



MEMORANDUM

Existing Inventory and Land Use Assumptions - Land Use, Population, and Demographic Inventory (Task 4.1)

Exist 30 Interchange Area Management Plan (IAMP)

DATE March 27, 2020
TO Matt Bell and Matt Hughart, KAI
FROM Darci Rudzinski, Clinton "CJ" Doxsee, and Emma Porricolo, APG

OVERVIEW

This memorandum presents land use and demographic data for the I-5 Exit 30 Interchange Area Management Plan (IAMP) land use study area. The study area is hereafter referred to as the Interchange Management Study Area (IMSA). The IMSA was initially established in Technical Memorandum #1 (Project Background, Definition, Goals, and Objectives) and is the boundary depicted in the maps and figures included in this memorandum.

Land use data presented in this memorandum includes a description of existing land use designations and uses in the IMSA. This review is intended to inform the transportation needs of existing and potential future land uses that rely on the interchange and surrounding transportation system.

The review of demographic data addresses race, age, and income will inform project alternatives analysis in terms of minimizing adverse transportation impacts and equitably distributing the benefits of planned improvements. This data can also inform targeted outreach during the IAMP planning process.

The information in this memorandum is intended to accompany the review of IMSA transportation facilities and services, natural resources, and environmental features to complete a comprehensive existing conditions report (Technical Memorandum #2).

Location & Geography

The IMSA is in Southern Oregon, in the City of Medford. With a population of 81,780, Medford is the largest city in southern Oregon. It is surrounded by the Cascade and Siskiyou Mountains and lies within the Rogue River Valley. Medford is the county seat of Jackson County. It is located along I-5 near the California border, which is approximately 27 miles from the city limits. As such, Medford is a regional industrial, medical, and service center for portions of Southern Oregon and Northern California. Medford has several neighboring cities; it is located 25 miles southeast of Grants Pass (pop. 21,359), 12 miles northwest of Ashland (pop. 21,117), 76 miles west of Klamath Falls (pop. 21,359). The market area

of Medford is approximately 400,000 to 450,000 people. In 2018 the city's Urban Growth Boundary (UGB) was expanded to include over 4,000 acres.

I. LAND USE

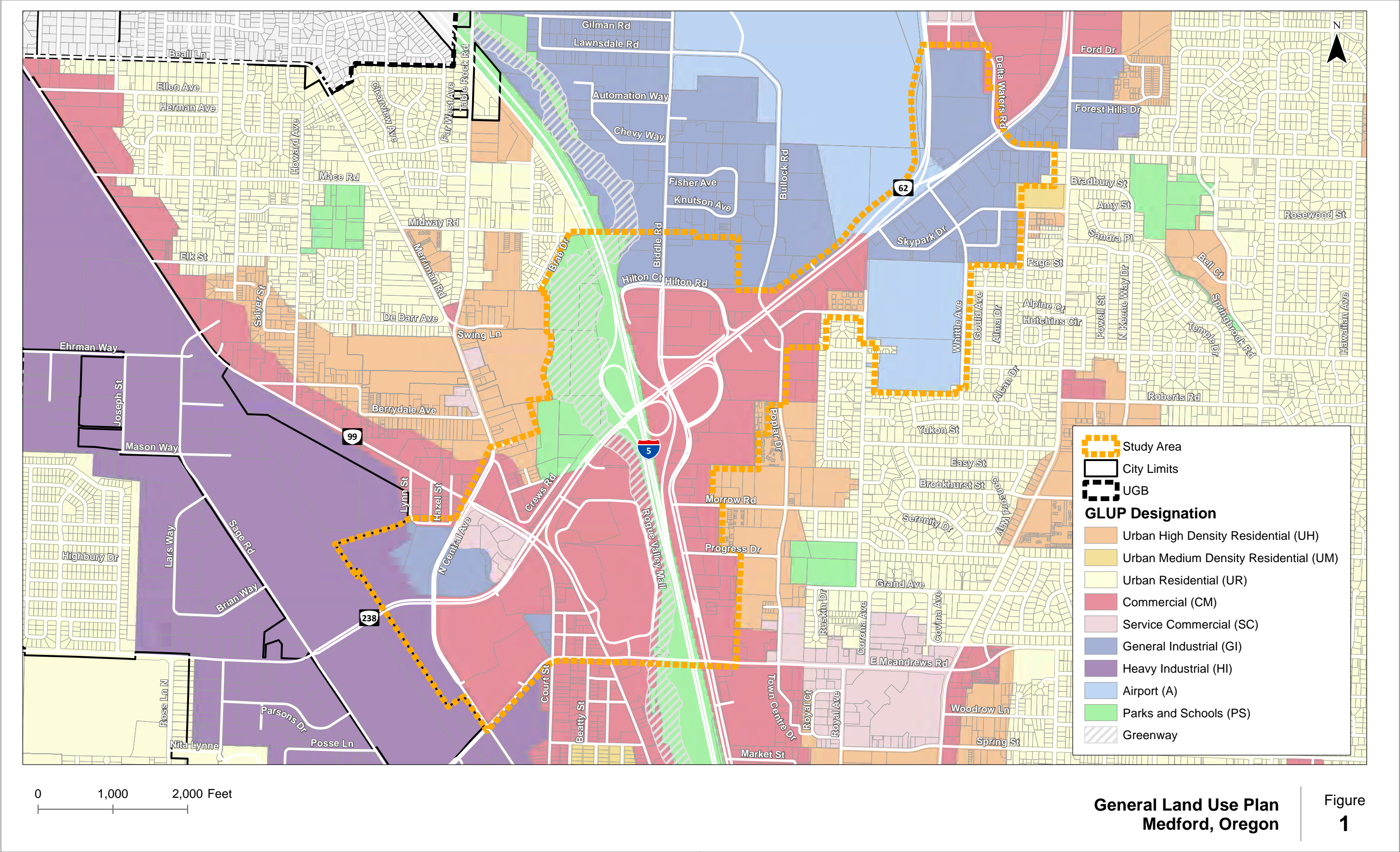
Land within the City of Medford UGB and city limits is subject to the City's land use and development regulations. The Medford Comprehensive Plan provides the policy basis for the City's land use regulations, which are implemented through the Medford Land Development Code (LDC). City land use designations are established in the Comprehensive Plan, as shown in the General Land Use Plan Map. The zoning map depicts current parcel zoning.

This section of the memorandum provides a summary of permitted land uses in the City and the associated requirements that govern development and redevelopment. This overview is intended to provide an indication of the type and intensity of land uses that can be expected within the 20-year planning horizon, which in turn will have an impact on future traffic generation. The number of trips that specific uses generate, and where those uses are located within the community, will have a bearing on planning for appropriate types of transportation solutions.

Comprehensive Plan Designations

The General Land Use Plan (GLUP) serves as the City's comprehensive plan map. It shows the City's long-range land use areas for all lands inside the City's UGB and designates specific areas as Greenways. Various land use designations and overlays are in the IMSA.

The use designations established in the GLUP Map, also known as the Comprehensive Plan Map, are shown in Figure 1. The land directly south of the interchange is primarily Commercial (CM) designation. The CM designation – which permits a variety of commercial development and accompanying uses – continues into the northeast quadrant of the interchange. Further out from the interchange is the Airport (A) and General Industrial (GI) designations. The Airport designation covers the Rogue Valley International Medford Airport and its affected environs. The General Industrial designation indicates areas where light or general industrial uses, a complementary use to the Medford Airport, are permitted. Additionally, a portion of the Heavy Industrial (HI) designation is found in the western edge of the IMSA. Directly northwest of the interchange is the Parks and Schools (PS) designation, which includes the Bear Creek Greenway, its surrounding areas, and Railroad Park. The Bear Creek Greenway is also shown in the Greenway overlay that abuts the west boundary of I-5. The Parks and Schools designation is comprised of existing and proposed public parks and schools. The Greenway overlay indicates parkland, riparian corridors, public or private open space, and includes land along stream corridors and waterways. The surrounding fringes of the IMSA are Urban High Density Residential (UH) and Urban Residential (UR) designations, which reflect varying residential densities.



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Zoning

The City's LDC implements the policies established in the City's Comprehensive Plan. It regulates development through zoning designations and provisions that apply generally to all development and specifically to land divisions within the City. The City's zoning requirements establish allowed uses and associated development regulations, permitted uses, and lot standards. Figure 2 shows the location of zoning districts within the IMSA, including residential, commercial, parks, and industrial zoning districts. Table 1 provides a list of zones found in the IMSA, organized by the quadrants created by the intersection of I-5 and Crater Lake Hwy. Additionally, each zone of the IMSA is summarized in Table A-1 in Attachment A.

Table 1. IMSA Zones by Quadrant

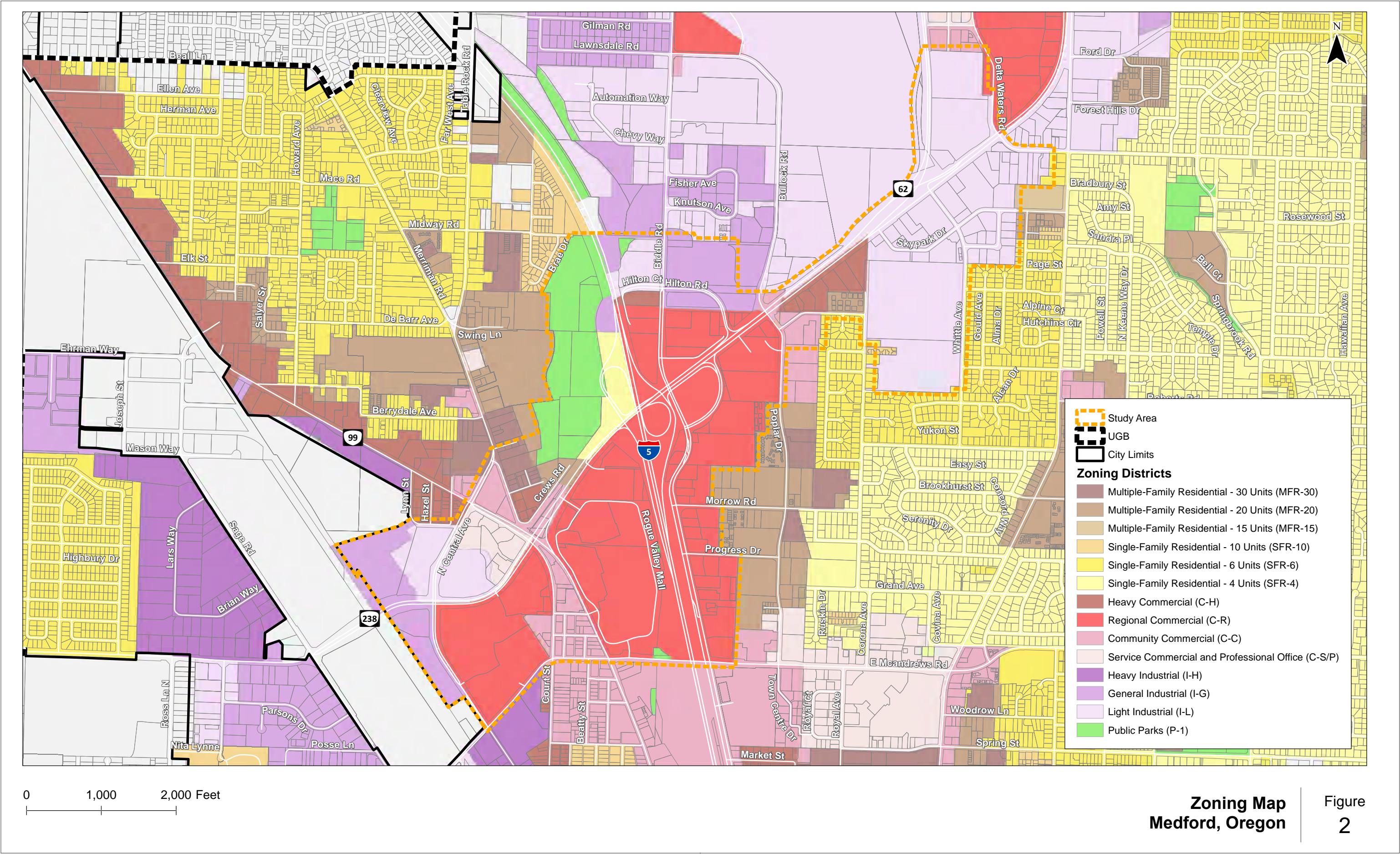
Study Area Quadrant	Zones
Northeast	<ul style="list-style-type: none"> • General Industrial (I-G) • Light Industrial (I-L) • Regional Commercial (C-R) • Heavy Commercial (C-H) • Community Commercial (C-C) • Public Parks (P-1)
Northwest	<ul style="list-style-type: none"> • General Industrial (I-G) • Light Industrial (I-L) • Heavy Commercial (C-H) • Service Commercial and Professional Office (C-S/P) • Community Commercial (C-C) • Public Parks (P-1) • Multi-family Residential – 20 units (MFR-20)
Southwest	<ul style="list-style-type: none"> • General Industrial (I-G) • Heavy Commercial (C-H) • Regional Commercial (C-R) • Community Commercial (C-C) • Public Parks (P-1)
Southeast	<ul style="list-style-type: none"> • Regional Commercial (C-R) • Community Commercial (C-C) • Light Industrial (I-L) • Multi-family Residential – 30 units (MFR-30) • Multi-family Residential – 20 units (MFR-20)

