

DRAFT

Technical Memorandum 2

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EXISTING CONDITIONS

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IAMP 21

Interchange Area Management Plan for the  
Interstate-5 Exit 21 Interchange

March 19, 2014

Revised December 15, 2014

Oregon Department of Transportation

Region 3

# INTRODUCTION

This technical memorandum describes land use, comprehensive plan designations, and zoning in the Study Area, populations protected by federal and state laws and policies in the Area of Social Impact (ASI), and the transportation system and environmental conditions in the Area of Primary Impact (API). Figure 1 shows the boundaries of the Study Area, Figure 2 the boundaries of the ASI, and Figure 3 the boundaries of the API.

## EXISTING LAND USE

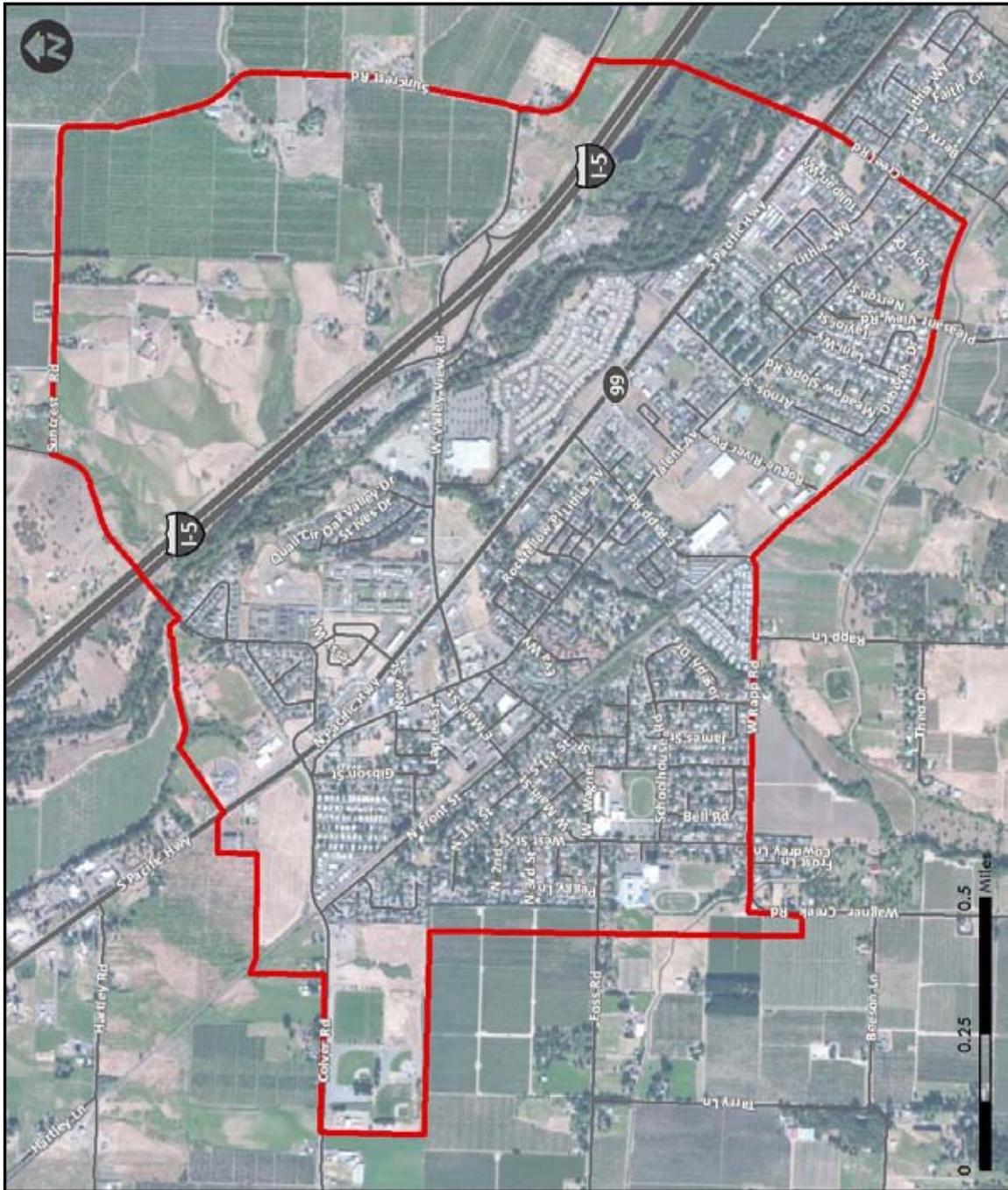
Figure 4 shows existing land use within the Study Area. The majority of the Study Area is within the City of Talent urban growth boundary (UGB), with predominantly urban uses. Adjacent to the interchange to the east, land use is primarily agricultural, with some rural residential. Immediately adjacent to the interchange to the west, the Bear Creek Greenway parallels Interstate 5 (I-5) and Lynn Newbry Park is located just south of West Valley View Road. Also along West Valley View Road to the west of the interchange there are commercial and industrial uses, including a recreational vehicle (RV) campground, gas station, truck stop, and motorcycle manufacturing plant. Some land along West Valley View Road is vacant or underused. Further west from the interchange, land use is primarily residential, with commercial uses near and along OR 99.

Figure 5 shows City of Talent and Jackson County Comprehensive Plan designations for the Study Area. East of the interchange, the Study Area is predominantly designated Agricultural Land, although land in the southeast quadrant of the interchange is designated Commercial. West of the interchange, land along Bear Creek is designated Parks and Greenway. Land adjacent to OR 99 and West Valley View Road is designated Commercial. High-Density Residential designations are concentrated around Talent Avenue and East Rapp Road, as well as on the north edge of the Study Area between OR 99 and I-5. The remainder of the Study Area is designated Low-Density Residential and Manufactured Home. On its western edge, the Study Area extends beyond the UGB to include four of the urban reserves in the Greater Bear Creek Valley Regional Plan.

Figure 6 shows City of Talent and Jackson County zoning for the Study Area. To the east of the interchange, most land is zoned Exclusive Farm Use. However, land in the Study Area south of West Valley View Road is zoned Rural Residential – 5 by Jackson County. To the west of the interchange, land nearest the interchange is zoned Interchange Commercial and Highway Commercial and land along West Valley View Road closer to OR 99 is zoned Highway Central Business District. The only land in the Study Area zoned for industrial use is west of Talent Avenue between East Rapp Road and Arnos Street. As Figure 6 shows, other land in the Study Area is zoned High-Density Residential, Mobile Homes, and Low-Density Residential.

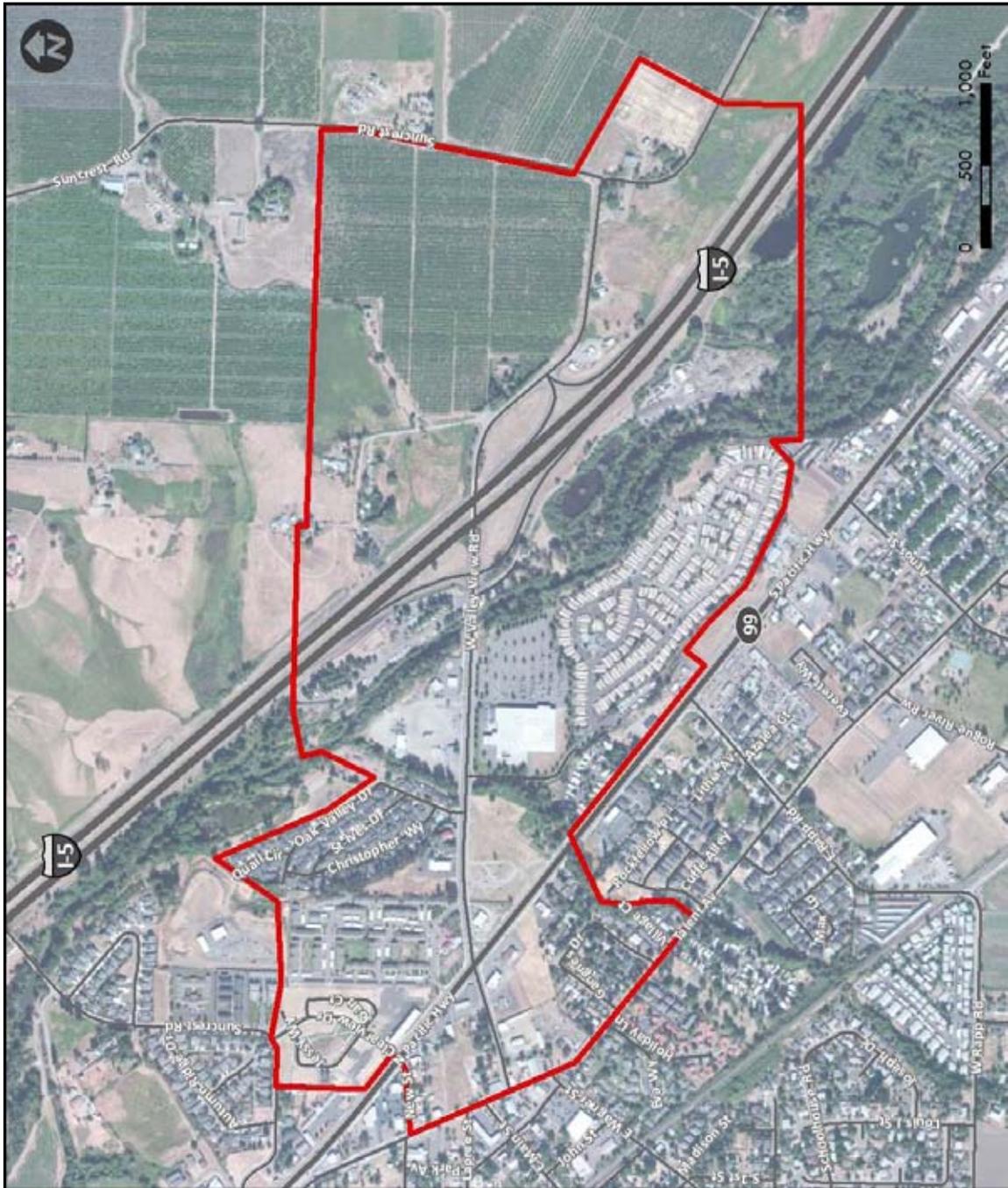
Within the Study Area, there are eight major areas of vacant and developable land, as shown in Figure 7. Table 1 lists the number of parcels and vacant acreage in each area.

