Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
635 Capitol Street, Suite 150
Salem, OR 97301-2540
(503) 373-0050
Fax (503) 378-5518
www.lcd.state.or.us

NOTICE OF ADOPTED AMENDMENT

July 21, 2008

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Grants Pass Plan Amendment
DLCD File Number 002-08

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: August 1, 2008

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** **THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
John Renz, DLCD Regional Representative
Bill Holmstrom, DLCD Transportation Planner
Tom Schauer, City of Grants Pass

<paa> ya/

FORM 2

DLCD
Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

☐ In person ☐ electronic ☐ mailed

DATE STAMP
DEPT OF
JUL 14 2008
LAND CONSERVATION AND DEVELOPMENT
For DLCD Use Only

Jurisdiction: CITY OF GRANTS PASS
Local file number: 08-40500001
Date of Adoption: JULY 7, 2008
Date Mailed: JULY 11, 2008

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one**Date:

☒ Comprehensive Plan Text Amendment
☐ Comprehensive Plan Map Amendment
☐ Land Use Regulation Amendment
☐ Zoning Map Amendment
☐ New Land Use Regulation
☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

ADOPT DOWNTOWN RIVER DISTRICT PLAN, IMPLEMENTATION & FUNDING STRATEGY. THIS STRATEGY IDENTIFIES A SET OF IMPLEMENTATION ACTIONS THAT WOULD STILL NEED TO BE ADOPTED AS SEPARATE ACTIONS AND/OR AMENDMENTS.

Does the Adoption differ from proposal? Please select one

YES. THE FOLLOWING CONTINGENT IMPROVEMENTS WERE DELETED:

- THE EXTENSION OF ROGUE RIVER AVENUE
- THE EXTENSION OF VOORHIES AVENUE
- THE ELIMINATION OF THE THIRD LANE ON 7TH STREET BETWEEN THE 7TH STREET BRIDGE AND 'M' STREET

Plan Map Changed from: N/A to: N/A
Zone Map Changed from: N/A to: N/A
Location: N/A Acres Involved: N/A
Specify Density: Previous: N/A New: N/A

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
X	X							X	X	X	X							

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing? ☒ Yes ☐ No
If no, do the statewide planning goals apply? N/A ☐ Yes ☐ No
If no, did Emergency Circumstances require immediate adoption? N/A ☐ Yes ☐ No

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

ODOT, DLCD, OHCS, OECDD

Local Contact: TOM SCHAUER, CODE ANALYST Phone: (541) 474-6355 Extension: 6418

Address: 101 NW 'A' STREET Fax Number: 541-476-9218

City: GRANTS PASS Zip: 97526 E-mail Address: tschauer@grantspassoregon.gov

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and **TWO Complete Copies** (documents and maps) of the Adopted Amendment to:

   ATTENTION: PLAN AMENDMENT SPECIALIST
   DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
   635 CAPITOL STREET NE, SUITE 150
   SALEM, OREGON 97301-2540

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: **webserver.lcd.state.or.us**. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing **mara.ulloa@state.or.us**.

3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.

4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.

5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.

6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.

7. **Need More Copies?** You can now access these forms online at **http://www.lcd.state.or.us/**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **mara.ulloa@state.or.us** - ATTENTION: PLAN AMENDMENT SPECIALIST.

ORDINANCE NO. 5459

AN ORDINANCE ADOPTING THE DOWNTOWN RIVER DISTRICT PLAN, IMPLEMENTATION AND FUNDING STRATEGY, AS AN ELEMENT OF THE COMPREHENSIVE PLAN

WHEREAS:

1. The Comprehensive Plan of the City of Grants Pass was adopted December 15, 1982. The Development Code of the City of Grants Pass was adopted August 17, 1983; and

2. The Downtown River District Plan, Implementation and Funding Strategy, provides the vision, concept, and strategy for connecting downtown and the Rogue River riverfront; and

3. The Downtown River District Plan includes several options for funding but does not require the adoption of any of the strategies presented or any other funding option; and

4. The applicable criteria from the Comprehensive Plan are satisfied.

NOW, THEREFORE, THE CITY OF GRANTS PASS HEREBY ORDAINS:

Section 1: The *Downtown River District Plan, Implementation and Funding Strategy*, as set forth in Exhibit 'A', with amendments provided in *Exhibit 'A' Amendments, June 18, 2008*, which is attached to and incorporated in this ordinance, is hereby adopted as an element of the Comprehensive Plan.

Section 2: This action in no way requires the Council to adopt any element of the funding strategy.

SUBMITTED to and **vetoed** by the Mayor of the City of Grants Pass, Oregon, on the 24th day of June, 2008.

RESUBMITTED to the Council on July 7, 2008, which overrode said veto on a vote of 6 to 2. Said ordinance shall take effect (30 days from the signed ordinance date) by the City Council without approval of the Mayor.

ADOPTED by the Council of the City of Grants Pass, Oregon, pursuant to Grants Pass City Charter, Chapter 5, Section 1, Subsection 3, in regular session this 7th day of July, 2008.

Kris Woodburn, City Attorney

ATTEST:

Finance Director

Date submitted to City Attorney: 7-7-08

Approved as to Form, Kris Woodburn, City Attorney

Exhibit 'A' Amendments
June 18, 2008

The City Council approved the Ordinance with the following amendments to Exhibit 'A':

Delete the following contingent improvements:

- The extension of Rogue River Avenue
- The extension of Voorhies Avenue
- The elimination of the third lane on 7th Street between the 7th Street bridge and 'M' Street.

Exhibit 'A'

Exhibit 'A' was adopted with the amendments provided in *Exhibit 'A' Amendments, June 18, 2008*

CITY OF GRANTS PASS COMMUNITY DEVELOPMENT DEPARTMENT

COMPREHENSIVE PLAN TEXT AMENDMENT
DOWNTOWN RIVER DISTRICT PLAN
FINDINGS OF FACT- CITY COUNCIL

Procedure Type:	Type IV: Planning Commission Recommendation and City Council Decision
Project Number:	08-40500001
Project Type:	Comprehensive Plan Text Amendment
Applicant:	City of Grants Pass
Planner Assigned:	Tom Schauer
Application Received:	March 13, 2008
Application Complete:	March 13, 2008
Date of Planning Commission Staff Report:	May 7, 2008
Date of Planning Commission Hearing:	May 14, 2008
Date of City Council Staff Report:	June 11, 2008
Date of City Council Hearing:	June 18, 2008

I. PROPOSAL:

Adoption of the Downtown River District Plan, Implementation and Funding Strategy. The strategy identifies a set of implementation actions that would still need to be adopted as separate actions or amendments. ***See Ordinance, including Amendments to Exhibit A, for adopted document.***

II. AUTHORITY AND CRITERIA:

Sections 13.5.5 and 13.8 of the Comprehensive Plan provide that joint review by the City Council and Board of County Commissioners shall be required for amendment and revision to Comprehensive Plan findings, goals, and policies.

The review shall be in accordance with the procedures of Section 13.8.3 of the Comprehensive Plan, which provides for a recommendation hearing by the Urban Area Planning Commission prior to a joint hearing of the City Council and Board of County Commissioners.

However, with adoption of the 1998 Intergovernmental Agreement, this provision requiring a joint hearing is modified with the result that City Council will make the decision, and the County will have automatic party status, as summarized below:

> Section III of the 1998 Intergovernmental Agreement (IGA) provides for transfer of authority for provision and management of planning services from the County to the City for the Urbanizing Area. It provides:

> The City is hereby vested with the exclusive authority to exercise the County's legislative and quasi-judicial powers, rights, and duties within the Urbanizing Area...

Section V of the IGA contains provisions pertaining to notification and appeals for quasi-judicial and legislative decisions within the Urbanizing Area. For legislative decisions, the IGA provides:

> The City agrees to provide written notice of all proposed legislative actions to the County at least 45 days prior to the public hearing at which the action is first considered. The County shall be deemed to have automatic party status regarding all such decisions for the purposes of standing for appeals.

Section 13.8.3 of the Comprehensive Plan provides that notice shall be as provided in Section 2.060 of the Development Code for a Type IV procedure. Section 13.8.3 further provides that the hearing shall be conducted in accordance with the Legislative Hearing Guidelines of Section 9 of the Development Code.

Therefore, the application will be processed through a "Type IV" procedure, with a recommendation from the Urban Area Planning Commission and a final decision by City Council. The County has automatic party status for appeals.

The text of the Comprehensive Plan may be recommended for amendment and amended provided the criteria in Section 13.5.4 of the Comprehensive Plan are met.

III. APPEAL PROCEDURE:

The City Council's final decision may be appealed to the State Land Use Board of Appeals (LUBA) as provided in state statutes. A notice of intent to appeal must be filed with LUBA within 21 days of the Council's written decision.

IV. PROCEDURE:

A. The application was submitted on March 13, 2008. The application was deemed complete on March 13, 2008 and processed in accordance with Sections 13.5.5 and 13.8 of the Comprehensive Plan, Sections III and V of the 1998 Intergovernmental Agreement, and Section 2.060 of the Development Code.

B. Notice of the proposed amendment and the May 14, 2008 Planning Commission public hearing was mailed to the Oregon Department of Land Conservation and Development on March 13, 2008 in accordance with ORS 197.610 and OAR Chapter 660-Division 18.

C. Notice of the proposed amendment and the May 14, 2008 Planning Commission public hearing was provided to Josephine County on March 13, 2008 in accordance with the 1998 Intergovernmental Agreement.

D. Notice of the proposed amendment and the May 14, 2008 Planning Commission public hearing was mailed to the Oregon Economic and Community

Development Department, Oregon Housing and Community Services Department, and Oregon Department of Transportation on March 13, 2008.

E. Public notice of the May 14, 2008 Planning Commission public hearing was published in the newspaper on May 7, 2008 in accordance with Sections 2.053 and 2.063 of the Development Code.

F. Notice of the May 14, 2008 Planning Commission public hearing was also mailed and e-mailed to interested parties who previously expressed interest in receiving further information and property owners in the study area.

G. A public hearing was held by the Planning Commission on May 14, 2008 to consider the proposal and make a recommendation to City Council. The Planning Commission held its public hearing and made a recommendation. The Planning Commission made its oral recommendation on May 14, 2008, and approved the written recommendation, the Findings of Fact, on May 28, 2008.

H. The findings were mailed to parties who made a written request for a copy of the findings.

I. Public notice of the June 18, 2008 City Council hearing was published in the newspaper on June 11, 2008, in accordance with Sections 2.053 and 2.063 of the Development Code.

J. Notice of the June 18, 2008 City Council hearing was also mailed and e-mailed to interested parties who previously expressed interest in receiving further information and property owners in the study area.

K. A public hearing was held by the Grants Pass City Council on June 18, 2008 to consider the proposal.

V. SUMMARY OF EVIDENCE:

A. The basic facts and criteria regarding this application are contained in the City Council staff report and its exhibits, which are attached as Exhibit "A" and incorporated herein.

B. The minutes of the public hearing held by the City Council on June 18, 2008, which are attached as Exhibit "B", summarize the oral testimony presented and are hereby adopted and incorporated herein.

C. The PowerPoint presentation presented by staff at the June 18, 2008 public hearing is attached as Exhibit "C" and incorporated herein.

D. The PowerPoint presentation, *Grants Pass Redevelopment Agency, A Success Story,* presented by staff at the June 18, 2008 public hearing is attached as Exhibit "D" and incorporated herein.

E. A letter dated June 10, 2008 from Jack Mahnken, representing *Concerned Citizens of Grants Pass,* to Grants Pass City Council Members is attached as Exhibit "E" and incorporated herein.

F. Minutes from the August 30, 2007 Citizen Advisory Committee meeting submitted by staff on June 11, 2008 are attached as Exhibit "F" and incorporated herein.

G. A letter dated June 12, 2008 from the Chamber of Commerce from Board Chair Jodi Wainwright and President/CEO Jon Jordan is attached as Exhibit "G" and incorporated herein.

H. A letter dated June 14, 2008 from Margaret Wallen is attached as Exhibit "H" and incorporated herein.

I. A mailed letter that is undated and unsigned is attached as Exhibit "I" and incorporated herein.

J. A letter dated June 18, 2008 from Debbie Johnson is attached as Exhibit "J" and incorporated herein.

K. A letter dated June 2008 from Vicki Magallon, submitted on June 18, 2008 before the public hearing, is attached as Exhibit "K" and incorporated herein.

L. An undated letter from Jeffrey Voigt, submitted on June 18, 2008 before the public hearing, is attached as Exhibit "L" and incorporated herein.

M. A copy of e-mail correspondence of February 3, 2008, with annotations, submitted on June 18, 2008 before the public hearing, is attached as Exhibit "M" and incorporated herein.

N. A letter dated June 18, 2008 from Nancy Graden, submitted on June 18, 2008 before the public hearing, is attached as Exhibit "N" and incorporated herein.

O. An undated letter from Roy Headley Jr., with an attachment, submitted by Roy Headley Jr. during the June 18, 2008 public hearing is attached as Exhibit "O" and incorporated herein.

P. A copy of the Comments and Questions from the March 20, 2008 Open House, submitted by Kathleen Headley during the June 18, 2008 public hearing is attached as Exhibit "P" and incorporated herein.

Q. An undated letter from Ed Bowers submitted by Ed Bowers during the June 18, 2008 public hearing is attached as Exhibit "Q" and incorporated herein.

R. A letter from Red Boyer dated June 18, 2008 submitted by Red Boyer during the June 18, 2008 public hearing is attached as Exhibit "R" and incorporated herein.

S. A letter from Margaret Wallen dated June 18, 2008 submitted by Red Boyer during the June 18, 2008 public hearing is attached as Exhibit "S" and incorporated herein.

T. A letter dated June 4, 2008 titled *Attention: Grants Pass City Councilors, Re: River District Plan* submitted by Ward Warren during the June 18, 2008 public hearing is attached as Exhibit "T" and incorporated herein.

VI. GENERAL FINDINGS - BACKGROUND AND DISCUSSION:

The Grants Pass City Council has adopted work tasks in each of its annual work plans since at least 2001 to develop a plan to connect downtown and the riverfront with a pedestrian-friendly district.

In May 2005, the City Council adopted resolution #4958 authorizing the City Manager to submit a "TGM" (Transportation and Growth Management) grant application for development of alternatives for a Greater Grants Pass Plan (later renamed) that would evaluate alternatives for "extending downtown to the river" and consideration of pedestrian-oriented commercial development in the vicinity of Riverside Park.

The competitive grant application was successful, and the grant was awarded. The work plan was finalized and the consultant was selected. The City Council created a Citizen Advisory Committee, advertised for appointments, and appointed the committee members. The committee included residential and business owner representatives from the study area, business/property owner representatives from the central business district, representatives from the Towne Center Association and Main Street Program, and citizens at large. It also included liaisons from the Planning Commission and City Council to ensure two-way communication throughout the process. A Technical Advisory Committee was also created.

The project kicked-off in June 2006 with a joint meeting with the Citizen Advisory Committee, Planning Commission, and City Council.

The Citizen Advisory Committee (CAC) and Technical Advisory Committee (TAC) met regularly to guide work, review work products, and make recommendations as each work product was developed. Several of the initial documents went to the Planning Commission and City Council for preliminary adoption by resolution. These are included in the appendices.

Several open houses/workshops were held throughout the stages of the process (October 2006, January 2007, and May 2007) and feedback was used to guide work, develop and revise alternatives, and refine the ideas into a final recommended alternative.

The CAC made the following recommendation:

> Forward the Downtown River District Plan (with revisions) to the Planning Commission and City Council for adoption, and to recommend that the City Council consider taking the financing recommendation of forming an urban renewal district to a vote of the people.

The plan incorporating the revisions is provided in the *Revised Downtown River District Plan, Implementation and Funding Strategy, November 15, 2007*. The CAC presented their recommendation to the City Council and Planning Commission in February 2008, and the recommended alternative was presented to the public at an Open House in March 2008.

The Planning Commission held its public hearing on May 14, 2008 and, after considering the recommendation of the Citizen Advisory Committee, the record, and the public

testimony presented, the Planning Commission found that the applicable criteria were satisfied and made the following recommendation:

> We make the recommendation that the City Council adopt the plan. We also make the recommendation that the tax increment district only be enacted with a vote of the people only.

Elements in Recommendation

The recommendation includes a concept plan to connect downtown with the riverfront, and it includes recommended implementation measures and funding strategies to implement the concept, which would need to be enacted as next steps. The recommended measures include:

- Zoning and Development Standards
- Extending Area Eligible for Programs Now Available in the CBD (Building Rehabilitation Program and Upper-Story Housing Tax Credit Program)
- Capital Projects
  - Transportation Improvements
  - Streetscape, Pedestrian, and Parking Improvements
  - Park, Plaza, and Open Space Improvements
- Funding Mechanisms

Adoption of Plan & Subsequent Enactment of Recommended Implementation Measures

The Downtown River District Plan, Implementation and Funding Strategy and supporting appendices are adopted as an element of the Comprehensive Plan. Adoption does not enact the individual implementation measures which are recommended in the document. Each of the implementation measures would still need to be enacted through the applicable adoption processes. Many of the implementation items also relate to individual items included in the City Council's adopted 2008-2010 Work Plan. Many of these were also included in, or similar to, items in previous work plans.

Adoption of the Downtown River District Plan, Implementation and Funding Strategy, does not create an obligation for the City Council to enact all of the recommended implementation measures or fund all of the recommended capital projects or programs, nor does it obligate the Council to commit to any funding level or timeframe. Those decisions can be made through the annual goal-setting, work plan, and budget process. Items that require funding would go through the annual budget process as described below. Other items also go through an adoption process as described below.

Zoning and Development Standards

- The recommended code amendments would still need to be prepared to go through the public hearing process. Adoption of the Plan does not create an obligation for the Council to adopt all of the recommended code amendments. Individual recommendations would be considered through the public hearing process like any land use proposal.

Programs

- Council can expand the area eligible for the building rehabilitation program which now applies in the CBD. Council has discretion to continue funding at current levels or at a different level, and this would be considered through the annual budget process like other programs, and evaluated in the context of other priorities and available funding and funding sources.

- Council can expand the area in which property owners are eligible for the upper-story housing tax-credit program, which is now available in the CBD. This is enabling legislation that allows property owners to be eligible for the state-administered program. This would be done by ordinance.

Capital Projects

- Capital projects recommended in the plan would still be considered through the annual budget process like any other project, and evaluated in the context of other priorities and available funding and funding sources.

Funding Mechanisms

- Adoption of the Downtown River District Plan, Implementation and Funding Strategy, does not create a mandate that any particular funding measure be adopted.

- The Plan recommends Council consider an urban renewal district; system development charges; local improvement districts and expansion of current City funding for City programs. Any of these options would require significant research and planning prior to Council discussion and consideration. If Council determines an Urban Renewal District is one of the preferred options, it is recommended by the Urban Area Planning Commission, any new urban renewal district be placed before the voters, per their motion.

- Whatever funding source is used, any expenditure for capital projects or programs will go through the annual budget process.

VII. FINDINGS OF CONFORMANCE WITH APPLICABLE CRITERIA:

For amending the findings, goals, policies, and Land Use Map of the Comprehensive Plan, the City Council shall base their conclusions upon, and adopt findings in consideration of, all of the following criteria:

CRITERION (a): Consistency with other findings, goals and policies in the Comprehensive Plan.

City Council's Response: Satisfied. The proposal is consistent with other findings, goals, and policies in the Comprehensive Plan. Applicable provisions are noted below. Technical Memo 1 (Appendix C of the plan) also summarizes existing Comprehensive Plan policies which are applicable. Section D of the plan includes implementation strategies associated with the Comprehensive Plan and includes a recommendation that additional policy language should be developed and adopted in the Comprehensive Plan that reflects the Downtown River District Vision. That recommendation would be undertaken following

adoption of the Implementation and Funding Strategy through a plan amendment to adopt policy language which reflects the vision statements.

Element 2. Citizen Involvement

Policy 2.1. Where a land use issue or action may have an impact upon a particular neighborhood, ward, or special interest group, or may affect large numbers of Urban Growth Boundary residents and property owners, special workshop sessions shall be held to assure access by affected citizens to all phases of the land use decision-making process.

The process has been consistent with this policy. See response under Criterion (d) below.

Element 3. Scenic, Rogue River, Historic and Natural Resources

Policy 3.3. The City shall recognize the Rogue River as the most significant natural and economic resource. Further, the City shall recognize the development opportunities of the river by the institution of "Riverfront Tourist Commercial Zones". These special commercial zones found in scenario 4 of the RRP and located at either existing or proposed bridges, would provide for development standards as well as provide specific allowable uses for each Riverfront Tourist Commercial Area. It is highly desirable that the new zoning allow for mixed use development (residential, commercial, retail, office); however, due to the limited space available, uses which either require or depend on a river location shall be higher priority.

The proposal retains the RTC-2 district for property with this designation within the study area. The strategy includes a recommendation that the uses in the RTC-2 district be amended to allow for some residential use as part of a mixed-use development, whereas the current zoning doesn't permit any residential use. This amendment would be initiated following adoption of the Implementation and Funding Strategy.

Policy 3.6. In concert with policies 7.5, 7.6 and 7.7, the city shall develop a bicycle and pedestrian trails system. This system may link the proposed Riverfront Tourist Commercial Zones as well as provide linkage to the downtown and other community trails system. Further, the city may provide access to the river's edge at areas designated in the RRP and other suitable areas.

The above trails and access points shall be acquired by the city either through easements, development conditions and (or) direct public purchase.

The proposal doesn't change the current provisions of the RTC-2 zone pertaining to riverfront requirements. The strategy recommends negotiation to provide public ownership of the property along the frontage of the Riverfront Tourist Commercial property, providing a larger usable public park area rather than only an access easement.

The proposal also provides for pedestrian connectivity from the park and commercial properties along the riverfront to the downtown area.

Element 7. Recreation, Parks, and Open Space

General Policies

Policy 7.4. Community appearance is a major concern and should be a subject of a major effort in the area. With visitor income as a primary source of future economic growth and development, beauty becomes a matter of basic economic significance. Street tree planting and landscaping, sign regulation and building improvement and painting programs should all be utilized to improve the environment.

Streetscape improvements including street trees and landscaping are recommended elements of the proposal.

River Parks

Policy 7.6. The City and County shall act to protect and enhance all recreation activities, public and private, utilizing the Rogue River resource, while at the same time avoiding detriment to the resource itself, with its many special and unique qualities.

The vision statements and the recommendation for the riverfront within the study area - properties with public park use or commercial or riverfront tourist commercial zoning - would protect and enhance recreational activities while avoiding detriment to the resource.

Element 8. Economy

Policy 8.4. The acquisition and development of park and recreation facilities, as well as the conservation of natural resources and open space, shall be considered a vital part of the economic development an economic well being of the area, the region and the State, and appropriate efforts shall be made to keep both recreation development and natural resource conservation abreast of growth.

The proposal includes a recommendation for open space along the RTC riverfront, and includes a recommendation for a public plaza to provide open space between the historic downtown and the riverfront.

Policy 8.7(a). The City and County will encourage commercial development at major commercial nodes, which includes the East Grants Pass area around the existing Grants Pass Shopping Center; the Redwood Commercial Triangle South of the Rogue River area and the Downtown area. **The City will also encourage infill commercial and office development along Sixth and Seventh Streets, and in the North City commercial area.**

The proposal encourages infill commercial and office development along Sixth and Seventh Streets.

Policy 8.8. The City shall assist in maintaining the Downtown commercial area as a vital business and office district by:

(a) following the adopted Downtown Improvement Program, giving high priority to Downtown Improvement projects in its Capital Improvement Program.

(b) making every reasonable effort to involve Downtown property owners and merchants in any improvement projects and proposals regarding the Downtown, and all proposals shall be subject to thorough public discussion before approval by the Council.

(c) providing support to the Towne Center Association in order that they may continue to carry out the "Oregon Main Street Program", which focuses on improvements to the area of organization, promotions, design and economic restructuring.

(d) evaluating the potential for, and provide where possible, long term revenue sources for Downtown improvement, both for the Towne Center organization and for public capital improvements.

(e) encouraging private building owners to maintain and improve their buildings.

(f) improving the efficiency with which the public uses both the off and on-street parking systems.

(g) zoning the Downtown area "Central Business District" which allows building to the property line and does not require any landscaping or off-street parking requirements.

(h) providing zoning designations that allow the eventual build up of residential densities immediately surrounding the Downtown area.

(i) requesting the State Department of Transportation to reconstruct Sixth and Seventh Streets, and to assist in the construction of a new synchronized signal system on Sixth and Seventh Streets.

(j) implementing the Old City Hall/Fire Station plan for improvements and use of those buildings.

Some of these items have already been accomplished, or they apply to the area north of J Street and aren't specifically applicable to the proposal. The proposal is consistent with other items above. An implementation action that would be initiated following adoption of the Implementation and Funding Strategy, noted at the beginning of this section, would be adoption of additional policy language to better articulate the vision statements, especially pertaining to the connection between the downtown and riverfront. The recommendation also includes expanding some of the items described above beyond the CBD, to the area south of J Street.

Element 11. Transportation

Objective 2.4. Integrate Land Use and Transportation Decisions

Policy 2.4.2. Encourage more efficient land development patterns in the urban area through infill on undeveloped or underdeveloped properties in the urban area, and containment of sprawl outside of the urban area in order to reduce transportation needs.

Objective 4.1. Stimulate Desired Economic Development

Policy 4.1.1. Coordinate land use and transportation decisions to promote accessibility to employment, commercial, retail, and visitor destinations and support economic development.

Policy 4.1.2. Use public investments in transportation and other infrastructure to stimulate desired economic development in the urban area.

Objective 4.2. Support Tourism

Policy 4.2.1. Support and encourage tourism through the provision of attractive and easily accessible transportation facilities for motorists, bicyclists, and pedestrians.

Policy 4.2.2. Provide better signing and information to help tourists locate local attractions easily.

The proposal is consistent with these policies as also reflected in the following vision statements:

"The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian

environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives."

"Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit-friendly environment. Business opportunities and interesting housing options abound."

The proposal coordinates the land use and transportation planning for this area. The vision statements recognize the importance of this relationship and balance. One of the key vision statements is:

"Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character."

The traffic analysis conducted through this project also identified the need for intersection improvements on M Street at 6th and 7th Streets which will be needed under any scenario. The proposal includes a recommendation of an implementation item to update the Master Transportation Plan to reflect the needed improvements. The proposal also includes a recommended capital project to address these needed improvements.

Element 12. Energy Conservation

Policy 12.6. The City and County shall pursue a more energy-efficient urban form by:

(a) locating higher densities in close proximity to major streets, potential public transit locations, the central business district, shopping and employment centers, schools and parks.

(b) establishing the transportation network in Developing areas around the "superblock concept", reducing travel time to major traffic ways, providing open space, recreation areas and commercial activity in close proximity to residences, and providing an internal greenway pedestrian and bikeway system increasing non-vehicular transportation.

(c) encouraging infill development within Established and Developing areas of the Urban Growth Boundary.

The current Comprehensive Plan and zoning do this in large part. The proposal would further carry out these policies and also address energy-efficient urban form by extending greater opportunities to do this south of J Street, and providing greater opportunities for mixed uses within some of the sub-areas in the study area.

Element 13. The Urban Growth Plan and Urban Form

North Area Commercial: North and South Downtown, Redwood Interchange, and Downtown Plan

The proposal is consistent with the provisions of Element 13 pertaining to these areas. However, the proposal also recommends additional policy language to more directly address the vision statements. The main focus of the proposal is to better connect the central business district with the riverfront. The current policies do not focus on this connection, and more explicit articulation of this policy would be incorporated into the plan as an implementation measure following adoption of the implementation and funding strategy.

The proposal is consistent with other findings, goals and policies in the Comprehensive Plan.

CRITERION (b): A change in circumstances, validated by and supported by the data base or proposed changes to the data base, which would necessitate a change in findings, goals and policies.

City Council's Response: Satisfied.

There have been changes related to this area since the current provisions of the plan pertaining to the downtown area and 6th and 7th Streets, developed in the early 1980s, were adopted. Since then, the Third Bridge was developed, the Rogue River Riverfront Plan was adopted and the associated Riverfront Tourist Commercial zones were adopted in the Development Code, and 6th and 7th Streets were reconstructed and improved.

There have been changes to zoning in this are since the late 1960s. Zoning up through the early 1960s extended Central Commercial zoning nearly to the river, and many of the properties are developed consistent with that zoning. Many of these properties south of J Street are now zoned General Commercial and could not develop as they now exist under the current zoning. New development or redevelopment must be set-back and provide on-street parking. Change of use can trigger requirements to provide additional on-site parking, or obtain parking agreements nearby, which is not always available.

