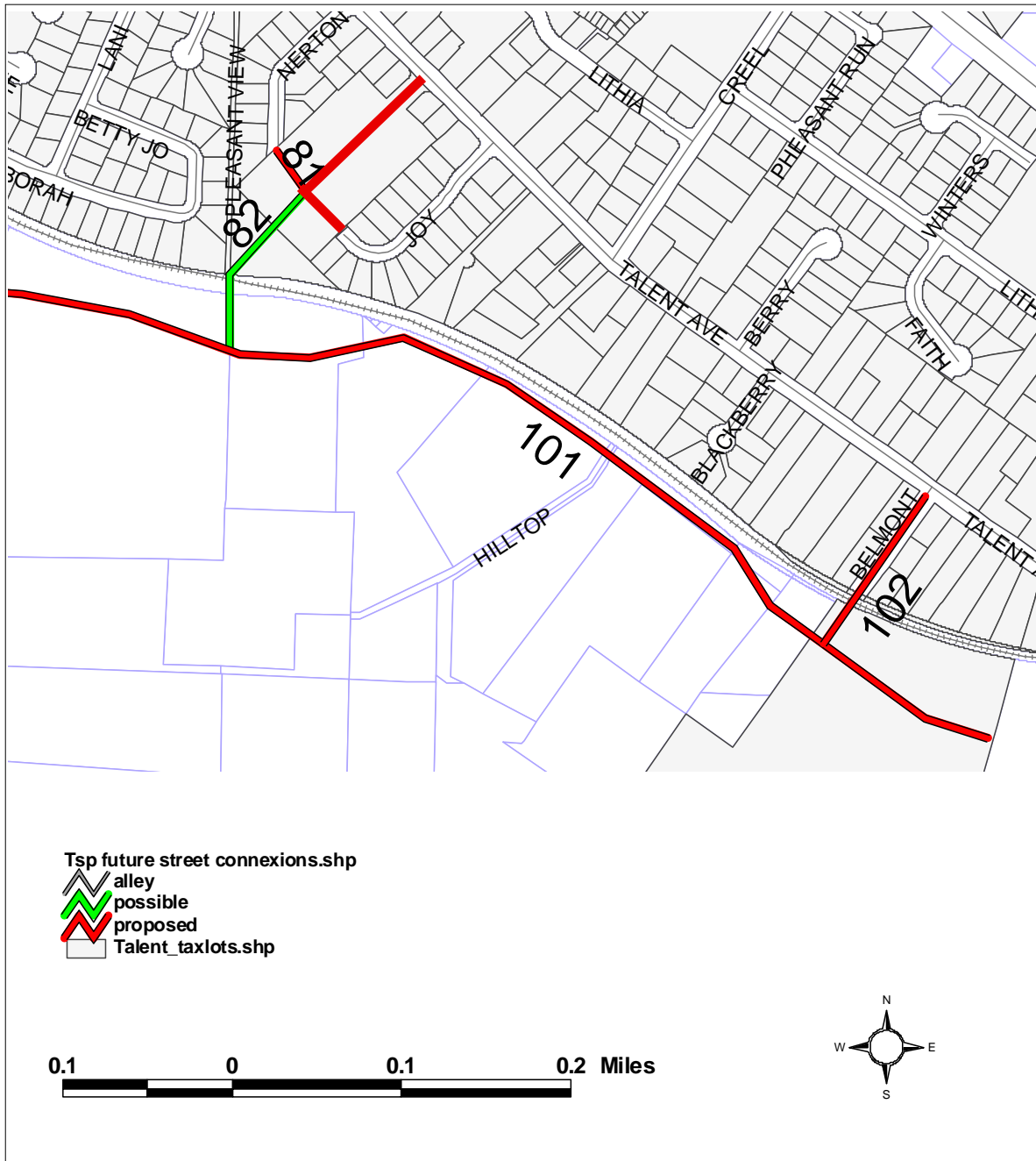


# Map 5-5

## Southeast Section

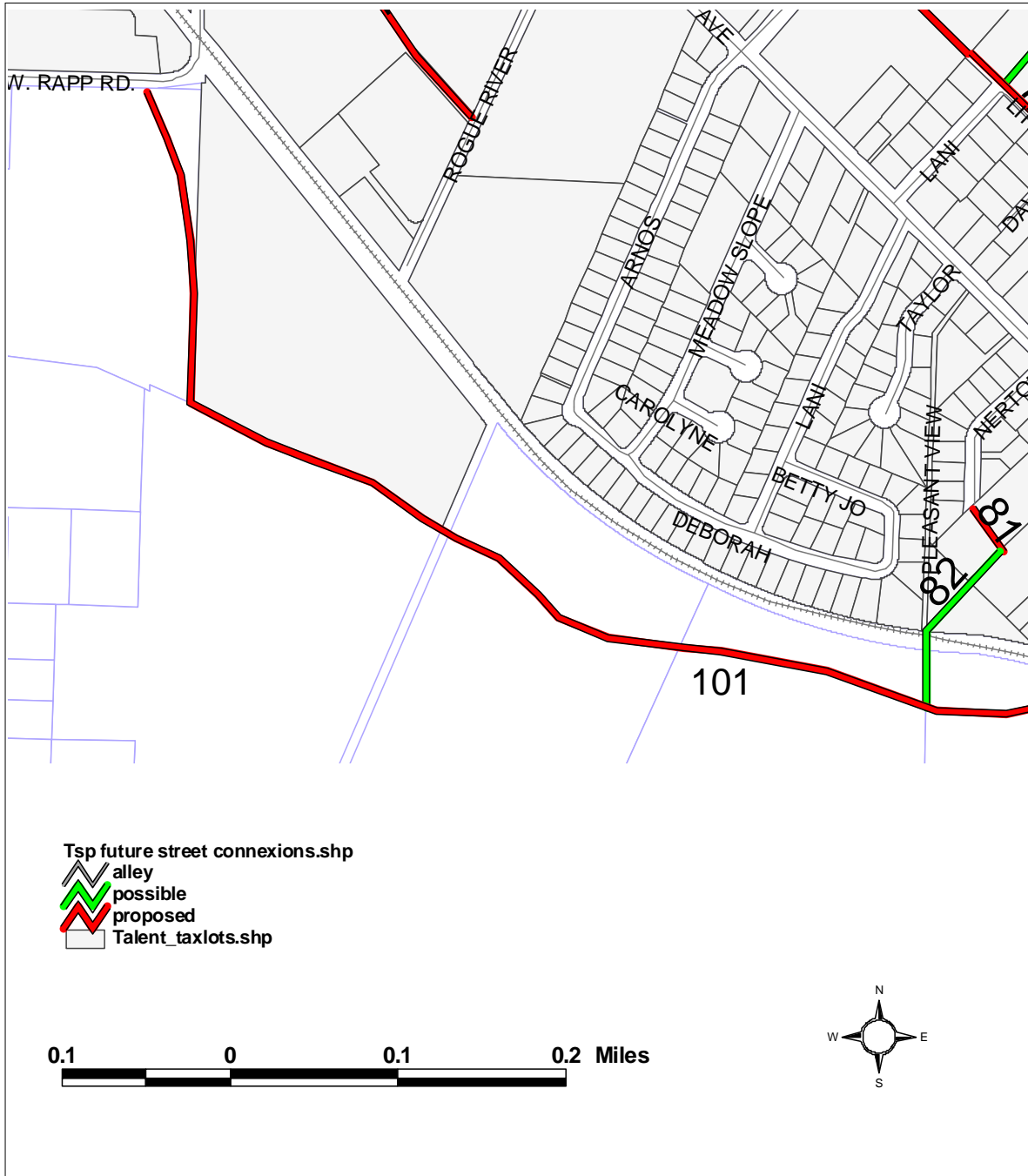


# Map 5-6 Railroad District South Section



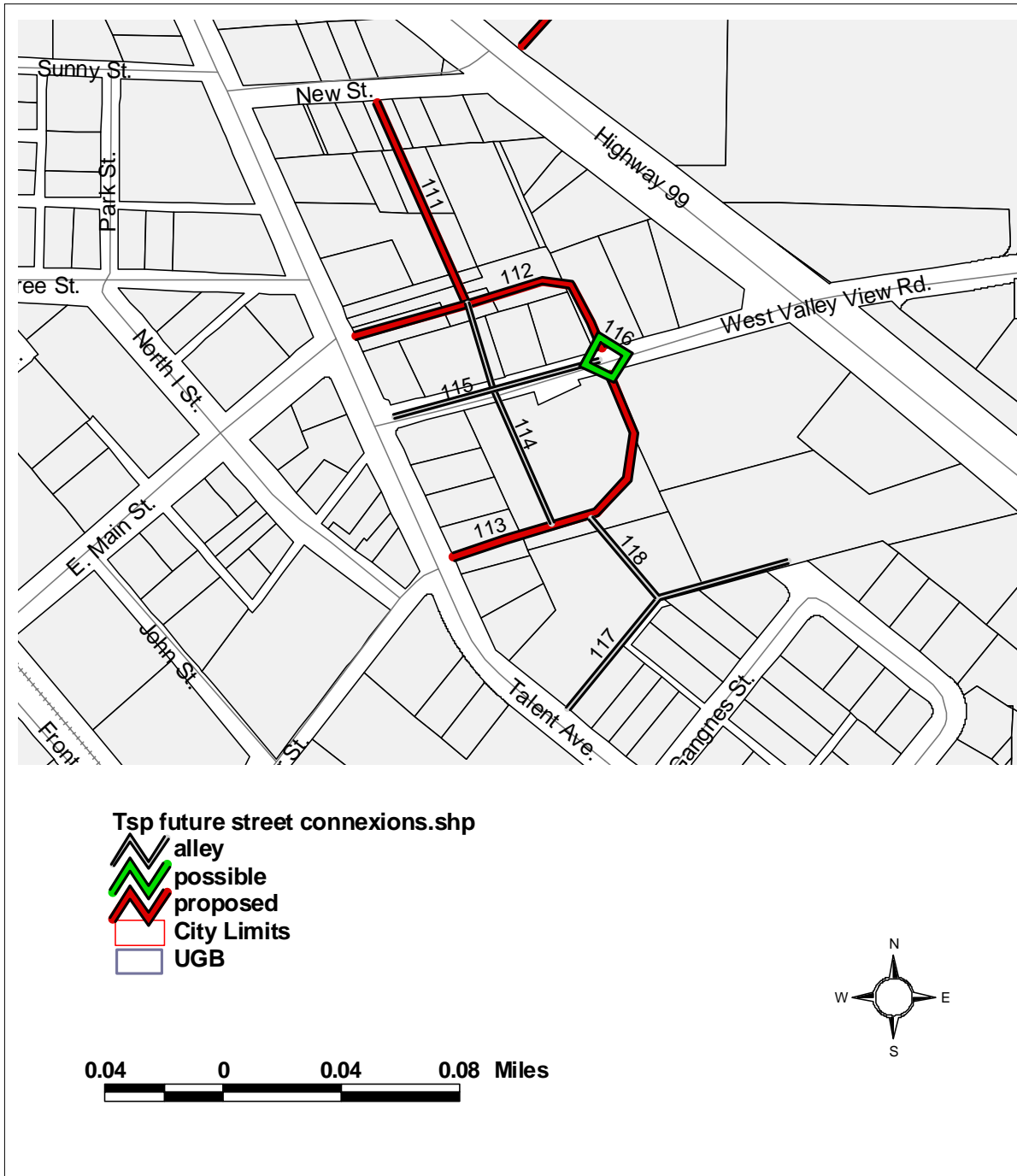
# Map 5-7

## Railroad District North Section



# Map 5-8

## W. Valley View/Downtown Section







## CHAPTER 6: FUTURE TRANSPORTATION NEEDS

As indicated in *Technical Memorandum No. 3: Population and Employment Analysis*, the City of Talent is expected to grow by almost 1,400 people or approximately 580 households in the next 20 years. If employment growth in Talent increases in proportion to the population growth of Talent in relation to Jackson County, approximately 670 jobs would be added during the next 20 years. *Technical Memorandum No. 3* provides more details on the planned growth.

*2007 update.* Since the 2000 version of this TSP, the City has approved 457 single-family lots and 54 multiple-family dwelling units—a total of 511 units on 88 acres (not counting potential ADUs). Assuming that there are 2.39 persons per household (see *Housing Element*, p.G-6), these approvals will result in 1,220 new residents to Talent when the developments are built out. As of June 2006, there were still approximately 102 acres available for residential development in the City's UGB. Virtually all of it is in the area south of the railroad, which should develop at an approximate density of 4.2 units per net acre, thus resulting in 428 lots, or 1,020 persons.

### PLANNED GROWTH

Approximately 200 acres of land designated by the City's Comprehensive Plan for residential use is either vacant or underdeveloped. Not all of this will need to be developed to accommodate the anticipated residential growth. In fact, about 150 acres should accommodate the planned addition of 580 dwelling units. It is clear that a substantial portion of this new residential development will occur to the west of the railroad tracks where the bulk of the undeveloped residential land is located. The anticipated residential growth is all in the single-family residential category.

Commercial and industrial land is all to the east of the railroad tracks and is mostly located along Highway 99 or West Valley View Road. There are a wide variety of employment categories that can be accommodated on land designated for commercial or industrial use. Jackson County has been transitioning from one based on agricultural and extractive industries. Like much of the rest of the state and the region, the area has been changing to one with more retail and service jobs. For the purposes of estimating the traffic growth for the next 20 years, a combination of new employment is assumed to be in the retail, service, and industrial categories.

*Table 6-1* lists the traffic anticipated from new growth anticipated in the next twenty years. The trip generation rates are approximations that correspond with the variety of uses that fall into the categories indicated. For the purposes of the analysis, equal growth in three employment sectors was assumed.

Table 6-1. Traffic from Anticipated 20 Years' Growth (Average Daily Traffic)

Category	Number	Rate	Total Trips
Single-Family Dwellings	580 houses	10 trips/dwelling unit	5,800
Retail employment	225 employees	10 trips/employee	2,250
Service employment	225 employees	7 trips/employee	1,575
Industrial employment	225 employees	3 trips/employee	675
Total Trips			10,300

Source: David Evans and Associates, Inc.

## TRAFFIC CAPACITY ISSUES

Historically, traffic has increased at a slightly higher rate than has population. Factors that have contributed to this trend include smaller households (fewer persons per household), higher labor force participation (more two-worker families), and increased automobile ownership (more households with two and three autos). The population and employment figures cited in *Technical Memorandum No. 3: Population and Employment Analysis* would represent increases of approximately 27 percent between 1997 and year 2020. The daily traffic generated by new development as shown in *Table 6-1* would represent an increase estimated at 35 percent over 1997 traffic volumes.

Traffic increases will be greatest on a *percentage basis* at the fringes of the community where current traffic volumes are low and where land is vacant but proposed for development. On an *absolute basis* the traffic increases will be greatest on major routes that already carry significant amounts of traffic.

Collector streets serving vacant land designated for residential use will experience high percentage increases in traffic. Probably the most significant examples of concern to Talent would be the streets serving the residential land west of the railroad tracks. Residential development of this land inside the urban growth boundary is calculated to produce as many as 4,000 daily trips. Since access to this planned residential area is basically restricted to two railroad crossings, the calculation of traffic increases on the collector streets is fairly easy. If split equally between the Rapp Road and the Belmont Road crossings, each crossing would carry 2,000 additional vehicles per day. Other collector roads which can be expected to have significant percentage increases in traffic include streets such as Creel Road, Arnos Street, Wagner Street, Main Street and Wagner Creek Road. Traffic volume increases measured on a daily basis are likely to range from a few hundred to a few thousand vehicles per day.

The arterial streets, including West Valley View Road and Highway 99, will experience significant traffic volume increases. Vacant and under-utilized parcels designated for commercial and industrial use abut these major roads. As shown in *Table 6-1*, industrial uses have low trip generation rates; retail and service employment have high trip generation rates. Retail uses, such as fast food restaurants and convenience stores, have particularly high trip generation rates. Where these uses abut the arterial streets, significant increases in traffic can

be expected. In addition, the arterial streets can be expected to experience significant increases in through traffic. The most impacted through traffic routes in Talent are Highway 99 from the north city limits to the south city limits and the combination of West Valley View Road and Highway 99 from the I-5 interchange to the south city limits. The increase in through traffic will be highly dependent upon the regional growth, including population and employment increases in Medford and in Ashland.

The most important aspect of traffic increases is the relationship between expected traffic and the capacity of the individual streets. The highest priority for local streets is serving adjacent properties. They generally have a design capacity of 200 to 1,200 vehicles per day. Minor collector streets have a dual purpose: they serve adjacent uses and carry a portion of through traffic destined for more distant locations. Minor collector streets have a design capacity of 1,200 to 6,000 vehicles per day. Major collector streets place a higher priority on carrying through traffic and a design capacity of up to 10,000 vehicles per day. Arterial streets are designed to give priority to carrying high traffic volumes with minimum service to adjacent lands. Design capacities of 10,000 to more than 30,000 vehicles per day are commonly used for arterial streets.

### **FUTURE TRAFFIC CAPACITY DEFICIENCIES**

Based upon the analysis of existing traffic volumes and the expected traffic generated by planned development, there do not appear to be significant deficiencies related to the capacity of the roads in Talent. The expected traffic volumes on Talent's collector streets are not expected to exceed their capacity. Likewise, the traffic volumes on arterial streets, West Valley View Road and Highway 99, are not expected to exceed the capacity of five-lane arterial streets. However, the intersections of Arnos Street with Highway 99 and Creel Road with Highway 99 may meet warrants for signalization by or before 2020. Likewise, the potential realignment of Main Street/W. Valley Road and Talent Avenue into a four-way intersection may meet signalization warrants by or before 2020.

The existing signalized intersection at Highway 99 and West Valley View Road was specifically analyzed to determine whether this represented a likely capacity deficiency. It was determined that the existing intersection configuration could accommodate traffic increases of up to 70 percent without exceeding level-of-service standards established for the highway. Adding a left-turn lane on the west approach could allow even greater traffic increases to be accommodated.

### **ROADWAY SYSTEM CONTINUITY AND SYSTEM ACCESS DEFICIENCIES**

As noted earlier, approximately 200 acres of vacant or underdeveloped parcels within the Talent urban growth boundary are designated for residential development. Development of these residential areas will require construction of minor collector streets as well as local streets. To accommodate this development, connections to the existing street network must be strengthened and existing local streets must be extended.

Two parts of the community most in need of streets for continuity or access improvements are the residential area west of the railroad tracks south of Rapp Road, and the area bounded by Talent Avenue and Highway 99 between Creel Road and Arnos Street.

The southwest area represents the largest potential residential area in the community. The principal issue for this future development is the restriction on access caused by the limitations of railroad crossings. As noted previously, two crossings serve this area: the existing Rapp Road crossing, and the approved, but not constructed, Belmont Road crossing. To ensure that the area is not cut off by closure of one crossing, some continuous connection is needed west of the railroad between these two crossings.

The second area that could benefit from system connections includes the vacant land between Talent Avenue and Highway 99. Examples of potential street connections include extensions of Lithia Way north from Lani and south from David, perhaps even with a connection to Creel Road. Connections between Talent Avenue and Highway 99 in this area may also be possible and could help foster appropriate development of these parcels.

Most of the other vacant or underdeveloped land inside the Talent urban growth boundary can be developed by extension of existing local streets.

Refer to Chapter 5 for more information on this topic.

## **INDUSTRIAL AREA ACCESS DEFICIENCIES**

Talent's industrial area adjacent to Rogue River Parkway is located to take good advantage of rail access at some future date, but it is limited by its access to the highway system. Trucks from the Rogue River Parkway area use Talent Avenue and then one of several residential streets to gain access to Highway 99 before using West Valley View Road to gain access to I-5. The residential streets that are most impacted by this industrial traffic are Rapp Road, Arnos Street, and Creel Road. An alternative route for trucks involves using Talent Avenue to the downtown and West Valley View Road. None of these routes are well suited to truck traffic due to the close proximity of residential areas, narrow roads, and small radius corners.

A more direct connection from the Rogue River Parkway to Highway 99 that does not involve these streets and turning movements would be desirable.

## **RAILROAD CROSSING DEFICIENCIES**

As indicated earlier, the Belmont Road railroad crossing is approved but has not been constructed. The Rapp Road crossing has appropriate gates and signals, but there are no provisions for pedestrians or bicyclists, and the sharp turn immediately adjacent to the crossing makes it undesirable for higher traffic volumes. The Main Street and Wagner Street crossings could be improved to make them safer and more convenient for pedestrians and bicyclists. Table 6-3 summarizes the railroad crossing deficiencies.

Table 6-2. Railroad Crossing Deficiencies

<b>Location</b>	<b>Existing Condition</b>	<b>Deficiencies</b>
Main Street	Existing crossing with flashing lights	Narrow crossing that needs additional sidewalks, better attention to bicyclists' needs.
Wagner Street	Existing crossing with stop sign	Narrow crossing that needs additional sidewalks, better attention to bicyclists' needs, and flashing lights.
Rapp Road	Existing crossing with signals	Needs sidewalks and better attention to bicyclists' needs, and may need road realignment.
Belmont Road	Approved, but not constructed	Needs full treatment, roadway, sidewalks, and signals.

## **ROADWAY DESIGN DEFICIENCIES**

Like most communities, the City of Talent has developed from a small rural center. As the community has developed, development occurred along the roads leading to outlying areas. For the most part, houses were constructed individually without significant improvements to the abutting streets. Not until recently did the development occur as subdivisions. Many of the streets within the city are merely rural streets with houses and businesses constructed on the adjacent property. Most of these rural roads feature paved travel lanes, either gravel or paved shoulders, and open ditches for drainage.

Newer streets including those constructed in connection with subdivisions in the last twenty to thirty years feature curbs, gutters, and sidewalks. These streets meet “urban standards.” Streets designed to urban standards are generally considered to be less expensive to maintain than are rural streets. They are also superior to the rural streets since they make provisions for pedestrians and bicyclists. These advantages have led to the adoption of design standards for all new streets and policies of improving existing streets to urban standards.

Table 6-4 summarizes the roadway deficiencies in Talent that are necessary to bring all public streets to an appropriate urban standard. Table 6-4 divides the roadways by category, beginning with arterial roads, followed by collector roads and by local roads. Deficiencies are listed by type.

The most common deficiencies are the lack of curbs, gutters, and sidewalks. Only a few of the local streets lack a hard surface pavement.

Table 6-3. Existing Roadway Design Deficiencies

DEFICIENCIES	STREET NAME	LOCATION
<b>ARTERIAL STREETS</b>		
No sidewalk, curb and gutter:	Highway 99	Rapp Rd. to S city limits
No sidewalk:	West Valley View Rd.	Talent Ave. to Highway 99
<b>COLLECTOR STREETS</b>		
No sidewalk, curb and gutter:	Creel Rd.	Highway 99 to Talent Ave.
	Main St.	Wagner Creek Rd. to 2 <sup>nd</sup> St.
	Rapp Rd.	Highway 99 to Wagner Creek Rd.
	Suncrest Rd.	Highway 99 to Autumn Ridge Dr.
	Suncrest Rd.	Autumn Ridge Dr. to city limits
	Talent Ave.	UGB to Taylor St.
	Talent Ave.	Taylor St. to Lani Way W. (east side only)
	Talent Ave.	Lani Way W. to Loop 3
	Talent Ave.	Lapree St. to Colver Rd.
	Wagner Creek Rd.	Rapp Rd. to Christian Ave. (west side only)
	Wagner Creek Rd.	Christian Ave. to Wagner Ave.
	West Valley View Rd.	east city limits to the UGB
Colver Rd.	Talent Ave. to Front St. (N side of road)	
Sidewalks in poor condition:	Main St.	2 <sup>nd</sup> St. to Front St. (north side only)
<b>LOCAL STREETS</b>		
No sidewalk, curb and gutter:	1 <sup>st</sup> St.	Wagner Ave. to the end of the segment
	1 <sup>st</sup> St. South	Wagner St. to Wagner Butte Ave.
	2 <sup>nd</sup> St.	Wagner Ave. to the end of the segment
	3 <sup>rd</sup> St. North	West St. to the end of the segment
	4 <sup>th</sup> St. North	West St. to the end of the segment
	Arnos St.	Highway 99 to Talent Ave.
	Bain St.	Wagner Ave. to First St.
	David Way	Lithia Way to the end of the segment
	Fairview St.	Gibson Ave. to the end of the segment
	Foss Rd.	Wagner Creek Rd. to the city limits
	Front St.	Wagner St. to the city limits
	Gangnes Dr. (Loop)	Talent Ave. to Talent Ave.
	Gibson Ave.	Lapree St. to Colver Rd.
	Market Street	Main St. to Lapree St. (east side only)
	John St.	Wagner Ave. to Main St.(east side only)
	Lapree Street	Talent Ave. to Gibson Ave.
Lithia Way	Creel Rd. to Alpine Way	

	Lithia Way	Lani Way E. to David Way
	Madison St.	Wagner St. to the end of the segment
	New St.	Talent Ave. to Highway 99 (south side only)
	Park St.	Lapree St. to Sunny St.
	Rogue River Pkwy.	Talent to the end of the segment
	Roy St.	Lapree St. to Sunny St.
	Sunny St.	Roy St. to Talent Ave.
	West St.	Main St. to 2 <sup>nd</sup> St.
No sidewalk:	2 <sup>nd</sup> St. South	Wagner St. to Schoolhouse Rd. (west side only)
	Christian Ave.	Wagner Creek Rd. to the end of segment (south side only)
	Nerton St.	
	Peggy Ln.	Foss Rd. to the cul-de-sac (east segment of road)
	Rogue River Pkwy.	Talent Ave to the end of the segment
	Schoolhouse Rd.	Wagner Creek Rd. to Bell Rd. (north side only)
	Tulipan Way (Loop)	Highway 99 to Highway 99
No Asphalt, curb and gutter, and sidewalks:	Alpine Way	Lithia Way to Talent Ave.
	Belmont Rd.	Talent Ave. to the UGB
	Frost Ln.	Wagner Creek Rd. to the city limits
	Hilltop Rd.	Talent Ave. to UGB
	Home St.	John St. to Lapree St.
	John St.	Main St. to Home St.
	Madison St.	S 1 <sup>st</sup> St. to the end of the segment
	Meadow Slope Dr.	Talent Ave. to Deborah Dr.
No Asphalt, curb and gutter, and sidewalks:	Wagner Butte Ave.	S. 2 <sup>nd</sup> St. to Madison St.
Sidewalks in poor condition:	Faith Circle	Lithia Way to Lithia Way (Loop)





## CHAPTER 7: THE TRANSPORTATION SYSTEM PLAN

The Transportation System Plan includes plans for all modes of transportation. Components of the street system plan include:

- street classification and street width standards
- access management standards
- other modal plans
- street improvements and other transportation system improvements

### STREET CLASSIFICATION STANDARDS

Street classification standards relate the design of a roadway to the function performed by that roadway. The function is determined by operational characteristics such as traffic volume, operating speed, safety, and capacity. Street standards are necessary to provide a community with roadways that are relatively safe, aesthetic, and easy to administer when new roadways are planned or constructed. They are based on experience and policies and publications of the profession<sup>3</sup>. Within the generally accepted range of standards, communities have some flexibility in adopting specific design requirements to match the planned roadways with adjacent land uses.

Because of changes that have occurred since development of the original standards, the existing street standards do not provide sufficient guidance for planned development in Talent. As a result, a new set of recommended street standards are proposed as part of this TSP. The proposed standards provide for more categories of streets and are designed to be used in combination with the new, proposed functional classification system. The proposed standards are based on input from city staff, the Citizen Advisory Committee (CAC) and the Technical Advisory Committee (TAC).

The new, proposed street standards are summarized in *Table 7-2*, shown graphically in *Figure 7-1* through *Figure 7-4*, and are described in detail on the following pages.

#### **A Note on New Development vs. Existing Rights-of-Way**

The street standards in this document generally apply to new development. Where the City is upgrading existing streets and cannot obtain more right-of-way, it shall not be bound by a strict application of the standard cross-sections. Safety and efficiency for all modes should be the primary concern when designing the upgrade. For example, if parkrows cannot be fit in, sidewalks should be extra wide to afford a greater sense of security. When designing an upgrade, the City may utilize the following table of street components.

<sup>3</sup> *Recommended Guidelines for Subdivision Street and Traditional Neighborhood Development: Street Design Guidelines*, Institute of Transportation Engineers. *Residential Streets, Objectives, Principles, and Design Considerations*, the Urban Land Institute, American Society of Civil Engineers, and the National Association of Home Builders.

### The Component System of Street Standards

There are several components that make up a street cross-section. The basic components—starting from the centerline of the right-of-way and moving outward—are the travel lanes, the bike lanes, the parking lanes, the curbs, the parkrows (planting strips for street trees), and the sidewalks. Each of these components has a range of acceptable standard qualities; some of these elements are optional given certain circumstances. However, the City will not approve any ROW width for a standard street less than 60 feet, nor will it approve non-standard widths that are *not* multiples of 10 (such as 61, 63, 73 feet, etc.) unless there are circumstances worthy of deviating.

Table 7-1 may be used in conjunction with the cross-section standards in Table 7-2 when considering deviations from the standards.

**A note on usage:** when this Chapter uses the term “paving width,” it is referring to the face-of-curb-to-face-of-curb dimension. This means the curb widths (six inches per curb, approximately) will deduct from the available width for parkrows. A further deduction on parkrow width comes from a preference to build sidewalks six inches in from the outer edge of the right-of-way to avoid disturbing property pins during sidewalk construction.

Table 7-1. Table of Widths of Various Street Components and Criteria for Selection

Element [quantity]	Range of widths (in feet)	Criteria
Travel lane [2-5]	10-12	Narrow (10 ft.) permitted for locals, and for collectors if parking lanes are wide
Bike lane [1-2]	5-6	Narrower permitted, but not encouraged, on collectors. Wide on arterials
Parking lane [1-2]	7-8	Narrow permitted on locals
Sidewalk [1-2]	4-6	Narrow on cul-de-sacs (presuming low incidence of through-traffic and sharing). Five (5) feet on locals.
Sidewalk (in CBD and CBH zones)	6-12	As wide as possible when feasible. 8-10 feet will likely be the widest Talent ever sees given the narrow rights-of-way in the zone.
Parkrow (planting strip) [1-2]	4-7	As wide as possible at every opportunity. When provided on only one side, place to avoid conflicts and/or to maximally shade the street. May reduce width if doing so will provide an additional parking lane, but only if there is an appreciable gain in on-street parking spaces by doing so. Not required in downtown area, which shall instead have planters in the sidewalks.
Neckdowns/bulb-outs [1-2]	5-8	Used for traffic calming and to highlight pedestrians at intersections or mid-block locations on any classification of street except major arterial.

Table 7-2. City of Talent Right-of-Way and Street Design Standards

TYPE OF STREET	MINIMUM DESIGN WIDTHS <sup>1</sup>								AVG DAILY TRIPS (ADT)
	RIGHT-OF-WAY	CURB-TO-CURB PAVING <sup>2</sup>	WITHIN CURB-TO-CURB AREA				PARK-ROW both sides	SIDE-WALKS both sides	
			MOTOR VEHICLE TRAVEL LANE	MEDIAN AND/OR CENTER TURN LANE	BIKE LANE both sides	ON-STREET PARKING			
ARTERIAL Boulevard or Highway	ODOT standards	ODOT standards	ODOT standards	ODOT standards	6	ODOT standards	min. 4 and/or tree wells	6–10 when possible	8,000 to 30,000
Avenue									
Two lanes	80	42–50	11–12	0–4	6	8	wells	6–8	3,000 to 14,000
Three lanes	90	48–60	11-12	14	6	one at 8	wells	6–8	
COLLECTOR Residential:									
No parking	60–70	32–36	10–11	N/A	5	—	6–8	6	1,500 to 6,000
Parking one side	70	42–48	10–11	N/A	5	8	3–8	6	
Parking both sides	70–80	48–52	10–11	N/A	6	8	3–8	6	
Commercial:									
Parking one side	70	42	11	N/A	6	8	wells	6–10	2,000 to 10,000
Parking both sides	80	50	11	N/A	6	8	wells	6–10	
LOCAL									
Parking one side	60	32	10	N/A	N/A	one at 8	8	5	200 to 1,500
Parking both sides	60	36	10	N/A	N/A	8	7	5	
Alley access option	60	28–30	10	N/A	N/A	8	5–6	5	
Narrow w/parking	50	22–28	10	N/A	N/A	8	5	5	200 to 800
Cul-de-sac	60	32–40	10	N/A	N/A	one or two at 8	none req'd behind <sup>4</sup>	6	< 500
Industrial	60	40	12	N/A	N/A	8		7	<1,200
ONE-WAY									
No parking	30	16–20	11	N/A	N/A	N/A	4–5	5	200 to 600
Parking one side	40	20	11	N/A	N/A	one at 8	4–5	5	
Parking both sides	50	25–30	11	N/A	N/A	8	4–5	5	
SERVICE									
No parking	30	26	13	N/A	N/A	N/A	N/A	4 <sup>3</sup>	500 to 1,000
Parking one side	40	32	13	N/A	N/A	8	N/A	4 <sup>3</sup>	
ALLEY	20–24	18–20	N/A	N/A	N/A	none	none	optional	N/A
MULTI-USE PATHS	10–20	6–12	N/A	N/A	N/A	N/A	2–7	–	N/A

<sup>1</sup> All measurements are in feet<sup>3</sup> Sidewalk required on one side only.<sup>2</sup> Curbs are generally six (6) inches wide.<sup>4</sup> Street trees shall be located on the outside edges of the ROW

## 7-1. RESIDENTIAL STREETS

Experience has indicated that the design of a residential street and the subdivision in which it is located will affect the traffic operation, safety and livability of such a street. Generally, the average weekday traffic volume on a local residential street averages approximately 400 to 500 vehicles per day. When traffic volumes exceed approximately 1,000 to 1,200 vehicles per day, the residents on that street begin to notice the traffic, and often complain about increasing traffic, noise, and potential accidents. It has also been observed that when traffic volumes reach approximately 5,000 vehicles per day on residential streets, accidents oriented to driveways become identifiable by location.

The location of sidewalks on residential streets is also important. Sidewalks located adjacent to the curb generally contain mailboxes, streetlights and sign poles, thus reducing the effective width of the walk. Sidewalks located away from the curb with a parkrow (planting strip) between the street and the walk generally eliminate obstructions in the walkway, and provide a more pleasing design as well as a buffer from traffic. Parkrows are an investment in the future: the beauty and shade benefits of mature street trees cannot be overstated. Parkrows also provide width for driveway aprons to attain sidewalk level, thus avoiding awkward dips in the sidewalks. To maintain a safe and convenient walkway, a five-foot sidewalk (minimum) shall be used in residential areas; where there is no parkrow provided, a seven-foot sidewalk shall be used. This provides sufficient width for two persons to walk side by side and for people using wheelchairs or pushing strollers to pass other sidewalk users without interference.

Based on these observations, the following residential street standards are established:

### *Local Residential Streets*

Local residential streets are intended to serve the adjacent land without carrying through traffic. These streets shall be designed to carry up to 1,500 vehicles per day. To maintain low volumes, local residential streets shall be designed to encourage low-speed travel.

**A. Standard.** The general standard shall be a 32- or 36-foot roadway (curb face to curb face) within a 60-foot right-of-way, as shown in *Figure 7-1, Section A*. This standard will accommodate passage of two lanes of moving traffic with occasional curb parking on one or both sides.

**B. Standard—Partial or Interim Development.** This standard shall be an 18- to 28-foot roadway (curb face to pavement edge) within a presumed or future 60-foot right-of-way, as shown in *Figure 7-1, Section B*. This is considered to be an interim condition that provides for the eventual widening of the road surface—and possibly right-of-way—when both sides are developed. Partial residential streets may be constructed when the roadway is necessary for access but development is only set to occur on one side at the time of construction. The street width shall be 18 to 28 feet (back-of-curb to back-of-curb) within a 30- to 60-foot right-of-way, as shown in *Figure 7-1, Section B*. A five-foot or larger sidewalk shall be provided on one side of the roadway. The 28-foot cross section will accommodate the passage of one lane of moving traffic in each direction with curb parking limited to one side. A lesser width may make on-street parking impossible in the interim. This standard

shall be provided on one side of the roadway. The 28-foot cross section will accommodate the passage of one lane of moving traffic in each direction with curb parking limited to one side. A lesser width may make on-street parking impossible in the interim. This standard shall be permitted only when development has occurred on one side of the street. When both sides become developed, the roadway must be expanded to the 32- or 36-foot standard. Ultimately, a five-foot-wide sidewalk would be provided on each side of the roadway with a parkrow located between the sidewalk and curb.

**C. Standard—Alley Access Option.** When the street is served by alleys on both sides, a smaller paved width may be acceptable. It is the City’s policy that any means of providing on-street parking should be taken advantage of, particularly where the curbs would be uninterrupted by driveways; therefore, the City may require larger paving widths even where alleys provide access.

**D. Standard—Narrow with Parking.** This variation on the standard is a 22- to 28-foot roadway within a 50-foot right-of-way with parking on one or both sides. On short residential streets the Planning Commission may permit narrower streets with queuing travel lanes following consideration of the following factors:

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

Although the City may agree that a wide street is not necessary *now*, it may become necessary in the future. For this reason, the Planning Commission may require dedication of a standard right-of-way—with reduced paving width when initially built—so the City may increase capacity when needed. The Commission may also consider requiring the provision of additional parking on a one-to-one basis to compensate for loss of on-street parking. Such parking may be located in mini-lots or some other alternative.

**E. Cul-de-Sac Option.** Cul-de-sac streets are common in the newer, westerly part of the community. Few are longer than 200 feet. Cul-de-sac streets are intended to serve only the adjacent land in residential neighborhoods. Based on recent guidance from the Department of Land Conservation and Development and from various urban planning organizations, the City of Talent prohibits cul-de-sac streets except in special circumstances.

New cul-de-sac streets shall not be permitted except where topography or other natural or man-made features prohibit through connections. These streets shall be short, serving a maximum of 12 dwelling units. Because the streets are short and the traffic volumes relatively low, the street width can be narrow, allowing for the passage of two lanes of traffic when no vehicles are parked at the curb or one lane of traffic when vehicles are parked at the curb. The street width shall be 32 feet, curb face-to-curb face, within a 60-foot right-of-way, as shown in Figure 7-1, Section A. On each side of the roadway a six-foot-wide sidewalk shall be provided. Sidewalk connections from the end of a new cul-de-sac shall be provided to other nearby streets and sidewalks whenever possible.

Furthermore, the design and development of new alleys in future subdivisions and planned unit developments may also be appropriate given the benefits of traffic dispersal, decrease of vehicles backing onto local streets, co-location of public facilities and services, and flexible urban design strategies, such as alley-loaded garages and increased availability of on-street parking along the local street.

### ***Local Industrial Streets***

Local industrial streets are intended to serve the adjacent land without carrying through traffic. These streets shall be designed to carry less than 1,200 vehicles per day. If the forecast volume exceeds 1,200 vehicles per day, as determined in the design stage, the street system configuration shall either be changed to reduce the forecast volume or the street shall be designated as a collector street.

**F. Local Industrial.** The street width shall be 40 feet (curb face to curb face) within a 60-foot right-of-way, as shown in *Figure 7-1, Section E*. This width is designed to accommodate turns by large trucks that may be traveling on the roadway. On each side of the roadway, a seven-foot-wide sidewalk shall be located adjacent to the curb and street trees planted behind the sidewalk. Parking may be permitted at the discretion of the City.

## **7-2. MINOR COLLECTOR STREETS**

Collector streets are primarily intended to serve abutting lands and local access needs of neighborhoods. They are intended to carry between 1,200 and 6,000 vehicles per day, including limited through traffic. Collector streets can serve residential, commercial, industrial, or mixed land uses.

### ***Residential Minor Collector Streets***

**A. Standard.** *Figure 7-2, Section A* illustrates a minor collector street cross section with a 70-foot right-of-way and a 48-foot paved width. The 48-foot width allows two travel lanes, bike lanes, and parking on both sides. It is also sufficiently wide that a left turn lane can be provided at intersections or driveways if parking is removed on both sides in the immediate area.

**B. Standard—No Parking.** *Figure 7-2, Section B* shows a cross section with a 60-foot right-of-way and a 36-foot paved width. The 36-foot distance allows two travel lanes, two

bike lanes, and no parking on the street. The roadway is too narrow to provide a left-turn lane at intersections even if parking were removed for short distances.

Six-foot sidewalks shall be provided on each side of the roadway at the right-of-way line to allow a six-foot-wide planting strip. In commercial or business areas, the sidewalks shall be eight feet wide or extend to the property line, and they shall be located adjacent to the curb.

If traffic volume forecasts exceed 5,000 vehicles per day, driveways serving most residential uses should be discouraged. For new minor collector streets, driveways serving single-family houses, duplexes, or triplexes shall not be permitted on that section. When upgrading existing residential minor collector streets, combined driveways or other access management tools shall be employed where feasible.

### *Commercial/Industrial Minor Collector Streets*

**C. Standard.** Shall be the same as the Standard (A), except that the paved width shall be 42 feet.

## **7-3. MAJOR COLLECTOR STREETS**

**A. Standard.** *Figure 7-3, Section A* shows a cross section with an 80-foot right-of-way and a 50-foot paved width. The 50-foot distance allows two travel lanes, two bicycle lanes, and parking on both sides. This configuration is applicable in some residential areas. The 50-foot width allows a turn lane to be striped at key intersections with the removal of parking. Section A is the cross section intended for “retrofit” situations such as those areas where an existing rural street is being reconstructed as an urban section. This section tries to minimize pavement width yet still provide for parking. If right-of-way constraints are severe, it is also possible to narrow the planting strip or to construct part of the sidewalk on an easement.

**B. Standard—Parking on One Side.** *Figure 7-3, Section B* shows a cross section with a 70-foot right-of-way and a 42-foot paved width. The 42-foot distance allows two travel lanes and two bicycle lanes. Parking is permitted on one side and the pavement width does not allow sufficient width for turn lanes. This configuration of major collector is unlikely to be used in most areas, but may be applicable in some residential, industrial and commercial areas. It is intended primarily for new streets where no on-street parking is likely to be needed.

Six- to ten-foot sidewalks shall be provided on each side of the roadway at the right-of-way line to allow a five- or six-foot wide planting strip or tree wells. In commercial or business areas, the sidewalks shall be at least eight feet wide or extend to the property line, and they shall be located adjacent to the curb.

## **7-4. ARTERIAL STREETS**

Arterial streets form the primary roadway network within and through a region. They provide a continuous roadway system that distributes traffic between different neighborhoods and districts. Generally, arterial streets are high capacity roadways that carry



high traffic volumes with minimal localized activity. On-street parking is rarely provided on new arterial streets.

Arterial streets are further subdivided into minor and major arterial streets. The designation of minor or major is dependent on the traffic volumes and the size of the region served. Minor arterial streets generally serve a smaller region, thus carrying lower traffic volumes than major arterial streets.

### ***Minor Arterial Streets***

Minor arterial streets are intended to move traffic, loaded from collector streets, between areas and across portions of a city or region. New residential property other than major complexes of multi-family dwellings shall not face or be provided with access onto arterial streets.

**A. Standard—Minor.** Minor arterial streets shall consist of two or three-lane cross sections with a 90-foot of right-of-way as shown in *Figure 7-4, Section A*. A 48- to 60-foot paved width provides two 12-foot travel lanes, two six-foot bike lanes, and a 14-foot center left-turn lane, plus one lane of parking where possible. Alternatively, it provides for two eight-foot parking lanes, two six-foot bike lanes, and two 11-foot travel lanes. This later cross section may be applicable in commercial areas where parking is especially important and where low travel speeds are appropriate. Note that the absence of a center left-turn lane substantially reduces the capacity of the street.