As reflected in Table 1, land in the northeast quadrant of the interchange is primarily zoned commercial (C-R and C-H)) and industrial (I-L and I-G). The southeast quadrant is primarily commercial (C-R and C-C) near the interchange and transitions to multifamily housing (MFR-20) further out. Southwest of the interchange is primarily commercial (C-R and C-S/P) with a few industrial (I-G) and parks (P-1) parcels. Northwest of the interchange is comprised of parks (P-1) and multifamily (MFR-20 and MFR-30) with a few industrial (I-G and I-L) and commercial parcels (C-C).

As shown on Figure 3, there are several overlays in the IMSA that indicate additional requirements or restrictions in addition to the underlying zoning. Most of the commercial areas directly adjacent to the

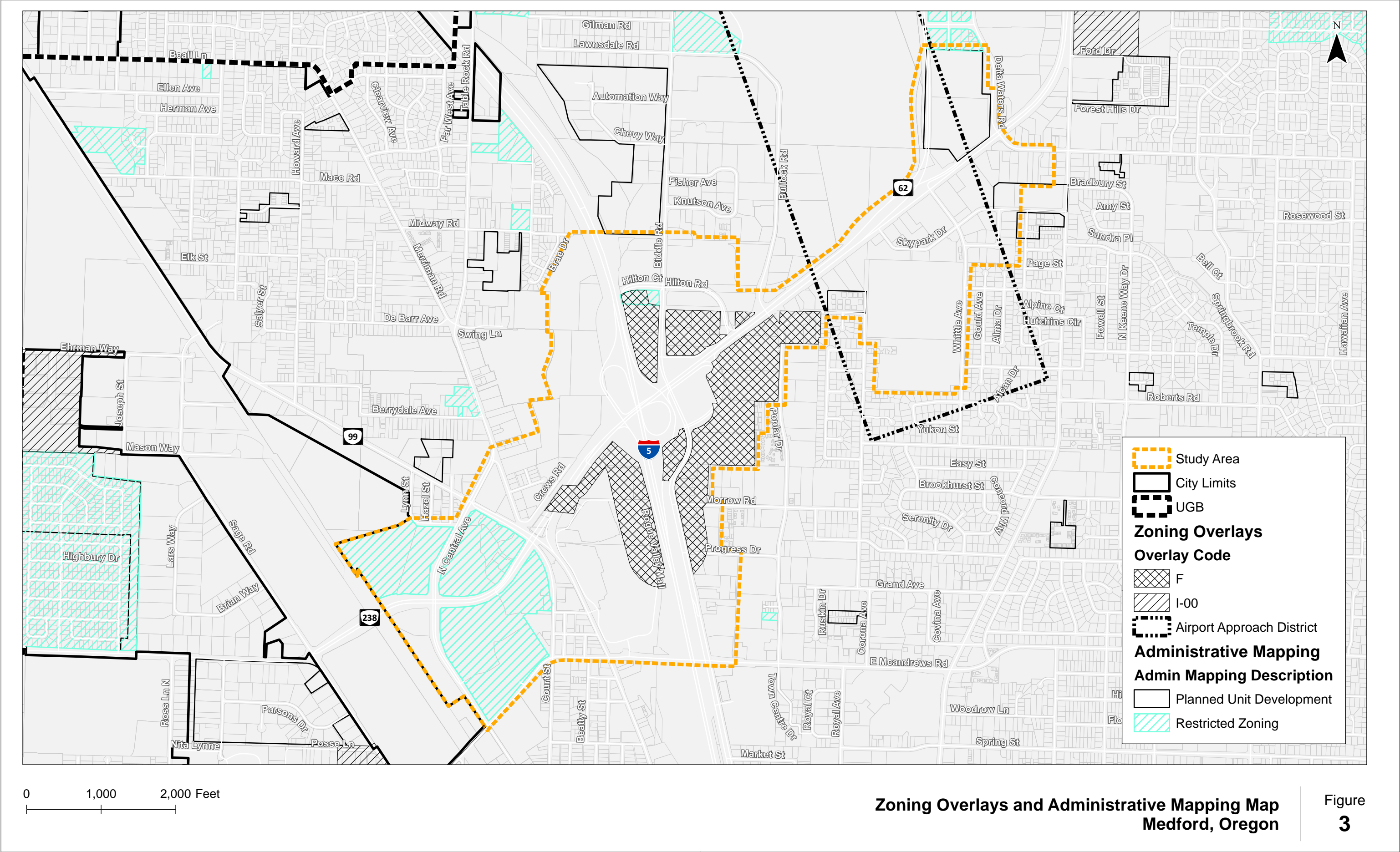
project area are within the Freeway Overlay District. This District is intended to allow and regulate the use of freeway signage. Additionally, the Rogue Valley International-Medford Airport is located less than a mile northeast of the interchange, and is surrounded by industrial sites. The Airport Approach overlay is also located in IMSA near the airport, east of the interchange. Located on the northeast and southwest outer edges of the IMSA are residential zones, with multifamily closer to the interchange transitioning to single family zoning further out.

The LDC Zoning Map has several administrative mapping elements located in the IMSA. They include Planned Development (P-D) and Restricted Zoning (R-Z). As shown on Figure 2, several parcels in the IMSA have a Planned Development overlay, which indicates those parcels have received Preliminary Planned Use Development approval pursuant to LDC Section 10.192. Additionally, several IMSA parcels have the Restricted Zoning overlay, which indicates parcels that have received a zone or GLUP designation change with conditions of approval or stipulations. Descriptions of the purpose, permitted uses, and lot standards for the IMSA's zones, overlays, and administrative zoning are found in Table A-1 in Attachment A.



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Current Land Uses and Vacant/Developable Land

An inventory of existing land uses and vacant and developable land was produced using Medford County's tax assessor data for tax lots located within or partially within the IMSA. Each tax lot is classified in accordance with ORS 308.215¹ and, except for specially assessed properties, the classification is based upon the highest and best use of the property. Tax assessor information for tax lots provides a basic inventory of existing land uses and vacant and developable land (see Figure 4 and 5).

The IMSA is comprised of commercial, industrial, residential, and parks and open space uses. Properties shown as vacant are based on County property class codes. Redevelopable properties that are non-exempt (public) – i.e. residential, commercial, and industrial – are shown using a basic value ratio based on the most recent County assessment of property values.²

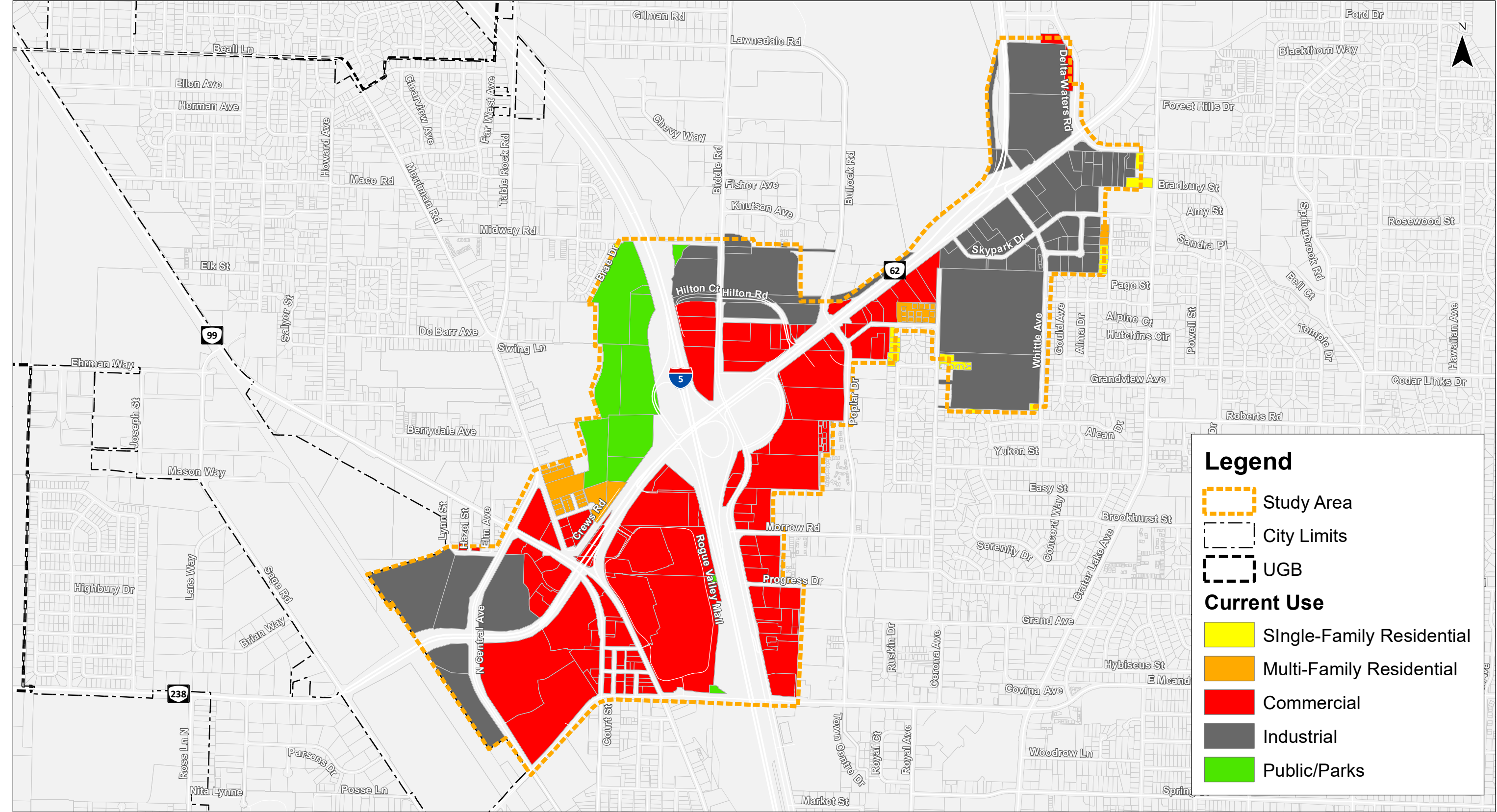
There are several areas of vacant land in the IMSA. The largest is the industrial and commercial areas along the western edge of the IMSA. Also, there are sections of vacant lands in the eastern edge of the IMSA near the airport, the most prominent being the vacant field south of Crater Lake Hwy. Of note, this area is located within the Airport Approach overlay and consequently limited by the LDC regarding the intensity of allowed development. Discussions with City staff suggest this area still has development potential as an outside storage area or laydown yard. As shown in Table 2, a significant portion of the commercial lands closer to the interchange in the southwest quadrant is assumed to have redevelopment potential. However, the extent to which redevelopment is possible must be reviewed further; the area is currently developed with a large shopping center that features large surface parking areas.