Some of the area has adapted well to conditions since that time. For example, provision of strategically located public parking lots has allowed the core downtown area to retain its core building fabric without tear-down of buildings for lot by lot on-site parking. However, the same has not occurred consistently throughout the broader area. No public parking lots are present south of J Street and there has been tear-down and loss of building form.

Later plans in the mid-1960s and 1970s and 1980s focused on the downtown independently of the riverfront, and zoning was later changed such that central commercial zoning didn't extend as far to the south. Starting in the mid-1960s, some of this occurred at about the same time that the thoroughfare commercial zoning was applied to some areas, and plans were developed for bypasses of 6th and 7th Streets and for covered pedestrian malls isolated from the streets, and

many downtowns throughout the country sought ways to try to adapt to the phenomenon of shopping malls.

Changes in the 1990s finally resolved some of the issues. The Third Bridge relieved congestion and addressed air quality without rerouting traffic around 6th and 7th Streets. The downtown capitalized on its unique physical strengths to establish its vitality as the heart of the city while new highway commercial development occurred on the Parkway. The 6th and 7th Street reconstruction resolved issues about the balancing of through-traffic and access and parking for downtown businesses. The Rogue River Riverfront Plan that created the Riverfront Tourist Districts clearly articulated the importance of the Rogue River, and especially the land use at the existing or planned bridge crossings.

Since at least the 2000s, the City Council has repeatedly articulated the desire to connect (or reconnect) the downtown core with the riverfront to ensure these assets strengthen one another. This has been included in each of the City Council's annual work plans since at least 2001.

The physical and policy changes and recognition of the importance and ability of these assets to strengthen one another led to the initiation of this planning effort to develop a Downtown River District Plan to connect the downtown and the riverfront as articulated in the vision statements.

While the proposal is consistent overall with existing goals and policies, the focus on the connection of the downtown and the riverfront is not clearly articulated. The change in circumstances necessitates the adoption of the proposal and subsequent implementation actions recommended in the proposal. This includes a recommendation to adopt additional policy language that reflects the Downtown River District Vision.

The change in circumstances, validated by and supported by the data base, necessitates the change.

CRITERION (c): Applicable planning goals and guidelines of the State of Oregon.

City Council's Response: Satisfied.

Applicable Goals would include the following:
Goal 1. Citizen Involvement.
Goal 2. Land Use Planning.
Goal 5. Natural Resources, Scenic, and Historic Areas, and Open Spaces
Goal 8. Recreational Needs
Goal 9. Economic Development
Goal 10. Housing
Goal 11. Public Facilities and Services
Goal 12. Transportation.
Goal 13. Energy Efficiency

Goals 14-19 would not be applicable to the proposal.

The City's Comprehensive Plan is acknowledged, and the Goals are addressed through consistency with the acknowledged Comprehensive Plan rather than directly through the statewide goals. Consistency with the Comprehensive Plan is addressed under Criterion (a). The Implementation and Funding Strategy is consistent with the policy articulated in the Comprehensive Plan. The Strategy notes recommended changes to the Comprehensive Plan that would be initiated and undertaken at the implementation stage to:

- more clearly articulate the policy reflected in the vision statements, including the connection of the downtown and the riverfront
- amend the Master Transportation Plan to address issues with M Street intersections that were identified in the analysis during this work
- adopt comprehensive plan map and zoning map amendments and changes to standards

Those amendments would be initiated in accordance with the procedures for plan amendments and will need to be acknowledged through the review/adoption process.

The proposed amendment is consistent with applicable planning goals and guidelines of the State of Oregon.

CRITERION (d): Citizen review and comment.

City Council's Response: Satisfied.

The City Council appointed a Citizen Advisory Committee (CAC) to provide a means for a citizen group to be responsible for developing the recommendation that would be submitted for review and recommendation by the Planning Commission and final decision by the City Council through the public hearing process.

This committee was represented by constituents in the downtown, from the Chamber-managed Main Street Program, residential and commercial interests in the study area, and citizens at large. The Council also appointed liaisons from the Planning Commission and City Council to provide for communication and involvement between the Citizen Advisory Committee and through those bodies.

The CAC meetings were open public meetings, and many of these were attended by interested citizens. The members of the Citizen Advisory Committee communicated with citizens and constituents and brought the issues back to the CAC for consideration and discussion as work proceeded. The CAC made recommendations on the different supporting documents at each stage of the process as work progressed.

The process has also included four open houses and workshops as the recommendation was developed to get feedback at different stages of the process and development of the recommendation. Different alternatives were developed, narrowed down, revised, and refined into one recommendation as a result of the citizen review and comment. Written comments that were provided at the open houses have been compiled and included in the plan appendices.

Oral comments from the meetings were also discussed by the CAC and considered in directing their work.

Notice of information and opportunities to participate or learn more was provided throughout the process. Notice of open houses and workshops were advertised in the newspaper, mailed to all property owners within the study area, and mailed and/or e-mailed to interested parties who attended open houses and indicated interest in receiving further information.

The City also maintains a webpage for this project on the City website. Information and documents have been updated and posted to the site as work progressed. This information has been publicized.

Outreach was also provided by presentations to various community groups during the process, including service organizations and business groups. Staff and the consultants were also in communication with groups such as the Growers Market and arts organizations and brought information back to the Citizen Advisory Committee. Staff offered to be available for additional presentations to interested neighborhood groups, and met with or spoke directly with citizens throughout the process.

Some of the preliminary work products went to the Planning Commission and City Council for adoption by resolution to ensure they had on opportunity to keep informed and provide feedback and direction in the early stages of the work and throughout the process. The study area was revised as a result of citizen involvement during the earlier stages of the process.

Information has also been presented in city newsletters.

The Citizen Advisory Committee presented the recommendation to the City Council at one of their weekly workshops in February 2008. The Planning Commission was also invited to attend that workshop, and several members attended.

The public hearings provide the opportunity for formal public testimony and public comment on the recommended alternative.

The process provided opportunity for citizen review and comment.

CRITERION (e): Review and comment from affected governmental units and other agencies.

City Council's Response: Satisfied.

DLCD

45-day notice was provided to the Department of Land Conservation and Development (DLCD) in accordance with OAR 660 Division 18. OAR 660-18-0035 provides that if DLCD is participating in the proceeding, they shall notify the local government 15 days prior to the first evidentiary hearing. DLCD did not provide notification to the City.

OAR 660-018-0035. Department Participation
If the Department is participating in a local government proceeding for which notice was received under OAR 660-018-0020, the Department shall notify the local government. The Department notification shall occur at least 15 days prior to the first evidentiary hearing on adoption as specified in notice received under OAR 660-018-0020 and shall indicate any concerns with the proposal and recommendations considered necessary to address the concerns including, but not limited to, suggested corrections to achieve compliance with the Goals.

DLCD did not provide notification or comment to the City.

Josephine County
45-day notice was also provided to Josephine County in accordance with the 1998 Intergovernmental Agreement for the Urbanizing Area. Josephine County did not provide comment.

ODOT
ODOT participated on the Technical Advisory Committee. Transportation Analysis documents and recommendations were reviewed by several sections of the ODOT organization and ODOT representatives. The necessary traffic counts and analysis were conducted consistent with ODOT standards, and they were involved in the review of the methodologies used and format of analysis reports. ODOT commented throughout the process and reviewed the final documents for consistency with their requirements. Some transportation-related recommendations would require more detailed analysis to provide the information required for design-level decision-making.

ODOT provided comment in response to the notice of this hearing and has identified no concerns.

Technical Advisory Committee (TAC)
The Steering Committee included liaisons from the Planning Commission and City Council and representatives from affected agencies and service providers. These included Grants Pass Community Development, Economic Development, Engineering, Streets, Utilities, Public Safety, Josephine County Transit, the Josephine Housing Council, and ODOT. These representatives provided technical review and provided feedback on the technical issues associated with the policy direction of the Citizen Advisory Committee.

Other
Notice of the proposed amendment was also provided to affected agencies and governmental units on the City's Site Plan Review distribution list.

The process provided opportunity for review and comment from affected governmental units and other agencies.

CRITERION (f): A demonstration that any additional need for basic urban services (water, sewer streets, storm drainage, parks, and fire and police protection) is adequately covered by adopted utility plans and service policies, or a proposal for the

requisite changes to said utility plans and service policies as a part of the requested Comprehensive Plan amendment.

City Council's Response: Satisfied. Review and comment was provided by members of the Technical Advisory Committee during the process. Adoption of the Implementation and Funding Strategy does not necessitate changes to utility plans or service policies. The recommended changes in the Strategy are noted, and include only changes to the Transportation Plan, as noted above and in the proposed document. These would be undertaken at the implementation stage following adoption of the Implementation and Funding Strategy.

CRITERION (g): Additional information as required by the review body.

City Council's Response: Satisfied. Sufficient information was provided for the City Council to make its decision.

CRITERION (h): In lieu of item (b) above, demonstration that the Plan as originally adopted was in error.

City Council's Response: Not Applicable. Criterion (b) is applicable. The Plan was not adopted in error. The proposed amendments are adopted in response to a change in circumstances. See Criterion (b) for discussion of the change in circumstances.

VIII. DECISION AND SUMMARY:

The City Council found that the applicable criteria were satisfied and **APPROVED** the Comprehensive Plan amendment with the following amendments:

Delete the following contingent improvements:

- The extension of Rogue River Avenue
- The extension of Voorhies Avenue
- The elimination of the third lane on 7th Street between the 7th Street bridge and 'M' Street.

The enacting ordinance clarifies the following items:

- Section 3 of the preamble states, "The Downtown River District Plan contains several options for funding but does not require the adoption of any of the strategies presented or any other funding option."

- Section 2 of the ordinance states, "This action in no way requires the Council to adopt any element of the funding strategy."

IX. ADOPTED BY THE GRANTS PASS CITY COUNCIL this 7th day of July, 2008.

~~Len Holzinger, Mayor~~ Council President

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City of Grants Pass

Downtown River District Plan

Concept Plan and Implementation & Funding Strategy

Citizen Advisory Committee Recommendation

1	Citizen Advisory Committee Recommended Downtown River District Plan and Implementation and Funding Strategy, November 15, 2007
2	**Appendix A** Resolution 5122, adopted July 19, 2006: Study Area Boundary, Vision Statements and Evaluation Criteria (see Resolution 5180 amending Study Area Boundary)
3	**Appendix B** Resolution 5180, adopted January 17, 2007: Amendment to Study Area Boundary
4	**Appendix C** Resolution 5127, adopted September 6, 2006: Technical Memo 1: Plan and Policy Review
5	**Appendix D** Resolution 5181, adopted January 17, 2007: Technical Memo 2 & 3: Existing Conditions & Future Baseline Traffic Conditions Technical Memo 4: Funding & Market Analysis Report Technical Memo 5: Opportunities and Constraints Report
6	**Appendix E** Memo on Elements and Tools, January 3, 2007
7	**Appendix F** Memo on Conceptual Outline for Development of Alternatives, January 3, 2007
8	**Appendix G** Technical Memo 6: -Preliminary Draft Alternatives Report, January 4, 2007 -Draft Alternatives Report, January 31, 2007 -Supplemental Memo: Draft Revised Alternatives, February 28, 2007
9	**Appendix H** Technical Memo 7: -Prelim. Draft Financial Analysis Report, May 9, 2007 -Draft Transportation Analysis Report, April 30, 2007 -Draft Alternatives Evaluation Report, May 14, 2007
10	**Appendix I** Technical Memo 8: -Traffic Analysis Report, November 15, 2007
11	**Appendix J** Comments from Open Houses: -October 11, 2006 -January 25, 2007 -May 31, 2007
12	**Appendix K** Display Materials from March 20, 2008 Open House (on CD) Comments from March 20, 2008 Open House

AVERY 600038

Greater Grants Pass Plan
Downtown River District

Revised Downtown River District Plan
Implementation & Funding Strategy



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

November 15, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District

Revised Downtown River District Plan
Implementation and Funding Strategy

A land use and transportation Plan for the Downtown River District and an action program for implementing the Plan.

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Prepared by:

Spencer & Kupper
In association with
Donald B. Genasci & Associates
Robert Bernstein, PE
Landsman Transportation Planning
E.D. Hovee & Company
Dailey GIS

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District

Revised Downtown River District Plan Implementation and Funding Strategy

Citizen Advisory Committee

Phil Paquin-City Council Liaison
Ferris Simpson-Planning Commission Liaison
Aaron Ausland-Study Area Property Owner
Arden McConnell-Study Area Resident/Property Owner
Carrie Knight-Chamber of Commerce Main Street Program
Robert Ward-CBD Business and Property/Home Valley Bank
Ward Warren-CBD Business and Property/Blue Moon Antiques
Jeff Voigt-Towne Center Association
Vicki Magallon-At Large
Darin Fowler-At Large

Technical Advisory Committee

Jim Huber-Grants Pass Community Development Director
Charlie Mitchell, Kerrie Walters- Grants Pass Economic Development
Rich Schaff- Grants Pass Engineering
Steve Scrivner- Grants Pass Streets
Joey Wright- Grants Pass Utilities
Bill Landis- Grants Pass Public Safety
Dawn Pike-Josephine County Transit
Teresa Santucci- Josephine Housing Council
Dan Dorrell-ODOT
Brian Sheadel-ODOT
Savannah Crawford-ODOT/TGM Project Manager

City Staff

David Frasher-City Manager
Tom Schauer-Project Manager

On August 30, 2007 members present at the Citizens Advisory Committee meeting voted unanimously in support of the following motion:

> **Forward the Downtown River District Plan (with revisions) to the Planning Commission and City Council for adoption, and to recommend that the City Council consider taking the financing recommendation of forming an urban renewal district to a vote of the people.**

A. Introduction

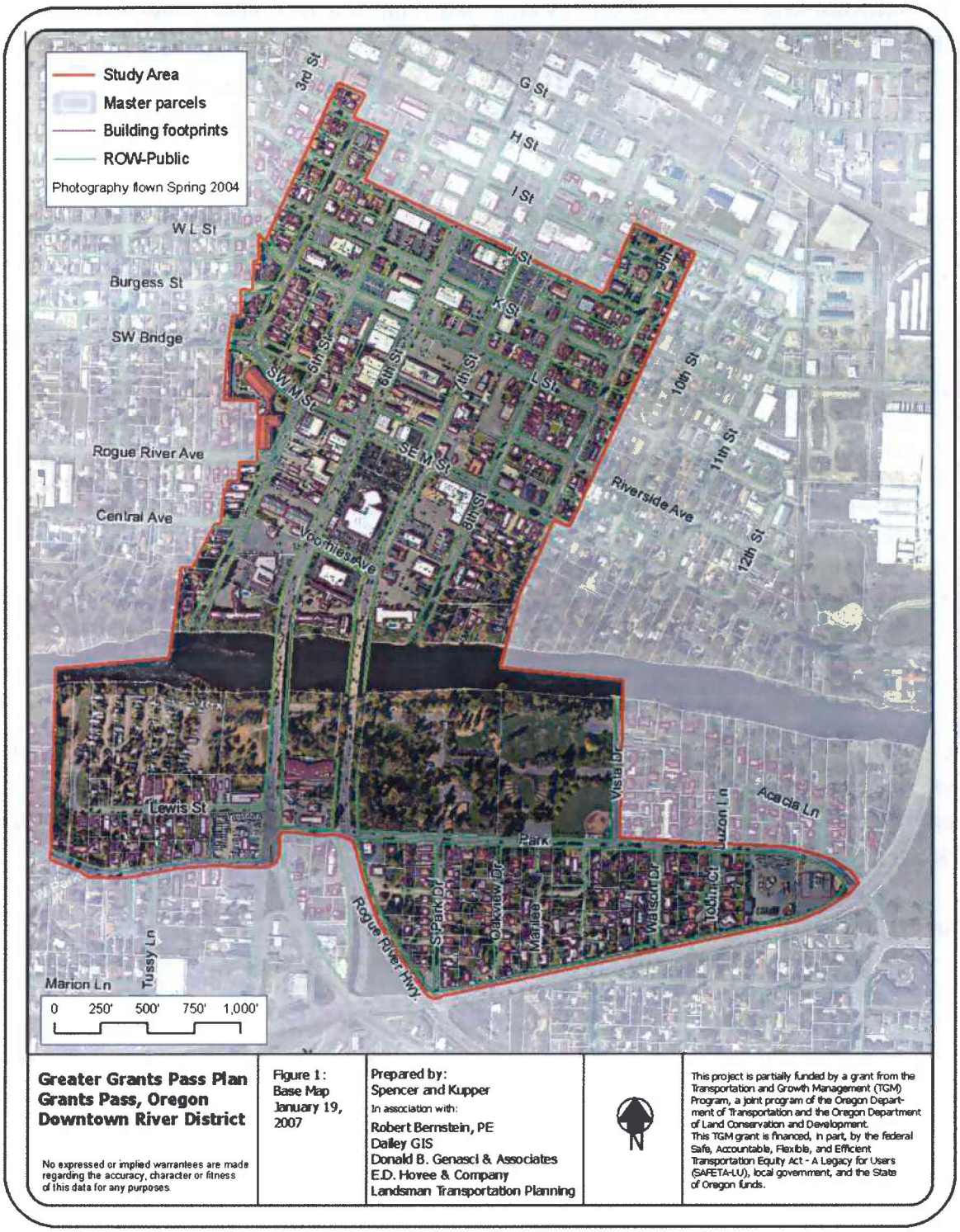
This Downtown River District Plan has emerged from the technical analysis described in a number of Technical Memos and Reports, input from the Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC), several Public Open Houses and the consulting team's observations and recommendations. Technical Memos and Reports that form the basis of the Plan are:

- ***Technical Memo 1: Plan & Policy Review.*** The purpose is to identify and describe the planning and regulatory policies that will affect development and redevelopment within the planning area.
- ***Technical Memo 2: Existing Conditions Analysis.*** The purpose is to identify and generally describe the existing land use and transportation conditions within the planning area.
- ***Technical Memo 3: No-Build Report.*** The purpose is to analyze future baseline "no-build" traffic conditions within the planning area.
- ***Technical Memo 4: Funding & Market Analysis Report.*** The purpose is to summarize existing economic and market conditions within the planning area and to provide planning level cost estimates for public and private improvements that may be considered in the planning area.
- ***Technical Memo 5: Opportunities & Constraints Report.*** The purpose is to identify issues that offer opportunities or constraints to mixed use development and improvements within the area.
- ***Elements & Tools Memo.*** Activities, tools and actions to use in developing and implementing alternatives.
- ***Technical Memo 6: Alternatives Report.*** Land use and transportation alternatives and evaluation.
- ***Alternative Evaluation Reports: Financial Analysis Report, Transportation Analysis Report, Alternatives Evaluation Report.*** Evaluation of alternatives.
- ***Preferred Alternative Report.*** Summary and refinement of a preferred alternative.

The Downtown River District extends from the southern edge of downtown Grants Pass (Central Business District) to the Rogue River between 4th and 9th Streets. South of the river, the area north of the Grants Pass Parkway east of 7th Street, and north of West Park Street west of 6th Street is included.

Figure 1 is a Base Map of the Downtown River District.

Figure 1
Downtown River District



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

No expressed or implied warrantees are made regarding the accuracy, character or fitness of this data for any purposes.

Figure 1:
Base Map
January 19, 2007

Prepared by:
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A Vision Statement and Evaluation Criteria have been recommended by the CAC and Planning Commission, and approved by the Grants Pass City Council. These statements provide a description of a future Downtown River District and expectations for the River District Plan.

The Vision



- The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts.

- Grants Pass is known as one of the premier river towns in America: **"Where the Rogue River Runs."** The transformation of the Downtown River District has been a key in gaining that reputation.



- The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.

- Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.



- Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable.

- The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.

- Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.



- The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.

- Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and **"eyes on the park."**

- Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.

- A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area.

- The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.

Evaluation Criteria

The Downtown River District Plan provides for:

1. A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District.
2. Infill and redevelopment in a compact land-efficient manner.
3. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment.
4. Business opportunities and a variety of housing options that complement one another.
5. Services, open spaces and other features that serve residents of this and adjacent districts.
6. Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.
7. Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown.
8. Convenient access to all properties in the district.
9. A functioning roadway system that does not **dominate the district's character.**
10. Pedestrian, bicycle, and transit facilities that provide options to the auto.
11. Opportunities to live and work in the district without using a car.
12. A riverfront that includes a variety of active and passive commercial, residential and recreational uses that take advantage of the natural beauty of the river.
13. Improved public access to the riverfront.
14. Improvements to Riverside Park that benefit both residents and visitors.
15. Adjacent developments near Riverside Park that **complement the park and add energy and "eyes on the park."**
16. Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.
17. A public/private partnership to accomplish projects that would otherwise be infeasible.
18. Key public investments, including fiscal incentives, designed to leverage private investments in the area.
19. Redevelopment and infill opportunities that are economically feasible for public and private investment.
20. Support by a broad spectrum of community interests and organizations.

B. Land Use Plan and Transportation Elements

Alternatives Considered

The Plan was developed considering three alternative concepts for the Downtown River District that had different land use and transportation assumptions, different improvement costs, and required different levels of public and private investment to realize the plans. The alternatives were:

- **6th Street Emphasis Alternative:** Commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront.
- **Mixed Use Riverfront Emphasis Alternative:** River-oriented mixed use development on the south side of the river.
- **Convention Center Emphasis Alternative:** Property between M and Voorhies Streets redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza.

Figure 2 shows illustrative diagrams for each alternative.

Figure 2
Alternatives Considered

6th Street | **Mixed Use** | **Convention Center**



Elements from each alternative were incorporated by the CAC into the Plan. Some elements were specifically not included in the revised Plan, and include: not changing the existing 6th & 7th couplet to allow 2-way traffic, reductions in lanes, etc.; not

recommending pedestrian bridges at 5th and 8th Streets; excluding the residential area east of Riverside Park within the study area; not revising zoning for the residential area south of Riverside Park to permit higher densities, mixed uses, etc.; and not specifically recommending a convention center be developed, but that additional work should be undertaken to evaluate the feasibility of a convention center in Grants Pass. The Technical Memos mentioned earlier in this report describe all of the ideas developed during the planning process. This report focuses only on the concepts recommended by the CAC.

Plan Summary

Figure 3 is an illustrative diagram showing the major elements of the River District Plan. Photographs are included that show projects located in other Northwest cities that illustrate some of the concepts proposed for the Downtown River District.



Mixed use retail and office development and redevelopment extend along the 6th and 7th Street corridors from J Street to the river. New construction is built to the property line, parking is located to the sides or rear of buildings not between buildings and the street.



Residential infill has occurred west of 5th Street and east of 8th Street adding more residential population around the Downtown River District. Opportunities for live/work exist throughout the area.

The streetscape on both 6th and 7th Streets from J Street to the river are improved to include street trees, furnishings, pedestrian crossings and lighting. M Street is widened to increase traffic capacity at the intersections of 6th and 7th. Additional pedestrian crossings south of M Street are provided to improve access and safety. As redevelopment south of M Street occurs, extensions of Voorhies and Rogue River Streets may be made. Pedestrian improvements are also provided on or between the 6th and 7th Street bridges.

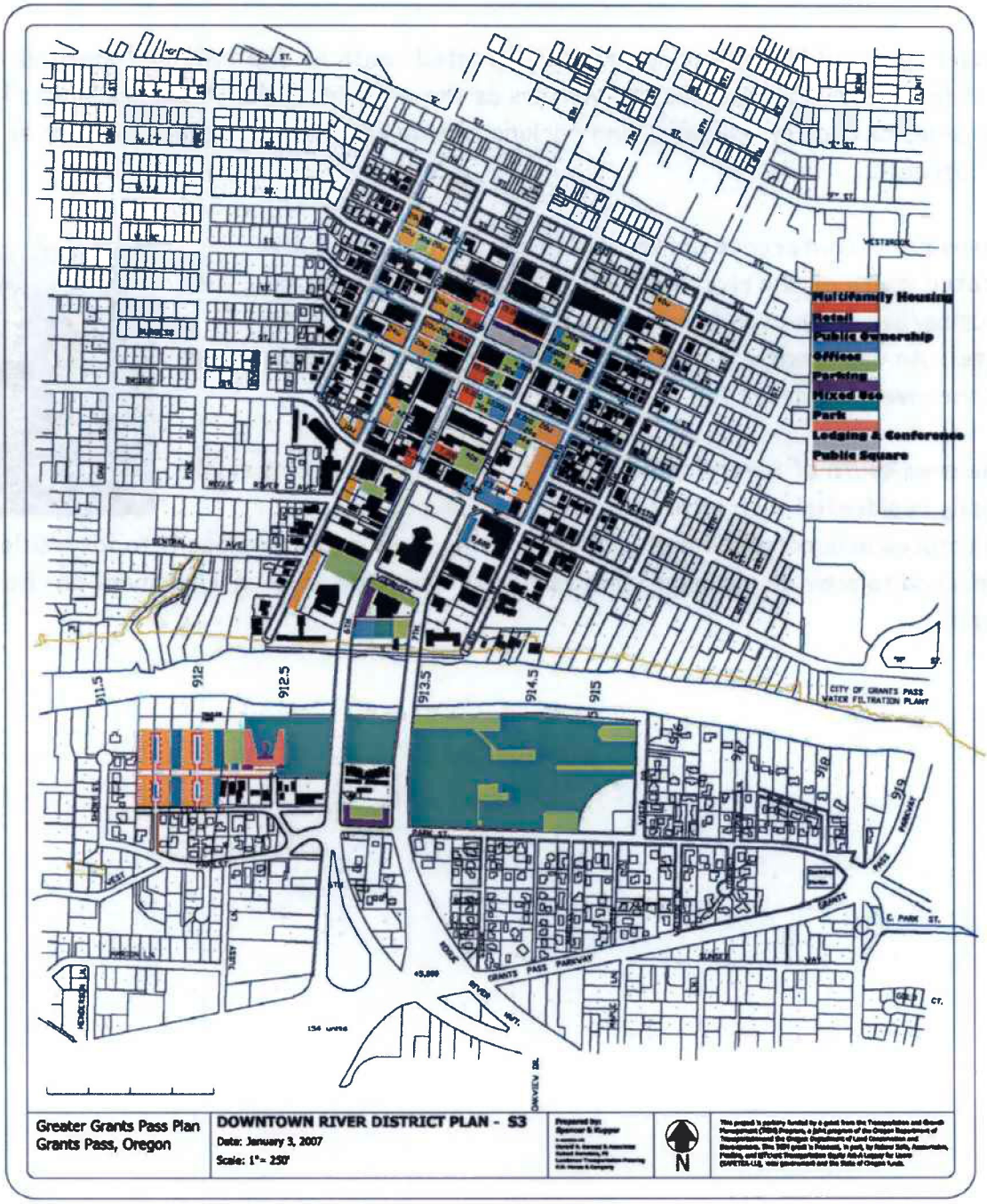


A new plaza and arts market are located between 6th and 7th Streets north of K Street. The plaza provides an open space

between the Downtown Historic Core and the riverfront, and a home for many of the City's arts organizations and artists.

Figure 3

Downtown River District Concept Plan



The riverfront area between 6th and 7th Streets south of Voorhies Street is developed according to concept plans outlined by Evergreen Bank, including a 20,000 square foot office building located off 6th Street. An open space is provided along the north side of the river as part of the redevelopment plan.

Longer term, additional public parking is located south of J Street and south of M Street in order to serve businesses and visitors as the area develops. Public parking is located to the sides or rear of buildings, and parking lots do not dominate the character of 6th and 7th Streets.



A new hotel/conference center and related restaurants are located south of the river west of 6th Street, and additional housing/live-work uses are constructed in the vicinity of the hotel. An esplanade extends along the riverfront providing access to the river and areas for outdoor seating.

The area south of Riverside Park east of 7th Street remains single family residential with infill and rehabilitation of existing structures in accordance with current zoning. Park Street adjacent to Riverside Park is improved to provide more on-street parking with little or no infringement on the park itself.

Table 1 summarizes the program elements for the Plan.

Table 1
River District Plan-Program Elements

Development Program Elements	Plan
New Housing (Dwelling Units)	
Total New Housing	377
Commercial Uses (Square Feet)	
Existing	320,000
Total New Commercial	62,300
New Office Uses (Square Feet)	97,100
New Hotel/Conference Center (Square Ft.)	
New 60 Rooms + Conference Center	60,000
New Civic/Arts Center/Market	10,500
Total Square Feet of New Building Area	229,900
Total Square Feet Non-Residential in District	549,900
Parking (Number of Spaces)	
Existing On-Street(1)	930
New Off-Street Lots	634
New Off-Street Structure(2)	190
Total Parking Spaces	1,754
Parking Ratio (Parking Spaces/1000 SF)	3.19

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.
2)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces). Surface lots provided if structure infeasible.