The 14-foot-wide center left-turn lane could also be replaced by a raised median in areas where left turns are not permitted. The raised median shall be 10 feet wide curb face-to-curb face, and the adjacent travel lanes shall be widened to 14 feet.

If there is a special need for on-street parking and if travel speeds are low, a two-lane minor arterial with no turn lane may be appropriate. Otherwise a three-lane minor arterial street is the standard cross section. A three-lane minor arterial street can generally accommodate a forecast traffic volume of up to 800 vehicles per hour in the direction of heavier flow. If the volume forecast exceeds 800 vehicles per hour in the direction of heavier flow, then a five-lane cross section shall be used.

As with major collector streets, the sidewalk shall be at least 8 feet wide in commercial areas and located adjacent to the curb. In all other areas, the sidewalk shall be seven feet wide and located five feet from the curb face to provide a planting strip. The bike lanes on arterial streets shall be six feet wide to provide a greater buffer to the cyclist when on these high volume roadways.

### ***Major Arterial Streets***

Major arterial streets are intended to serve as primary routes for travel between major urban activity centers and are equivalent to ODOT's classification of principal arterial. These streets function in a similar manner to minor arterial streets but generally carry a much higher traffic volume. The design standard for a major arterial is shown in *Figure 7-4, Section B*.

**B. Standard—Major.** A two-way major arterial shall be a 74-foot wide roadway, curb face-to-curb face, which provides two 12-foot travel lanes and one 6-foot bike lane in each direction, plus a 14-foot center left-turn lane. The right-of-way width shall be 100 feet. The traffic carrying capacity of *Section B* is approximately 32,000 vehicles per day.

The 14-foot-wide center left-turn lane could also be replaced with a raised median instead of the center left-turn lane. The raised median shall be 10 feet wide curb face-to-curb face, and the adjacent travel lanes shall be widened to 14 feet.

In commercial areas, the sidewalks shall be eight feet wide and adjacent to the curb, otherwise they shall be seven feet wide and located five feet from the curb to provide a parkrow.

ODOT's safety and design standards may override and modify the City's preferred standards when necessary.

## **OTHER STREET AND MODE TYPES**

### **Commercial Service Lanes**

This type is intended to provide linkages between commercial properties for automobiles and pedestrians. They are commonly known as “frontage” or “backage” roads. They are not to be used for on-street parking unless there is sufficient right-of-way and design capacity. Commercial Service Lanes may also be on the interface between residential and commercial zoning districts, such as the area between Highway 99 and Talent Avenue, particularly that area between Rapp Road and Arnos Street.

### **One-Way Streets**

This is not a preferred option for Talent. However, there may be circumstances when it is the only choice, or may be an interim design alternative. One-way streets may work for looped street systems as an alternative to cul-de-sacs, or as short connections (300–400 feet) between two two-way streets that have outlets at both of their extremes. (*I'm not sure about this; it may be too restrictive*). The guiding principle is to not permit a one-way street in a location where it encourages wrong-way travel because it is inconvenient.

### **Bike Lanes**

In cases where a bikeway is proposed within the street right-of-way, the roadway pavement (*between curbs*) shall be widened to provide a six-foot bike lane on each side of the street as shown on the cross sections in Figure 7-2 through Figure 7-4. Bike lanes on one-way streets shall be located on the right side of the roadway and be one-way. On-street bike lanes must always flow in the same direction as vehicular traffic. The striping shall be done in conformance with *The Manual on Uniform Traffic Control Devices*. In cases where curb parking will exist with a bike lane, the bike lane will be located between the parking and travel lanes. In some situations, curb parking may have to be removed to permit a bike lane.

The project list identifies and establishes priorities for bikeway projects in Talent. The bikeways on new streets or streets to be improved as part of the street system plan shall be added when the improvements are made. The implementation program identifies an approximate schedule for these improvements.

### **Sidewalks and Multi-Use Paths**

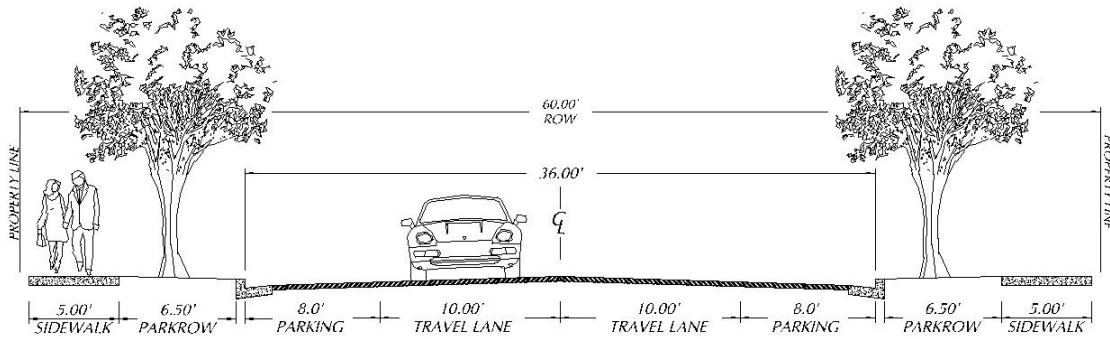
A complete pedestrian system shall be implemented in the city. Every paved street shall have sidewalks on both sides of the roadway as shown on the cross sections in *Figure 7-1* through *Figure 7-4*. Sidewalks on industrial streets shall have a barrier-free 5-foot wide paved width. In residential areas, streets shall have a barrier-free 5-foot wide paved width with a planting strip separating it from the street. Arterial streets will have the same standards except in commercial areas where sidewalks shall have an 8-foot wide paved width adjacent to the street.

Sidewalks, especially in residential areas, may meander along the street. They may be constructed as much as 35 feet from the curb and may be on easements rather than the street right-of-way. It is important that when nearing intersections that a meandering path is brought back to its traditional location near the curb as illustrated in *Figures 7-1* through *7-4*.

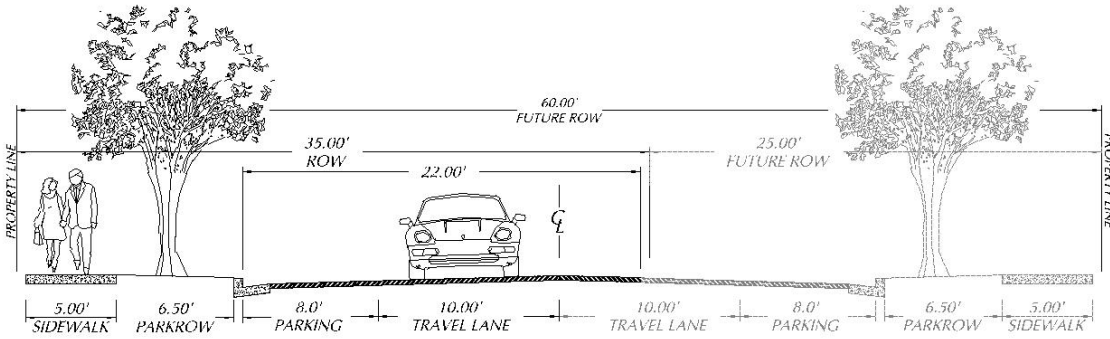
The Bear Creek Greenway path is typical of a multi-use path. It is used by pedestrians, bicyclists, joggers, and roller blade users. Three new multi-use paths are proposed to connect to the Bear Creek Greenway path. The recommended width of a multi-use path is 10 feet. Design guidelines are provided in the *Oregon Bicycle and Pedestrian Plan*.

### **Curb Parking Restrictions**

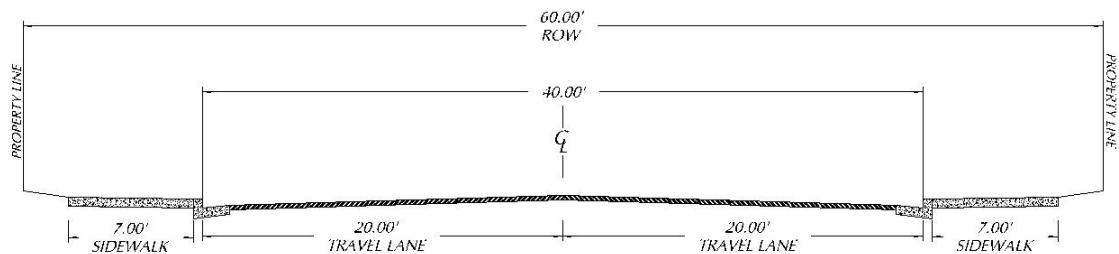
Curb parking shall be prohibited at least 25 feet from the end of the intersection curb return to provide some sight distance to cross-street motorists. On industrial streets where parking is permitted, restrictions may need to be for greater distances to provide for turning movements by large trucks.



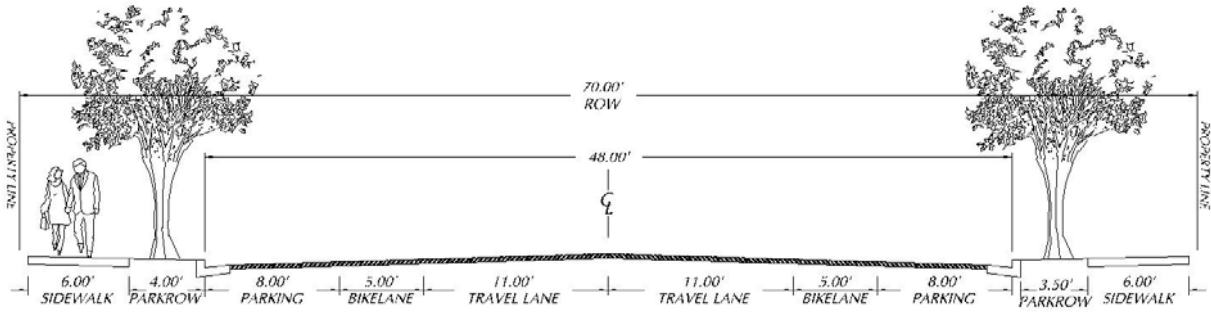
*LOCAL STREET  
Parking on both sides  
Figure 7-1, Section A*



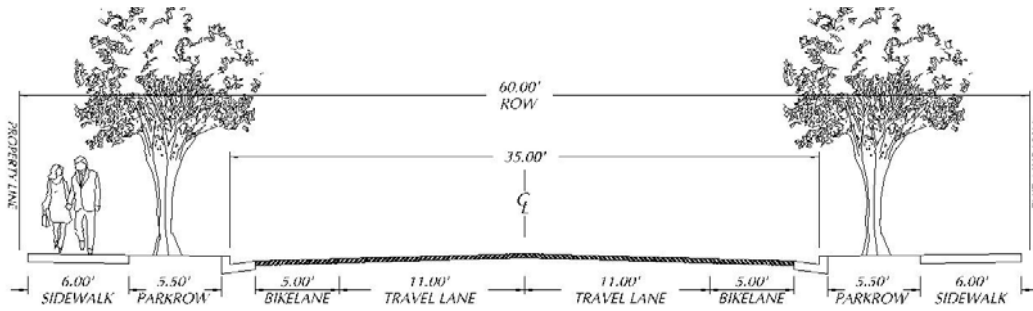
*LOCAL STREET  
Parking on both sides  
Figure 7-1, Section B*



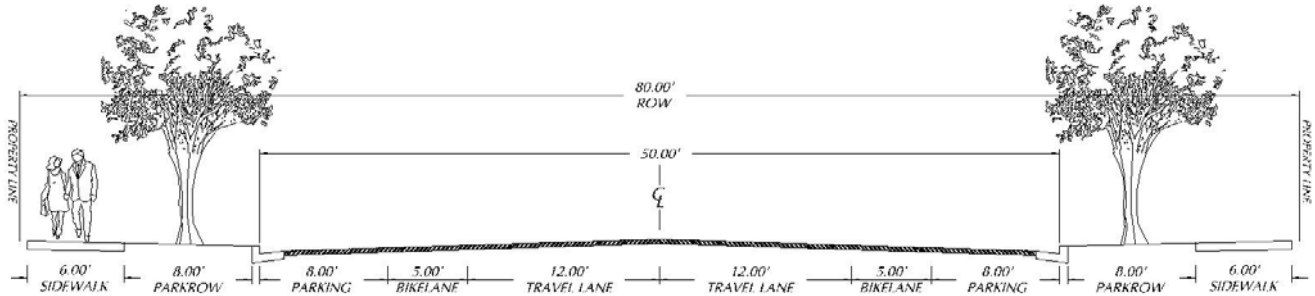
*LOCAL INDUSTRIAL STREET  
No Parking  
Figure 7-1, Section F*



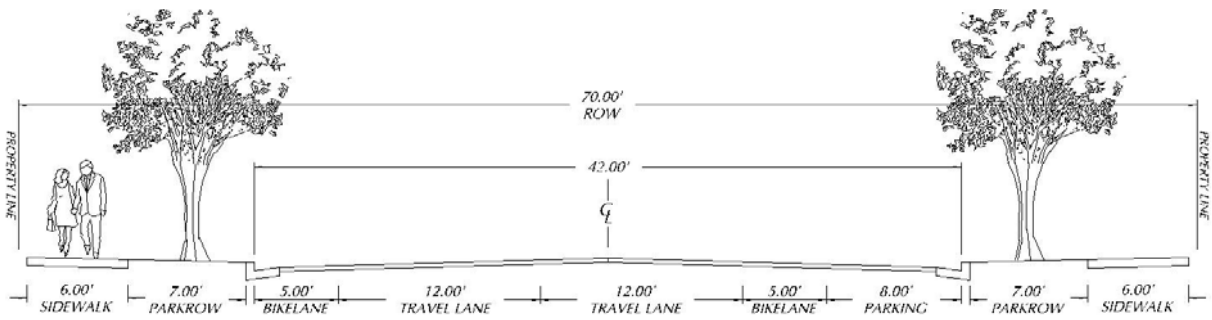
*RESIDENTIAL MINOR COLLECTOR  
Parking on both sides  
Figure 7-2, Section A*



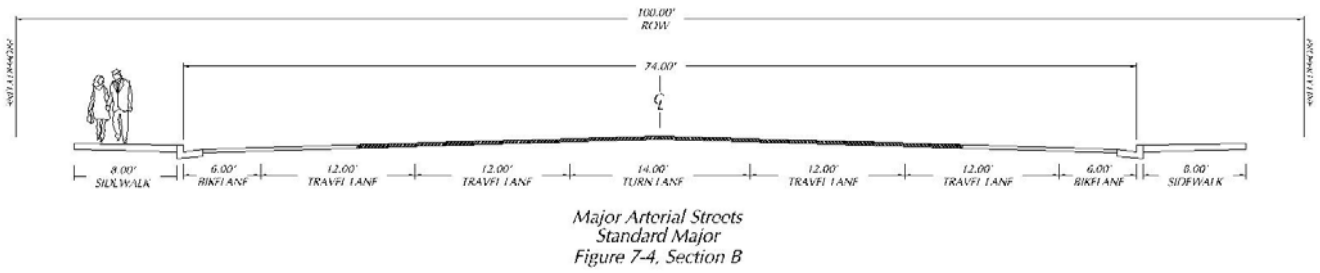
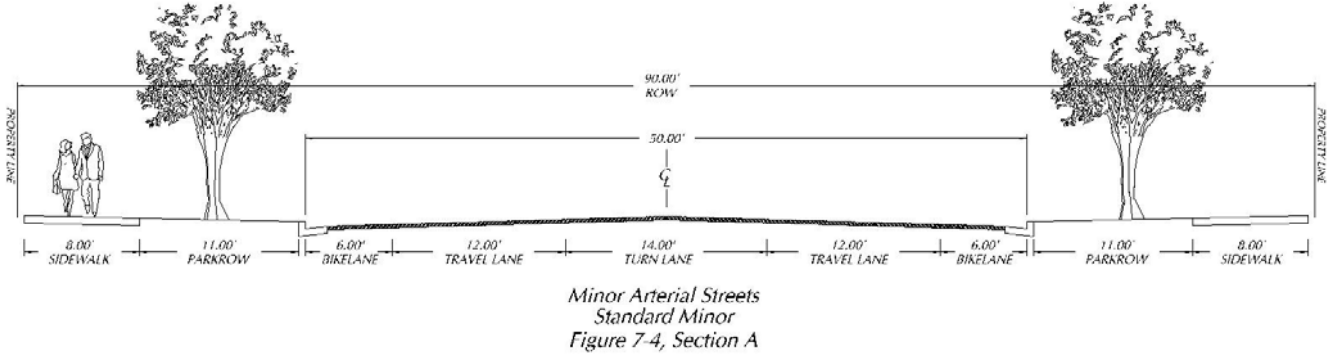
*RESIDENTIAL MINOR COLLECTOR  
Parking on both sides  
Figure 7-2, Section B*



**MAJOR COLLECTOR**  
Standard Parking on both sides  
Figure 7-3, Section A



**MAJOR COLLECTOR**  
Parking on One Side  
Figure 7-3, Section B



## ACCESS MANAGEMENT

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

Reducing capital expenditures is not the only argument for access management. Additional driveways along arterial streets lead to an increased number of potential conflict points among vehicles entering and exiting the driveways, and through vehicles on the arterial streets. This leads to increased vehicle delay and deterioration in the level of service on the arterial. An increase in traffic volumes leads to higher volume/capacity ratios, the measure specified in the Oregon Department of Transportation's 1999 Oregon Highway Plan for measuring highway mobility standards<sup>4</sup>.

Increases in traffic volumes and the number of conflict points may also lead to a reduction in safety. Thus, it is essential that all levels of government try to maintain the efficiency of existing arterial streets through better access management.

Traffic operations improvements and access provisions are both important transportation objectives. However, the two are inversely related, and one can be achieved only by compromising on the other. Past research has shown a direct correlation between the number of access points and the accident rate for a specific class of roadway. Hence, it is important to strike a balance between traffic operations and access control through a prudent access management plan.

Access management is hierarchical, ranging from complete access control on freeways to increasing use of streets for access purposes, parking and loading at the local and minor collector level.

*Tables 7-4 and 7-5 describe recommended access management guidelines by roadway functional classification and appropriate adjacent land use type. Table 7-4 refers to all categories of streets in Talent. Table 7-5 refers only to Highway 99, a facility under the jurisdiction of ODOT. Table 7-5 summarizes the information from the 1999 Oregon Highway Plan that is applicable to Highway 99 in Talent. The 1999 Oregon Highway Plan is the governing document for the state highway system. Key sections of the plan relating to Highway 99 include: Policy 1F: Highway Mobility Standards and Appendix C: Access Management Standards.*

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<sup>4</sup> 1999 Oregon Highway Plan, Oregon Department of Transportation. Policy 1F: Highway Mobility Standards.



Table 7-3. Access Management Guidelines

Functional Classification	Minimum Posted Speed	Minimum Spacing between Driveways and/or Streets <sup>1</sup>	Minimum Spacing between Intersections	Appropriate Adjacent Land Use
Major Arterial	35-50 mph	See Table 7-4	See Table 7-4	<ul style="list-style-type: none"> <li>▪ community/neighborhood commercial near major intersections</li> <li>▪ industrial/office/low volume retail and buffered medium or higher density residential between intersections</li> </ul>
Minor Arterial	35-50 mph	300 feet	1/4 mile	<ul style="list-style-type: none"> <li>▪ light industry/offices and buffered medium or low density residential</li> <li>▪ neighborhood commercial near some major intersections</li> </ul>
Major Collector	25-35 mph	50 feet	300 feet	<ul style="list-style-type: none"> <li>▪ neighborhood commercial near some major intersections</li> <li>▪ medium or low density residential</li> </ul>
Minor Collector (residential)	25-35 mph	50 feet	300 feet	<ul style="list-style-type: none"> <li>▪ primarily lower density residential</li> </ul>
Minor Collector (industrial)	25-35 mph	50 feet	300 feet	<ul style="list-style-type: none"> <li>▪ primarily industrial</li> </ul>
Local Residential	25 mph	Access to each lot permitted	125 feet	<ul style="list-style-type: none"> <li>▪ primarily low density residential</li> </ul>
Alleys	15 mph	Access to each lot permitted	100 feet	<ul style="list-style-type: none"> <li>▪ primarily existing and planned traditional neighborhood development</li> </ul>
Local Industrial	25 mph	Access to each lot permitted	300 feet	<ul style="list-style-type: none"> <li>▪ primarily industrial</li> </ul>

<sup>1</sup> Desirable design spacing (existing spacing will vary). Note that the 300-foot spacing is approximately that found in many areas of Talent today.  
 Source: David Evans and Associates, Inc.

Table 7-4. Access Management Spacing Standards for District Highways<sup>1</sup>  
Measurements are in Feet

Posted Speed	Urban Highway	Urban District <sup>2</sup>	Business	Special Transportation District <sup>2</sup>
> 55 mph	700	-	-	-
50 mph	550	-	-	-
40 & 45 mph	500	-	-	-
30 & 35 mph	400	350		Existing block spacing specified in Comprehensive Plan or other spacing as permitted. See complete description in the 1999 Oregon Highway Plan.
< 25 mph	400	350		

<sup>1</sup> 1999 Oregon Highway Plan, Appendix C: Access Management Standards, Table 15

<sup>2</sup> 1999 Oregon Highway Plan, II. Policy Element, Policy 1B: Land Use and Transportation (definitions)

As indicated in Table 7-5, the primary determinant for access spacing for state highways is the posted speed limit. Two different categories are specified in the 1999 Oregon Highway Plan that may be used to adjust the spacing standard. A Special Transportation Area (STA) is a highway segment designation that may be applied when a downtown, business district, or community center straddles the highway. Traffic speeds are slow, generally 25 mph. An Urban Business District (UBA) is a highway segment designation that recognizes existing areas of commercial activity or future nodes. Speeds are generally 35 mph or less. These two categories were first adopted as part of the 1999 Oregon Highway Plan, so there is little experience or prescient on which to judge their applicability to Highway 99 in Talent. The complete text of the 1999 Oregon Highway Plan should be reviewed and staff from ODOT should be consulted to determine whether an STA or UBA designation can be requested. Obligations of the city and the conditions that might be applied are undetermined.

The number of access points to an arterial can be restricted through the following techniques:

- Restricting spacing between access points based on the type of development and the speed along the arterial.
- Sharing of access points between adjacent properties.
- Providing access via collector or local streets where possible.
- Constructing frontage roads to separate local traffic from through traffic.
- Providing service drives to prevent spillover of vehicle queues onto the adjoining roadways.

Traffic and facility improvements for access management include:

- Providing acceleration, deceleration, and right-turn-only lanes.

- Offsetting driveways to produce T-intersections to minimize the number of conflict points between traffic using the driveways and through traffic.
- Installing median barriers to control conflicts associated with left-turn movements.
- Installing side barriers to the property along the arterial to restrict access width to a minimum.

These access management restrictions are not intended to eliminate existing intersections or driveways. Rather, they shall be applied as new development occurs. Over time, as land is developed and redeveloped, the access to roadways will meet these guidelines.

To summarize, access management strategies consist of managing the number of access points and/or providing traffic and facility improvements. The solution is a balanced, comprehensive program that provides reasonable access while maintaining the safety and efficiency of traffic.

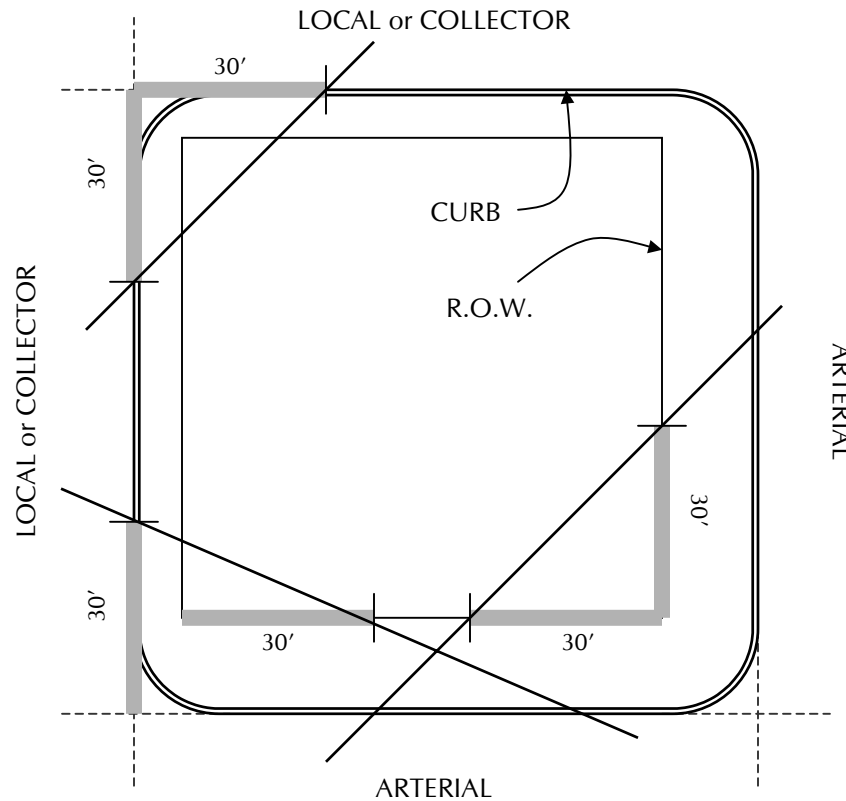
## **RECOMMENDED INTERSECTION VISIBILITY STANDARDS**

The Intersection Visibility Standards establish triangular areas on corner lots, referred to herein as *Vision Triangles*, within which the placement of buildings, fences, hedges, walls, and other structures is restricted in order to maintain clear lines of sight at street intersections for the purposes of vehicular and pedestrian safety. Vision triangles are not required at intersections where all legs of the intersection are stop-controlled or signalized.

The dimensions of vision triangles are determined as follows (See also *Figure 7-2*, below).

- A. At the intersection of two local streets, or at the intersection of a local street with a collector street, or at the intersection of two collector streets, the legs of the vision triangle will be 30 feet in length, as measured along the curblines from the point where the curbs of the two streets intersect. In the absence of a curb, the measurement will be made along the estimated future location of a curb, as determined by the City Engineer.
- B. At the intersection of two arterial streets, the legs of the triangle will be 30 feet in length as measured along the right-of-way line from the point the right-of-way lines of the two streets intersect.
- C. At the intersection of a local or collector street with an arterial, the local or collector leg of the triangle will be 30 feet in length as measured along the curblines from the point where the curbs of the streets intersect. The arterial leg of the triangle will be 30 feet in length as measured along the right-of-way line from the point the right-of-way lines of the two streets intersect.

Figure 7-5. Vision Triangles at the intersections of various street types.



### Standards within Vision Triangles

- A. Prohibited Obstructions. The following obstructions are prohibited within vision triangles:
1. Hedges and walls higher than 4 feet above the curb level;
  2. Fences higher than 4 feet above the curb level. However, fences that are of a type that is less than 20 percent solid, such as split rail, open weave, or wrought iron are permitted within the vision triangle, provided that such fences are kept free from plantings and other materials that are more than 4 feet in height. Solidity is the percent of the fence over a random area that is made up of solid, opaque material that does not allow light or air to pass through.
  3. Signs, except as specifically exempted in section B, below.
  4. Structures of any type, including principal and accessory buildings, except as exempted in section B, below;

5. Items of outdoor display or storage, including ornamental features, such as fountains, statues, garden structures and similar features.

6. Parking and vehicular display areas.

B. Exemptions. The following structures are exempt from the provisions of this Article.

1. Utility and street light poles.

2. Traffic control equipment, including control boxes, traffic signs, and structures that support traffic signals.

3. Building signs established according to the City's current sign regulations, provided the bottom edge of the sign and any supporting structure is at least 10 feet above the adjacent curb level, so that visual clearance is maintained within the vision triangle. Poles and supporting structures for signs are prohibited within the vision triangle.

## **STREET SYSTEM PLAN**

The Street System Plan was developed by applying recommended street classification standards to year 2020 traffic forecasts. The Street System Plan addresses a twenty-year planning horizon and assumes the Talent urban growth boundary does not change in the interim. Besides the change of street standards, a new functional street classification system is proposed and is illustrated in *Figure 7-6*. The street standards shown in *Figures 7-1* through *7-4* and the access standards proposed in *Table 7-3* and *7-4* are shall be applied to the functional classification shown in *Figure 7-6*.

### **Truck Routes**

The principal truck routes for the Talent area are I-5, and Highway 99. Since Highway 99 also runs through the center of the community, its use as a through truck route is to be discouraged. Use of Highway 99 as a route used by through trucks can be discouraged by making certain that adequate capacity is maintained on I-5 and the interchanges in the vicinity of Ashland, Talent, Phoenix and Medford. Should traffic operations at the West Valley View interchange with I-5 become problematic, for example, trucks destined for Wal-Mart might choose to use Highway 99, rather than I-5. Truck route signing might help to guide those unfamiliar with the area to reach I-5 more efficiently.

One of the principal concerns of both residents and businesses is the truck traffic that passes through the downtown commercial district. A certain amount of truck traffic must be anticipated and accommodated to serve Talent's growing industrial community, wholesalers, and retailers, including Wal-Mart.

## **PUBLIC TRANSPORTATION PLAN**

The Rogue Valley Transportation District (RVTD) is the provider of transit service in the Talent area. RVTD provides a combination of services including a fixed-route, fixed-

schedule bus system, and paratransit service. The paratransit service (Valley Lift) is a specialized service for people with disabilities that prevent them from riding the bus. RVTID provides an important service to the community by providing mobility for the economically disadvantaged, elderly, youth, and disabled residents.

The service offered in Talent is a small portion of that offered within RVTID's integrated system. The key service offered to Talent residents is the availability of fixed route service as part of the route from Ashland to Medford. The existing service is described in more detail in *Technical Memorandum No. 2 – Review of Existing Documents*.

The City of Talent has a limited opportunity to influence the direction of public transit except as a part of the RVTID's service area. Fortunately, the existing *Rogue Valley Regional Transportation Plan* and RVTID's *Ten-Year Community Transportation Plan for the Rogue Valley (1996-2006)* provide a comprehensive approach to public transit

Public transportation has the potential of accommodating a greater portion of total daily trips in the region if RVTID is provided with revenues with which it can increase service. Additional revenues will enable the District to improve existing services and expand services to make transit more convenient to people who generally use automobiles. New operating revenues would increase the frequency on existing routes; expand hours and days of service, provide additional new routes, and expand shuttle services.

Talent has taken some steps to enhance RVTID's service. Among other things, Talent has worked with RVTID and others to plan for and to implement the Talent Depot project. This project, discussed in more detail in the "Notes and Discussion on Selected Projects" section of this chapter, is currently underway. It will provide substantial new opportunities for Talent's residents to take advantage of RVTID's existing and planned service.



## BIKEWAY PLAN

A bikeway system based on the adopted scheme of arterial and collector streets will provide a fine network. The design standards shown in *Figures 7-1* through *7-4* illustrate how bicyclists will be accommodated. For arterials and major collectors, bike lanes are specified. For the minor collector streets, minimum lane widths of 14 feet are specified. This is the recommended width for shared use of lanes by motorists and bicyclists.

The actual project sequence may vary somewhat from the recommendations. It is difficult to know exactly what developments will spring up and what funding opportunities will be realized. Projects should be sequenced to take advantage of other roadwork being performed. Timing is often crucial, and a project should not be overlooked simply because it is down on the list if conditions are favorable to proceed. One thing is certain: a strong set of ordinances, codes and standards guiding construction will ensure that cyclists' needs will be met.

Other key facilities important to Talent include connections from the main part of the community to the Bear Creek Greenway. This regional multi-use path, connecting Ashland to Central Point, serves as both a transportation corridor and a recreational facility. The ability of Talent's residents to make use of it for both purposes will be enhanced by the connections proposed and identified on the project map.

Three connections are proposed to the Bear Creek Greenway. The proposed northern connection is near Suncrest Road. The central connection is near the existing West Valley View Road bridge over Bear Creek. The southern connection is near Creel Road. Because of the sensitive environmental nature of these areas along Bear Creek, special efforts will be needed in the design of any facilities for these areas. The terrain and soil conditions will also be challenging. The connection to the Bear Creek Greenway path near West Valley View Road may involve modification of the existing bridge. For each of the proposed connections, the needs of both pedestrians and bicyclists will need to be considered. Due to environmental constraints or topography, connections for bicyclists may not be possible. In this case, only pedestrian access may be provided.

The facilities that will serve as the Bicycle Plan are illustrated in *Figure 7-7*. Note that this map illustrates four categories of bike facilities. Existing facilities are those that are in place in 2007. The "funded" category includes those facilities to be constructed during the next year. The "proposed" facilities on *Figure 7-7* are consistent with the list of transportation improvements shown in *Figure 7-6* and listed in *Tables 7-5 – 7-7*. Assuming the plan is adopted and the projects are constructed as scheduled, all of the "proposed" bicycle projects would be constructed during the next twenty years. The "future" category includes the remaining collector and arterial streets within the urban growth boundary. The street standards provide for bicycle lanes on all major collector and arterial streets, so improvements to streets would normally result in new facilities for bicyclists. However, not all collector and arterial streets will be upgraded during the 20-year planning horizon. Thus, a few street segments are indicated for "future" improvement to include bicycle facilities.



## **PEDESTRIAN PLAN**

Like the bikeway plan, the pedestrian system is based primarily on providing safe, convenient sidewalks on all streets within Talent’s urban growth boundary. In addition, multi-use path connections are proposed to connect to the Bear Creek Greenway at three locations. A pathway along Wagner Creek is also proposed.

*Figures 7-1 through 7-4* illustrate street cross sections for all categories of streets and show how sidewalks are incorporated in the design of all streets. *Figure 7-8* illustrates the existing, planned, proposed, and future sidewalks. The categories are similar to those described above for the bicycle plan. Note that the Transportation Improvement Project List, *Tables 7-6 – 7-8*, indicates that several miles of existing, local streets will be upgraded during the next 20 years. The specific locations for the improvement of local streets have not yet been identified, but will be done on a periodic basis. The opportunities to select the local streets to be upgraded include updates of the Transportation System Plan and the adoption of a capital improvement program, a process usually undertaken annually. Thus, some of the “future” sidewalks may be constructed within the plan’s planning horizon.

## **PIPELINE PLAN**

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

## **AIR TRANSPORTATION PLAN**

The Talent community is served by the Medford-Jackson County International Airport located north and east of I-5 near Medford’s north interchange. The airport provides access for area residents to national and regional air carriers.

The *Medford-Jackson County Airport Master Plan* serves as the airport’s guiding document. According to the master plan, annual passenger enplanements were forecast to increase substantially. The master plan predicted that the 140,000 annual enplanements might double over a 15-year period. In fact, the enplanements have fluctuated considerably since the Master Plan was prepared. Enplanements peaked at 153,000 in 1993 and fell substantially to about 132,000 in 1994, the most recent year for which data is readily available. The Medford-Jackson County International Airport is expected to serve as the principal connection to the airline system for Talent area residents and businesses.

## **RAIL TRANSPORTATION PLAN**

The Talent community is served by the Central Oregon & Pacific (COP). In June 1995, the COP took over the former Southern Pacific Railroad Siskiyou Line that runs from Springfield, Oregon to Black Butte, California. The total length is a little more than 300 miles with about 250 in Oregon. Steep grades and tight turns limit operating speeds that mostly fall in the 25 to 35 miles per hour range. Forty-three miles of the line is limited to an operating speed of 10 miles per hour. During its final years of operation by the Southern Pacific, the line carried about 12,000 cars per year. According to the *1994 Oregon Rail Freight Plan*, Jackson County accounted for less than one million tons in 1992.

The COP is undertaking an aggressive maintenance program and is seeking to increase operating speeds to a minimum of 25 miles per hour and to ease some of the height restrictions currently in place on the line. Loan guarantees by the Federal Railway Administration are being sought to help fund maintenance needs. Service increases by the COP have lead to increased use with as many as 28,000 cars per year.

Rail passenger service is not currently provided in the I-5 corridor south of Eugene. North-south rail passenger service in the California-Oregon-Washington corridor is provided through Klamath Falls, bypassing the Rogue Valley on the way to Eugene. The *Oregon Rail Passenger Policy and Plan* (1992) proposes Eugene to Roseburg passenger rail service as a “Second Stage” expansion, with Eugene to Medford service as a “Third Stage.” Second stage trackage improvements are estimated at \$32 million; third stage trackage improvements are estimated at \$275 million.

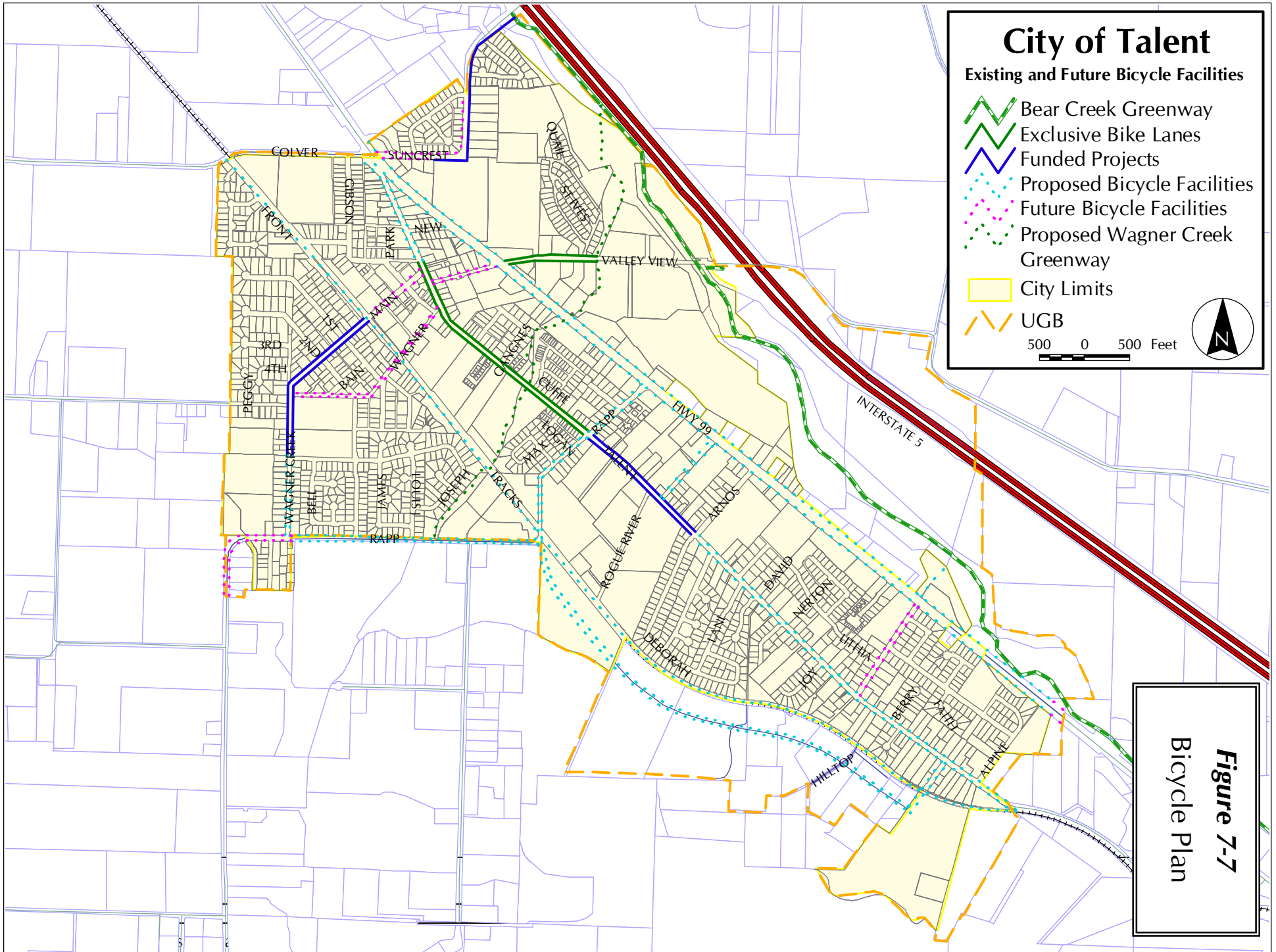
The *Oregon Rail Passenger Policy and Plan* identifies two daily round trip passenger runs Eugene to Medford in the Third Stage with travel times of six to eight hours. For the Third Stage, ridership estimates for the entire segment south of Eugene are estimated to be less than 500 per day.

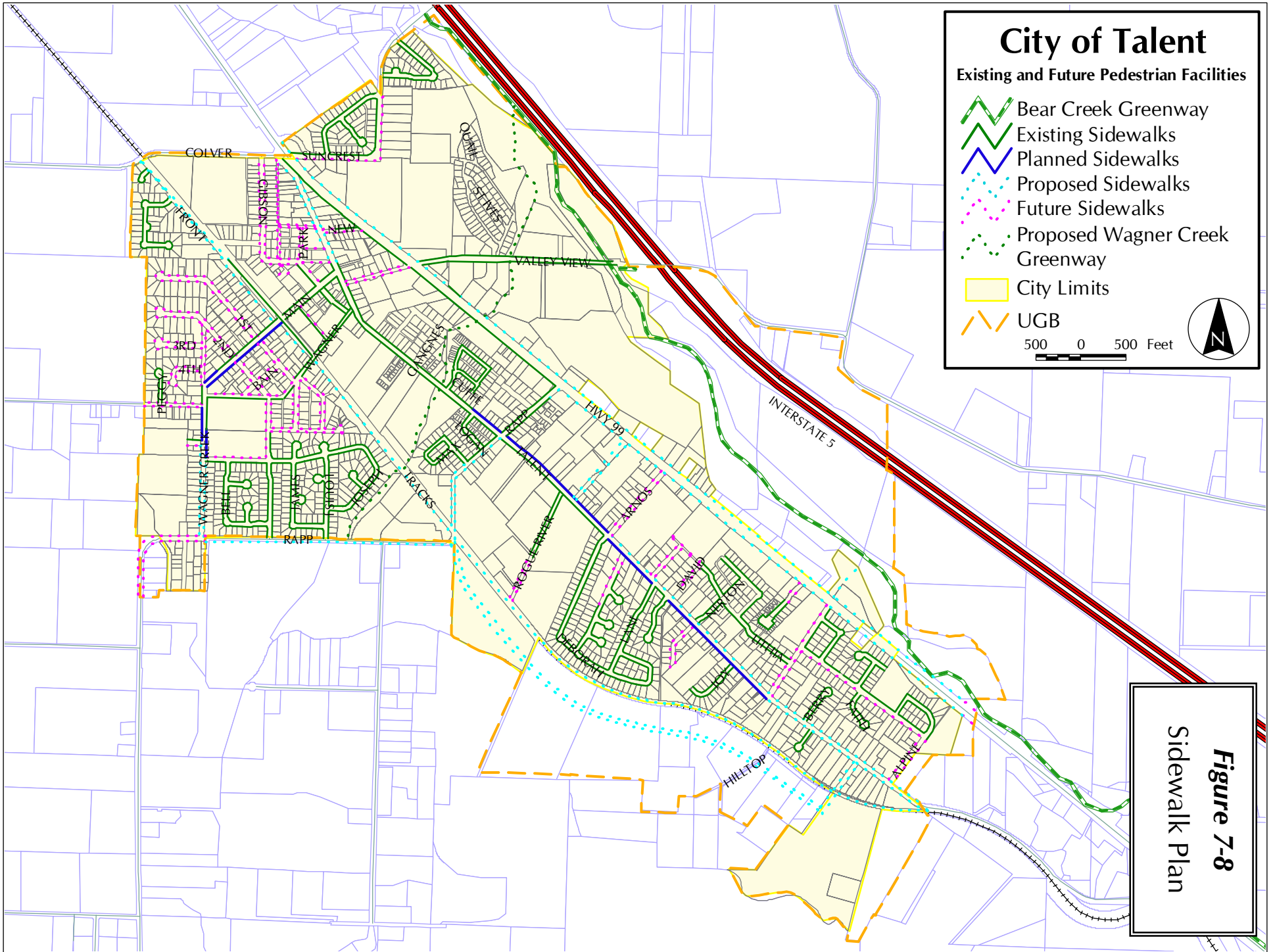
There is no mention in the *Oregon Rail Passenger Policy and Plan* of service south of Medford, such as Talent, Ashland or California. There has been some discussion in the Rogue Valley region about rail passenger service between Grants Pass and Ashland. Tourism, recreation, and commuter options are among the reasons cited for this service.