Figure 1. Study Area



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Figure 2. Area of Social Impact



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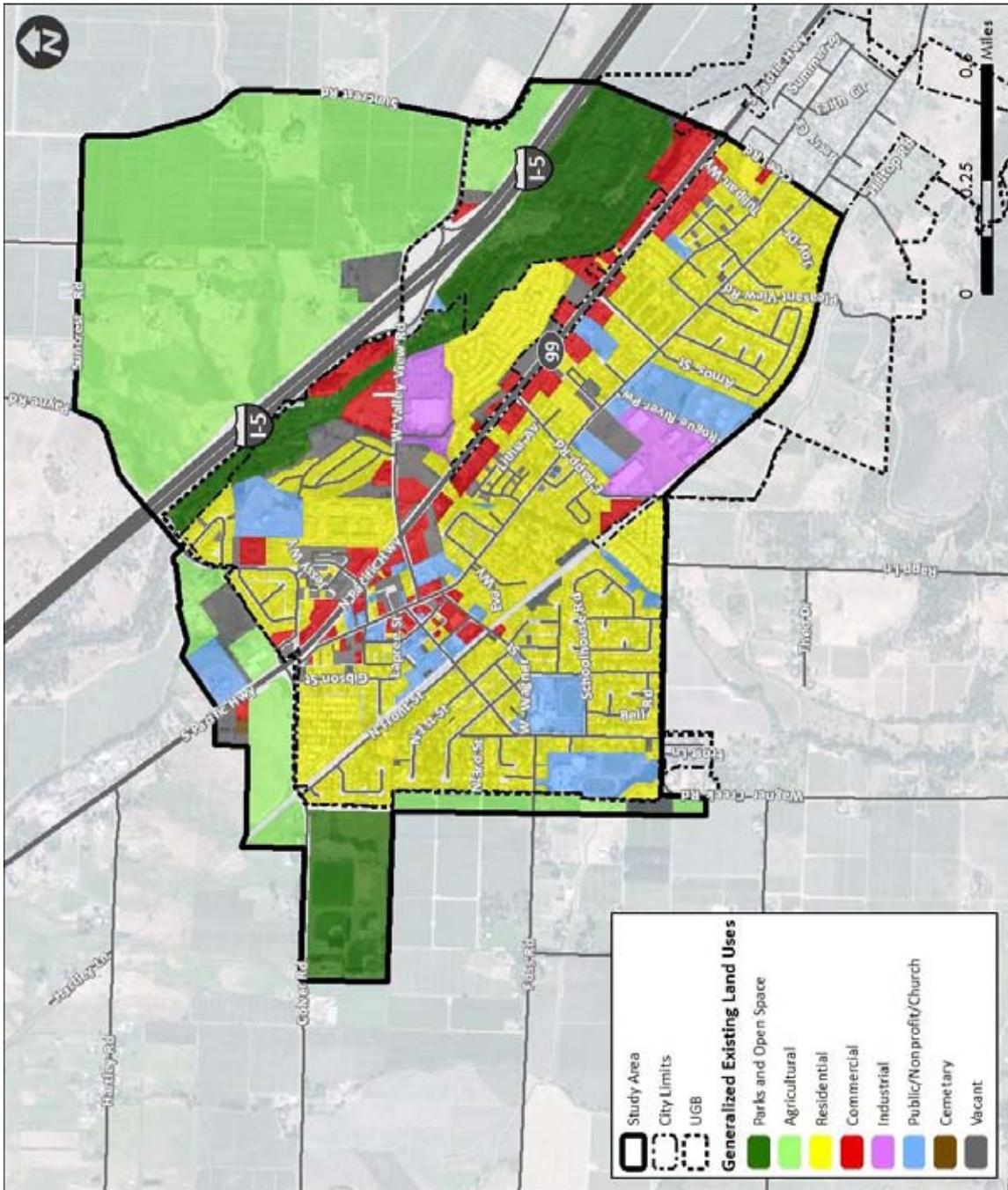
Figure 3. Area of Primary Impact



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Figure 4. Existing Land Use in the Study Area

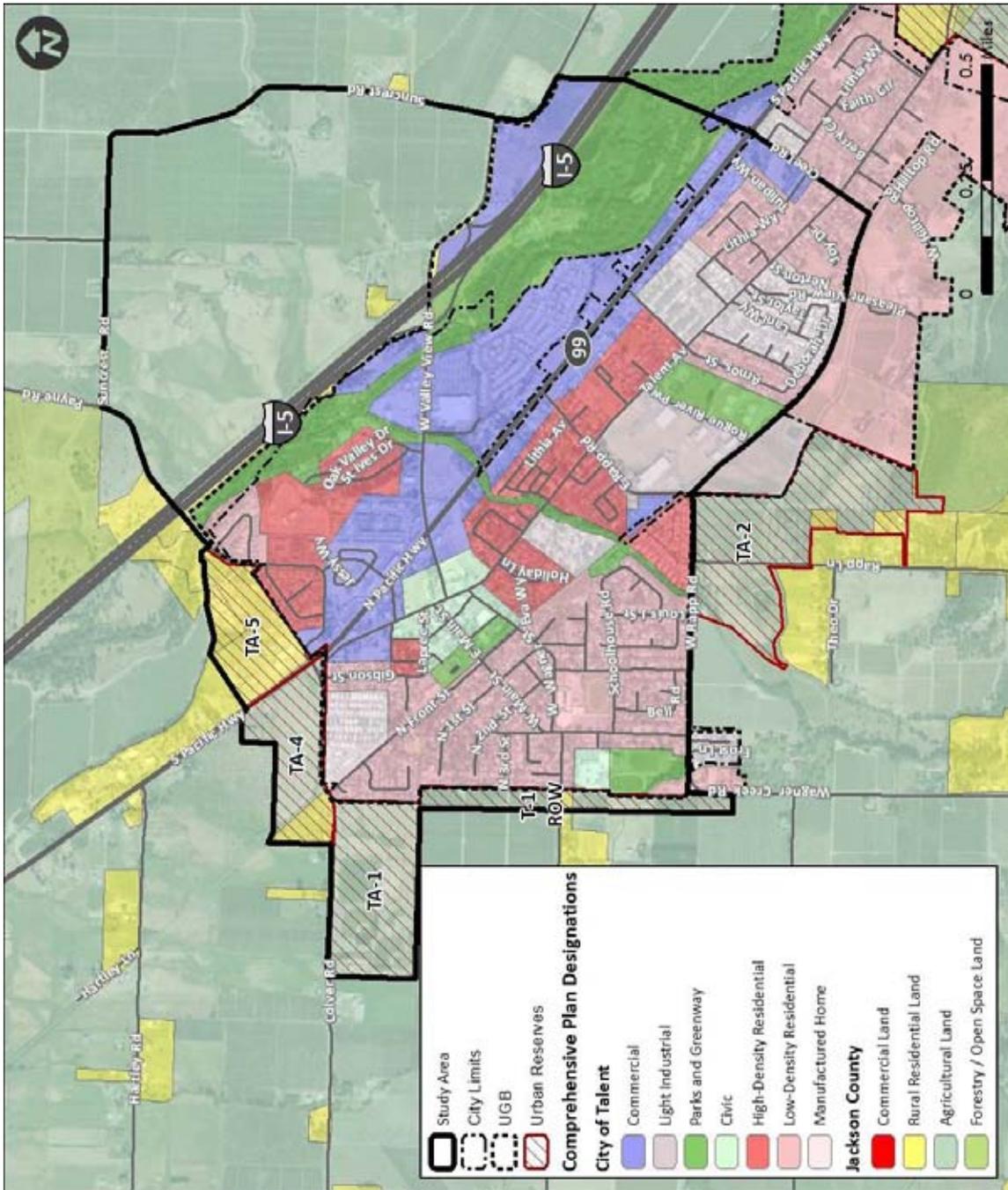


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Figure 5. Study Area Comprehensive Plan Designations