Table 2: Vacant and Redevelopable Land

Current Use	Developed Parcels	Redevelopable Parcels	Vacant Parcels	Total
Residential	22	2		24
Multi-Family	87	1	1	89
Commercial	97	31	25	153
Industrial	37	9	25	71
Public/Exempt	8		3	11
Total	251	43	54	348

¹ <https://www.oregonlaws.org/ors/308.215>

² Non-exempt properties shown as redevelopable are based on a land value to improvement value ratio of 2:1.

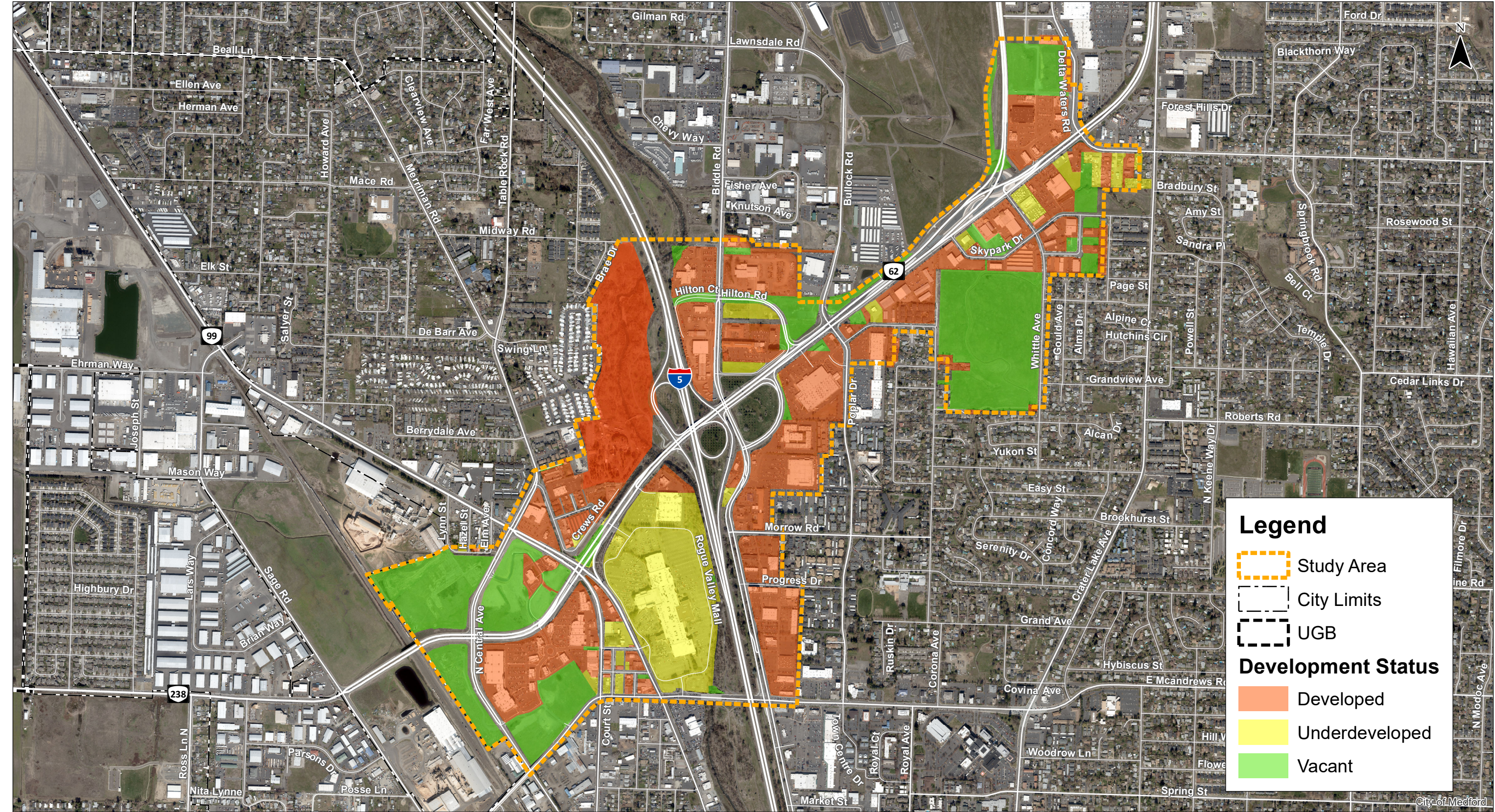


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Current Uses
Medford, Oregon

Figure
4





Vacant and Underdeveloped Land
Medford, Oregon

Figure
5

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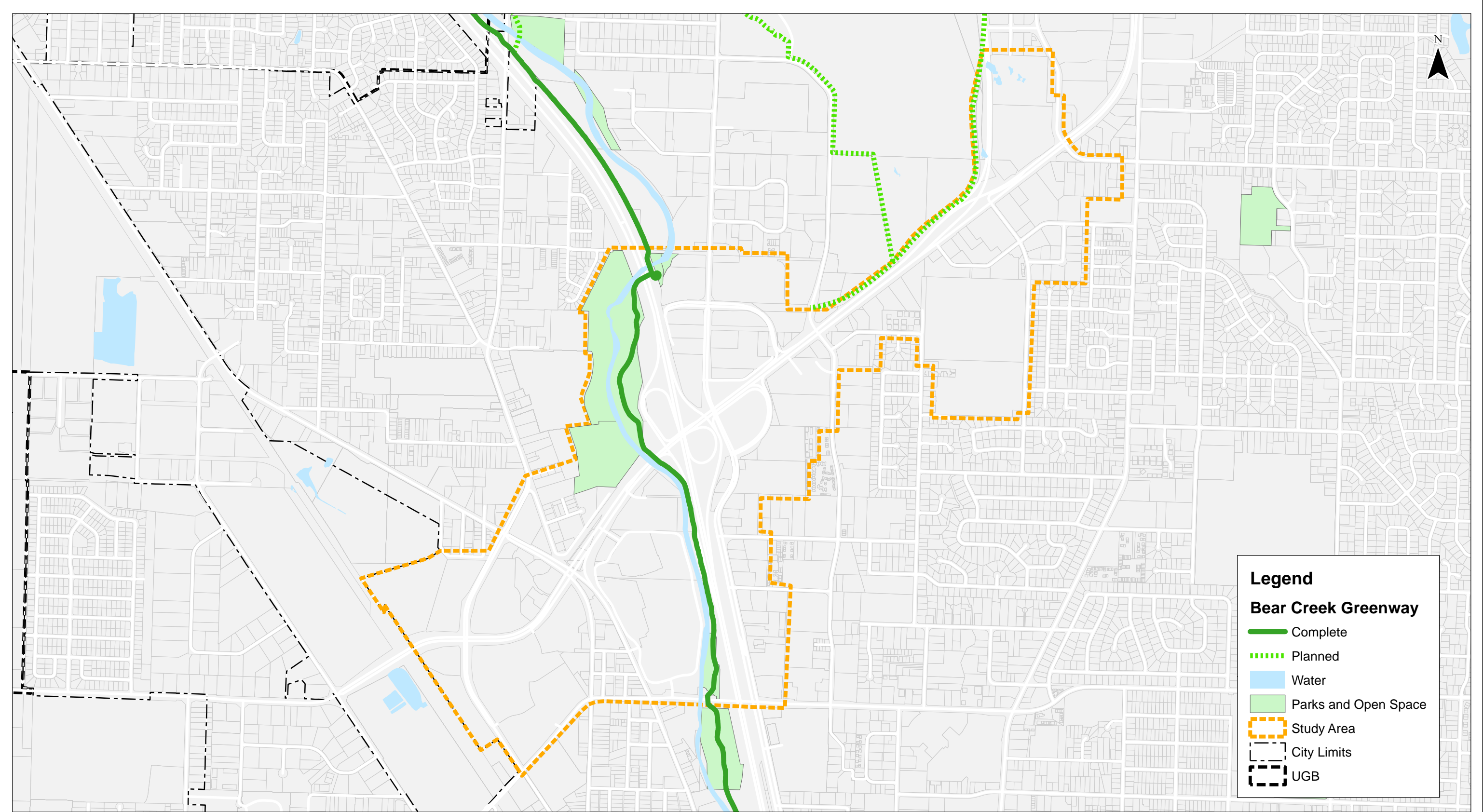
Parks and Recreation Areas

The Bear Creek Greenway a prominent open space and recreational facility in the IMSA. Bear Creek is one of the Rouge River's primary tributaries and flows through the City of Medford and the IMSA. The Greenway is an approximately 20-mile-long multi-use regional path corridor that spans from Central Point to Ashland. The entire length of the trail through the City is paved and is generally 10 feet wide.

The 50-acre Railroad Park is also located within the IMSA. The property was previously home to the City's sewer treatment plant, but now houses park amenities including a pavilion and miniature "built to scale" steam trains. Bear Creek Greenway abuts the park. Both recreation facilities are shown in Figure 6.