At this stage in the evolution of rail transportation, it is probable that the City of Talent and the rest of the region are best served by working with others on several fronts. The city and other local agencies try to work with the COP to improve service for existing and potential shippers. The city can participate with the state on statewide and regional system strategies and plans (including both freight and passenger opportunities). Finally, Talent can seek to retain as many options as possible for consideration in future updates of Talent’s Comprehensive Plan and its TSP. Keeping options open for rail service at the Talent Depot is just one example of positive actions the city has taken in support of rail service.

## **WATER TRANSPORTATION PLAN**

There are currently no waterborne transportation uses in the Talent community or the Rogue Valley region. Bear Creek is not classified as a navigable waterway.





## TRANSPORTATION FACILITY IMPROVEMENTS

The transportation improvements for the TSP consist of a list of projects that provide facilities for motorists, bicyclists, pedestrians, and those who use public transportation. The list includes one specific public transit project, multi-modal pathway connections, and a series of street improvement projects. Most of the projects shown are street improvements needed on the area's arterial and collector street system to serve the area's long-range needs for mobility and accessibility based upon anticipated development through year 2020. The growth anticipated in the area is summarized in Chapter 6 with additional details in Technical Memorandum No. 3.

As noted previously, the street system receives principal emphasis in the TSP. The street system receives this emphasis for several reasons. First, automobiles and trucks are the predominant modes of transportation in the area and will most likely remain that way for the twenty-year future, even with some significant shifts to other modes. Second, the street system is the network that provides the structure used for all other modes of travel. Autos, trucks, and bicyclists travel on the streets, and pedestrians use the sidewalks constructed within the street right-of-way. It is important to recognize that improvements proposed in the street system element will have significant impacts for these other modes of travel. In many cases, the street system improvements provide for upgrades to urban and rural cross sections that will include bicycle lanes, or wider shoulders for safe bicycle travel, and the addition of sidewalks to allow for safe and accessible pedestrian use.

The project list was based on an evaluation of the existing roadway system, identified long-range needs (based on the growth assumptions in Technical Memorandum No. 3), the *Goals and Objectives*, and on relevant state and federal regulations. The goals and objectives relate to making the most efficient use of the existing transportation infrastructure; and to providing adequate mobility, safety, and accessibility for users of all modes of transportation. The list serves as the area's vision for the future and will be used as the basis for updates of the TSP.

Most of the projects listed are widening of existing streets to provide adequate vehicular capacity and to provide safe access for bicyclists and pedestrians. The need to increase vehicular capacity of streets, or the need for new roads, is based primarily on the results of the dwelling unit and employment increases presented in *Technical Memorandum No. 4: Cumulative Analysis*.

The Street Element of the plan contains a list and accompanying maps that summarizes the street projects recommended to meet the transportation needs of the Talent area for the next twenty or more years. Typical of a TSP, the projects listed are only those on the planning area's major street network, defined as the collector and arterial system.

The list of street improvement projects includes over 20 projects that fall under the jurisdiction of three agencies: ODOT, Jackson County, and the City of Talent. The projects are also divided into short-range, medium-range, and long-range phases. The short-range phase is generally defined as the first five years of the plan; the medium-range phase runs from six to ten or twelve years following plan adoption; and the long-range phase includes projects needed more than ten to twelve years after plan adoption.

Tables 7-6 – 7-8 include the descriptions and the principal attributes of each of the projects. These same projects are also illustrated in Figure 7-6. Figure 7-6 illustrates them according to the phase in which they are expected to be needed.

The following information is included for each project in Tables 7-6 – 7-8:

- Project location, including termini.
- Improvement category.
- General project description.
- Project improves travel by mode.
- Project justification.
- Project phasing.
- Financial partners.
- Project distance in miles (where applicable).
- Project cost.

Each of the above items identified in the draft project list is explained in the following discussion.

## PROJECT LOCATION

For most projects, the description of location is a street segment defined by the street name and termini. For others, the location is an intersection. Location information will be refined when further analysis and preliminary engineering is conducted prior to construction.

## Improvement Category

Although each project is unique, the projects have been divided into four categories according to the type of the proposed improvement.

- **Urban Upgrade** projects convert two-lane rural roads to urban streets with curb, gutter, sidewalks, and in most places, bike lanes. No increase in the number of lanes is anticipated, although turn lanes might be added at some major intersections.
- **Intersection** projects involve installation of traffic signals at intersections or replacement of old signals with state-of-the-art units. They may also involve some minor roadway work such as changes in curb radii.
- **New Construction** projects are those where a roadway would be constructed where no public roadway now exists. A right-of-way may or may not presently exist.

## PROJECT DESCRIPTION

Only a general description of each project is included. Project information will be refined several times between a project's inclusion in this list and its construction. A project is

analyzed before it is added to a capital improvement program and again when preliminary engineering is undertaken a year or two prior to construction.

When planning is undertaken for specific projects, many variables are considered including: traffic volumes and turns, the percentage of trucks and buses, the location of intersecting streets and driveways, the available right-of-way, topographic constraints, accident history, utility conflicts, and impacts on property owners. After such information has been analyzed, general descriptions from this plan can be refined and more specific information can be made available.

In many cases, the project description specifically lists bike lanes and sidewalks. Local governments routinely include these features in road construction projects and have done so for several years. In addition, Oregon's Transportation Planning Rule requires that local governments plan for sidewalks and bicycle facilities. Sidewalks and bike lanes are linear features that usually run the entire length of a roadway section and are most useful if provided for the entire project length. Like motor vehicle travel lanes, sidewalks and bike lanes work best when they are continuous and interconnected with like facilities.

Generally, high-cost projects require more analysis and planning than low-cost projects. For example, the construction of an arterial street for a new location may require a corridor or location study, an environmental analysis, public hearings, right-of-way negotiations and acquisition, and preliminary specifications. Improving the Valley View Road bridge over Beak Creek, for example, may require an environmental analysis. On the other end of the scale, installation of traffic signals, for example, may require only limited technical analysis and preparation of construction plans and specifications.

### **Project Improves Travel by Mode**

Projects in the list are aimed at improving some or all of the following four travel modes: namely vehicle, bicycle, pedestrian, and freight service.

### **Project Justification**

Seven different project justifications are shown in the roadway projects list. Multiple justifications are indicated for most projects. The following is an explanation of those project justifications:

- **Access** improvements are specified as a justification for about three-quarters of the street and highway projects. New local, collector, and arterial streets designed to serve presently undeveloped land are labeled as access improvements. Many existing streets proposed for upgrading also qualify since a portion of the forecast traffic increase is from land that is presently undeveloped.
- **Economic** development is indicated on about one-third of the projects where access would be improved for land designated for commercial and industrial use. Economic development is generally regarded as the attraction and expansion of employment sites, thus the emphasis on commercial and industrial sites. Economic development is cited as a project justification for proposed projects near industrially designated land in Talent.

- **Safety** is indicated as a justification for a majority of the proposed projects on the street and highway list. Some of the proposed projects are designed to correct existing safety problems. The lack of sidewalks is a principal safety issue in Talent to be addressed by these projects. In other instances, such as outlying collector streets, safety problems do not presently exist. However, as the area grows and traffic increases, many other streets and intersections will experience safety problems. Thus, ‘safety’ is shown as a project justification for some projects in anticipation of problems in addition to locations where there are presently problems.
- **Operations** improvement is included as a justification for approximately one-half of the projects in the list. Most of these projects are intersections where excessive delays occur or are anticipated. Some other projects include widening of the roadway to accommodate additional travel lanes, a raised median, or a continuous two-way left-turn only lane. Note that the use of “operations” as a justification includes those locations where traffic operations are not yet, but might be a problem in the future. For intersection improvements, such as installation of a traffic signal, all applicable standards must be met before the actual improvement is made. With respect to traffic signals, the signal warrants specified in *The Manual on Uniform Traffic Control Devices* must be met.
- **Truck Traffic** is used as a project justification on more than half a dozen projects and reflects a community desire to keep trucks on non-residential streets and away from other areas where they are not wanted. In most cases, streets where ‘truck traffic’ is used as a project justification are in/or adjacent to industrial areas.
- **Upgrade to Urban Standards** is included as a justification for many projects in the list. In developing the list, urban standards (including curbs, gutters and sidewalks) were determined to be appropriate for most collector and arterial streets within the urban growth boundary (UGB). Streets constructed to urban standards are generally thought to be more aesthetically pleasing, safer and less costly to maintain than those not constructed to urban standards. In addition, streets constructed to urban standards generally include underground storm drainage. Many existing collector and arterial streets within the UGB, particularly those listed as long-range needs, indicate ‘upgrade to urban standards’ as a project justification.

## PROJECT PHASING

Projects in the list are divided according to the phase in which construction would take place into three general categories: short-range, medium-range and long-range projects. Since required environmental analysis, design, engineering work and right-of-way acquisition precede construction, these activities may be undertaken in the phase preceding that listed for construction.

The proposed phasing is not an implementation schedule since no priorities have been set within each phase. The actual timing for project implementation will be determined later. The inclusion of a project on an ODOT facility in this TIP does not represent a commitment by ODOT to allow, construct, or participate in the funding of the specific project. The City will need to work with ODOT to discuss and refine potential projects that affect ODOT facilities.



Should ODOT agree to a specific project, its participation will be determined via the biennial updates of the multi-year State Transportation Improvement Program (STIP) by ODOT. The construction of any project is contingent upon the availability of future revenues. The inclusion of a project in a particular phase does not represent a commitment to complete the project during that phase. It is expected that some projects may be accelerated and others delayed.

The project phasing is based on a 1999 estimate of project need and justification, funding availability and rate of land development. Should any of the factors that influence phasing prove different than expected, changes in phasing may be required. For example, a more rapid than expected land development or the occurrence of a safety or operational problem may result in the need to advance a project. Availability of funds restricted to a particular type of project may also make it appropriate to advance or delay a project.

The projects in the short-range, medium-range and long-range phases generally have the following characteristics:

### ***Short-Range Needs***

Projects identified as short-range needs are expected to be needed within the first five years following TSP adoption. These short-range projects generally fall into one of the following categories:

- Projects designed to correct existing deficiencies (e.g. maintenance, operational or safety problems).
- Projects needed to provide system continuity or service to developing areas to which other urban services are or will soon be provided.
- Projects needed to upgrade to urban standards those collector and arterial streets in already developed areas or in areas expected to develop within five years.

### ***Medium-Range Needs***

Projects identified as medium-range needs are expected to be needed three to ten years after TSP adoption. These medium-range projects generally fall into one of the following categories:

- Projects needed to correct level of service or operational problems, but which have long lead times before construction due to high capital cost, the need to purchase right-of-way or the need to complete environmental assessments.
- Projects designed to correct existing deficiencies (e.g. maintenance, operational or safety problems), but for which funding has not yet been identified and is unlikely to be available in the short-range.
- Projects needed to correct operational or safety problems, which will likely result from relatively minor traffic increases.

- Projects needed to upgrade to urban standards those collector and arterial streets where future land development is likely to occur in the first half of ten years of the planning period.

### *Long-Range Needs*

Projects identified as long-range needs are expected to be needed more than eight years after TSP adoption, but within a 20-year horizon. These long-range projects generally fall into the following categories:

- Projects with high capital cost for which funding will be unlikely until the later years of the Plan.
- Projects needed to ensure that urban standards are provided on all the remaining collector and arterial streets within the urban growth boundary.

### **Financial Partners**

This category indicates the agencies that would likely be responsible for providing funding for the project. For projects that have more than one source of agency funding, the agency that currently has jurisdiction over the roadway segment is indicated as the likely lead for the project with a ♦. The additional or secondary financial partners for the project are indicated with a ◆.

The principal agencies with responsibility for project construction and funding are ODOT, Jackson County, and the City of Talent. Note that the inclusion of a project in this plan does not represent a commitment by any agency, such as ODOT, that it will participate in the funding of the project. The Rogue Valley Transportation District (RVTD) and “Other” are also listed as financial partners on some projects. The “Other” category includes various grants and agencies that may not traditionally be associated with transportation projects. The Oregon Economic Development Department is one possible partner on some projects. Additional discussion of financial aspects of the project list is found in the Financial Element.

Since project timing and financing are not binding, the financial partner listing does not represent a commitment by a particular agency to construct that project. For example, Jackson County has been indicated as the lead for the Rapp Road improvement projects. However, both the county and city may expect to participate.

Several projects are listed with “developer” as a funding partner. Developer participation may consist of paying for “frontage improvements” or contributions toward other projects through a “developer agreement,” a “local improvement district” or other mechanisms. When developers build subdivisions, for example, they are required to improve the adjacent street frontage in addition to the interior streets. When a subdivision creates enough traffic impact to warrant off-site traffic mitigation measures, a developer may also be required to participate in those projects. Participation may be in the form of actual construction or an agreement to pay a portion of the cost through establishment of a local improvement

district. Discussion of various funding mechanisms is contained in the financial element of this plan.

### **Project Distance**

The project distance is indicated in miles. No project distance is indicated for signalization or intersection projects. The project length and limits may also be changed prior to construction as a result of further study.

### **Project Cost**

The costs shown in this project list are preliminary planning estimates calculated in 1999 dollars. The estimates include the cost of construction, engineering, and right-of-way acquisition, where appropriate. Cost estimates are based upon costs of similar street and highway projects constructed in recent years.

Cost estimates will be refined as the construction date approaches. More precise cost estimates are prepared when projects are proposed for inclusion in local agencies' capital improvement programs. Even more detailed estimates are made during preparation of design engineering and construction specifications. Two variables that influence the cost are storm drainage facilities and utility relocation. The cost of these can vary greatly and may not be known until engineering work is completed. No estimate was made of potential costs of storm drainage facilities or utility re-locations other than what is typically encountered on similar projects.

For the purposes of this plan, general estimates for right-of-way acquisition were included only for new roadway projects and for major widening projects. Minor allowances were made in the unit cost figures for the widening for landscaping repair, fence replacement, and other minor mitigation related to the adjacent property. No costs were included for any project for relocation of residents or businesses or other "major" disruptions.

The assumptions for project costs for most roadway sections are summarized in *Table 7-9*.

**TRANSPORTATION FACILITY IMPROVEMENT PROJECTS**

*Tables 7-5 – 7-7*

*[each table reads across two facing pages]*

*[begin on next page]*

Table 7-5(a). Transportation Facility Projects List — **Short Range (2007–2012)**

Proj. No.	Location / Name	Improvement Category	Project Description
S.01	Rapp Road—RR crossing to Wagner Creek Rd.	upgrade	Rebuild and upgrade to (major) collector standard
S.02	Multi-Modal Pathways		
	a. Connect to Bear Creek Greenway near Creel Road.	new	Construct new 10-foot-wide multi-modal path.
	b. Connect to Bear Creek Greenway near Suncrest Rd.	new	Construct new 10-foot-wide multi-modal path.
	c. Near RR tracks from north UGB to south UGB	new	Construct new 10-foot-wide multi-modal path.
S.03	Wagner Street RR Crossing	upgrade	Upgrade crossing and provide for pedestrians and bicyclists. Upgrade warning devices
S.04	Downtown circulation and redevelopment (West Valley View Road Plan)	new/ upgrade	Construct new streets to eliminate Main/W. Valley View offset; connect New St. to W. Valley View; connect W. Valley View to Talent Ave. via a southerly extension that may also connect to Gangnes Street. One goal is to open up the area for redevelopment. This project is likely to take place in phases over many years.
S.05	Highway 99—Rapp Road to South City Limits	upgrade	Add center turn lane and medians, bike lanes, sidewalks, curb & gutter; consolidate access points
S.06	Wagner Creek Greenway Path—Talent Avenue to Bear Creek Greenway	new	Construct new 10-foot-wide multi-modal path near or along Wagner Creek to improve connection to Bear Creek Greenway. Segment from Talent Avenue to Highway 99 is complete
S.07	Rapp Road RR Crossing	upgrade	Upgrade crossing and provide for pedestrians and bicyclists; upgrade warning devices.
S.08	Talent Avenue—Creel Road to Alpine Way	upgrade	Upgrade to collector standard
S.09	Talent Avenue—Colver Road to Lapree Street	upgrade	Upgrade to minor arterial standard
S.10	Wagner Creek Road—Christian Avenue to W. Rapp Road	upgrade	Upgrade to major collector standard
S.11	Nerton Street—complete connection	new	Construct gap segment between Crimson Court and Kamerin Springs subdivisions
S.ni	Local Street Network Improvements (see list in Ch. 3)	upgrade	Upgrade local streets with curb, gutter and sidewalks
S.ne	Local Street Network Expansion	new	Construct new local streets as part of subdivisions and development

Table 7-5(b). Transportation Facility Projects List — Short Range (2007–2012)

Proj. No.	Improvements by mode				Project Justification						Financial Partners					Project Distance (in feet)	Unit Cost (per foot)	Project Cost (in thousands)	
	Veh.	Bike	Ped	Freight	Access	Economic	Safety	Operations	Truck traffic	Urban upgrd	ODOT	County	City	RVTD	URA				Developers
S.01	v	b	p		☐	☐	☐	☐	☐	☐	◆	◆					3,500	\$400	\$1,400
S.02																			
a		b	p		☐		☐						◆		◆	◆	800	n/a	\$100
b		b	p		☐		☐						◆		◆		800	n/a	\$250
c		b	p		☐		☐						◆		◆		10,560	n/a	\$500
S.03	v	b	p				☐			☐							n/a	n/a	\$200
S.04	v	b	p	f	☐	☐		☐		☐			◆		◆	◆	1,600	\$800 (incl. ROW acquisition)	\$1,280
S.05	v	b	p	f		☐	☐	☐	☐	☐	◆		◆		◆		5,200	\$600	\$3,120
S.06		b	p		☐	☐	☐						◆			◆	5,280	\$200	\$1,056
S.07	v	b	p				☐			☐			◆				n/a	n/a	\$500
S.08	v	b	p		☐		☐			☐			◆	◆		◆	0.35	\$1,600	\$560
S.09	v	b	p		☐		☐			☐			◆		◆		0.20	\$1,600	\$320
S.10	v	b	p	f	☐		☐			☐			◆			◆	n/a	n/a	\$500
S.11	v	b	p		☐		☐	☐					◆				100	\$250	\$25
S.ni	v	b	p		☐		☐	☐		☐			◆			◆	n/a	\$200	n/a
S.ne	v	b	p		☐								◆			◆	n/a	\$200	n/a

Table 7-6(a). Transportation Facility Projects List — **Medium Range (2010–2017)**

Proj. No.	Location / Name	Improvement Category	Project Description
M.01	Railroad District collector— Belmont Road to Rapp Road	new	Construct new collector street to serve UGB area south and west of RR tracks
M.02	Belmont Road—Talent Avenue to RR Crossing	upgrade	Upgrade to collector standard
M.03	Front Street—Colver Road to URA boundary	upgrade	Upgrade to minor collector standard
M.04	Wagner Creek Greenway Path— Rapp Road to Talent Avenue	new	Construct new 10-foot-wide multi-modal path near or along Wagner Creek to increase non-motorized travel connections.
M.05	Highway 99—Creel Road intersection	upgrade	Install traffic signal and turn lanes.
M.06	Belmont Road RR Crossing	new	Construct new railroad crossing with gates
M.07	Rogue River Parkway—Talent Avenue to Highway 99	new	Construct new street connection with the highway, linking to a backage road serving the commercial properties between E. Rapp Rd. and Arnos Street.
M.ni	Local Street Network Improvements (see list in Ch. 3)	upgrade	Upgrade local streets with curb, gutter and sidewalks
M.ne	Local Street Network Expansion	new	Construct new local streets as part of subdivisions and development

Table 7-6(b). Transportation Facility Projects List — **Medium Range (2010–2017)**

Proj. No.	Improvements by mode				Project Justification						Financial Partners						Project Distance (in feet)	Unit Cost (per foot)	Project Cost (in thousands)
	Veh.	Bike	Ped	Freight	Access	Economic	Safety	Operations	Truck traffic	Urban upgrd	ODOT	County	City	RVTD	URA	Developers			
M.01	v	b	p		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					♦			◆	5,280	\$500	\$2,640
M.02	v	b	p		<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>						◆	500	\$300	\$150
M.03	v	b	p		<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>			◆				1,300	\$300	\$390
M.04		b	p		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						◆			◆			
M.05	v	b	p			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	◆		♦				n/a	n/a	\$250
M.06	v	b	p		<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>						◆	n/a	n/a	\$500
M.07	v			f	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				◆			♦	900	\$400	\$360
M.ni	v	b	p		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>			◆			♦	n/a	\$1,300	n/a
M.ne	v	b	p		<input type="checkbox"/>								♦			◆	n/a	\$1,300	n/a



Table 7-7(a). Transportation Facility Projects List — **Long Range (2015–2020)**

Proj. No.	Location / Name	Improvement Category	Project Description
L.01	Westside Bypass—Wagner Creek Road/Rapp Road to Colver Road	new	Construct new collector street west of city limits to relieve internal traffic burdens from external traffic sources and to facilitate movement
L.02	Suncrest Road realignment	new	Redirect Suncrest Rd. along N side of Autumn Ridge subdivision between Hwy. 99 and Suncrest Road's I-5 overpass.
L.03	Main Street & Talent Avenue signalization	upgrade	Install traffic signals
L.ni	Local Street Network Improvements (see list in Ch. 3)	upgrade	Upgrade local streets with curb, gutter and sidewalks
L.ne	Local Street Network Expansion	new	Construct new local streets as part of subdivisions and development

Table 7-7(b). Transportation Facility Projects List — Long Range (2015–2020)

Proj. No.	Improvements by mode				Project Justification						Financial Partners						Project Distance (in feet)	Unit Cost (per 500 ft.) (in thousands)	Project Cost (in thousands)
	Veh.	Bike	Ped	Freight	Access	Economic	Safety	Operations	Truck traffic	Urban upgrd	ODOT	County	City	RVTD	URA	Developers			
L.01	v	b	p	f	☐	☐	☐	☐	☐			◆	◆			◆	4,200	\$650	\$2,730
L.02	v	b	p	f	☐		☐	☐	☐	☐			◆			◆	1,775	\$500	\$887
L.03	v	b	p			☐	☐	☐	☐				◆		◆		n/a	n/a	\$250
L.ni	v	b	p		☐		☐	☐		☐			◆			◆	n/a	\$300	n/a
L.ne	v	b	p		☐								◆			◆	n/a	\$300	n/a

Table 7-8. Roadway System Improvement Unit Costs

<b>Improvement Type</b>	<b>Unit Cost</b>
New traffic signal installation	\$150,000/signal
Widen to standard rural two-lane cross section with wide shoulder that can serve pedestrians and bicyclists. Pavement is assumed to be 36-foot wide consisting of two 12-foot travel lanes (one in each direction) and two six-foot shoulders (one on each side).	\$500,000/mile
Widen to three-lanes with wide shoulder for pedestrians and bicyclists. Pavement is assumed to be 48-foot wide consisting of two 12-foot travel lanes (one in each direction), a median 12-foot lane, and two six-foot shoulders (one on each side).	\$600,000/mile
Widen to neighborhood collector standard to provide curb, gutter, bike lanes and sidewalks. Parking may be permitted on one side. Bicyclists share roadway with motorists due to low traffic volumes and speeds.	\$1,100,000/mile
Widen to urban two-lane cross section with curb, gutter, bike lanes, and sidewalks. Pavement is assumed to be 44-foot wide with two 12-foot travel lanes (one in each direction), two six-foot bike lanes (one on each side), and an eight-foot parking lane on one side.	\$1,300,000/mile
Widen to urban three-lane cross section with curb, gutter, bike lanes, and sidewalks on each side. Pavement is assumed to be 48-foot wide with two 12-foot travel lanes (one in each direction), a median 12-foot lane, and two six-foot bike lanes (one on each side).	\$1,600,000/mile

## NOTES AND DISCUSSION OF SELECTED PROJECTS

### Talent Train Depot

The Talent Train Depot is an actual working transportation center for car, bus, bike, pedestrian, and, eventually, train transport. It is a historic re-creation that will rebuild the original station that existed on the site from 1906 to 1935. The project is located in the downtown core area adjacent to the post office, city hall, library, shopping and services, and includes a park-and-ride lot, bike lockers, and a public park. The Talent Urban Renewal District and the Rogue Valley Transportation District are funding partners in the development of this project.

According to the City's Capital Improvement Program, the project is being undertaken in four phases. Phase I, which included land acquisition, engineering and architecture, was completed in 1998. Phase II, completed during FY 1998-99, included grading paving, fencing, and subgrade utility work related to the busway. Phase III, completed in FY 2003-04, re-created the depot building. Phase IV (not scheduled) will construct the park-and-ride lot.

The total budget for the project is approximately \$640,000.

### **Highway 99 — Rapp Road to South City Limit**

For most of this section, the highway has a rural cross section without provisions for bicyclists or pedestrians. Most sections have only gravel shoulders. Project S.05 proposed in the project list would upgrade this entire section to a five-lane urban cross section. The cross section proposed is roughly consistent with that illustrated in Figure 7-4, Section B, but the final design is subject to ODOT standards. It would include a center left-turn lanes and/or medians and would have curb, gutter, sidewalks, and bike lanes. Were this project to be constructed, access changes would likely be made, including the elimination of some access points and implementation of shared driveways.

This project is not currently included in the State Transportation Improvement Program. Inclusion of this project on the list, with ODOT as one of the financial partners, does not represent a commitment by ODOT to construct, fund, or even to permit its construction. ODOT has jurisdiction over Highway 99. Further analysis will be required.

### **Intersection of Highway 99 with Creel Road**

This project(M.05) is listed because there appears to be a reasonable possibility that warrants for installation of traffic signals may be met within the next twenty years. The intersection does not currently meet warrants for installation of traffic signals as specified in *The Manual of Uniform Traffic Control Devices*. It may meet warrants in the future. ODOT will not install a traffic signal unless warrants are met.

This project is not currently included in the State Transportation Improvement Program. Inclusion of this project on the list, with ODOT as one of the financial partners, does not represent a commitment by ODOT to construct, fund, or even to permit its construction. ODOT has jurisdiction over Highway 99. Further analysis will be required.

### **Rogue River Parkway**

The extension of Rogue River Parkway from Talent Avenue to Highway 99 is proposed as a way of getting truck traffic and other traffic destined for the industrial areas off the city's residential streets. There are two possible elements: one is to align the Rogue River Parkway intersection at Talent Avenue, but that is complicated by the fact that Chuck Roberts Park was improved using Land and Water Conservation Trust Fund monies, which means any diminishment of parkland would come with a high price tag. The other element could improve access management for the commercial properties between East Rapp Road and Arnos Street. If a "backage" road were built at the intersection of commercial and residential zones between the highway and Talent Avenue, most—if not all—properties facing the highway could take access from there rather than directly off the highway (see Map 5-4 of the "Future Street Connections" in Chapter 5).

### **Multi-Modal Connections to the Bear Creek Greenway**

Three connections are proposed to the Bear Creek Greenway. The proposed northern connection is near Suncrest Road. The central connection is near the existing West Valley View Road bridge over Bear Creek. The southern connection is near Creel Road. Because of

the sensitive environmental nature of these areas along Bear Creek, special efforts will be needed in the design of any facilities for these areas. The terrain and soil conditions will also be challenging. The connection to the Bear Creek Greenway path near West Valley View Road may involve modification of the existing bridge. For each of the proposed connections, the needs of both pedestrians and bicyclists will need to be considered. Due to environmental constraints or topography, connections for bicyclists may not be possible. In this case, only pedestrian access may be provided.

### **Interstate 5 Interchange**

Proposal is for an upgrade of the I-5 Interchange including north- and southbound on- and off-ramps, including replacing the two-lane bridge over the freeway with a four lane bridge. Other access and safety improvements related to this project include replacing the two-lane bridge over Bear Creek on Valley View with a four lane bridge, and making safety improvements at points of access to Valley View between the Bear Creek bridge and the northbound off-ramp.

### **West Side Arterial/Bypass**

As development occurs in the western portion of the city and in the adjacent rural lands to the south and west of the city, additional traffic from the new development can be anticipated. Not only will this increase the traffic volumes at each of the existing railroad crossings, it will increase on streets such as Rapp Road, Wagner Creek Road and Main Street.

This led to suggestions that a new road be constructed from Wagner Creek Road near Rapp Road along the west UGB to Colver Road in the vicinity of Front Street. This arterial or bypass, it was suggested, could at least minimize through traffic originating in the rural areas. Though this proposed road would not provide especially good access to I-5, it would provide a more direct route between the rural lands to the southwest of Talent to Highway 99 and to Phoenix.

The principal problem with this proposal is that residential development currently goes right to the city's western UGB from Foss Street to Colver Road. There is not at present a location inside the UGB within which such a road could be constructed.

The City has proposed examination of a transportation corridor in this general location as part of the Regional Problem Solving project. It is conceivable that only a pedestrian/bike path could be constructed to provide easier access between in-town school properties and the property on Colver Road.

This proposal may be worth evaluating during future updates of the Comprehensive Plan when expansion of the UGB is considered. As long as this corridor from Wagner Creek Road to Colver Road lies outside the UGB, there is little likelihood that this option will be foreclosed by development.

## **PROJECTS CONSIDERED BUT NOT INCLUDED**

During the course of the analysis, several suggestions were made for solutions to issues and problems in the community. In many instances, these were refined and were included in the project list. Some others, however, were not included. It is important that these be recorded so that, if legislation or other conditions change, they can be reconsidered.

Two potential projects are discussed below that were considered, but were not included in the proposed plan.

### **Additional Rail Crossings**

Additional railroad crossings were considered to serve the residential land between the railroad line and the city's south and west urban growth boundary. However, as indicated in Chapter 4, there appears to be little opportunity to add new railroad grade crossings to serve Talent. Federal and State Legislative Directive, under ORS Chapter 824, prohibits any new at-grade railroad crossings and supports eliminating at-grade railroad crossings wherever possible. For a city or county to construct a new at-grade railroad crossing, an application must be submitted to ODOT. In some cases, where a new at-grade railroad crossing is warranted, an existing railroad crossing must be removed. If multiple jurisdictions are involved, there must be a joint agreement for this to occur.

A new crossing of the railroad at or near Rogue River Parkway was one of the specific sites suggested. Two factors led to the decision to eliminate it from further consideration. The first was the need to identify a crossing that could be abandoned in exchange for a new crossing. The second factor was the close proximity of the potential crossing site to the city's urban growth boundary. The geometry required for the approach road on the west side of a potential crossing might lead to an extension of the road into the agricultural land outside the UGB. An expansion of the UGB or an exception to the statewide planning goals might be required to accommodate a new approach road.



## CHAPTER 8: FUNDING OPTIONS AND FINANCIAL PLAN

The Transportation Planning Rule requires Transportation System Plans to evaluate the funding environment for recommended improvements. This evaluation must include a listing of all recommended improvements, estimated costs to implement those improvements, a review of potential funding mechanisms, and an analysis of existing sources' ability to fund proposed transportation improvement projects. Talent's TSP identifies nearly \$21 million and 28 specific projects over the next 20 years. This section of the TSP provides an overview of Talent's revenue outlook and a review of some funding and financing options that may be available to the City of Talent to fund the improvements.

Pressures from increasing growth throughout much of Oregon have created a disparity between needed projects and available funding. Talent will need to work with Jackson County and ODOT to finance the potential new transportation projects over the 20-year planning horizon. The actual timing of these projects will be determined by the rate of population and employment growth actually experienced by the community. This TSP assumes Talent will grow at a rate comparable to past growth, consistent with the countywide growth forecast. If population growth exceeds this rate, the improvements may need to be accelerated. Slower than expected growth will relax the improvement schedule.

### HISTORICAL STREET IMPROVEMENT FUNDING SOURCES

In Oregon, state, county, and city jurisdictions work together to coordinate transportation improvements. *Table 8-1* shows the distribution of road revenues for the different levels of government within the state by jurisdiction level. Although these numbers were collected and tallied in 1991, ODOT estimates that these figures accurately represent the current revenue structure for transportation-related needs.

*Table 8-1. Sources of Road Revenues by Jurisdiction Level*

Revenue Source	Jurisdiction Level			All Funds
	State	County	City	
State Road Trust	58%	38%	41%	48%
Local	0%	22%	55%	17%
Federal Road	34%	40%	4%	30%
Other	9%	0%	0%	4%
Total	100%	100%	100%	100%

*Source: ODOT 1993 Oregon Road Finance Study.*

At the state level, nearly half (48 percent in Fiscal Year 1991) of all road-related revenues are attributable to the State Highway Fund (State Road Trust), whose sources of revenue include fuel taxes, weight-mile taxes on trucks, and vehicle registration fees. As shown in the table, the state road trust is a considerable source of revenue for all levels of government. Federal sources (generally the Federal Highway Trust account and Federal Forest revenues) comprise another 30 percent of all road-related revenue. The remaining sources of road-related



revenues are generated locally, including property taxes, LIDs, bonds, traffic impact fees, road user taxes, general fund transfers, receipts from other local governments, and other sources.

As a state, Oregon generates 94 percent of its highway revenues from user fees, compared to an average of 78 percent among all states. This fee system, including fuel taxes, weight distance charges, and registration fees, is regarded as equitable because it places the greatest financial burden upon those who create the greatest need for road maintenance and improvements. Unlike many states that have indexed user fees to inflation, Oregon has static road-revenue sources. For example, rather than assessing fuel taxes as a *percentage* of price per gallon, Oregon's fuel tax is a fixed amount (currently 24 cents) per gallon.

### **Historical Revenues and Expenditures in the City of Talent**

The City of Talent has historically relied upon the shared revenues from the State Highway Fund and on grants. Over the years the State Highway Fund's allocation to Talent has ranged from about \$150,000 to almost \$200,000 per year.

Most of the expenditures are for maintenance, including categories such as street maintenance, street lighting, street sweeping, and other street department activities. The largest categories have historically been street maintenance and materials and services. Grants have been a key component of the city's expenditures.

Talent has entered into joint funding arrangements with other agencies, such as the Urban Renewal Agency and the Rogue Valley Transportation District, for example, for the Talent Depot project.

Talent also implemented a Systems Development Charge (SDC) program in 1996, but due to water delivery system constraints, virtually no development has occurred. Thus, the SDC program has not produced significant revenues.

### **Transportation Revenue Outlook in the City of Talent**

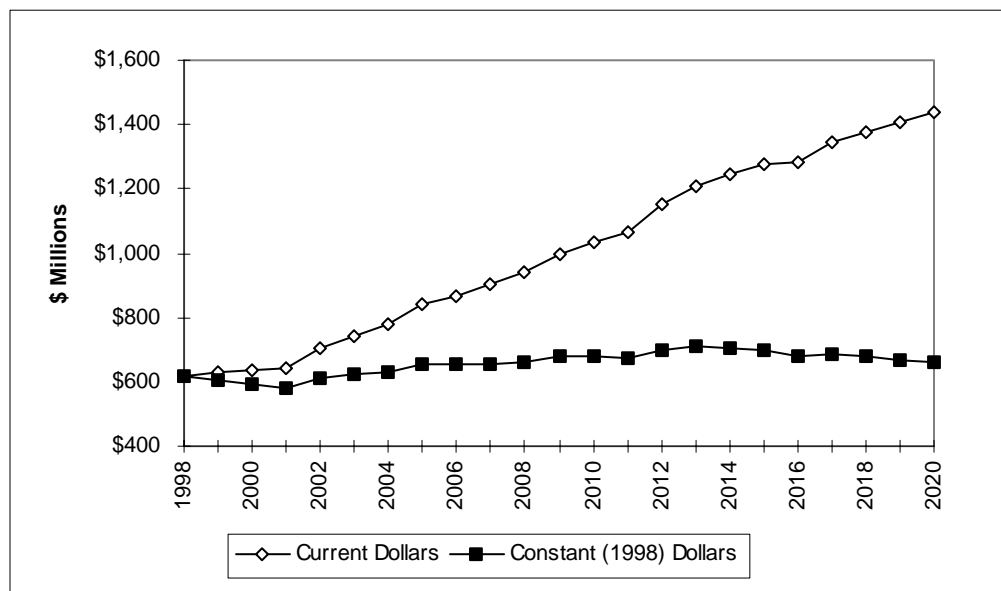
ODOT's policy section recommends certain assumptions in the preparation of transportation plans. In its *Financial Assumptions* document prepared in May 1998, ODOT projected the revenue of the State Highway Fund through year 2020. The estimates are based on not only the political climate, but also the economic structure and conditions, population and demographics, and patterns of land use. The latter is particularly important for state-imposed fees because of the goals in place under Oregon's Transportation Planning Rule (TPR). The TPR requires a 5-percent reduction in per-capita vehicle miles of travel (VMT) in Metropolitan Planning Organizations (MPO) areas within 20 years of plan adoption, and an additional 5-percent reduction within 30 years of plan adoption. This requirement will affect the 20-year revenue forecast from the fuel tax. ODOT recommends the following assumptions:

- Fuel tax increases of one cent per gallon per year (beginning in year 2002), with an additional one cent per gallon every fourth year.

- Vehicle registration fees would be increased by \$10 per year in 2002, and by \$15 per year in year 2012.
- Revenues will fall halfway between the revenue-level generated without TPR and the revenue level if TPR goals were fully met.
- Revenues will be shared among the state, counties, and cities on a “50-30-20 percent” basis rather than the previous “60.05-24.38-15.17 percent” basis.
- Inflation occurs at an average annual rate of 3.6 percent (as assumed by ODOT).

Figure 8-1 shows the forecast in both current-dollar and inflation-deflated constant (1998) dollars. As highlighted by the constant-dollar data, the highway fund is expected to grow slower than inflation early in the planning horizon until fuel-tax and vehicle-registration fee increases occur in year 2002, increasing to a rate somewhat faster than inflation through year 2015, continuing a slight decline through the remainder of the planning horizon.

Figure 8-1. State Highway Fund (in Millions of Dollars)



Source: ODOT Financial Assumptions.

As the State Highway Fund is expected to remain a significant source of funding for Talent, the City is highly susceptible to changes in the State Highway Fund. As discussed earlier, funds from the State Highway Fund provide a large proportion of the revenues available to the City of Talent’s street program.

To analyze the City’s ability to fund the recommended improvements from current sources, the following assumptions were used:

- ODOT State Highway Fund assumptions as outlined above.

- The State Highway Fund will continue to account for the majority of the City's street program.
- The proportion of revenues available for capital expenditures for street improvements will remain a stable proportion of the state tax resources.
- The SDC fees developed in 1996 will be applied to the growth summarized in Chapter 4.

Applying these assumptions to the estimated level of the State Highway Fund resources, as recommended by ODOT, the state's shared revenues available to the Talent for all operations, maintenance, and capital outlay purposes are estimated at approximately \$200,000 and \$250,000 annually (in current 1999 dollars).

Assuming that approximately 80 percent of the resources from the State Highway Fund are used for operations and maintenance, only 20 percent would be available for capital improvements. This equates to \$40,000 to \$50,000 per year.

The amount actually received from the State Highway Fund will depend on a number of factors, including:

- The actual revenue generated by state gasoline taxes, vehicle registration fees, and other sources.
- The population growth in Talent (since the distribution of State Highway Funds is based on an allocation formula which includes population).

Based on the amount of resources historically available to fund capital improvements, this analysis suggests that the City of Talent will have between \$91,000 and \$112,000 available annually for capital improvements. However, some members of the City of Talent staff have expressed concerns that current maintenance needs are not being fully addressed. The diversion of additional resources to address maintenance deficiencies may affect the resources available for capital improvements.

The SDC program in the City of Talent provides for the collection of fees based upon the number of daily trips. The rate established for the program was \$89.65 per daily trip. The methodology and calculations are provided in *Transportation System Development Charges Report for Talent, Oregon* (Wes Reynolds, AICP, 1996).

Planned growth in the community was identified in *Technical Memorandum No. 3 – Population and Employment Analysis*. The traffic resulting from the expected development was summarized in Table 6-1. As indicated in Table 6-1, approximately 10,300 new daily trips might be expected by the end of the planning period. Multiplying the SDC rate of \$89.65 per trip by the expected new trips would yield approximately \$925,000. If growth were to occur at a uniform rate over the next 20 years, that would equate to approximately \$46,000 per year. Certainly, one of the advantages of an SDC program such as the City of Talent's program is the tie between development and revenues. Should development occur more rapidly, the revenue would be collected more rapidly.

It may also be appropriate, following adoption of the TSP, to recalculate the SDC fees based on the projects contained in this document. Talent's SDC program, like most others, is based on a specific set of projects. Changes in the project list or project costs can be used to justify a recalculation of the fee charges.

## **REVENUE SOURCES**

To finance the recommended transportation system improvements requiring expenditure of capital resources, it will be important to consider a range of funding sources. The alternative revenue sources described in this section may not all be appropriate in Talent; however, this overview is being provided to illustrate the range of options currently available to finance transportation improvements during the next 20 years.

### **Property Taxes**

Property taxes have historically been the primary revenue source for local governments. However, property tax revenue goes into general fund operations and is not typically available for street improvements or maintenance. The dependence of local governments on this revenue source is due, in large part, to the fact that property taxes are easy to implement and enforce. Property taxes are based on real property (i.e., land and buildings) that has a predictable value and appreciation to base taxes upon. This is as opposed to income or sales taxes that can fluctuate with economic trends or unforeseen events.

Property taxes can be levied through: 1) tax base levies, 2) serial levies, and 3) bond levies. The most common method uses tax base levies that do not expire and are allowed to increase by six percent per annum. Serial levies are limited by amount and time they can be imposed. Bond levies are for specific projects and are limited by time based on the debt load of the local government or the project.

The historic dependence on property taxes is changing with the passage of Ballot Measure 5 in the early 1990s. Ballot Measure 5 limits the property tax rate for purposes other than payment of certain voter-approved general obligation indebtedness. Under full implementation, the tax rate for all local taxing authorities is limited to \$15 per \$1,000 of assessed valuation. As a group, all non-school taxing authorities are limited to \$10 per \$1,000 of assessed valuation. All tax base, serial, and special levies are subject to the tax rate limitation. Ballot Measure 5 requires that all non-school taxing districts' property tax rate be reduced if together they exceed \$10 per \$1,000 per assessed valuation by the county. If the non-debt tax rate exceeds the constitutional limit of \$10 per \$1,000 of assessed valuation, then all of the taxing districts' tax rates are reduced on a proportional basis. The proportional reduction in the tax rate is commonly referred to as compression of the tax rate.