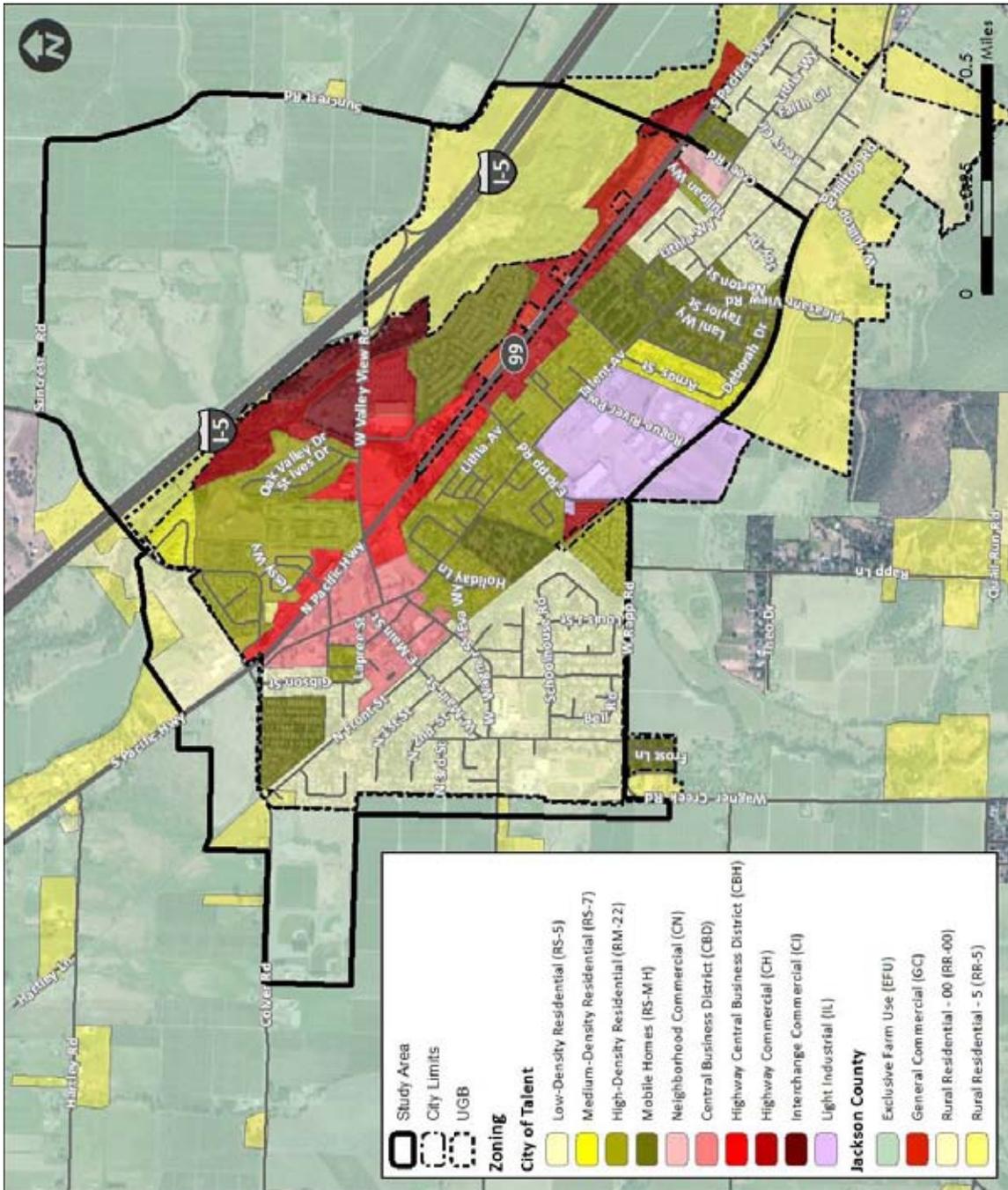


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Figure 6. Study Area Zoning

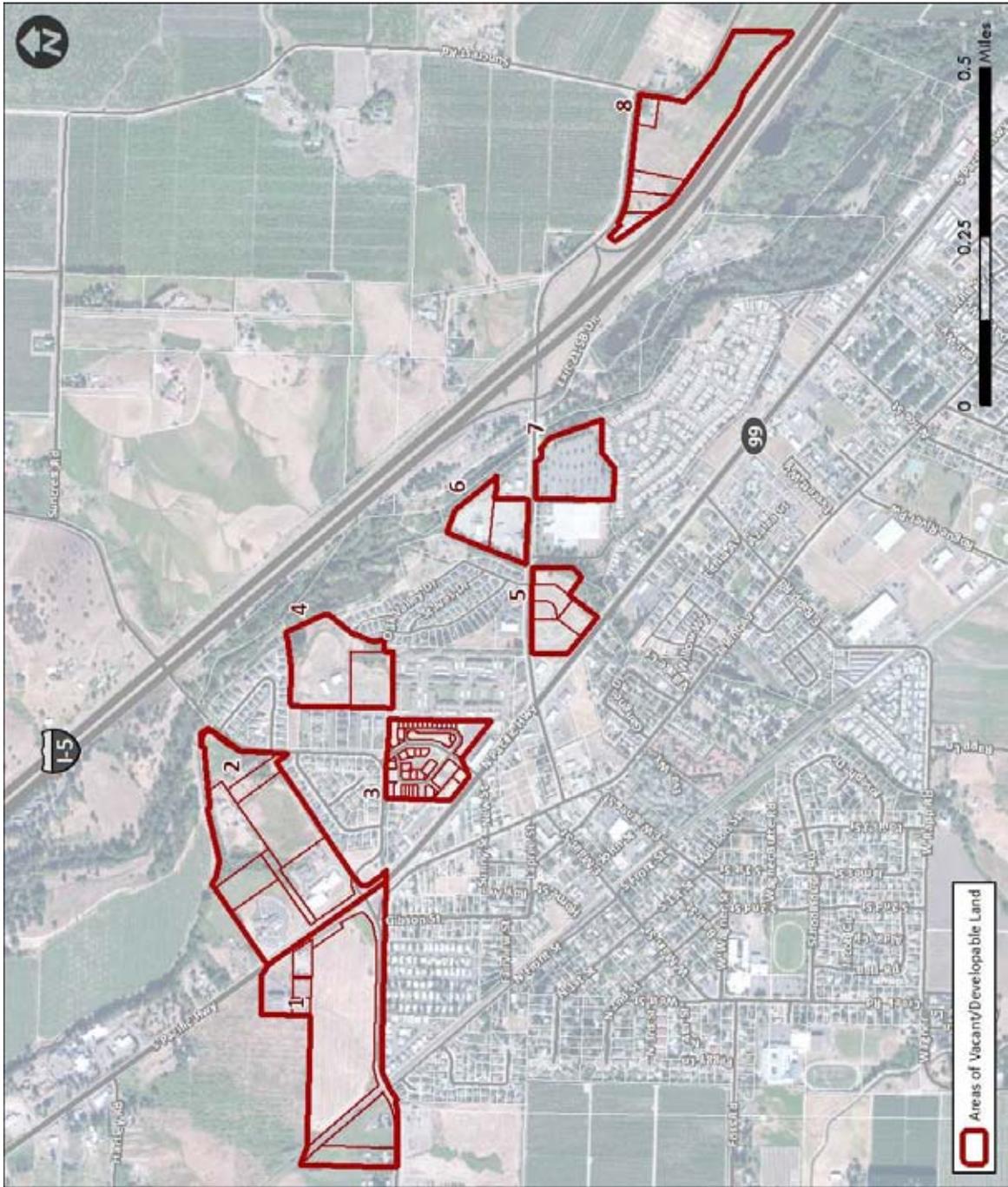


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Figure 7. Major Areas of Vacant and Developable Land in the Study Area



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**Table 1. Major Areas of Vacant  
and Developable Land in the  
Study Area**

<b>Area Number on Figure 7</b>	<b>Number of Parcels</b>	<b>Total Acreage</b>
1	8	24.5
2	8	23.0
3	40	5.56
4	2	11.07
5	6	7.76
6	2	5.61
7	1	6.73
8	5	16.90

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## **EXISTING TRANSPORTATION SYSTEM**

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### **STREET NETWORK**

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The Exit 21 Interchange is an urban interchange that functions as the main access to the City of Talent and provides access to back road routes to outlying areas of the City of Phoenix to the north and the City of Ashland to the south. The interchange ramps connect to West Valley View Road, which is classified as a major arterial west of I-5 and as a minor collector east of I-5. The function of West Valley View Road differs significantly east and west of the interchange because of the different land uses described above.

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West Valley View Road is a two-lane roadway from Suncrest Road to approximately 500 feet west of the southbound I-5 ramps, where it widens to five lanes, with sidewalks and bike lanes on both sides. Access points on both sides of I-5 are spaced irregularly, have varying widths and numerous cuts per property. The portion west of I-5 intersects with OR 99 and serves as the gateway to downtown Talent.

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Table 2 contains an inventory of the roads and streets in the API. Table 3 contains additional information for the higher order streets.

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The interchange layout has a gull-wing configuration east of I-5 at the northbound freeway ramp terminals and a half-diamond configuration west of I-5 at the southbound terminals. The northbound and southbound ramps are approximately 1,380 feet apart and are connected by a two-lane bridge over I-5 with no sidewalks or bike lanes. Both the northbound and southbound ramp terminals have single lane approaches to West Valley View Road and connect via stop-controlled intersections.

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A deficiency is that private driveways and public streets are too close to I-5 on/off ramp terminals.

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**Table 2. Roadways in the API**

Roadway/Highway Name	Jurisdiction	ODOT Functional Classification	City Functional Classification	County Functional Classification	Posted Speed (mph)	No. of Lanes
I-5 (Pacific Highway No. 1)	ODOT	Interstate Hwy, NHS, FR, TR	-	-	65	4
I-5 Northbound & Southbound Ramps	ODOT	Interstate Hwy, NHS, FR, TR	-	-	-	1
West Valley View Road east of I-5 NB Ramps	Jackson County	-	-	Rural Minor Collector	55	2
West Valley View Road Between SB and NB Ramps	ODOT	Urban Minor Arterial	-	-	55	2
West Valley View Road west of I-5	City of Talent	-	Major Arterial	-	40	3-5
OR 99	ODOT	District Highway	-	-	40	5
Suncrest Road	Jackson County	-	-	Rural Minor Collector	55	2
Mountain View Dr.	City of Talent	-	Private Street	-	-	-
Oak Valley View Dr.	City of Talent	-	Private Street	-	-	-
Siskiyou View	City of Talent	-	Private Street	-	-	-

Note: NHS: National Highway System; FR: Freight Route; TR: Truck Route

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**Table 3. API Arterial and Collector Characteristics**

Roadway/Highway	Section	Pavement Type/Width (ft)/Condition	Shoulder Type	ROW Width (ft)	No. of Lanes/Lane Widths (ft)	Medians Type/Width (ft)
West Valley View Road	South of Suncrest Road intersection	Asphalt/22/good	Gravel	40	2/11	None
	Suncrest Road to I-5 NB ramps	Asphalt/22/good	Gravel	60	2/11	None
	I-5 NB ramps to bridge	Asphalt/24/good	Asphalt	60	2/12	None
	Bridge to I-5 SB ramps	Asphalt/22/excellent	Asphalt	50	2/11	None
	I-5 SB ramps to Siskiyou View Dr.	Asphalt/58/excellent	Asphalt	60	3/11-16	None
	Siskiyou View to Hinkley Road	Asphalt/60-66/excellent	Curb	60-66	4-5/11	None
	Hinkley Road to Mountain View	Asphalt/66/excellent	Curb	80	5/11	None
	Mountain View to Oak Valley Dr.	Asphalt/54-66/excellent	Curb	72-80	4-5/11	None
OR 99	Oak Valley to OR 99	Asphalt/54-58/excellent	Curb	66	4/11	None
	South of West Valley View Road	Asphalt/72/excellent	Curb	72	5/12	Concrete/6
Suncrest Road	North of West Valley View Road	Asphalt/72 / excellent	Curb	72	5/12	Concrete/6
	North of West Valley View Road	Asphalt/22/good	Gravel	40	2/11	None

1 **ACCESSES**

2 An access inventory was obtained from aerial photography and site visits. The  
3 following information includes public street intersections, as well as both public and  
4 private access points to businesses and residences. Thirty-eight access points were  
5 identified (26 west of I-5 and 12 east of I-5).