Recommended Transportation Improvements

The Plan is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. A number of transportation improvements and other recommendations are proposed as part of the Plan in order to address existing and future traffic and pedestrian capacity and safety issues.

M Street Widening @ 6th & 7th Streets

The analysis of 2028 traffic operating conditions at the M St intersections at 6th and 7th Streets indicated that increasing traffic volumes will approach or exceed the intersections' capacities and will degrade traffic operating conditions to unacceptable levels. This issue is also true if no changes to current zoning are made. In particular, conditions at the 6th/M intersection have the potential to create a significant bottleneck at a key junction of north-south and east-west arterials. In addition, the existing prohibition of left turns from eastbound M St to northbound 7th St creates a significant

disconnection on the arterial system. The proposed M St widening (5 lanes between 5th St and 8th St) and intersection improvements address both of these deficiencies by providing additional capacity at the bottleneck 6th/M and 7th/M intersections, and by permitting eastbound-to-northbound left turns at 7th/M. The operational analysis found that the M St intersection improvements will significantly increase capacity and reduce congestion. Improvements will require ODOT approval.

Contingent Improvements: Voorhies Street and Rogue River Street Extensions
The Voorhies Street and Rogue River Street Extensions are transportation access concepts that can be considered when surrounding properties redevelop. These street extensions would provide currently non-existent vehicular and pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The expanded local accessibility and improved circulation provided by these new linkages would significantly enhance the viability and vitality of future River District development and redevelopment. Coordination with ODOT is necessary for any intersection and or pedestrian crossing improvements.

The new 6th St and 7th St intersections created by the extensions would provide currently non-existent controlled pedestrian crossings on 6th and 7th south of M St, which also would enhance the viability and vitality of future River District development and redevelopment.

The new 6th St and 7th St intersections may introduce intersection improvements between M St and the bridge. Because the sidestreet volumes on the extended Voorhies St and Rogue River St would be low, the intersections can be designed to provide adequate capacity.

Maintaining smooth traffic flow through the proposed intersections on 6th and 7th will require careful design of the intersection lane configurations. At the appropriate time a detailed traffic operations analysis should be undertaken to guide and support the design process. In addition, ODOT signal warrants must be met and approved by ODOT Region and State Traffic Engineer. Further analysis will be required.

6th St and 7th St Pedestrian Crossings (between M St and the river)
As stated above, the Voorhies Street and Rogue River Street Extensions would provide greatly improved pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The pedestrian crossings also

would provide safer, convenient pedestrian access within the 6th/7th Corridor that would not otherwise be available.

The pedestrian accessibility and circulation provided by these crossing improvements are necessary to attract and support the future River District development and redevelopment envisioned by the Plan, and the need for the pedestrian crossing improvements is independent of the need for the Voorhies St and Rogue River St extensions. If necessary or appropriate, the crossing improvements can be installed prior to construction of the Voorhies St and Rogue River St extensions, provided that design compatibility between the pedestrian crossings and street extensions is ensured.

Reconfigure Northbound 7th St (River to M St)

The transition from higher speeds and 'freer-flow' (fewer signalized intersections) to slow-speed, highly-controlled conditions that occurs on northbound 7th St as it crosses the Rogue River, passes Voorhies St and enters downtown through the M St intersection, creates traffic safety concerns. To address these concerns, 7th St should retain as far north as possible the two-lane cross-section it carries across the Rogue River Bridge. Coordinating with ODOT's Freight Mobility Group will be necessary to implement this improvement.

Because the 7th St/M St intersection improvements requires additional lanes and because adequate queue storage length must be provided on the northbound 7th St approach to the intersection, the two-lane cross-section on 7th can be carried only north to the point where it can be safely transitioned into the M St intersection approach.

In addition, any reconfiguration of 7th St (narrowing to two lanes) will be unnecessary and/or impossible if the Voorhies St Extension or the Rogue River St Extension is built. Both of these Extensions would create a new intersection on 7th south of M St, each of which would both (i) impose specific lane configuration requirements of their own, and (ii) provide the traffic calming effect that the 7th St two-lane cross-section was intended to provide.

Further Development of Transportation Improvements

Before the transportation improvements can be funded and constructed, further analysis and design work will be needed. Conceptual design, detailed traffic analysis (including signal warrant analysis), and preliminary engineering will need to be completed for the M Street widening, the Voorhies Street and Rogue River Street extensions, and the 6th-7th pedestrian crossing improvements. Because these projects' impacts on corridor traffic operations are so inter-related, and because those impacts may affect the downtown

street system north of the study area, a detailed operations analysis and simulation should be prepared for the segments of 6th St and 7th St from the river north to at least E St.

If the City chooses to further investigate the development of a convention center in the River District, a detailed traffic impact analysis focusing on the episodic peaks generated by a convention center will be needed, as the traffic analyses prepared for the River District Plan addressed only "typical" weekday peak conditions.

The Plan transportation improvement recommendations are summarized below and shown in **Figure 4**. Intersection improvements on 6th and 7th Streets will be required to meet warrants and be approved by ODOT.

1. Improve/expand M St intersections at 6th St and 7th St.

2. Provide better pedestrian and/or vehicular connectivity to and across 6th St and 7th St south of M St to improve access and safety. Consider the following when surrounding properties redevelop:

   - Add intersection improvements on 6th and 7th Streets at Voorhies;
   - Extend Voorhies St west from 6th to 5th and east from 7th to 8th;
   - Construct new street from 5th to 8th located between Voorhies and M (as an extension of Rogue River St); and/or
   - Add intersection improvements at new Rogue River Street on 6th and 7th Streets.

3. Improve the safety and convenience of pedestrian movement across the Rogue River. Consider the following:

   - Improve the pedestrianways on the two existing Rogue River Bridges; and/or
   - Provide a new pedestrian river crossing between 6th and 7th.

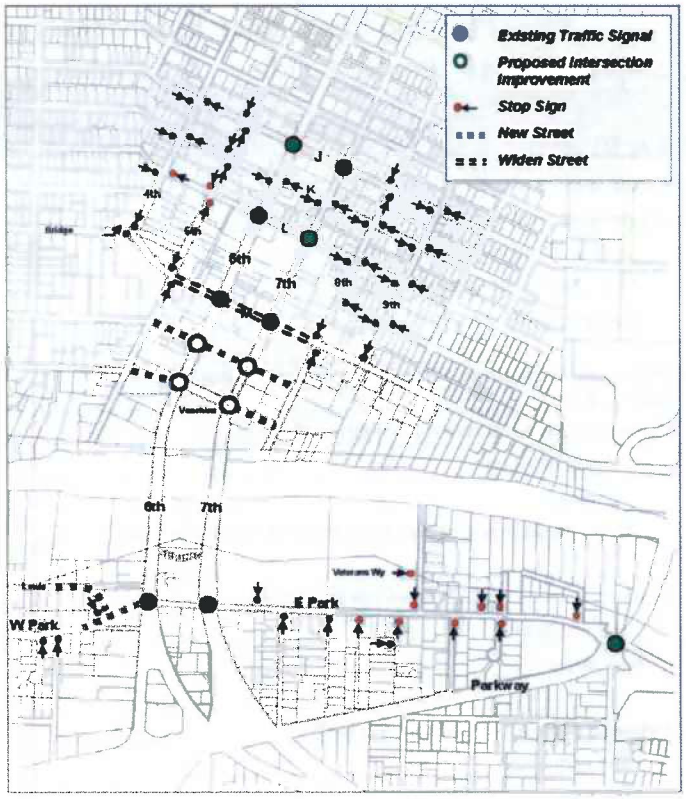
4. Improve transit service in the area. Consider the following:
   - As demand warrants, develop a local transit service loop linking the CBD through the Downtown River District to south of the river utilizing the 6th/7th street couplet.
   - When major events are staged in Riverside Park implement the transit concepts above to reduce parking and other impacts on neighborhoods surrounding the park and to better utilize parking opportunities throughout the Downtown.

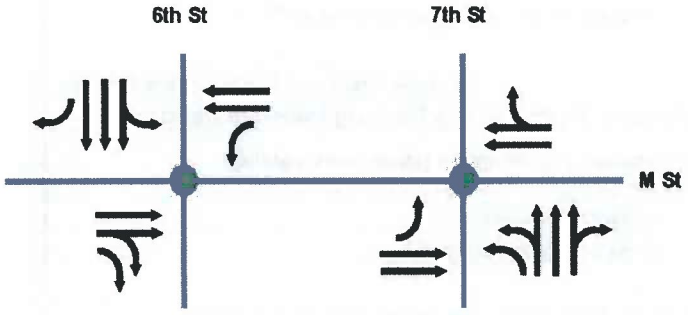
5. Pursue the designation of the 6th/7th Street couplet as an ODOT Special Transportation Area (STA). An STA designation would allow for more flexibility in improvement standards appropriate for a downtown area.

Figure 4

Proposed Transportation Improvements

M Street/6th-7th Street Lane Configurations





C. Improvements and Planning Level Cost Estimates

The needed transportation, streetscape, and other public improvements needed for the Plan are summarized in Table 2. More detailed information in the *Financial Analysis Report,* and in the *Plan Transportation Analysis Report* describe each improvement, and the assumptions associated with planning level costs, and planning level cost estimates. In addition to the public improvements called for in the Plan, Table 2 includes costs

associated with recommended commercial and residential building rehabilitation and incentives over a 20 year period.

Table 2

Plan-Planning Level Cost Estimates for Public Improvements, Public Buildings & Rehabilitation Programs

Table 2 Costing By Project	Plan Sq.ft./Cost
Street and traffic control improvements	
Improvements at M St. intersections at 6th & 7th	
Land acquisition (M St.)	$712,000.00
New Intersection improvements	$250,000.00
New street surface	$29,000.00
	$991,000.00
Contingent: Pedestrian & Traffic Management Improvements South of M St.	
Extend Voorhies St. West from 6th to 5th	
Land acquisition	$272,000.00
New street	$148,000.00
New intersection improvements on 6th & 7th at Voorhies	$250,000.00
	$670,000.00
Extend Voorhies St. East from 7th to 8th	
Land acquisition	$957,000.00
New street	$478,000.00
	$1,435,000.00
Extend Rogue River St. from 5th to 8th	
Land acquisition	$957,000.00
New street	$478,000.00
New intersection improvements at 6th & 7th	$250,000.00
	$1,685,000.00
Sub-total Street and Traffic Control Projects	$4,781,000.00
Streetscape, Pedestrian & Parking Improvements	
Streetscape improvements (street trees, lighting, intersections, furnishings) on 6th & 7th Streets from	
J Street to Voorhies	$961,000.00
Cross Streets J to Voorhies	$1,130,000.00
	$2,091,000.00
Park St - Parking improve. (North side) 7th to Vista Dr.	$321,000.00
Public Parking	
South of J Street	$425,000.00
Land Acquisition	$637,000.00
	$1,062,000.00
South of M Street	$497,000.00
Land Acquisition	$747,000.00
	$1,244,000.00
Sub-total Streetscape, Pedestrian & Parking Improvements	$4,718,000.00
Parks, Plazas and Open Spaces	
Riverside Park Improvements - (New Park west of 6th)	$657,000.00

Table 2 Costing By Project	Plan Sq.ft./Cost
Plaza Improvements – Plaza-K Street Arts Market	$400,000.00
Sub-total Parks, Plazas and Open Spaces	$1,057,000.00
Public Buildings	
K Street Arts Market	
Public Market Building	$850,000.00
Land Acquisition	$456,000.00
Sub-total Public Buildings	$1,306,000.00
Building Rehabilitation/Housing Assistance	
$150K/year over 20 years	$3,000,000.00
Totals	
Sub-Totals all Costs	$14,862,000.00
Contingency @ 40%	$5,945,000.00
Totals all Public Improvement/Rehabilitation Program Costs	$20,807,000.00

D. Comprehensive Plan and Zoning Recommendations

The City of Grants Pass Comprehensive Plan

The current Comprehensive Plan provides the basis for current zoning designations in the area, with a central business district designation focused on G Street between 4th and 8th Streets, and a general commercial district south of the CBD between 5th and 8th Streets to the river. High density housing is designated to the east and west of the commercial core. See **Figure 5**. Comprehensive Plan designations are similar to Zoning designations.

While the Comprehensive Plan provides some overall policy direction for downtown and the riverfront, it is very general in nature, has not been recently updated, and does not specifically address the Downtown River District Vision and Evaluation Criteria.

> **Additional policy language should be developed and adopted in the Comprehensive Plan that reflects the Downtown River District Vision.**

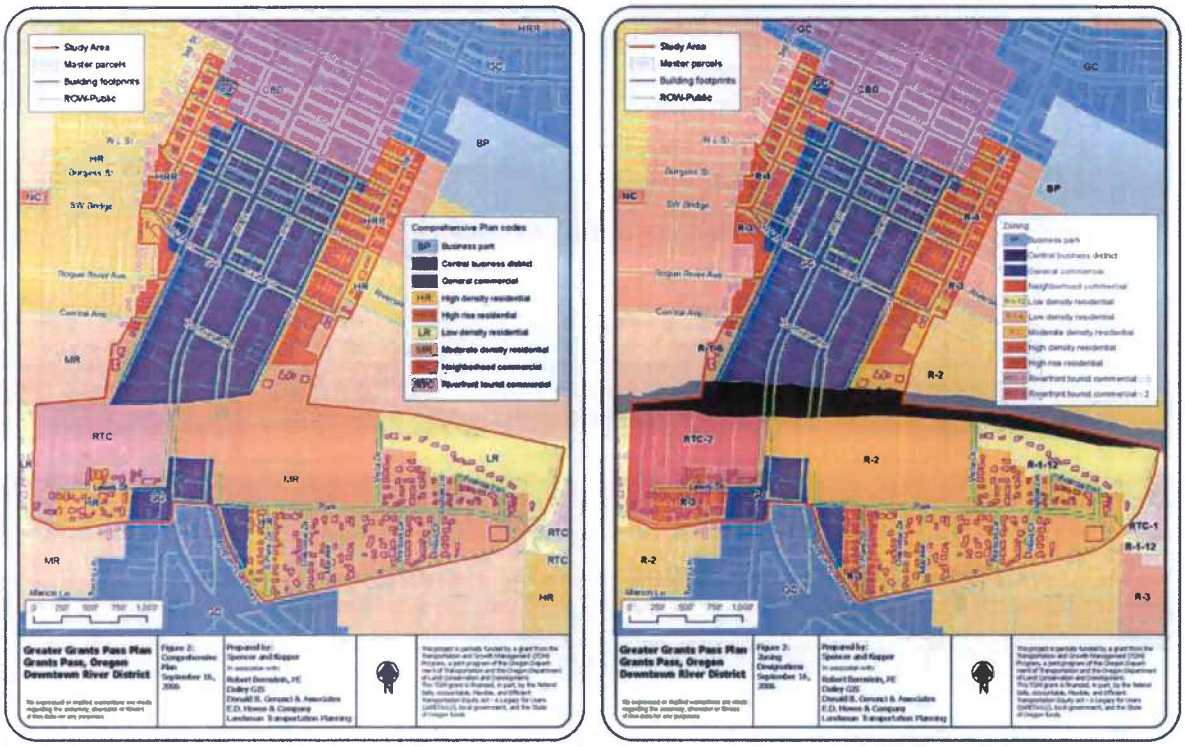
The City of Grants Pass Development Code and Zoning Map

The existing Development Code and Zoning Map describe allowed uses and development standards for zones within the City. Within the planning area, there are two commercial zones (General Commercial-GC and Riverfront Tourist Commercial 2-RTC-2) and four

residential zones (Low Density-R-1-12, Moderate Density-R-2, High Density-R-3 and High Rise Density-R-4).

Figure 5

Existing Comprehensive Plan and Zoning Designations



Base Zone Designation. A basic issue for this Plan is whether the GC zone is appropriate for the Downtown River District. The requirements of the GC zone differ from the CBD standards primarily in allowing auto-oriented developments and having development standards that require buildings set back from public sidewalks, with planter strips and landscaped front yards rather than building faces abutting wider sidewalks with trees in tree wells. The Vision Statements and Evaluation Criteria suggest the creation of a strong downtown-scaled pedestrian environment connecting to the river.

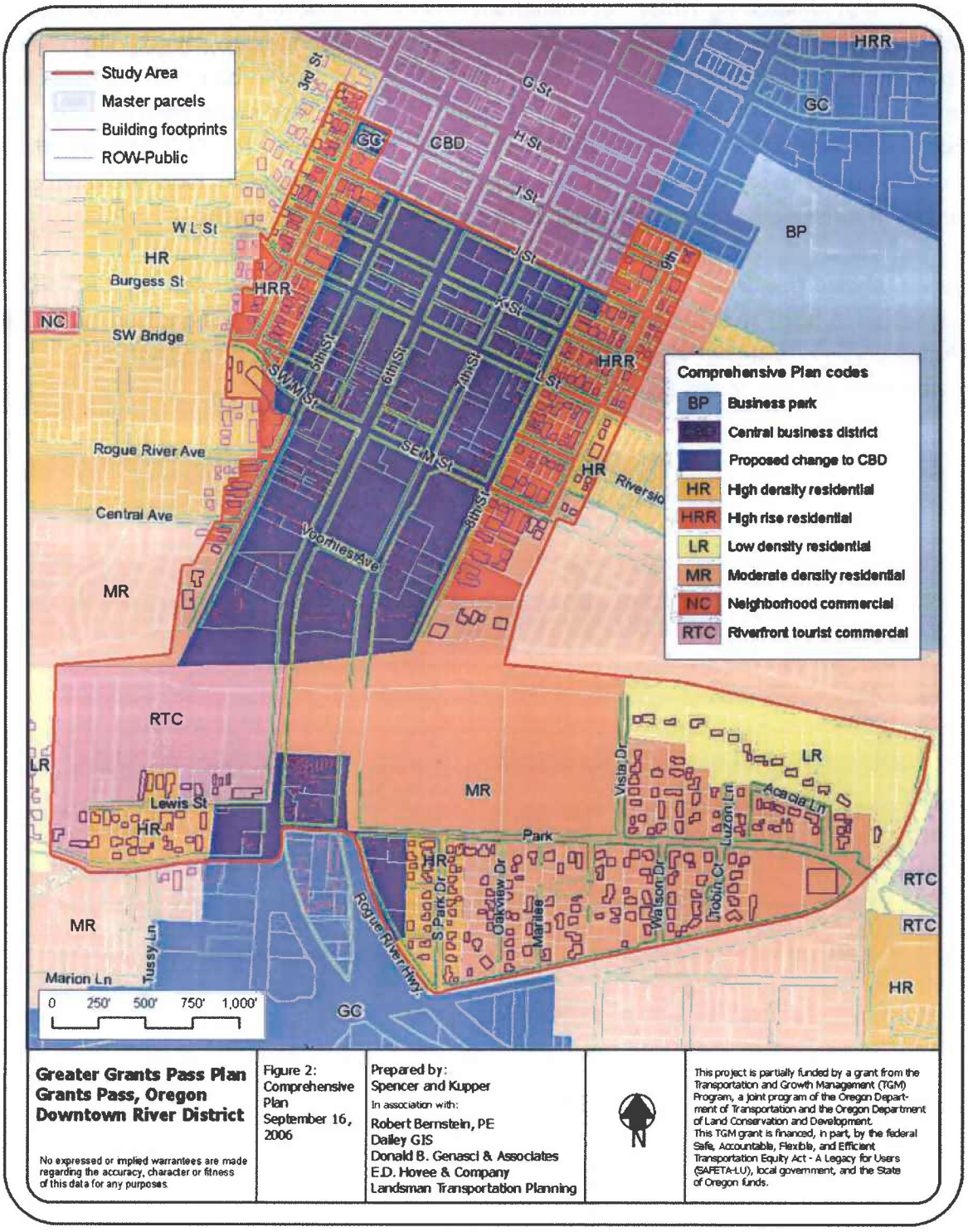
It is recommended that the General Commercial designation within the Downtown River District be replaced by a new CBD designation (CBD-RD). The Permitted Uses and Site Plan Review Procedures found in Schedule 12.2 for the CBD zone should apply to the CBD-RD designation in the Downtown River District as should the Commercial Base Development Standards in Article 12.250. The Architectural Standards included in Article 20.400 should continue to apply as they do today.

Later in this section a number of specific policy and code amendments are suggested to implement the plan. Final implementation will be as a follow-up activity to this Plan, and in the course of discussing these recommendations in more detail, other approaches that meet the overall intent of the recommendations and Vision may be found. There may also be policies and standards not mentioned in this Plan that should be modified as well, such as minimum and maximum building heights, building orientation along the river and along arterial and local streets, special building setback conditions, etc. It is the intent of this Plan to identify major changes, but the specifics as how to best include the desired changes in existing policy and standards documents is left to others.

Figure 6 shows the areas within the Downtown River District proposed for CBD-RD designation in both the Comprehensive Plan map and the Zoning Designation map. This includes areas now designated General Commercial south of the river that are recommended to be zoned CBD-RD.

Figure 6

Proposed Comprehensive Plan and Zoning Designations



CBD Parking standards. Article 25.032(3) exempts development in the CBD zone from minimum parking requirements. Parking requirements appropriate for the Downtown Historic District and the Downtown River District were discussed in detail by the CAC, and it was determined that at a minimum, developments within the Downtown River District should provide off-street parking adequate for employees.

> **The following amendment to Article 25.032(3) is recommended** (additions shown as *underlined/italic*):
>
> **25.032(3) All parcels and uses within the CBD zone are exempt from the space requirements of this Article, *except parcels and uses south of J Street zoned CBD-RD where minimum parking spaces equaling 50% of the requirements of Article 25.042 shall be provided*. *H*owever, any voluntarily installed parking shall conform to the design standards of this Article.**

Other parking requirements that now apply to the CBD zone should apply to the new CBD-RD zone.

Standards in the High Rise Residential (HRR) (R-4 Zoning) areas. Areas east and west of the proposed CBD-RD designation are designated for HHR (R-4), the highest density residential district in the City. Residential uses and office uses are permitted in these areas. The opportunity to increase the ability to permit a wider variety of mixed use developments adjacent to the CBD-RD has resulted in the following recommendation.

> **Amend Schedule 12-2, Permitted Uses and Site Plan Review Procedures by adding the following Permitted Uses with conditions to the R-4 District (or create a new R-5 District that applies within the study area): *Add 3)Trade (a) Retail Indoor, and 4) Services (b) Business Office as a permitted uses subject to the following: When included in a mixed-use development, trade and services uses shall occupy no more than 50% of the total floor area, or 5,000 square feet of floor area, whichever is smaller.***
>
> Review residential design standards in Article 22 for appropriateness. Identify modifications as needed.

Permitted uses in the RTC-II District. The RTC-II district, shown on Figure 6, currently permits larger scale lodging, conference center, restaurants, services such as tour boats, and specialty retail. Residential uses are currently not permitted. It is recommended that the RTC area allow for a more mixed use development pattern.

F. Other Recommendations

Several related activities are summarized below as implementation actions to further evaluate concepts identified during the planning process.

- **Undertake a feasibility analysis for locating and constructing a convention center in Grants Pass. The analysis should identify potential conference and convention business that may be attracted to Grants Pass, potential impacts on the local economy, suitable locations for a facility, costs for land acquisition and construction, operating costs and revenues, and public/private roles.**

- **Pursue land exchange and/or acquisition opportunities to extend Riverside Park west of 6th Street through the Hamlyn property.**

Appendix A

RESOLUTION NO. 5122

A RESOLUTION OF THE COUNCIL OF THE CITY OF GRANTS PASS ADOPTING A STUDY AREA BOUNDARY, VISION STATEMENTS, AND EVALUATION CRITERIA FOR THE DOWNTOWN RIVER DISTRICT PLAN.

WHEREAS:

1. The City Council has initiated the Downtown River District Plan; and

2. The plan requires adoption of a study area boundary, vision statements, and evaluation criteria; and

3. These items were revised and discussed at the joint meeting of the City Council, Planning Commission, and Citizen Advisory Committee; and

4. The Citizen Advisory Committee recommended adoption of these items to the Planning Commission, and the Planning Commission recommended adoption of these items to the City Council.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Grants Pass that the Study Area Boundary attached as Exhibit "A", the Vision Statements attached as Exhibit "B", and the Evaluation Criteria attached as Exhibit "C" are hereby adopted.

EFFECTIVE DATE of this Resolution, upon passage by the City Council and approval by the Mayor, shall be immediate.

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 19th day of July, 2006.

SUBMITTED to and Approved by the Mayor of the City of Grants Pass, Oregon, this 24 day of July, 2006.

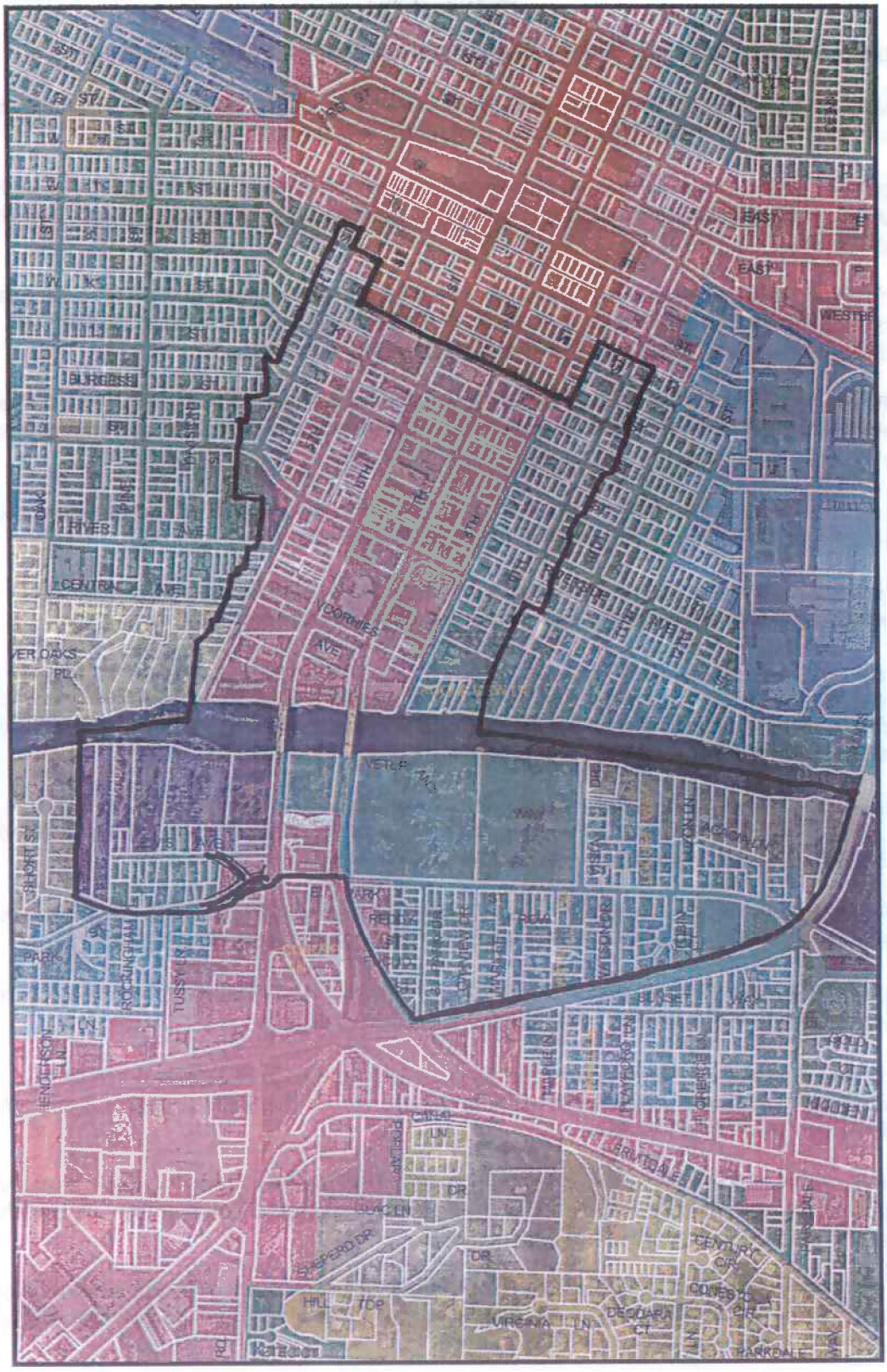
Len Holzinger, Mayor

ATTEST:

Karin M Lange
for Administrative Services Director
Joanne Stumpf

Date submitted to Mayor: July 21, 2006

Study Area Boundary
Downtown River District
Greater Grants Pass Plan
July 19, 2006



Vision Statements
Downtown River District
Greater Grants Pass Plan
July 19, 2006

(Numbering does not indicate priority. Numbers are provided for ease of reference).