Measure 47, an initiative petition, was passed by Oregon voters in November 1996. It is a constitutional amendment that reduces and limits property taxes and limits local revenues and replacement fees. The measure limits 1997-98 property taxes to the lesser of the 1995-96 tax minus 10 percent, or the 1994-95 tax. It limits future annual property tax increases to three percent, with exceptions. Local governments' lost revenue may be replaced only with state income tax, unless voters approve replacement fees or charges. Tax levy approvals in certain elections require 50 percent voter participation.

The state legislature created Measure 50, which retains the tax relief of Measure 47 but clarifies some legal issues. Voters approved this revised tax measure in May 1997.

The League of Oregon Cities (LOC) estimated that direct revenue losses to local governments, including school districts, would total \$467 million in fiscal year 1998, \$553 million in 1999, and increase thereafter. The actual revenue losses to local governments will depend on actions of the Oregon Legislature. LOC also estimates that the state will have revenue gains of \$23 million in 1998, \$27 million in 1999, and increase thereafter because of increased personal and corporate tax receipts due to lower property tax deduction.

Measure 50 adds another layer of restrictions to those which govern the adoption of tax bases and levies outside the tax base, as well as Measure 5's tax rate limits for schools and non-schools and tax rate exceptions for voter approved debt. Each new levy and the imposition of a property tax must be tested against a longer series of criteria before the collectible tax amount on a parcel of property can be determined.

### **System Development Charges**

System Development Charges (SDCs) such as the one used in Talent are becoming increasingly popular in funding public works infrastructure needed for new local development. Generally, the objective of systems development charges is to allocate portions of the costs associated with capital improvements upon the developments that increase demand on transportation, sewer or other infrastructure systems.

Local governments have the legal authority to charge property owners and/or developers fees for improving the local public works infrastructure based on projected demand resulting from their development. The charges are most often targeted towards improving community water, sewer, or transportation systems. Cities and counties must have specific infrastructure plans in place that comply with state guidelines to collect SDCs.

Typically, the fee is collected when new building permits are issued. Transportation SDCs are based on trips generated by the proposed development. Residential calculations are typically based on the assumption that a typical household will generate a given number of vehicle trips per day. Nonresidential use calculations are based on building size or employee ratios for the type of business or industrial uses. The SDC revenues would help fund the construction of transportation facilities necessitated by new development.

A key legislative requirement for charging SDCs is the link between the need for the improvements and the developments being charged. SDCs can be used to fund capacity improvements needed to serve new development, but not to solve existing capacity deficiencies.

### **State Highway Fund**

Gas tax revenues received from the State of Oregon are used by all counties and cities to fund street and road construction and maintenance. In Oregon, the State collects gas taxes, vehicle registration fees, overweight/overheight fines and weight/mile taxes and returns a portion of the revenues to cities and counties through an allocation formula. The revenue share to cities is divided among all incorporated cities based on population. Like other

Oregon cities, the City of Talent uses its state gas tax allocation to fund street construction and maintenance.

### **Local Gas Taxes**

The Oregon Constitution permits counties and incorporated cities to levy additional local gas taxes with the stipulation that the moneys generated from the taxes will be dedicated to street-related improvements and maintenance within the jurisdiction. At present, only a few local governments (including the cities of Woodburn and The Dalles, and Multnomah and Washington Counties) levy a local gas tax. The City of Talent may consider implementing a local gas tax as a way to generate additional street improvement funds. However, with relatively few jurisdictions exercising this tax, an increase in the cost differential between gas purchased in Talent and gas purchased in neighboring communities may encourage drivers to seek less expensive fuel elsewhere. Any action will need to be supported by careful analysis to minimize the unintended consequences of such an action.

### **Local Vehicle Registration Fees**

Oregon counties are granted authority to impose a local vehicle registration fee covering the entire county. The Oregon Revised Statutes would allow Jackson County to impose a biannual registration fee for all passenger cars licensed within the County. Although both counties and special districts have this legal authority, vehicle registration fees have not been imposed by local jurisdictions. For a local vehicle registration fee program to be viable in Jackson County, all the incorporated cities and the county would need to formulate an agreement which would detail how the fees would be spent on future street construction and maintenance.

### **Local Improvement Districts**

The Oregon Revised Statutes allow local governments to form Local Improvement Districts (LIDs) to construct public improvements. LIDs are most often used by cities to construct localized projects such as streets, traffic signals, sidewalks or bikeways. The statutes allow formation of a district by either the city government or property owners. Cities that use LIDs are required to have a local LID ordinance that provides a process for district formation and payback provisions. Through the LID process, the costs of local improvements are generally spread out among a group of property owners within a specified area. The cost can be allocated based on property frontage, property area, or other methods such as traffic trip generation. The types of allocation methods are only limited by the Local Improvement Ordinance. The cost of LID participation is considered an assessment against the property, which is a lien equivalent to a tax lien. Individual property owners typically have the option of paying the assessment in cash or applying for assessment financing through the city. Since the passage of Ballot Measure 5, cities have most often funded local improvement districts through the sale of special assessment bonds.

### **Local Sales Tax**

Under ORS 305.620, cities and counties are granted the authority to impose a local general sales tax. At this time, the City of Talent is pursuing the possibility of implementing a general

sales tax at a one-percent level. Preliminary analysis suggests a one-percent sales tax would generate revenues of \$2 million annually. Additional analysis and city county adoption will be required in order to employ this funding option.

## **GRANTS AND LOANS**

There are a variety of grant and loan programs available, most with specific requirements relating to economic development or specific transportation issues, rather than for the general construction of new streets. Many programs require a match from the local jurisdiction as a condition of approval. Because grant and loan programs are subject to change as well as statewide competition, they should not be considered a secure long-term funding source for Talent. Most of the programs available for transportation projects are funded and administered through ODOT and/or the Oregon Economic Development Department (OEDD). Some programs that may be appropriate for Talent are described below.

### **Bike-Pedestrian Grants**

By law (ORS 366.514), all road street or highway construction or reconstruction projects must include facilities for pedestrians and bicyclists, with some exceptions. ODOT's Bike and Pedestrian Program administers two programs to assist in the development of walking and bicycling improvements: local grants, and Small-Scale Urban Projects. Cities and counties with projects on local streets are eligible for local grant funds. An 80 percent state/20 percent local match ratio is required. Eligible projects include curb extensions, pedestrian crossings and intersection improvements, shoulder widening and restriping for bike lanes. Projects on urban state highways with little or no right-of-way taking and few environmental impacts are eligible for Small-Scale Urban Project Funds. Both programs are limited to projects costing up to \$100,000. Projects that cost more than \$100,000, that require the acquisition of right-of-way, or have environmental impacts should be submitted to ODOT for inclusion in the STIP.

### **Enhancement Program**

This federally funded program earmarks \$8 million annually for projects in Oregon. Projects must demonstrate a link to the intermodal transportation system, compatibility with approved plans, and local financial support. A 10.27 percent local match is required for eligibility. Each proposed project is evaluated against all other proposed projects in its region. Within the five ODOT regions, the funds are distributed on a formula based on population, vehicle miles traveled, number of vehicles registered and other transportation-related criteria.

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) provided increased funds for the Enhancement Program. Beginning in 1998, Oregon's program operated in two parts. The Local Program is a regional competition for local projects sponsored by cities, counties and other public agencies. ODOT cannot be the primary sponsor of a project in this part of the Enhancement Program. The Statewide Program competition is limited to projects having regional, multi-regional or statewide significance. ODOT can compete with other agencies in the Statewide Program part of the Enhancement Program.

### **Highway Bridge Rehabilitation or Replacement Program**

The Highway Bridge Rehabilitation or Replacement Program (HBRR) provides federal funding for the replacement and rehabilitation of bridges of all functional classifications. A portion of the HBRR funding is allocated for the improvement of bridges under local jurisdiction. A quantitative ranking system is applied to the proposed projects based on sufficiency rating, cost factor, and load capacity. They are ranked against other projects statewide, and require state and local matches of 10 percent each. It includes the Local Bridge Inspection Program and the Bridge Load Rating Program.

### **Transportation Safety Grant Program**

Managed by ODOT's Transportation Safety Section (TSS), this program's objective is to reduce the number of transportation-related accidents and fatalities by coordination a number of statewide programs. These funds are intended to be used as seed money, funding a program for three years. Eligible programs include programs in impaired driving, occupant protection, youth, pedestrian, speed, enforcement, bicycle and motorcycle safety. Every year, TSS produces a Highway Safety Plan that identifies the major safety programs, suggests counter measures to existing safety problems, and lists successful projects selected for funding, rather than granting funds through an application process.

### **Special Transportation Fund**

The Special Transportation Fund (STF) awards funds to maintain, develop, and improve transportation services for people with disabilities and people over 60 years of age. Financed by a two-cent tax on each pack of cigarettes sold in the state, the annual distribution is approximately \$5 million. Three-quarters of these funds are distributed to mass transit districts, transportation districts, and where such districts do not exist, counties, on a per-capita formula. The remaining funds are distributed on a discretionary basis.

### **Special Small City Allotment Program**

The Special Small City Allotment Program (SCA) is restricted to cities with populations under 5,000 residents. Unlike some other grant programs, no locally funded match is required for participation. Grant amounts are limited to \$25,000 and must be earmarked for surface projects (drainage, curbs, sidewalks, etc.). However, the program does allow jurisdictions to use the grants to leverage local funds on non-surface projects if the grant is used specifically to repair the affected area. Criteria for the \$1 million in total annual grant funds include traffic volume, the five-year rate of population growth, surface wear of the road, and the time since the last SCA grant. With a population estimated at 5,010 in 1997, Talent would not qualify for this program.

### **Immediate Opportunity Grant Program**

The Oregon Economic Development Department (OEDD) and ODOT collaborate to administer a grant program designed to assist local and regional economic development efforts. The program is funded to a level of approximately \$7 million per year through state gas tax revenues. The following are primary factors in determining eligible projects:



- Improvement of public roads.
- Inclusion of an economic development-related project of regional significance.
- Creation or retention of primary employment.
- Ability to provide local funds (50/50) to match grant.

The maximum amount of any grant under the program is \$500,000. Local governments which have received grants under the program include: Washington County, Multnomah County, Douglas County, the City of Hermiston, Port of St. Helens, and the City of Newport.

### **Oregon Special Public Works Fund**

The Special Public Works Fund (SPWF) program was created by the 1995 State Legislature. It is one of several programs used to distribute Oregon Lottery funds to communities for economic development projects. The program provides grant and loan assistance to eligible municipalities primarily for the construction of public infrastructure that supports commercial and industrial development that results in permanent job creation or job retention. To be awarded funds, each infrastructure project must support businesses wishing to locate, expand, or remain in Oregon. SPWF awards can be used for improvement, expansion, and new construction of public sewage treatment plants, water supply works, public roads, and transportation facilities.

While SPWF program assistance is provided in the form of both loans and grants, the program emphasizes loans in order to assure that funds will return to the state over time for reinvestment in local economic development infrastructure projects. Jurisdictions that have received SPWF funding for projects that include some type of transportation-related improvement include the cities of Baker City, Bend, Cornelius, Forest Grove, Madras, Portland, Redmond, Reedsport, Toledo, Wilsonville, Woodburn, and Douglas County.

### **Oregon Transportation Infrastructure Bank**

The Oregon Transportation Infrastructure Bank (OTIB) program is a revolving loan fund administered by ODOT to provide loans to local jurisdictions (including cities, counties, special districts, transit districts, tribal governments, ports, and state agencies). Eligible projects include construction of federal-aid highways, bridges, roads, streets, bikeways, pedestrian accesses, and right-of-way costs. Capital outlays such as buses, light-rail cars and lines, maintenance yards and passenger facilities are also eligible.

### **ODOT FUNDING OPTIONS**

The State of Oregon provides funding for all highway related transportation projects through the Statewide Transportation Improvement Program (STIP) administered by the Oregon Department of Transportation. The STIP outlines the schedule for ODOT projects throughout the State. The STIP, which identifies projects for a four-year funding cycle, is updated on a biennial basis. In developing this funding program, ODOT must verify that the identified projects comply with the Oregon Transportation Plan (OTP), ODOT Modal

Plans, Corridor Plans, local comprehensive plans, and TEA-21 planning requirements. The STIP must fulfill federal planning requirements for a staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on federal planning requirements and the different State plans. ODOT consults with local jurisdictions before highway related projects are added to the STIP.

The highway-related projects identified in Talent's TSP will be considered for future inclusion on the STIP. Currently, the timing of including specific projects is determined through ODOT coordination with the Rogue Valley Area Commission on Transportation (RVACT) based on an analysis of all the project needs within Jackson and Josephine Counties. The City of Talent, Jackson County, and ODOT will need to communicate on an annual basis to review the status of the STIP and the prioritization of individual projects within the project area. Ongoing communication will be important for the city, county, and ODOT to coordinate the construction of both local and state transportation projects.

ODOT also has the option of making some minor highway improvements as part of its ongoing highway maintenance program. Types of road construction projects that can be included within the ODOT maintenance programs are intersection realignments, additional turn lanes, and striping for bike lanes. ODOT field crews using state equipment sometimes undertake maintenance-related construction projects. The maintenance crews do not have the staff or specialized road equipment needed for large construction projects.

An ODOT funding technique that will likely have future application to Talent's TSP is the use of state and federal transportation dollars for off-system improvements. ODOT has the authority and ability to fund transportation projects that are located outside the boundaries of the highway corridors. The criteria for determining what off-system improvements can be funded has not yet been clearly established. It is expected that this new funding technique will be used to finance local system improvements that reduce traffic on state highways or reduce the number of access points for future development along state highways.

## **FINANCING TOOLS**

In addition to funding options, the recommended improvements listed in this plan may benefit from a variety of financing options. Although often used interchangeably, the words financing and funding are not the same. Funding is the actual generation of revenue by which a jurisdiction pays for improvements, some examples include the sources discussed above: property taxes, SDCs, fuel taxes, vehicle registration fees, LIDs, and various grant programs. In contrast, financing refers to the collecting of funds through debt obligations.

There are several debt financing options available to the City of Talent. The use of debt to finance capital improvements must be balanced with the ability to make future debt service payments and to deal with the impact on its overall debt capacity and underlying credit rating. Again, debt financing should be viewed not as a source of funding, but as a time shifting of funds. The use of debt to finance these transportation-system improvements is appropriate since the benefits from the transportation improvements will extend over the period of years. If such improvements were to be tax financed immediately, a large short-term increase in the tax rate would be required. By utilizing debt financing, local governments are essentially spreading the burden of the costs of these improvements to

more of the people who are likely to benefit from the improvements and lowering immediate payments.

### **General Obligation Bonds**

General obligation (GO) bonds are voter-approved bond issues that represent the least expensive borrowing mechanism available to municipalities. GO bonds are typically supported by a separate property tax levy specifically approved for the purposes of retiring debt. The levy does not terminate until all debt is paid off. The property tax levy is distributed equally throughout the taxing jurisdiction according to assessed value of property. GO debts typically are used to make public improvement projects that will benefit the entire community.

State statutes require that the GO indebtedness of a city not exceed three percent of the real market value of all taxable property in the city. Since GO bonds would be issued subsequent to voter approval, they would not be restricted to the limitations set forth in Ballot Measures 5, 47, and 50. Although new bonds must be specifically voter approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, unissued voter-approved bonds, or refunding bonds.

### **Limited Tax Bonds**

Limited tax general obligation (LTGO) bonds are similar to general obligation bonds in that they represent an obligation of the municipality. However, a municipality's obligation is limited to its current revenue sources and is not secured by the public entity's ability to raise taxes. As a result, LTGO bonds do not require voter approval. However, since the LTGO bonds are not secured by the full taxing power of the issuer, the limited tax bond represents a higher borrowing cost than GO bonds. The municipality must pledge to levy the maximum amount under constitutional and statutory limits, but not the unlimited taxing authority pledged with GO bonds. Because LTGO bonds are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50.

### **Bancroft Bonds**

Under Oregon Statutes, municipalities are allowed to issue Bancroft bonds that pledge the city's full faith and credit to assessment bonds. As a result, the bonds become general obligations of the city but are paid with assessments. Historically, these bonds provided a city with the ability to pledge its full faith and credit in order to obtain a lower borrowing cost without requiring voter approval. However, since Bancroft bonds are not voter approved, taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50. As a result, since 1991, municipalities who were required to compress their tax rates have not used Bancroft bonds.

## **FUNDING REQUIREMENTS**

Talent's TSP identifies both capital improvements and strategic efforts recommended during the next 20 years to address safety and access problems and to expand the transportation system to support a growing population and economy. The TSP identifies 28 specific

projects, totaling approximately \$21 million to implement. They have been classified into four categories:

- Short-range: Within the next five years.
- Medium-range: Between year six and year 10 to 12.
- Long-range: After year 10 (or 12).
- Development-driven: As needed by new development.

Total estimated costs by priority level are shown in *Table 8-2*. The distribution of funding among agencies is only a preliminary estimate. There is no commitment by any agency to any of the projects in the project list. Furthermore, there is no relationship between the project costs and the revenues that may or may not be available to any of the agencies named in the project list.

*Table 8-2.* Total Estimated costs (in thousands) of Recommended Projects by Lead Financial Partner

	Financial Partners				Total
	ODOT	County	Talent	Others	
Short-Term Subtotal	\$2,125	\$800	\$2,120	\$1,430	\$5,975
Medium-Term Subtotal	\$2,500	\$560	\$4,030	\$2,350	\$9,440
Long-Term Subtotal	\$150	\$0	\$3,440	\$2,080	\$5,670
Total	\$4,775	\$1,360	\$9,590	\$5,860	\$21,585

*Note: For the purposes of this table, all project costs are "assigned" to the lead financial partner even though cost-sharing arrangements can be anticipated for most projects. Cost sharing may "balance out" among the participants, yielding an overall estimate as indicated here.*

Ten projects are classified as development-driven, a classification attached to projects that will be necessitated and funded by future development. The City has been identified as the financial leader for 15 projects with a total estimated cost of approximately \$9 million. Clearly, substantial contributions from funding partners will be required and additional revenues from city sources may also be necessary.

The City of Talent is expected to be able to fund projects of up to approximately \$2 million over the 20-year planning horizon. Based on current revenue sources for the City of Talent and the improvements identified in this Transportation System Plan, the City would experience a severe budget shortfall, as shown in *Table 8-3*.

Table 8-3. Estimated Capital Funding Balance (in thousands)

	<b>Years 0-5</b>	<b>Years 6-10</b>	<b>Years 11-20</b>
Available from existing sources	\$500	\$500	\$1,000
Needed for city-funded projects	\$2,120	\$4,030	\$3,440
Surplus (Deficit)	\$(1,620)	\$(3,530)	\$(2,440)
Cumulative Surplus (Deficit)	\$(1,620)	\$(5,250)	\$(7,690)

Given the existing cost estimates, the resources available as estimated in Table 8-3, and financial partners currently identified, Talent is expected to experience a funding deficit of nearly \$7 million over the 20-year planning period. However, some of the projects may be eligible for alternative funding sources. For example, the railroad crossing projects may be eligible for ODOT funding. The realignment of Rogue River Parkway may be eligible for Economic Development Department immediate opportunity grants. Another example is the provision of bicycle and pedestrian routes with several of the identified projects. Where such projects serve to improve the pedestrian and bicycle connectivity of the community, they may be eligible for grant funding. As mentioned earlier in this chapter, the City of Talent is also pursuing the option of a one-percent local sales tax. Preliminary analysis suggests that a one-percent sales tax would generate revenues of \$2 million annually, allowing the city to implement additional improvements. Alternative funding sources would serve to allow Talent to implement additional projects within the 20-year planning horizon. Additional analysis will be required to evaluate the feasibility of these alternative funding sources.

This transportation system plan identifies recommended over the next 20 years. Based on existing revenue sources and the estimated costs to implement the improvements, the City of Talent is expected to experience a budget shortfall of \$7 million over the 20-year planning horizon. The City will need to work with Jackson County and ODOT to explore alternative funding sources, including the Federal Enhancement Program, bike and pedestrian grants, and other programs described in this chapter, to implement the recommended improvements.

Table 8-4. Grant and Loan Contacts, 1999

<b>Program</b>	<b>Contact Person</b>	<b>Phone Number</b>
Bike-Pedestrian Grants	Michael Ronkin	(503) 986-3555
TEA-21 Enhancement program	Pat Rogers	(503) 986-3528
Highway Bridge Rehabilitation or Replacement Program (HBRR)	Mark Hirota	(503) 986-3344
Transportation Safety Grant Program	Troy Costales	(503) 986-4192
Special Transportation Fund	Gary Whitney	(503) 986-3885
Special Small City Allotment Program	Michael Augden	(503) 986-3893
Immediate Opportunity Grant Program	Mark Ford	(503) 986-3463
Oregon Special Public Works Fund	Betty Pongracz	(503) 986-0136
Oregon Transportation Infrastructure Bank	John Fink	(503) 986-3922

## **APPENDIX A**

### **LIST OF TECHNICAL MEMORANDA**

The following technical memoranda were produced as part of the planning process:

Technical Memorandum No. 1: Review of Existing Documents, January 1999

Technical Memorandum No. 2: Review of Existing Conditions, March 1999

Technical Memorandum No. 3: Population and Employment Analysis, February 1999

Technical Memorandum No. 4: Cumulative Analysis, March 1999

Technical Memorandum No. 5: Land Use Alternatives, June 1999

**APPENDIX B**  
**CITY OF TALENT**  
**STREET INVENTORY TABLES**



street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
N. 1st Street	W. Main St.	Segment Ends	1,375	city	local	2	25	both	18	60
S. 1st Street	W. Main St.	Bain Street	360	city	local	2	25	both	15	60
S. 1st Street	Bain Street	Wagner Street	265	city	local	2	25	both	15	60
S. 1st Street	Wagner Street	Wagner Butte Avenue	540	city	local	2	25	none	17	50
S. 1st Street	ends at Wagner Butte Ave.	(tot.)	2,540							

N. 2nd Street	W. Main St.	West St.	485	city	local	2	25	both	19	60
N. 2nd Street	West St.	Segment Ends	560	city	local	2	25	both	15	60
S. 2nd Street	W. Main St.	Bain St.	360	city	local	2	25	both	17	60
S. 2nd Street	Bain Street	Wagner St.	200	city	local	2	25	both	15	60
S. 2nd Street	Wagner St.	Wagner Butte Ave.	355	city	local	2	25	both	33	50
S. 2nd Street	Wagner Butte Ave.	Schoolhouse Rd.	345	city	local	2	25	both	33	50
S. 2nd Street	Schoolhouse Rd.	Bell Rd.	700	city	local	2	25	both	33	50
S. 2nd Street	Bell Rd.	W. Rapp Rd.	175	city	local	2	25	both	33	50
S. 2nd Street	ends at W. Rapp Rd.	(tot.)	3,180							

N. 3rd Street	West St.	cul-de-sac	490	city	local	2	25	none	33	60
N. 4th Street	West St.	cul-de-sac	460	city	local	2	25	none	33	40

### A

Aldin Circle	Bell Road	cul-de-sac	180	city	local	2	25	both	33	50
Alpine Way	Lithia Way	Talent Ave.	640	city	local	2	25	none	15	50
Alpine Way	ends at Talent Ave.	(tot.)	640							
Arnos Street	Hwy. 99	Talent Ave.	980	city	local	2	25	both	20	60
Arnos Street	Talent Ave.	Deborah Dr.	1,240	city	local	2	25	both	33	50
Arnos Street	ends at Deborah Dr.	(tot.)	2,220							

### B

Bain Street	Wagner St.	S. 2nd St.	210	city	local	2	25	none	16	60
Bain Street	S. 2nd St.	S. 1st St.	325	city	local	2	25	none	16	60
Bain Street	Ends at First Street	(tot.)	535							
Bell Road	Schoolhouse Rd.	Jacob Cir.	270	city	local	2	25	both	33	50
Bell Road	Jacob Cir.	Aldin Cir.	650	city	local	2	25	both	33	50
Bell Road	Aldin Cir.	S. 2nd St.	255	city	local	2	25	both	33	50
Bell Road	ends at S. 2nd St.	(tot.)	1,175							
Belmont Road	Talent Ave.	C.O.R.P.	425	city	local	1	25	both	12	60
Belmont Road	C.O.R.P.	UGB	0	city	local	1	25	both	12	60
Beth Ann Circle	Joseph Dr.	cul-de-sac	175	city	local	2	25	both	33	50

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
N. 1st Street	W. Main St.	Segment Ends	asphalt	poor	gravel	none	none		none	
S. 1st Street	W. Main St.	Bain Street	asphalt	poor	gravel	none	none		none	
S. 1st Street	Bain Street	Wagner Street	asphalt	poor	gravel	none	none		none	
S. 1st Street	Wagner Street	Wagner Butte Avenue	asphalt	good	ditch	none	none		none	
S. 1st Street	<i>ends at Wagner Butte Ave.</i>	(tot.)								

N. 2nd Street	W. Main St.	West St.	asphalt	good	gravel	none	none		none	
N. 2nd Street	West St.	Segment Ends	asphalt	good	gravel	none	none		none	
S. 2nd Street	W. Main St.	Bain St.	asphalt	good	gravel	none	none		none	
S. 2nd Street	Bain Street	Wagner St.	asphalt	good	gravel	none	none		none	
S. 2nd Street	Wagner St.	Wagner Butte Ave.	asphalt	excellent	asphalt	both	one side		none	
S. 2nd Street	Wagner Butte Ave.	Schoolhouse Rd.	asphalt	excellent	asphalt	both	one side		none	
S. 2nd Street	Schoolhouse Rd.	Bell Rd.	asphalt	excellent	asphalt	both	both		none	
S. 2nd Street	Bell Rd.	W. Rapp Rd.	asphalt	excellent	asphalt	both	both		none	
S. 2nd Street	<i>ends at W. Rapp Rd.</i>	(tot.)								

N. 3rd Street	West St.	cul-de-sac	asphalt	good	asphalt	none	none		none	
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N. 4th Street	West St.	cul-de-sac	asphalt	good	asphalt	none	none		none	
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**A**

Aldin Circle	Bell Road	cul-de-sac	asphalt	excellent	asphalt	both	both		none	
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Alpine Way	Lithia Way	Talent Ave.	asphalt	good	none	none	none		none	
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Alpine Way	<i>ends at Talent Ave.</i>	(tot.)								
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Arnos Street	Hwy. 99	Talent Ave.	asphalt	good	gravel	none	none		none	
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Arnos Street	Talent Ave.	Deborah Dr.	asphalt	excellent	asphalt	both	both		none	
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Arnos Street	<i>ends at Deborah Dr.</i>	(tot.)								
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**B**

Bain Street	Wagner St.	S. 2nd St.	asphalt	poor	ditch	none	none		none	
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Bain Street	S. 2nd St.	S. 1st St.	asphalt	poor	ditch	none	none		none	
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<i>Bain Street</i>	<i>Ends at First Street</i>	(tot.)								
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Bell Road	Schoolhouse Rd.	Jacob Cir.	asphalt	excellent	asphalt	both	both		none	
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Bell Road	Jacob Cir.	Aldin Cir.	asphalt	excellent	asphalt	both	both		none	
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Bell Road	Aldin Cir.	S. 2nd St.	asphalt	excellent	asphalt	both	both		none	
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Bell Road	<i>ends at S. 2nd St.</i>	(tot.)								
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Belmont Road	Talent Ave.	C.O.R.P.	gravel		gravel	none	none		none	
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Belmont Road	C.O.R.P.	UGB	gravel		gravel	none	none		none	
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Beth Ann Circle	Joseph Dr.	cul-de-sac	asphalt	excellent	asphalt	both	both		none	
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street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
Betty Jo Way	Lani Way (W)	Deborah Dr.	560	city	local	2	25	both	33	50
Betty Jo Way	Merges with Deborah Drive	(tot.)	560							
Brierwood Drive	Sweet Brier Dr.	Sherwood Ct.	420	city	local	2	25	both	33	50
Brierwood Drive	Ends at Sherwood Ct.	(tot.)	420							
Brittson Drive	Louis J. Ave.	James St.	350	city	local	2	25	both	33	50
Brittson Drive	becomes James St. at curve									

**C**

Christian Avenue	Wagner Creek Road	Segment Ends (W)	180	city	local	2	25	both	40	60
Cowdry Lane	Rapp Road	City Limit (S)	570	city						
Creel Road	Talent Ave.	Lithia Way (W end)	445	city	collector	2	35	both	19	60
Creel Road	Lithia Way (W end)	Lithia Way (E end)	210	city	collector	2	35	both	30	60
Creel Road	Lithia Way (E end)	Pheasant Run Dr.	385	city	collector	2	35	both	30	60
Creel Road	Pheasant Run Dr.	Hwy. 99	215	city	collector	2	35	both	30	60
Creel Road	ends at Hwy. 99	(tot.)	1,255							

**D**

David Way	Lithia Wy.	Segment Ends	310	city	local	1	25	none	14	50
Deborah Drive	Betty Jo Wy.	Lani Way	440	city	local	2	25	both	33	50
Deborah Drive	Lani Wy.	Meadowslope Dr.	470	city	local	2	25	both	33	50
Deborah Drive	Meadowslope Dr.	Arnos St.	230	city	local	2	25	both	33	50
Deborah Drive	ends at Arnos St.	(tot.)	1,140							

**E**

Eva Way	Talent Avenue	segment ends	--	city						
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**F**

Fairview Street	Gibson Avenue	Segment Ends (W)	460	city	local	2	25	none	19	60
Faith Circle	Lithia Way	segment ends	440	city	local	2	25	both	29	50
Foss Road	Wagner Crk Rd.	Peggy Ln.	495	city	local	2	25	none	18	40
Foss Road	Peggy Ln.	City Limit (W)	165	city	local	2	25	none	18	40
Foss Road	ends at City Limit	(tot.)	660							
French Circle	James St.	cul-de-sac	95	city	local	2	25	both	50	75
S. Front Street	W. Wagner St.	W. Main St.	560	city	local	2	25	none	19	60
N. Front Street	W. Main St.	Sweetbriar St.	1,800	city	local	2	25	none	19	30

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
<del>Betty Jo Way</del>	<del>Lani Way (W)</del>	<del>Deborah Dr.</del>	asphalt	excellent	asphalt	both	both		none	
Betty Jo Way	Merges with Deborah Drive	(tot.)								
Brierwood Drive	Sweet Brier Dr.	Sherwood Ct.	asphalt	excellent	asphalt	both	both		none	
Brierwood Drive	Ends at Sherwood Ct.	(tot.)								
Brittson Drive	Louis J. Ave.	James St.	asphalt	excellent	asphalt	both	both		none	
Brittson Drive	becomes James St. at curve									

**C**

Christian Avenue	Wagner Creek Road	Segment Ends (W)	asphalt	fair	asphalt	both	one side		none	
Cowdry Lane	Rapp Road	City Limit (S)	<b>private</b>							
Creel Road	Talent Ave.	Lithia Way (W end)	asphalt	fair	gravel	partial	none		none	
Creel Road	Lithia Way (W end)	Lithia Way (E end)	asphalt	good	asphalt	partial	one side	good	none	
Creel Road	Lithia Way (E end)	Pheasant Run Dr.	asphalt	good	asphalt	partial	one side	good	none	
Creel Road	Pheasant Run Dr.	Hwy. 99	asphalt	good	asphalt	partial	one side	good	?	
Creel Road	ends at Hwy. 99	(tot.)								

**D**

David Way	Lithia Wy.	Segment Ends	asphalt	poor	gravel	none	none		none	
Deborah Drive	Betty Jo Wy.	Lani Way	asphalt	excellent	asphalt	both	both		none	
Deborah Drive	Lani Wy.	Meadowslope Dr.	asphalt	excellent	asphalt	both	both		none	
Deborah Drive	Meadowslope Dr.	Arnos St.	asphalt	excellent	asphalt	both	both		none	
Deborah Drive	ends at Arnos St.	(tot.)								

**E**

Eva Way	Talent Avenue	segment ends	<b>private</b>							
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**F**

Fairview Street	Gibson Avenue	Segment Ends (W)	asphalt	good	ditch	none	none		none	
Faith Circle	Lithia Way	segment ends	asphalt	excellent	asphalt	both	both		both	
Foss Road	Wagner Crk Rd.	Peggy Ln.	asphalt	good	gravel	none	none		none	
Foss Road	Peggy Ln.	City Limit (W)	asphalt	good	gravel	none	none		none	
Foss Road	ends at City Limit	(tot.)							none	
French Circle	James St.	cul-de-sac	asphalt	excellent	asphalt	both	both		none	
S. Front Street	W. Wagner St.	W. Main St.	asphalt	good	ditch	none	none		none	
N. Front Street	W. Main St.	Sweetbriar St.	asphalt	excellent	ditch	none	none		none	

street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
N. Front Street	Sweetbriar St.	Nicoya Pl.	400	city	local	2	25	none	19	30
N. Front Street	Nicoya Pl.	Colver Rd.	135	city	local	2	25	none	19	30
N. Front Street	<i>ends at Colver</i>	<i>(tot.)</i>	2,335							

### G

Ganges Street (Loop)	Talent Avenue	Talent Avenue	1,250	city	local	2	25	none	23	50
Gibson Avenue	Lapree Street	Fairview Street	190	city	local	2	25	both	20	55
Gibson Avenue	Fairview Street	Colver Road	980	city	local	2	25	both	19	55
Gibson Avenue	<i>Ends at Colver Road</i>	<i>(tot.)</i>	1,170							

### H

Hilltop Road	Talent Avenue	City Limit (W)	430	city	local	1	25	none	18	30-20
Hilltop Road	City Limit (W)	UGB	715	city	local	1	25	none	18	20
Home Street	John Street	Lapree Street	235	city	local	1	25	none	15	60
Home Street	<i>Ends at Lapree Street</i>									
S. Hwy. 99	S. city limit	Creel Rd.	920	ODOT	arterial	4	45	none	50 ft. min.	100
S. Hwy. 99	Creel Rd.	Tulipan Wy.	380	ODOT	arterial	4	45	none	50 ft. min.	100
S. Hwy. 99	Tulipan Wy.	Arnos St.	1,960	ODOT	arterial	4	45	none	50 ft. min.	100
S. Hwy. 99	Arnos St.	E. Rapp Rd.	1,500	ODOT	arterial	4	45	none	50 ft. min.	100
S. Hwy. 99	E. Rapp Rd.	Wagner Creek bridge	1,150	ODOT	arterial	4	40	none	50 ft. min.	100
S. Hwy. 99	Wagner Creek bridge	W. Valley View Rd.	960	ODOT	arterial	4	40	none	50 ft. min.	100
N. Hwy. 99	W. Valley View Rd.	New Street	725	ODOT	arterial	4	45	none	50 ft. min.	100
N. Hwy. 99	New Street	Suncrest Rd/Colver Rd	1,330	ODOT	arterial	4	45	none	50 ft. min.	100
N. Hwy. 99	<i>Ends at Suncrest Rd/Colver Rd (City Limit)</i>	<i>(tot.)</i>	8,925							

### I

### J

Jacob Circle	Bell Road	cul-de-sac	225	city	local	2	25	both	33	50
James Street	cul-de-sac	Schoolhouse Rd.	180	city	local	2	25	both	33	50
James Street	Schoolhouse Rd.	French Cir.	420	city	local	2	25	both	33	50
James Street	French Cir.	Brittson Dr.	280	city	local	2	25	both	33	50
James Street	<i>becomes Brittson Dr. at curve</i>	<i>(tot.)</i>	880							
John Street	E. Wagner St.	E. Main St.	500	city	local	2	25	both	21	30
John Street	<i>ends at E. Main</i>									

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
N. Front Street	Sweetbriar St.	Nicoya Pl.	asphalt	excellent	ditch	none	none		none	
N. Front Street	Nicoya Pl.	Colver Rd.	asphalt	excellent	ditch	none	none		none	
N. Front Street	<i>ends at Colver</i>	<i>(tot.)</i>								

### G

Gangnes Street (Loop)	Talent Avenue	Talent Avenue	asphalt	poor	gravel	none	none		none	
Gibson Avenue	Lapree Street	Fairview Street	asphalt	fair	gravel	none	none		none	
Gibson Avenue	Fairview Street	Colver Road	asphalt	fair	gravel	none	none		none	
Gibson Avenue	<i>Ends at Colver Road</i>	<i>(tot.)</i>								

### H

Hilltop Road	Talent Avenue	City Limit (W)	gravel		gravel	none	none		none	
Hilltop Road	City Limit (W)	UGB	gravel		gravel	none	none		none	
Home Street	John Street	Lapree Street	gravel		none	none	none		none	
Home Street	<i>Ends at Lapree Street</i>									
S. Hwy. 99	S. city limit	Creel Rd.	asphalt	excellent	gravel	none	none		none	
S. Hwy. 99	Creel Rd.	Tulipan Wy.	asphalt	excellent	gravel	none	none		none	
S. Hwy. 99	Tulipan Wy.	Arnos St.	asphalt	excellent	gravel	none	none		none	
S. Hwy. 99	Arnos St.	E. Rapp Rd.	asphalt	excellent	gravel	none	none		none	
S. Hwy. 99	E. Rapp Rd.	Wagner Creek bridge	asphalt	excellent	gravel	none	S side		none	
S. Hwy. 99	Wagner Creek bridge	W. Valley View Rd.	asphalt	excellent	gravel	none	S side		none	
N. Hwy. 99	W. Valley View Rd.	New Street	asphalt	excellent	gravel	none	both		none	
N. Hwy. 99	New Street	Suncrest Rd/Colver Rd	asphalt	excellent	gravel	none	S side		none	
N. Hwy. 99	<i>Ends at Suncrest Rd/Colver Rd (City Limit)</i>	<i>(tot.)</i>								

### I

### J

Jacob Circle	Bell Road	cul-de-sac	asphalt	excellent	asphalt	both	both		none	
James Street	cul-de-sac	Schoolhouse Rd.	asphalt	excellent	asphalt	both	both		none	
James Street	Schoolhouse Rd.	French Cir.	asphalt	excellent	asphalt	both	both		none	
James Street	French Cir.	Brittson Dr.	asphalt	excellent	asphalt	both	both		none	
James Street	<i>becomes Brittson Dr. at curve</i>	<i>(tot.)</i>								
John Street	E. Wagner St.	E. Main St.	asphalt	excellent	asphalt	both	one side		none	
John Street	<i>ends at E. Main</i>									

street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
Joseph Drive	Schoolhouse Rd.	Beth Ann Cir.	215	city	local	2	25	both	33	50
Joseph Drive	Beth Ann Cir.	Louis J. Ave.	530	city	local	2	25	both	33	50
Joseph Drive	ends at Louis J. Ave.	(tot.)	745							
Joy Drive	Talent Avenue	segment ends		city	local	2	25	both	33	50

**K**

Kamerin Springs Dr.	Lithia Way	E. Nerton St.	600	city	local	2	25	one side		50
Kamerin Springs Dr.	E. Nerton St.	Kamerin Springs Park	315	city	local	2	25	one side		50

**L**

E. Lani Way	Talent Ave.	Crimson Ct.	165	city	local	1	25	none	17	50
E. Lani Way	Crimson Ct.	Lithia Way	255	city	local	1	25	none	17	50
E. Lani Way	Lithia Way	Kamerin Spr. Dr.	320	city	local	1	25	none	17	50
E. Lani Way	ends at Kamn. Spr. Dr.	(tot.)	740							
W. Lani Way	Talent Ave.	segment ends	550	city	local	2	25	both	33	50

Lapree Street	Gibson Ave.	Roy St.	165	city	local	2	25	both	20	60
Lapree Street	Roy St.	Home St.	90	city	local	2	25	both	20	60
Lapree Street	Home St.	Market St.	145	city	local	2	25	both	20	60
Lapree Street	Market St.	Talent Ave.	375	city	local	2	25	both	18	30-35
Lapree Street	ends at Talent Ave.	(tot.)	775							

Lithia Avenue	E. Rapp Rd.	segment ends	430	city	local	2	25	none	22	
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Lithia Way	Summer St./ Alpine Wy.	Jordan St.	400	city	local	2	25	both	27	60
Lithia Way	Jordan St.	Faith Cir.	460	city	local	2	25	both	27	60
Lithia Way	Faith Cir.	Winters Way	60	city	local	2	25	both	21	60
Lithia Way	Winters Way	Pheasant Run	495	city	local	2	25	both	21	60
Lithia Way	Pheasant Run	Creel Rd.	265	city	local	2	25	none	21	60
Lithia Way	Creel Rd.	Kamn. Spr. Dr.	800	city	local	2	25	none	28	50
Lithia Way	Kamn. Spr. Dr.	E. Nerton St.	260	city	local	2	25	none	28	50
Lithia Way	E. Nerton St.	David Way	455	city	local	2	25	none	28	50
Lithia Way	David Way	Lani Way	310	city	local	2	25	none	18	25
Lithia Way	ends at Lani Wy.	(tot.)	3,505							

Louis J. Avenue	Schoolhouse Road	Reames Cir.	270	city	local	2	25	both	33	50
Louis J. Avenue	Reames Cir.	Joseph Dr.	320	city	local	2	25	both	33	50
Louis J. Avenue	Joseph Dr.	Brittson Dr.	200	city	local	2	25	both	33	50
Louis J. Avenue	Brittson Dr.	W. Rapp Rd.	155	city	local	2	25	both	33	50
Louis J. Avenue	ends at W. Rapp	(tot.)	945							

**M**

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
Joseph Drive	Schoolhouse Rd.	Beth Ann Cir.	asphalt	excellent	asphalt	both	both		none	
Joseph Drive	Beth Ann Cir.	Louis J. Ave.	asphalt	excellent	asphalt	both	both		none	
Joseph Drive	ends at Louis J. Ave.	(tot.)								
Joy Drive	Talent Avenue	segment ends	asphalt	excellent	asphalt	both	both		none	

### K

Kamerin Springs Dr.	Lithia Way	E. Nerton St.	asphalt	excellent	asphalt	both	both	good	none	
Kamerin Springs Dr.	E. Nerton St.	Kamerin Springs Park	asphalt	excellent	asphalt	both	both	good	none	

### L

E. Lani Way	Talent Ave.	Crimson Ct.	asphalt	poor	gravel	none	none		none	
E. Lani Way	Crimson Ct.	Lithia Way	asphalt	poor	gravel	none	none		none	
E. Lani Way	Lithia Way	Kamerin Spr. Dr.	asphalt	poor	gravel	none	none		none	
E. Lani Way	ends at Kamn. Spr. Dr.	(tot.)								
W. Lani Way	Talent Ave.	segment ends	asphalt	excellent	asphalt	both	both		none	

Lapree Street	Gibson Ave.	Roy St.	asphalt	good	gravel	none	none		none	
Lapree Street	Roy St.	Home St.	asphalt	good	gravel	none	none		none	
Lapree Street	Home St.	Market St.	asphalt	good	gravel	none	none		none	
Lapree Street	Market St.	Talent Ave.	asphalt	good	gravel	none	none		none	
Lapree Street	ends at Talent Ave.	(tot.)								

Lithia Avenue	E. Rapp Rd.	segment ends	asphalt	good	gravel	none	none		none	
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Lithia Way	Summer St./Alpine Wy.	Jordan St.	asphalt	good	S. gravel	none	N. side		none	
Lithia Way	Jordan St.	Faith Cir.	asphalt	good	S. gravel	none	N. side		none	
Lithia Way	Faith Cir.	Winters Way	asphalt	good	S. gravel	none	N. side		none	
Lithia Way	Winters Way	Pheasant Run	asphalt	good	S. gravel	none	N. side		none	
Lithia Way	Pheasant Run	Creel Rd.	asphalt	good	S. gravel	none	N. side		none	
Lithia Way	Creel Rd.	Kamn. Spr. Dr.	asphalt	excellent	curb	none	both		none	
Lithia Way	Kamn. Spr. Dr.	E. Nerton St.	asphalt	excellent	curb	none	both		none	
Lithia Way	E. Nerton St.	David Way	asphalt	excellent	curb	none	both		none	
Lithia Way	David Way	Lani Way	asphalt	good	gravel	none	S. side		none	
Lithia Way	ends at Lani Wy.	(tot.)								