6 Figure 8 shows existing access locations. Table 4 corresponds to the figure and  
7 provides details for all approaches in the API, including type of use, width, side of  
8 road, tax lot information, and distance to the next access point. Access spacing is  
9 measured along the same side of the roadway.

10 The spacing between the northbound and southbound ramp terminals is 1,380 feet,  
11 which meets the Oregon Department of Transportation (ODOT) spacing standard of  
12 1,320 feet (1/4 mile) in the Oregon Highway Plan (OHP). Other access points along  
13 West Valley View Road, however, do not meet ODOT spacing standards. Two  
14 driveways (one on each side of West Valley View Road) west of I-5 are within 160  
15 feet of the southbound ramp terminals, and another driveway east of I-5 is within  
16 150 feet of the northbound off ramp. Numerous driveways and private street  
17 intersections within a 1/4 mile of the ramp terminals fail to meet ODOT spacing  
18 standards. The City of Talent Transportation System Plan (TSP) contains  
19 recommended access management guidelines by roadway functional classification  
20 and appropriate adjacent land use type. Table 7-4 in the TSP indicates a spacing  
21 standard of 500 feet within a 35-50 mile per hour zone for major arterials, but most  
22 accesses along West Valley View Road do not currently meet this standard.

23 **BRIDGES**

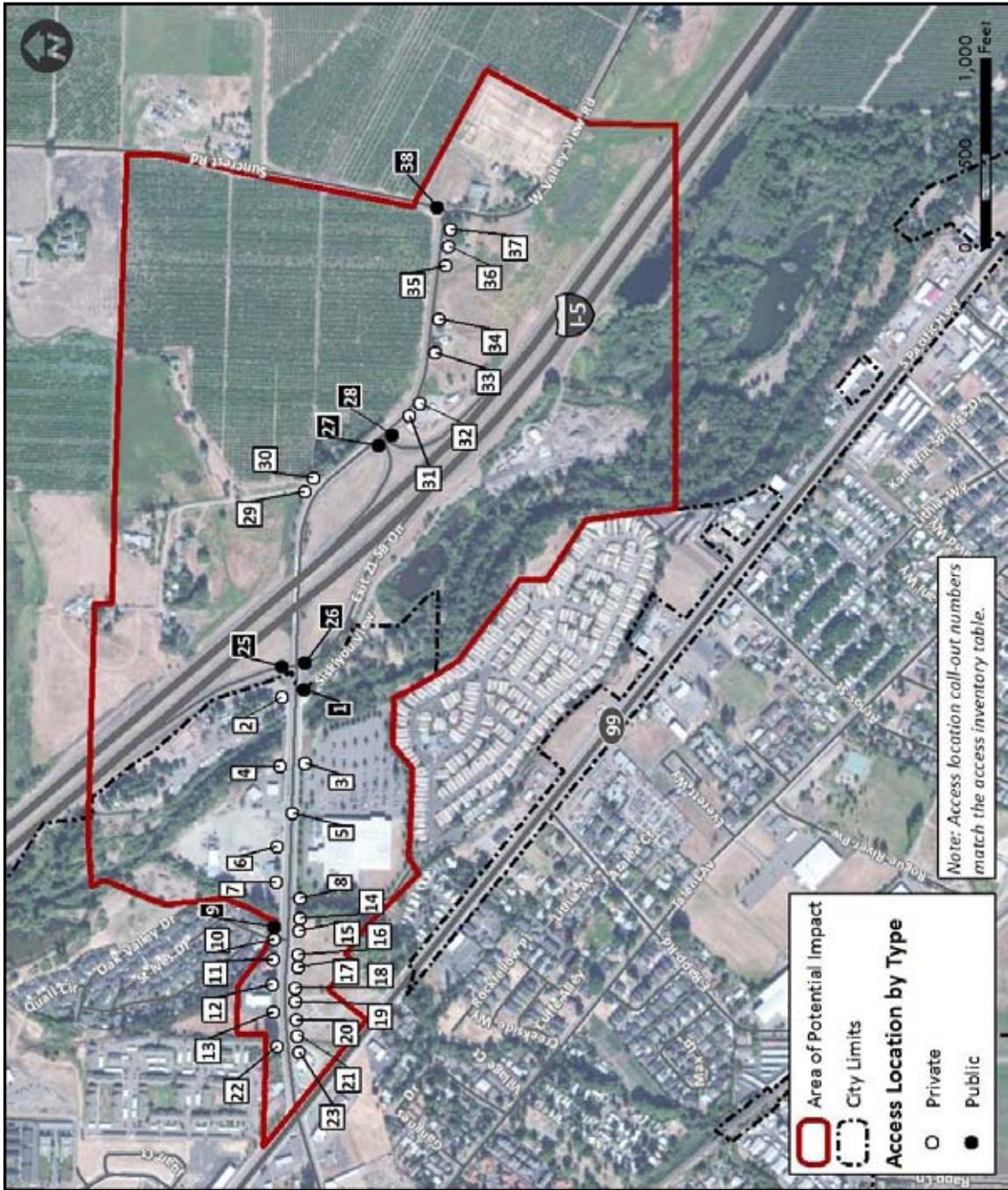
24 Table 5 profiles the West Valley View Road Bridge over I-5 at the Exit 21  
25 Interchange. The sufficiency rating is the product of a complex formula that takes  
26 into account four separate factors to obtain a numeric value rating of the ability of a  
27 bridge to service demand. A sufficiency rating of 100 would represent an entirely  
28 sufficient bridge and zero percent would represent an entirely insufficient or  
29 deficient bridge. Bridges with a sufficiency ration of 50 or less are eligible for  
30 replacement.

31 Two additional elements are used to rate bridge conditions: structural deficiency  
32 and functional obsolescence. Structural deficiency is determined based on the  
33 condition rating for the deck, superstructure, substructure, or culvert and retaining  
34 walls. It may also be based on the appraisal rating of the structural condition or  
35 waterway adequacy. Functional obsolescence is determined based on the appraisal  
36 rating for the bridge deck geometry, under-clearances, and approach roadway  
37 alignment. It may also be based on the appraisal rating of the structural conditions  
38 or waterway adequacy.

39 The West Valley View Road Bridge is shown in Table 5 to be functionally obsolete  
40 with fair to good structural condition.

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Figure 8. API Accesses



**Table 4. West Valley View Road Access Inventory**

ID	Public vs Private/Type	Site Use	Distance to Nearest Access (ft)	Access Road Width (ft)	Tax Lot Number	Traffic Control
<b>West of I-5 SB Ramps</b>						
1	Public/Street - Park	Siskiyou View Newbry Park	160	62	381W24C TL 1400	Stop Controlled
2	Private/Commercial	American RV Resort	160	44	381W24C TL 1700	Stop Controlled
3	Private/Commercial	Brammo RIRO	272	54	381W23D TL 1900	Stop Controlled
4	Private/Commercial	Chevron	240	44	381W23D TL 100	Stop Controlled
5	Public/Street	Hinkley Rd	190	64	-	Signal
6	Private/Commercial	Talent	185	100	381W23D TL 201	None
7		Truck Stop	74	100		
8	Private/Residential	Mountain View Estates	74	62	-	Stop Controlled
9	Public/Easement	Wagner Creek Maintenance	90	24	381W23D TL 102	Stop Controlled
10	Private/Street	Oak Valley	90	28	-	Stop Controlled
11	Private/Commercial	Country Store	112	28	381W23DD TL 3300	None
12	Private/Commercial	Talent Plaza	118	25	381W23DD TL 3202	None
13			190	28		
14	Private/Commercial	Organic Grind Coffee Stand	90	22	381W23D TL 1206	None
15			100	22		
16			22	22	381W23D TL 1203	None
17			22	22		
18			22	22	381W23D TL 1204	None
19			22	22		
20			100	37	381W23D TL 1200	None
21			40	22		
22	Private/Residential	Anjou	190	45	381W23D TL 800, 901	None
23	Private/Commercial	Suntym Pools	40	22	381W23D TL 1000, 1100	None
24	Public/Street	OR 99	370	72	-	Signal
<b>I-5 Ramp Terminals</b>						
25	Public/Street	I-5 SB Off Ramp	160	60	-	Stop Controlled
26		I-5 SB On Ramp		125		
27	Public Street	I-5 NB On Ramp	62	56	-	Stop Controlled
28		I-5 NB Off Ramp	62	47		

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**Table 4. West Valley View Road Access Inventory (continued)**

ID	Public vs Private/Type	Site Use	Distance to Nearest Access (ft)	Access Road Width (ft)	Tax Lot Number	Traffic Control
<b>East of NB Ramps</b>						
29	Private/Residential	Residential	44	55	381W24C TL 400	None
30	Private/Residential	Residential	44	55	381W24C TL 800	None
31	Private/Commercial	Oil	60	90	381W24C	None
32			60	18	TL 900	None
33	Private/Residential	Residential	170	65	381W24C	None
34			170	24	TL 1100	
35	Private/Residential	Residential	100	36	381W25A	None
36			45	32	TL 600	
37			45	12		
38	Public/Street	Suncrest Road	125	80	-	Stop Controlled

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**Table 5. Profile of the West Valley View Road Bridge Over I-5 at the Exit 21 Interchange**

Milepost	Bridge #	Name	Year Built	Length (ft)	Sufficiency Rating	Structural Condition	Deficiencies
21	08681	Valley View Rd Conn #2 over Hwy 1	1962	358	71.1	Deck: Satisfactory Superstructure: Fair Substructure: Good	Functionally Obsolete

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Note: From ODOT's Trans GIS web site at <https://gis.odot.state.or.us/transgis/> and the ODOT 2014 Bridge Log at <http://www.oregon.gov/ODOT/HWY/BRIDGE/docs/brlog.pdf>.