1. The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts.

2. Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.

3. The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.

4. Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.

5. Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable.

6. The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.

7. Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character. Options are available to live and work here without using a car: pedestrian, bicycle, and transit facilities make traveling enjoyable.

8. The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.

9. Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."

10. Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.

11. A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area.

12. The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.

13. The redevelopment of the Downtown River District has been endorsed and embraced by a broad spectrum of community interests and organizations. The residents of Grants Pass are proud of the changes that have taken place.

Evaluation Criteria
Downtown River District
Greater Grants Pas Plan
July 19, 2006

(Numbering does not indicate priority. Numbering is provided for ease of reference).

The Downtown River District Plan provides for:

1. A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District.
2. Infill and redevelopment in a compact land-efficient manner.
3. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment.
4. Business opportunities and a variety of housing options that complement one another.
5. Services, open spaces and other features that serve residents of this and adjacent districts.
6. Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.
7. Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown.
8. Convenient access to all properties in the district.
9. A functioning roadway system that does not dominate the district's character.
10. Pedestrian, bicycle, and transit facilities that provide options to the auto.
11. Opportunities to live and work in the district without using a car.
12. A riverfront that includes a variety of active and passive commercial, residential and recreational uses that take advantage of the natural beauty of the river.
13. Improved public access to the riverfront.
14. Improvements to Riverside Park that benefit both residents and visitors.
15. Adjacent developments near Riverside Park that complement the park and add energy and "eyes on the park."
16. Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.
17. A public/private partnership to accomplish projects that would otherwise be infeasible.
18. Key public investments, including fiscal incentives, designed to leverage private investments in the area.
19. Redevelopment and infill opportunities that are economically feasible for public and private investment.
20. Support by a broad spectrum of community interests and organizations.

Appendix B

RESOLUTION NO. 5180

A RESOLUTION OF THE COUNCIL OF THE CITY OF GRANTS PASS AMENDING THE STUDY AREA BOUNDARY FOR THE DOWNTOWN RIVER DISTRICT PLAN WHICH WAS ORIGINALLY ESTABLISHED IN RESOLUTION #5122.

WHEREAS:

1. The City Council has initiated the Downtown River District Plan; and

2. Following an initial joint kick-off meeting of the Citizen Advisory Committee, Planning Commission, and City Council, a study area boundary was recommended and adopted by Resolution #5122.

3. A Public Open House resulted in public input about the project, and there has been subsequent public testimony and discussion as to whether the study area boundary should be amended; and

4. Following review of this issue and after considering a recommendation of the Citizen Advisory Committee, the City Council determined that the study area boundary should be amended, and the recommended amendment is shown in Exhibit "A".

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Grants Pass that the amendment to the study area boundary as shown Exhibit "A", which is attached to and incorporated herein, is hereby adopted.

EFFECTIVE DATE of this Resolution, upon passage by the City Council and approval by the Mayor, shall be immediate.

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 17th day of January, 2007.

SUBMITTED to and Approved by the Mayor of the City of Grants Pass, Oregon, this 24 day of January, 2007.

Len Holzinger, Mayor

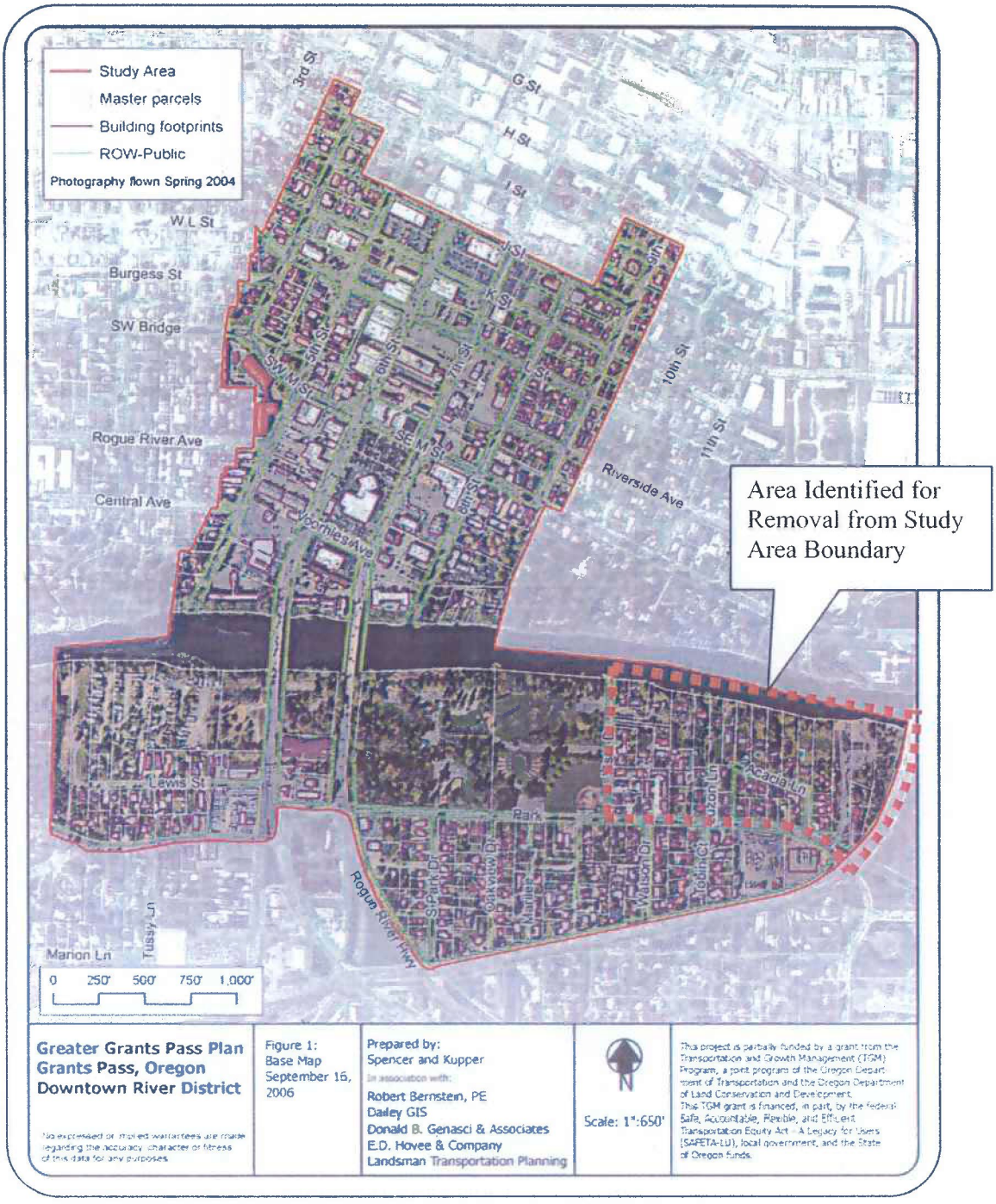
ATTEST:

Kevin M Lange for Administrative Services Director Joanne Stumpf

Date submitted to Mayor: 1-24-07

Approved as to Form, Ulys Stapleton, City Attorney

Exhibit "A"
Amendment to Study Area Boundary



Appendix C

RESOLUTION NO. 5127

A RESOLUTION OF THE COUNCIL OF THE CITY OF GRANTS PASS ADOPTING TECHNICAL MEMO #1: PLAN AND POLICY REVIEW, FOR THE DOWNTOWN RIVER DISTRICT PLAN.

WHEREAS:

1. The City Council has initiated the Downtown River District Plan; and

2. The plan requires an analysis and summary of existing plans, policies, and programs, and Technical Memo #1 fulfills that requirement; and

3. The Citizen Advisory Committee and Technical Advisory Committee provided comments on a draft, and Technical Memo #1 includes the recommended revisions; and

4. The Citizen Advisory Committee recommended adoption of these items to the Planning Commission, and the Planning Commission recommended adoption of these items to the City Council.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Grants Pass that Technical Memo #1 attached as Exhibit "A" is hereby adopted.

EFFECTIVE DATE of this Resolution, upon passage by the City Council and approval by the Mayor, shall be immediate.

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 6th day of September, 2006.

SUBMITTED to and Approved by the ~~Mayor~~ Council President of the City of Grants Pass, Oregon, this 11th day of September, 2006.

~~Len Holzinger, Mayor~~
COUNCIL PRESIDENT
BECAUSE MAYOR STEPPED DOWN AND DECLARED A CONFLICT

ATTEST:

Joanne M. Steinmetz
Administrative Services Director

Date submitted to Mayor: 9/7/06

City of Grants Pass, Oregon
Greater Grants Pass Plan

Draft Technical Memo 1, Plan and Policy Review

Revised August 17, 2006

Analysis of Existing Land Use and Transportation Documents and Their Relationship to the Downtown River District

Prepared by:

Spencer & Kupper
In association with
Donald B. Genasci & Associates
Robert Bernstein, PE
Landsman Transportation Planning
E.D. Hovee & Company

Greater Grants Pass Plan

Draft Technical Memo 1, Plan and Policy Review

Revised August 17, 2006

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This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

Greater Grants Pass Plan

Draft Technical Memo 1, Plan and Policy Review

Revised August 17, 2006

Analysis of Existing Land Use and Transportation Documents and Their Relationship to the Downtown River District

The purpose of this Technical Memo is to identify and describe the planning and regulatory policies and incentive programs that will affect development and redevelopment within the planning area. City staff has compiled relevant information and documents that have been reviewed by the consulting team, and are summarized below. Comments by the consulting team are also included.

The planning area, currently called the Downtown River District, extends from the southern edge of downtown Grants Pass (Central Business District and Downtown Historic District) to the Rogue River between 4th and 9th Streets. South of the river, the area north of the Grants Pass Parkway east of 7th Street, and north of West Park Street west of 6th Street is included. See Figure 1. This planning area has been recommended by the Citizens Advisory Committee (CAC) and Planning Commission, and approved by the City Council.

PART I: PUBLIC PLANS AND PROGRAMS

City Council 2006-2008 Work Plan, Adopted March 15, 2006

Each year, the City Council completes strategic planning through goal-setting, adoption of a work plan, and budget. This project addresses several goals, outcomes, work plan elements, and targets for 2006-2008. The following items are excerpted from the 2006-2008 work plan and are pertinent to the Historic Downtown Area and the Downtown River District:

> **Goal 1: Growth Management. While prospering and growing, we keep the sense of hometown, protect our natural resources and enhance our community improvements.**
>
> **Growth Management**

Outcome A: Improve Traffic Flow Throughout the City

- Workplan Element 1. Build a Fourth Bridge within 10 Years. Target for 2005-2006: Staff will track the planning for the South Y and its potential impact on the Fourth Bridge
- Workplan Element 2. Rebuild the South Y. Staff will continue to work with ODOT and complete Phase 1 of the planning process for the South Y.
- Workplan Element 3. Rebuild the Lewis/West Park/Park Street Intersections. Target for 2005-2006: Staff will work with ODOT to complete construction of the new West Park Street intersection. Staff will work to prepare the remainder parcels for development.
- Workplan Element 9. Encourage the use of bicycles and walking as an alternative to driving.
- Workplan Element 10. Build a second pedestrian bridge connecting downtown to the commercial area on the south side.
- Workplan Element 11. Support viable public transportation by working with the Josephine County Transit Authority.

Outcome B: Make More Efficient Use of Land.

- Workplan Element 1. Review density of development and zoning to consider establishing minimum residential densities in moderate, high and high-rise density zones.
- Workplan Element 2. Review residential development in commercial zones to consider restrictions on ground floor residential uses in commercial zones.

Outcome C: Enhance the Public Spaces in our Community.

- Workplan Element 3. Facilitate the creation of public art in Grants Pass.
- Workplan Element 5. Plant canopy trees throughout the City.

Goal 2: Economic Development. With emphasis on small business, we diversify the local economy and create quality jobs for our residents.

Outcome B: Develop a downtown past the River.

- Workplan Element 1. Adopt a Greater Grants Pass Plan. Target for 2006-2007: The Council and Staff will work with the Greater Grants Pass Task Force to create a development plan for the area between downtown and the Grants Pass Parkway.
- Workplan Element 2. Create a downtown plaza.
- Workplan Element 3. Develop a plan for a new tax increment financing district focused on the downtown.

Outcome D: Increase home ownership for families with 70 to 90% of median value.

- Workplan Element 2. Investigate vertical housing opportunities downtown.

Goal 5: Parks and Recreation. We provide outstanding park facilities throughout the community and facilitate recreation programs for all ages.

Outcome A: Acquire, develop and maintain new parks.

- Workplan Element 5. Implement elements of the Riverside Park Master Plan.

Outcome B: Create the river city trail along community waterways.

- Workplan Element 1. Build 600 feet of riverfront trails along the Rogue River.
- Workplan Element 2. Increase the number of public access points to the river.

City of Grants Pass Comprehensive Plan, Adopted 1982, revised through 2002

Comment:

The Comprehensive Plan includes background information and growth forecasts for the downtown area, including both the Historic Downtown and Downtown River Districts. This information was prepared in 1980. Most of the technical information provided, including downtown parking inventory, building space inventory and downtown building conditions is significantly out

of date. Current data will be collected for the Downtown Riverfront District as part of this project.

A proposed land use plan provides the basis for current zoning designations in the area, with a central business district designation focused on G Street between 4th and 8th Streets, and a general commercial district south of the CBD between 5th and 8th Streets to the river. High density housing is designed to the east and west of the commercial core. The current zoning classifications and map are described in following sections.

Comprehensive Plan policies that are specifically directed to the downtown areas are summarized below:

Economy Element

8.8 The City shall assist in maintaining the Downtown commercial area as a vital business and office district by:

a. Give high priority to downtown improvement projects in the CIP.
b. Involve downtown property owners and merchants in key decisions.
c. Support the Towne Center Association.
d. Evaluate and provide long term revenue sources.
e. Encourage private building owners to maintain and improve properties.
f. Improve the efficiency of on and off-street parking.
g. Zone the downtown area "Central Business District."
h. Zone for higher residential densities surrounding the downtown.
i. Request of ODOT the reconstruction of 6th and 7th Streets.

Scenic, Rogue River, Historic and Natural Resources Element

Rogue River

3.3 The City shall recognize the Rogue River as the most significant natural and economic resource. Development opportunities on the river at bridges shall be designated "Riverfront Tourist Commercial Zones" and allow mixed use development.

3.4 The City shall recognize the river as the predominant visual feature in the community by applying a "Scenic Overlay Zone" along the entire length of the river, creating design guidelines and approval processes, and providing public access.

3.5 The City shall adopt ordinances for the protection and restoration of the riparian and wetland habitats along the river.

3.6 The City shall develop a bicycle and pedestrian trails system.

Comment:
While the Comprehensive Plan provides some policy direction for downtown and the riverfront, it is very general in nature, has not been recently updated, and does not specifically address the Downtown River District. Additional policy development should be considered as part of this project.

City of Grants Pass Development Code and Zoning Map, Adopted December 1982 with revisions through January 2006.

The Development Code and Zoning Map describe allowed uses and development standards for zones within the City. Within the study area, there are two commercial zones: General Commercial (GC) and Riverfront Tourist Commercial 2 (RTC-2); and four residential zones Low Density (R-1-12), Moderate Density (R-2), High Density (R-3) and High Rise Density (R-4). See the Study Area Zoning Map. A summary of the zones, selected permitted uses and development standards follows in Table 1. For comparison purposes, the applicable standards for the Central Business District zone (CBD) are shown with the commercial zones.

The Development Code also includes requirements related to land subdivision, street connectivity, development near wetland areas including the Rogue River, historic district standards, and street and pedestrian design standards. All of these standards may apply to developments within the study area.

The General Commercial District (GC) provides for a wide range of commercial and professional uses except manufacturing and industrial uses. It also allows residential uses.

The Riverfront Tourist Commercial 2 District (RTC-2) provides for tourist commercial uses adjacent to the Rogue River near existing or proposed bridges. Developments in this district that utilize the economic and scenic opportunities provided by the river are appropriate.

The Central Business District (CBD) is not within the study area but it is an important reference for consideration. Commercial, residential and professional uses are encouraged for this historic downtown area.

The High Rise Density District (R-4) provides for the highest residential densities in Grants Pass of up to about 35 units per acre, and also permits limited professional office uses compatible with residential livability. Developments at this density would typically be garden apartments or condominiums of about three to four stories.

The High Density District (R-3) provides for residential densities up to about 17 units per acre. Townhomes and garden apartments/condominiums of about two to three stories are typical for this density.

The Moderate Density District (R-2) provides for residential densities up to about 11 units per acre. Townhomes, attached housing, and clustered small lot single family housing are typical for this density.

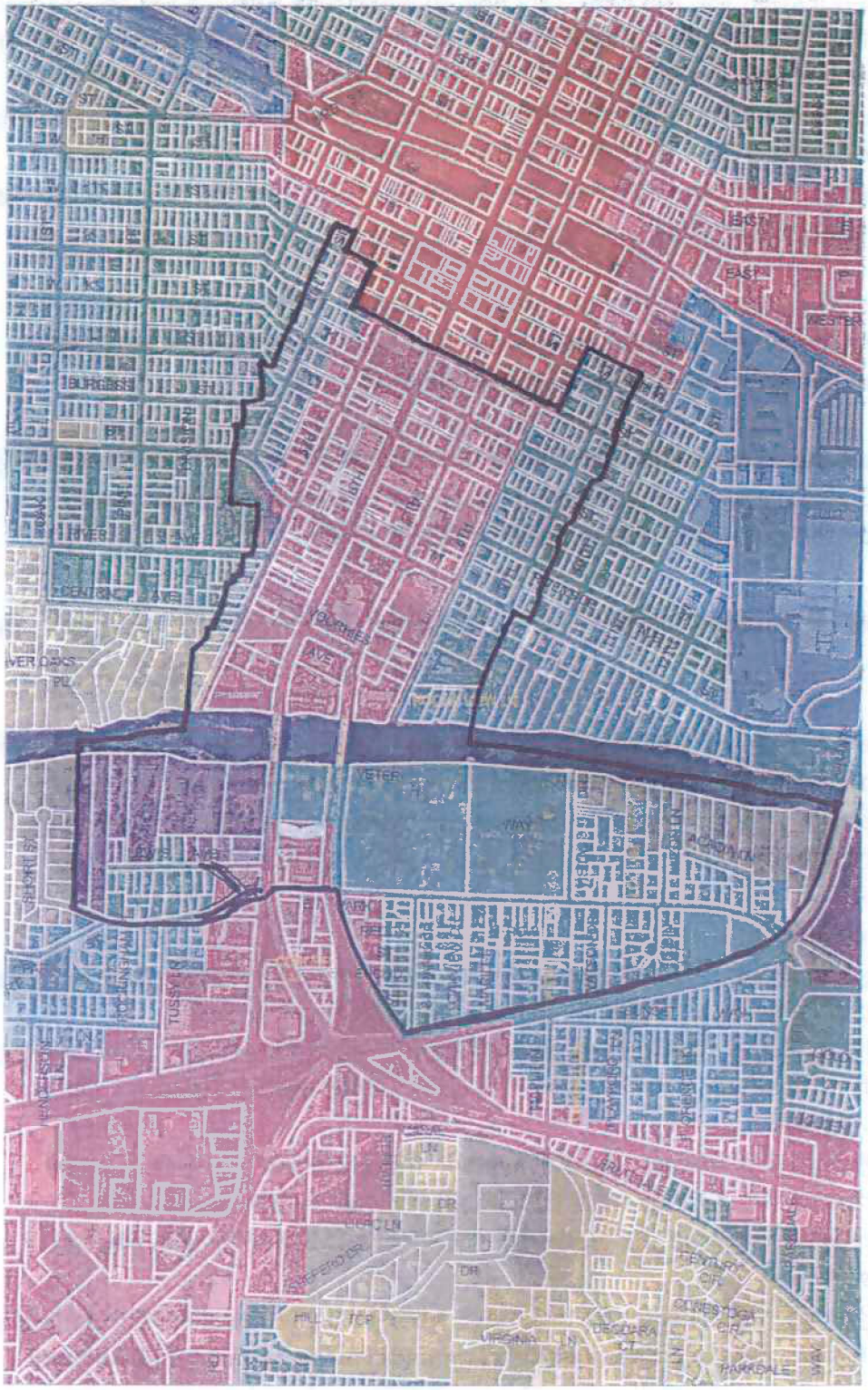
The Low Density District (R-1-12) provides for large lot single family housing.

Table 1. Selected Zoning District Characteristics

Summary of Zoning District Requirements	CBD	GC	RTC 2	R-4	R-3	R-2	R-1-12
Permitted Uses							
Single Family Residential	Y	Y	N	Y	Y	Y	Y
Multiple Family Residential	Y	Y	N	Y	Y	Y	PUD
Retail Indoor	Y	Y	Y	N	N	N	N
Retail Outdoor and Wholesale	N	Y	N	N	N	N	N
Professional/Business Office	Y	Y	N	Y	N	N	N
Auto Service Station	N	Y	N	N	N	N	N
Eating/Drinking	Y	Y	Y	N	N	N	N
Hotel/Motel	Y	Y	Y	N	N	N	N
Commercial Recreation/Athletic Clubs	Y	Y	N	N	N	N	N
Public/schools/churches	Y	Y	Y	Y	Y	Y	Y
Commercial parking	Y	Y	N	N	N	N	N
Industrial	N	N	N	N	N	N	N
Maximum Residential Density (DU/Ac)	None	None	N	34.8	17.4	11.6	3.6
Minimum Residential Density (DU/Ac)	None	None	None	None	None	None	None
Lot Area/DU (SQ FT)	None	2500	None	1200	2500	3750	12000
Front Yard Setback (FT)	None	10	None	10	20	20	20
Max Heights (Base/Additional for Roof, FT)	100/116	35/51	65/81	45/61	35/51	35/51	35/51
Min/ Max Floor Area Ratio (FAR)Standards	None	None	None	None	None	None	None
Open Space Requirements (% lot area)	None	None	None	30%	35%	40%	40%
Parking lots at rear or sides of buildings	Y	N	N	N	N	N	N
Building Orientation to Street	Y	N	N	N	N	N	N
Commercial Design Standards Apply	Y	Y	Y	Y	N	N	N
Riverfront Tourist Commercial Stds. Apply	N	N	Y	N	N	N	N
Residential Design Standards Apply	N	Y	N	Y	Y	Y	Y
Minimum Off-street parking requirements	N	Y	Y	Y	Y	Y	Y

Y-Yes, N-No, None-No standard is required, PUD-allowed as a Planned Unit Development, FAR-Ratio of building square footage/site area (typical standard for non-residential development density).

Figure 1. Downtown River District Study Area Boundary



Comment:
A basic question for the CAC, city and an important subject for this project is whether the GC zone is appropriate for the Downtown River District. The requirements of the GC zone differ from the CBD standards primarily in allowing auto-oriented developments and having development standards that require buildings set back from public sidewalks, with planter strips and landscaped front yards rather than building faces abutting wider sidewalks with trees in tree wells.

The intended result of this project is to create a strong downtown-scaled pedestrian environment connecting to the river. Development standards more in line with the CBD may be appropriate.

Another important issue that will need to be addressed is parking standards. The GC zone requires on-site parking, or parking on a nearby property, whereas the CBD zone has no parking requirement.

Master Transportation Plan: Adopted 1997, Revised 2000 and 2003

Adopted to support the statewide Transportation Planning Rule and the city vision of itself, the Master Transportation Plan has a range of goals and policies that support the development of pedestrian transit and bicyclist friendly environment with compact development in the Downtown River District.
These include:

Policy 1.1.3: Support facilities for bicyclists and pedestrians for safe and convenient travel by non-motorized travel modes

Policy 1.2.2: Maintain minimum levels of public transportation services for those people who cannot or who choose not to travel by private vehicles

Policy1.2.3: Encourage and support the provision of public transit services and/or provide subsidies or other types of support for travelers to sue taxis or other privately provided transportation services.

Policy 2.4.2: Encourage more efficient land use development patterns in the urban area through infill on undeveloped or underdeveloped

properties in the urban area, and containment of sprawl outside the urban area in order to reduce transportation needs

Policy 4.1.1: Coordinate land use and transportation decision to promote accessibility to employment commercial, retail and visitor destinations and support economic development

Policy 5.2.3: Provide a safe, attractive and welcoming environment for bicyclists and pedestrians through the provision of special facilities such as:

- Bicycle lanes, paths, and/or trails
- Pedestrian walkways or trails, and
- Buffering of facilities for pedestrian and bicyclists from traffic

Policy 7.2.2: Provide for a fourth bridge to support the development of the south and western portions of the urban area as provided for in the Comprehensive Plan

Policy 7.2.3: Include provisions for bicycles and pedestrians in major maintenance and improvement projects for roadways

Policy 7.2.4: Establish ongoing spot improvement program for systemic elimination of hazard for bicyclists and pedestrians.

Comment:

Some policies could be expanded or modified to better support the development of the Downtown River District. These include:

Policy 1.2.1: Maintain Level of Service D or better for *all* (emphasis added) arterials and collectors

The City may wish to adopt a Pedestrian Street designation for selected collector or arterial street segments in the River District. While these streets would serve motorized vehicles, preference would be given to pedestrians and bicyclists; it might not be possible or desirable to maintain LOS D on these streets. For example, signal timing would favor pedestrians over vehicles.

Comment:

Policy 5.2.3. implies that bicycles and pedestrians need special facilities, whereas they are transportation modes that should be recognized as fundamental transportation choices, and their facilities should be considered a norm which is integral to projects, rather than special facilities, with facilities appropriate to the specific context.

Comment:
Policy 2.4.3 supports a consistent and detailed review of transportation implications and Policy 2.4.4 recommends coordinating the work of public works, utilities and planning, and engineering departments of the City of Grants Pass, Josephine County and the Oregon Department of Transportation. Both these policies could be expanded to specifically include Josephine Community Action, a non-profit transit provider soon to be part of the United Community Action Network. Including JCA/UCAN in review of development applications and transportation planning would ensure transit is integrated in the process. Currently two routes serve the Downtown River District area; any development in this area should consider its relationship to current and future transit services.

Transportation Plan Proposed Improvements (2000) Affecting Study Area

High Priority

$6^{th}/7^{th}$ Street Couplet North I-5 Interchange to Park Street (completed)

Medium Priority

Redwood Highway at Rogue River Highway-Needs Assessment

Low Priority

Ringuette Street: Canal to West Park Street- Full Reconstruction (completed)

West Park Street: Sixth Street to Ringuette Street-Full Construction

Comment:
The planned construction of a fourth bridge will affect the study area. Although not in the study area, this project will change traffic patterns within it and therefore must be considered in a traffic analysis of the area.

Proposed Bike Way Improvements in Study Area

Bike Lane: 7th Street from M Street to Grants Pass Parkway
6th Street from M Street to River
4th Street from M Street to I Street
West Park Street from 6th Street to the Pedestrian Bridge

Sidewalk Improvements

The Plan encourages developers (and the code requires them) of residential and commercial projects to provide safe and convenient facilities for pedestrians in accordance with state and local design standards. The Plan

also recommends incorporating sidewalks into all new roadways and into upgrades for existing roadways.

Street Design Standards

Both the Master Transportation Plan and the Development Code discuss street design standards. There are differences between the two documents but since development is most immediately affected by the Code, this document focuses on that.

The code requires lanes of 11 feet on arterial and collector streets and 10 feet on local collector streets. These standards support a pedestrian friendly environment by minimizing the width of roadways.

Comment:
The Code states that the maximum block length for collectors and arterials should be no more than 600 feet and the total block should not exceed 1800. Block length in a pedestrian area is best kept to about 400 linear feet, but should also respect the existing block length especially if the blocks are shorter than that.

The Code specifies curb turning radii stating: *arterial and collector street intersections, curb radii shall not be less than 25 feet. All other intersections shall have curb radii of not less than 20 feet.* However with parking and/or bicycle lanes turning radii can be less.

Comment:
This is a technique that slows traffic and creates a better intersection crossing for pedestrians.