Louis J. Avenue	Schoolhouse Road	Reames Cir.	asphalt	excellent	asphalt	both	both		none	
Louis J. Avenue	Reames Cir.	Joseph Dr.	asphalt	excellent	asphalt	both	both		none	
Louis J. Avenue	Joseph Dr.	Brittson Dr.	asphalt	excellent	asphalt	both	both		none	
Louis J. Avenue	Brittson Dr.	W. Rapp Rd.	asphalt	excellent	asphalt	both	both		none	
Louis J. Avenue	ends at W. Rapp	(tot.)								

### M



street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
Madison Street	Wagner Street	Wagner Butte Ave.	720	city	local	2	25	none	17	50
E. Main Street	Front Street	John Street	280	city	collector	2	25	none	20	60
E. Main Street	John Street	Market St.	310	city	collector	2	25	both	20	60
E. Main Street	Market St.	Talent Avenue	265	city	collector	2	25	both	41-33	60
E. Main Street	<i>ends at Talent Ave.</i>									
W. Main Street	Wagner Creek Road	2nd Street	480	city	collector	2	25	none	22	60
W. Main Street	2nd Street	1st Street	320	city	collector	2	25	none	22	60
W. Main Street	1st Street	Front Street	315	city	collector	2	25	none	20	60
E. Main Street	<i>ends at Wagner Creek Rd.</i>	(tot.)	1,970							
N. Market Street	Lapree St.	E. Main St.	365	city	local	2	25	both	41-33	60
S. Market Street	E. Main Street	E. Wagner St.	430	city	local	2	25	both	41	50
S. Market Street	<i>ends at Wagner</i>	(tot.)	795	city	local	2	25	both	41	60
Meadow Slope Drive	Talent Ave.	Marin Ct.	435	city	local	1	25	none	20-17-13	60
Meadow Slope Drive	Marin Ct.	Andi Ct.	360	city	local	1	25	none	20-17-13	60
Meadow Slope Drive	Andi Ct.	Carolyn Ct.	200	city	local	1	25	none	20-17-13	60
Meadow Slope Drive	Carolyn Ct.	Deborah Dr.	235	city	local	1	25	none	20-17-13	60
Meadow Slope Drive	<i>ends at Deborah Dr.</i>	(tot.)	1,230							
Mountainview Drive	W. Valley View Rd.	Mtn. View Estates (MH park)	750	city						
<b>N</b>										
Nerton Street	Talent Avenue	<i>segment ends</i>	530	city	local	2	25	both	33	50
E. Nerton Street	Talent Avenue	Crimson Ct.	155	city	local	2	25	both	33	50
E. Nerton Street	Crimson Ct.	Lithia Way	255	city	local	2	25	both	33	50
E. Nerton Street	Lithia Way	Kamerin Sp. Dr.	325	city	local	2	25	both	33	50
E. Nerton Street	<i>ends at Kamerin Sp. Dr.</i>	(tot.)	735							
New Street	Talent Avenue	Hwy. 99	440	city	local	2	25	both	18	35
New Street	Hwy. 99	<i>1st intersection</i>	300	city	collector	2	25	both	20-35	60
New Street	<i>1st intersection</i>	<i>2nd intscn.</i>	340	city	collector	2	25	both	20-35	60
New Street	<i>2nd intscn.</i>	Suncrest Rd.	235	city	collector	2	25	both	20-35	60
New Street	<i>ends at Suncrest Rd.</i>	(tot.)	1,315							
<b>O</b>										
<b>P</b>										
Park Street	Lapree Street	Sunny Street	370	city	local	2	25	both	20	30

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
Madison Street	Wagner Street	Wagner Butte Ave.	asphalt	fair	ditch	none	none		none	

E. Main Street	Front Street	John Street	asphalt	good	gravel	none	one side		none	
E. Main Street	John Street	Market St.	asphalt	good	asphalt	both	one side		none	
E. Main Street	Market St.	Talent Avenue	asphalt	good	asphalt	both	one side		none	
E. Main Street	ends at Talent Ave.									
W. Main Street	Wagner Creek Road	2nd Street	asphalt	good	gravel	none	none		none	
W. Main Street	2nd Street	1st Street	asphalt	good	gravel	none	one side		none	
W. Main Street	1st Street	Front Street	asphalt	good	gravel	none	one side		none	
E. Main Street	ends at Wagner Creek Rd.	(tot.)								

N. Market Street	Lapree St.	E. Main St.	asphalt	good	asphalt	both	both		none	
S. Market Street	E. Main Street	E. Wagner St.	asphalt	good	asphalt	both	both		none	
S. Market Street	ends at Wagner	(tot.)	asphalt	good	asphalt	both	both		none	

Meadow Slope Drive	Talent Ave.	Marin Ct.	gravel		ditch	none	none		none	
Meadow Slope Drive	Marin Ct.	Andi Ct.	gravel		ditch	none	none		none	
Meadow Slope Drive	Andi Ct.	Carolyne Ct.	gravel		ditch	none	none		none	
Meadow Slope Drive	Carolyne Ct.	Deborah Dr.	gravel		ditch	none	none		none	
Meadow Slope Drive	ends at Deborah Dr.	(tot.)								

Mountainview Drive	W. Valley View Rd.	Mtn. View Estates (MH park)	private							
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## N

Nerton Street	Talent Avenue	segment ends	asphalt	excellent	asphalt	both	none		none	
E. Nerton Street	Talent Avenue	Crimson Ct.	asphalt	excellent	asphalt	both	none		none	
E. Nerton Street	Crimson Ct.	Lithia Way	asphalt	excellent	asphalt	both	none		none	
E. Nerton Street	Lithia Way	Kamerin Sp. Dr.	asphalt	excellent	asphalt	both	none		none	
E. Nerton Street	ends at Kamerin Sp. Dr.	(tot.)								

New Street	Talent Avenue	Hwy. 99	asphalt	good	asphalt	both	N side		none	
New Street	Hwy. 99	1st intersection	asphalt	good	asphalt	both	both		none	
New Street	1st intscn.	2nd intscn.	asphalt	good	asphalt	both	both		none	
New Street	2nd intscn.	Suncrest Rd.	asphalt	good	asphalt	both	both		none	
New Street	ends at Suncrest Rd.	(tot.)								

## O

## P

Park Street	Lapree Street	Sunny Street	asphalt	poor	gravel	none	none		none	
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street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
Pheasant Run	Creel Road	Lithia Way	635	city	local	2	25	both	33	50

## Q

## R

E. Rapp Road	Hwy. 99	Lithia Ave.	425	city	collector	2	25	none	20	40
E. Rapp Road	Lithia Ave.	Talent Ave.	450	city	collector	2	25	none	20	60
E. Rapp Road	Talent Ave.	Logan Way	250	city	collector	2	25	none	20	40
E. Rapp Road	Logan Way	Graham Way	250	city	collector	2	25	none	20	40
E. Rapp Road	Graham Way	CORP RR	800	city	collector	2	25	none	20	40
W. Rapp Road	CORP RR	Rapp Ln.	855	city	collector	2	25	none	23	40
W. Rapp Road	Rapp Ln.	Louis J. St.	640	city	collector	2	25	none	23	40
W. Rapp Road	Louis J. st.	S. 2nd St.	620	city	collector	2	25	none	23	40
W. Rapp Road	S. 2nd St.	Wagner Crk Rd.	750	city	collector	2	25	none	23	40
W. Rapp Road	<i>ends at Wagner Creek Rd.</i>	<i>(tot.)</i>	<i>5,040</i>							
Reames Circle	Louis J. Ave.	cul-de-sac	90	city	local	2	25	both	30	50
Rogue River Parkway	Talent Ave.	<i>segment ends</i>	1,310	city	local	2	25	both	29	
Roy Street	Lapree St.	Sunny St.	380	city	local	2	25	none	19	30

## S

Schoolhouse Road	Wagner Creek Rd.	Bell Rd.	275	city	local	2	25	both	33	50
Schoolhouse Road	Bell Rd.	S. 2nd St.	460	city	local	2	25	both	33	50
Schoolhouse Road	S. 2nd St.	James St.	270	city	local	2	25	both	33	50
Schoolhouse Road	James St.	Louis J. Ave.	355	city	local	2	25	both	33	50
Schoolhouse Road	Louis J. Ave.	Joseph Dr.	725	city	local	2	25	both	33	50
Schoolhouse Road	<i>ends at Joseph Dr.</i>	<i>(tot.)</i>	<i>2,085</i>							
Sherwood Court	Briarwood Dr.	<i>Segment Ends</i>	260	city	local	2	25	both	33	50
Suncrest Road	Hwy. 99	Autumn Ridge Dr. (W end)	460	city	collector	2	25	both	25-33-22	60
Suncrest Road	Autumn Ridge Dr. (W end)	New St.	510	city	collector	2	25			
Suncrest Road	New St.	Autumn Ridge Dr. (E end)	660	city	collector	2	25			
Suncrest Road	Autumn Ridge Dr. (E end)	Willow Springs Dr. (S end)	230	city	collector	2	25			
Suncrest Road	Willow Springs Dr. (S end)	Willow Springs Dr. (N end)	450	city	collector	2	25			
Suncrest Road	Willow Springs Dr. (N end)	Interstate 5	490	city	collector	2	25			
Suncrest Road	<i>ends at I-5</i>	<i>(tot.)</i>	<i>2,800</i>							
Sunny Street	Roy St.	Park St.	245	city	local	2	25	none	17	30

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
Pheasant Run	Creel Road	Lithia Way	asphalt	excellent	asphalt	both	both		none	

## Q

## R

E. Rapp Road	Hwy. 99	Lithia Ave.	asphalt	good	ditch	none	none		none	
E. Rapp Road	Lithia Ave.	Talent Ave.	asphalt	good	ditch	none	none		none	
E. Rapp Road	Talent Ave.	Logan Way	asphalt	good	ditch	none	none		none	
E. Rapp Road	Logan Way	Graham Way	asphalt	good	ditch	none	none		none	
E. Rapp Road	Graham Way	CORP RR	asphalt	good	ditch	none	none		none	
W. Rapp Road	CORP RR	Rapp Ln.	asphalt	good	ditch	none	none		none	
W. Rapp Road	Rapp Ln.	Louis J. St.	asphalt	good	ditch	none	none		none	
W. Rapp Road	Louis J. st.	S. 2nd St.	asphalt	good	ditch	none	none		none	
W. Rapp Road	S. 2nd St.	Wagner Crk Rd.	asphalt	good	ditch	none	none		none	
W. Rapp Road	ends at Wagner Creek Rd.	(tot.)								
Reames Circle	Louis J. Ave.	cul-de-sac	asphalt	excellent	asphalt	both	both		none	
Rogue River Parkway	Talent Ave.	segment ends	asphalt	excellent	asphalt	both	none		none	
Roy Street	Lapree St.	Sunny St.	asphalt	good	ditch	none	none		none	

## S

Schoolhouse Road	Wagner Creek Rd.	Bell Rd.	asphalt	excellent	asphalt	both	one side		none	
Schoolhouse Road	Bell Rd.	S. 2nd St.	asphalt	excellent	asphalt	both	both		none	
Schoolhouse Road	S. 2nd St.	James St.	asphalt	excellent	asphalt	both	both		none	
Schoolhouse Road	James St.	Louis J. Ave.	asphalt	excellent	asphalt	both	both		none	
Schoolhouse Road	Louis J. Ave.	Joseph Dr.	asphalt	excellent	asphalt	both	both		none	
Schoolhouse Road	ends at Joseph Dr.	(tot.)								
Sherwood Court	Briarwood Dr.	Segment Ends	asphalt	excellent	asphalt	both	both		none	
Suncrest Road	Hwy. 99	Autumn Ridge Dr. (W end)	asphalt	excellent	asphalt	both	one side		none	
Suncrest Road	Autumn Ridge Dr. (W end)	New St.	asphalt	excellent						
Suncrest Road	New St.	Autumn Ridge Dr. (E end)	asphalt	excellent						
Suncrest Road	Autumn Ridge Dr. (E end)	Willow Springs Dr. (S end)	asphalt	excellent						
Suncrest Road	Willow Springs Dr. (S end)	Willow Springs Dr. (N end)	asphalt	excellent						
Suncrest Road	Willow Springs Dr. (N end)	Interstate 5	asphalt	excellent						
Suncrest Road	ends at I-5	(tot.)								
Sunny Street	Roy St.	Park St.	asphalt	poor	gravel	none	none		none	

street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
Sunny Street	Park St.	Talent Ave.	185	city	local	2	25	none	18	30
Sunny Street	<i>ends at Talent Ave.</i>	<i>(tot.)</i>	430							
Sweet Brier Drive	Front Street	Brierwood Dr.	325	city	local	2	25	both	33	50-40

**T**

Talent Avenue	UGB	Alpine Way	525	city	collector	2	35	both	27	60
Talent Avenue	Alpine Way	Belmont Rd.	425	city	collector	2	35	both	27	60
Talent Avenue	Belmont Rd.	Blackberry Ct.	615	city	collector	2	35	both	27	60
Talent Avenue	Blackberry Ct.	Berry Ln.	120	city	collector	2	35	both	27	60
Talent Avenue	Berry Ln.	Hilltop Rd.	185	city	collector	2	35	both	27	60
Talent Avenue	Hilltop Rd.	Creel Rd.	305	city	collector	2	35	both	27	60
Talent Avenue	Creel Rd.	Joy Dr.	530	city	collector	2	35	both	27	60
Talent Avenue	Joy Dr.	Nerton St.	615	city	collector	2	35	both	27	60
Talent Avenue	Nerton St.	Taylor St.	420	city	collector	2	35	both	24/23	60
Talent Avenue	Taylor St.	Lani Way W.	215	city	collector	2	35	both	24/23	60
Talent Avenue	Lani Way W.	Lani Way E.	60	city	collector	2	35	both	24/23	60
Talent Avenue	Lani Way E.	Meadow Slope Drive	415	city	collector	2	35	both	24/23	60
Talent Avenue	Meadow Slope Drive	Arnos Street	265	city	collector	2	35	both	24/23	60
Talent Avenue	Arnos Street	Rogue River Pkwy. E.	535	city	collector	2	35	both	24/23	60
Talent Avenue	Rogue River Pkwy. E.	Rogue River Pkwy. W.	135	city	collector	2	35	both	24/24	61
Talent Avenue	Rogue River Pkwy. W.	Rapp Road	940	city	collector	2	35	both	24/24	61
Talent Avenue	Rapp Road	Logan Way	400	city	collector	2	35	both	24/23	60
Talent Avenue	Logan Way	Creekside Way	390	city	collector	2	35	both	24/23	60
Talent Avenue	Creekside Way	Wagner Creek bridge	80	city	collector	2	35	both	24/23	60
Talent Avenue	Wagner Creek bridge	Gangnes Dr. S.	370	city	collector	2	35	both	27	60
Talent Avenue	Gangnes Dr. S.	Gangnes Dr. N.	365	city	collector	2	35	both	27	60
Talent Avenue	Gangnes Dr. N.	Eva Way	115	city	collector	2	35	both	27	60
Talent Avenue	Eva Way	Wagner Avenue	445	city	collector	2	35	both	27	60
Talent Avenue	Wagner Avenue	W. Valley View Rd.	280	city	collector	2	35	both	45	60
Talent Avenue	W. Valley View Rd.	Main Street	155	city	collector	2	35	both	45	60
Talent Avenue	Main Street	Lapree Street	130	city	collector	2	35	both	25	60
Talent Avenue	Lapree Street	New Street	365	city	collector	2	35	both	25	60
Talent Avenue	New Street	Sunny Street	35	city	collector	2	35	both	25	60
Talent Avenue	Sunny Street	Colver Rd.	940	city	collector	2	25	both	30	60
Talent Avenue	<i>Ends at Colver Rd.</i>	<i>(tot.)</i>	10,375							
Taylor Street	Talent Ave.	segment ends	530	city	local	2	25	both	33	50

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
Sunny Street	Park St.	Talent Ave.	asphalt	poor	gravel	none	none		none	
Sunny Street	ends at Talent Ave.	(tot.)								
Sweet Brier Drive	Front Street	Brierwood Dr.	asphalt	excellent	asphalt	both	both		none	

**T**

Talent Avenue	UGB	Alpine Way	asphalt	fair	gravel	none	none		none	
Talent Avenue	Alpine Way	Belmont Rd.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Belmont Rd.	Blackberry Ct.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Blackberry Ct.	Berry Ln.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Berry Ln.	Hilltop Rd.	asphalt	fair	gravel	none	none			
Talent Avenue	Hilltop Rd.	Creel Rd.	asphalt	fair	gravel	none	none			
Talent Avenue	Creel Rd.	Joy Dr.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Joy Dr.	Nerton St.	asphalt	fair	gravel	none	none			
Talent Avenue	Nerton St.	Taylor St.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Taylor St.	Lani Way W.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Lani Way W.	Lani Way E.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Lani Way E.	Meadow Slope Drive	asphalt	fair	gravel	none	none		none	
Talent Avenue	Meadow Slope Drive	Arnos Street	asphalt	fair	gravel	none	none		none	
Talent Avenue	Arnos Street	Rogue River Pkwy. E.	asphalt	fair	gravel	one side	one side		none	
Talent Avenue	Rogue River Pkwy. E.	Rogue River Pkwy. W.	asphalt	fair	gravel	one side	one side			
Talent Avenue	Rogue River Pkwy. W.	Rapp Road	asphalt	fair	gravel	one side	one side			
Talent Avenue	Rapp Road	Logan Way	asphalt	fair	gravel	one side	one side		none	
Talent Avenue	Logan Way	Creekside Way	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Creekside Way	Wagner Creek bridge	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Wagner Creek bridge	Gangnes Dr. S.	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Gangnes Dr. S.	Gangnes Dr. N.	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Gangnes Dr. N.	Eva Way	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Eva Way	Wagner Avenue	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Wagner Avenue	W. Valley View Rd.	asphalt	fair	asphalt	both	both		none	
Talent Avenue	W. Valley View Rd.	Main Street	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Main Street	Lapree Street	asphalt	fair	asphalt	both	both		none	
Talent Avenue	Lapree Street	New Street	asphalt	fair	gravel	none	none		none	
Talent Avenue	New Street	Sunny Street	asphalt	fair	gravel	none	none		none	
Talent Avenue	Sunny Street	Colver Rd.	asphalt	fair	gravel	none	none		none	
Talent Avenue	Ends at Colver Rd.	(tot.)							none	
Taylor Street	Talent Ave.	segment ends	asphalt	excellent	asphalt	both	both		none	

street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
Thorton Circle	Schoolhouse Rd.	cul-de-sac	85	city	local	2	25	both	58	75
Tulipan Way	Hwy. 99	cul-de-sac	600	city	local	2	25	both	33	50

**U**

**V**

W. Valley View Road	Talent Ave.	Hwy. 99	800	city	arterial	2	25	none	39	50
W. Valley View Road	Hwy. 99	Oak Valley Dr.	935	city	arterial	2	25	none	30	50
W. Valley View Road	Oak Valley Dr.	Mountain View Dr.	225	city	arterial	2	25	none	30	50
W. Valley View Road	Mountain View Dr.	Hinkley Rd.	465	city	arterial	2	25	none	53	50
W. Valley View Road	Hinkley Rd.	City Limit (E)	740	city	arterial	2	25	none	53	50
W. Valley View Road	City Limit (E)	Suncrest Rd.	2,690	city	collector	2	25	none	29	50
W. Valley View Road	Ends at Suncrest Rd.	(tot.)	5,855							

**W**

Wagner Butte Avenue	S. 2nd Street	Number 10	155	city	local	2	25	none	14	50
Wagner Butte Avenue	Number 10	S. 1st Street	145	city	local	2	25	none	14	50
Wagner Butte Avenue	S. 1st Street	Segment Ends	494	city	local	2	25	none	14	50
Wagner Butte Avenue	Ends at cul-de-sac	(tot.)	794							

Wagner Creek Road	Rapp Road	Christian Avenue	1,053	city	collector	2	25	both	28	50
Wagner Creek Road	Christian Avenue	Foss Road	412	city	collector	2	25	none	24	50
Wagner Creek Road	Foss Road	Wagner Avenue	121	city	collector	2	25	none	24	60
Wagner Creek Road	Ends at Wagner Avenue	(tot.)	1,586							

Wagner Street	Talent Avenue	Market St.	83	city	collector	2	25	both	33	40
Wagner Street	Market St.	John Street	370	city	collector	2	25	both	33	40
Wagner Street	John Street	Front Street	283	city	collector	2	25	both	33-21	40
Wagner Street	Front Street	Madison St.	250	city	collector	2	25	both	21	40
Wagner Street	Madison St.	S. 1st Street	66	city	collector	2	25	both	21	40
Wagner Street	Madison St.	Alley No. 10	208	city	collector	2	25	both	21	40
Wagner Street	Alley No. 10	S. 2nd Street	151	city	collector	2	25	both	21	40
Wagner Street	S. 2nd Street	Bain Street	287	city	collector	2	25	both	21	40
Wagner Street	Bain Street	Wagner Creek Road	433	city	collector	2	25	one side	21	40
Wagner Street	Ends at Wagner Creek Road	(tot.)	2,131							

West Street	W. Main St.	4th St.	210	city	local	2	25	none	19	40
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street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
Thorton Circle	Schoolhouse Rd.	cul-de-sac	asphalt	excellent	asphalt	both	both		none	
Tulipan Way	Hwy. 99	cul-de-sac	asphalt	excellent	asphalt	both	one side		none	

**U**

**V**

W. Valley View Road	Talent Ave.	Hwy. 99	asphalt	excellent	asphalt	none	none		none	
W. Valley View Road	Hwy. 99	Oak Valley Dr.	asphalt	excellent	asphalt	both	both		none	
W. Valley View Road	Oak Valley Dr.	Mountain View Dr.	asphalt	excellent	asphalt	both	both			
W. Valley View Road	Mountain View Dr.	Hinkley Rd.	asphalt	excellent	asphalt	both	both		none	
W. Valley View Road	Hinkley Rd.	City Limit (E)	asphalt	excellent	asphalt	both	both			
W. Valley View Road	City Limit (E)	Suncrest Rd.	asphalt	good	asphalt	none	none		none	
W. Valley View Road	Ends at Suncrest Rd.	(tot.)							none	

**W**

Wagner Butte Avenue	S. 2nd Street	Number 10	gravel		ditch	none	none		none	
Wagner Butte Avenue	Number 10	S. 1st Street	gravel		ditch	none	none		none	
Wagner Butte Avenue	S. 1st Street	Segment Ends	gravel		ditch	none	none		none	
Wagner Butte Avenue	Ends at cul-de-sac	(tot.)								

Wagner Creek Road	Rapp Road	Christian Avenue	asphalt	excellent	asphalt	one side	one side		none	
Wagner Creek Road	Christian Avenue	Foss Road	asphalt	good	asphalt	none	none		none	
Wagner Creek Road	Foss Road	Wagner Avenue	asphalt	good	asphalt	none	none		none	
Wagner Creek Road	Ends at Wagner Avenue	(tot.)								

Wagner Street	Talent Avenue	Market St.	asphalt	excellent	asphalt	both	both		none	
Wagner Street	Market St.	John Street	asphalt	excellent	asphalt	none	both		none	
Wagner Street	John Street	Front Street	asphalt	excellent	gravel	none	one side		none	
Wagner Street	Front Street	Madison St.	asphalt	excellent	gravel	none	one side		none	
Wagner Street	Madison St.	S. 1st Street	asphalt	excellent	gravel	none	one side		none	
Wagner Street	Madison St.	Alley No. 10	asphalt	excellent	gravel	none	one side		none	
Wagner Street	Alley No. 10	S. 2nd Street	asphalt	excellent	gravel	none	one side		none	
Wagner Street	S. 2nd Street	Bain Street	asphalt	excellent	asphalt	none	none		none	
Wagner Street	Bain Street	Wagner Creek Road	asphalt	excellent	asphalt	one side	one side		none	
Wagner Street	Ends at Wagner Creek Road	(tot.)								

West Street	W. Main St.	4th St.	asphalt	good	ditch	none	none		none	
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street name	from	to	approx. segment length (ft.)	jurisdiction	functional class	no. of lanes	posted speed	on-street parking	roadway width	ROW
West Street	4th St.	3rd St.	260	city	local	2	25	none	19	40
West Street	3rd St.	2nd St.	230	city	local	2	25	none	19	40
West Street	<i>Ends at 2nd St.</i>	<i>(tot.)</i>	700	city						
Willow Springs Dr.	Suncrest Rd.	Suncrest Rd.	1,200	city						
Willow Springs Dr.	<i>ends at Suncrest Rd.</i>		<i>1,200</i>							

street name	from	to	surface type	pavement condition	shoulder type	curbs	side-walks	side-walk cond.	bike lane	bike lane cond.
West Street	4th St.	3rd St.	asphalt	good	ditch	none	none		none	
West Street	3rd St.	2nd St.	asphalt	good	ditch	none	none		none	
West Street	<i>Ends at 2nd St.</i>	<i>(tot.)</i>								
Willow Springs Dr.	Suncrest Rd.	Suncrest Rd.								
Willow Springs Dr.	<i>ends at Suncrest Rd.</i>									

## Talent Comprehensive Plan, Element E

### **ECONOMY**

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

The Economic Element is divided into four sections. The first section discusses economic trends. It includes an economic history of the region, demographic information, followed by national, state and local employment and economic trends. The second section examines commerce conditions specifically within the city of Talent. It gives an inventory of the existing businesses located within the city, provides an analysis of the business community and business-owners’ attitudes about economic development planning, and lists the city’s economic strengths and weaknesses. The third section is an inventory and analysis of developable land within the city and urban growth boundary currently designated for commercial or industrial development. It also provides an analysis of future commercial and industrial land needs based on the preceding discussion on trends. The final section outlines the economic goals and policies that will guide the city through the next planning period.

To comply with statewide planning requirements, this plan was developed in accordance with the provisions of the Oregon Administrative Rules, Chapter 660, Division 9.

### **ECONOMIC TRENDS**

#### **ECONOMIC HISTORY OF TALENT**

Before the arrival of Euro-American settlers and miners in the mid-nineteenth century, the Bear Creek basin was home to Native American tribes, including the Shasta and Takelma peoples. The area provided an abundance of acorns, camas bulbs, seeds and berries as well as deer, salmon and other fish.

Early Euro-American settlement in the area began with the discovery of gold. The “Gold Rush” period in Jackson County lasted approximately from 1850 to 1856. Gold miners were particularly aggressive in the elimination of the native population, both by acts of aggression and by the destruction of fish habitat caused by typical mining. The city of Jacksonville was the center of trade activity for the Rogue Valley area during this period. Some settlers began to plant crops and take advantage of the vast timberland areas. In 1852 the area’s first lumber mill was built, and by 1854 the second was operating on Wagner Creek. In 1854 there were also two flour mills in operation within the Rogue Valley. By 1855, Jackson County was the most populous and wealthiest county in the Oregon Territory. As miners left the area in the late 1850’s and early 1860’s, farmers began to replace wheat with higher-priced crops and many apple and pear orchards were planted during the following two decades.

Most of the early development in the Talent area was along the Applegate Trail, an extension of the Oregon Trail. Some hold that Talent Avenue was built over the Applegate Trail itself. Growth was slow in the Talent area during the 1860’s and 1870’s. Settlers farmed the area,

but there was little commercial activity. A. P. Talent (for whom the City was later named) arrived in 1877 and opened a general store and established a post office. The town plat was recorded by A.P. Talent in 1889.

The railroad arrived in the Bear Creek Valley in the 1880's and the rail passing through Talent was opened in 1884. However, the nearest depots were in Ashland and Phoenix. In 1884, the town of Medford was incorporated and it began to overtake Jacksonville, (which had been by-passed by the railroad) as the economic center of the area. Talent secured a railroad depot in 1900 and it became an important shipping and receiving point, at first serving mainly the local farming community. Businesses including hotels, a brothel, restaurants, blacksmith shops, and a barbershop were established. The building boom started by the introduction of rail service continued to some extent until the time of the Great Depression.

In 1910, Talent was incorporated as a city with an estimated population of 250 persons. New homes and business sprung up along Talent Avenue and Wagner Street. Within a few years of incorporation municipal water, street lights, and private gas and electric service were available. The Old Pacific Highway was paved in the 1910's and twenties. The area's farm economy was based upon the orchard industry, market garden produce and berries. The Talent Irrigation District was constructed in 1919. The opening of the Bagley Canning Company in Talent, sometime prior to 1923, encouraged commercial levels of production. Logging also gained an increasing economic share as the introduction of motorized vehicles increased access to timber and reduced the time and cost required to get logs to market.

Talent grew steadily into the twenties until the stock market crash in 1929. In addition, during this period the main railroad service was shifted to Klamath Falls. Talent's estimated population of 550 in 1924 dropped to 381 by 1940. The paving of the new, four-lane Pacific Highway 99 in 1935 kept Talent on the map. However, the highway by-passed Talent's existing commercial core.

Talent recovered quickly after the Depression. The population almost doubled between 1940 and 1950 to 739 people, and reached 868 by 1960. The development of Highway 99 to the east of the downtown commercial district, however, changed traffic patterns significantly, and the downtown businesses suffered. The city annexed land out to the new highway and new commercial development was generally oriented to the highway corridor. Increased mobility allowed the population to work and shop further from home and the town was transformed from a service and commercial center to a quiet bedroom community. Talent became a part of a regional urban community rather than an independent urban center in its own right.

Interstate 5 was completed in 1963, once again diverting through traffic away from Talent's commercial center. The freeway further enabled commuters to work and shop away from their homes. The freeway brought national retailers to the Rogue Valley and encouraged the development of large retail centers that are accessible almost exclusively by car. The freeway also increased the viability of shipping fresh food products out of the region, allowing farming and value-added food products to continue as a mainstay of the local economy.

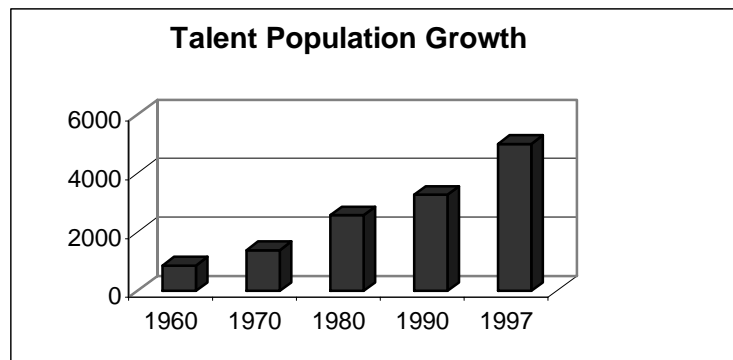
Commercial development has continued to be most active along Highway 99. However, occupancy of downtown stores has been near 100% in recent years. West Valley View Road between the freeway and the highway also began to be developed in the mid-nineties with a Wal-mart, ARCO and improvements to the Truck stop attracting extra-local commercial traffic.

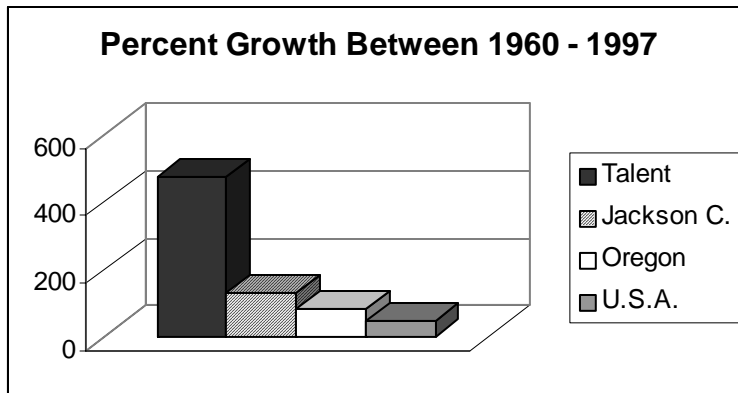
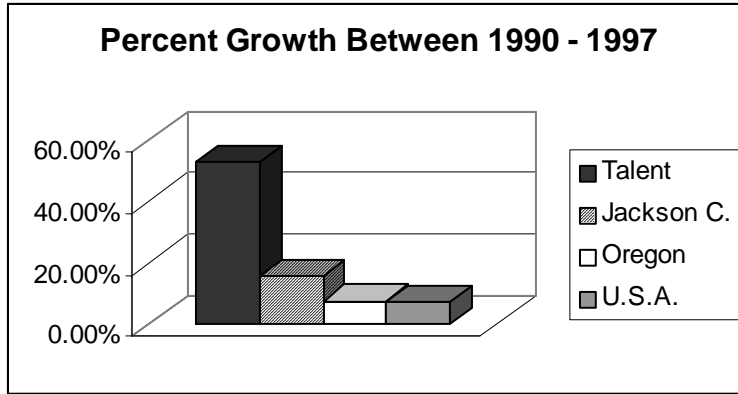
## DEMOGRAPHIC INFORMATION

Two recent trends in Talent include a high rate of overall population growth and a dramatic increase specifically in the number of senior citizens. Between 1990 and 1997, Talent's population grew by 53% to a total of 5,010. The City of Talent was the second fastest growing city within Jackson County during this period. The population increase within Jackson County during the same period was 15.7% and was only 7.5% within the state and 7.2% within the country. Talent's current population is estimated at 5,100.

### Population

	1960	1970	1980	1990	1997	% 90-97	% 60-97
Talent	868	1,389	2,577	3,274	5,010	53.02 %	477%
Jackson C.	73,962	94,533	132,456	146,389	169,300	15.70%	134%
State	1,768,687	2,091,533	2,633,105	2,842,321	3,217,000	7.5%	82%
*Country	179,323	203,302	226,545	248,709	266,574	7.2%	48.7%



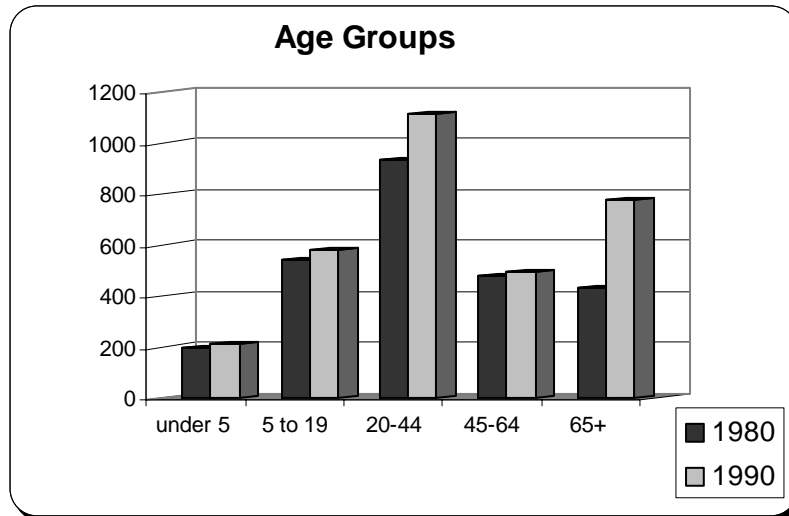


### Community Age Groups in Talent

	1970	1980	1990
under 5 years	NA	194	209
5-19 years	34	544	578
20-44	NA	932	1,114
45-64	NA	477	494
65+ years	13	430	779
Median Age	30	31	37

\* in thousands

The number of community members over 65 increased by over 80% between 1980 and 1990, by far the greatest growth of any age category during this period. This trend demonstrates that Talent is becoming an attractive area for retired community members. However, Talent's largest group continues to be in the 20 - 44 age category.



In-migration has accounted for most of the population increases within Jackson County and the State of Oregon over the past several decades. Between 1990 and 1996, net migration (the difference between the number of people moving in and the number moving out) has accounted for more than 80 percent of the population growth in Jackson County. The economic recession and layoffs in the wood products industry between 1980 and 1985 caused many people to leave the Rogue Valley. Retirees continued to move to the area, but this barely offset the outflow of workers. During that period Talent's population increased by only 3.22%. However, as the economy responded, Talent's population grew by 85.53% between 1970 and 1980 and by 23.08% between 1985 and 1990.

### **Racial and Ethnic Populations**

Jackson County's population is largely non-Latino Caucasian in composition, comprising 93.7% of the total population in 1980 and 91.7% in 1990. Jackson County's Latino population is the largest and fastest growing minority category, increasing from 3.0% in 1980 to 4.1% in 1990. From 1990 to 1994, the Latino population increased by 26% in Jackson County to a total of 4.7% of the total population. Other minority categories made up 2.7% of the total population.

In 1990, Latinos made up 7.9% of the total population in Talent, 8.9% of the Talent population spoke a language other than English, and 4.7% of the population did not speak English 'very well'. It should be noted that members of the Latino community have typically been under-represented in census information.

### **NATIONAL, STATE, AND LOCAL TRENDS**

#### **Employment Trends**

Employment trends at the national and state levels have continued over the past two decades to shift from the manufacturing sector to service industries. Locally, this trend has been apparent in declining lumber production and increases in retail and health services employment. The primary industries in the Rogue Valley include agriculture, lumber and

wood products, and tourism. The wood products industry has dramatically declined in the past 20 years, partially due to changes in Federal Land management practice. However, the timber industry is still the largest manufacturing component in Jackson County.

To discuss the national, state, and local trends affecting commercial and industrial development within the city of Talent during the past two decades, three tables are used, indicating employment in various categories. The first three tables are for the United States, Oregon, and Jackson County. They display the total number of people employed in each category for the years 1980, 1990, and 2000 and the percent of the total number of people employed in each sector. The final column in each of the tables shows the percentage point change in the market share of each category of employment between 1980 and 2000. The information is from the U.S. Bureau of Labor Statistics and the Oregon Employment Division. The fourth table shows the distribution of job categories and the market share percentage within the City of Talent for 1980 and 1990 based on U.S. Census information.

**United States Non-Farm Covered Payroll Jobs  
(in thousands)**

	1980	Market Share	1990	Mar. Share	2000	Mar. Share	Change 80-00	Change 90-00
<b>Manufacturing</b>	20,286	22.5 %	19,117	17.4%	18,292	14.2%	-8.3%	-3.20%
Durable Goods	12,188	13.5%	11,130	10.1%	10,951	9%	-4.5%	-1.10%
Lumber & Wood	691	.8%	735	.7%	818	.6%	-.2%	-0.10%
Other Durables	11,497	12.8%	10,395	9.5%	10,133	7.9%	-4.9%	-1.60%
Non-Durable Goods	8,098	9%	7,988	7.3%	7,341	5.7%	-3.3%	-1.60%
Food Products	1,708	2%	1,666	1.5%	1,649	.13%	-.07%	-1.37%
Other Nondurables	6,390	7.1%	6,322	5.8%	5,692	4.4%	-2.7%	-1.40%
<b>Non-Manufacturing</b>	69,757	77.5%	90,665	82.6%	110,490	85.8%	8.3%	3.20%
Construction & Mining	5,373	6%	5,843	5.3%	6,495	5%	-1%	-0.30%
<b>Service Producing</b>	64,384	71.6	84,822	77.3%	103,995	80.6%	9%	3.30%
Trans./Comm./Utilities	5,146	5.7%	5,808	5.3%	6,833	5.3%	-.2%	0.00%
Trade	20,310	22.6%	25,877	23.6%	29,548	23%	.4%	-0.60%
Finance/Ins./Real Estate	5,159	5.8%	6,729	6.1%	7,623	6%	.2%	-0.10%
Services	17,528	19.5%	28,103	25.6%	39,305	30.5%	11%	4.90%
Government	16,241	18%	18,304	16.7%	20,686	16.1%	-1.9	-0.60%
<b>TOTAL</b>	<b>90,043</b>		<b>109,782</b>		<b>128,782</b>			

Source: U.S. Bureau of Labor Statistics

**Oregon Non-Farm Covered Payroll Jobs  
(in thousands)**

	1980	Market Share	1990	Mar. Share	2000	Mar. Share	Change 80-00	Change 90-00



<b>Manufacturing</b>	215.1	20.6%	220.3	17.6 %	238.3	15.2%	-5.4%	-2.40%
Durable Goods	159.6	15.3%	158.9	12.7 %	177	11.3%	-4%	-1.40%
Lumber & Wood	69.5	6.7%	64	5.1%	48.3	3.1%	-3.6%	-2.00%
Other Durables	90.1	8.6%	94.9	7.6%	128.7	8.2%	-.4%	0.60%
Non-Durable Goods	55.5	5.3%	61.4	4.9%	61.1	3.9%	-1.4%	-1.00%
Food Products	24.3	2.3%	24.9	2.0%	22.4	1.4%	-.9%	-0.60%
Other Nondurables	31.2	3.0%	36.5	2.9%	38.7	2.5%	-.5%	-0.40%
<b>Non-Manufacturing</b>	829.5	79.4%	1,013.6	82.4 %	1,334.5	84.8%	5.4%	2.40%
Const. & Mining	48.8	4.7%	54	4.3%	81.6	5.2%	.5%	0.90%
<b>Service Producing</b>	780.7	74.7%	959.6	78.1	1,252.9	79.7%	5.0%	1.6%
Trans./Comm./Utilities	60.5	5.8%	64.5	5.2%	78.1	5.0%	-.5%	-0.20%
Trade	255.6	24.5%	313.1	25.0 %	380.4	24.2%	-.3%	-0.80%
Finance/Ins./Real Estate	70	6.7%	80	6.4%	93.8	6.0%	-.7%	-0.40%
Services	191.4	18.3%	296.2	23.7 %	431.3	27.4%	9.1	3.7%
Government	203.2	19.5%	223.5	17.9 %	269.3	17.1%	-2.4%	-0.80%
<b>TOTAL</b>	<b>1,044.6</b>		<b>1,251.9</b>		<b>1,573</b>			

Source: Oregon Employment Division

## Jackson County Non-Farm Covered Payroll Jobs

	1980	Market Share	1990	Market Share	2000	Market Share	Change 80-00	Change 90-00
<b>Manufacturing</b>	7,680	17.68%	8,810	16.22%	9,090	12.81%	-5.19%	-3.41%
Durable Goods	6,300	14.48%	7,220	13.29%	7,400	10.43%	-4.05%	-2.86%
Lumber & Wood	5,030	11.56%	5,320	9.79%	3,980	5.61%	-5.95%	-4.18%
Other Durables	1,270	2.92%	1,900	3.5%	3,420	4.82%	1.90%	1.32%
Non-Durable Goods	1,390	3.2%	1,590	2.93%	1,690	2.38%	-0.82%	-0.55%
Food Products	500	1.15%	370	.68%	450	0.63%	-0.52%	-0.05%
Other Nondurables	890	2.05%	1,220	2.25%	1,240	1.75%	-0.30%	-0.50%
<b>Non-Manufacturing</b>	35,810	82.32%	45,520	83.78%	61,870	87.19%	4.87%	3.41%
Construction & Mining	2,020	4.64%	2,100	3.87%	3,400	4.79%	0.15%	0.92%
<b>Service Producing</b>	33,790	77.68%	43,420	79.92%	58,470	82.40%	4.72%	2.24%
Trans./Comm./Utilities	2,240	5.15%	2,940	5.41%	3,660	5.16%	0.01%	-0.25%
Trade	11,890	27.33%	15,970	29.39%	20,120	28.35%	1.02%	-1.04%
Finance/Ins./Real Estate	2,230	5.13%	2,570	4.73%	3,190	4.50%	-0.63%	-0.23%
Services	7,980	18.34%	12,450	22.92%	19,860	27.99%	9.65%	5.07%

Government	9,450	21.72%	9,490	17.47%	11,640	16.40%	4.25%	-1.07%
<b>TOTAL</b>	<b>43,500</b>		<b>54,330</b>		<b>70,960</b>			

Source: Oregon Employment Division

**City of Talent  
Labor Force Characteristics**

	1980	Market Share Of Non-Farm Payroll	1990	Market Share of Non-Farm Payroll
<b>Agriculture, forestry, and fisheries</b>	6		120	
<b>Manufacturing</b>	145	18.0%	207	19.70%
durable goods	125	15.5%	188	17.89%
non-durable goods	20	2.5%	19	1.81%
<b>Non-Manufacturing</b>	787	82.0%	844	80.30%
Construction	63	7.8%	103	9.80%
Mining	---		6	0.57%
<b>Service Producing</b>	599	74.2%	735	69.93%
Transportation	44	5.5%	23	2.19%
Communications and other public utilities	18	2.2%	7	0.67%
Wholesale trade	25	3.1%	24	2.28%
Retail trade	181	22.4%	285	27.12%
Finance, insurance and real estate	28	3.5%	10	0.95%
Services	261	33.1%	386	36.73%
<i>Business and repair services</i>	39	4.8%	25	2.38%
<i>Personal entertainment &amp; recreation services</i>	32	4.0%	91	8.66%
<i>Health services</i>	78	9.7%	112	10.66%
<i>Educational services</i>	57	7.1%	46	4.38%
<i>Other professional and related services</i>	55	6.8%	53	5.04%
Government	42	5.2%	59	5.61%
Total Non-Farm Payroll	807		1,051	
Total	813		1171	

Source: U.S. Census

**Talent 2000 Employment**

	2000	Market Share % of Non-Farm Employment
Agriculture	44	
Construction	91	10%
Manufacturing	228	24%
Retail Trade	302	32%
Finance, insurance, real estate	34	4%
Services	238	25%
Government	51	5%

Total Non-Farm Employment	944	
Total Employment	988	

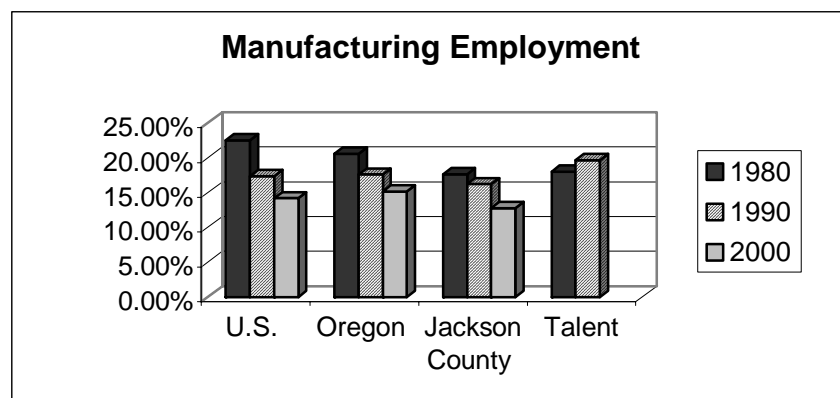
Source: Oregon Employment Department.