7 **BICYCLE AND PEDESTRIAN NETWORK**

8 Almost the entire stretch of West Valley View Road from OR 99 to I-5 includes  
 9 sidewalks and marked bike lanes and no on-street parking. Sidewalks and street  
 10 lights have been added along vacant parcel frontages to close gaps and create a  
 11 continuous path to the Bear Creek Greenway. The sidewalks and bike lanes on the  
 12 west side of I-5 are in good to excellent condition. Both bike lanes and sidewalks end  
 13 at Siskiyou View Road, just west of I-5. From Siskiyou View Road east, West Valley  
 14 View Road has neither sidewalks nor bike lanes and is difficult to walk or bike along  
 15 because of meandering shoulders of various widths and condition. Table 6 provides  
 16 a summary of these facilities. Figure 9 shows existing bicycle and pedestrian  
 17 improvements.

**Table 6. Bicycle and Pedestrian Facilities in the API**

Location	Segment	Bicycle Facilities		Pedestrian Facilities		On-Street Parking	Crosswalks
		Type	Width (ft)	Type	Width (ft)		
West Valley View Road	East of I-5	None	-	None	-	No	No
	I-5 to Siskiyou View	None	-	None	-	No	No
	Siskiyou View to Hinkley	Lane	6	Sidewalk	5-7	No	Yes (At Hinkley)
	Hinkley Road to Mountain View	Lane	4	Sidewalk	5	No	No
	Mountain View to Oak Valley	Lane	4	Sidewalk	5	No	No
	Oak Valley to OR 99	Lane	4	Sidewalk	5	No	Yes (At OR 99)
OR 99	ODOT	Lane	6	Sidewalk	6	No	Yes
Suncrest Road	Jackson County						No
Oak Valley View Drive	Private	None	-	Sidewalk	5	Yes	No
Mountain View Drive	Private	None	-	Sidewalk	5	Yes	No
Hinkley Road	Private	None	-	None	-	Yes	Yes
Siskiyou View	Private	None	-	None	-	No	No

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3 Two locations along West Valley View Road likely draw bicyclists and pedestrians.  
4 One is the Chevron service station, due to its proximity to the Bear Creek Greenway.  
5 The other is Talent Plaza, which includes an assortment of retail and office uses that  
6 are within walking/biking distance of residential subdivisions in the surrounding  
7 area. Figure 9 shows the locations of the Chevron service station and Talent Plaza.

8 Deficiencies include a lack of curb, gutter, sidewalks, or bike lanes on West Valley  
9 View Road from Siskiyou View Road to Suncrest Road.

## 10 PUBLIC TRANSIT SERVICES

11 The Rogue Valley Transportation District (RVTD) serves the Talent area with fixed-  
12 route bus service and on-demand services. RVTD Route 10 connects Talent to the  
13 Cities of Phoenix, Medford, Central Point, and Ashland via OR 99. In Talent, Route 10  
14 follows Talent Avenue, which is west of OR 99.

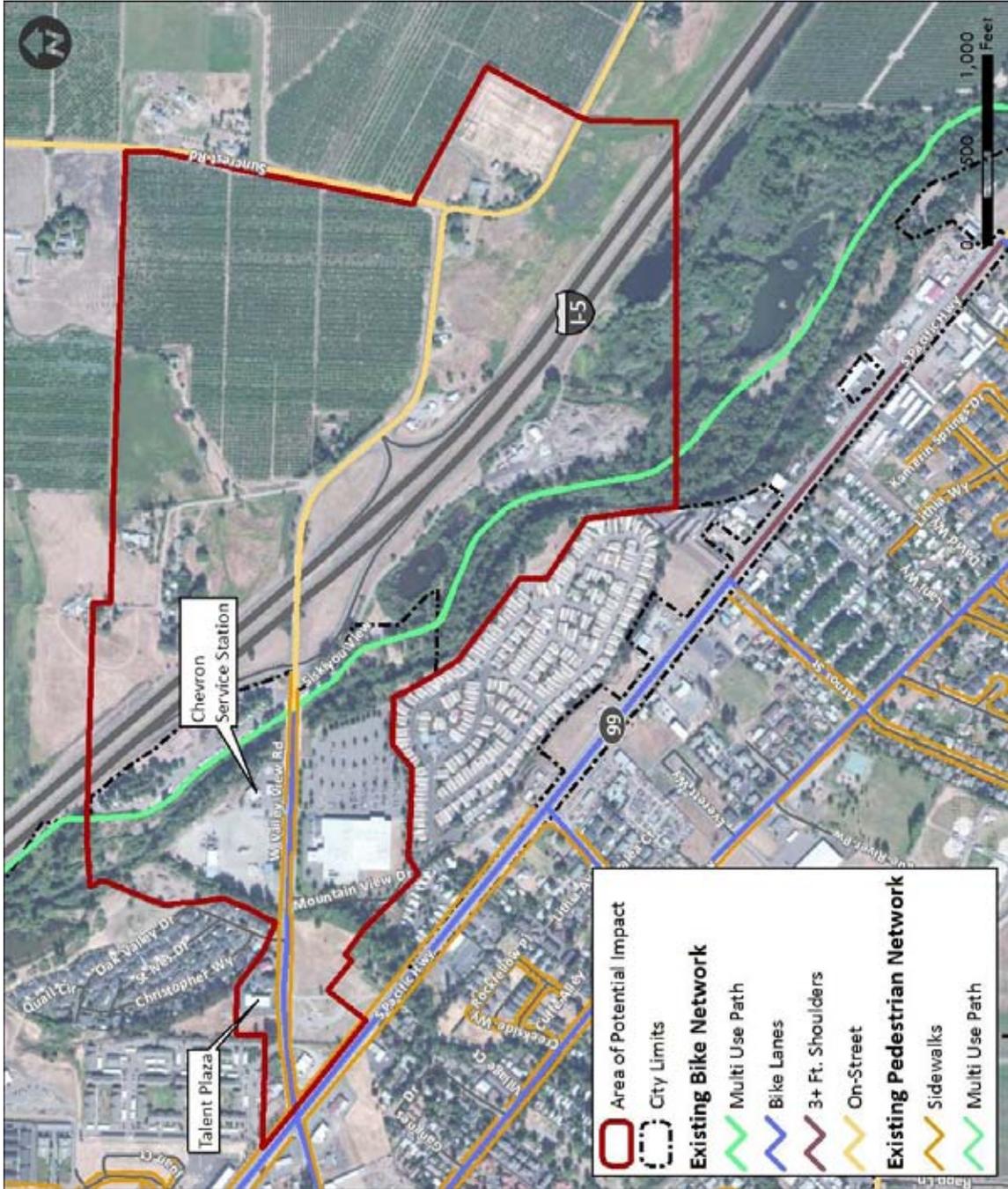
## 15 RAILWAYS

16 The Central Oregon and Pacific rail lines run north and south through Talent about  
17 1,900 feet west of OR 99. There are seven at-grade street crossings within the city  
18 limits and UGB. None are located within the API.

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Figure 9. Existing Bicycle and Pedestrian Improvements



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1                   **RACIAL AND ETHNIC MINORITIES, LOW-INCOME**  
2                   **PERSONS, THE PHYSICALLY AND MENTALLY**  
3                   **DISABLED, AND THE ELDERLY**

4     Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race,  
5     color, and national origin in programs and activities receiving federal financial  
6     assistance. Executive Order 12898, entitled Federal Actions to Address  
7     Environmental Justice in Minority Populations and Low-Income Populations,  
8     requires agencies undertaking federally funded projects to identify low-income and  
9     minority populations, ensure their participation in the decision-making process, and  
10    avoid disproportionately high and adverse impacts on them. Under the Americans  
11    with Disabilities Act, federally funded projects must provide to persons with  
12    disabilities the same degree of convenience, accessibility, and safety available to the  
13    general public. Policy 1.2, Equity, Efficiency and Travel Choices, of the Oregon  
14    Transportation Plan, states, “It is the policy of the State of Oregon to promote a  
15    transportation system with multiple travel choices that are easy to use, reliable,  
16    cost-effective and accessible to all potential users, including the transportation  
17    disadvantaged.” The transportation disadvantaged are defined as “those individuals  
18    who have difficulty in obtaining transportation because of their age, income,  
19    physical or mental disability.” Taken together, these laws and policies protect racial  
20    and ethnic minorities, low-income persons, the physically and mentally disabled,  
21    and the elderly.

22    The ASI is believed to contain a population of low-income persons who live in the  
23    American RV Resort located next to the Exit 21 Interchange and populations of  
24    elderly persons living in the Oak Valley Planned Community and Mountain View  
25    Estates subdivisions (Figure 10). This is based on the use of dilapidated RVs for  
26    permanent housing at the American RV Resort and the signs at the entrances to both  
27    subdivisions, which identify them as for residents 55 years of age or older. Housing  
28    conditions in the rest of the ASI do not suggest other concentrations of low-income  
29    or elderly populations. As described in the remainder of this section, the boundaries  
30    of the areas used by the U.S. Bureau of the Census to report data limit the data’s  
31    usefulness for identifying protected populations in the ASI. However, the data does  
32    not suggest the presence of concentrations of minority populations in the ASI. Based  
33    on consultations with the Jackson County Public Health Division and Oregon  
34    Department of Human Services data bases, there do not appear to be any facilities  
35    serving the elderly or disabled, such as adult foster care homes, in the ASI.

36    The ability to draw inferences about the ASI from U.S. Bureau of the Census data is  
37    limited because the ASI boundaries do not align with Census bureau enumeration  
38    area boundaries. As shown in Figure 11, the ASI contains portions of census block  
39    groups (BGs) 1, 3, and 4 of Census Tract (CT) 17. BG 1 of CT 24 also intersects the  
40    ASI, but statistics for it are not reported here. This is because BG 1 of CT 24 is  
41    sparsely populated and its population is concentrated at the north end in the  
42    vicinity of Phoenix. All BGs referenced below are in CT 17.

1 Census statistics are consistent with concentrations of the elderly in the Oak Valley  
 2 Planned Community and Mountain View Estates. As shown in Table 7, the  
 3 population of BG 1 has around the same median age (41) as the state (38) and  
 4 Jackson County (42). However, BG 1 has a higher percentage population age 65 or  
 5 older (22 percent) than both the state (14 percent) and Jackson County (18  
 6 percent). The median age in BG 3 is much higher (58) than that of the state and  
 7 Jackson County. In addition, the percentage of population 65 and over is  
 8 considerably higher (40 percent). However, the population of BG 4 is, on average,  
 9 younger (median age of 37) than the state and Jackson County. In addition, the  
 10 percentage of the population 65 or older is lower (13 percent) than the state and  
 11 Jackson County.