Activity Centers

Connecting residents and workers to services they use daily can be accomplished by well-integrated land use and transportation planning. Key activity centers within the IMSA, where the transportation network should support multi-modal and accessible public transportation, include the America's Best Kids Preschool, Medford Airport, Railroad Park, the Bear Creek Greenway, the Rouge Valley Mall, and Fred Meyers Shopping Center. Location of the IMSA activity centers are shown in Figure 7. Also, Downtown Medford, Medford Providence Medical Center, Kennedy Elementary School, Wilson Elementary School, and Montessori School of Medford also may be considered "attractors" that are accessed via the interchange.

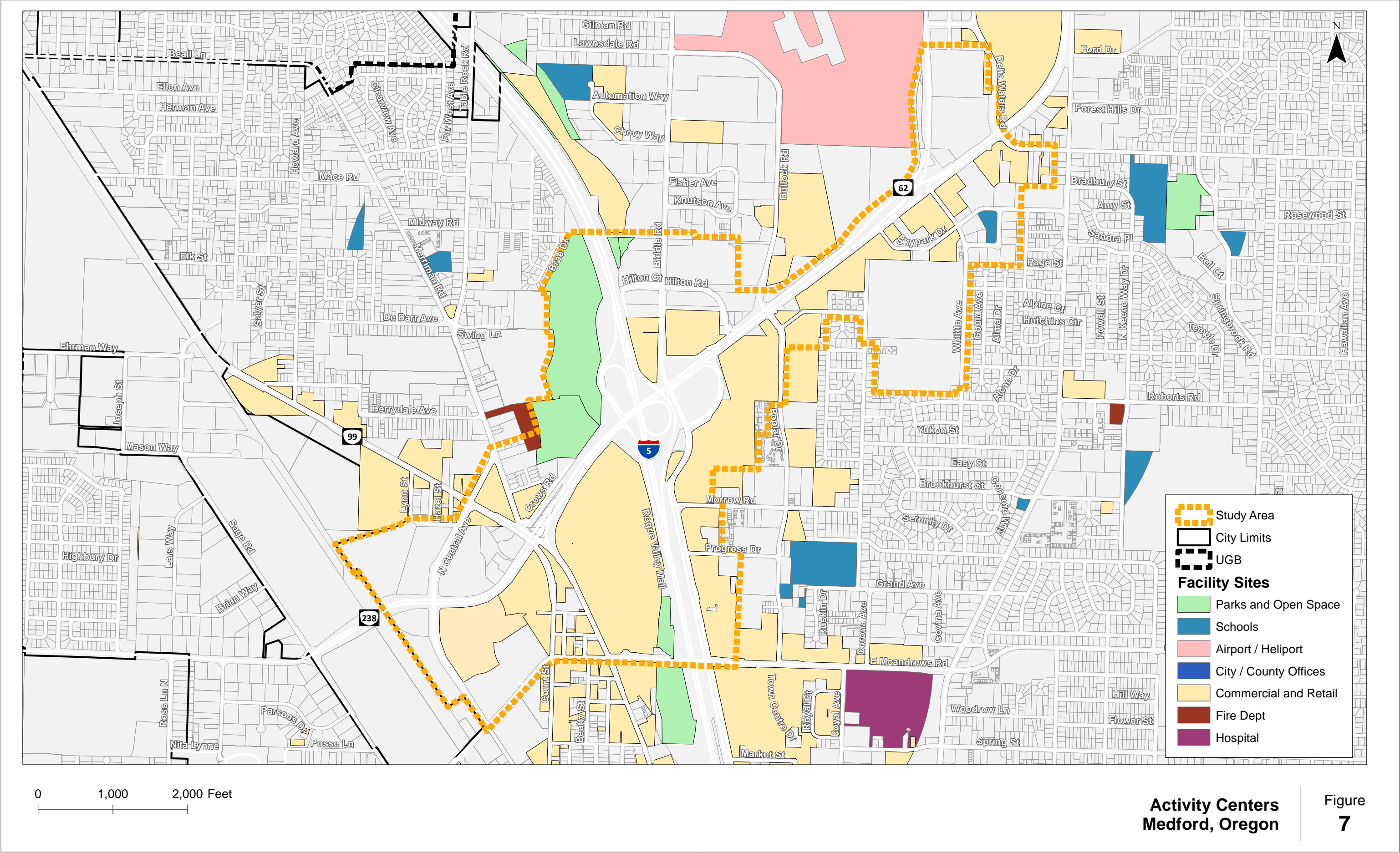


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**Parks and Recreation Facilities
Medford, Oregon**

**Figure
6**





Activity Centers
Medford, Oregon

Figure
7



Coordinate System: NAD 1983 2011 StatePlane Oregon South FIPS 3602 Ft Int'l
Data Source: City of Medford

II. DEMOGRAPHIC INFORMATION

Statistical information covering various populations provides insight into the current conditions within the IMSA. Demographic data for identified populations was gathered using 2010 Decennial Census and 2017 5-Year American Community Survey (ACS) data sources. Note that neither census block groups associated with ACS 2017 5-Year American Community Survey, nor Census Tracts, associated with the 2010 Decennial Census fit precisely to the IMSA boundaries. Some block groups that are found in the IMSA, but that are largely outside and do not entirely representative of the IMSA characteristics. The demographic information considered is provided in the list below. Additional details are provided in Title VI and Environmental section, later in this document.

- Members of Minority Groups (Black or African American, Hispanic or Latino, Asian American, Native American and Alaskan Native, and Native Hawaiian or Other Pacific Islander)
- Elderly (Age 65 and Over)
- Low-income Households

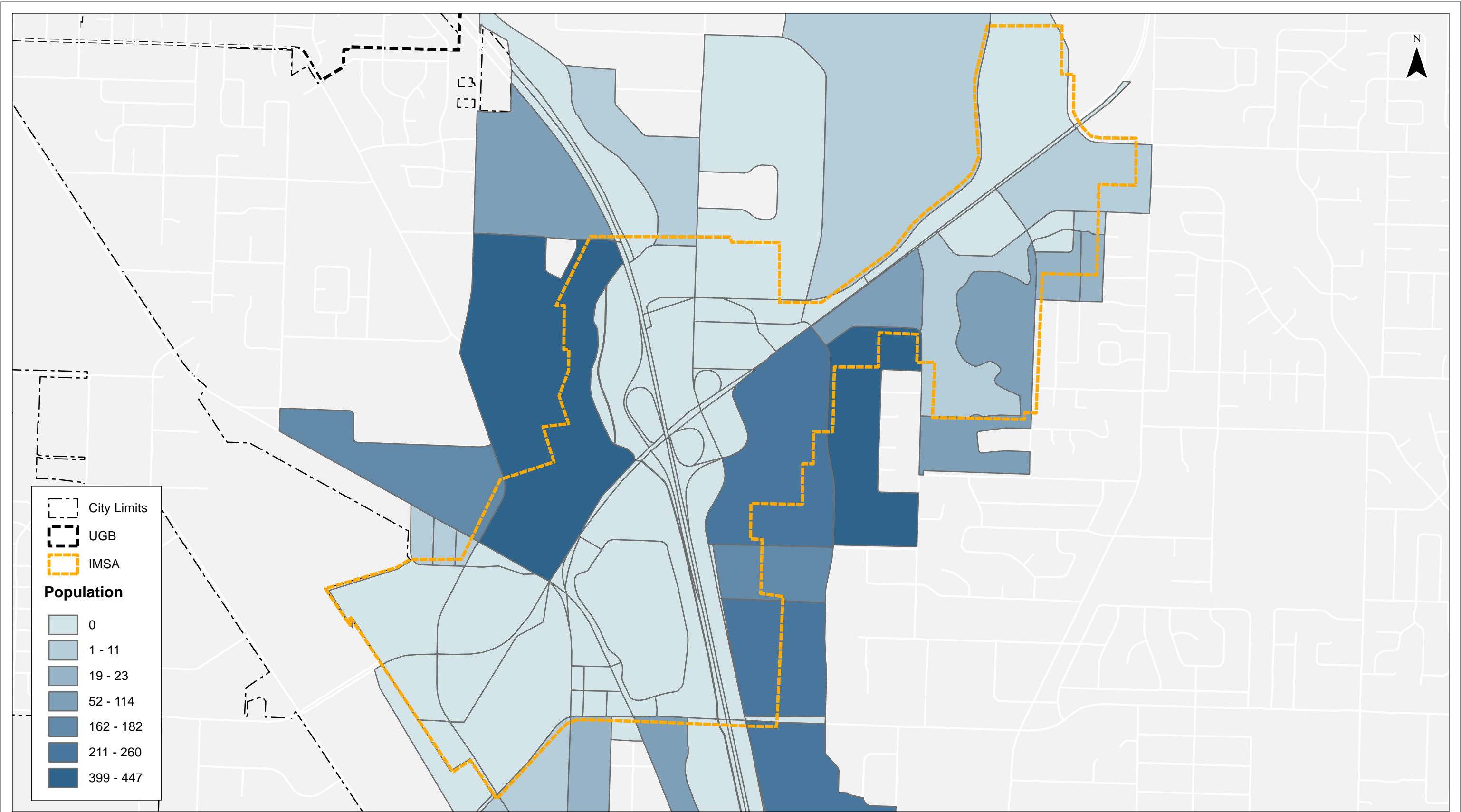
Population

The population of Medford was recorded as 74,097 in the 2010 Decennial Census. The City experienced 3% population growth between 1980 and 2010, which was greater than Jackson County (1.78%) and the State as a whole (1.52%). As shown in Table 3, Medford's population increased by 16,205 from 1990 to 2000. Following, the population grew by 11,753 people between 2000 and 2010—approximately 1.86% growth over that time. PSU's Center for Population Research Center estimates Medford had a population of 81,465 in 2018, which is following a pattern of historic growth between 1% and 2%.

Table 3. Medford Historic Population Growth (1980-2010) Source: Census Data

	Population				Change 1980 – 2010	
	1980	1990	2000	2010	Number	Percent
Oregon	2,633,105	2,842,321	3,421,399	3,831,074	1,197,969	1.52%
Jackson County	132,456	146,389	181,269	203,206	70,750	1.78%
Medford	39,603	46,951	63,154	74,907	35,304	2.97%

Figures 8 and 9 show the population and number of households by census block in the IMSA. This information provides the basis for the demographic data found in this memorandum. As shown, the blocks northeast and southwest of the interchange have few households and limited population within the IMSA, which is consistent with their primary use as employment lands (commercial and industrial uses).