This information is based on employment statistics and does not include owner-operated businesses or businesses with mailing addresses outside Talent.

## Manufacturing

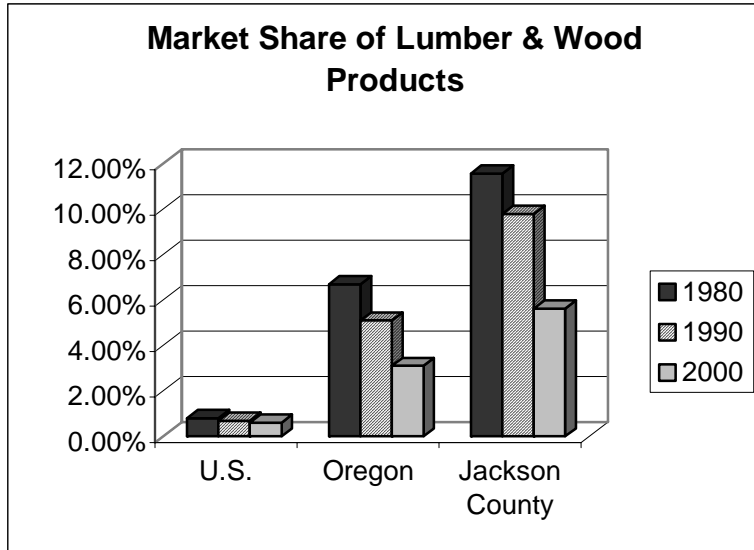
In the United States, Oregon, and Jackson County, the market share of jobs in the manufacturing sector decreased between 1980 and 2000. In the United States it decreased by 8.3%, in Oregon it decreased by 5.4%, and in Jackson County it decreased by 5.19%. The number of manufacturing jobs actually decreased within the country from 20,286 in 1980 to 18,292 in 2000, and has increased only slightly within the state and county. Two primary reasons for this trend include the availability of low wage production workers in foreign countries and the increased use of automation causing a decline in the number of workers required to supply the same product.

Manufacturing in the City of Talent does not appear to be following the national, state and county trend. The market share of employment in Talent increased from 18% in 1980 to 19.7% in 1990. Information from the Oregon Department of Employment indicates that manufacturing accounts for 24% of the total employment in Talent for the year 2000. Based on current business license information, employment from manufacturing businesses accounts for 27% of the total employment from businesses located within the city limits. Since 1993, the City of Talent has increased the number of manufacturing businesses in its Light Industrial zone from one to four, accounting for approximately 100 additional employees. There is also an additional light industrial manufacturing business currently being built.

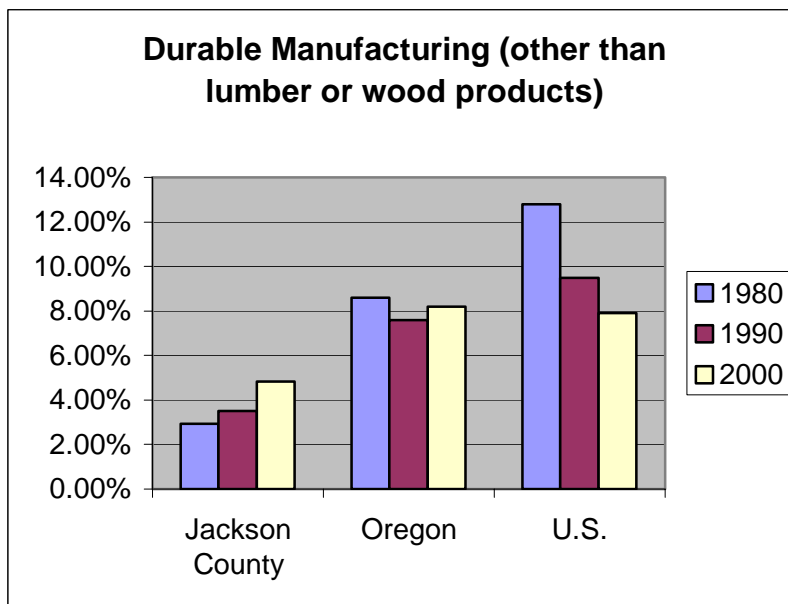


During the past 10 year period, the market share of manufacturing jobs in Jackson County decreased at a slightly faster rate (3.41%) than within the State (2.4%) or within the Country (3.14). One reason for this is the dramatic decline in timber related jobs during that period.

Jackson County has historically been more reliant on the lumber and wood products industry than other areas and our region lost approximately 1,300 jobs within the past ten years. Most of the timber related job loss in Jackson County occurred between 1988 and 1992, during which time several lumber and plywood mills that relied on old-growth timber closed. Since then, the employment in the wood products industry has continued to decline, but at a more gradual pace.



The market share of other durable manufacturing jobs actually increased within Jackson County during the past 20 years, but decreased nationally and statewide. Other manufacturing industries that grew during this period include electronics-related industries, printing and publishing, and fabricated metals and machine production.



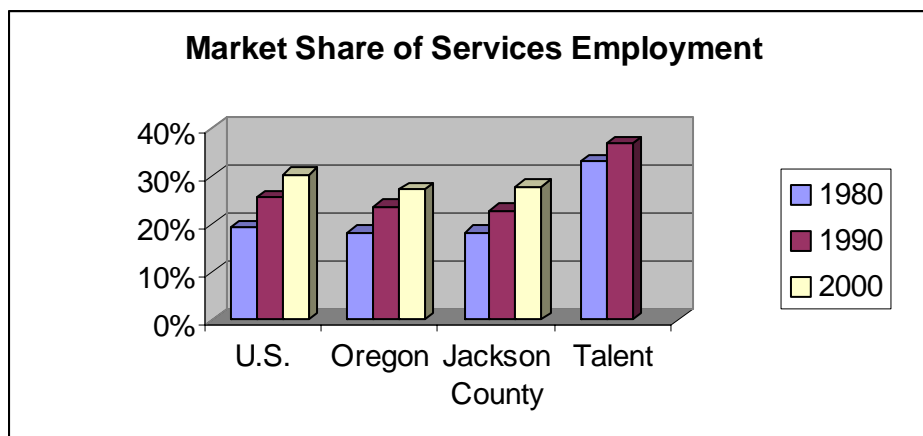
Manufacturing businesses within the City of Talent include the making of specialty glass products, model trains, wood canoes, and paddle/oar manufacturing. The City's largest manufacturing business located to the city in the late seventies and the other three in the early to mid-nineties. Manufacturing businesses within the city create approximately 220 jobs.

## Non-Manufacturing

### *Service Producing*

In the non-manufacturing sector there was an increase in the market share of jobs nationally, statewide, and locally. The greatest increase was in the service category, which includes personal, business, health, amusement and recreation, legal, social, educational, auto, miscellaneous repair services, as well as hotels and other lodging places. The market share of services during the past twenty-year period increased by 11% nationally, 9.1% statewide, and 9.65% in Jackson County.

The market share of employment in the service sector within the city of Talent increased from 33.1% in 1980 to 36.73% in 1990. However, based on the Oregon Department of Employment statistics, the current market share of services is 25%. Based on business license information, service businesses account for 27% of the employment from businesses located within the city. Service businesses make up 50% of the total types of businesses within the city of Talent.

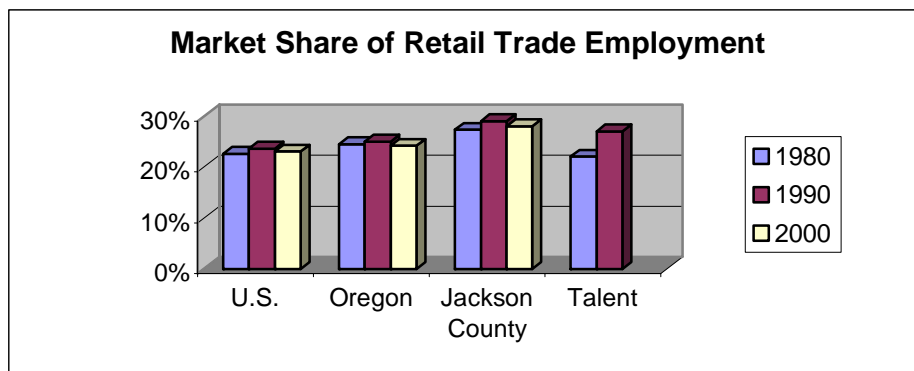


### *Trade Sector*

The market share of employment in the trade sector increased within the nation, state, and county, between 1980, 1990 and 2000. This category includes both retail and wholesale trade. Between 1980 and 1990, Jackson County increased at a faster rate than the state or the nation. The market share increases were 1.01 percent nationally, .54 percent statewide, and 2.06 percent in Jackson County. The market share of employment in Jackson County is currently over 4% higher than in the state or the nation.

Throughout the 1970s and 80s, the Rogue Valley, and Medford in particular, established itself as a commercial trade center serving all or parts of seven counties in southern Oregon and northern California. The construction of the Rogue Valley Mall was completed in 1986 and a number of major retailers soon followed, including Fred Meyer, Target, and Wal-Mart stores.

The market share percentage of trade increased between 1980 and 1990 within the City of Talent from 22.12 % in 1980 to 27.12% in 1990. A Wal-Mart store opened in 1993 and became the City’s largest employer. Based on Oregon Department of Employment information, the current market share of retail employment is 32%, which is higher than the county, state, or nation.



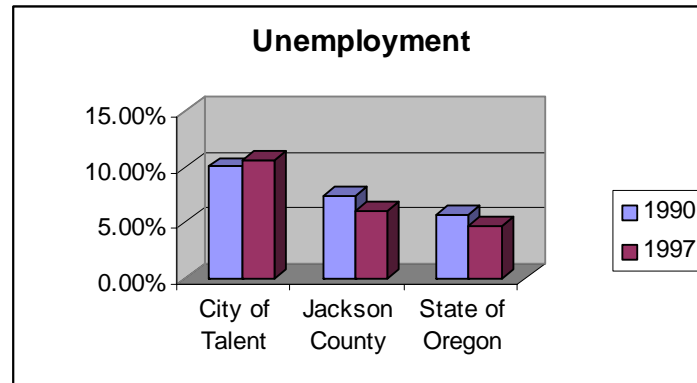
***Agriculture***

According to the 1992 Census of Agriculture, Jackson County had 262,000 acres of farmland. According to the 1996 Oregon State University Extension Service, Jackson County had a little over 7,000 acres in orchard fruit. About 90% of the orchards in Jackson County grow pears. Other orchard fruit include apples, peaches, cherries, and grapes for wine. In 1996, \$90 million worth of agricultural crops were sold. About \$42 million of that total came in orchard fruit, primarily pears.

**Unemployment Trends**

The City of Talent has typically had a higher unemployment rate than within the county as a whole or within the state. Unemployment rates have gone down within the state and county during the past ten-year period. However, unemployment rates within the City of Talent actually increased between 1990 and 1997.

	City of Talent	Jackson County	State of Oregon
<b>1990</b>	10.0%	7.4%	5.7%
<b>1997</b>	10.6%	6.10%	4.7%



### Median Household Income

City	1989
Central Point	\$29,380
Jacksonville	\$25,820
Medford	\$25,677
Ashland	\$23,579
Phoenix	\$21,573
Grants Pass	\$21,557
White City	\$21,554
Eagle Point	\$21,329
Butte Falls	\$20,833
Gold Hill	\$20,134
<b>Talent</b>	<b>\$19,205</b>
Shady Cove	\$18,831
Rogue River	\$15,637
Cave Junction	\$12,923
<b>Jackson County</b>	<b>\$25,069</b>
<b>Oregon</b>	<b>\$27,250</b>

Source: 1990 U.S. Census

The median household income for City of Talent in 1990 was only 70.5% of the statewide median. Talent ranked in the bottom third of the southern Oregon cities listed. Only Central Point had a median household income higher than the statewide median.

### Poverty

Based on the 1990 U.S. Census, 14.2% of the population of Talent had incomes below the poverty level (\$12,674 for a family of four). This compares to 12.4% for the state of Oregon and 13.2% for Jackson County. These levels increased by .8, 1.7, and 1.2 percent respectively from 1979 levels.

### Educational Attainment in Talent

Persons over 25 years old	2,215
Less than 9 <sup>th</sup> grade	265

9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	363
High school graduate	764
Some college, no degree	493
Associates degree	103
Bachelor's degree	155
Graduate or professional degree	72

Source: 1990 U.S. Census

The percent with a high school diploma was 71.6 and the percent with a bachelor's degree or higher was 10.2.

## **ANALYSIS OF TALENT ECONOMIC STRENGTHS, WEAKNESSES, OPPORTUNITIES & THREATS**

In the spring of 1998, the City of Talent invited residents to chart a path for their community's future by developing a Strategic Plan. Residents shared their perspectives on Talent through one-on-one interviews, small group meetings, volunteer work by community members, a survey attached to the local city newsletter *The Flash*, and a town hall meeting on May 2, 1998. A Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis emerged from the strategic planning process. The following lists show what residents feel are the community's strengths, weaknesses, opportunities, and threats.

### **Strengths**

- Local perception of high quality of life
- Small town feel (friendly, peaceful, safe, walkable)
- The beauty of the surrounding rural environment
- Older housing stock and historic structures
- City government addresses local issues and actively involves residents
- Residents sense that Talent is unique and its residents talented
- Good access to I-5 and rail
- Recent development of activities that have been successful and are perceived as "good neighbors"
- Recent development of activities for children and youth
- Enclave of pottery-related commercial enterprises
- Professional city staff
- Availability of affordable housing
- Police Department with substantial volunteer support
- Tradition of local events and festivals

### **Weaknesses**

- City currently lacks a reliable source of adequate water



- 
- City streets are in need of repair
  - Heavily walked streets need sidewalks
  - Older sidewalks need repair
  - Dangerous intersections on Hwy. 99
  - Bus Service is inadequate
  - Insufficient upkeep on some public and private property
  - Few local recreation opportunities
  - Commercial activity is fragmented among Hwy. 99, Talent Ave. and W. Valley View Rd
  - Too few local volunteers shoulder heavy responsibilities
  - Underutilized downtown commercial core
  - Emergency services for residents are in transition
  - Loosely organized business community
  - Few professional and retail services

### **Opportunities**

- Interest in developing a Master Plan for the downtown core that enhances business opportunities, the pedestrian orientation and quaint, small town feel
- Ability to develop a focus for downtown, e.g. crafts and antiques
- Need for expanded professional and retail services
- Community's proximity to Interstate 5 traffic
- Local support for expanding the light industrial zone
- Local interest in sprucing up neighborhoods and downtown
- Local agreement about the value of protecting of historic homes and structures to enhance the downtown area
- Depot projects potential for passenger rail and public transportation
- Local support for mixed use development in the old core area
- Ongoing community projects to develop local recreation and access to public transportation
- Community response team can bring additional energy and skills to completion of community projects

### **Threats**

- Delayed infrastructure repairs could discourage business investment and bus service
- Without greater business investment, city revenues may remain inadequate to serve the needs of the community

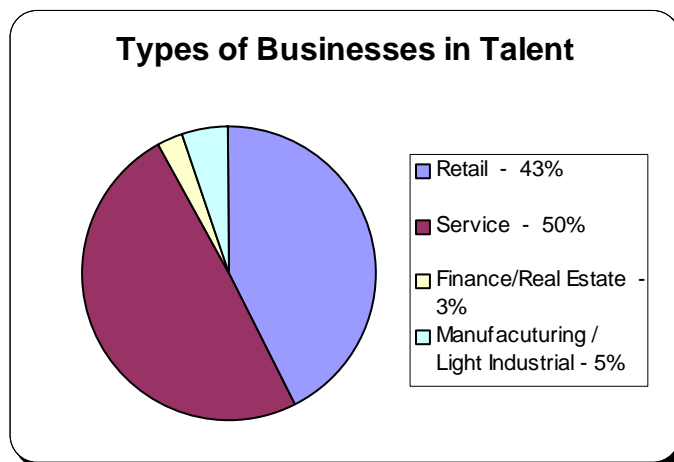
- Lack of community participation may put the completion of community projects at risk
- A low level of investment in the downtown may contribute to continued high turnover in business
- Transportation problems may decrease access to existing business in Talent
- Fragmented commercial areas may discourage commercial investment
- Lack of upkeep in residential and public areas may lead to general decline of the town and attitudes regarding it

## COMMERCE IN TALENT

### TALENT BUSINESS COMMUNITY

There are currently 86 businesses located in commercially zoned areas within the City of Talent. There are 35 businesses located in Central Business District Commercial Zone (C-2), 41 businesses are located within the Retail-Wholesale Commercial Zone (C-3), 4 businesses are located within the Interchange Commercial Zone (C-4), and 5 businesses are located within the Light Industrial District (LI).

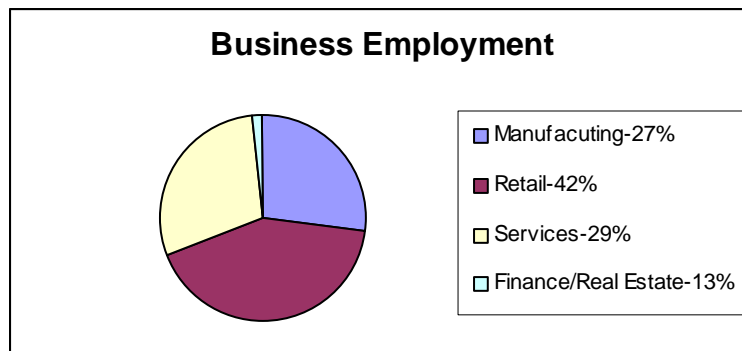
Business Type	Number of Businesses	Percentage of businesses	Number of employees	Percentage of employees
Retail	37	43%	339	42%
Service	43	50%	238	29%
Finance/Real Estate	2	3%	13	2%
Light Industrial	4	5%	220	27%
Total	86		810	



There are approximately 55 businesses located in residential areas. These home occupation businesses must maintain the residential character of the home. Over 30 home occupations provide a service. Many of the services are computer related, two are auto repair businesses, a number provide hair care services, and two provide elderly care services. There are currently six craft businesses and an additional eight retail type businesses.

### **Business Employment**

Based on business license information, commercially zoned businesses within the city of Talent employ approximately 638 people. This amounts to 810 jobs if business owners are included as an additional 2 jobs. Retail business employ 339 people, service businesses employ 43, finance/real estate employs 13, and manufacturing businesses employ 220 people. Food & Beverage establishments employ 69 people, other retail businesses have 203 employees, gas stations have 20 employees, medical services have 31 employees, lodging establishments have five employees, the city's financial institution has 9 employees, and other service businesses have an additional 98 employees.

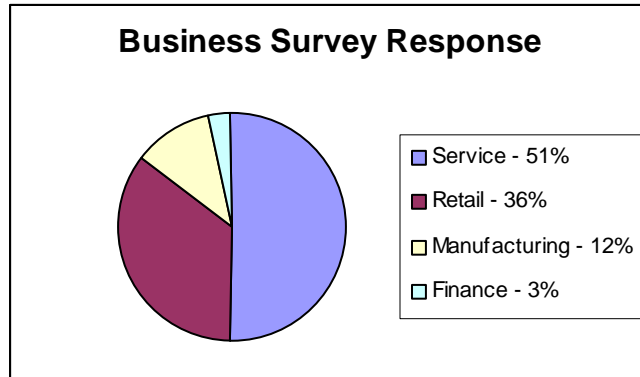


Home Occupations and/or businesses in residential areas employ an additional 30 people, or a total of 85 jobs if owners are included. Businesses that are located outside the City, but have a Talent business license account for an additional 41 employees working within the city limits. The total number of jobs from business license information is 991.

### **ECONOMIC DEVELOPMENT SURVEY RESULTS**

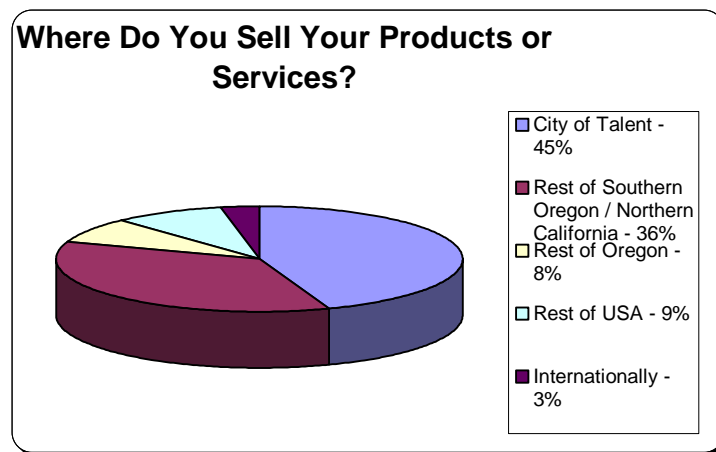
In January of 2000 an Economic Development survey was taken of business owners in Talent. Thirty-five business owners out of a total of 141 responded to the questionnaire. The survey participants represent over 25% of the businesses located in commercial/industrial areas in the city. The survey participants include the four major manufacturing businesses and the largest retail center in the city. Twenty-nine survey participants said that their business was 100% locally owned.

The businesses that responded to the survey make up a representative sample of the business community. Twelve businesses who responded described themselves as providing a service, 8 described themselves as a retail business, 4 as construction, 4 manufacturing, 2 as manufacturing and retail, 2 housing, and 1 finance.

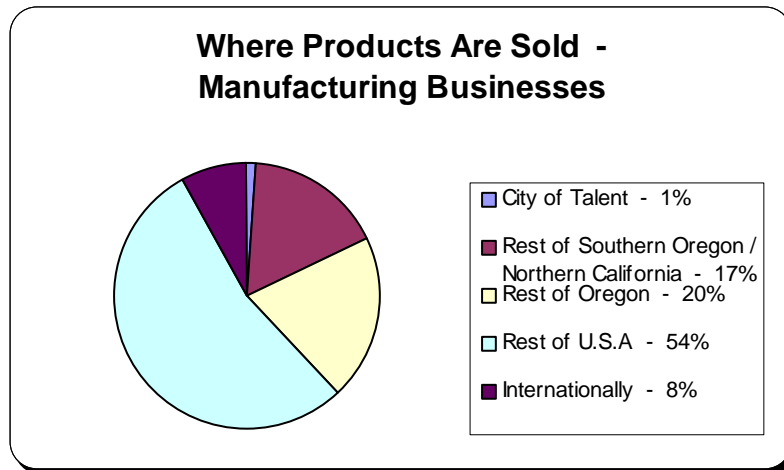


**Where are products sold?**

Participants were asked to describe where they sell their products and services, and estimate the percentage of sales from each area. They were given the following categories to choose from: percentage of sales within the City of Talent; regionally, within southern Oregon/northern California; within the rest of Oregon; within the rest of the U.S.A.; and internationally. Based on the survey results, 45% of the products and services are sold within the City of Talent, 36% are sold within the Southern Oregon/Northern California region, 8% are sold within the rest of Oregon, 9% within the rest of the United States, and 3% are sold internationally.

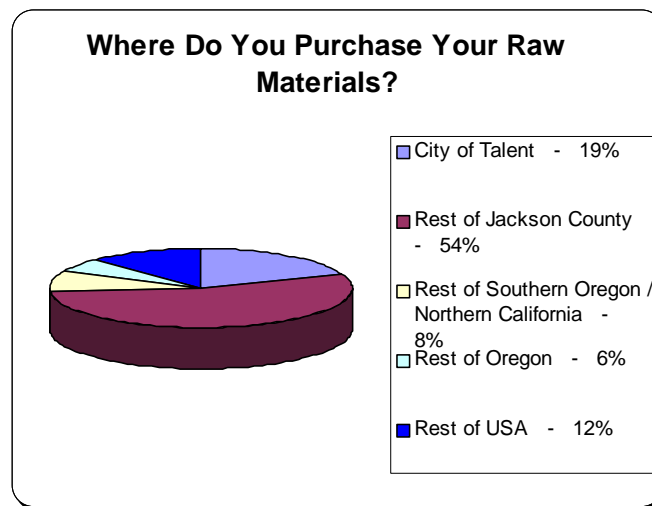


If only businesses zoned Commercial or Light Industrial are included the results are fairly similar. They show that 55% of the products or services are sold within the city of Talent, 21% regionally, 9% within the rest of the state, 11% within the country, and 5% internationally. However, if only manufacturing businesses are included, the results show that only 1% of products are sold within the City of Talent, 17% regionally, 20% in the rest of the state, 54% within the rest of the country, and 8% internationally.

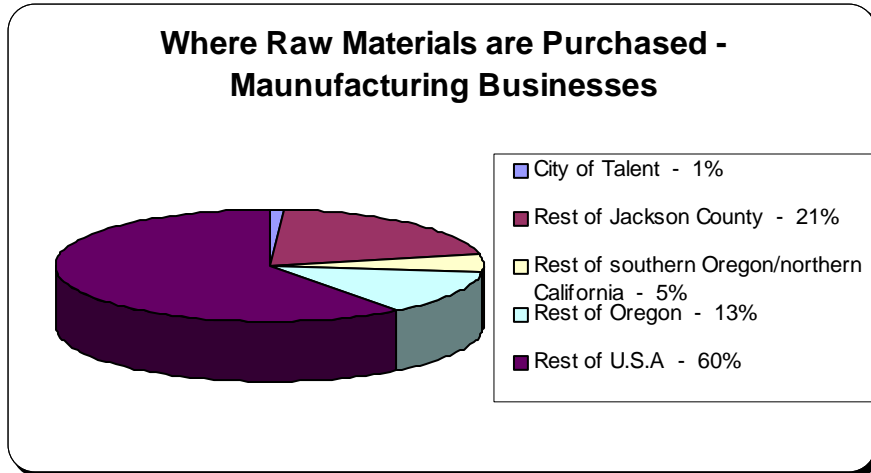


### Where are materials purchased?

Participants were asked to describe where they purchase their raw materials and estimate the percentage from each area. Based on survey results, 19% of the raw materials and supplies are purchased within the City of Talent. Businesses purchase 54% of their raw materials and supplies within the rest of Jackson County, 8% within the Southern Oregon / Northern California region, 6% within the rest of the state, and 12% are purchased within the rest of the country.



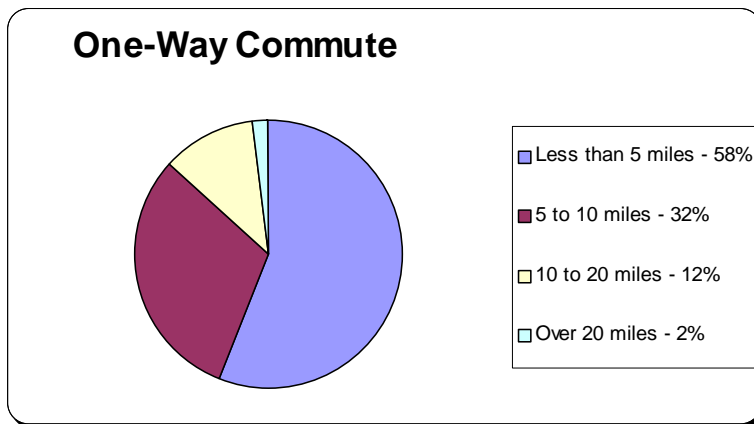
Among light industrial companies, only 1% purchased their raw materials in Talent, 21% within Jackson County, 5% within the rest of the southern Oregon/northern California region, 13% within the rest of Oregon, and 60% within the rest of the U.S.A.



The survey results show that manufacturing businesses sell the majority of their products and purchase the majority of their raw materials outside the state of Oregon. These businesses bring dollars into the community from outside. However, they are also less dependent on the local market and can more readily move or expand elsewhere. It is very important that these types of businesses remain or expand within the city.

#### Employee Commute

The 35 businesses estimated that 58% of their employees commuted less than 5 miles to work, 32% commuted from 5 to 10 miles to work, 12% commuted 10 to 20 miles to work, and only 2% commuted over 20 miles.

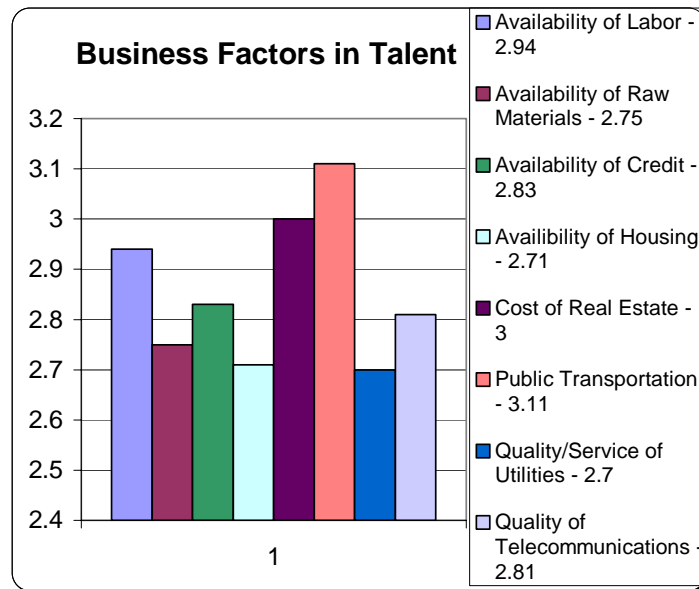


Survey participants who responded to this question employ 281 people, or roughly 43% of the total business community work force. Owner operated businesses are not included, which would indicate an even higher percentage of people who commute less than 5 miles to work.

Based on 1990 U.S. Census information for the city of Talent, the mean travel time to work was 19.5 minutes, 77.3% drove to work alone, 15.1% carpooled to work, and 6.1 % walked to work.

### Business Factors

Participants were asked to rate the following business factors on a scale from 1 to 5; 1 being much less favorable and 5 being much more favorable.



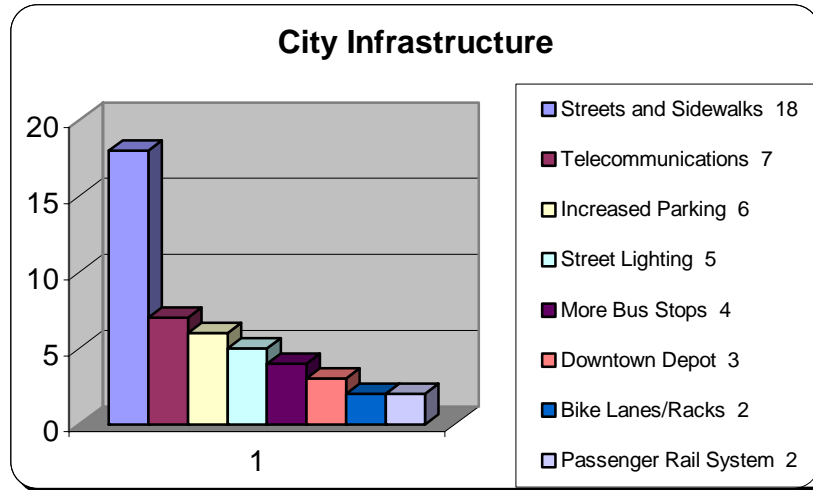
For all respondents, public transportation was ranked as the most favorable business factor in Talent and the cost of real estate was ranked the second most favorable business factor in Talent. Specifically, among manufacturing/light industrial businesses, the cost of real estate was ranked the most favorable business factor and was given an average ranking of four.

### Why did businesses locate in Talent?

Eleven out of the 24 businesses (45%) that responded to this question stated that they opened business in Talent because they already lived here. Other responses included quality of life and affordable housing. Light industrial manufacturing businesses decided to locate in Talent primarily because of available land, the cost of land, and livability issues.

### City Infrastructure

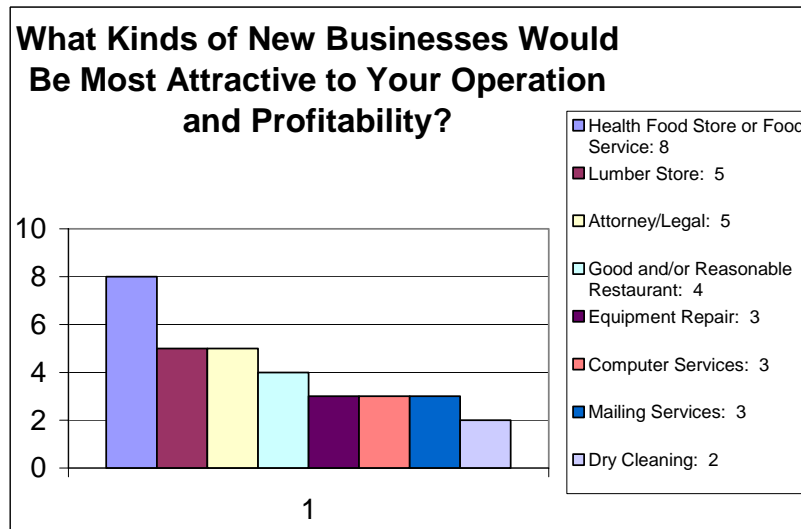
Business owners described the following as their priorities for new City Infrastructure Projects:



The survey results indicated that maintaining streets and sidewalks is the first priority among business owners for city infrastructure projects. There were 18 responses (over 50% of businesses who participated in the survey) listing street and sidewalk maintenance as a priority. The majority of the responses pertained to transportation issues, including alternative forms of transportation such as pedestrian/bicycle use.

### New Businesses

Participants listed the following as types of new locally owned, businesses they would find most attractive:



The survey results indicate that business owners would like to see additional food services, such as a health food store, and additional restaurants within the city. A lumber store and an attorney or legal office were also priorities for business owners. Other responses included



photo-finishing, copying, tax service, beauty shop, real estate, ice cream parlor, tourism related services, hardware store, auto-parts store, antique stores and art galleries, retail stores, and a painting supply store.

### **Business Expansion**

Only 22% of businesses that participated in the survey plan to expand their business within the next three years. The majority of these businesses own or lease sufficient property to allow for expansion. However, 34% of the businesses that responded to the survey stated that if they did wish to expand in the future they would not have sufficient property. Two of the four manufacturing businesses zoned Light Industrial stated that they may expand their business in the next three years and all four of the manufacturing business have sufficient property to expand if necessary.

## INVENTORY OF DEVELOPABLE LAND

The following is an analysis of the vacant and underutilized land within the City of Talent. A parcel is considered vacant if the improvement value, as determined by the Jackson County Assessor’s Office, equals 0. A parcel is considered underutilized if the property classification is 291 or 391, indicating that the parcel is improved with potential for further development. If a parcel zoned commercial or light industrial has only residential development it is also considered underutilized. Parcels with a property classification beginning with a 1, located in a commercial or industrial zone are determined to be residential commercial/industrial zone improved. These parcels are also considered underutilized. Riparian and wetland areas are considered undevelopable.

### Commercial Land Inventory

There are currently 77 tax lots, totaling 70.74 acres, with a property classification of 201, indicating the property is improved commercial. There are 82 businesses located on these lots. There are 39 developable vacant lots zoned commercial within the city limits of Talent. One lot has .39 acres of riparian area. The total developable area on vacant lots is **28.77 acres**. There are 48 underutilized commercial lots with a property classification of 291. Two lots have riparian areas totaling .38 acres. The total residential underutilized is 2.49 acres. The total developable underutilized property is **21.7 acres**.

The Urban Growth Boundary contains an additional 10 parcels totaling **22.33 acres** of commercial land. Within the Urban Growth Boundary five parcels (18.15 acres) will be zoned C-4 Interchange Commercial and five parcels (3.87 acres) will be zoned C-3 Retail Wholesale Commercial. The total commercial developable land (vacant, underutilized, and land within the urban growth boundary) is **72.8 acres**.

### Commercial Land

	Acres	Number of Parcels
C-2 Downtown Commercial		
Vacant	5.06	21
Underutilized	6.68	33
C-3 Retail Wholesale Commercial		
Vacant	24.10	18
Underutilized	15.4	15
C-4 Interchange Commercial		
Vacant	0	0
Underutilized	0	0
Total vacant within City Limits	29.16	39
Total underutilized within City Limits	21.7	48
Urban Growth Boundary	22.33	10
<b>Total</b>	<b>72.8</b>	<b>99</b>

### Light Industrial Land Inventory

There are 3 parcels (totaling 14.53 acres) within the City of Talent with a property classification of 301 or 303, indicating light industrial improved. There is also a lot (.9 acres) with a property classification of 231 that currently has a light industrial manufacturing business. The total light industrial improved area is 15.43 acres and there is an additional business that is currently under construction that will be located on a .63 acre parcel. There are 3 vacant lots zoned Light Industrial (totaling **8.5 acres**) within the city limits. There are two residential underutilized properties with a property classification of 131 and 101, totaling **.78 acres**. The Urban Growth Boundary contains 1 parcel totaling **14.03 acres** that will be zoned Light Industrial. The total Light Industrial developable land is **23.31 acres**.

#### Light Industrial Land

	Acres	Parcels
Vacant	8.5	3
Underutilized	0.78	2
Urban Growth Boundary	14.03	1
Total	23.31	5

### PROJECTED LAND NEEDS AND AVAILABILITY

State law mandates that a twenty-year supply of buildable land be available for commercial/industrial use. The following is an analysis of how much commercial and industrial land the City of Talent will need during the next twenty-year period. Employment projections were used to make this determination. In addition, past land use absorption patterns for the Light Industrial zone were examined.

Employment projections were based on business license information for businesses located within the city limits of Talent. It was felt that business license information would be more accurate for this discussion than Oregon Department of Employment figures, because state employment figures do not include self-employed businesses.

Businesses located in Talent create approximately 810 jobs. This number is 15.9% of the current population of 5,100. By applying the present proportion of people employed by businesses located in Talent to the projected population for the year 2020, we can get a general idea of the number of jobs that will be generated by future businesses in the year 2020. The Board of County Commissioners for Jackson County has estimated that the City of Talent will increase in population from 5,100 persons in the year 2000 to 7,811 persons by the year 2020, an increase of 65.3%. If businesses in Talent continue to generate jobs equal to approximately 15.9% of total population, then the future number of jobs in the year 2020 can be estimated to be 1,242, or an increase of 432 jobs.

Future land needs are projected by examining the ratio of current employment to the amount of improved commercial or industrial property, or the amount of employees per acre. Employment projections are then used, applying the same ratio, to estimate the amount

of future land needs. The following breaks the land needs down for commercial and light industrial areas.

**Commercial Land Needs**

Commercial businesses in the City of Talent currently account for approximately 590 employees. This number is 11.5% of the current population of 5,100. By applying the present proportion of people employed by businesses located in Talent to the projected population for the year 2020, we can estimate that the City will have 898 employees, or an additional 308 employees in the year 2020

The City of Talent currently has 81 businesses located in commercially zoned areas and an additional commercial business located in the Light Industrial zone. There are 77 parcels totaling 70.74 acres that have a property classification of 201, indicating they are improved commercial. This is roughly 8.34 employees per acre.

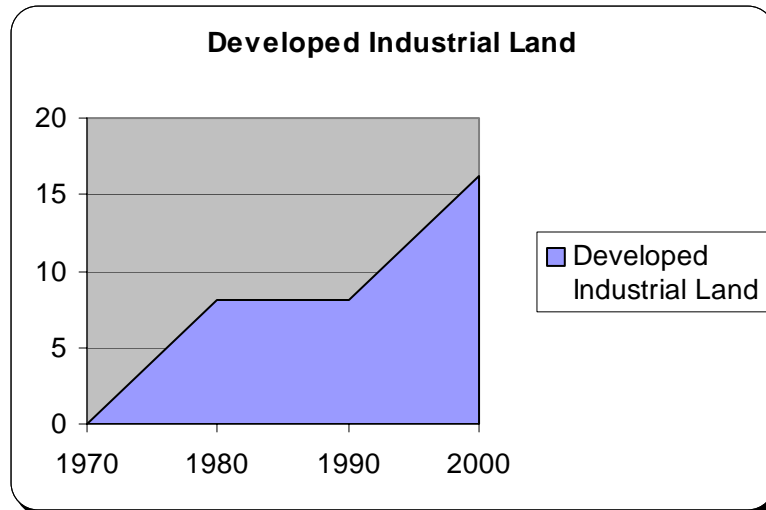
If the City continues to have a land need of 8.34 employees per acre, then the City will need to develop an additional **36.93 acres** of the 72.8 acres of commercial land available. This City currently has enough land to meet its commercial land needs for the next 20-year period.