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**Table 7. Population By Age**

Geographic Area	Total Population	Median Age	Under 18		65 and Older	
			Pop.	%	Pop.	%
<i>Oregon</i>	3,831,074	38	866,453	23	533,533	14
<i>Jackson County</i>	203,206	42	44,312	22	35,834	18
<i>Area of</i>						
<i>Social</i>						
<i>Impact</i>						
<i>CT 17 BG 1</i>	1,672	41	296	18	362	22
<i>CT 17 BG 3</i>	586	58	72	12	233	40
<i>CT 17 BG 4</i>	2,895	37	722	25	374	13

Source: U.S. Census Bureau, 2010 Decennial Census. Table P12, Sex by Age.

13

14 A “low-income” individual is a person whose household income is at or below the  
 15 poverty levels defined in U.S. Department of Health and Human Services guidelines.  
 16 Poverty levels vary depending on the number of adults and children in a household.  
 17 Data on the low-income populations of the ASI BGs are limited by the statistical  
 18 reliability issues of the American Community Survey. CT 17 is estimated to have a  
 19 slightly higher percent low income population (18 percent) than the state (16  
 20 percent) and Jackson County (17 percent). While low-income data for BG 3 were not  
 21 statistically reliable, BG 1 and BG 4 are estimated to have percent low-income  
 22 populations similar to the state and Jackson County (both 17 percent), suggesting  
 23 that the higher low-income population of CT 17 is likely concentrated in BG 3. Table  
 24 8 summarizes low-income population data for the ASI BGs.

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Figure 10. Areas of Concentrated Elderly and Low-Income Populations

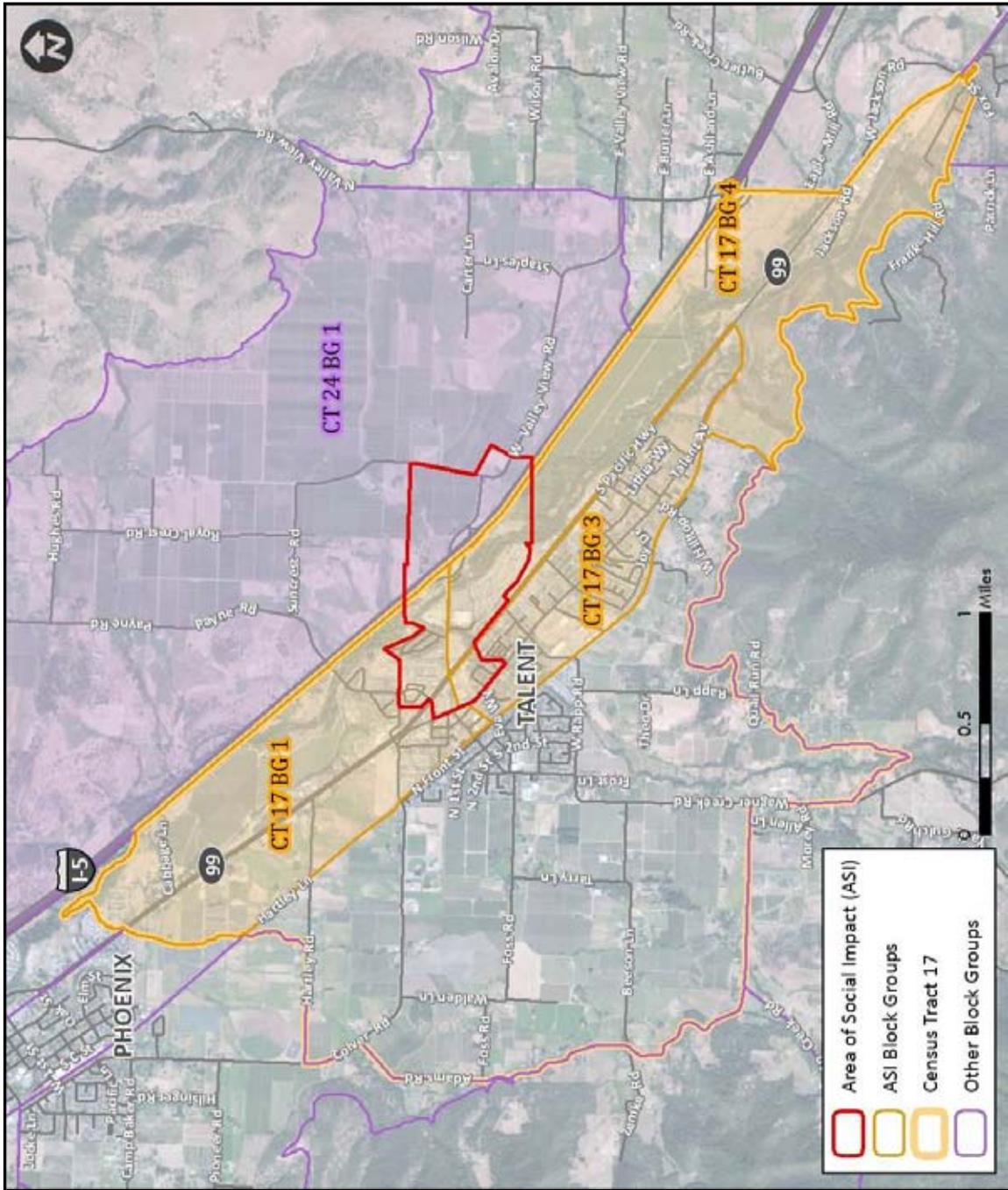


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Figure 11 Area of Social Impact Census Block Groups



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**Table 8. Low-Income Population**

Geographic Area	Est. Total Population (MOE)	Income at or below Federal Pov. Level	
		Est. Pop. (MOE)	Est. %
<i>Oregon</i>	3762697 (1244)	584059 (9609)	16
<i>Jackson County</i>	201153 (364)	33346 (2104)	17
<i>Area of Social Impact Block</i>			
<i>CT 17</i>	7225 (323)	1328 (412)	18
<i>CT 17 BG 1</i>	1512 (389)	253* (154)	17
<i>CT 17 BG 3</i>	421 (93)	NSR	NSR
<i>CT 17 BG 4</i>	3238(417)	562* (325)	17

Note: 1. The total population for these data is the population for which poverty status is determined. This differs from the total population reported in Table 9 above because this data comes from the 2008-2012 American Community Survey 5-Year Estimates, which is based on a sample of the total population, while the data in Table 9 comes from the 2010 Decennial Census, which is a 100 percent count.

2. American Community Survey data is based on a sample of the total population, so there is a range of uncertainty in the data. There are substantial margins of error (MOE) for smaller geographies, such as block groups. All published American Community Survey MOEs are based on a 90 percent confidence level. The MOE can be interpreted roughly as providing a 90 percent probability that the interval defined by the estimate minus the margin of error and the estimate plus the margin of error (the lower and upper confidence bounds) contains the true value. There is no MOE for decennial census data since it is based on a 100 percent count rather than a sample.

3. The MOE provided by the U.S. Census Bureau can be used to calculate coefficients of variation (CV). The CV provides an indication of the reliability of the American Community Survey data. CVs less than 15 percent are considered generally statistically reliable. Estimates that have a CV between 15 percent and 30 percent are somewhat less reliable and are noted with an asterisk (\*). CVs above 30 percent are considered not statistically reliable (NSR).

Sources: U.S. Census Bureau. 2012. American Community Survey 2008-2012 5-Year Estimates. Table S1701 Poverty Status in the Past 12 Months and B17021 Poverty Status of Individuals in the Past 12 Months by Living Arrangement.

2

3 Based on the 2010 Decennial Census, combined, the ASI BGs have a higher percent  
 4 minority population (22 percent) than Jackson County (16 percent), but similar to  
 5 the state as a whole (22 percent). BG 4 has a much higher percent minority  
 6 population than Jackson County (27 percent), while BG 1 is only slightly higher (18  
 7 percent) and BG 3 is significantly lower (12 percent). In all ASI BGs, the minority  
 8 population is predominantly Hispanic or Latino. Table 9 provides a summary of race  
 9 and ethnicity data for the ASI BGs.

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**Table 9. Population By Race and Ethnicity**

Geographic Area	Total Population	Black or African American		American Indian and Alaska Native		Asian		Native Hawaiian and Other Pacific		Some Other Race		2 or More Races		Hispanic or Latino (of any race)		Total Minority Population		Non-minority Population (White, Not Hispanic or)		
		Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	
Oregon	3,831,074	64,984	1.7	42,706	1.1	139,436	3.6	12,697	0.3	5,502	0.1	109,839	3	450,062	12	825,226	22	3,005,848	78	
Jackson County	203,206	1,227	0.6	1,874	0.9	2,304	1.1	562	0.3	229	0.1	5,242	3	21,745	11	33,183	16	170,023	84	
ASI Block Groups	Combined ASI BGs	5,153	37	0.7	55	1.1	45	0.9	11	0.2	8	0.2	141	3	845	16	1,142	22	4,011	78
	CT 17 BG 1	1,672	24	1.4	31	1.9	14	0.8	6	0.4	2	0.1	50	3	169	10	296	18	1376	82
	CT 17 BG 3	586	1	0.2	5	0.9	7	1.2	0	0.0	0	0.0	19	3	40	7	72	12	514	88
	CT 17 BG 4	2,895	12	0.4	19	0.7	24	0.8	5	0.2	6	0.2	72	2	636	22	774	27	2121	73

Source: U.S. Census Bureau. 2010. 2010 Decennial Census. Table DP-1 Profile of General Population and Housing Characteristics.