The code requires new construction or major renovation to build sidewalks on both sides of the street. However, it only requires 5- 6 foot wide sidewalks except in the CBD where they must be 8 feet wide. 27.313 states *Sidewalks typically shall be 5 to 6 feet wide. In the City of Grants Pass Development Code Article 27: Last Rev. 10/6/04 Page 27-23 CBD zone, sidewalks will be a minimum of 8 feet wide with no planter strip to facilitate loading and unloading at the curb. Sidewalks may also be increased to an 8-*

foot minimum width in areas of heavy pedestrian traffic, such as near schools.

Comment:
Wider sidewalks may be desirable in some areas of heavy pedestrian traffic and outdoor activity.

Parking
On-street parking is not allowed on Arterials and is discouraged on Collector streets.

Comment:
This may not be an appropriate standard in an area similar to a central business district or on a Collector street that is pedestrian oriented, in which case it is desirable to have curbside parking.

Off-street parking requirements determine the amount of minimum parking needed by use. The Code also allows a developer to determine performance parking standards for that development instead of using the standardized determination. The minimum requirement without a maximum may lead to an excess of parking. The code exempts development in the CBD from providing the required parking, but does not exempt GC zone.

The Code requires that parking in front of buildings be limited in the CBD. It states: *In the CBD zone, all surface lots shall be located at the rear or side of the building. Where it is not possible to provide parking behind the building, parking may be located along the side of the building providing it comprises no more than 50% of the site frontage of the primary street.*

Comment:
This concept should be considered for the entire study area

Transit

The 2006-2008 Adopted City of Grants Pass Work Plan identifies the work element: Support viable public transportation: Staff will work with Josephine Community Action to provide a public transportation service.

Parks Master Plan, Adopted early 1980s

The Parks Master Plan describes the Rogue River as a major recreational resource not only within the City, but also within southwestern Oregon. The enhancement and development of the river's potential as a major recreational area is to be accomplished by:

1. Acquiring more riverfront property within the urban growth area;
2. Connecting these properties through bikeways, and pedestrian/jogging trails to create a "recreational corridor" along the river;
3. Integrating riverfront parks and the recreational corridor into the citywide bicycle network; and
4. Developing a strong visual and pedestrian linkage between the river and the downtown.

Comment:
This last strategy would be implemented by creating small plazas, malls, mini-parks and street tree plantings that can all be combined to form a distinctive pedestrian linkage from the downtown to the river. This concept is an important idea for this project.

The Rogue River Riverfront and Development Plan, Prepared in 1987.

The study consists of five elements:

1. Review of study area and identification of opportunities and constraints;
2. Develop alternative land use scenarios;
3. Identify a public access implementation program;
4. Develop special provisions for Riverfront Development Project; and
5. Conduct a market analysis to determine 20 year need for commercially zoned land along the Rogue River.

Some of the pertinent findings from the plan that are applicable to this study are:

- Future commercial lands along the river should be sited as nodes at the major bridges to avoid a riverfront "strip" commercial and to establish a critical mass of commercial development.
- Established rights-of way to the river can be used for vehicular access while narrow lots can be used for pedestrian and bicycle access.
- Riverfront public and commercial sites should be linked together with class 1 bikeways which can also serve as pedestrian and jogging trails.
- Visual linkage to the river should occur wherever public rights of way are developed for use along the river corridor.
- Link the river to the Downtown by developing pedestrian and bicycle corridors from the bridges.
- Preserve riparian vegetation whenever possible.

Three alternative land use scenarios were prepared and a fourth Riverfront Advisory Committee Preferred Alternative is included in the report. Features of the Preferred Alternative within the study area for this project include:

- River/Tourist Commercial uses along the north side of the river, and the south side west of the 6th Street bridge.
- Bikeways along E. Park Street, the 6/7th couplet, M Street and 5/8th Streets.
- Viewpoints at the river termination of 5th and 8th Streets.

A number of specific development provisions are also included along with development guidelines and objectives. Many of these provisions appear to have been included in Section 21 of the Development Code, Riverfront Tourist Commercial Development Standards. These issues include:

- Visual connections;
- Physical connections;
- The water's edge;
- Sub-area context; and
- Signs.

A riverfront urban renewal plan is recommended as a primary implementation program. The Market Reconnaissance report analyzes commercial space,

retail and employment growth in Grants Pass, projects supportable commercial and lodging facilities along the riverfront from 1997-2010 and projects land requirements for specialty retail, restaurants and hotels along the riverfront. The total projected land requirement within the plan's study area for the period 1997-2010 is 14.9 acres.

Utility Master Plans

Several master plans were reviewed for this project and a summary of factors found in the study area are recorded below.

Water Distribution

A grid of water distribution lines ranging in size from 6 to 10 inches are found in J and L Streets, E. and W. Park Street, and in 5th and 6th Streets. The study area appears well served by the existing distribution system. No needed improvement projects are identified. However, if there is potential for increased vertical development with multiple stories, the system will need to be evaluated for the ability to provide adequate fire flows.

Storm Drain System

The Draft Stormwater Facilities Master Plan, anticipated to be adopted near the end of 2006 or beginning of 2007, identifies several improvement projects that are located at least partially within the study area.

- G-8-Construction/replace/upsize storm drain along 5th Street;
- G-9- Construction/replace/upsize storm drain along 9th Street;
- G-10-Diversion water quality manholes on Bridge Street; and
- F-1-Water quality manholes on south ends of the 6-7th Street bridges.

Sanitary Sewer System

The Collection System Master Plan identifies several improvement projects that are located at least partially within the study area.

- Mill Street Project-A small portion of this pipeline replacement project extends into the study area along M Street to 8th, then to Voorhies Avenue. The total estimated cost is $3.08M.
- 5th Street Structural Repair-Repair or replacement of existing lines along 5th Street and east-west streets from Jackson Street to M Street. The total estimated cost is $2.13M.

- 7th Street Structural Repair- Repair or replacement of existing lines on east-west streets between 6 and 9th Streets from Jackson Street to L Street. The total estimated cost is $1.46M.

There are also areas in close proximity to the riverbank where the sewer system crosses private properties in easements and presents restrictions on development within the easement areas. There are some locations where the sewer is very deep, as much as 15 feet below grade.

Downtown Assistance Programs

Two programs are currently available within the CBD that may be considered for expansion into the study area.

Downtown Grants Pass Building Renovation Loan Fund
The fund provides financing for the renovation of buildings within the CBD. A loan program is available to restore exterior building facades and to renovate upper floor areas for commercial and residential uses.

Vertical Housing Development Zone
The city has adopted a special zone authorized by state statute that provides for partial property tax abatement for up to 10 years for converting and improving upper floors for residential uses. The statutes don't provide for expansion of an existing vertical housing zone, but allow for creation of additional zones, provided they meet the applicable criteria.

Oregon Department of Transportation

Oregon Highway Plan
The Oregon Highway Plan defines the role, function and management of the state highway system. This plan defines 6th and 7th Streets within the study area as a district level highway, with functional classification as an urban arterial. The plan says district highways are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the

surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside Special Transportation Areas (STAs), local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.

The Registry of Highway Plan Amendments shows this section of 6th and 7th Streets was a statewide level highway until 1999 when it was reclassified to a district level highway by the Oregon Transportation Commission (Registry 99-01). This new classification allows the street to better serve the adjacent land use in the study area. For example, access management standards give greater weight to allowing driveways. The OHP states that function of a district highway recognizes the balanced demands of traffic movement and access needs. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

The City of Grants Pass has the option to request that 6th Street and/or 7th Street be designated as a Special Transportation District. While it may not be as important as if these streets were Highways of Statewide Significance, this designation must further support a main street environment. According to the OHP, the primary objective of managing highway facilities in an existing or future Special Transportation Area is to provide access to community activities, businesses, and residences and to accommodate pedestrian movement along and across the highway in a downtown, business district and/or community center including those in unincorporated communities as defined by OAR 660-22. An STA is a highway segment designation that may be applied to a highway segment, when a downtown, business district or community center straddles the state highway within an urban growth boundary or in an unincorporated community in accordance with Action 1B.9. Direct street connections and shared on-street parking are encouraged in urban areas and may be encouraged in unincorporated communities. Direct property access is limited in an STA. Local auto, pedestrian, bicycle and transit movements to the business district or community center are generally as important as the through movement of traffic. Traffic speeds are slow, generally 25 miles per hour (40 kilometers per hour) or less.

Oregon Highway Design Manual
The Oregon Highway Design Manual presents designs for the construction or modernization of statewide highways. While it will not play a major role in this project, it provides relevant design ideas.

PART II: PUBLIC PLANS IN PROGRESS

Riverside Park Master Plan

A Parks Advisory Committee was recently formed to provide recommendations to the City Council regarding park lands, including Riverside Park. A concept plan was developed for Riverside Park and further work was temporarily postponed awaiting further information about development plans for the nearby properties, including those owned by Evergreen Bank, Robert Hamlyn, and Carl Johnson, in order to facilitate coordination. That work has now been completed to the first phase of construction plans for the Evergreen property, with concept plans for other properties, but no final decisions have been made for those properties. The Parks Advisory Board is in the early stages of evaluating the draft plan for Riverside Park.

PART III: PRIVATE PLANS AND INITIATIVES

Grants Pass River District Project, Evergreen Federal Bank, 2005

In addition to the public plans referenced earlier, Evergreen Federal Bank has developed a concept plan covering a sub-area of the Downtown River District. This concept level master plan was prepared for properties on both sides of the river currently owned by Carl Johnson, Evergreen Federal Bank, Robert Hamlyn and the City of Grants Pass. The intent of the concept plan is to create a tool that interested parties may use in thinking about changes to this district. The plan has not been endorsed by all property owners involved. The goal is to work with the concepts of the plan and to coordinate with them if possible. The concepts presented in the plan don't constrain

the alternatives to be considered in the study area for the Downtown River District Plan.

The concept plan identifies potential improvements that over the next 10 years will address the following objectives:

- Enhance the image of the city,
- Increase the economic viability of the city, and
- Protect and improve the livability of the city.

Major elements of the plan are not currently endorsed by all property owners, but include:

- Redeveloped Evergreen Federal Bank properties to include a bank office building, remodeled Rafters Restaurant, Interpretive Center, meeting rooms and landscape open spaces adjacent to the river. Public access is planned.
- Concepts for the Hamlyn property that may include a medium-sized high end boutique hotel.
- Small parking areas on 5th and 8th Streets.
- Pedestrian bridge connections across the river from 5th and 8th Streets.
- Improvements to Riverside Park to improve traffic flow and parking, and entry waterfall feature.
- Conversion of 5th, 8th and the south side of the park to "live over work" opportunities.

Appendix D

RESOLUTION NO. 5181

A RESOLUTION OF THE COUNCIL OF THE CITY OF GRANTS PASS ADOPTING TECHNICAL MEMO #2 & 3: EXISTING CONDITIONS AND FUTURE BASELINE TRAFFIC CONDITIONS, TECHNICAL MEMO #4: FUNDING AND MARKET ANALYSIS REPORT, AND TECHNICAL MEMO #5: OPPORTUNITIES AND CONSTRAINTS REPORT FOR THE DOWNTOWN RIVER DISTRICT PLAN.

WHEREAS:

1. The City Council has initiated the Downtown River District Plan; and

2. The plan requires an analysis and summary of existing conditions and future baseline traffic conditions, a market and funding analysis, and analysis of opportunities and constraints, and these technical memos fulfill those requirements; and

3. The Citizen Advisory Committee and Technical Advisory Committee provided comments on a draft, and Technical Memos #2 & 3, 4, and 5 include the recommended revisions; and

4. The Citizen Advisory Committee recommended adoption of these items with revisions to the Planning Commission, and the Planning Commission recommended adoption of these items with revisions to the City Council.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Grants Pass that Technical Memos #2 & 3, 4, and 5 identified as Exhibits "A", "B", and "C" which are attached to and incorporated herein, are hereby adopted.

EFFECTIVE DATE of this Resolution, upon passage by the City Council and approval by the Mayor, shall be immediate.

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 17th day of January, 2007.

SUBMITTED to and Approved by the Mayor of the City of Grants Pass, Oregon, this 24 day of January, 2007.

Len Holzinger, Mayor

ATTEST:

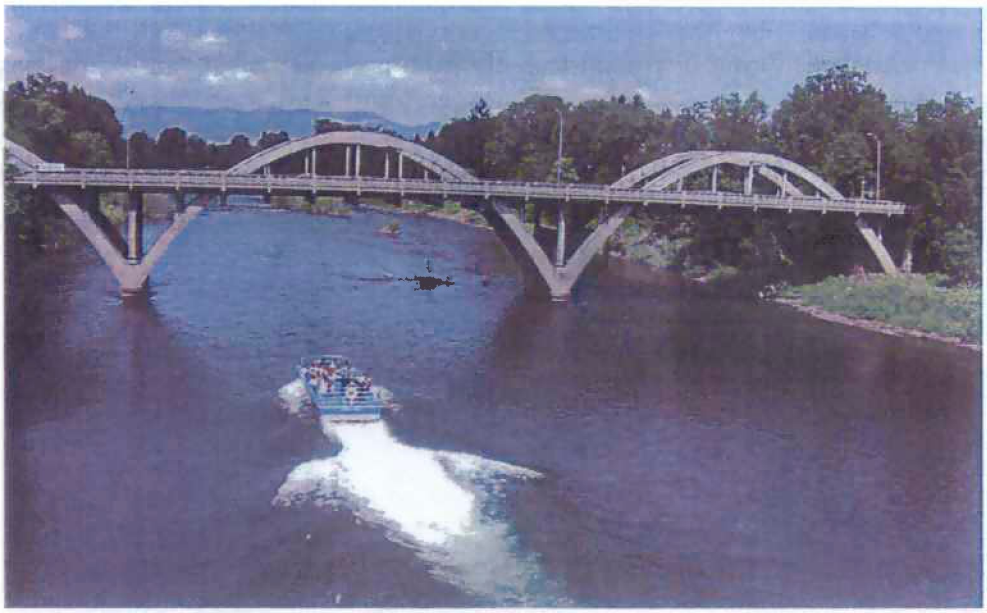
Karin M Lange
for Administrative Services Director Joanne Stumpf

Date submitted to Mayor: 1-24-07

Approved as to Form, Ulys Stapleton, City Attorney

Greater Grants Pass Plan
Downtown River District

Technical Memorandum 2 and 3
Final
Existing Conditions
Future Baseline Traffic Conditions



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

November 2006

City of Grants Pass, Oregon
Greater Grants Pass Plan

Technical Memo 2, Existing Conditions Analysis

Analysis of Existing Land Use and Transportation Conditions in the Downtown River District

Technical Memo 3, Future Baseline Traffic Conditions

No Build Future Conditions Traffic Analysis for 2028

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

Prepared by:

Spencer & Kupper
In association with
Donald B. Genasci & Associates
Robert Bernstein, PE
Landsman Transportation Planning
E.D. Hovee & Company
Dailey GIS

Technical Memo 2, Existing Conditions Analysis
Technical Memo 3, Future Baseline Traffic Conditions

November 2006

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Greater Grants Pass Plan

Technical Memo 2, Existing Conditions Analysis
Technical Memo 3, Future Baseline Traffic Conditions

Introduction

The purpose of Technical Memo 2 is to identify and generally describe the existing land use and transportation conditions within the planning area. City staff has compiled relevant GIS information and documents that have been reviewed by the consulting team, and are summarized below.

The purpose of Technical Memo 3 is to analyze future baseline "no-build" traffic conditions within the planning area.

The planning area, currently called the Downtown River District, extends from the southern edge of downtown Grants Pass (Central Business District) to the Rogue River between 4th and 9th Streets. South of the river, the area north of the Grants Pass Parkway east of 7th Street, and north of West Park Street west of 6th Street is included. This planning area has been recommended by the Citizens Advisory Committee (CAC) and Planning Commission, and approved by the Grants Pass City Council. **Figure 1** is a Base Map of the study area shown on aerial photography.



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

No expressed or implied warrantees are made regarding the accuracy, character or fitness of this data for any purposes.

Figure 1.
Base Map
September 16, 2006

Prepared by:
Spencer and Kupper
In association with:
Robert Bernstein, PE
Dailey GIS
Donald B. Genasci & Associates
E.D. Hovee & Company
Landsman Transportation Planning

N

Scale: 1":650'

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by the federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act – A Legacy for Users (SAFETA-LU), local government, and the State of Oregon funds.

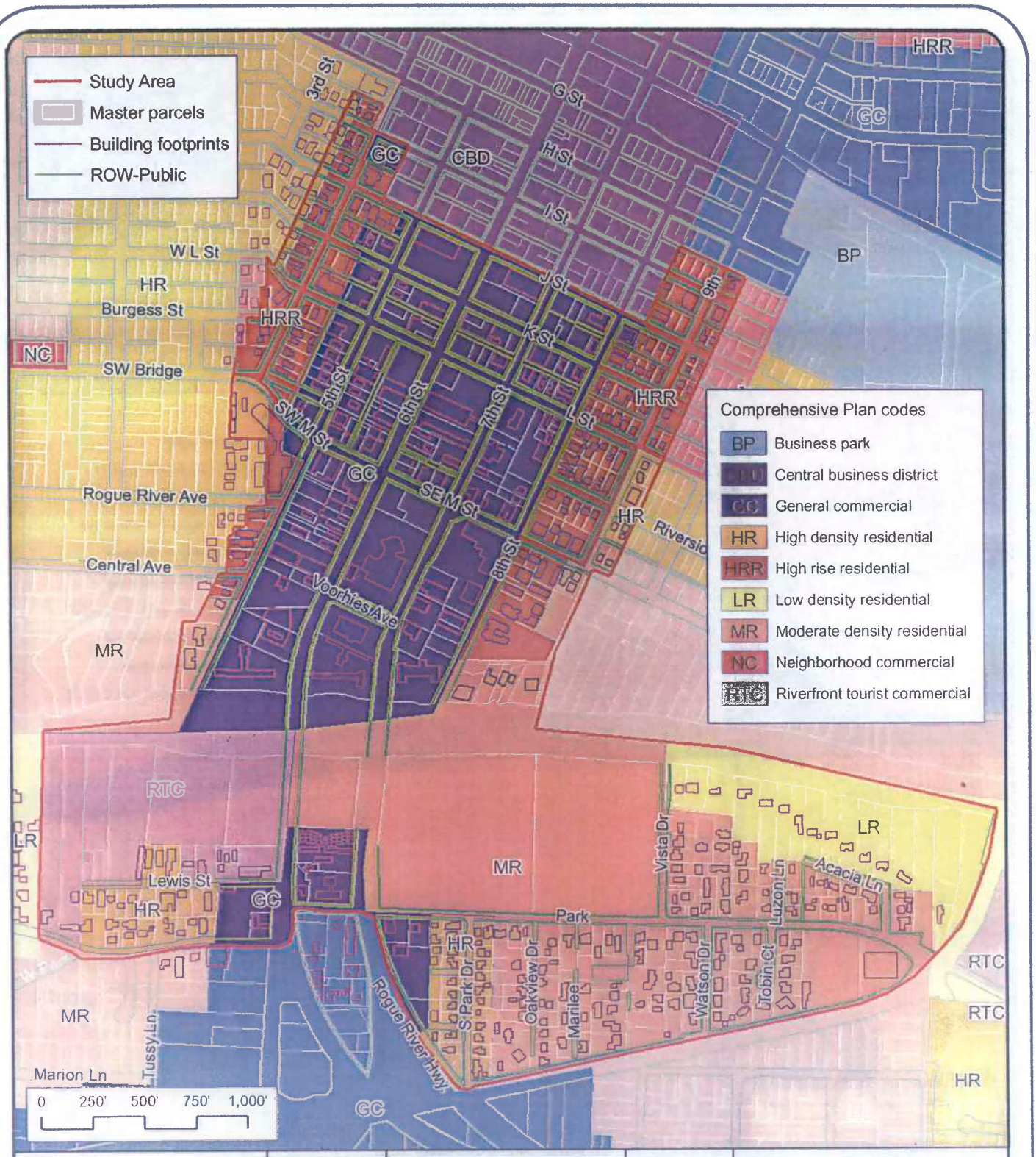
Existing Land Use and Transportation Policy

The Comprehensive Plan provides the basis for current zoning designations in the area, with a central business district designation focused on G Street between 4th and 8th Streets, and a general commercial district south of the CBD between 5th and 8th Streets to the river. High density housing is designated to the east and west of the commercial core. See **Figure 2** Comprehensive Plan.

The Zoning Map describes allowed uses for zones within the City. Within the study area, there are two commercial zones (General Commercial-GC and Riverfront Tourist Commercial 2-RTC-2) and four residential zones (Low Density-R-1-12, Moderate Density-R-2, High Density-R-3 and High Rise Density-R-4). See **Figure 3**.

The General Commercial-GC District provides for a wide range of commercial and professional uses but does not include manufacturing and industrial uses. The Riverfront Tourist Commercial 2-RTC-2 District provides for tourist commercial uses adjacent to the Rogue River near existing or proposed bridges. Developments in this district that utilize the economic and scenic opportunities provided by the river are appropriate.

The High Rise Density-R-4 District provides for the highest residential densities in Grants Pass of up to about 35 units per acre, and also permits limited professional office uses compatible with residential livability. Developments at this density would typically be garden apartments or condominiums of about three to four stories. The High Density-R-3 District provides for residential densities up to about 17 units per acre. Town homes and garden apartments/condominiums of about two to three stories are typical for this density. The Moderate Density-R-2 District provides for residential densities up to about 11 units per acre. Town homes, attached housing, and clustered small lot single family housing are typical for this density. The Low Density-R-1-12 District provides for large lot single family housing.



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 2.
Comprehensive Plan
September 16, 2006

Prepared by:
Spencer and Kupper
In association with:
Robert Bernstein, PE
Dailey GIS
Donald B. Genasci & Associates
E.D. Hovee & Company
Landsman Transportation Planning

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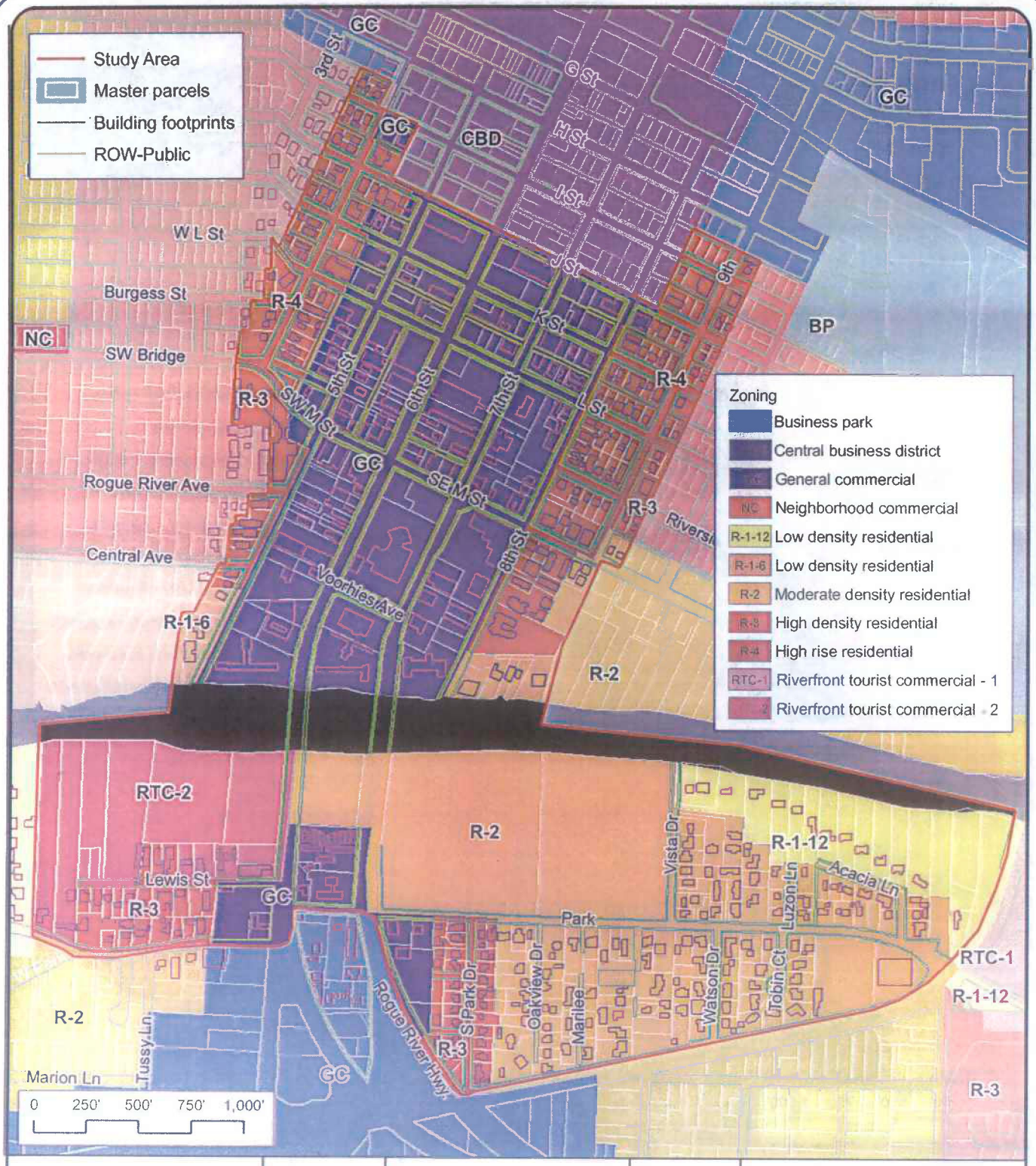

Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 3:
Zoning Designations
September 16, 2006

Prepared by:
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Donald B. Genasci & Associates
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Landsman Transportation Planning

N

Scale: 1":650'

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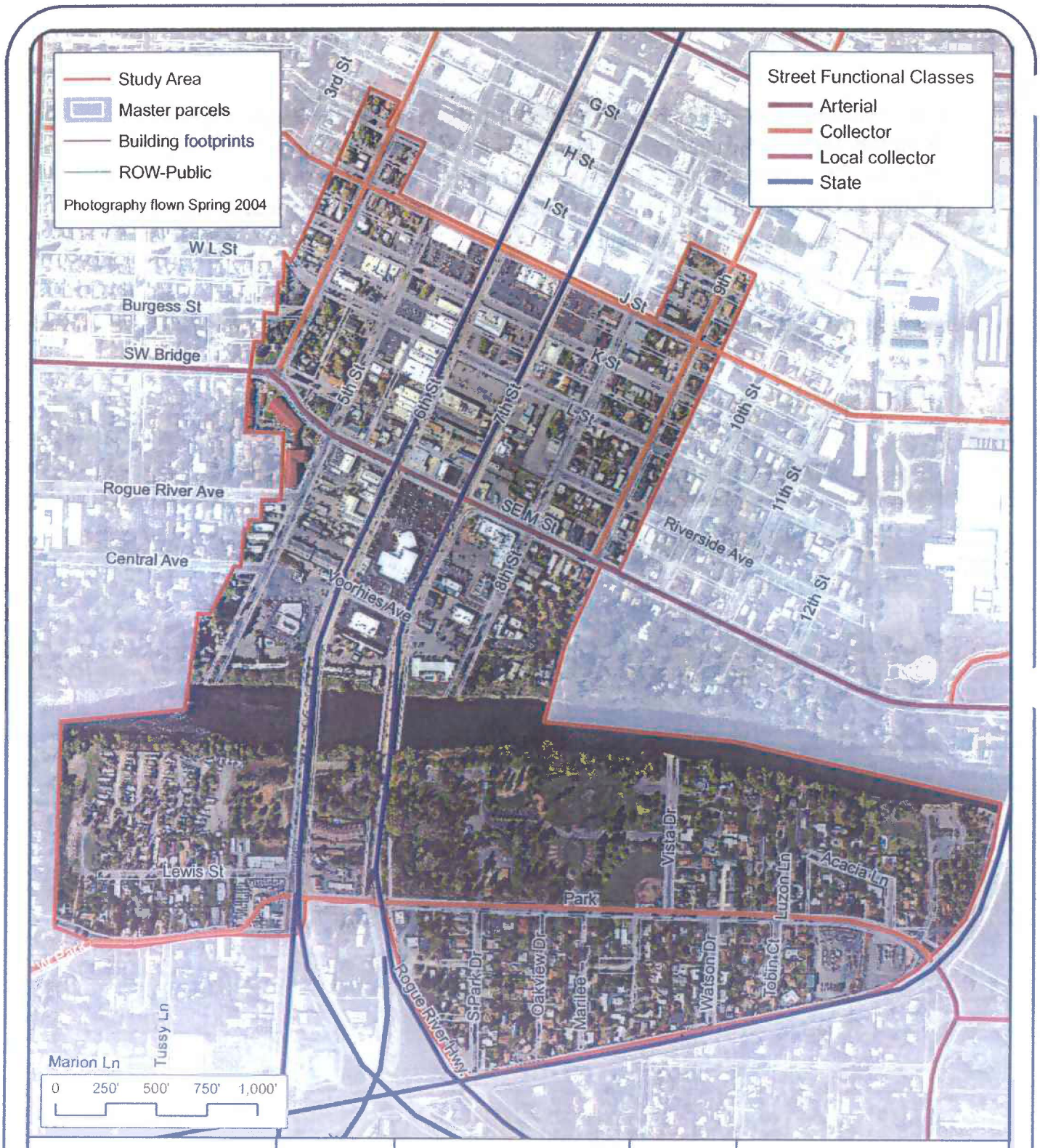
Figure 4 shows the street functional classifications within the study area derived from the Transportation Systems Plan. The 6th/7th Street Couplet is a state roadway, 'M' Street/Bridge Street is an arterial, 'J' Street, West Park Street, and 4th and 9th Streets north of M Street are collectors. All other streets within the study area are designated as local streets.