**Light Industrial Land Needs**

Light Industrial manufacturing businesses can be estimated using the same method that was used for commercial businesses. Light Industrial businesses currently account for 220 employees. Light Industrial employees account for 4.3% of the population. Based on population estimates, it can be projected that light Industrial businesses will employ at least 336 people, or an additional 116 employees, in the year 2020. The City has five parcels totaling 16.16 acres with developed industrial businesses. This is roughly 14.25 employees per acre. If the City will continue to have a land need of 14.25 employees per acre, then the City will need an additional 8.14 acres.

The City also has enough specific information concerning when manufacturing businesses located in Talent to examine past land use absorption patterns. There are four manufacturing businesses located within the Light Industrial park in Talent. The City’s largest manufacturing businesses located in Talent in 1978 on a parcel totaling 8.12 acres. The City has three other manufacturing businesses on properties totaling 7.41 acres and an additional business in under totaling .63 acres. The following chart shows the progression of how much land was used for Light Industrial development during the last 22 years.

	Total Acreage of Improved Industrial Land
1978	8.12
1993	14.63
1995	15.53
2000	16.16



The City has increased its light industrial land improved area by 8.04 acres in the past 10 years. If this trend continues, and the City is encouraging it to continue or increase, then the City will need at least an additional **16.08 acres** in the next 20-year period. The City may have enough Light Industrial land for the next 20-year period, but it would be justifiable to expand the zoning area for Light Industrial development. The Jackson and Josephine County Regional Development Officer of the Oregon Economic and Community Development Department, in an intake form supporting funding for infrastructure planning in the Talent Industrial Park, found that growth patterns in Talent indicate conversion to a bedroom community. The jobs to housing ratio needs to be increased for the long-term economic health of the city. There may be an adequate supply of land to support the current job/housing ratio, but it is in the City's economic interest to increase that ratio.

During the past several years, residential growth within the city of Talent has outpaced job growth. The city of Talent experienced an estimated annual compounded residential growth rate of 6.2% from 1988 to 1999, with only modest increases in employment within the Urban Growth Boundary. Residents of Talent increasingly commute on Interstate 5 or Highway 99 to their place of employment. It is felt that increasing the available industrial land supply will help to create a significant number of living wage jobs and will reduce commuting impacts caused by Talent residents.

## CONCLUSIONS

1. The City of Talent, contrary to national, state, & regional trends, has increased its manufacturing employment in the past twenty-year period.
2. The City's light industrial manufacturing business brings dollars into the community and the City should support retention and expansion of these businesses.
3. The City currently has 72.8 acres of developable commercial property.

4. The City has 23.31 acres of developable light industrial property.
5. The City will need to develop approximately 36.93 additional acres of commercial property in the next twenty-year period. We have 72.8 acres, so there is enough available land to meet commercial needs.
6. The City will need 16.08 acres of light industrial property in the next twenty-year period based on previous land absorption patterns. The City may have enough property to meet its needs, but it is recommended to expand the Light Industrial zone to provide opportunities for a better job/housing ratio.

## ECONOMIC ELEMENT GOALS AND STRATEGIES

**POLICY 1: Business Development:** The City will plan for and nurture a favorable environment to attract and maintain new businesses.

**Objective 1:** Incorporate the plan concepts developed during the Downtown Mixed-Use, Transit-Oriented Redevelopment Plan process into implementing ordinances to create an attractive, accessible downtown area.

### IMPLEMENTATION STRATEGIES:

1. Define the final area to be included in the new Downtown Redevelopment area, comprising roughly the existing C-2 (Central Business District Commercial zone) and the C-3 (Retail-Wholesale Commercial zone) along Highway 99 north of and including the Rapp Road intersection, and complete the rezoning process to a single zoning district.
2. Develop and adopt Downtown Design Standards to include the following community standards that were developed by the Downtown Plan Citizen Committee:
  - a. Orient all new buildings to sidewalks, and encourage “streetscape” amenities that will encourage pedestrians in downtown neighborhoods.
  - b. Require all new buildings to be designed consistent with traditional downtown architecture, with special emphasis on local historic architectural features in the old downtown area. Features to be considered include entryways, window shape and placement, building bulk and scale, building facades and construction materials.
  - c. Provide adequate facilities for bus patrons and bicyclists in placement of buildings and other features.
  - d. Promote mixed-use, with residential uses encouraged on upper stories and on local streets.
  - e. Make street level units convertible to commercial use by building with appropriate ceiling heights and open framing that will allow display windows to be retrofitted, wherever appropriate.
  - f. Permit a variety of retail and service uses, including small-scale production of products to be sold on site.
  - g. Disallow new uses that are principally related to the automobile such as mechanics shops and car sales. Make existing auto-related businesses legal, nonconforming uses for the duration of current management only.
  - h. Maintain the integrity of the Historic Downtown area.

3. Adopt a new Subdivision and Land Partition Ordinance that includes provisions for creative, flexible project design to encourage a mix of retail, service, entrepreneurial and residential uses.

**Objective 2:** Complete development of the Talent Industrial Park.

**IMPLEMENTATION STRATEGIES**

1. Work with the Southern Oregon Regional Economic Development initiative (SOREDI) and Oregon Economic and Community Development Department (OECDD) to secure funding to complete planned roads, improved telecommunications facilities, and other public facilities for the Industrial Park on both sides of the railroad right-of-way.
2. Consider an Urban Growth Boundary Amendment to expand the Industrial area west of the Railroad to create a more viable industrial development area by adding available lane w/rail access.

**Objective 3:** Promote and support the types of businesses that the community has requested through the economic development survey and the strategic planning process, including locally owned restaurants and shops, professional services, and material supply stores.

**POLICY 2: Family Wage Jobs:** Promote and support businesses that bring family wage jobs into the community.

A family wage is defined as a wage sufficient to pay for a family’s basic needs without forcing the family to resort to public assistance. A family wage rate is based on the average expenses for families in Jackson County. A benchmark for this rate is set by the Oregon Economic & Community Development Department (OECDD).

**Objective:** Increase the number of family wage jobs in the City of Talent.

**IMPLEMENTATION STRATEGIES**

1. Promote and support manufacturing businesses in the City’s Light Industrial zone.
2. Encourage business incubators that support people who have been left out of traditional business development loan/access to credit programs.
3. Support agricultural worker’s ability to meet their basic family expenses.
4. Support regional or countywide implementation of a living wage ordinance.



**POLICY 3: Business Support and Assistance:** The City will support, and encourage retention and expansion of existing business.

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

**IMPLEMENTATION STRATEGIES:**

1. The Community Development Department will provide staff support, whenever practicable, for Economic Development projects that are consistent with community goals and policies.
2. The City will participate in meetings within the business community when invited, and will convey business people's concerns to the City Council.
3. The City will share available technical resources with the business community to help business stay abreast of changing regulations.
4. Business representatives will continue to be encouraged to participate in local planning activities.
5. The City will support local efforts to prevent retail "leakage" or the loss of local dollars to retailers in other areas.

**POLICY 4: Infrastructure Support:** The City will continue to pursue funding for needed infrastructure to support economic development activities. (Specific infrastructure Goals and strategies are included in the Public Facilities and Services and Transportation Elements)

**POLICY 5: Livability:** The City recognizes that livability is an important factor in the location choices of some types of businesses, and the policy of maintaining livability for the benefits of City residents is further reinforced by the potential for economic benefits.

**Objective 1:** Create a community where people want to spend time beyond the exigencies of daily life.

**IMPLEMENTATION STRATEGIES:**

1. Encourage and promote community events like the Harvest Festival and Bob Day to invite people to local business areas.

2. Support any effort to create community marketplaces, such as a Farmers Market or a Crafters Market, and include these uses in the Downtown Redevelopment zone list of allowable uses.
3. Create a walkable, bikable community where residents and visitors can make connections between home, work and commerce with a minimal reliance on the automobile.
4. Create streetscapes and landscaping that make comfortable and appealing transitions between public and business areas and nearby neighborhoods.
5. Continue neighborhood cleanup efforts in all districts through Talent Enhancement Month and an aggressive Code Enforcement effort.

**POLICY 6: Environmental Stewardship:** The City will support environmental preservation and sustainable use of natural resources

**Objective 1.** Promote open space acquisition/preservation projects and City park improvement projects (specific goals are included in the Parks and Open Spaces Element).

**Objective 2:** Encourage business owners to support the Valdez principals adopted by the City Council in 1997, Resolution number 97-435-R.

- **Protection of the Biosphere:** Strive to eliminate pollutants that may cause damage to the earth and its air, water, and inhabitants.
- **Sustainable Use of Natural Resources:** Use renewable resources at sustainable levels.
- **Reduction and Disposal of Waste:** Minimize the creation of waste and, wherever possible, recycle.
- **Wise Use of Energy:** Find and use environmentally safe and sustainable energy sources, invest in and promote efficiency and conservation in operations.
- **Risk Reduction:** Minimize the environmental, health, and safety risks to employees and the community by using safe technologies and operating procedures.

**POLICY 7: Education:** The City will support education and cultural opportunities.

**Objective:** Promote education and cultural opportunities for all Talent residents.

**IMPLEMENTATION STRATEGIES:**

1. Work closely with the Talent Middle and Elementary schools and the Boys and Girls Club to enhance education for children, especially through service learning opportunities.
2. Encourage job readiness learning opportunities including English as a Second Language (ESL).

**POLICY 8: Land Availability:** The City will plan for commercial and industrial land needs and encourage the efficient use of land.

**Objective:** Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future, as long as that growth does not conflict with the City's policies on livability or environmental stewardship.

**IMPLEMENTATION STRATEGIES:**

1. Track commercial land consumption in order to review this plan in the year 2005 and each subsequent five-year period. This should include tracking growth in relation to capacity.
2. Expand the Urban Growth Boundary to include additional land for Light Industry development west of the railroad tracks.
3. Protect lands deemed important by the citizens of Talent. These lands include, but are not limited to EFU zoned lands, view sheds, riparian and wetland areas, and lands designated as probable open space areas.



## **PUBLIC FACILITIES AND SERVICES ELEMENT**

The purpose of this element is to plan for the provision of economical and efficient public facilities and services to meet the needs of current residents, and to serve new development in a manner that minimizes adverse financial, environmental, and social impacts on the citizens of Talent. This element establishes a long-range plan for compliance with statewide planning Goal 11, Public Facilities and Services.

Goal 11 requires planning for a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. Cities are required to meet state planning standards for provision of municipal water, storm water management, sanitary sewer, and street systems. Cities are also encouraged to plan for other facilities and services. The City has primary responsibility for municipal water, storm drainage, and public safety services. Sanitary sewer service is provided by a special district, Bear Creek Valley Sanitary Authority (BCVSA). Transportation services are provided by a combination of the City, County, State and Rogue Valley Transportation District. Transportation planning is covered in this Comprehensive Plan by Chapter D, the Transportation Element. Other public and private service providers include Jackson County Fire District No. 5, Phoenix-Talent School District, Pacific Power, Avista Natural Gas, and various health service providers and communications companies.

After many years of low investment in the City's public facilities, in the mid -1990s the City Council began developing funding mechanisms for capital improvements and operations and maintenance of local facilities. At that time the only revenue generating fees established were relatively low connection fees and usage rates for municipal water. Beginning in late 1996, Systems Development Charges were adopted to raise money for capital improvements for the water, transportation, storm drainage and parks systems. Users' fees have also been adopted to raise money for the operation and maintenance of streets and storm drains.

### **PUBLIC FACILITIES STRATEGY**

In late fall of 1996 an engineer's assessment of the City water treatment and delivery system found that the system was at capacity and vulnerable to failure. A December 1996 high water event proved the system's vulnerability, and the 1997 New Year's Day Flood shut down both water treatment plants for over two weeks. Shortly thereafter the City stopped issuing permits for construction requiring new water hook-ups and eventually adopted a public facilities strategy tying new construction to the availability of water. A new supply of potable water has been arranged, and once the new supply is online, growth pressures are expected to be intense.

The development of the original public facilities strategy and other work related to public facilities planning and the effects of population growth, have resulted in a better understanding of the real costs of development in the City. One goal of this plan is that development be planned and phased in a way that minimizes public costs and optimizes

public investment.

There are two types of “available lands” in Talent. There are those lands that already have direct access to necessary services, and there are additional lands that will require new connections to most or all necessary services. The buildable lands planned for future residential growth southwest of the railroad tracks fall entirely within the latter category. Development of that area will not be viable without a new street network that meets emergency service needs, and new water, storm sewer and sanitary sewer facilities. The public facilities strategy for this and other underserved areas is included in the Goals and Implementation Strategies in this element.

## **KEY FACILITIES**

### **MUNICIPAL WATER**

The City completed a Water Master Plan in December 1998. That plan describes the history of the municipal water system, needs, and proposed actions to ensure the availability of adequate, good quality water for current and future needs. That plan is the primary source of the information included in this section. The study area for the plan is the entire Urban Growth Boundary. Facility needs are projected based on full build-out of the existing Urban Growth Boundary area.

Talent’s original municipal water supply was a 125-gallon per minute (gpm) well developed in 1912. In 1948 a second, 250 gpm well was dug. Surface water was added to the supply to meet needs during high demand periods, and in 1961 the City’s first water treatment plant was built on Wagner Creek. That plant is still in operation, but is at the end of its design life. A second treatment plant was built on Bear Creek in 1973 that is also still in service at this writing. The water rights currently in use have a 1978 priority date.

In 1996, the City learned that water withdrawals from Bear and Wagner Creeks appeared to exceed the rate allowed by our water rights permits during peak use periods. Other concerns at the time included complaints about the odor and appearance of tap water, location of the Ashland sewage treatment plant upstream from the main Talent water intake system, and Fire Department concerns about water pressures and flow rates needed for fire suppression. The City Council initiated a study of the condition of the water supply system and received their first report in late fall 1996. In December that year heavy rains and high water disabled the supply intake structure for the Bear Creek plant, and produced excessive turbidity, both of which circumstances caused interruptions of supply that threatened curtailment of water service. The 1997 New Year’s Day Flood destroyed the intake. In August 2000, the Bear Creek treatment plant continues to operate with a temporary raw water intake system.

The 1996 Water Treatment Plant Review found that both treatment plants are at or beyond their design lives, and that extensive maintenance and repair was needed at both. Existing water rights were not being exceeded on an annual basis, but the system was clearly operating at capacity during peak use periods, and daily withdrawals were likely exceeding average allowable levels at those times. With residential growth rates in the ten years preceding the study averaging 6.2% annually, the City found that it could not continue to meet the needs of new development with the existing water system. In addition, the

condition of the treatment plants and the problems with the intake at Bear Creek threatened the City's ability to provide reliable service to current residents. A high level of voluntary conservation on the part of customers helped avoid shortages.

In February 1997, the City adopted a construction moratorium that was renewed for the full period of time allowed by state law. As required by law, a Correction Plan was also adopted, which prescribed tying into the Medford Water Commission regional water supply system for a long term water supply, and included renovations to existing treatment facilities to improve service in the interim. During the moratorium period, the City worked with the Rogue Valley Council of Governments, Medford Water Commission, the City of Phoenix and the City of Ashland to develop a plan for a regional water supply pipeline to transport treated water from the regional system to Talent and to the other participants (TAP Intertie project). A water rights permit application was completed and approved for municipal water rights from Lost Creek Lake. As a part of the water rights permit application, the City completed a Water Conservation Plan, adopted November 19, 1998 (Resolution 98-508-R).

Funding for Talent's share of the TAP Intertie was secured through a combination of Rural Development Fund grants and loans and an Oregon Economic and Community Development loan. The Water Master Plan was completed during the moratorium period. However, construction of the pipeline could not be completed during the statutory period allowed for moratoria. A Public Facilities Strategy was adopted that considered the City's level of compliance with State Land Use Planning Goals. Based upon findings that the City had exceeded goal requirements for residential growth, the strategy does not allow new housing starts or most other projects requiring new or enlarged water hookups until the new water supply is on line. However, based upon current needs and past development patterns, the strategy did allow development of some commercial projects and park improvements that were underway at the time of the original moratorium.

The TAP Intertie project will include an enlarged (24") pipeline to Phoenix, extension of that pipeline and a pump station to get water to Talent. This pipeline will be sufficient to meet projected daily demands for all three cities until 2050. In addition, improvements will be made to the local storage and distribution system, including a second reservoir to be built at the existing Belmont Reservoir site. At the time of this writing, design engineering is complete for the TAP Intertie project and construction is expected to be complete near the end of 2001. Anticipated costs for supply, storage and distribution improvements are projected in the December 1998 Water Master Plan, incorporated herein by reference (Resolution No.99-533-R). The budget for water system improvements is updated annually in the City's Capital Improvement Plan.

On December 20, 2000 the City Council adopted Resolution No. 00-577-R, resolving to get the City out of the water production business when the new water supply is sufficiently established to serve all pressure zones in the City.

## **STORM DRAINAGE FACILITIES**

The City has adopted a Stormwater Master Plan (Resolution No. 00-574-R), dated January 1999 and incorporated herein by reference. The Plan describes current facility conditions, defines distinct watershed areas and sub-basins within the City, and makes recommendations

for future system improvements, including a capital improvement project list with estimated costs. The Study Area includes the entire Urban Growth Boundary area, and future system needs are based on full build-out of this area. Maps developed for the Plan include 1) a Watershed Map showing 38 drainage sub-basins that aggregate into 23 small watersheds; 2) Area maps showing existing and proposed collection lines; and 3) a Photo Site Plan Map that provides a key to a series of photos of existing stormwater problem sites. That plan is the primary source of the information included in this section.

The major drainage ways in Talent are Bear Creek, the principle stream in the regional watershed, and Wagner Creek, a tributary of Bear Creek that runs through the middle of town. Historically, stormwater from developed areas was channeled to the creeks through open ditches along roads. Some surface and underground drainage ways are actually Talent Irrigation District (TID) facilities built to distribute irrigation water in the summer, and that only incidentally function as storm sewers. Newer subdivisions and commercial developments have been built with engineered storm sewers, but these often discharge into open ditches. This arrangement is sometimes detrimental to downstream properties.

The hydrology of the Talent area has been changed significantly by five manmade structures. Normal surface water flows run from southwest to northeast, but two TID lateral irrigation ditches that catch hillside runoff, the railroad tracks, Talent Avenue, and Highway 99 all run roughly perpendicular to those natural flows. This interruption of flows has resulted in the “channelization” across natural flows, and emerging wetland and riparian areas near the manmade features. It has also resulted in dewatering of areas that were once wet, creating developable dry land in places that were once wetlands. The characteristics of these five structures have caused them to function as storm sewer mains for most of the City’s history. They function reasonably well, as demonstrated in the 1997 New Year’s Day Flood, when a fifteen- to twenty-five-year flood event was discharged without any incidents of high water damage in Talent. However, changing circumstances make it impractical to rely on this system in the long term.

The Talent Irrigation District has inadvertently conveyed a large part of the City’s surface water runoff for many years, but changing priorities for the district require the City to take more responsibility for the storm drainage system. TID has plans to take their irrigation laterals underground so that they will no longer collect runoff. This will affect drainage in the Urban Growth Boundary area southwest of the railroad tracks, and will probably affect water tables and spring activity on both side of the tracks. TID would like to abandon unused ditches and right-of-ways that currently carry runoff from developed properties. The City has the opportunity to decide which of these drainage systems should be incorporated into our stormwater management system, but must also figure out how to pay for improvements and maintenance of the old irrigation drainages.

With the rapid growth of residential development in Talent there has been a significant increase in the area of impermeable surfaces. Consequently, existing drainage ditches must handle increasing volumes of water. In recent years, storm sewer improvements have been limited to projects developed in conjunction with new construction or reconstruction of streets. This is likely to continue to be the pattern for most storm sewer projects. Major street reconstruction projects are funded and scheduled on Talent Avenue and throughout the Urban Renewal District that includes the downtown area west of Highway 99 and the



residential area south of Wagner Creek to Rapp Road. Other planned capital improvement projects include street improvements in older parts of town that will include storm sewer improvements, to be built as funding becomes available. In addition to Urban Renewal funding, future storm sewer projects and system maintenance will be supported by storm sewer system development charges and user fees.

## **SANITARY SEWER**

Bear Creek Valley Sanitary Authority (BCVSA) provides sanitary sewer service to the City of Talent, as well as areas in the Talent Urban Growth Boundary area. BCVSA provides sewage collection and connects the Talent system to the Bear Creek Regional Interceptor at three points. Two pump stations constructed in 1982 help to convey sewage to the Regional Water Reclamation Facility (RWRF). The RWRF was built in 1970 by the City of Medford as a regional facility. It uses a coupled trickling filter - activated sludge process with disinfection to treat wastewater for discharge into the Rogue River. The sludge is anaerobically digested to reduce its volume and to generate methane gas for heat and power. The digested sludge is further treated in lagoons and dried to produce an agricultural soil amendment. The plant has adequate reserve capacity to serve anticipated regional growth until 2010.

BCVSA is responsible for planning for future sewer facility needs, and is in the process of preparing a new Master Plan. A public facilities planning process is based upon “full build-out” of the service area; growth rates will affect the timing of improvements, but not the design. The Draft City of Talent Sewer Master Plan provides an inventory of the existing facilities in Talent, a detailed analysis of the capacity of all components of the system, and improvements that will be needed to provide adequate services for current and future users.

Although BCVSA provides service for all of the City and the Urban Growth Boundary, there are undeveloped tracts of land that do not have sewer service readily available, particularly southwest of the railroad. It is the responsibility of the property developer to extend sewer service to the property at the time of development. All such sewer extensions must comply with BCVSA standards for design and construction.

Planned Improvements: The Talent collection system needs maintenance and/or replacement of lines to reduce inflow and infiltration, to increase collection capacity where needed, and to realign main lines to improve system efficiency.

The system in Talent has experienced brief periods of surcharging during heavy storms as a result of high inflow and infiltration. The older sewer main lines in Talent, installed by the City in the 1930s and 1940s, consist largely of 6-inch diameter concrete pipe. These pipes are undersized and prone to leaks that increase inflow and infiltration. Over the past several years, BCVSA has replaced many of these older lines with 8-inch and larger plastic pipes. High priority areas for system improvements to reduce inflow and infiltration identified in the Sanitary Authority’s draft plan include:

- Main Street from Second Street to Wagner Creek Road (constructed in 2000 in conjunction with street improvements)
- Wagner Creek Road from Main Street to Rapp Road

- Wagner Street from “T” Street to Wagner Butte Road

The system plan in the Master Plan identifies eight additional lines in the older areas of the City that are in need of improvement.

Capacity improvements involve replacing existing main lines with larger lines. The BCVSA / Talent Sewer Master Plan recommends capacity improvements between Valley View Road and Pacific Highway along Wagner Creek, in the South Pacific Highway area, and along Talent Avenue from Wagner Creek to Meadow Slope.

Main line realignment projects, and the abandonment of dead-end and parallel lines, are related types of projects that will increase system efficiency. The Master Plan includes eleven such projects.

The Master Plan also considers areas for system expansion, based upon anticipated directions of future growth.

Service Limitations: BCVSA has advised the City that there is currently no need to limit the number of service connections in Talent.

Capacity Limitations: Large scale developments, such as large residential subdivisions or industrial development, need to be reviewed on a case-by-case basis to determine their effect on the sewerage system. This is typically done during the design and plan review phase of the land use application process.

Capital Improvements: Necessary capital projects will be included in the final BCVSA Master Plan and will subsequently be budgeted. BCVSA has instituted System Development Charges to pay for capital improvement projects. BCVSA typically coordinates sewer improvements with street improvement projects.

## **TRANSPORTATION FACILITIES, MAINTENANCE AND OPERATIONS**

Transportation inventory information, an assessment of transportation needs, and plans and cost estimates for future projects are discussed at length in Chapter D, the Transportation Element, and in Appendix A, the Transportation System Plan.

## **ENERGY AND COMMUNICATIONS**

### **Energy**

Electricity: Pacific Power and Light provides electricity to Talent customers and is responsible for planning and financing electrical facilities. Power comes from a variety of sources in the Northwest. About 500 megawatts are produced at hydropower plants in Southern Oregon and Northern California, including one facility in Prospect. A small amount of power used in our region is produced on a wind farm at Whiskey Run at the Oregon coast, near Bandon. Pacific Power also gets power from coal-fired plants in Centralia, Washington and in Wyoming and Utah. All of these power sources are distributed over a large area through utility intertie lines.

Talent is served by a substation built in the early nineties, located west of Highway 99, about a quarter mile north of Colver Road. The substation has four feeder circuits, two that distribute power to the north and two that deliver power to the south. It can be modified to increase capacity as needed. The existing facility is adequate to serve Talent for up to twice its current population.

One 69,000 Volt line serves the City. Pacific Power anticipates increasing that service to 115,000 Volts in the future, but that capacity will not be needed to meet the utility's current five-year plan. Electrical facility planning is based upon a five-year horizon, and plans are updated annually. There are no new facility projects planned for Talent in PP&L's current five-year plan.

Street Lighting: Street lighting is an important public safety and commercial support service. In new development projects, developers typically coordinate the installation of street lighting with the utility, the utility maintains the fixtures and the City pays for the power to the lights. In the downtown district the Urban Renewal Agency has provided light fixtures that are maintained by the City.

Natural Gas: Avista Natural Gas provides natural gas services to Talent. The natural gas supply is about 50% domestic with the other 50% coming from British Columbia, Canada.

There are adequate supply and available distribution facilities to serve Talent's growth needs for the foreseeable future.

## **Communications**

Basic Telephone and other communication services are provided by Qwest. Talent is served primarily by copper phone lines with one digital carrier near downtown. Talent customers make up 44% of the 8700 working telephone lines in the Phoenix -Talent service area. The Phoenix-Talent exchange is currently operating at 75.8% of capacity. Talent is projected to need 466 new lines by 2004, and local facilities will be sized accordingly. No need for additional capital improvements is projected by the utility at this time.

Sprint, US Cellular and Medford Cellular also provide local phone service in the area. Two cellular communications towers support Wireless Communications within the City; one 72-foot tower within the city limits and one 120-foot tower within the Urban Growth Boundary.

Internet Service is available with local dial-up from a variety of Internet services, including locally owned, and regional and national corporations. Internet-based businesses are beginning to be a significant component of home-based businesses in Talent. The City is online, and maintains a Website for information about public meetings and other local government issues. The City's computer equipment was upgraded in 1999 to avoid Y2K problems. That upgrade included an improved internal network to facilitate intra office communication. Cable Television, Digital Television, and 2-way Satellite Television are also available.

### **GARBAGE AND RECYCLING SERVICES:**

Ashland Sanitary and Recycling holds a franchise to provide garbage pick-up and curbside recycling services to approximately 800 residences and 120 businesses in Talent. Materials picked up by Ashland Sanitary and Recycling are moved through the Valley View Transfer Station (site of a closed landfill). Ashland Sanitary and Recycling also operates a recycling collection center in Ashland that accepts additional recyclable materials not accepted at curbside. Materials that cannot be recycled are disposed of at the Dry Creek Landfill near Medford. Dry Creek has up to fifty years of remaining capacity to serve Jackson and Josephine Counties. Hazardous waste is shipped out of the region. Medical waste is shipped to Marion County for incineration. Regulated hazardous waste is hauled to Arlington in eastern Oregon. For a more thorough summary of solid waste management opportunities and practices in Jackson County, see the Public Facilities and Services Element of the Jackson County Comprehensive Plan.

**HEALTH SERVICES:** Talent has limited medical facilities in town, but is fifteen minutes away from hospitals in Ashland and Medford. The Ashland Hospital Foundation operates the Southern Oregon Family Practice that provides family medicine four days a week and orthopedic medicine two days a week. A second clinic, Joslin/Kaiser Nurse Practitioners, provides full-time family medical services. Talent also has a full-service pharmacy and a dental practice. Ambulance Service is provided by Ashland Fire and Rescue.

### **GOVERNMENT SERVICES**

Talent operates its own **Police Department** and **Municipal Court**. The Police Station is relatively new, but is not adequate to meet the City's needs for the current planning horizon. On July 1, 1999 the City of Talent was annexed to **Jackson County Fire District Five** for fire suppression and emergency medical services. The main Fire District 5 station is located on South Pacific Highway in Talent. In December 1999 Fire District Five adopted the Uniform Fire Code, Volumes 1 and 2, as the official fire code for the district that includes Talent. The District has outgrown its station and has purchased a site located on mile north of city limits for a larger, modern fire station.

**Community Development**, the **Municipal Court** and City **Administrative Services** are housed in a small building built by volunteers in the early 1970s. It is barely adequate to serve current staff needs. Planning for a new City Hall has begun in conjunction with the Downtown Redevelopment Plan process, but it is not yet a Capital Improvement Program item. The Community Development Department is responsible for planning, zoning, code enforcement and subdivision control. Other administrative services include water, stormwater and street user fee billing; municipal court clerk; financial services; staffing of all city committees, commissions and City Council; city archives; volunteer coordination; maintenance of a city website; and publication of a bimonthly newsletter.

In addition to operations and maintenance of city streets, storm sewers and municipal water, as discussed above, the **Public Works Department** maintains **Parks and Recreation Facilities**, in cooperation with the Parks Commission. Park and recreation facilities are considered at length in Element B, "Parks, Recreation, Open Spaces and Urban Forestry." The Public Works Department shops and office are housed in a building with very limited

finished office space. Conversion of a carport area to office space and construction of a new parking garage for City equipment are proposed as a solution to the current space limitations.

There is also a **Jackson County Library** branch in downtown Talent. The County library system is planning to expand facilities throughout the County. Talent is one of the only cities in Jackson County that does not have land available for new or expanded library facilities.

## **GOALS AND IMPLEMENTATION STRATEGIES**

The following is a list of policy goals, objectives, and implementation strategies. Each objective and strategy pertains to a specific policy goal to achieve efficient and feasible public facilities in Talent. This Comprehensive Plan element addresses statewide land use planning Goal 11 – Public Facilities and Services. Originally adopted in 1980, the City of Talent is updating its Comprehensive Plan as part of a periodic review process. Each section contains findings to support the individual policy goals. Primarily, the findings are based upon the research mentioned above.

### **POLICY 1: PROVIDE ADEQUATE FUNDING FOR PUBLIC FACILITIES AND SERVICES:**

*Objective 1.1: Capital Improvements: Secure adequate funding for the timely development of new facilities where needed, and modernization of existing facilities.*

#### **Implementation Strategies:**

1.1.1. Maintain an active involvement in regional transportation planning, including but not limited to, the Jackson-Josephine Transportation Committee (JJTC) and the Rogue Valley Action Committee for Transportation (RVACT).

1.1.2. Coordinate Public Works, City Administration, Parks Commission and Community Development resources, and other agency resources where appropriate, to develop effective partnerships and/or grant proposals for funds for specific public facilities and services projects.

1.1.3. Continue to work with City Administration to develop annual, comprehensive Capital Improvement Plans to support capital budget decision-making and grant applications.

1.1.4. Support the timely review of Systems Development Charges, and appropriate increases in such charges, to ensure that developers pay a fair share of the public costs of providing public facilities and services for new development.

1.1.5 Coordinate all road improvement projects with all utility providers to create opportunities for upgrading all facilities while minimizing costs, pavement cuts and

disruptions of services.

***Objective 1.2: Operations and Maintenance: Secure sustainable revenue resources for the operation and maintenance of all City facilities and services.***

**Implementation Strategies:**

1.2.1 Support the timely review of public facility user fees, and appropriate increases in such fees, to ensure that city facilities and services can be properly maintained without putting an unfair burden on residents of the City.

1.2.2 To minimize long-term operations and maintenance costs, hold developers to a high standard of practice for the installation of all facilities built in conjunction with new construction that will be dedicated as public facilities by adopting, and periodically updating, Standard Construction Drawings for all necessary facilities. Require thorough engineering review of all proposed public facility designs, and ensure that timely and thorough inspections will be done for all new facilities.

1.2.3 Design and build all publicly funded facilities with consideration of the long-term costs of operation and maintenance.

**POLICY 2: MUNICIPAL WATER:** The City of Talent will provide an adequate supply of high quality water for residential, commercial, industrial, recreational, and fire suppression purposes, including providing water to serve new development at a reasonable rate of growth.

***Objective 2.1: Water Supply: Connect to the Medford Water Commission water supply system to serve the City's current and future growth needs.***

**Implementation Strategies:**

2.1.1 Complete the Talent-Ashland-Phoenix (TAP) Water Intertie pipeline project to provide Medford Water Commission water to the City.

2.1.2 Complete the new Belmont Reservoir to provide adequate water storage for the twenty-year planning period.

2.1.3 Consider how best to manage existing water supply resources for the long term best interest of the City, including but not limited to the following possible approaches: leasing existing water rights for in-stream use to increase stream health while maintaining the water rights' validity for future or emergency use, and maintaining some level of water treatment capacity for back-up or emergency use.

2.1.4 Continue to support water conservation as a means of ensuring long-term water supplies throughout the region, and minimizing negative impacts on surface water quality.

***Objective 2.2: Water Distribution: Continue to improve the water distribution***

*system to improve water quality at the point of delivery, minimize maintenance needs, and provide adequate water pressure for all municipal uses.*

**Implementation Strategies:**

2.2.1 Replace undersized and beyond-design-life distribution lines and valves as needed and/or in conjunction with any street or storm drain construction projects.

2.2.2 Continue to connect distribution lines so that all local lines are looped, and require all new lines to be looped to provide uniform water pressure throughout the system.

2.2.3 Upgrade fire hydrants and supply lines as needed and in conjunction with all street improvement projects. Provide water volume and pressure sufficient to maintain or exceed two-hour fire flows of 1,000 gallons per minute (gpm) in residential areas, and 1,500 gpm for commercial and municipal buildings.

2.2.4 Add isolation valves to the system where needed as funds become available.

2.2.5 Protect water quality in distribution lines by requiring appropriate backflow devices to prevent backflow at 20 psi minimum system pressure.

2.2.6 Construct a pump station eliminating the necessity to produce water at the Wagner Creek Treatment Plant.

**POLICY 3: STORM WATER MANAGEMENT:** The City will continue to improve stormwater management infrastructure to facilitate drainage from built areas and to improve the quality of water discharged to streams.

***Objective 3.1: Stormwater Collection System: Improve capability to provide effective drainage for new and existing development throughout the City.***

**Implementation Strategies:**

3.1.1 Upgrade open ditches to curb and gutter systems and add new storm sewer mains, as designated in the Stormwater Master Plan, in conjunction with street improvement projects.

3.1.2 Implement the adopted Stormwater System Design Standards for all new construction, including Best Management Practices for avoiding any increase in runoff from development projects due to increased impermeable surfaces.

***Objective 3.2: Water Quality Mitigation: Manage Stormwater in a way that will result in a net improvement of water quality in Bear and Wagner Creeks.***

3.2.1 Work closely with the Department of Environmental Quality Erosion Control permitting process to prevent water quality degradation during construction and until landscaping is established on construction sites.

3.2.2 Encourage project design in floodplain areas that will minimize impermeable surface areas and discourage land use activities that might contribute to surface water pollution.

3.2.3 Require all stormwater outfalls to be designed and constructed to minimize erosive impacts on the creek, mitigate pollutants with settling ponds, aeration or other measures approved by the City Engineer, and minimize impacts on stream temperature to the fullest extent practicable.

3.2.4 Require retention and rehabilitation of wetlands and riparian areas to the fullest extent practicable to provide natural water quality benefits, and encourage enhancement and creation of wetlands and riparian areas, where practicable and/or necessary, to mitigate adverse water quality impacts on streams.

3.2.5 Evaluate future stormwater and non-point pollution management policies for compliance with Endangered Species Act performance standards, as set out in the guidelines of the Bear Creek Water Quality Management Plan; Urban Nonresource Land Use Component, as adopted by DEQ.

**POLICY 4: SANITARY SEWER:** The City will continue to work with the Bear Creek Valley Sanitary Authority (BCVSA) to coordinate system improvement, operations and maintenance of our sanitary sewer collection system.

*Objective 4.1: Provide for the efficient and timely provision of new or modernized facilities throughout the City and Urban Growth Boundary area.*

**Implementation Strategies:**

4.1.1 Provide BCVSA with timely notice of all Urban Growth Boundary, Annexation and new development applications and incorporate their program requirements into conditions of approval to the fullest extent of the City's authority.

4.1.2 Provide early notice to BCVSA on capital street improvement projects to encourage and enable concurrent sewer collection system upgrades.

4.1.3 Support the provision of BCVSA service to all commercial properties along Highway 99 within the Urban Growth Boundary by annexing those properties.

4.1.4 Oppose any new or expanded development that would require new or expanded onsite sewage disposal systems on commercial properties along Highway 99 within the Urban Growth Boundary, but not in the City. Oppose replacement of failing septic systems or drainfields in that area, when the preferred alternative is annexation to the City and the Bear Creek Valley Sanitary Authority.

**POLICY 5: SCHOOLS:** The City will continue to work with the Phoenix-Talent School District (PTSD) in support of their efforts to meet their changing facility needs, and in support of joint efforts for service learning and the use and improvement of the City Parks



system.

***Objective 5.1: A lasting partnership between the School District and the City to ensure that school services can keep up with community needs.***

5.1.1 Provide PTSD with timely notice of all Urban Growth Boundary, Annexation and major residential development applications and incorporate the school district's program requirements into conditions of approval to the fullest extent of the City's authority.

5.1.2 Work with the district to ensure adequate available land for their facility needs, including supporting an Urban Growth Boundary amendment to include the district's "soccer field" property, south of Colver Road and west of the railroad, in the City's growth area when it is needed.

5.1.3 Continue to invite classroom teachers to get students involved with local government in Arbor Day and other outdoor learning and community service activities, to improve park amenities, and engender respect for land and community.

5.1.4 Include the school district in emergency preparedness efforts for all hazards.

***Objective 5.2 Adequate funding for future school facilities.***

5.2.1 Support legislative action to enable Public School Systems Development Charges to be put into place to provide a source of capital funding for school facilities that is directly related to the impacts of residential growth on the school district's ability to provide adequate facilities.

**POLICY 6: ENERGY AND COMMUNICATIONS:** The City will support utility efforts to modernize and expand facilities and services to provide for new development and to keep up with continuing technological change.

***Objective 6.1: Electricity: A reliable electrical supply and distribution system with adequate capacity of high quality power for commercial, industrial and residential growth and the intensified use of telecommunications.***

**FINDINGS:** Talent's electrical supply is provided by overhead lines. Underground service is in place for local service only in new subdivisions. Underground lines cost five to eight times as much as overhead lines, particularly because they must be overbuilt to provide for future capacity increases. Public perceptions about the appearance of overhead lines and the potential health effects of electromagnetic radiation have increased the difficulty of siting new distribution lines and other facilities, such as substations.

**Implementation Strategies:**

6.1.1 Provide the electrical utility with timely notice of all Urban Growth Boundary, Annexation and industrial, commercial and subdivision development applications and consider the utility's recommendations in the decision-making process.

6.1.2. Provide the utility with advance notice of all street widening projects and other upgrades or rebuilds that involve power poles and streetlights in any way to enable timely relocation, (including relocation underground where feasible) and/or upgrades of facilities.

6.1.3 Work with the utility to establish street lighting standards that optimize safety while minimizing public costs and light pollution.

6.1.4 Require underground installation of new facilities.

***Objective 6.2: Natural Gas: Ready availability of natural gas for developers and residents who choose to use it.***

**Implementation Strategies:**

6.2.1 Provide the natural gas utility with timely notice of all Urban Growth Boundary, Annexation and industrial, commercial and subdivision development applications and consider the utility's recommendations in the decision making process.

6.2.2 Provide the utility with advance notice of all street widening projects and other upgrades or rebuilds to enable timely relocation, and/or upgrades of facilities.

***Objective 6.3: Communications: Efficient, economical telecommunications facilities that keep Talent abreast of changing technologies for business and residential uses; implemented with a minimum of visual, electromagnetic radiation, or other adverse impacts on local residents.***

**Implementation Strategies:**

6.3.1 Develop siting standards for communications facilities that facilitate appropriate locations, minimal adverse impacts, and appropriate impact mitigation measures to protect the livability and rural character of the City.

6.3.2 Work with the City Council to develop two-way communications with communications service providers to create a proactive approach for planning for new and improved facilities and services, including fiber-optics, digital communications, and other best available technologies as technological and market conditions change.

6.3.3 Advise communication utilities of proposed street improvement projects to enable timely installation or improvement of their facilities.

6.3.4 Include requirements in applicable ordinances that new subdivisions and commercial developments include easements and the installation of conduit for communications cable at the time of development.

6.3.5 Support City Council efforts to encourage the industry to improve communications facilities by finding training opportunities for decision makers and staff, participating on regional planning bodies as needed, and helping to develop grant proposals for economic development funds for infrastructure improvements.

**POLICY 7: GOVERNMENT FACILITIES AND SERVICES:** The Community Development Department will continue to take an active role in helping to coordinate the functions of the various City departments, and in planning for future land and facility needs.

*Objective 7.1: Administrative Services: Provide adequate facilities for the full range of public services currently provided, or supported by the citizens of Talent now and in the future.*

**Implementation Strategies:**

7.1.1 Work with the City Administrator to secure funds for a Civic Center Plan and to develop a plan that will serve the City's office needs, provide adequate parking for public services, and provide a library site and other amenities that will support a compact and attractive downtown civic center.

7.1.2 Provide Community Development support for Civic Center planning, site development plan approval and permitting for a City Hall that will include, at a minimum, up-to-date communications access, conference room, court room, and space for increased staffing as it is needed.

7.1.3. Support the Jackson County Library system, and other government agencies, in their efforts to improve or develop facilities in Talent.

*Objective 7.2: Recreation Facilities and Services: Parks and Recreation Facilities throughout the City to serve a wide variety of recreation needs, connected by safe and attractive pedestrian, bicycle and auto routes.*

**Implementation Strategy:** Provide technical, staffing and grant writing support for the Parks Commission in their implementation of Element B of this plan, "Parks, Recreation, Open Space, and Urban Forestry" and in their effort to develop a City Parks System Master Plan.

*Objective 7.3: Police and Public Works Departments: Cooperative relationships among the Police Department, Public Works Department, Administrative Department, and the Community Development Department to share information and human resources as needed.*

**Implementation Strategies:**

7.3.1 Provide Geographic Information Service maps when needed to support police and public works projects, and encourage improved GIS capability at Public Works, and installation of GIS capability at the Police Department.

7.3.2 Continue to cooperate for effective and fair enforcement of the City Nuisance Ordinance, particularly as it applies to land use, public health and safety issues.

7.3.3 Provide opportunities for all City Departments to participate in the land use decision

making process, and support Police and Public Works programs with clear and specific conditions of approval for land use actions whenever applicable.

7.3.4 Provide Planning and Building Official professional services whenever needed to promote plans for expansion or modernization of facilities.

7.3.5 Support any future legislation that will allow cities to collect Systems Development Charges and/or User Fees for Public Safety services.

*Objective 7.4 Community Development Department: Provide a professional level of conservation and development services, including 1) thorough development application review that is sensitive to the environmental and social concerns of Talent, and 2) ongoing maintenance of the Talent Zoning Ordinance, Subdivision and Land Partitioning Ordinance, and Talent Comprehensive Plan to accommodate changing circumstances.*

**Implementation Strategies:**

7.4.1 Work with the Administrator, City Attorney, and City Council to establish effective procedures to allow pacing of the acceptance of applications for new subdivisions and major construction projects so that the City Planner, or their designee, has adequate time to review and respond thoroughly to each individual proposal.

7.4.2 Continue to pursue funding strategies to provide increased administrative and technical staff support for Community Development services.