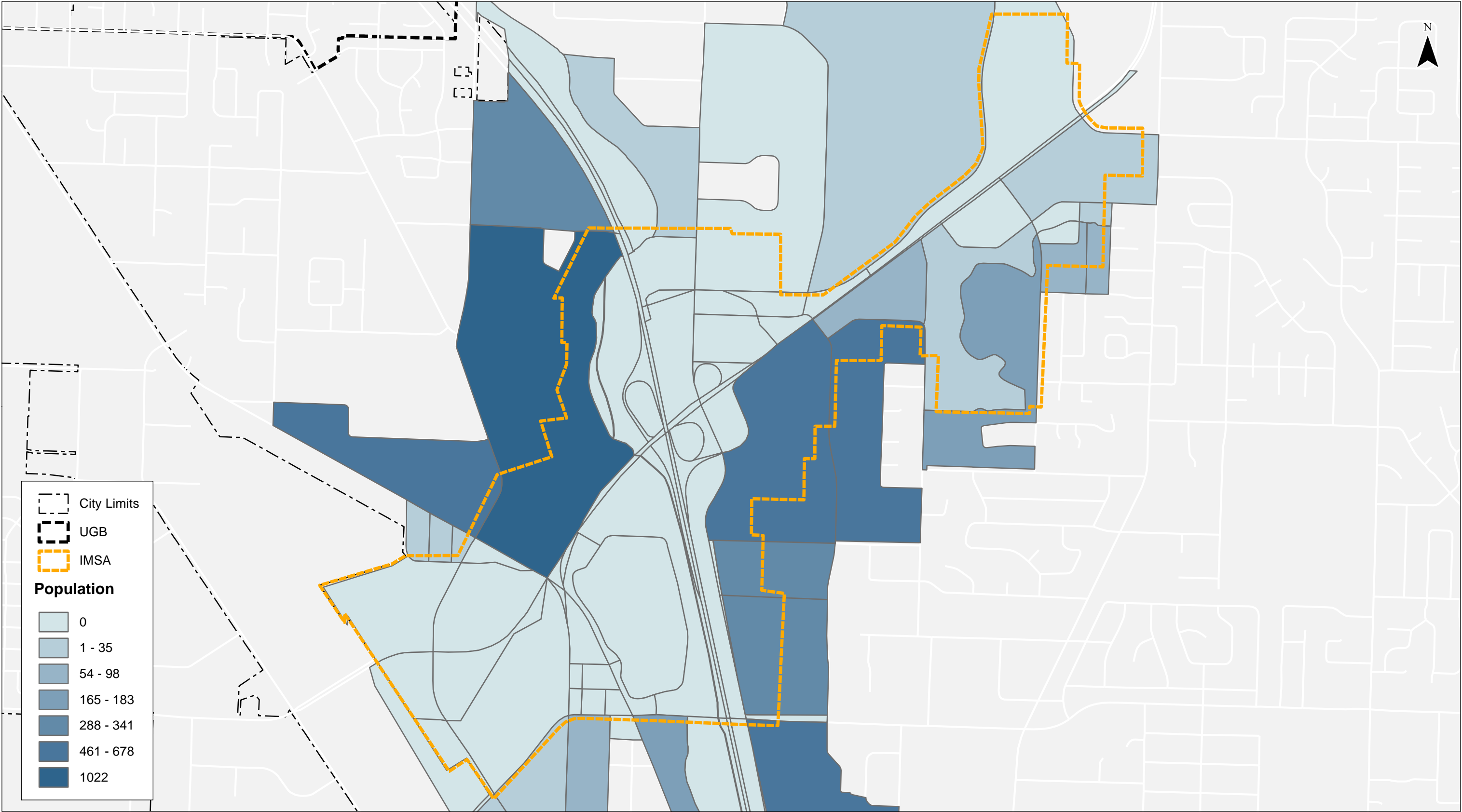


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2010 Households (by Census Block)
Medford, Oregon

Figure
8





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2010 Population (by Census Block)
Medford, Oregon

Figure
9

Population Forecast

Portland State University (PSU) Population Research Center

PSU's Population Research Center forecasts populations for regions around Oregon. In 2015, PSU developed population forecasts for Jackson County. As shown in Table 4, Jackson County is expected to have an annual average growth rate of 1% from 2015 to 2035. In comparison, Medford is expected to have 1.1% average annual growth rate (AAGR) in the same period. A similar relationship is shown for the AAGR from 2035 to 2065, Jackson County and Medford are expected to have 0.6% and 0.7% AAGRs, respectively.

Table 4. PSU Jackson County Population Forecast

Figure 1. Jackson County and Sub-Areas—Historical and Forecast Populations, and Average Annual Growth Rates (AAGR)

	Historical			Forecast				
	2000	2010	AAGR (2000-2010)	2015	2035	2065	AAGR (2015-2035)	AAGR (2035-2065)
Jackson County	181,269	203,206	1.1%	211,275	255,840	306,858	1.0%	0.6%
Ashland ¹	20,023	20,626	0.3%	20,905	23,183	24,138	0.5%	0.1%
Butte Falls	440	423	-0.4%	421	437	447	0.2%	0.1%
Central Point	13,310	17,736	2.9%	18,329	22,680	27,485	1.1%	0.6%
Eagle Point	4,952	8,508	5.6%	9,657	14,839	18,669	2.2%	0.8%
Gold Hill	1,181	1,228	0.4%	1,267	1,496	2,018	0.8%	1.0%
Jacksonville	2,256	2,785	2.1%	2,927	4,316	6,687	2.0%	1.5%
Medford	67,865	76,581	1.2%	80,024	99,835	124,582	1.1%	0.7%
Phoenix	4,379	4,774	0.9%	4,955	6,883	9,775	1.7%	1.2%
Rogue River	2,544	2,714	0.6%	2,838	3,705	5,545	1.3%	1.4%
Shady Cove	2,528	3,050	1.9%	3,168	4,343	6,105	1.6%	1.1%
Talent	5,683	6,123	0.7%	6,411	9,020	14,290	1.7%	1.5%
Outside UGBs	56,108	58,658	0.4%	60,373	65,104	67,119	0.4%	0.1%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC).

¹ For simplicity each UGB is referred to by its primary city's name.

City of Medford Comprehensive Plan

The City of Medford's Comprehensive Plan developed an estimated population forecast in 2007. In accordance with the estimates, Medford is projected to have a 2026 population of 111,025 and 2040 population of 133,397 (see Table 5). The City utilized available population forecasts for Jackson County in 2005. The Comprehensive Plan Population Element suggests the source of historic growth to be natural increase (births minus deaths) and an influx of residents. Conclusions from the Population Element include the following:

- Medford's forecasted average annual growth rate between 2007 and 2027 of 2.2% will be like that experienced during the period of 1980 to 2005.
- Medford can expect its proportion of the total County population to increase to 42% in 2027 and to 44% in 2040. This is consistent with the Regional Problem Solving program's future growth proposal, which suggests an increase in Medford's share of the urban population in the County over a 50-year period, allowing for some other cities to grow more slowly.

- Medford can expect that most population growth will continue to be from in-migration, and that there will be an increasing proportion of Hispanic or Latino residents. Medford will continue to attract residents who have retired or are soon to retire, but Medford will also continue to experience growth in the under 18 age group.

Table 5. Comprehensive Plan Population Forecast

Table 3. Population allocation and projected growth rates for incorporated cities, White City, And unincorporated areas of Jackson County, 2005-2040

	2005 Pop.	2026 Pop.	2040 Pop.	Change 2005 to 2026			Change 2005 to 2040		
				Difference	Percent change	AAGR	Difference	Percent change	AAGR
Ashland	20,880	22,319	23,056	1,439	7%	0.32%	2,176	10%	0.28%
Butte Falls	445	552	580	107	24%	1.03%	135	30%	0.76%
Central Point	15,640	23,875	31,237	8,235	53%	2.03%	15,597	100%	2.00%
Eagle Point	7,585	16,964	21,449	9,379	124%	3.91%	13,864	183%	3.01%
Gold Hill	1,080	1,476	1,901	396	37%	1.50%	821	76%	1.63%
Jacksonville	2,490	3,397	4,383	907	36%	1.49%	1,893	76%	1.63%
Medford	70,855	111,025	133,397	40,170	57%	2.16%	62,542	88%	1.82%
Phoenix	4,660	6,675	8,032	2,015	43%	1.73%	3,372	72%	1.57%
Rogue River	1,995	2,542	3,137	547	27%	1.16%	1,142	57%	1.30%
Shady Cove	2,645	3,594	3,867	949	36%	1.47%	1,222	46%	1.09%
Talent	6,255	8,472	9,817	2,217	35%	1.45%	3,562	57%	1.30%
White City	7,500	11,424	13,090	3,924	52%	2.02%	5,590	75%	1.60%
Applegate	27	37	43	10	36%	1.47%	16	57%	1.31%
Ruch	376	511	593	135	36%	1.47%	216	57%	1.31%
Other Unincorp.	52,082	51,557	51,837	-524	-1%	-0.05%	-244	0%	-0.01%
Total County	194,515	264,419	306,421	69,904	36%	1.47%	111,906	58%	1.31%

Source: 2005 population estimates from Portland State University Center for Population Research; 2005 White City population estimate from the Medford Water Commission; 2005 Applegate and Rush population estimates based on Jackson County Buildable Lands Inventory and average household size in Jackson County according to the 2005 U.S. Census American Households Survey; Calculations by ECONorthwest.

Note: This table is from the Jackson County Comprehensive Plan 2007 Population Element

Rouge Valley RVMPO

The RVMPO Regional Transportation Plan outlines the population forecast for their travel demand modeling (TDM) tool, a tool that replicates existing transportation conditions and evaluates future year development and infrastructure scenarios. Table 6 shows the population forecast for the City of Medford and the RVMPO area, which encompasses the urban areas of Jackson County. The population forecast used in the RVMPO TDM Model was based on the forecast from the Jackson County Comprehensive Population Element (same source as the Medford Comprehensive Plan). However, the 2005 projections were adjusted in 2012 to include a revised projection based on more recent data. Of note, the RVMPO transportation analysis zone (TAZ) boundaries, the geographic boundaries used for the projections, are not perfectly aligned to the City of Medford's jurisdictional boundary (urban growth boundary), which may account for some differences in comparison to other population forecasts.

Table 6. RVMPO Regional Transportation Plan Population Forecasts

Jurisdiction	2015	2038
Medford	91,924	130,137
RVMPO Area	191,568	262,087

NOTE: Population relates to TAZ area boundaries, which do not match city boundaries, therefore, totals differ slightly from official “city” estimates.

Comparison of Population Forecasts

As shown in Table 7, all three sources of population estimates slightly vary. The RVMPO estimate was based on the same 2005 Jackson County population forecasts as the Medford Comprehensive Plan. However, in 2012 they were adjusted with more recent information. Additionally, the RVMPO looks at the spread of population through their designated Transportation Analysis Zones (TAZ), which are not always entirely consistent with urban growth boundaries for a given jurisdiction. The PSU Population Research Center’s 2015 Jackson County population forecast is the most recent forecast of all the three sources.

The RVMPO and Medford Comprehensive Plan forecasts are comparable and are based on the same original data, the 2005 Jackson County population forecasts. PSU PRC’s forecast is significantly less than the other two source; however, it is a more recent analysis, completed in 2015.

Table 7. Comparison between Estimated Population and Projections for Medford

Forecast source	2015	2038
PSU PCR Coordinated Population Forecast – Jackson County (2015)	80,024	103,148
RVMPO Regional TSP (2013)	91,924	130,137
Medford Comprehensive Plan (2007)	87,736	128,600

Title VI and Environmental Justice Populations

Environmental Justice (EJ) populations are a special focus in transportation planning and project development. Identifying EJ populations early on is intended to make participation in transportation planning and project development more inclusive of diverse communities. The analysis is also valuable in identifying the transportation needs that will provide the most benefits to EJ populations. Three population groups are considered for transportation impact susceptibility, representing those who may rely more heavily on public infrastructure or transit for access to day-to-day needs and jobs. They include minority groups, populations over 64 years of age, and low-income households.