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 4:
Street Functional Classes
September 16 2006

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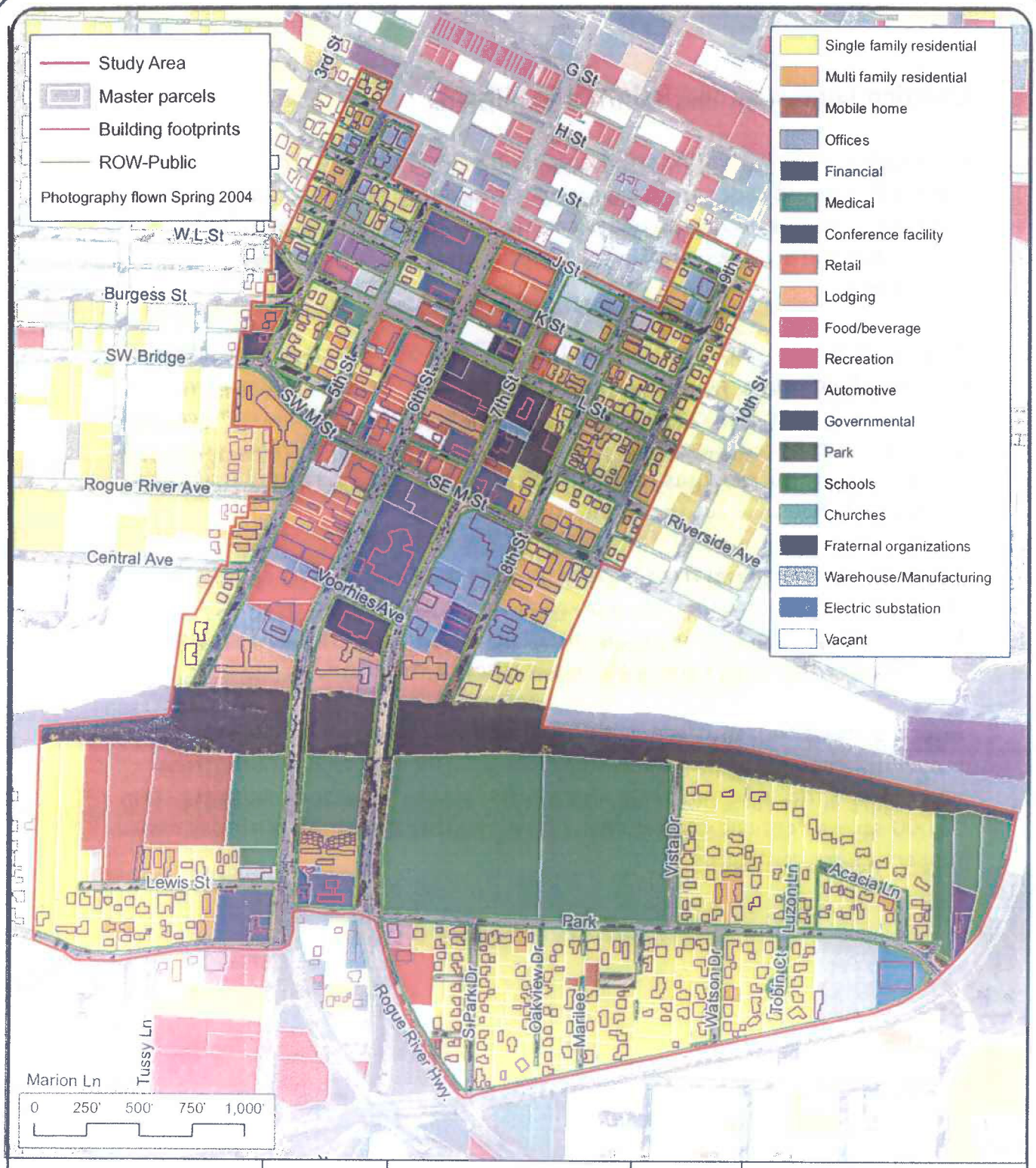
Existing Land Use and Related Conditions

Existing land uses within the study area is shown on **Figure 5**. This data was compiled from use codes for buildings and properties from the County Assessor's data base, then field checked and corrected by City staff in August, 2006. This information will provide a starting point for considering future development options for the area.

In general, a retail corridor exists between 5th and 6th Streets, and suggests a beginning framework for linking the CBD to the river. A mix of automotive, financial and other uses extend north from the river along 7th and 8th streets. Residential uses predominate west of 5th street and east of 8th street, although there is a mix of office uses north of K Street. Lodging and related uses and single family housing abut the north side of the river.

South of the river, Riverfront Park and single family residential neighborhoods to the south and east are the dominant uses. Some retail uses exist along the Rogue River Highway. West of the Rogue River Highway, a mobile home park abuts the south side of the river, with single family areas to the south and west.

Figure 6 shows the large land holdings within the planning area. The map shows properties that are part of ownership holdings within the study area with an aggregate in the same ownership where total common ownership is greater than 10,000 square feet and greater than 1 acre, whether or not the commonly owned properties are contiguous.



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 5:
Existing Land Use
October 6, 2006

Prepared by:
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In association with:
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Donald B. Genasci & Associates
E.D. Hovee & Company
Landsman Transportation Planning

N

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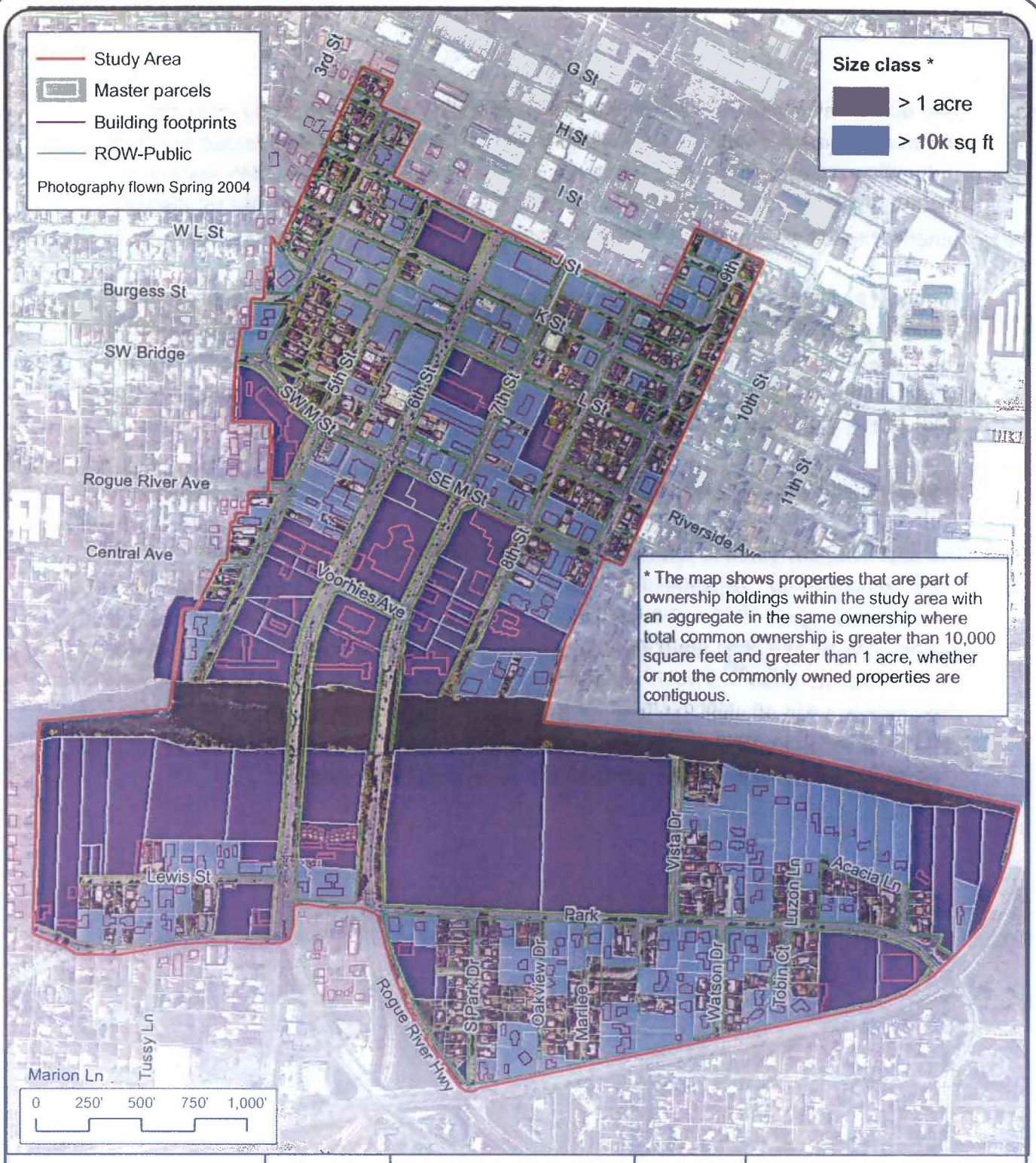

Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 6:
Large Land Holdings
September 16, 2006

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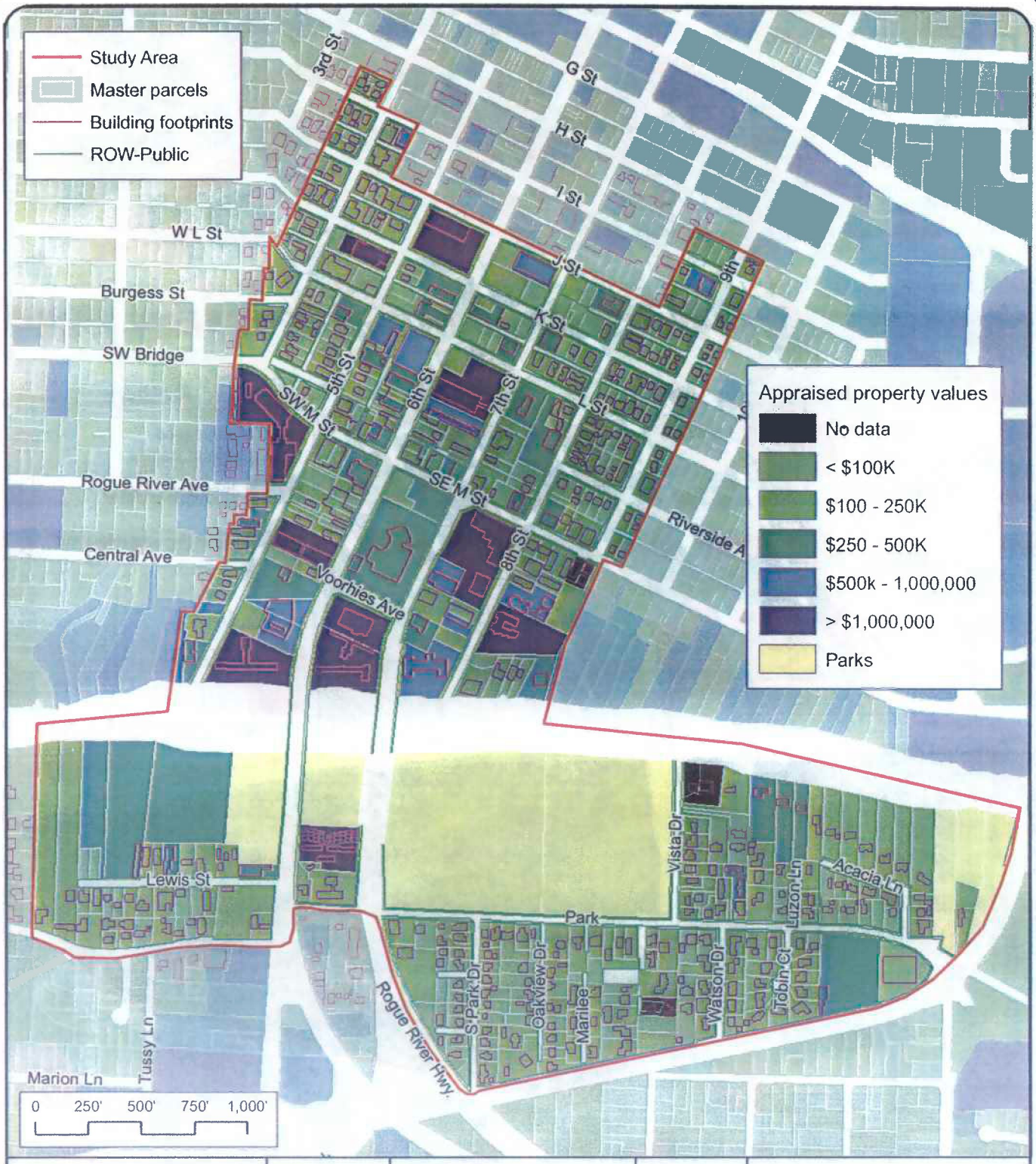
Two different analyses considering property values within the study area are shown on **Figures 7 and 8**. Both analyses used current appraised values for land and improvements from the County Assessor's data base. These analyses are not meant to suggest the market value of specific properties, but rather to identify general trends within the planning area.

Figure 7 Property Values shows the general range of both land and improvement values by parcel. In general, the highest value commercial properties lie north of the river and along the 6th/ 7th Street couplet. Lower value properties, typically single family residential uses and small commercial structures, are found west and east of the couplet and south of the river.

Figure 8 analyzes the ratio of improvement value to the value of land by parcel. This type of analysis is useful because over a 10-20 year time frame, parcels where the improvement value is low compared to the land value may be considered more likely to redevelop. In general, properties with improvement to land value ratios of 1/1 or less suggest long-term redevelopment possibilities. Properties with ratios of 2/1 or greater are less likely redevelopment candidates. Properties north of the River along the 6th/7th Street couplet and more generally south of M Street have the highest ratio of improvement to land value. Again, this analysis is meant to offer a general picture of the planning area. Decisions concerning development and redevelopment of specific properties are up to property owners.



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Grants Pass, Oregon
Downtown River District

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Figure 7:
Property Values
September 16, 2006

Prepared by:
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Dailey GIS
Donald B. Genasci & Associates
E.D. Hovee & Company
Landsman Transportation Planning

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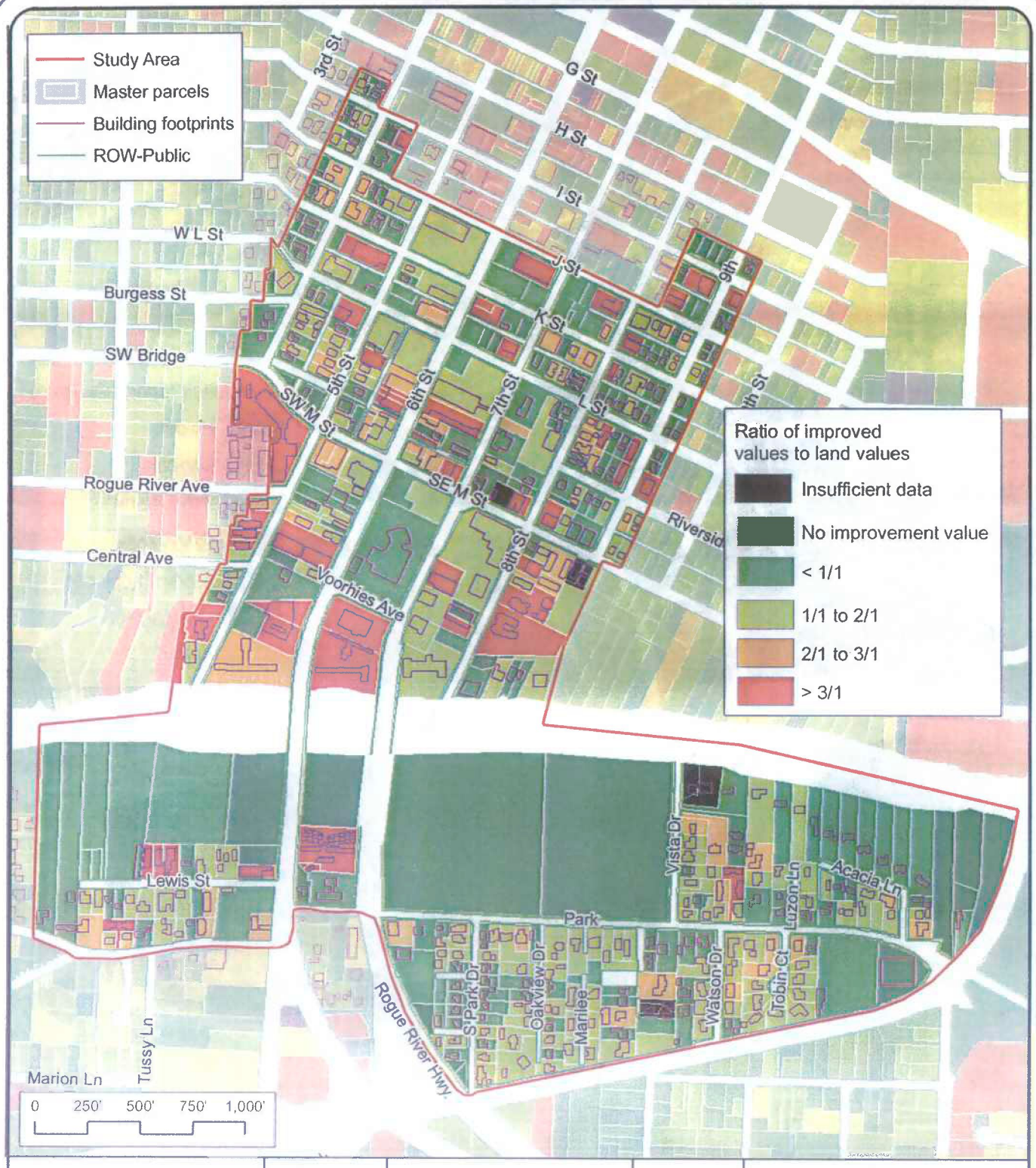

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Grants Pass, Oregon
Downtown River District

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Figure 8.
Ratio of Improvment to Land Values
September 16, 2006

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Historically significant buildings and parks and natural features located in the planning area are shown on **Figures 9 and 10** respectively. There are several small significant buildings in the northern part of the study area west of 5th street. The most significant park and natural features include the Rogue River, the 100-year floodplain along the river, significant grades along the north side of the river, and Riverfront Park along the south side of the river.



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 9: Historically Significant Buildings October 6, 2006

Prepared by
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E.D. Hovee & Company
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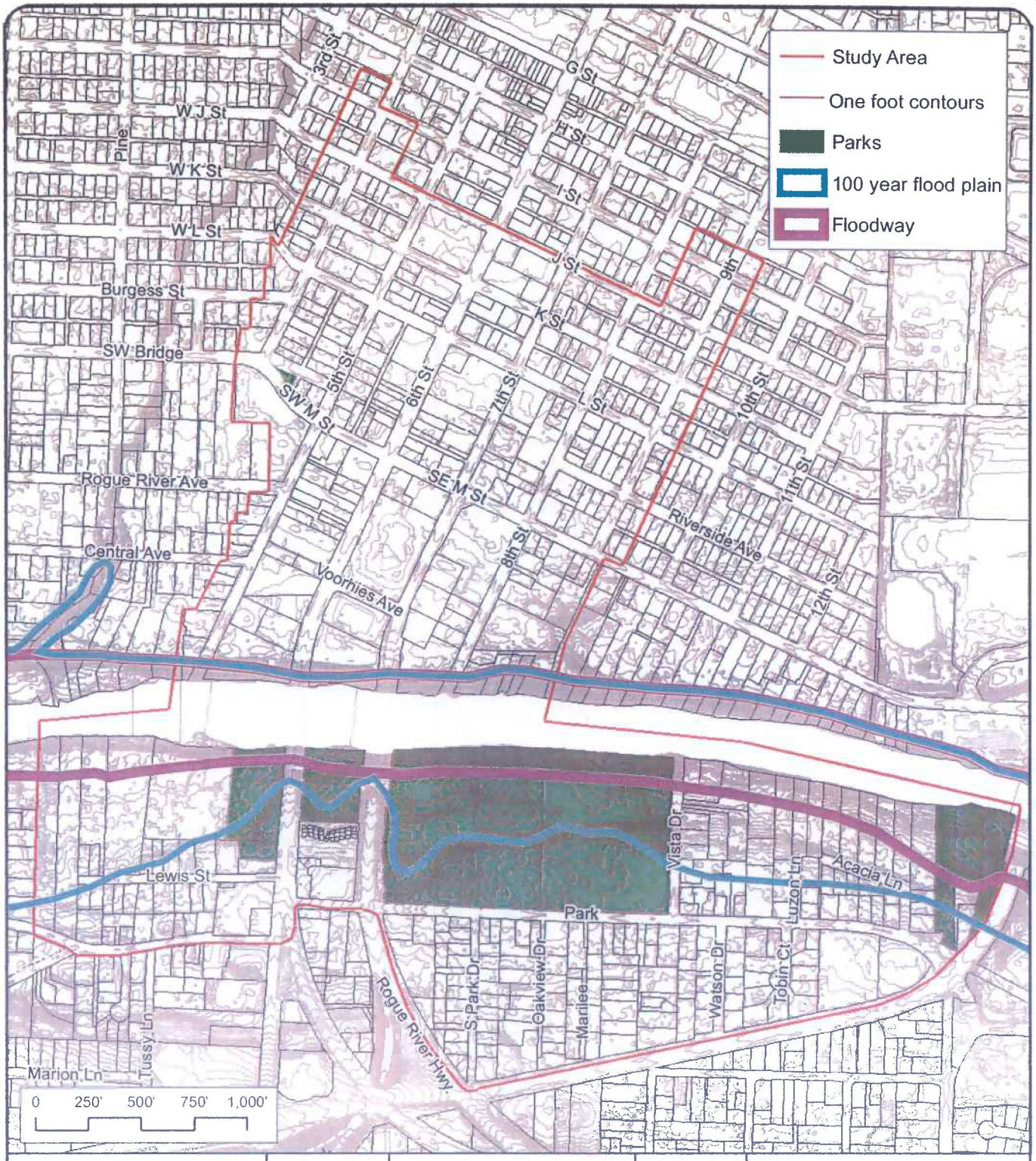

Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 10:
Parks and Natural Features
October 6, 2006

Prepared by:
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Existing Infrastructure and Utilities

Existing water, sanitary sewer, stormwater drainage and gas and power utility facilities within the planning area are shown on **Figures 11, 12, 13 and 14**. Technical Memo 1 summarized the systems and improvements within the planning area identified in various master plans. This information is repeated below.

Water Distribution

A grid of water distribution lines ranging in size from 6 to 10 inches are found in J and L Streets, E. and W. Park Street, and in 5th and 6th Streets. The study area appears well served by the existing distribution system. No needed improvement projects are identified.

Sanitary Sewer System

The Collection System Master Plan identifies several improvement projects that are located at least partially within the study area.

- Mill Street Project-A small portion of this pipeline replacement project extends into the study area.
- 5th Street Structural Repair-Repair or replacement of existing lines along 5th Street and several east-west streets.
- 7th Street Structural Repair- Repair or replacement of existing lines on east-west streets between 6 and 9th Streets.

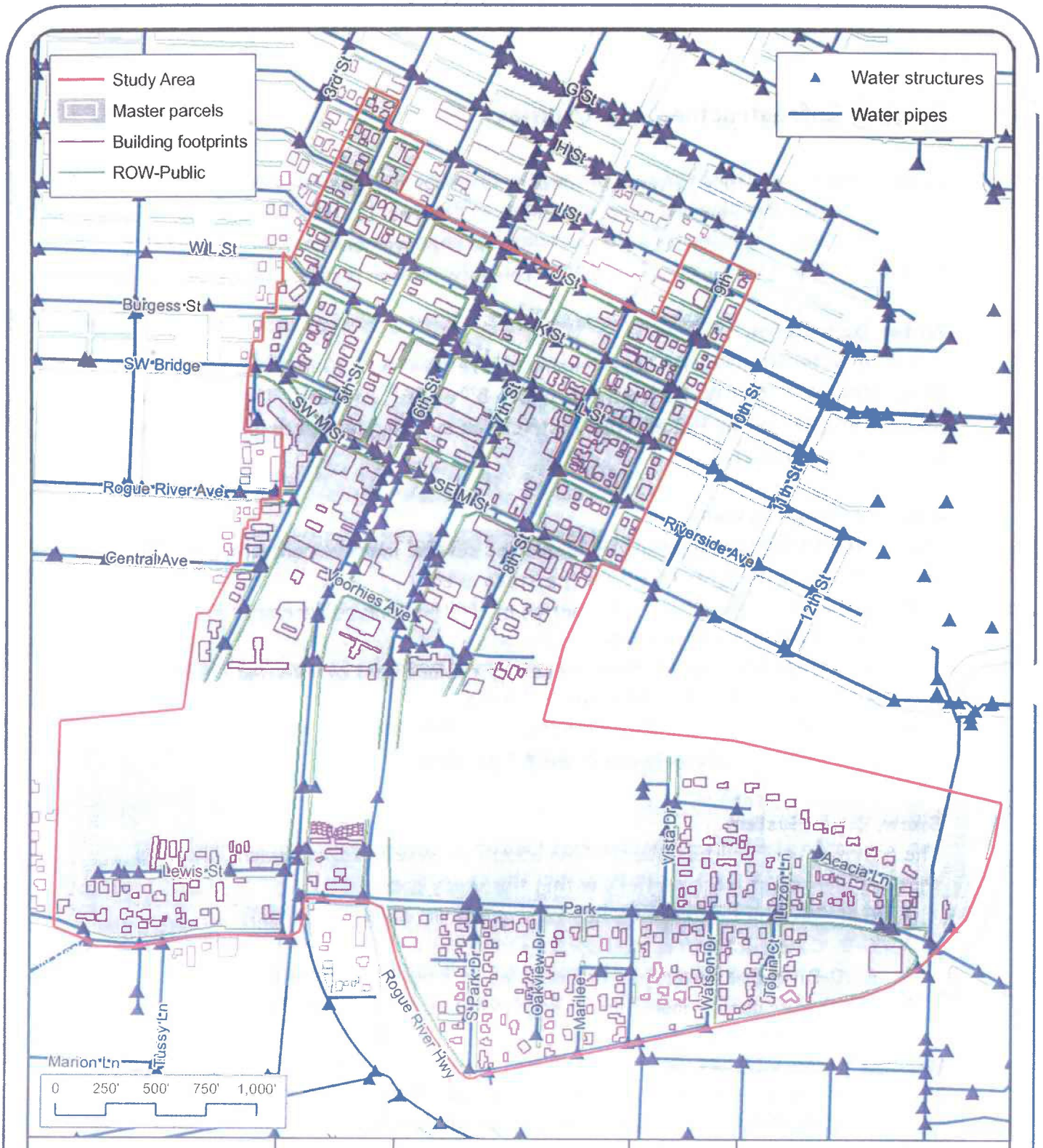
Storm Drain System

The Stormwater Facilities Master Plan identifies several improvement projects that are located at least partially within the study area.

- G-8-Construction/replace/upsize storm drain along 5th Street;
- G-9- Construction/replace/upsize storm drain along 9th Street;
- G-10-Diversion water quality manholes on Bridge Street; and
- F-1-Water quality manholes on south ends of the 6-7th Street bridges.