7.4.3 Hire a staff Building Official as soon as it is economically feasible so that Planning and Building can coordinate Community Development activities on a daily basis.

**POLICY 8: FIRE AND EMERGENCY MEDICAL SERVICES:** The City will work closely with Jackson County Fire District #5 to support 24-hour emergency services, to implement the policies for natural hazards preparedness established in Element C, the Natural Hazards Element of this plan, and to support community outreach programs that promote public safety.

*Objective 8.1: Adequate facilities for Fire District operations for the next twenty years.*

**Implementation Strategy:** Support the District's effort to secure an adequate site for a larger, modern fire station, including support for an Urban Growth Boundary amendment, if needed, so the Fire District can establish facilities at an appropriate location.

*Objective 8.2: Effective hazard prevention programs.*

**Implementation Strategies:**

8.2.1 Continue to work with the Fire District to implement the City's weed abatement

ordinance during fire season, as Fire District personnel can be made available for field reconnaissance, to inform residents of open burning permit requirements, and otherwise refer residents to appropriate resources for hazard prevention.

8.2.2 Continue to notify the Fire District of all pending planning actions, and request their input, and include conditions of approval that support their program needs to the fullest extent of the City's authority.

8.2.3 Continue to participate in Emergency Preparedness planning with the Fire District and other City departments.

**POLICY 9: HEALTH SERVICES:** The City encourages the Ashland Hospital Foundation and private health service practitioners to expand services in Talent to provide a variety of outpatient and resident services to meet the varied needs of Talent residents.

**POLICY 10: PUBLIC FACILITIES STRATEGY:** The real costs of new development are primarily the responsibility of the benefited parties. The long-term costs of operations and maintenance of new public facilities and emergency access needs must be considered when designing and constructing new public facilities.

*Objective 10.1: New Residential Development West of the Railroad and South of Rapp Road: A Master Planned residential development that will allow an integrated system of streets and utilities that also provides safe access, as well as an efficient provision of services at minimal public costs.*

10.1.1 Do not allow planning approval for any new residential development west of the Railroad Tracks and south of Rapp Road until an Area Master Plan is completed that illustrates how parks, street connections, transportation facilities, storm drainage system, and other utility mains will be routed, connected to existing facilities, and phased.

10.1.2 Do not allow construction permits for new residential development in the subject area until all necessary services are designed and engineered, and funding is secured.

*Objective 10.2: Timely, safe and economical provision of all public facilities at service levels that anticipate future facility needs and long-term public costs.*

**Implementation Strategies:**

10.2.1 All new development shall include street access that provides, at a minimum, two outlets sufficiently separated for fire-life-safety factors, including but not limited to railroad crossings, wildfire risk areas, and floodplains and floodways unless 1) access can be achieved by a cul-de-sac or dead end street, which while discouraged, are defined and limited in the Talent Land Division Ordinance and 2) the Fire District is satisfied that emergency access is adequate.

10.2.2 Provision of municipal water above the City's gravity flow water pressure area shall

require appropriate pumping and storage facilities, at the expense of the benefited parties.

10.2.3 Provision of municipal water may be subject to development of excess distribution capacity to provide for connections for future development of lands inside the Urban Growth Boundary. Where a developer is required to assume the cost of providing excess capacity, future Systems Development Charges from benefited properties may be remitted to the developer of that capacity, subject to the terms of the development agreement for the original project.

10.2.4 No new subdivision, commercial or industrial development may be approved that does not provide for stormwater facilities consistent with the adopted Stormwater Design Standards, from the development all the way to an approved point of discharge.

10.2.5 No new subdivision, commercial or industrial development permits may be issued until all necessary public facilities and services, including connections to mains or other existing facilities, are built and available, or otherwise guaranteed to be built and available, subject to the terms of the development agreement for the project.

***Objective 10.3: Urban Growth Boundary Management Agreement: A new agreement with Jackson County that increases City control over patterns of development and access issues within the Urban Growth Boundary and that decreases the planning administration burden on the County.***

**Implementation Strategies:**

10.3.1 Work with the City Council and Jackson County to negotiate and adopt a new Urban Renewal Management Agreement that will facilitate the provision of public access and other public facilities in the urbanizable area.

10.3.2 Work with the City Council and Jackson County to transfer to the City responsibility for review of Commercial and Light Industrial Site Development Plans on County lands inside the Talent Urban Growth Boundary to create consistency with nearby development on City jurisdiction lands.

10.3.3 Work with the City Council and Jackson County to consider a cooperative strategy for cleaning up brownfield sites in County jurisdiction prior to annexation to the City.

## **HOUSING NEEDS AND THE URBAN GROWTH BOUNDARY**

### **RESIDENTIAL BUILDABLE LANDS INVENTORY**

To develop information to be used to assess the City's residential land needs, the City contracted with Rogue Valley Council of Governments to inventory the existing supply of land for residential uses within the Talent Urban Growth Boundary (UGB). This element first summarizes the methodology, assumptions, and results of the Buildable Lands Inventory. Then it compares the supply of buildable land with the anticipated demand for new housing to determine if an adequate supply of buildable lands exists.

### **METHODOLOGY AND RESULTS OF INVENTORY**

The Buildable Lands Inventory was developed under the guidelines of *Planning for Residential Growth – A Workbook for Oregon's Urban Areas*, which outlines several steps for estimating the amount of buildable land within a UGB:

1. Update land use and zoning in the computer mapping system (Geographic Information System - GIS);
2. Determine gross vacant areas, including whole or partial tax lots;
3. Determine constrained and unbuildable land;
4. Determine percentage of acres needed for public facilities; and
5. Determine residential redevelopment potential.

#### **Step 1: Update Land Use and Zoning in GIS**

Rogue Valley Council of Governments (RVCOG) maintains zoning and other mapped information supplied by Jackson County. Talent periodically informs the County of changes of zone and partitions/divisions, which are then added to the County's database. RVCOG produced a map showing the most recent available information on zoning and actual land use, and submitted the map to the City for review. Discrepancies between the Assessor's information and actual land use were noted and corrected. Three maps were produced: (1) Map A shows existing zoning, (2) Map B is an aerial photo overlaid with tax lots, and showing existing land use, and (3) Map C showing vacant, partially vacant, redevelopable, and constrained lands. A large format version of the third map, superimposed on an aerial photo, is on file in the Community Development office.

**Step 2: Determine Gross Vacant Acreage**

Gross vacant acres include all fully vacant lands, plus the remaining buildable area of those lots that contain a residence, but have additional land that can be developed. Vacant lots containing a minimum of .03 acre were counted. Smaller parcels were not inventoried because they were found to be unbuildable. Public lands were also not included in the inventory. Partially vacant parcels over .50 acre were considered to have potential for additional dwellings and this potential is shown on the inventory map. In determining acreage available for development, .25 acre was subtracted from each parcel already containing a dwelling.

Talent contains approximately 800 acres. In addition, there are 255 acres located outside city limits and inside the urban growth boundary. Approximately 84 percent of the area within the UGB is available for additional residential development, including both vacant and partially vacant lands.

**Table 1. Gross Vacant Acres and Partially Vacant Acres by Zoning Designation\***

Zoning Designation	Acres	Percent of Total Vacant
F-5 (Farm Residential)	88.56	38.0%
RR-5 (Rural Residential)	10.22	4.4%
MH (Mobile Home)	20.14	8.6%
R-1-8 (Single Family-8000 sq. ft.)	62.80	26.9%
R-1-6 (Single Family - 6000 sq. ft.)	21.00	9.0%
R-2 (High Density Residential)	30.59	13.1%
<b>Total</b>	<b>233.31</b>	<b>100%</b>

\*0.25 acre has been subtracted for each partially vacant parcel

Source: Jackson County Assessment

**Step 3: Determine Unbuildable and Constrained Lands**

Some lands cannot be developed because of steep slopes, location in a floodway, or designation as wetlands on the National Wetland Inventory. An Inventory of Locally Significant Wetland and Riparian areas has been adopted by the City, as well as a fifty-foot “safe harbor” setback (see Article 12 of the Talent Zoning Ordinance). The open space created by this setback area is not reflected on the map because the Article allows any density lost to the setback area to be clustered on the remainder of the lot if all facilities and services can be provided in the remaining area. Other lands are constrained because they are in public ownership. While portions of the urban growth boundary are lacking in public services, such as sewer or water, it is assumed that all sites will have access to these services within the 20-year planning cycle. No lands were identified as having greater than 25 percent slopes. Approximately 10.65 acres of unbuildable and constrained lands were subtracted.



**Step 4: Determine Percentage of Acres Needed for Public Facilities**

As a community develops, land is needed for roads, parks, schools, places of worship, and other public and semi-public uses. The “Planning for Residential Growth” workbook suggests a range of 23 to 31 percent as appropriate, with smaller communities generally requiring a lower percentage. Talent has chosen to use a 23 percent reduction because of the extent to which the community is already developed. Approximately 51 acres have been subtracted to account for future public facilities.

**Step 5: Determine Redevelopment Potential**

Redevelopable potential is found on land where development has already occurred, but is likely to be replaced by new construction within the planning period. Using the residential growth workbook “rule-of-thumb,” properties in Talent were evaluated to determine which parcels contained buildings whose value was 30 percent or less of the total property value (building plus land). Using the 30-percent formula, a total of 62.98 acres were found to be redevelopable.

The following three tables reflect research using the Geographic Information System. Land use information from the Jackson County Assessor’s Office was used to identify vacant, partially vacant, and developed residential lands. The information was verified and revised as necessary by RVCOG and City staff. In each table, acreage is broken into affected zoning categories. Several fully vacant and redevelopable lands are split zones, meaning there is more than one zoning district overlaying the property. Typically, split-zoned lands in Talent are larger lots that are adjacent to Highway 99 zoned commercial along the highway and residential further back from the road. As a result, not all of the numbers of parcels are whole numbers.

**Table 2. Fully Vacant Lands**

Fully Vacant Lands - All vacant residential parcels larger than 0.03 acre, minus land for public uses and constrained land (floodway and steep slope)						
Zoning	Number of Parcels	Acres	Minus Flood and Slope	Subtotal	Minus 23% for Public Uses	Net Total
F-5	2	1.15	0	1.15	.26	.89
MH	28.5	11.53	3.10	8.43	1.94	6.49
R-1-8	12	12.98	2.17	10.81	2.49	8.32
R-1-6	11	9.77	2.65	7.12	1.64	5.48
R-2	15.5	4.25	0	4.25	.98	3.27
<b>Total</b>	<b>69</b>	<b>39.68</b>	<b>7.92</b>	<b>31.76</b>	<b>7.31</b>	<b>24.45</b>

Source: Jackson County Assessment and RVCOG

**Table 3. Partially Vacant Lands**

Partially Vacant Lands - All residential parcels larger than 0.50 acre, whose improvement value is greater than \$0, minus .25 acre for developed area, minus land for public uses and constrained land (flood way and steep slope).							
Zoning	No. of Parcels	Acres	Minus 0.25 acre for existing development	Minus Constrained Land	Net Subtotal	Minus 23% for public uses	Net Total
F-5	9	63.28	2.25	0	61.03	14.04	46.99
RR-5	5	11.09	1.25	0.41	9.43	2.17	7.26
MH	5	8.6	1.25	0	7.35	1.69	5.66
R-1-8	24	25.66	6.00	0	19.66	4.52	15.14
R-1-6	8	8.02	2.00	0	6.02	1.38	4.64
R-2	6	7.12	1.50	0	5.62	1.29	4.33
<b>Total</b>	<b>57</b>	<b>123.8</b>	<b>14.25</b>	<b>.41</b>	<b>109.11</b>	<b>25.09</b>	<b>84.02</b>

Source: Jackson County Assessment and RVCOG

**Table 4. Redevelopable Lands**

Redevelopable Lands - All parcels where improvement value is greater than \$0, and is 30 percent or less of the combined land and improvement value, minus public land and constrained land (flood way and slope).						
Zoning	Number of Parcels	Acres	Minus Constrained Lands	Net Subtotal	Minus 23% for Public Uses	Net Total
F-5	3	26.38	1.34	25.04	5.76	19.28
RR-5	1	0.38	0	0.38	.09	.29
MH	5	1.26	0	1.26	.29	.97
R-1-8	5	30.16	0.36	29.80	6.85	22.95
R-1-6	6	5.21	0	5.21	1.20	4.01
R-2	3.5	20.72	0.62	20.10	4.62	15.48
<b>Total</b>	<b>23.5</b>	<b>84.11</b>	<b>2.32</b>	<b>81.79</b>	<b>18.81</b>	<b>62.98</b>

Source: Jackson County Assessment and RVCOG

Table 5 summarizes the information from Tables 2, 3, and 4. The “Acres” column reflects a .25- acre reduction for each partially vacant parcel.

**Table 5. Summary**

Zoning	Number of Parcels	Acres*	Minus Constrained Land	Net Subtotal	Minus 23% for Public Uses	Net Total
F-5	14	88.56	1.34	87.22	20.06	67.16
RR-5	6	10.22	.41	9.81	2.26	7.55
MH	38.5	20.14	3.10	17.04	3.92	13.12
R-1-8	41	62.80	2.53	60.27	13.86	46.41
R-1-6	25	21.00	2.65	18.35	4.22	14.13
R-2	25	30.59	.62	29.97	6.89	23.08
<b>Total</b>	<b>149.5</b>	<b>233.31</b>	<b>10.65</b>	<b>222.66</b>	<b>51.21</b>	<b>171.45</b>

\*Reflects subtraction of .25 acre from partially vacant land

### ACTUAL DENSITY AND MIX OF HOUSING

The 1990 Census of Population and Housing listed 1,438 housing units in Talent. Just over 41 percent of the units were single-family detached dwellings, and about 42 percent were mobile homes. Another 2 percent were single units attached to other uses, such as apartments connected with a commercial structure, leaving about 15 percent of the housing stock for multi-family units.

Between 1990 and 1999, Talent added approximately 357 dwelling units and increased from 3,374 to 5,065 residents. Approximately 133 site-built, single-family dwellings were added to the Assessor's rolls during this period, representing more than 37 percent of new housing. Approximately 200 manufactured dwellings were added, both on individual parcels and in manufactured dwelling parks.

**Table 6. Developed Parcels by Zone Within City Limits**

Zone	Acres	Single-Family Units	MH in Parks	Multi-Family Units	Total Number of Units	Average Acres Per Dwelling
R-1-6	125.96	614			614	.21
R-1-8	84.34	153			153	.55
R-2	99.55	180		563	743	.13
MH	104.1	170	511		681	.15
C-2	8.04	21			21	NA*
C-3	18.81	21			21	NA
C-3 FPG	7.15	1			1	NA
F-5	94.71	21			21	4.51
RR-5	11.66	7			7	1.67
LI	7.37	2			2	NA

\* Zones marked NA include additional uses other than dwellings.

Source: Jackson County Assessment

## HOUSING NEEDS ANALYSIS

### Projected Needed Housing Units

On June 24, 1999, the Board of County Commissioners adopted coordinated population projections for all jurisdictions within Jackson County. While the initial figures were for 2015, the state Office of Economic Analysis had provided a countywide projection for the year 2020, which the jurisdictions used during a joint meeting in advance of the Board decision. The coordinated projections established a population of 7,811 in Talent for the year 2020, an increase of 2,746 from the 1999 estimate of 5,065. Using the present average of 2.39 persons per household, approximately 1,150 additional housing units will be required. Adding five percent to reflect the State Housing and Community Services estimated vacancy rate for a market in equilibrium results in a total of 1,208 units.

### Demographic, Economic and Housing Trends

This section presents information on trends that will affect Talent’s housing demands. It identifies issues to be considered during the housing needs analysis.

#### Demographic Trends

Household characteristics, including household size, age of head of household and household income, are determining factors in the demand for housing. It is assumed that a general decline in the number of people in a household tends to lead to a downward shift in the size of housing itself. Another underlying assumption is that, as the age of the head of household increases, there is a gradual shift toward smaller-sized housing units. Lastly, there is a strong relationship between household income and the ability to purchase or rent housing.

#### Age of Head of Household

Given the format of the Census Data, it is not possible to discern a trend in the age of the head of household between 1980 and 1990. Regarding the 409 one-person households identified in the 1990 Census, 248 or 60.6% were aged 65 years or more. This suggests a strong relationship between one-person households and senior citizens, although it does not address the question of the size of housing they occupy. In 2000, the number of one-person householders 65 years or older in Talent had increased to 333, but the percentage had dropped to 49.3 percent as a result of migration of new residents.

#### Median Age

There has been a slight upward shift in age in the overall population of Talent, as reflected in the 1.5-year increase in the median age between 1980 and 2000.

Year	Median Age	
	Talent	Jackson County
1980	32.8	31.3
1990	37.7	36.7
2000	34.3	39.2

**Age Groups in Talent**

It is possible to see an aging trend in the overall Talent population by comparing Census data community age structure. While there were significant changes between 1980 and 1990, the percentages in 2000 were nearly identical to 1980.

**Age Groups in Talent**

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>% Change 1980-2000</u>
under age 5	7.5%	6.2%	7.5%	0.0
5 - 19 years	21.1%	22.3%	21.1%	0.0
20 - 44 years	36.2%	31.0%	35.9%	-0.3
45 - 64 years	18.5%	16.6%	18.5%	0.0
65+ years	16.7%	23.9%	17.0%	+0.3

Similarly, Jackson County also has seen a shift toward the upper age brackets from 1980 to 2000.

**Age Groups in Jackson County**

<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>% Change 1980-2000</u>
0-4 7.2%	0-4 6.66%	0-4 6.0%	-1.0
5-44 60.8%	5-44 56.85%	5-44 52.6%	-6.8
45-64 19.4%	45-64 20.29%	45-64 25.3%	+3.9
65+ 12.6%	65+ 16.20%	65+ 16.0%	+3.9

**Population Growth**

We can assume that a general growth in population will increase the numbers of households and the need for additional housing in Talent. Looking at the growth in the population, as well as the growth in numbers of households between 1980 and 2000, it is interesting to note that a 117 percent increase in population resulted in a 111.5 percent increase in the number of households. This suggests that most of the population growth resulted from the in-migration of new households to the area.

**Talent**

<i>Year</i>	<i>Population</i>	<i>Households</i>
1980 Census	2,577	1,099
1990 Census	3,274	1,387
1998	5,050	
1999	5,065	2,168
2000	5,589	2,324
2010*	6,406	2,749
2020*	7,811	3,352

\* 2010 and 2020 figures are projections. Number of households is estimated based upon 2.39 persons per household.

Talent has experienced a much greater change in population than the county as a whole. From 1980 to 2000, Talent’s population increased 117%, while Jackson County’s population increased 36.9% over that same period.

**Average Household Size**

A comparison of 1980, 1990, and 2000 Census data demonstrates a decrease in household size from 1980 to 1990, but a slight rebound in 2000. This decrease reflects a similar downward trend in household size in the state, a trend projected to continue into the future. We assume that Talent’s household size will also continue to decline, due to the aging of its population. The city has moved from having a significantly higher than average persons per household to one that is lower than the county and state average.

	<b>Talent</b>	<b>Jackson County</b>	<b>State</b>
1980 Census: Persons per household	3.00	2.60	
1990 Census: Persons per household	2.36	2.50	2.52
2000 Actual	2.39	2.48	2.51

In 2000, there was a small difference in the size of households living in owner-occupied, as compared to renter-occupied, housing units. The number of persons per owner-occupied housing unit was 2.38, while the number per renter-occupied unit was 2.41

**Household Types**

As a percent of all households, there were fewer married couple households in Talent in 2000 than in 1980. All other types of households increased; single-parent households showed the largest percentage increase, followed by single-person households.

**Distribution of Households by Type**

<b>Household Type</b>	<i>1980</i>	<i>% of</i>	<i>2000</i>	<i>% of</i>	<i>% change</i>
	<i>Number</i>	<i>Total</i>	<i>Number</i>	<i>Total</i>	
Married couple	602	59.84	1,021	43.9	-15.94
Single parent	105	10.44	407	17.5	+7.06
Single Person	245	24.35	676	29.1	+4.75
<b>Total Households*</b>	<b>1,006</b>		<b>2,324</b>		

\*Total households exceed the sum of listed household types.

**Economic Trends**

**Household Income**

Household income is an indicator of the ability to purchase or rent housing. Household income may be expressed as a median and as a mean. The median establishes the mid-way point of incomes in a population. Fifty percent of all household incomes are above the median, and fifty percent are below. The mean is the average of all incomes. Between 1980

and 1990, there were increases in both the median and mean household income levels of Talent residents.

**Median Household Income (MHI).** The median household income increased 65.1% in the decade 1980 to 1990. The median household income in Talent falls notably below that for Jackson County as a whole.

Year	<i>Talent</i>	<i>Jackson County</i>	<i>Oregon</i>
1980	\$11,406	\$15,468	
1990	\$19,205	\$25,063	\$27,250

**Mean Household Income.** This figure provides less information than the median, since we have less information on the range and distribution of incomes. The 1980 Census documented the difference between mean household income in renter occupied housing and in owner-occupied housing.

**1980 Mean Household Income**

Owner-occupied housing \$14,623	Renter-occupied housing \$10,647
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**Market Segment by Income.** Demand for housing types is significantly affected by the ability of each household to afford them. The 1990 Census contains the most recent available income data. Current data will not be available until the 2000 Census is completed.

**Table 7. Income and Financially Attainable Housing Types, 1990 Census (Talent)**

Market Segment by Income and (Percentage)	Household Income Range	Financially Attainable Housing
High (5.6%)	\$50,000 or more	All Housing Types
Upper Middle (13.2%)	\$35,000 to \$50,000	Small lot (new), SFR, attached townhouses
Middle (16.9%)	\$25,000 to \$35,000	Single Family Attached, Small Lot used housing
Lower Middle (23.6%)	\$15,000 to \$25,000	Low rise high density, MFR
Low (40.7%)	Less than \$15,000	Apartments, Subsidized Housing
Median Income: \$19,205 (1990 dollars); Total number of households =1,374		

Source: 1990 U.S. Census

To place the market segments in perspective, the following summary shows the percentages for other Jackson County cities along the I-5 corridor:

**Table 8. Distribution of 1990 Population by Income Level**

<b>Market Segment by Income</b>	<b>High</b>	<b>Upper Middle</b>	<b>Middle</b>	<b>Lower Middle</b>	<b>Low</b>
Ashland	14.7	16.4	16.5	18.2	34.2
<b>Talent</b>	<b>5.6</b>	<b>13.2</b>	<b>16.9</b>	<b>23.6</b>	<b>40.7</b>
Phoenix	8.5	17.7	18.4	23.9	31.5
Medford	17	17.3	17.1	19.7	28.9
Central Point	13	25.3	20.8	20.4	20.5
Gold Hill	8.3	13.8	16.3	26.4	35.2
Rogue River	6.4	8.9	13.4	22.8	48.4

Source: 1990 U.S. Census

Only Rogue River had a larger segment of its population in the low and lower middle-income brackets. A significant contributing factor was the median age (50.6) of Rogue River residents, in contrast to the median age of 37.7 in Talent. Although Talent has lower (34.3) median age in 2000, Talent had the lowest percentage of residents in the high-income bracket in 1990.

### **Real Earnings**

Increases in the median and mean household incomes are difficult to interpret without knowledge of the impact of inflation. According to the Southern Oregon Regional Services Institute county data on Household Characteristics, during the period 1979 - 1989, the change in the median household income in Jackson County, inflation adjusted, was a negative 5.1% (-5.1%).

This negative income trend has apparently continued through 1996 in Jackson County. The *1998 Regional Economic Profile. Region 8* (Oregon Employment Department, 12/97, page 45) describes the situation this way:

“In real terms (adjusted for inflation), the average earnings of workers in Jackson and Josephine counties have been shrinking. In contrast, real earnings statewide have been on the increase. ....real earnings for Jackson County fell by 5.9 percent during that ten year period [1986 - 1996]...Real earnings in both counties fell sharply from the late 1980s to 1991 due to reductions in employment in the wood products industry.”

### **Poverty**

In 1979, the income of 16.9% of the population in Jackson County was below the poverty level. This percentage decreased slightly by 1989, when it was found that 15.7% were below the poverty level. Certain types of households, namely, female householder families with related children under 18 years, are most likely to live below poverty level. In 1990, there were 115 female householder families in Talent and 52 lived below poverty level, bringing the percent living below poverty to 55% in that category.

According to the Oregon Economic and Community Development Department Talent Community Profile, the percentage of Low/Moderate income residents in Talent is 44.40%.



By way of comparison, Ashland's percentage is 40.31 and Medford and Phoenix have 42.46 percent.

### Unemployment

In 1990, the percent unemployed in Talent was much higher than that of the county as a whole. More recent information is not available for individual communities, but the countywide total percentage has dropped to 6.60 percent.

	Percent Unemployed	
	<i>Talent</i>	<i>Jackson County</i>
1990	10.00	7.40
1999		6.60

### Housing Trends

#### Housing Units

Since 1980, the number of housing units in Talent has doubled.

Year	Housing Units
1980	1,094
1990	1,438
1999	2,252 (estimated)
2000	2,420

#### Housing Occupancy

While the percentage of owner-occupied housing, as compared to renter-occupied housing, has remained stable between 1980 and 1990, the next decade saw a significant rise in renter-occupied units.

	Occupancy by Housing Type					
	1980	%	1990	%	2000	%
Owner-occupied units	694	67.84	965	69.57	1,327	57.1
Renter-occupied	329	32.16	422	30.43	997	42.9
Total occupied units	1,023		1,387		2,324	

The number of owner occupied units is significantly lower than for Jackson County, where 66.6 percent of units are owner-occupied.

#### Housing Values and Costs

It is important to delineate the trends in housing values and costs in order to determine if household income has kept pace with prices or rents. Between 1980 and 1990, the median value of owner-occupied housing in Talent increased by 24.63 percent

**Median value**

	<i>1980</i>	<i>1990</i>	<i>% Change</i>
Talent	\$47,100	\$58,700	+24.63
Jackson County	\$59,600	\$74,800	+25.50

While there has been an increase in the dollar value of housing, if the numbers are adjusted using the Consumer Price Index, the median value in 1999 dollars has actually dropped from \$104,879 in 1980 to \$76,549 in 1990.

The percent increase in median gross rent paid during that same period is significantly greater than the increase in owner-occupied housing values. As shown in the table below, there was an 88.7 percent increase in that indicator over the ten-year period, for an approximately 6.5 percent increase per year. Rental costs have risen faster than inflation.

**Median Gross Rent**

	<u>1980</u>	<u>1990</u>	<u>% Change</u>
Talent	\$177	\$334	+88.70
Jackson County	\$253	\$413	+63.24

**Housing Values**

Between 1980 and 1990, the number of housing units valued at \$100,000 or more rose significantly. In 1980, there were only 4 housing units in this range. By 1998, there were 78 homes in this range. These values reflect only structures and do not include land value.

**Owner-Occupied Units**

<u>Value</u>	1980	1990	1998
\$100, 000 - \$149,999	4	8	75
\$150,000 -199,999	0	2	3
\$200,000 or more	0	1	0

According to the Oregon Economic and Community Development Department Talent Community Profile, the average 1996 housing value, including land, was \$106,300, ranking fifth out of eleven cities in Jackson County. In 1990, Talent ranked tenth. Residential property value increased 5.6% during 1996.

**Units in Structure**

Because of changes in categories of dwelling units in structures, information from the 1980 and 1990 Census cannot be compared. We provide only the 1990 Census information and the percentage each type represents. A housing unit is defined in the 1990 Census of Housing as a house, an apartment, a mobile home or trailer, or a single room occupied as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from outside the building or through a common hall.

The increase in mobile homes from 1980 to 1990 is important to note. In 1980, there were 320 manufactured home/trailer units in Talent; by 1990, the number had nearly doubled to 603.

<u>Type of Unit</u>	<u>Number of Units</u>	<u>Percent</u>
1-unit, detached *	590	41.0
1-unit, attached * *	34	2.4
2 - 4 units	163	11.3
5 -9 units	11	0.8
10 or more units	37	2.6
Mobile home, trailer	603	41.9
<b>Total Units</b>	<b>1438</b>	<b>100%</b>

\* Detached means there is open space on all sides, or the house is joined only to a shed or garage. Mobile homes with permanent room additions are included in this category.

\*\* Attached means that the house is joined to a building by at least one wall that goes from ground to roof. Living quarters attached to commercial structures are included. (Definitions from 1990 U.S. Census of Housing - Detailed Housing Characteristics.)

The percentage of single-family dwellings in Talent is among the lowest of communities along the I-5 corridor because the percentage of mobile homes is by far the highest. For all of Jackson County, 63.6 percent of housing is detached single-family and 18.4 percent is mobile homes.

**Table 9. Distribution by Housing Type (1990)**

<b>Incorporated City</b>	<b>Single-Family Detached</b>	<b>Mobile homes</b>
Ashland	62.7	3.7
<b>Talent</b>	<b>41</b>	<b>41.9</b>
Phoenix	40.6	28.0
Medford	65.3	5.0
Central Point	73.0	10.1
Gold Hill	79.1	13.2
Rogue River	50.9	18.4

Source: 1990 Census

In 1990, Phoenix and Talent had a similar proportion of detached single-family housing, but Phoenix had more apartment units than mobile homes.

### **Size of Dwellings**

The Assessor's Office keeps information about the size of single-family dwellings, although not every record contains this information. Of the dwellings for which size is noted, there was a general increase throughout the 1990s, moving from approximately 1250 square feet in 1991 to around 1450 square feet in 1999.

### Affordable Housing Types

The preceding information demonstrates that changes in personal income have not kept pace with increased housing costs. However, Talent provides lower to moderate income housing, by percentage, than other cities in Jackson County.

Manufactured dwelling parks have provided significant housing opportunities for residents having low to moderate incomes. In 1999, Talent manufactured home parks contained approximately 511 mobile homes and manufactured dwellings. The percentage of housing stock represented by mobile homes (41.9) in 1990 was the highest of incorporated cities in Jackson County.

Apartments account for more than 19 percent of housing units in Talent. In the late eighties and early nineties, developers tapped a strong market for low and moderate income housing in Talent. It is possible that there will be continuing pressure to develop these types of housing, but more recently the housing projects proposed in Talent are almost all single-family developments.

Maintaining an adequate supply of low income housing can be achieved by various means, including incentives, requiring a certain percent of low cost housing in large residential developments, and promoting alternative housing types such as co-housing. One method for achieving affordable housing is to reduce land costs. The primary method for achieving this is to provide smaller building lots. A review of trends since 1980 has shown a general decrease in the size of parcels on which new site-built housing has been placed (Table 9), demonstrating that Talent has not sacrificed moderate housing costs for higher cost, large-lot development. A similar trend exists for manufactured dwellings on separate parcels.

**Table 10. Single Family Residential Development Trends (1980-1998)**

Year	Number of Units	Average Parcel Size (in acres)	Median Structure Value, not including land
1980	14	0.16	\$66,506
1981	8	0.22	\$61,309
1982	2	0.18	\$76,505
1983	2	0.52	\$99,205
1984	1	0.48	\$103,900
1985	4	0.16	\$56,997
1986			
1987	10	0.17	\$ 57,304
1988	10	0.17	\$ 71,545
1989	44	0.17	\$65,654
1990	61	0.16	\$73,397
1991	53	0.17	\$63,290
1992	51	0.16	\$74,715
1993	64	0.18	\$72,258
1994	33	0.22	\$86,323
1995	63	0.16	\$85,311
1996	71	0.17	\$93,623

Year	Number of Units	Average Parcel Size (in acres)	Median Structure Value, not including land
1997	67	0.14	\$93,295
1998	15	0.11	\$83,475

Source: Jackson County Assessment

**Table 11. Manufactured Dwelling Development on Individual Parcel Trends (1980-1998)**

Year	Number of Units	Average Parcel Size (in acres)	Average Unit Value
1980	12	0.16	\$22,923
1981	5	0.15	\$30,988
1982	2	0.14	\$31,320
1983	3	0.49	\$27,313
1984	2	0.14	\$38,845
1985	1	0.29	\$39,860
1986	8	0.15	\$40,250
1987	4	0.25	\$41,067
1988	1	0.44	\$33,760
1989	4	0.21	\$34,570
1990			
1991	1	0.28	\$37,450
1992	1	0.48	\$30,722
1993	1	0.15	\$41,400
1994			
1995			
1996	6	0.23	\$70,921
1997	2	0.20	\$48,495
1998			

Source: Jackson County Assessment

## TWENTY-YEAR RESIDENTIAL LAND NEEDS

The City commissioned a study of its downtown to determine the advantages of including transit-oriented uses. Transit-oriented design includes a mix of housing, commercial, and employment uses to attract everyday use of downtown areas and to allow a wider array of transportation options. The plan, prepared by Donald Genasci & Associates, and completed in June 1999, projects that up to 783 new units can be provided in the downtown area. Using an estimate of 1.8 persons per one-bedroom unit and 2.4 per two-bedroom unit, the Genasci analysis estimates a total additional population of 1,702 persons in the downtown area.

Implementation of the downtown redevelopment plan would result in a need of housing for only approximately 1,022 new residents in the remaining residential areas. Dividing 1,022 by 2.25, the present estimate of persons per household for all housing types results in a net need for 454 units, in addition to those available in the planned, rezoned downtown district.

If six units per acre are constructed, approximately 76 acres would be needed apart from the mixed use zone. This need is easily accommodated in the 171 acres of vacant, partially vacant, and redevelopable land. Nearly 75 acres of this land is outside the city limits and currently zoned RR-5 and F-5. If it were developed at four units per acre, 300 homes could be built, leaving only 154 units needing to be accommodated on the 96 available acres within the city limits. Development at multi-family densities would further reduce the amount of needed land. Clearly, there is adequate acreage within the present urban growth boundary to accommodate needed housing for the 20-year planning cycle and to provide for up to a five percent vacancy rate in rental housing.

## POLICIES AND IMPLEMENTATION STRATEGIES

The following is a list of policy goals, objectives, and implementation strategies. Each objective and strategy pertains to a specific policy goal to achieve safe and livable housing in Talent. This Comprehensive Plan element addresses Department of Land Conservation and Development's land use planning Goal 10 – Housing. Originally adopted in 1980, the City of Talent is updating its Comprehensive Plan as part of a periodic review process that began in 1995. Each section contains findings to support the individual policy goals. Primarily, the findings are based upon the results of the above buildable land inventory and housing needs analysis.

### **POLICY 1: PROVIDE FOR ALL OF TALENT'S HOUSING NEEDS FOR THE TWENTY YEAR PLANNING PERIOD WITHIN THE EXISTING URBAN GROWTH BOUNDARY.**

**FINDINGS:** With the proposed expansion of the Neighborhood Commercial (C-1) zoning district, the accessibility to transit in the Central Business District (C-2), and the proposed changes to the applicable design standards in the “Old Town” District, Talent clearly has an adequate supply of land for residential uses for the next twenty years based upon the County's adopted population projections.

*Objective 1.1: Provide for increased residential use within the C-2 zoning district in a way that also promotes business, as described in Policy 4.*

*Objective 1.2: Plan new development, such as streets and other necessary facilities and services in the area west of the railroad in a way that will minimize public costs for growth beyond the twenty-year planning horizon.*

### **Implementation Strategies**

1.2.1 In the process of developing a Master Plan for the area west of the railroad, (as called for in the Public Facilities and Services, Element F) expect that the addition of some of the residentially zoned land adjacent to the UGB might be in the City's best interest to be able to provide safe and efficient access to the area, and consider the minimum Urban Growth

Boundary amendment necessary to accommodate the safe and efficient development of that area.

1.2.2 In the process of developing a new Urban Growth Boundary Agreement with the County negotiate a new process to consider urban redevelopment design for all County properties in the UGB, especially when any land division or residential development is approved by the County.

1.2.3 Retain most of the “Area of Future Residential Growth” established in the 1981 Comprehensive Plan as the functional equivalent of an Urban Reserve, which shall comprise those lands north of the northernmost Talent Irrigation District ditch located south of Rapp Road, and the exception area (residential) lands along Rapp Lane and Theo Drive no further south than the second irrigation lateral south of Rapp Road.

1.2.4 The Regional Problem Solving (RPS) process is the first region wide technical analysis of land use planning to include Talent. RPS looks at potential lands for development and urbanization in a 50-year horizon, instead of a typical 20-year period. The City should consider the findings and recommendations of this process when planning for all housing types in the 20 and 50 year planning cycle, which also maximizes the efficiency of existing public facilities.

**POLICY 2: BALANCE THE MIX OF HOUSING TYPES IN THE CITY BY MAINTAINING OPPORTUNITIES FOR THE DEVELOPMENT OF HIGHER VALUE HOUSING.**

*Objective 2.1: Provide for the development of higher value housing.*

**Implementation Strategies**

2.1.1 Maintain 8,000 square foot minimum lot sizes in those areas that are currently zoned Residential - 8,000 (R 1-8).

2.1.2 Consider 10,000 square foot lot sizes for new development west of the railroad to create a higher value residential area, accommodate the slope, and mitigate the visual, traffic, and other environmental impacts of development in that area.

**POLICY 3: MAINTAIN AND IMPROVE LOW AND MODERATE INCOME HOUSING OPPORTUNITIES IN THE CITY WHILE RECOGNIZING THAT TALENT, CURRENTLY AND IN THE PAST, HAS PROVIDED ITS FAIR SHARE OF SUCH HOUSING WHEN CONSIDERED ON A COUNTY-WIDE BASIS.**

**FINDINGS:** On the basis of the statistics presented above, several findings can be made regarding an ongoing demand for low and moderate income housing in Talent.

- 1) Several factors combine to suggest the need for smaller sized housing units. The older age groups in the community have increased, while the number of

children has decreased. Non-family households have increased and a very high percentage of these are single person households.

- 2) Income factors suggest that less expensive housing alternatives will continue to be needed. Real earnings in Jackson County decreased by 5.9% between 1986 and 1996, while housing values increased. In 1989, 14.2% of the population was living below poverty level. The percentage of low/moderate income residents in Talent is 44.40 percent, the sixth highest in the county.
- 3) Housing costs have increased faster than income levels. With a median household income of \$19,205 in 1989, at least half of all households were unable to purchase a home. Housing costs have increased dramatically in the 1990s. By 1996 the average value of a home increased by nearly 82 percent (\$106,777).

***Objective 3.1: Continue to provide safe and livable housing for working families, single-earner households, retired people, and students while improving the quality and value of local housing stock.***

**Implementation Strategies**

3.1.1 Consider a creative approach to density in the High Density Residential (R-2), Central Business District (C-2), and Neighborhood Commercial (C-1) zoning districts to allow developers to determine densities based upon the number of bedrooms rather than the number of units to encourage inclusion of studios and one- and two-bedroom units in new residential developments.

3.1.2 Use code enforcement oversight to protect the health and welfare of tenants in mobile home parks, rental properties, and apartment complexes, as needed.

3.1.3 Cooperate with the Jackson County Housing Authority and other social service organizations to expedite new housing projects when their programs have funds committed to such projects, or when the City's support in principle can help them to acquire such funds.

3.1.4 Consider a fast track approval process for substantial redevelopment and renovation of existing housing stock.

3.1.5 Encourage the development of accessory dwelling units ("granny flats") on existing and proposed lots to provide a source of affordable housing for relatives, students, and young couples, which is a market driven strategy.

**POLICY 4: DEVELOP A CENTRAL DOWNTOWN AREA THAT PROMOTES MIXED USE, TRANSIT-ORIENTED DEVELOPMENT THAT IS DESIGNED TO INCREASE HOUSING CHOICES.**

**FINDINGS:** In 1999 an ad hoc citizen committee worked for six months on a conceptual plan for a new Downtown Redevelopment Plan to promote mixed-use, transit-oriented



development. Using a consensus process lead by Architect Donald Genasci, the group agreed to several key principles:

- 1) The new downtown development district shall result in a traditional downtown area that includes residential uses above and behind commercial uses.
- 2) The new district would comprise the existing C-2 zoning district and parts of the existing C-3 district north and west of Wagner Creek, and possibly extended south along the highway to the intersection of Rapp Road and Highway 99, and east along Valley View Road to Bear Creek.
- 3) West of Highway 99, generally, design standards shall be implemented that create compatibility of new development with the historic architecture of the area, and the Architectural Review Committee shall be involved in the design review process.
- 4) East of the highway, and to the west where modern architecture already dominates, new design standards shall permit more contemporary architecture, but still require traditional, pedestrian-oriented storefronts, with parking and service areas located out of sight of the public right-of-way.
- 5) Where adjacent properties are used predominantly for residential uses, new commercial uses shall be built at a scale and with architectural details that are visually compatible with nearby residential uses. For a large, mixed-use development, it is recommended that the commercial uses be oriented to collectors and arterials and residential uses be oriented to local streets currently in residential use.
- 6) Street connections to the highway shall be extensions of existing or planned streets west of the highway to provide connectivity for vehicles and pedestrians, and to minimize new points of entry to the highway. Streets in other parts of the downtown district shall also be extensions of existing streets to the fullest extent practicable.
- 7) Require that the ground floor of new buildings oriented to commercial streets be designed and constructed in a way that will allow easy conversion to commercial use, regardless of the intended use of the space at the time of construction.
- 8) Consider a zone change in the new “Highway” district to implement the “vision” of the Downtown Plan.

*Objective 4.1: Provide a variety of housing types in Talent, especially in the downtown area, at densities that support maintaining a compact town form.*

### **Implementation Strategies**

4.1.1 Develop design standards for a new “Old Town”/Central Business District Commercial (C-2) “overlay” that will encourage mixed use development and include design standards for transit-oriented, mixed-use development.

4.1.2 Develop new design standards for the Highway District that allows more contemporary architecture, but stresses the importance of appropriate scale, bulk, and context with the “Old Town,” and creates a pedestrian-oriented environment, which is accessible for existing and future residents and businesses in the downtown.

4.1.3 Apply a creative approach to density in the Central Business District (C-2) commercial zoning designation to allow densities based upon the number of bedrooms to encourage inclusion of studios and one- and two-bedroom units in new residential developments, and/or only limit densities based upon adopted design standards applicable to lot coverage, height, and bulk.

4.1.4 Flexible spaces are more appropriate given unforeseen market conditions and facilitate the interchange between small business and residential uses. Permit residential uses on the ground floor of new buildings if the space is designed in a way that can easily be converted to commercial use when needed, by including such design features as high minimum ceiling height, street-oriented construction that includes or would permit future installation of display windows, and other features suitable for the size and type of structure proposed.

4.1.5 Encourage applicants to use the PUD application as a strategy to include a variety and mix of housing types in larger developments, which creates a new neighborhood, and not just a new “subdivision.”

**POLICY 5: ENCOURAGE CREATIVE DESIGN FOR RESIDENTIAL DEVELOPMENT THAT BALANCES THE NEED TO OPTIMIZE INFILL WHILE PROTECTING SCENIC AND NATURAL RESOURCES.**

*Objective 5.1: Promote an attitude toward the land that encourages developers to design projects with consideration of the natural features of the land as amenities rather than as obstacles.*

**Implementation Strategies**

5.1.1 Adopt a new Planned Unit Development ordinance, which establishes a new review process for PUD applications as similar as possible to subdivision review to remove constraints, such as time and money obstacles, to facilitate creative project design.

5.1.2 Continue to promote the Planned Unit Development process to maintain maximum allowable densities and site design on a gross area basis where protection of a natural, historical, or cultural resource can be accomplished.

5.1.3 Encourage the inclusion of dedicated public or managed private park areas, both passive and active, within new neighborhoods by allowing units to be clustered to maintain optimal densities. (Element B: Parks, Recreation, and Open Space)