Minority Groups³

Information on minority groups includes a combination of Hispanic or Latino origins as well as race at the census block geographic levels. Origin can be viewed as the heritage, nationality group, lineage, or country of birth of the person or the persons parents or ancestors before their arrival in the US. People who identify their origin as Hispanic or Latino may be any race. Race is based on racial classifications issued by the Office of Management and Budget (white, black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, and Some Other Race). Respondents can select two or more races.

Table 8 summarizes the minority groups for the State of Oregon, Jackson County, the City of Medford, and the IMSA. Compared to the state, Medford, and Jackson County, the IMSA has the highest percentage of minority groups at 26%. Also, the IMSA has the largest percentage of a Hispanic or Latino population (18%) in comparison to Medford (14%), Jackson County (11%), and the State (12%).

Table 8. Hispanic or Latino, and Not Hispanic or Latino by Race (Table P5, 2010 Decennial Census)

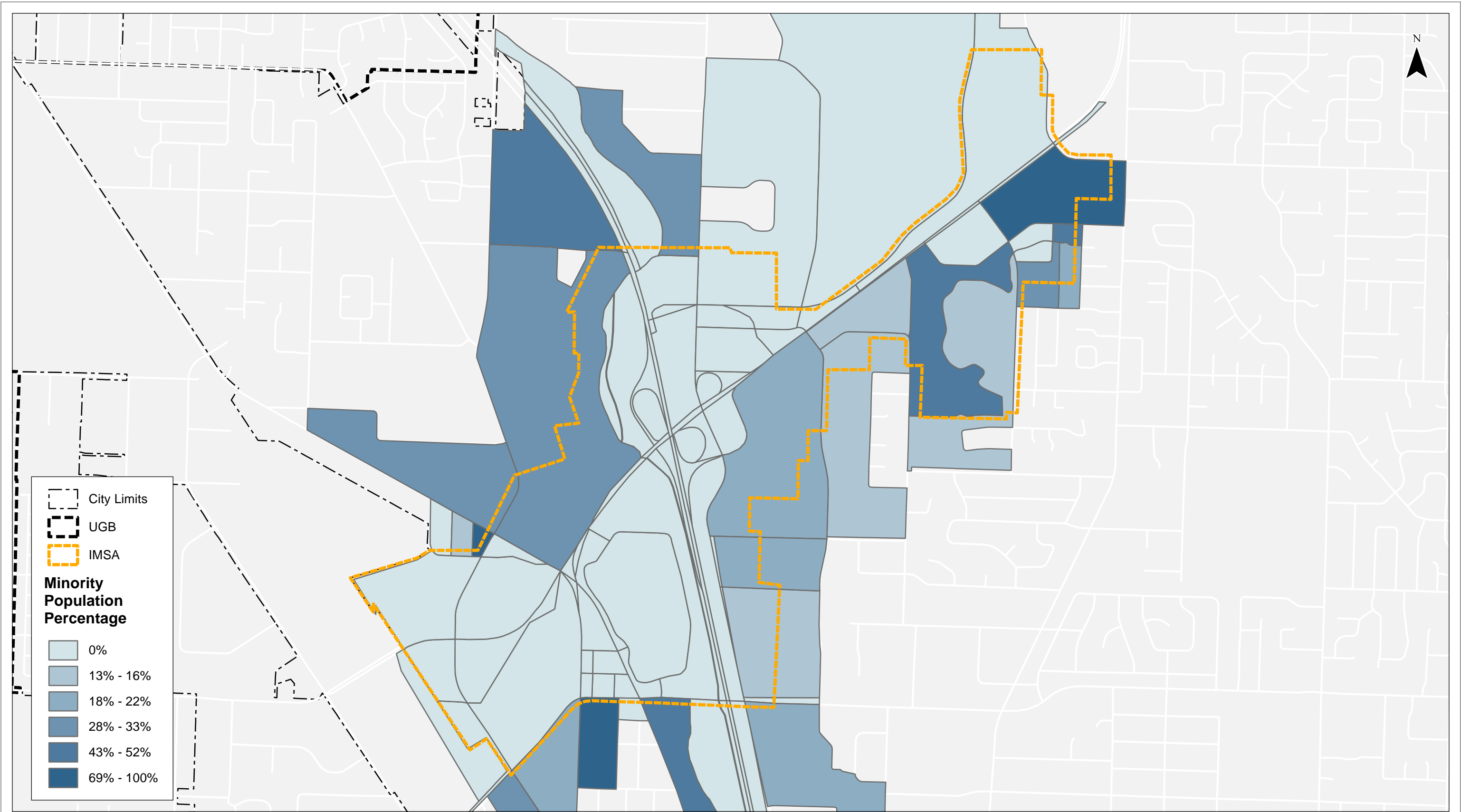
	IMSA		MEDFORD		JACKSON COUNTY		OREGON	
Total:	5,877		74,907		203,206		3,831,074	
Hispanic or Latino	1,075	18%	10,319	14%	21,745	11%	450,062	12%
Not Hispanic or Latino:	4,802	82%	64,588	86%	181,461	89%	3,381,012	88%
White alone	4,333	74%	59,756	80%	170,023	84%	3,005,848	78%
Black or African American alone	65	1%	598	1%	1,227	1%	64,984	2%
American Indian and Alaska Native alone	47	1%	691	1%	1,874	1%	42,706	1%
Asian alone	127	2%	1,084	1%	2,304	1%	139,436	4%
Native Hawaiian and Other Pacific Islander alone	51	1%	328	0%	562	0%	12,697	0%
Some other race alone	6	0%	76	0%	229	0%	5,502	0%
Two or more races	173	3%	2,055	3%	5,242	3%	109,839	3%

For the purposes of showing minority groups in Figure 10, minority groups are considered a combination of the following individual classifications:

- Not Hispanic or Latino: Black or African American alone
- Not Hispanic or Latino: American Indian and Alaska Native alone
- Not Hispanic or Latino: Asian alone
- Not Hispanic or Latino: Native Hawaiian and Other Pacific Islander alone
- Not Hispanic or Latino: Some Other Race alone
- Not Hispanic or Latino: Two or More Races
- Hispanic or Latino

³ Information for selected demographic groups is from the 2010 Decennial Census data. Decennial Census data provides a full count of US population and various demographic information. Starting in 2010, the Census stopped using the long form survey and reports information on population, households, age, sex, race and ethnicity, and housing characteristics only. Additional information for other demographic and socioeconomic data was gathered using the American Community Survey.

Several areas of the IMSA have no minority population, but also have a limited population. The block in the northeast corner of the IMSA has a large minority population which consist of greater than 69% of the total population. The areas with the largest minority population percentages, exceeding the City's average minority population of 20%, are found in the northwest quadrant of the IMSA and clustered in the northeast quadrant of the interchange. The total population in each of these census blocks typically ranges between 0 and 98 but can be upwards of 600 people.



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Minority Population (by Census Block)
Medford, Oregon

Figure
10



Age⁴

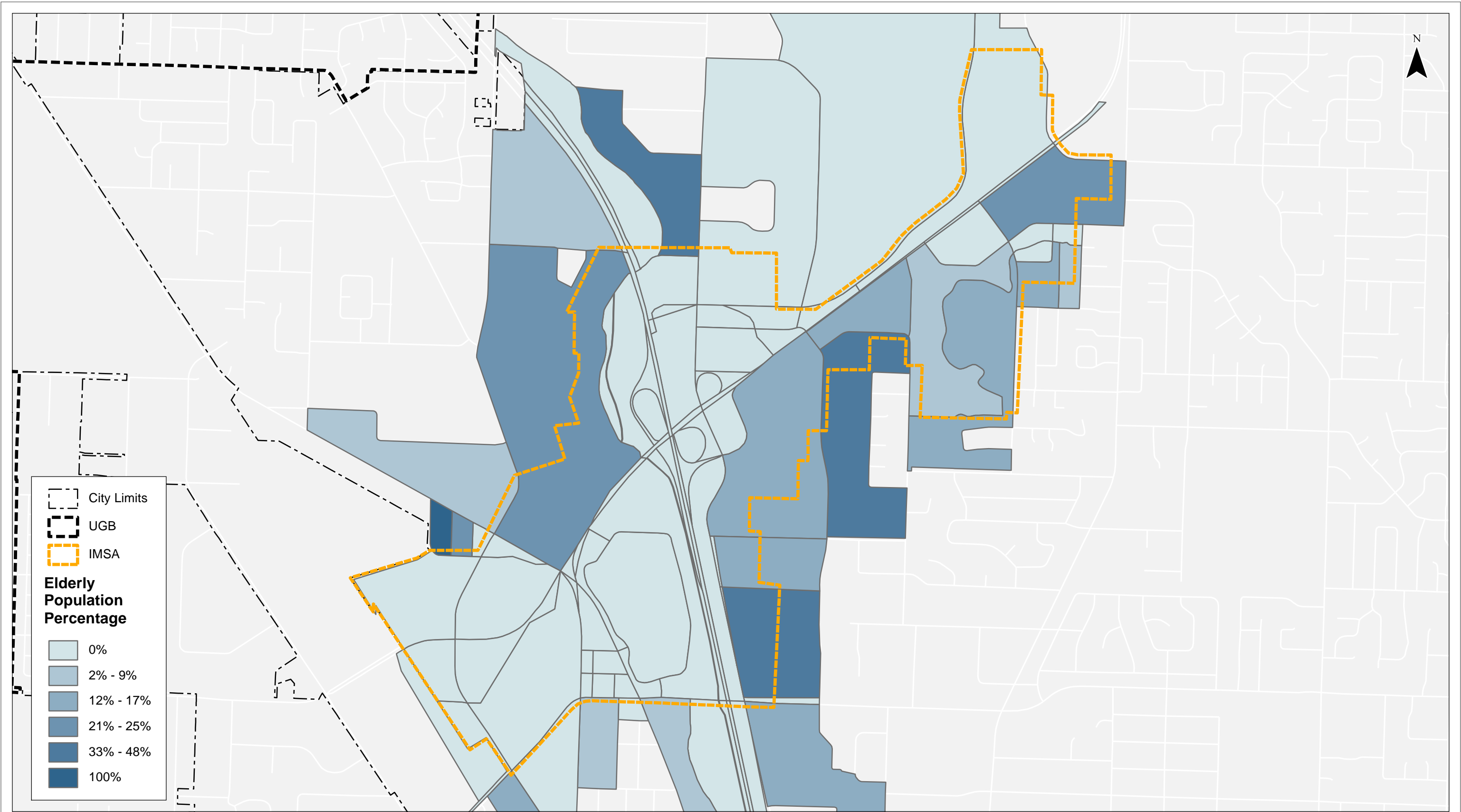
Data on age is derived from a two-part census question (age and date of birth). Both age and date of birth is used in combination to determine the most accurate age as of the census reference date. Elderly data is organized into groups of populations 65 and older. As summarized in Table 9, approximately 18% of the population of the IMSA are elderly. This is consistent with the percentage of elderly population in Jackson County and slightly lower than percentages for Medford and Oregon, 16% and 14% respectively.