2

3 The Americans with Disabilities Act defines a disabled person as a person who has a  
 4 physical or mental impairment that substantially limits one or more major life  
 5 activities, has a record of such impairment, or is perceived by others as having such  
 6 impairment. American Community Survey estimates of disabled population<sup>1</sup> within  
 7 the ASI are not statically reliable at the block group level. CT 17 is estimated to have  
 8 a higher percent disabled population (18 percent) than the state (14 percent) and  
 9 Jackson County (16 percent). BG 3 is likely to have a high percent population with a  
 10 disability given the high concentration of residents 65 or over (40 percent), who are  
 11 more likely to have a disability. Table 10 summarizes ACS disability estimates for  
 12 the ASI.

13

**Table 10. Disabled Population**

Geographic Area	Est. Total Population (MOE)	Population with a Disability		
		Est. Pop. (MOE)	Est. %	
Oregon	3796881 (426)	511297 (4669)	14	
Jackson County	202450 (218)	32259 (1208)	16	
Area of Social Impact Block	CT 17	7277 (322)	1318 (270)	18
	CT 17 BG 1	NSR	NSR	NSR
	CT 17 BG 3	NSR	NSR	NSR
	CT 17 BG 4	NSR	NSR	NSR

Note: 1. The total population for these data is the population for which disability status is determined. This differs from the total population reported in Table 9 above because this data comes from the 2008-2012 American Community Survey 5-Year Estimates, which is based on a sample of the total population, while the data in Table 9 comes from the 2010 Decennial Census, which is a 100 percent count.

Sources: U.S. Census Bureau. 2012. American Community Survey 2008-2012 5-Year Estimates. Table B18101 Sex By Age By Disability Status

14

<sup>1</sup> The American Community Survey covers six disability types: hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and independent living difficulty. ACS respondents who report any one of the six disability types are considered to have a disability.

1

## ENVIRONMENTAL CONDITIONS

2 Existing environmental conditions within the API were assessed to identify  
3 potential constraints to the improvements proposed by the IAMP. This section  
4 summarizes the results of a desktop review; information was obtained primarily  
5 from published documents and maps, agency websites, and geographic information  
6 system data.

## 7 STATEWIDE PLANNING GOAL 5 RESOURCES

8 Statewide Planning Goal 5 requires cities and counties to protect natural resources  
9 and conserve scenic and historic areas and open spaces. The API includes two Goal 5  
10 resources, a segment of the Bear Creek Greenway and Lynn Newbry Park, which is  
11 part of the Bear Creek Greenway. City of Talent policy protects the Park and  
12 Greenway. Policy 1 of the parks element of the Talent Comprehensive Plan states, “It  
13 is the policy of the City of Talent to preserve and enhance the quality of its existing  
14 parks and recreation resources.”<sup>2</sup> The Talent Comprehensive Plan does not identify  
15 any historic resources in the API.<sup>3</sup> The Jackson County API lists no Goal 5 Resources  
16 in the API.<sup>4</sup>

## 17 FLOODPLAINS

18 The Federal Emergency Management Agency (FEMA), acting through local planning  
19 agencies, regulates development within floodplains. FEMA defines the base  
20 floodplain as the area having a 1 percent chance of being flooded in any given year,  
21 or “100-year floodplain.” FEMA-designated 100-year floodplain boundaries within  
22 the API are shown on Figure 11.<sup>5</sup> Bear Creek parallels I-5 diagonally across the API.  
23 Wagner Creek flows into the API from the southwest and enters Bear Creek near the  
24 northern boundary of the API. Both Bear Creek and Wagner Creek have mapped  
25 100-year floodplains. The City of Talent requires a planning review for development  
26 within the base floodplain as defined by FEMA. Similarly, Jackson County requires  
27 review and approval before construction within floodplains and regulates  
28 development within riparian areas.

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<sup>2</sup> City of Talent, Talent Comprehensive Plan, Element B, Parks, Recreation, Open Space and Urban Forestry, undated, p. 4.

<sup>3</sup> Ibid., Element A, The History of Talent and Historic Preservation Policies And Strategies, undated.

<sup>4</sup> Jackson County, Comprehensive Plan, Chapter 16, Natural And Historic Resources, as amended June 29, 2008, and Goal 5 Resources Background Document (Open Spaces, Scenic and Natural Areas, and Historic Resources), 1990.

<sup>5</sup> Federal Emergency Mapping Agency, 2011. Flood Insurance Rate Map 41029C182F. Available online at <https://msc.fema.gov/webapp/wcs/stores/servlet/MapSearchResult?storeId=10001&catalogId=10001&langId=-1&panelIDs=41029C2182F&&Type=pbp&nonprinted=&unmapped=>. Accessed March 5, 2014.

1 **WETLANDS**

2 The Oregon Wetlands geographic database compiles wetland data from several  
3 sources, including the U.S. Fish and Wildlife Service National Wetland Inventory and  
4 approved local wetland inventories. Oregon Wetlands maps numerous wetlands  
5 within the API (Figure 11).<sup>6</sup> Wetlands west of I-5 are generally located along Bear  
6 Creek and are primarily associated with historical sand and gravel mining activity.  
7 Wetlands east of the highway appear to be associated with irrigation water  
8 returning from Jeffrey Creek and associated laterals.

9 The U.S. Department of Agriculture Natural Resources Conservation Service (NRCS)  
10 soil survey for Jackson County shows the majority of the API underlain by  
11 moderately to excessively well-drained soils, which are not considered hydric by the  
12 NRCS.<sup>7</sup> Hydric soil is mapped in the southeast corner of the API (Figure 12).

13 Two perennial streams and one intermittent stream flow within the API. Bear Creek,  
14 a perennial stream and tributary to the Rogue River, flows generally northwest,  
15 parallel to I-5 on the west side of the highway. Wagner Creek, also a perennial  
16 stream, is a tributary to Bear Creek. It flows generally northeast through Talent,  
17 crosses into the API through a culvert under OR 99, and enters Bear Creek near the  
18 northern boundary of the API, as stated above. The Oregon Department of State  
19 Lands (DSL) has designated both Bear and Wagner Creeks as Essential Salmonid  
20 Habitat.<sup>8</sup> Jeffrey Creek is an intermittent stream that flows southwest towards Bear  
21 Creek via its main channel and several associated irrigation laterals that return  
22 water to apparent wetland areas along the east side of I-5.

23 At the state level, wetlands and waters are primarily regulated by the DSL under the  
24 Removal-Fill Law (ORS 196.795, et seq.). The City of Talent and Jackson County also  
25 have local wetland regulations, including setbacks, intended to protect wetlands and  
26 waters from development.

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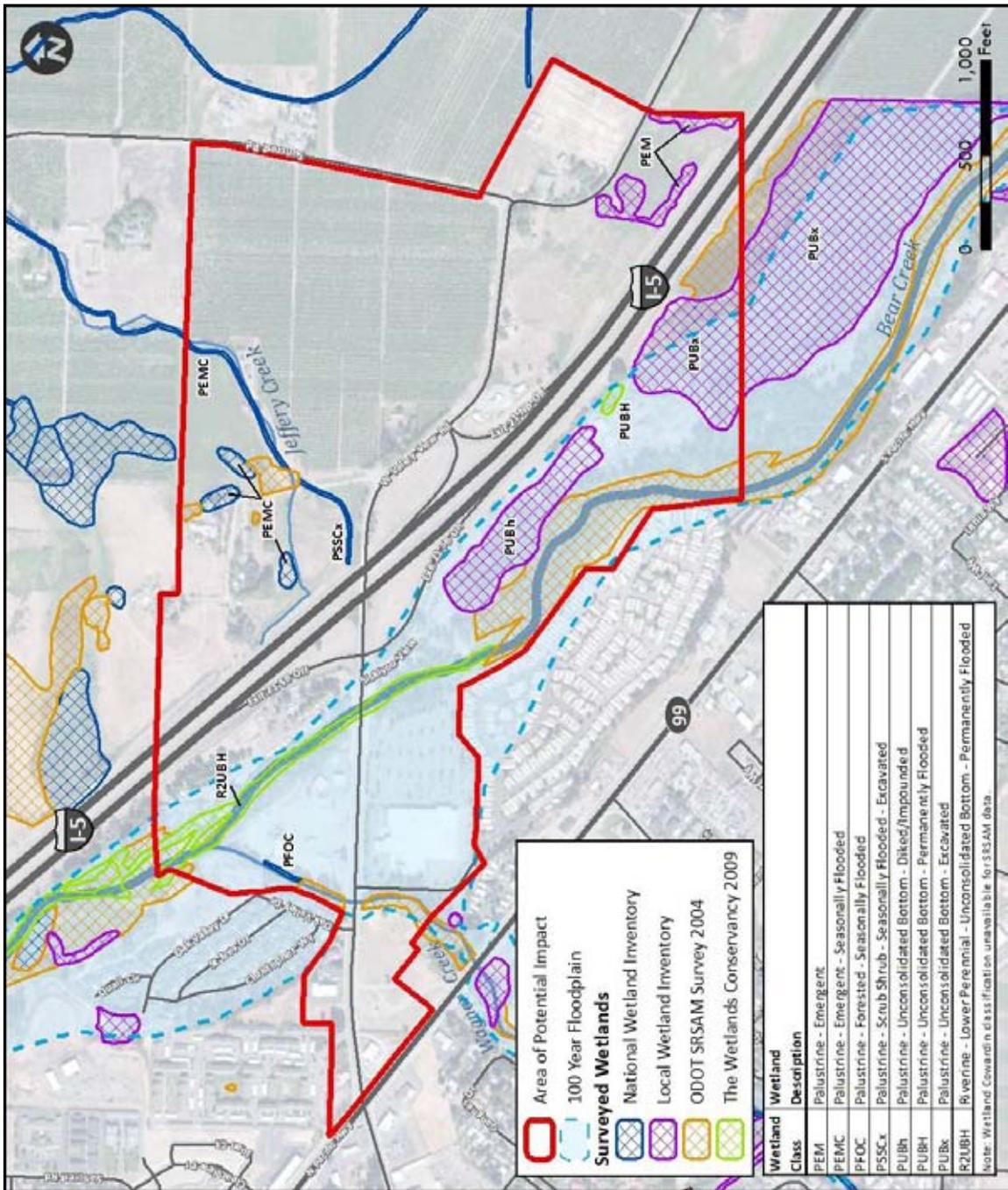
<sup>6</sup> Oregon Natural Heritage Information Center and The Wetlands Conservancy, 2009. Oregon Wetland Cover, Dated 20091030. ESRI file geodatabase. Oregon Natural Heritage Information Center, Oregon State University.