Gas and Power Utilities

Utility services are currently provided throughout the planning area. Individual utilities will identify improvement needs based on development plans and funding availability.



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 11
Water Utilities
September 16, 2006

Prepared by:
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E.D. Hovee & Company
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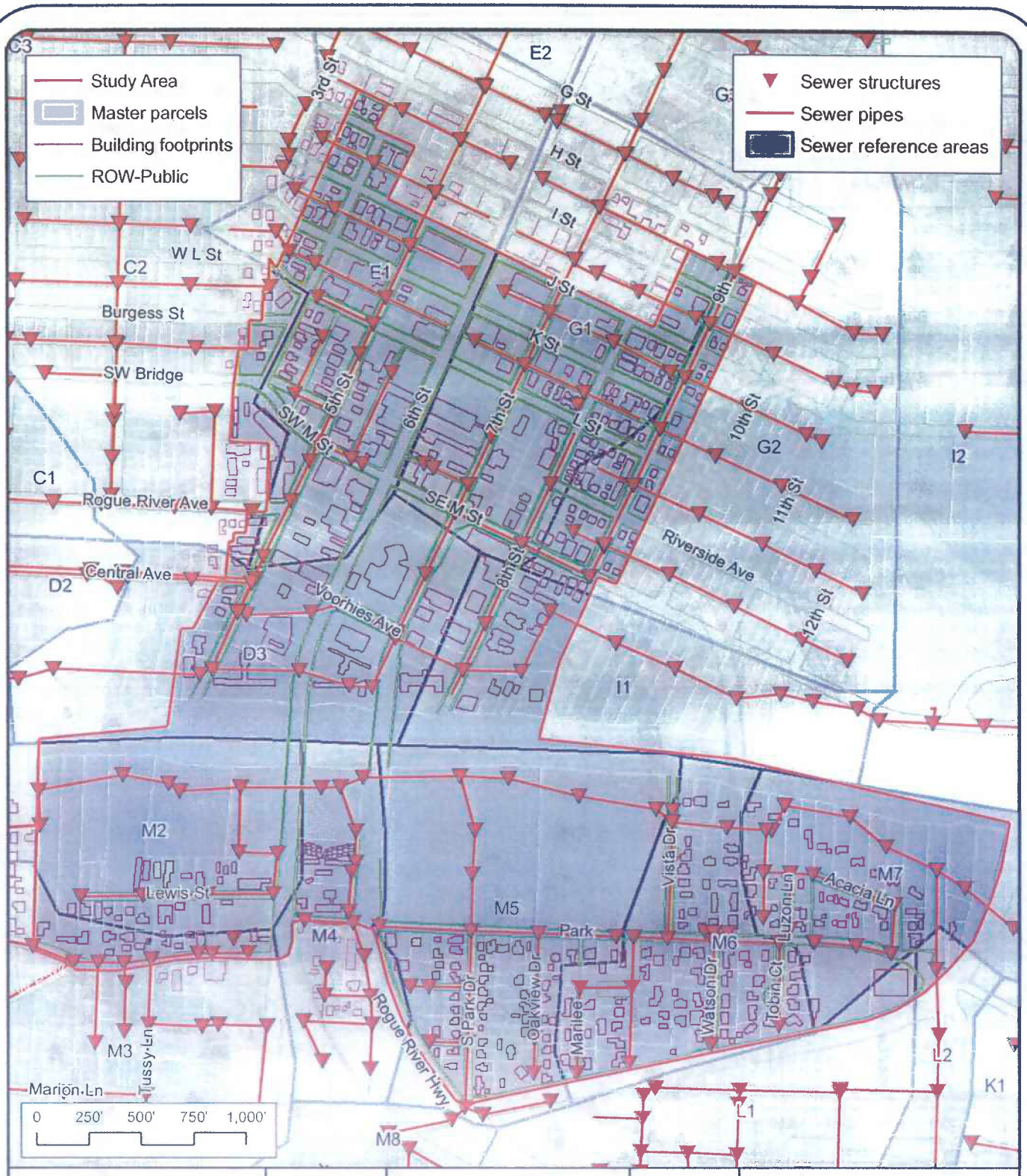

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Grants Pass, Oregon
Downtown River District

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Figure 12:
Sewer Utilities
September 16, 2006

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In association with:
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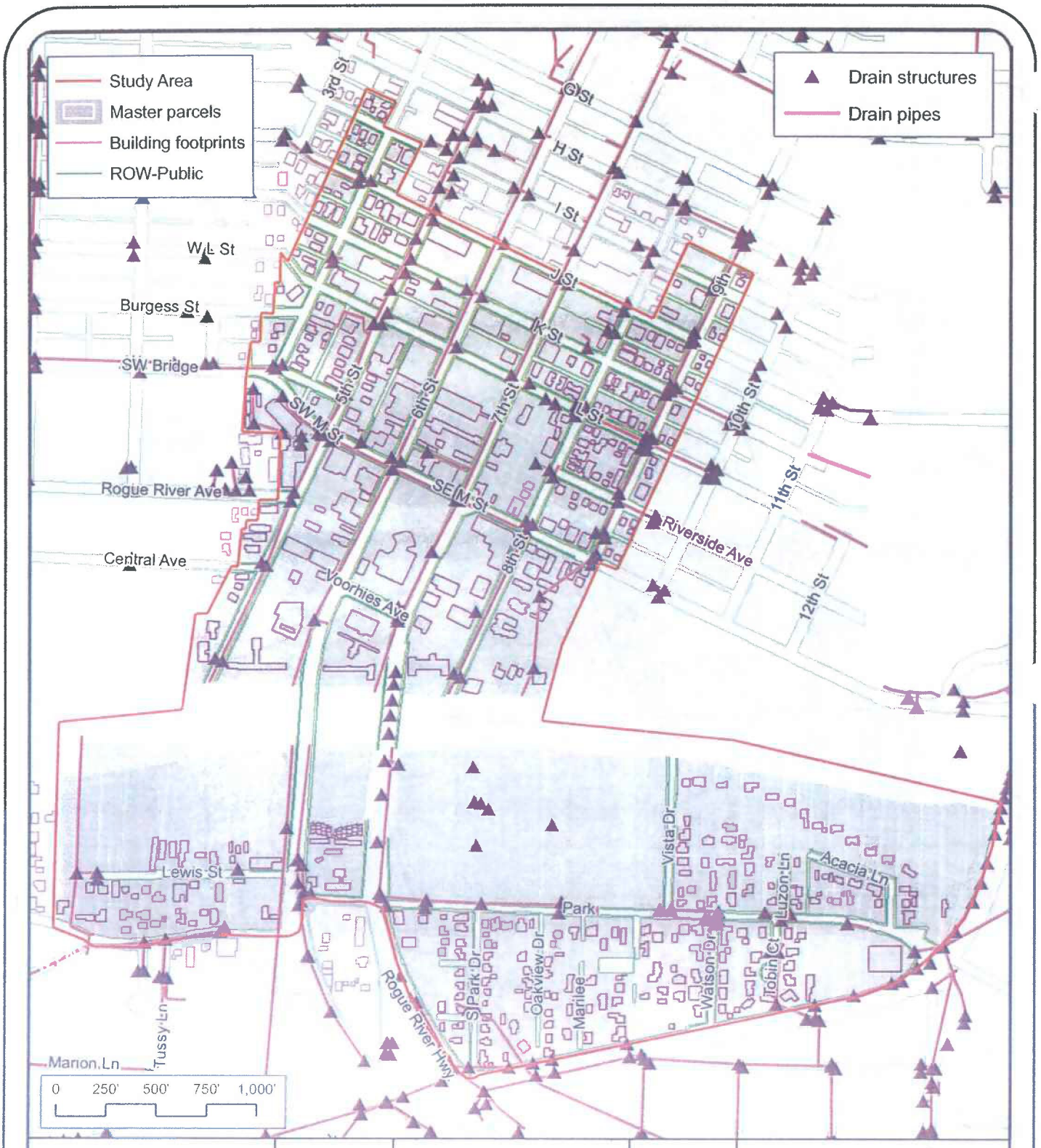

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Downtown River District

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Figure 13:
Drain Utilities
September 16, 2006

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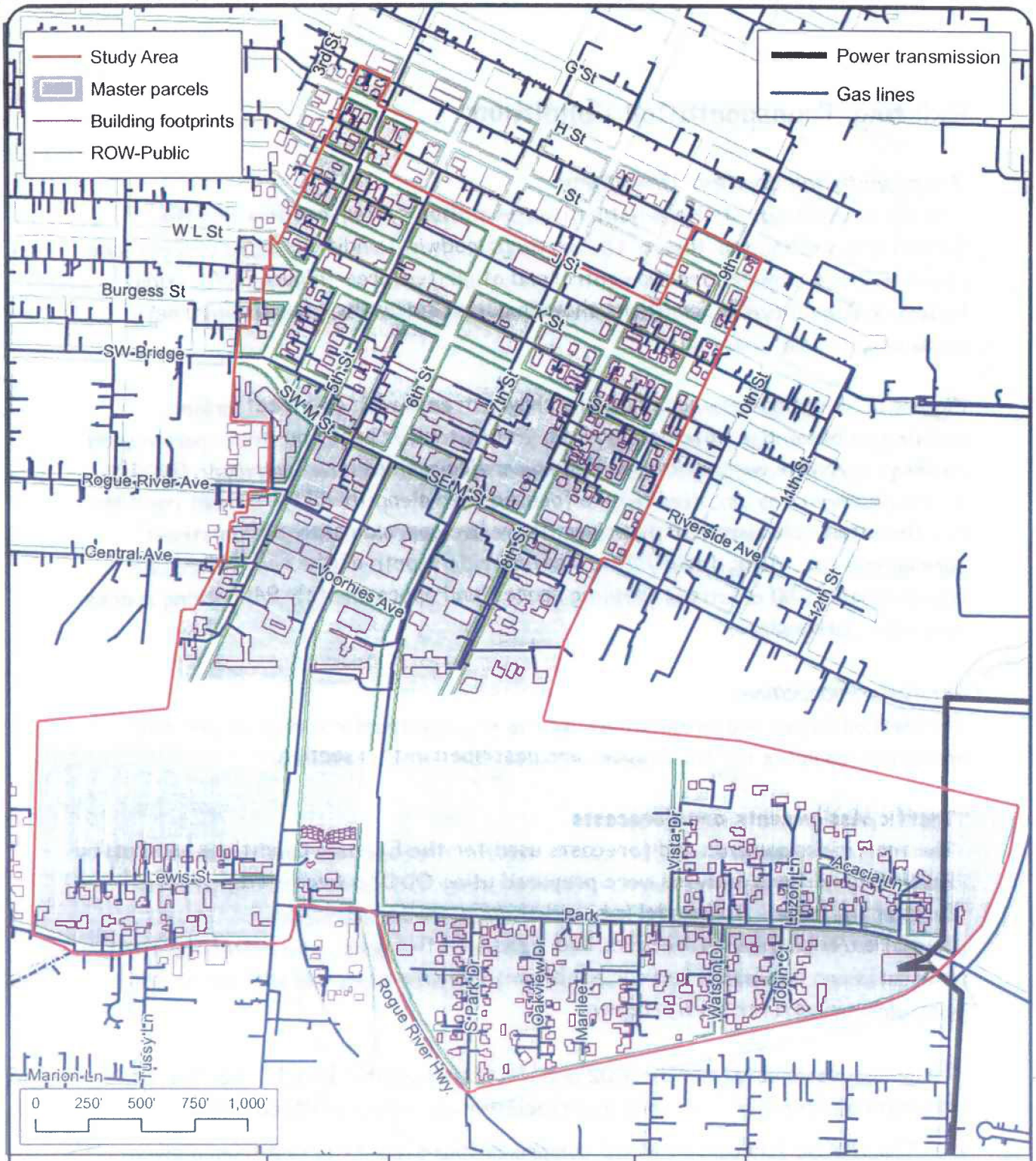

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Downtown River District

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Figure 14:
Gas and Power Utilities
September 16, 2006

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Existing Transportation Conditions

Transportation System Inventory

The basic conditions of the existing transportation system are shown on the following three figures. **Figure 15** Existing Roadway Conditions shows current lane configurations, signals, traffic control and other features. **Figure 16** Existing Pedestrian and Bicycle Conditions shows existing sidewalks, pedestrian street crossings, bicycle lanes, etc.

Figure 17 Existing Parking Conditions shows streets with on-street parking, existing public and private parking lots. Estimates for public on-street parking and parking in private parking lots, excluding car dealerships have been made for the entire planning area, and for a more focused area along the $6^{th}/7^{th}$ street corridor. For the study area north of the river, there are approximately 860 on-street parking spaces. Along the $6^{th}/7^{th}$ street corridor north of the river, there are approximately 260 on-street parking spaces, and approximately 940 parking spaces in private parking lots.

Analysis Procedures

The methodologies and assumptions used to prepare traffic forecasts and traffic operations analyses for this report are described in this section.

Traffic Assignments and Forecasts

The traffic assignments and forecasts used for the Existing Conditions and Future Baseline Conditions analyses were prepared using ODOT's Grants Pass traffic forecasting model. The model is based on adopted land use plans, population/employment forecasts, and transportation plans; as a result the traffic forecasts are consistent and compatible with adopted plans and with other on-going planning efforts in the region.

The model uses a base year of 2002 and a forecast year of 2025. The traffic forecasting process is described in **Attachment A** and summarized below:

- The traffic forecasting model comprises four steps, starting from a given population and employment forecast: (1) *trip generation* (numbers of trips), (2) *trip distribution* (origins and destinations of trips), (3) *mode split* (number of trips via auto, carpool, transit, etc), and (4) *traffic assignment* (traffic volumes on the road network).



Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District

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Figure 15:
Existing Roadway Conditions
Date: August 21, 2006

Prepared by:
Spencer & Kupper
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Donald B. Genasci & Associates
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Downtown River District

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Figure 16:
Existing Pedestrian and Bicycle Conditions
Date: August 21, 2006

Prepared by:
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Donald B. Genasci & Associates
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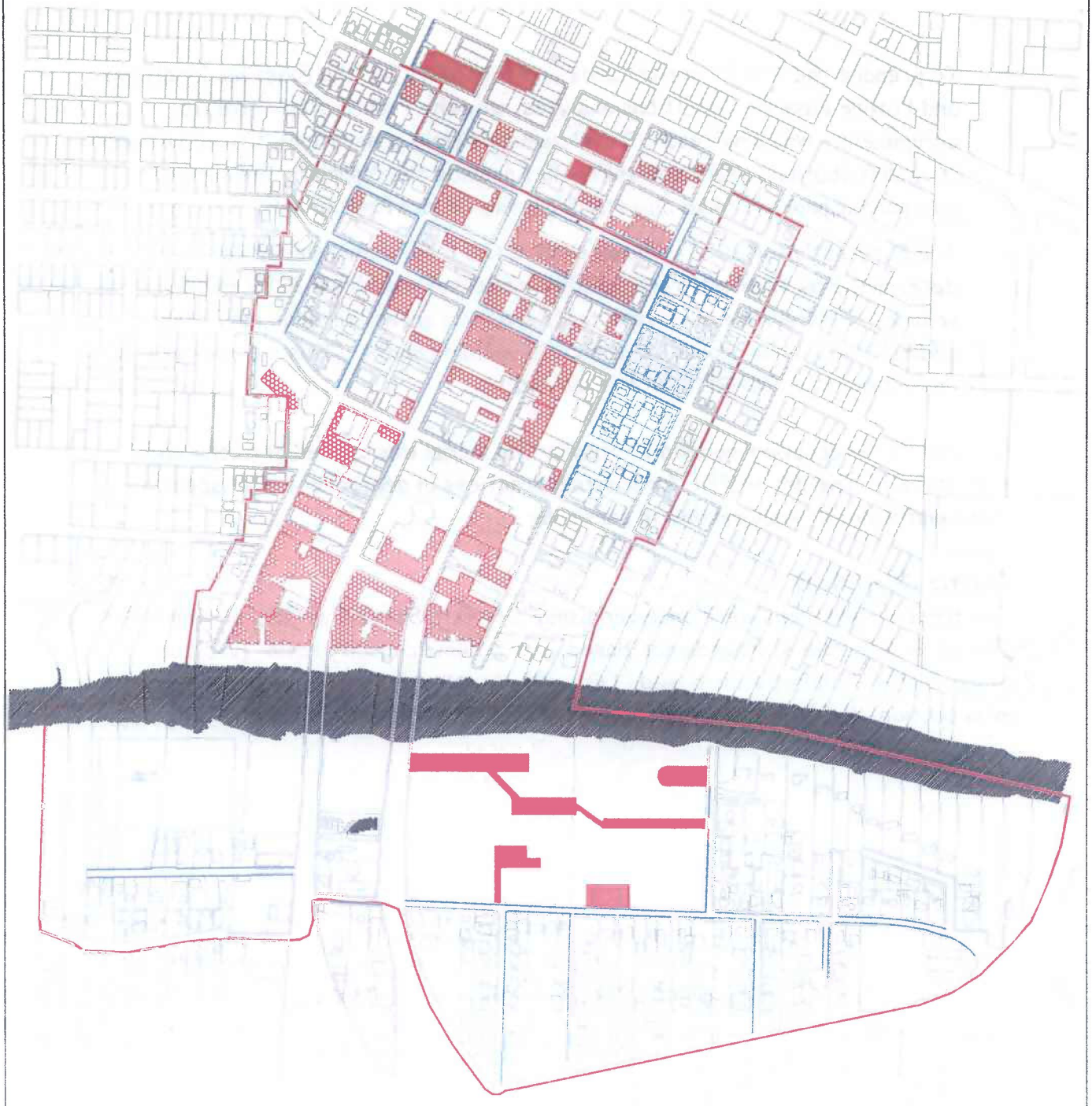

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Downtown River District

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Figure 17:
Existing Parking Conditions
Date: August 21, 2006

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- To prepare the traffic assignments and forecasts for the Existing Conditions and Future Baseline Conditions analyses, only the fourth step – traffic assignment – was employed. Travel demands (trip generation), travel patterns (trip distribution), and mode splits that provide the inputs to the traffic assignment process come directly from the Grants Pass model.
- The Forecast Year 2028 volumes used in the traffic analyses were determined by first subtracting 2002 model volumes from 2025 model volumes to determine a 23-year traffic volume growth/change, and then adding that volume growth to the 2005 volume counts. (This methodology is consistent with NCHRP 255, as required.)

The traffic forecasting model and the way the model was applied are consistent with state-of-the-art traffic forecasting practices in general and with specific state and federal requirements in particular.

Traffic Operations

The traffic operations were analyzed using "Level of Service" (LOS), on which the City of Grants Pass standards are based, and "volume:capacity ratio" (v/c), on which ODOT standards are based. LOS and v/c were determined for each study intersection. (LOS and v/c methodology are described in **Attachment B**.)

EXISTING CONDITIONS

The Existing Conditions section (TM2) inventories and describes existing facilities and conditions on the Planning Area street system, and contains six subsections: (1) Functional Classifications, (2) Traffic Control and Lane Configuration Inventory, (3) Traffic Patterns, (4) Traffic Volumes, (5) Traffic Operations, and (6) Traffic Crashes.

Functional Classification

The City of Grants Pass Transportation Systems Plan (TSP) defines five functional classifications[1]: State Highways, Arterial Streets, Collector Streets, Local Collector Streets, and Local Access Streets. These classifications are defined as follows:

State Highways are intended to have no direct access to adjacent properties; to have limited access to arterial streets; and to generally serve intercity travel at relatively high speeds.

Arterial Streets are intended to serve longer trips (5+ miles) and provide connections to highways, other arterials, and major destinations; and to provide minimal property access. Daily traffic volumes may exceed 6,000.

Collector Streets are intended to serve shorter trips (2-5 miles); to provide connections between neighborhoods and to highways and arterials; and to provide a moderate level of access to adjacent properties. Daily traffic volumes may be in the 3,000-6,000 range.

Local Collector Streets are intended to provide local circulation within neighborhoods; to provide neighborhood connections to collectors and arterials; and to provide a high level of access to adjacent properties. Daily traffic volumes may be in the 1,000-3,000 range.

Local Access Streets are intended to provide access to adjacent properties and serve short trips within neighborhoods. Daily traffic volumes should not exceed 1,000.

City of Grants Pass Functional Classifications are shown in **Figure 18**.

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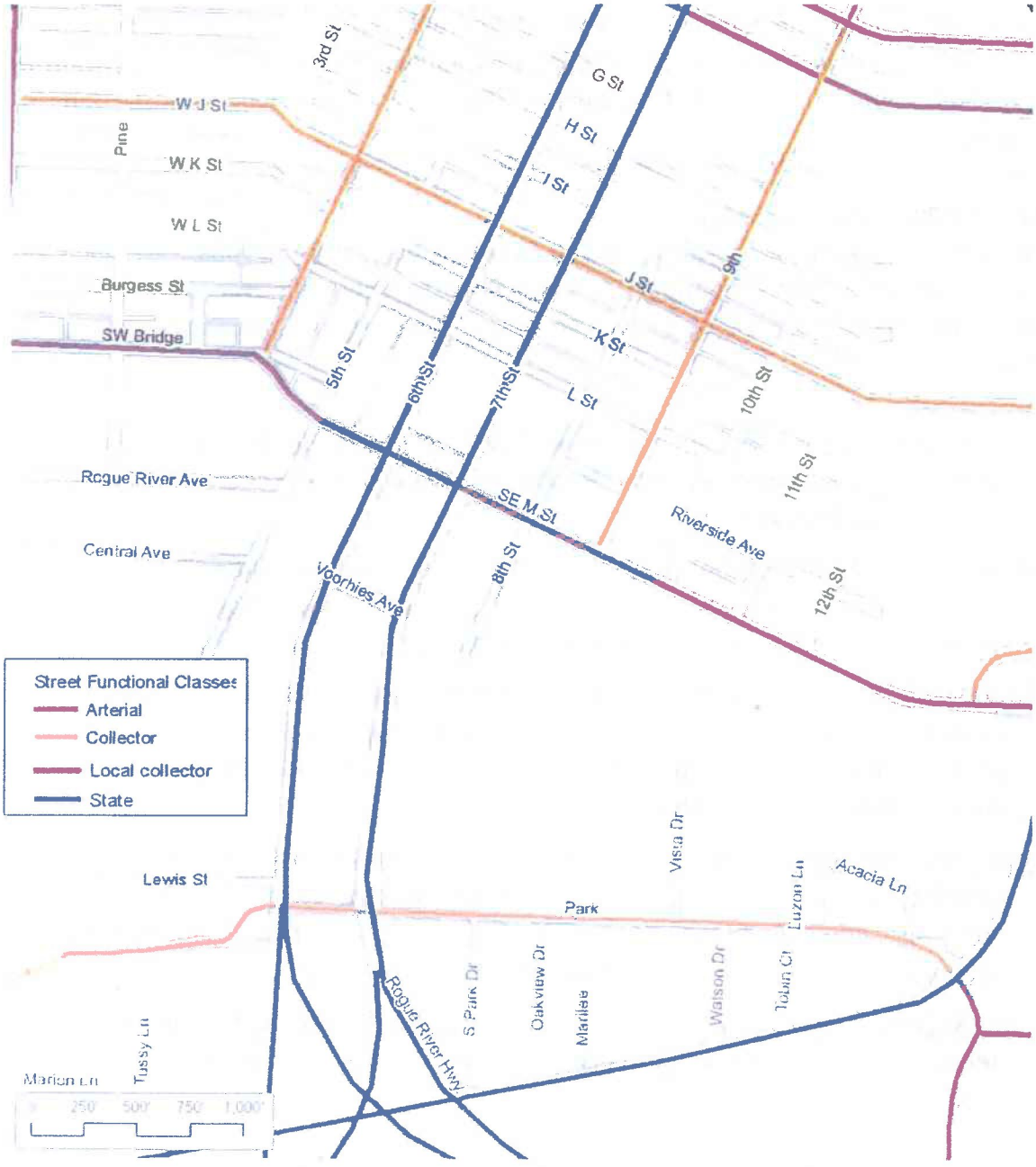
[1] *Grants Pass Urban Area Transportation Master Plan*, Figure 2-1.

Figure 18: City of Grants Pass Functional Classifications



6th St-7th St Couplet is classified as a *State Highway*. (It should be noted that the actual use and function of 6th and 7th are not consistent with their functional classification, as defined by the TSP.) ODOT classifies 6th and 7th as a "District Level Highway," which it defines as "facilities of County-wide significance that function largely as county or city arterials and collectors."

Bridge St-M St is classified as an *Arterial Street*.

Park St, J St, 4th St, and 9th St are classified as *Collector Streets*.

K St, L St, 5th St, and 8th St, and all other streets not listed above, are classified as *Local Access Streets*.

Grants Pass Parkway is classified as a *State Highway*.

Traffic Control and Lane Configuration Inventory

Intersection traffic controls and lane configurations are shown in **Figure 19** and **Figure 20**, respectively. (The configuration shown for the 6th St/Park St intersection is the new configuration installed by the recently-completed intersection improvement project.)

In the Planning Area, the 6th St and 7th St intersections at J St, L St, M St, and Park St are signalized. All other intersections have two-way stop control (TWSC). All traffic movements are allowed at all Planning Area intersections, with the exception of the eastbound M St left turn onto northbound 7th St, which is prohibited.

6th St and 7th St are one-way streets with three travel lanes through the Planning Area, except across the Rogue River bridges, where each narrows to two lanes. All other Planning Area streets are two-way with one travel lane in each direction.

Traffic Patterns

The origin-destination and traffic distribution patterns of 6th St and 7th St traffic were determined using the ODOT Grants Pass traffic model. The p.m. peak hour distribution pattern of 6th St and 7th St traffic at J St and on the Rogue River Bridges are compiled in **Figures 21a and 21b**.

As shown in the Figures, much of the traffic on 6th and 7th in the Planning Area is local Grants Pass traffic enroute to/from locations in a fairly narrow corridor along 6th/7th within the central and northern sections of town.