Table 9. Youth and Elderly Populations (P12: Sex by Age, 2010 Decennial Census)

	IMSA		MEDFORD		JACKSON COUNTY		OREGON	
Total:	5,877		74,907		203,206		3,831,074	
Elderly (Age 65 and Over)	1,057	18%	12,109	16%	35,834	18%	533,533	14%

The location of elderly populations is also provided at the census block geographic level in Figure 11. Most of the elderly population in the IMSA are clustered east of the interchange and south of Crater Lake Hwy (Hwy 62). Another area with significant elderly population is the block directly northwest of the interchange. Additionally, there is a block with high percentage of elderly population, just south of Chevy Way in the northern area of the IMSA; however, this census block has a limited population of less than 10. Several large blocks have very limited elderly population, but also have a limited population, ranging from 0 to 7 people.

⁴ Ibid



0 1,000 2,000 Feet

Elderly Population 65+ (by Census Block)
Medford, Oregon

Figure
11



Low Income⁵

Poverty statistics shown in Table 10 and Figure 12 adhere to the Office of Management and Budget in Statistical Policy's Directive 14. The data uses a set of dollar value thresholds that vary by various family characteristics. A person's poverty status is determined by comparing the person's total family income in the last 12 months with the poverty threshold appropriate for that person's family size and composition.

As shown in Table 10, nearly half of the households in the IMSA earn an income that is less than two-times the poverty level. Many researchers consider the poverty level to be too low to accurately represent income levels necessary for self-sufficiency; thus, using two-times the poverty level may be a more accurate measure of income sufficiency.⁶

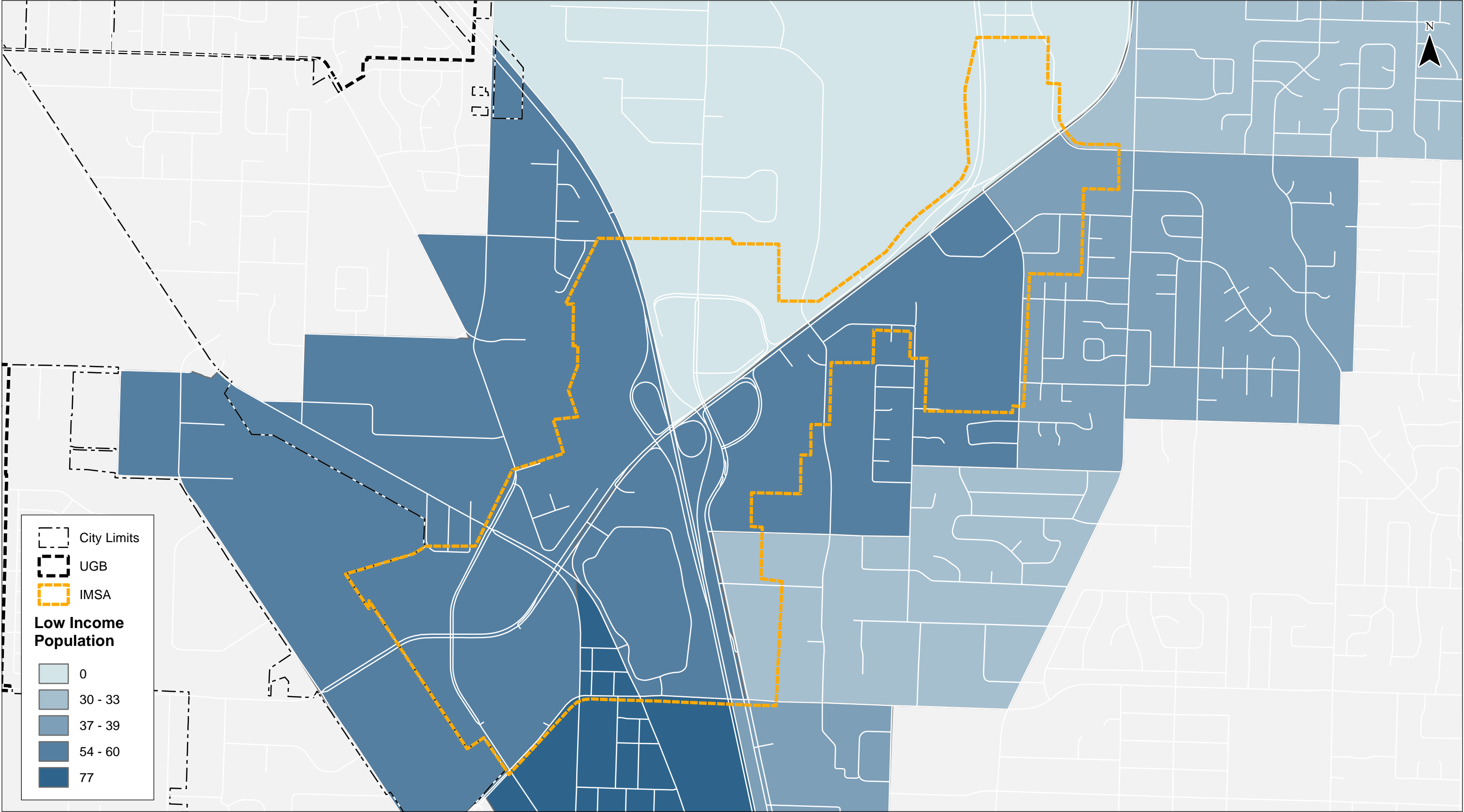
Table 10. Ratio of Income to Poverty (C17002: Ratio of Income to Poverty in the Past 12 Months, 2017 5-year American Community Survey)

	IMSA		MEDFORD		JACKSON COUNTY		OREGON	
Total:	9,496		77,630		208,556		3,905,386	
Under .50	508	5%	6,311	8%	15,289	7%	272,939	7%
.50 to .99	1,352	14%	10,331	13%	22,306	11%	341,284	9%
1.00 to 1.24	779	8%	4,623	6%	11,960	6%	192,900	5%
1.25 to 1.49	689	7%	4,043	5%	11,659	6%	186,458	5%
1.50 to 1.84	1,029	11%	5,999	8%	16,354	8%	270,741	7%
1.85 to 1.99	336	4%	2,440	3%	6,642	3%	110,868	3%
2.00 and over	4,803	51%	43,883	57%	124,346	60%	2,530,196	65%

Most of the block groups in the IMSA have greater than 37% population below 2.0, an indicator of poverty. As shown in Figure 12, the census block group northeast of the interchange has a low percentage, likely because of the low population of that block. The highest areas of poverty are found west of the I-5. The blocks consist of areas with greater than 54% of the population in poverty. Southeast of the interchange, most of the area south of Crater Lake Hwy has approximately 54% of the population in poverty.

⁵ APG compiled information for selected demographic groups using American Community Survey (ACS) data. ACS data was used where 2010 decennial information on the identified demographics was not available. The ACS is a nation-wide survey conducted by the Census Bureau to provide estimates on population, housing unit, and household characteristics at the Census block Group geographic level. Because the ACS is based on a sample, they have a margin of error. The margin of error, combined with the ACS estimate, provides a range of values within which the actual value may fall. As such, demographic information shown should be considered carefully.

⁶ For more information, see "Measuring Poverty" Center for Women's Welfare, University of Washington. Available at: <http://selfsufficiencystandard.org/measuring-poverty>



Low Income Population Under 2.00 (by Block Group)
Medford, Oregon

Figure
12

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Title VI and Environmental Justice Summary

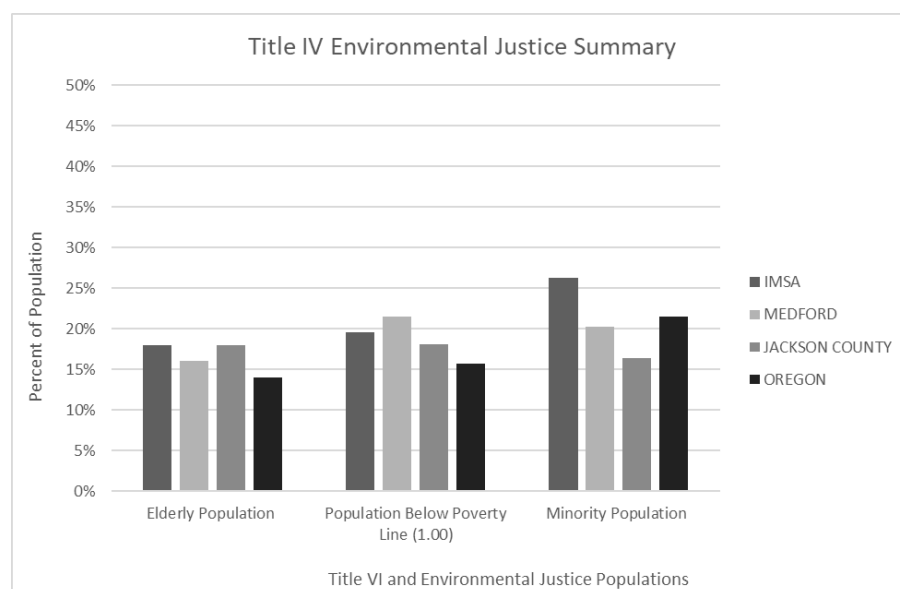
This memorandum provides generalized information on Title VI impact areas based on the combination of available data provided on the following demographic groups:

- Minority Groups (Block)
- Population 65 Years and Older (Block)
- Low-Income Population (Block Group)

As previously discussed, due to the limitations of available Decennial and ACS data, the specific location of Title VI populations is limited to census blocks and census block groups respectively. The geographic boundaries of blocks and block groups are not limited to the extent of the study area buffer; some census blocks, and most census block groups, extend beyond the study area. Further, the geographic boundaries of census blocks and census block groups can vary greatly in size.

Figures 10 through 12 show the information for all Title VI populations addressed in this memorandum and potential Title VI populations that may be affected. Tables 8 to 10 are summarized in Figure 13, below.

Figure 13. Title VI and Environmental Justice Summary



According to Figure 15, the demographic information available suggests the following:

- The IMSA has a significantly higher percentage of a minority population (26%) in comparison to Medford (20%), Jackson County (16%), and the State as a whole (22%).
- The IMSA has a slightly higher population of people living below the poverty line at 20% in comparison to Jackson County (18%) and the State (16%). However, the IMSA percentage is slightly lower than the poverty rate in Medford, 21%.
- In the IMSA the elderly population (18%) is equivalent to Jackson County's elderly population percentage and slightly larger than Medford (16%) and the State (14%).