<sup>7</sup> Natural Resource Conservation Service, 2013. Web Soil Survey. Available online at: <http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>. Accessed February 28, 2014.

<sup>8</sup> Oregon Department of State Lands, 2013. Essential Salmonid Habitat, Jackson County. Available online at: <http://www.oregon.gov/dsl/PERMITS/docs/maps/jackson.pdf>. Accessed March 6, 2014.

1

Figure 11. 100-Year Floodplain and Wetlands



2

3



## 1 HISTORIC AND ARCHAEOLOGICAL RESOURCES

2 The Oregon Historic Sites Database (accessed through the State Historic  
3 Preservation Office [SHPO] website) lists historic Oregon properties included in the  
4 National Register of Historic Places. The database was queried to determine if  
5 historic resources are present within the API. While over 100 historic sites are  
6 mapped in the Talent vicinity, none are mapped within the API.<sup>9</sup> To protect  
7 archeological resources, the locations of known archaeological sites are not readily  
8 available to the public. Improvements proposed by the IAMP may require  
9 consultation with the SHPO and other parties to review potential impacts to existing  
10 sites prior to construction.

## 11 THREATENED AND ENDANGERED SPECIES

12 The Oregon Biodiversity Information Center (ORBIC) maintains a database of  
13 federally listed and state-listed threatened and endangered species found statewide.  
14 Improvements proposed by the IAMP will require review for potential impacts on  
15 threatened and endangered species. A location-specific list of species that may be  
16 present within the API is available through special order from ORBIC.

## 17 SECTION 4(F) AND 6(F) RESOURCES

### 18 *Parks-Related Regulations*

19 Two federal parks-related laws may apply to any improvements at the Exit 21  
20 Interchange. They are Section 4(f) of the U.S. Department of Transportation  
21 (USDOT) Act [referred to here as Section 4(f)] and Section 6(f) of the Land and  
22 Water Conservation Fund (LWCF) [referred to here as Section 6(f)]. Although these  
23 two laws and regulations that implement them often apply to the same parks, there  
24 are important distinctions between the two. Not all parks are protected by Section  
25 6(f) and not all projects are subject to Section 4(f).

26 Section 4(f) applies to parks, recreational facilities, wildlife refuges, and historic  
27 resources with respect to projects that receive USDOT funding. Those projects are  
28 required to avoid or minimize use of Section 4(f) lands. Where use cannot be  
29 avoided, projects must demonstrate either that there is no prudent and feasible  
30 alternative to the use or that the use is so minor that it is considered *de minimis*. If  
31 there is a Section 4(f) use, mitigation is required. The form of mitigation varies  
32 according to the type of impact and the amount of use. "Use" typically refers to  
33 converting land from a park to a transportation facility (i.e., purchase of right-of-  
34 way), but it can also refer to projects that impede recreational activities, such as a  
35 construction project that would temporarily close a recreational multi-use path.

36 Section 6(f) applies to public outdoor recreation facilities that were acquired or  
37 improved with LWCF grants. Any project that would permanently convert Section

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<sup>9</sup> Oregon State Parks. 2014. Oregon Historic Sites Database. Available online at <http://maps.prd.state.or.us/histsites/historicsites.html>. Accessed February 28, 2014.

1 6(f) land to another use is required to replace the land with land of equivalent value,  
2 size, and utility. The replacement land must also serve the same community as the  
3 converted land: a conversion of a neighborhood park must provide replacement  
4 land in that same neighborhood, while a conversion of a regional park could provide  
5 replacement land somewhat farther away.

6 Unlike Section 4(f), Section 6(f) applies to all projects regardless of funding source  
7 and regardless of the agency overseeing the project. However, it only applies to  
8 outdoor recreation facilities where LWCF funds were involved.

### 9 **Section 4(f) and 6(f) Resources in the API**

10 As shown in Figure 13, the API contains Lynn Newbry Park and the Bear Creek  
11 Greenway. Lynn Newbry Park is owned by the State of Oregon, leased to Jackson  
12 County and managed by the City of Talent. It is 2.46 acres in size.<sup>10</sup> The Bear Creek  
13 Greenway runs through a portion of this park. The Bear Creek Greenway is a  
14 recreational multi-use path that extends from Ashland to Central Point and is  
15 generally located adjacent to Bear Creek. It is owned and managed by Jackson  
16 County and the five cities through which it passes. The nonprofit Bear Creek  
17 Greenway Foundation is also involved in developing and enhancing the Greenway.  
18 The Greenway has been built in segments over the past 40 years with funding from  
19 a variety of sources, including LWCF grants.

20 Section 4(f) will restrict any impacts interchange improvements could have on  
21 either Lynn Newbry Park or the Bear Creek Greenway. How it could likely apply to  
22 the Greenway is illustrated by two recent USDOT-funded projects: the Fern Valley  
23 Interchange project in Phoenix and the OR 62 I-5 to Dutton Road project in Medford.  
24 In both cases, the Section 4(f) resource was defined as the paved path itself  
25 (approximately 12 feet wide) and a 10-foot buffer on either side of the path, thus  
26 creating a 32-foot-wide corridor. Under Section 4(f), realigning a multi-use  
27 recreational path does not constitute a Section 4(f) use, so long as the path's  
28 attributes, features, and recreational activities are not impacted. As noted above,  
29 closing a multi-use path, even temporarily, is considered a Section 4(f) use.

30 If interchange improvements would impact either Lynn Newbry Park or the Bear  
31 Creek Greenway, it will be necessary to determine from the Oregon Parks and  
32 Recreation Department (OPRD) whether any LWCF grants were used to purchase or  
33 improve either.

34 Figure 13 shows a parcel of land that is privately owned but that is identified as a  
35 planned park in the Talent Parks Master Plan. Planned parks that are owned by the  
36 agency that will develop the park are protected by Section 4(f). The City of Talent  
37 does not own this land, so it is not currently protected by Section 4(f). If the City  
38 were to acquire the land for the purposes of creating the park, the land would be  
39 protected by Section 4(f), once it comes under City ownership. No LWCF grants have

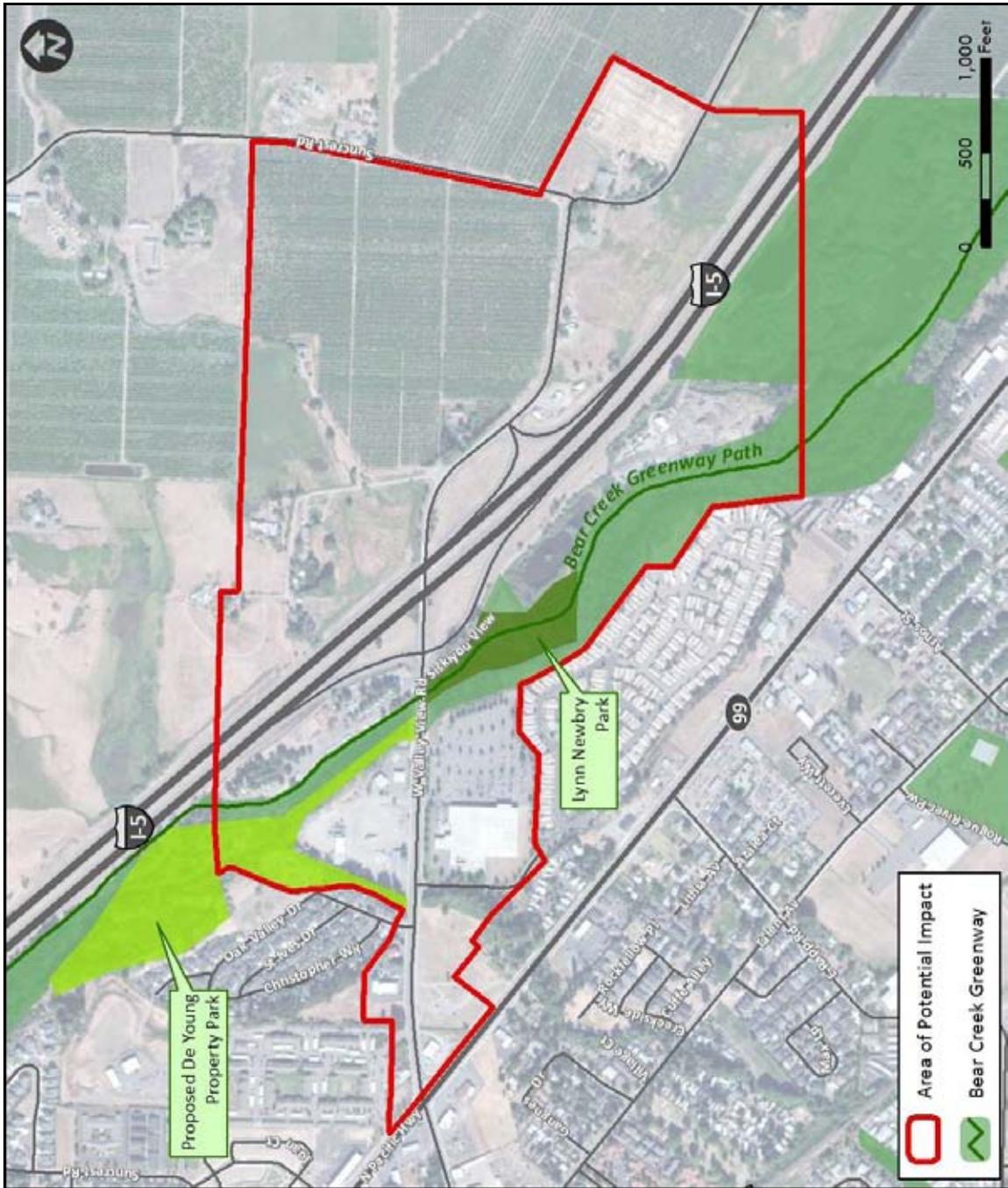
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<sup>10</sup> City of Talent, Parks Master Plan, 2006.

1 been awarded to purchase or develop this property, so Section 6(f) would not apply  
2 at this time. It would apply if LWCF grants are awarded in the future.

3

**Figure 13. Parks and Trails**



4

5