III. LAND USE/POPULATION CHALLENGES AND BARRIERS

The land use and population analysis has revealed possible challenges and barriers to implementing an IAMP. Planning long-term transportation operations in the interchange area is complicated by several factors identified in this memorandum, including the following:

- GLUP and zoning restrictions
- Recent and anticipated development
- Multiple growth forecasts
- Large elderly and minority populations

Interchange improvements in the northwest quadrant of the IMSA will be limited by the Parks and School and Greenway GLUP designations and Single-Family Residential and Public Parks zoning. The Bear Creek Greenway is located adjacent to the interchange and provides a connection for the 20-mile long multi-use corridor. The IAMP will need to identify and propose mitigation for impacts associated with proposed transportation improvements.

Recent development in the southwest quadrant of the IMSA will add existing commercial demand on the transportation system. Vacant commercial and industrial parcels also exist in the southwest quadrant of the IMSA that have the potential to develop over the planning horizon and add additional demand to the transportation system. The IAMP will identify transportation solutions to account for existing and anticipated demand associated with this type of development.

Multiple population forecasts have been conducted for the City of Medford showing growth estimates ranging between 1.1% to 2.16% average annual growth. The most recent forecasts, conducted by the Population Research Center at PSU, show less growth in the City compared to the other two forecasts. The challenge for the IAMP project is to “right size” transportation solutions to the anticipated growth and number of future users.

The IMSA has a population of approximately 6,000 people. Of that population, there is a larger proportion of elderly and minorities compared to the City of Medford, Jackson County, and the State of Oregon. Because these populations are located near or just outside the IMSA boundary,⁷ it is likely the transportation solutions will have indirect negative impacts to these populations. The planning process will need to reflect how transportation solutions both impact and benefit vulnerable populations.

⁷ Population estimates are based on Census geographies which do not coincide with the IMSA boundary exactly. See Figures 8 through 12 for population estimates.

ATTACHMENT A-1: CITY OF MEDFORD ZONING DISTRICT REGULATIONS

As discussed earlier in the memorandum, land in the IMSA is subject to the land use regulations of the City of Medford, found in the Land Development Code (LDC). Because future development and redevelopment in the IMSA will be subject to LDC provisions, knowing the zoning designations, permitted uses, and lot standards in the IMSA provides information about the type and intensity of transportation demand to be expected in the area. Table A-1 provides a detailed summary of the purposes, permitted uses, and lot standards in each zoning district in the IMSA and the corresponding Comprehensive Plan designation.

Table A-1. IMSA Zoning District and Comprehensive Plan Designations

District	Purpose, Permitted Uses ¹ and Lot Standards ²	Corresponding Comprehensive Plan Designation
Zones		
Multiple-Family Residential -20 dwellings units per gross acre (MFR-20)	Purpose <ul style="list-style-type: none"> This urban residential district provides for higher density townhouses and multiple-family dwellings, including duplexes and apartments, and group quarters. It is suitable and desirable for locations near neighborhood activity centers or mass transit. Permitted Uses <ul style="list-style-type: none"> Single family detached dwelling, duplex, townhouse/rowhouse, accessory dwelling unit, boarding/lodging house, residential facility, childcare center, institutional uses, community services, transit, and utility distribution system Lot Standards <ul style="list-style-type: none"> Minimum Density – 15 dwelling units (DU)/gross acre Maximum Density – 20 DU/gross acre 	Urban High Density Residential (UH)
Multiple-Family Residential -30 dwellings units per gross acre (MRF-30)	Purpose <ul style="list-style-type: none"> This urban residential district provides for the highest density multiple-family dwellings and group quarters. It is suitable and desirable for locations within or near employment centers or near mass transit. Permitted Uses <ul style="list-style-type: none"> Single family detached dwelling, duplex, accessory dwelling unit, childcare home, boarding/lodging house, residential facility, child day care center, institutional uses, community services, transit, and utility distribution system Lot Standards <ul style="list-style-type: none"> Minimum density – 20 DU/gross acre Maximum density – 30 DU/gross acre 	Urban High Density Residential (UH)

District	Purpose, Permitted Uses ¹ and Lot Standards ²	Corresponding Comprehensive Plan Designation
Single-Family Residential – 6 units per gross acre (SFR-6)	Purpose <ul style="list-style-type: none"> • Provide land for residential development Permitted Uses <ul style="list-style-type: none"> • Single-family detached dwellings, small residential care homes, duplexes, cottage clusters, institutional uses, community services, and transit facilities Lot Standards <ul style="list-style-type: none"> • Minimum density – 4 dwelling units per acre • Maximum density – 6 dwelling units per acre, for duplexes 9 dwelling units per acre 	Urban Residential (UR)
Community Commercial (C-C)	Purpose <ul style="list-style-type: none"> • The C-C district provides land for the development of commercial facilities servicing the shopping needs of the community and is typically comprised of community shopping centers. Permitted Uses <ul style="list-style-type: none"> • Business offices, public parks / recreation services, laboratory, retail trade, eating and drinking places, finance, insurance and real estate, and other services Lot Standards <ul style="list-style-type: none"> • Minimum lot area – 15,000 square feet • Maximum lot area – 50,000 square feet • Maximum lot coverage – 40% 	Commercial (CM)
Service Commercial and Professional Office (C-S/P)	Purpose <ul style="list-style-type: none"> • The C-S/P district provides land for professional offices, hospitals, and limited service commercial uses. This district is intended to be customer-oriented, however, retail uses are limited. Permitted Uses <ul style="list-style-type: none"> • Business offices, public parks / recreation services, laboratory, eating and drinking places finance, insurance and real estate, personal and business services Lot Standards <ul style="list-style-type: none"> • Minimum lot area – 15,000 square feet • Maximum lot coverage – 40% 	Commercial (CM)
Regional Commercial (C-R)	Purpose <ul style="list-style-type: none"> • The C-R zone provides land for the development of those service and commercial uses which serve shoppers from the surrounding region as well as from the local community. The C-R zone shall be located in areas served by adequate regional and local street systems to avoid the impact of regional traffic using neighborhood streets. Permitted Uses <ul style="list-style-type: none"> • Business offices, public parks / recreation services, laboratory, retail, retail trade, eating and drinking places, finance, insurance and real estate, services Lot Standards <ul style="list-style-type: none"> • Minimum lot area – 15,000 square feet • Maximum lot coverage – 40% 	Commercial (CM)

District	Purpose, Permitted Uses ¹ and Lot Standards ²	Corresponding Comprehensive Plan Designation
Heavy Commercial (C-H)	<p>Purpose</p> <ul style="list-style-type: none"> The zone is intended to provide land for heavier commercial and service commercial uses, which may produce a greater degree of noise or pollution than other commercial zones. <p>Permitted Uses</p> <ul style="list-style-type: none"> Business offices, public parks, retail, agricultural services, contracting offices, transportation facilities, some utility services, office services, hotels and lodging, personal services, business services, auto repair shops, medical offices, and dwelling units <p>Lot Standards</p> <ul style="list-style-type: none"> Minimum lot area – 7,000 square feet Maximum lot coverage – 60% 	Commercial (CM)
General Industrial (I-G)	<p>Purpose</p> <ul style="list-style-type: none"> The I-G district provides land for industrial uses in which production and processing activities involve a degree of noise, vibration, air pollution, radiation, glare phenomena, and fire and explosive hazards. <p>Permitted Uses</p> <ul style="list-style-type: none"> Production, processing, wholesale, laboratory, agricultural production-crops, agricultural services, construction, special trade contractors, manufacturing, apparel and textile mill products, furniture and fixtures, paper and allied products, printing and publishing, manufacturing, wholesale trade, eating and drinking places Offices are permitted only when they are accessory and subordinate to principal permitted use. <p>Lot Standards</p> <ul style="list-style-type: none"> Minimum lot area – 10,000 square feet Maximum lot coverage – 90% 	General Industrial (GI)
Light Industrial District (I-L)	<p>Purpose</p> <ul style="list-style-type: none"> The I-L district provides land for warehouse, office, and low intensity industrial uses in areas near residential and commercial zones. It is intended for industrial uses which involve the lowest level of noise, vibration, air pollution, radiation, glare, or fire and explosive hazards. This district is not intended to be retail customer-oriented, and retailing shall be permitted as an accessory use only or as specifically allowed. Because of the locational character and proximity of the I-L district to residential lands, restrictive performance standards shall be imposed to limit the physical effects of industrial activities. <p>Permitted Uses</p> <ul style="list-style-type: none"> Business offices, public parks / recreation services, production, processing, wholesale, agricultural production-crops, agricultural services, construction, special trade contractors, manufacturing, apparel and textile mill products, furniture and fixtures, printing and publishing, manufacturing, wholesale trade, auto dealers, eating and drinking places, finance, insurance and real estate <p>Lot Standards</p> <ul style="list-style-type: none"> Minimum lot area – 20,000 square feet Maximum lot coverage – 50% 	General Industrial (GI)
Public Parks (P-1)	Purpose	PS

District	Purpose, Permitted Uses ¹ and Lot Standards ²	Corresponding Comprehensive Plan Designation
	<ul style="list-style-type: none"> The P-1 district provides land for publicly owned open space, parkland, and trails. It is intended for city parks, recreational facilities, trails, paths, and open space publicly owned within the city. <p>Permitted Uses</p> <ul style="list-style-type: none"> Public parks, recreation and leisure facilities and services, beekeeping, US Postal Service, wireless communication structures and facilities, electric services, gas production and distribution, utility and sanitary service, water supply, eating place, temporary food vendor, cemetery, camp and recreational vehicle park, commercial sports, amusement recreation services, elementary and secondary schools, child day care services, museums and art galleries, dwelling units for caretakers/watchman, and police and fire stations <p>Lot Standards</p> <ul style="list-style-type: none"> None 	
Overlay		
Freeway	<p>Purpose</p> <ul style="list-style-type: none"> It is the purpose of the freeway overlay district to allow and regulate the use of freeway signage. <p>Lot Standards</p> <ul style="list-style-type: none"> Regulations regarding freeway signage can be found in Section 10.1710. 	N/A
Greenway	<p>Purpose</p> <ul style="list-style-type: none"> To regulate areas designated in the Greenway Comprehensive Plan Overlay. <p>Permitted uses</p> <ul style="list-style-type: none"> Streets, roads, bridges, and paths where necessary for access or crossings, provided these uses are designed and constructed to minimize intrusion into riparian areas. Drainage facilities, utilities, and irrigation pumps. Water-related and water-dependent uses. Replacement of existing structures with structures in the same location that do not disturb additional riparian area. Interpretive and educational displays, and overlooks, including benches and outdoor furniture. Interpretive and educational displays. Habitat enhancement activities. 	Greenway
Administrative Mapping		
Planned Development	<p>Purpose</p> <ul style="list-style-type: none"> For tracking and mapping of parcels that have received Preliminary Planned Unit Development (PUD) Plan approvals. 	N/A
Restricted Zoning Administrative Mapping Category	<p>Purpose</p> <ul style="list-style-type: none"> For tracking and mapping of parcels that have received a zone change with conditions of approval or stipulations as set forth in Section 10.204(B)(3)(C) or a General Land Use Plan (GLUP) Map amendment with conditions of approval or stipulations. 	N/A

¹ Permitted uses listed includes those permitted outright and as conditional uses.

² Lot standards summarize in the table are those specified for a specific zone, more general lot standards by use or pursuant to other provisions are not listed.