Figure 19: Traffic Control



Figure 20: Intersection Lane Configuration

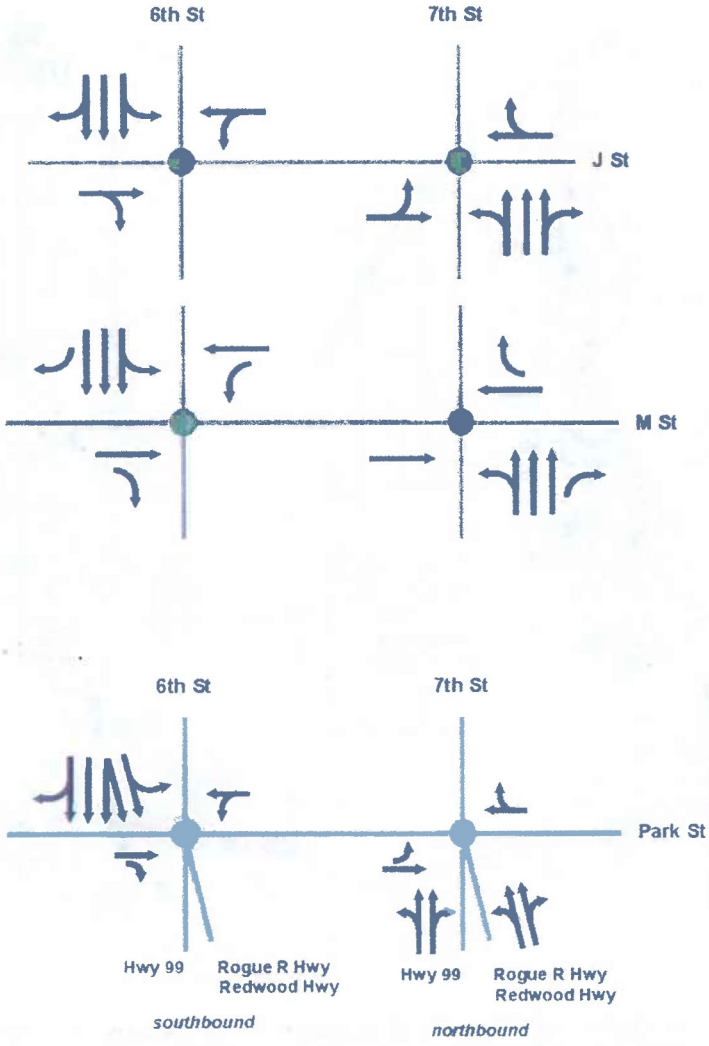
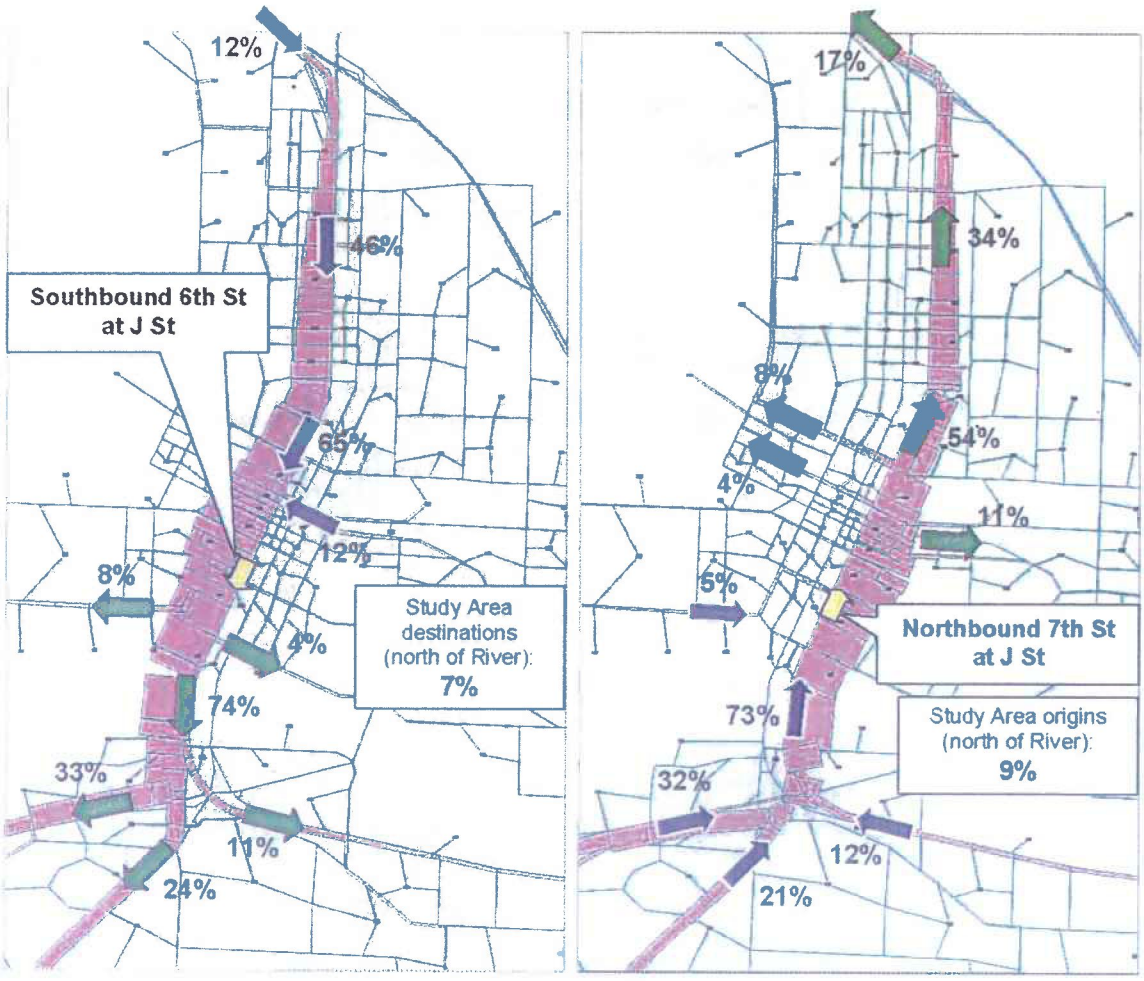


Figure 21a: Origin-Destination Patterns of Study Area Traffic (P.M. Peak Hour)

Southbound 6th St Traffic at J St

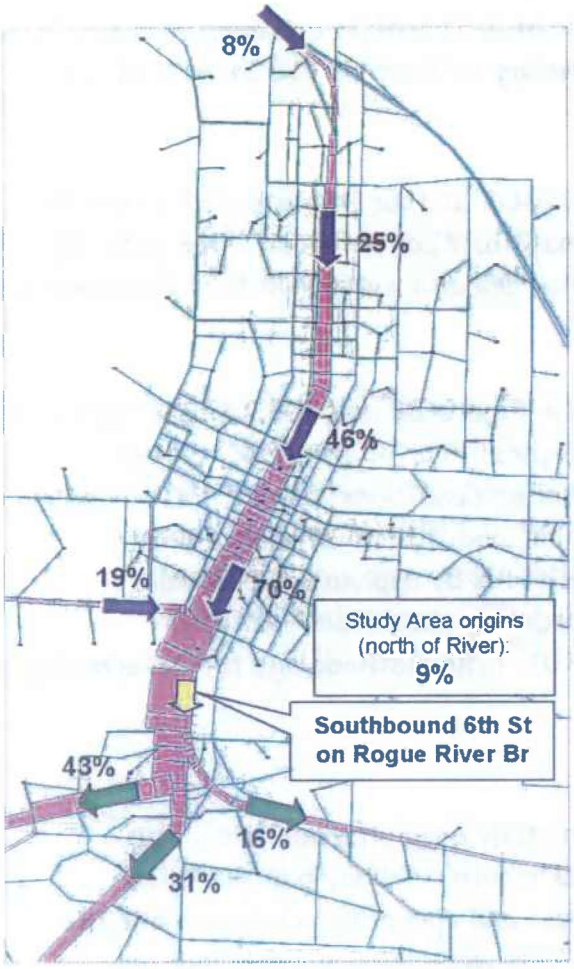
Northbound 7th St Traffic at J St



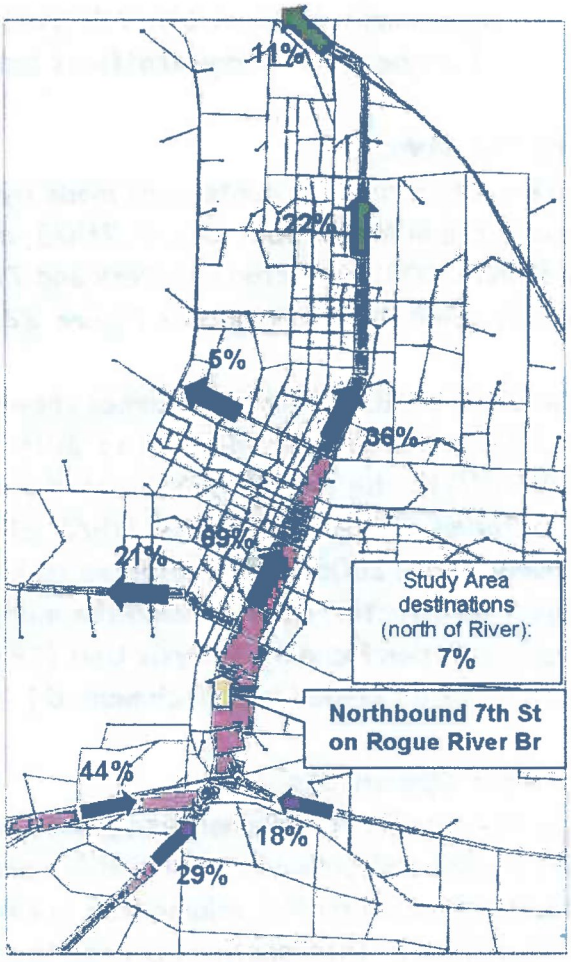
Note: on the maps above, the line width of any given road segment represents the volume of traffic on that road segment that is traveling to or from southbound 6th St at J St [map at left] or northbound 7th St at J St [map at right]

Figure 21b: Origin-Destination Patterns of Study Area Traffic (P.M. Peak Hour)

Southbound 6th St Traffic on Rogue R Br



Northbound 7th St Traffic on Rogue R Br



Note: on the maps above, the line width of any given road segment represents the volume of traffic on that road segment that is traveling to or from southbound 6th St on the Rogue River Bridge [map at left] or northbound 7th St on the Rogue River Bridge [map at right]

Although most study area traffic is locally-generated Grants Pass traffic, there is also a significant through traffic component:

- approximately 15% of 6th/7th traffic at J St traffic and approximately 10% of Rogue River Bridge traffic is traveling to/from I-5 north of town.
- approximately 8% of 6th/7th traffic at J St traffic and approximately 20% of Rogue River Bridge traffic is traveling to/from Bridge St west of 4th.

Traffic Volumes

Intersection traffic counts were made by ODOT at four key intersections in the study area in May, 2006, (6th/J, 7th/J, and 7th/M) and August, 2006 (6th/M). In addition, 2003 counts for 6th/Park and 7th/Park also were provided. Intersection traffic volumes are compiled in **Figure 22**.

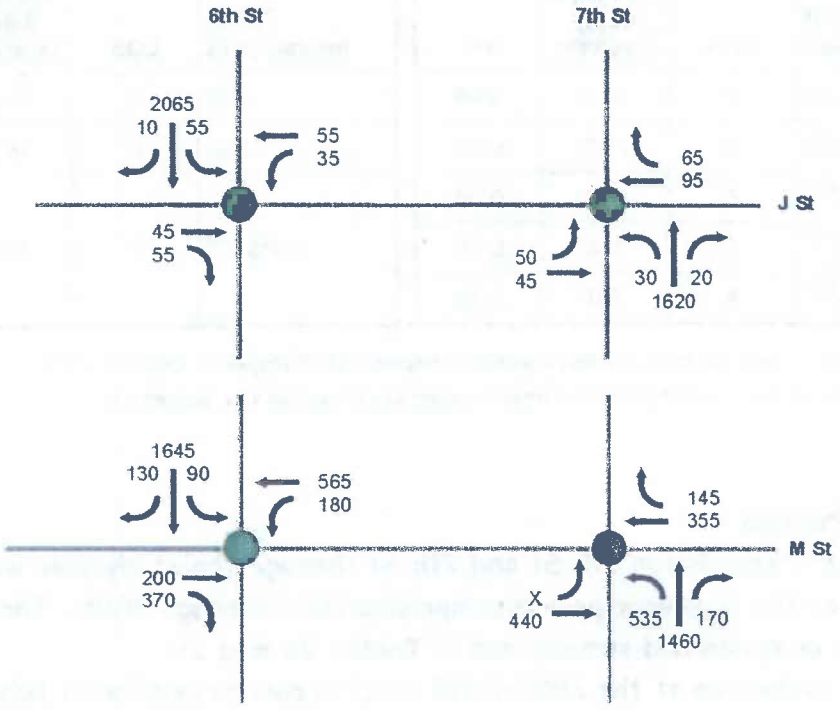
The 6th/Park and 7th/Park volumes shown in **Figure 22** are 2003 counts factored to 2005 and seasonally adjusted to '30th highest hour of the year' volumes (30th HV) by the *Grants Pass South Y-Junction Conditions Report*, (ODOT Region 3, October, 2005). The 6th/J, 7th/J, 6th/M, and 7th/M volumes shown in **Figure 22** are 2006 counts adjusted to 30th HVs by applying a seasonal adjustment factor, derived using the methodology prescribed by ODOT Transportation Planning Analysis Unit (TPAU). (The methodology for determining 30th HV is described in **Attachment C**.)

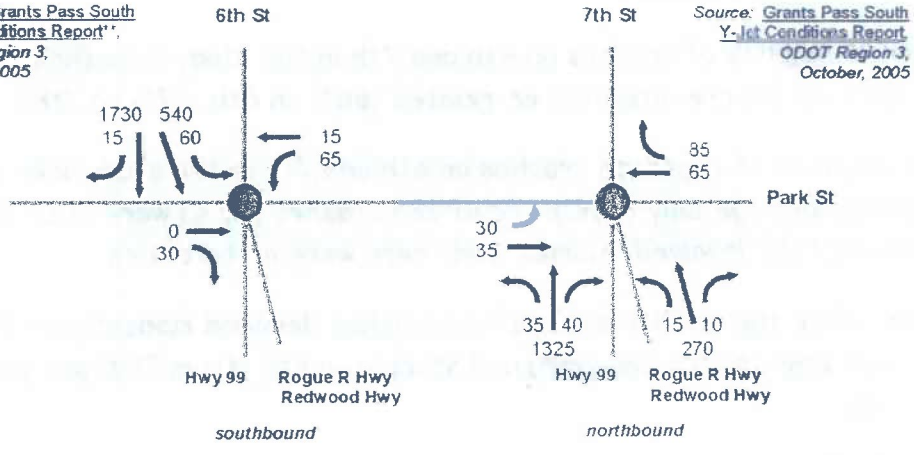
Traffic Operations

The traffic operational analysis focused on study area intersections. The operational analysis was performed for peak month weekday p.m. peak hour conditions, when traffic volumes are greatest and operating conditions are the most difficult. Intersection LOS for the 2005 weekday p.m. peak hour are compiled in **Table 1**.

As shown in **Table 1**, all study intersections operate at LOS C or better. In addition, all intersections except 6th St/M St operate at or below a v/c of 0.83, well within ODOT's maximum v/c standard for District Level Highways of 0.90. The 6th/M intersection operates at a v/c of 0.92, which does not meet the ODOT standard, and indicates that this intersection is more susceptible to becoming congested with increasing traffic volumes than are the other study intersections.

Figure 22: 2005 PM Peak Hour Traffic Volumes (30th Highest Hour)





** report volumes reassigned to configuration of reconstructed intersection

Table 1: 2005 P.M. Peak Hour Intersection Level of Service (LOS)

6th St Intersection	LOS	average delay (sec/veh)	v/c
J St	B	14.8	0.66
M St	C	29.9	0.92
W Park[a),b)]	A	4.2	0.50
E Park[a),b)]	A	5.4	0.25
Lewis[a),b)]	A	5.0	0.48

7th St Intersection	LOS	average delay (sec/veh)	v/c
J St	A	8.0	0.55
M St	B	18.0	0.83
E Park[a)]	C	21.7	0.67

a) Source: *Grants Pass South Y-Junction Conditions Report*, ODOT Region 3, October, 2005

b) Intersection has been reconfigured and reconstructed since analysis was performed

Traffic Crashes

Traffic crash records for 6th St and 7th St through the study area were provided by ODOT for the five-year period comprising 2001 through 2005. Those crash records are compiled and summarized in **Tables 2a and 2b**.

Review and evaluation of the 2001-2005 crash records compiled in **Tables 2a and 2b** and the Safety Analysis section of the *Grants Pass South Y-Junction Conditions Report* yielded the following set of findings applicable to development of the Greater Grants Pass Plan River District Element:

Crashes: General Findings

- A large majority of crashes on 6th and 7th in the study area (Rogue River Bridges - J St) are intersection-related (66% on 6th, 87% on 7th)
- The majority of reported crashes on 6th and 7th in the study area were property-damage-only (PDO): 72 of 126 crashes (57%) were PDO, 54 of 126 crashes (43%) involved injuries, and there were no fatalities.
- After 2002 the number of reported crashes declined modestly on 7th (from 19.5 per year to 15.3 per year) and steeply on 6th (from 20.0 per year to 0.3 per year).
- Nearly all reported crashes on 6th and 7th in the study area involved two vehicles: only 10% of crashes on 6th and 7% of crashes on 7th involved three or more vehicles, and there were no reported single-vehicle crashes.

Table 2a: Crash History, 2001-2005
(6th and 7th Streets, J St to Park St)

6th St	Total	Rear-End	Angle	Turn	Side-swipe	Ped-Bike	Parking	at intxn	between intxns
at J St	1	1						1	
J to K									
at K St	3		2				1	3	
K to L									
at L St	9	5	1		1	2		9	
L to M	3	1		1	1				3
at M St	11	4	3	2	1		1	11	
M to Voorhies									
at Voorhies St	3	1			2			3	
Voorhies to Bridge	4			1	3				4
Rogue R Bridge	7	7							7
TOTAL	41	19	6	4	8	2	2	27	14
		46%	15%	10%	20%	5%	5%	66%	34%

7th St	Total	Rear-End	Angle	Turn	Side-swipe	Ped-Bike	Parking	at intxn	between intxns
at J St	10	1	8	1				10	
K to J									
at K St	6	3		2	1			6	
L to K	1	1							1
at L St	9	4	2	2	1			9	
M to L									
at M St	26	10	9	4	2	1		26	
Voorhies to M	4	2		1	1				4
at Voorhies St	8	1	1	5		1		8	
Bridge to Voorhies	2	1		1					2
Rogue R Bridge	4	4							4
Park to Bridge									
at Park St	15	8	3	3	1			15	
TOTAL	85	35	23	19	6	2	0	74	11
		41%	27%	22%	7%	2%	0%	87%	13%

Source: Oregon Department of Transportation Continuous System Crash Listing, ODOT Crash Analysis Unit, August 3, 2006

Table 2b: Crash History, 2001-2005
(6th and 7th Streets, J St to Park St)

6th St	Total	Injury	Injury % of total	3+ vehicles	pre-2003	2001-02 annual	2003-05 annual
at J St	1	1	100%		1	0.50	0.00
J to K						0.00	0.00
at K St	3	1	33%		3	1.50	0.00
K to L						0.00	0.00
at L St	9	6	67%	1	9	4.50	0.00
L to M	3		0%		3	1.50	0.00
at M St	11	5	45%	1	10	5.00	0.33
M to Voorhies						0.00	0.00
at Voorhies St	3	1	33%		3	1.50	0.00
Voorhies to Bridge	4	1	25%		4	2.00	0.00
Rogue R Bridge	7	4	57%	2	7	3.50	0.00
TOTAL	**41**	**19**	**46%**	**4**	**40**	**20.00**	**0.33**
		46%		**10%**	**98%**		

7th St	Total	Injury	Injury % of total	3+ vehicles	pre-2003	2001-02 annual	2003-05 annual
at J St	10	5	50%		7	3.50	1.00
K to J						0.00	0.00
at K St	6	3	50%		4	2.00	0.67
L to K	1	1	100%			0.00	0.33
at L St	9	4	44%	1	5	2.50	1.33
M to L						0.00	0.00
at M St	26	10	38%	2	11	5.50	5.00
Voorhies to M	4	2	50%	1		0.00	1.33
at Voorhies St	8	4	50%		2	1.00	2.00
Bridge to Voorhies	2	1	50%	1	1	0.50	0.33
Rogue R Bridge	4		0%		2	1.00	0.67
Park to Bridge						0.00	0.00
at Park St	15	5	33%	1	7	3.50	2.67
TOTAL	**85**	**35**	**41%**	**6**	**39**	**19.50**	**15.33**
		41%		**7%**	**46%**		

Source: Oregon Department of Transportation Continuous System Crash Listing, ODOT Crash Analysis Unit, August 3, 2006

Crashes: Specific Findings

- Crash records indicate that there are no extraordinary traffic safety problems on 6th St or on 7th St north of M St: since 2003 there have been no reported crashes on 6th north of M, and only 3.33 crashes per year on 7th north of M (including 1.33 per year at the L St intersection and 1.00 per year at the J St intersection).

- Crash records indicate that there are safety problems worthy of consideration and remediation at the 7th St/M St intersection and on the section of 7th St to the south. The post-2002 history of 5.0 crashes per year at 7th/M and 4.3 crashes per year on 7th between the south end of the Rogue River Bridge and M St suggest that there are conflict problems in this transition area between the access-controlled, higher-speed highway conditions to the south, and the dense, high-conflict urban conditions in downtown Grants Pass. This history indicates the need for intersection improvements at 7th and M St. South Y crash issues likely to be addressed in South Y project to begin in 2007.

- At the 7th St/Park St intersection the *Grants Pass South Y-Junction Conditions Report* found that the majority of crashes occurred on the northbound approach, which comprises the ramps from Rogue River Hwy and Grants Pass Pkwy and from Redwood Hwy and Jacksonville Hwy. The weaving and merging that occurs on these ramps approaching the Park St traffic signal was determined to be a potentially significant contributing factor to the reported crashes.

- Crash records and analysis at the 6th St/Park St intersections was not reported or considered, because the intersection is being reconstructed and reconfigured, and historical conditions are no longer applicable.

Future Baseline Traffic Conditions

The Future Baseline Conditions section (TM3) describes baseline[2] traffic conditions in the design year (2028) on the Planning Area street system. The section contains four subsections: (1) 2028 Transportation System, (2) Traffic Growth (3) Traffic Volumes, and (4) Traffic Operations.

2028 Transportation System

No significant street, highway, public transportation, or non-motorized transportation system improvements are planned or programmed for the study area, A fourth bridge over the Rogue River is being considered, but location, design, and schedule have not yet been specified and adopted. In addition, improvements to the "South Y" also are being considered, but what those improvements are to be has not yet been determined. ODOT plans to begin this significant project in 2007.

Traffic Growth

Traffic growth generated in the Planning Area and traffic growth on the Planning Area and downtown street systems were estimated by preparing and comparing 2002 and 2025 p.m. peak hour traffic assignments using ODOT's Grants Pass traffic model. (Traffic volume increases on key Planning Area streets are compiled in **Figure 23**.)

Planning Area Traffic Generation

Forecasted future population and employment in the Planning Area will generate minimal increases in traffic. Total traffic generation in Planning Area zones north of the river (i.e., the number of trips traveling to/from locations within the Planning Area north of the river) is forecasted to increase by only 6% (from 960 p.m. peak hour trips to 1,010 trips) over the 23-year period from 2002 to 2025. Similarly, total traffic generation in Planning Area zones south of the river is forecasted to increase by only 8% (from 240 p.m. peak hour trips to 260 trips) over the same 23-year period.

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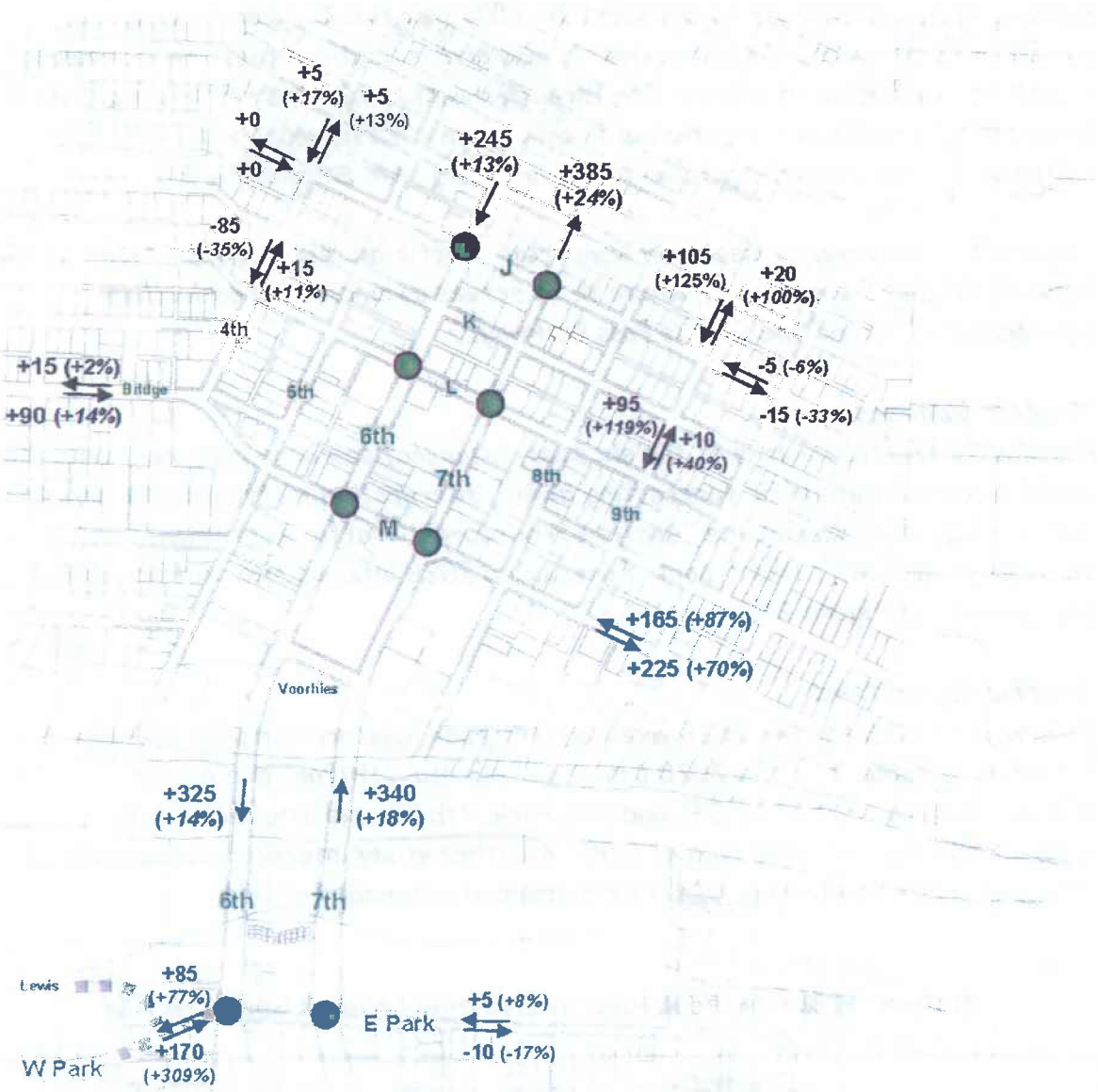
[2] "Baseline": Greater Grants Pass Plan River District Element No Action Alternative (i.e., no changes from existing plans and forecasts)

Figure 23: Traffic Growth 2002-2025

(P.M. Peak Hour Volume)



Street System Traffic Volumes

The traffic assignments indicate that the north-south traffic flows through the Planning Area will increase by a modest 20-25% over the 23-year forecasting period (~ 1% per year). The assignments also give indications that the increasing travel time and delay on 6th and 7th through downtown Grants Pass during the forecasting period has the potential to divert some north-south traffic to the collector and local streets parallel to 6th/7th (e.g., 4th St and 9th St).

The traffic assignments also show significant traffic increases on M St east of the Planning Area (3.5% per year), where M St serves as an arterial connection between 6th/7th and the Grants Pass Parkway.

Traffic Volumes

Forecasted traffic volumes at the six study intersections were prepared using the ODOT Grants Pass traffic forecasting model, intersection traffic counts, and the methodology described in the "Analysis Procedures, Traffic Assignments and Forecasts" section of this report. Forecasted 2028 intersection traffic volumes are compiled in **Figure 24**.

Traffic Operations

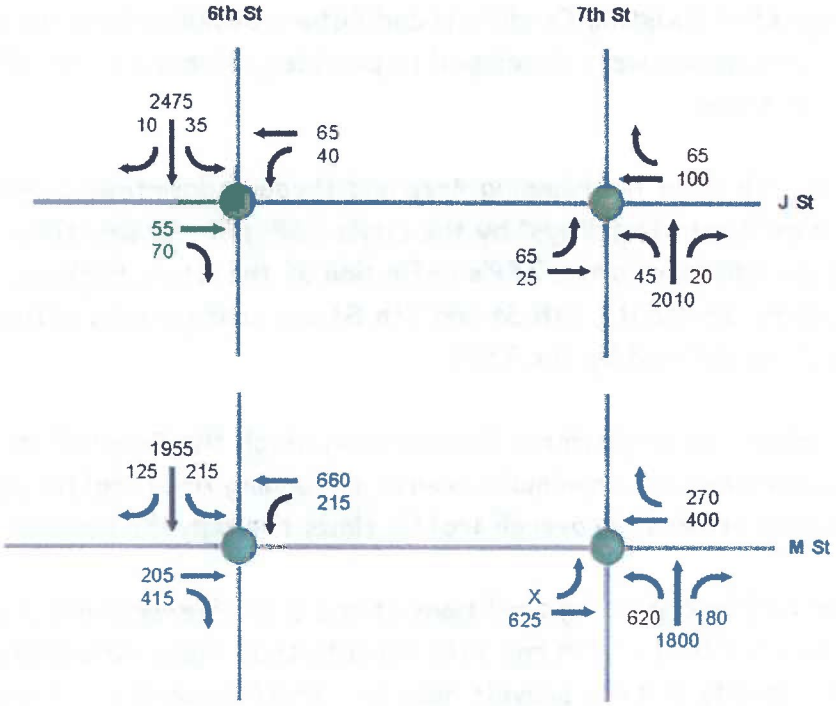
Intersection LOS for the 2028 weekday p.m. peak hour are compiled in **Table 3**. As shown in **Table 3**, in the 2028 p.m. peak hour the 7th/Park and 6th/M intersections operate at LOS E, and 7th/Park, 7th/M, and 6th/M all exceed ODOT's maximum v/c standard of 0.90. All other study intersections operate at LOS C or better and within ODOT's maximum v/c standard of 0.90.

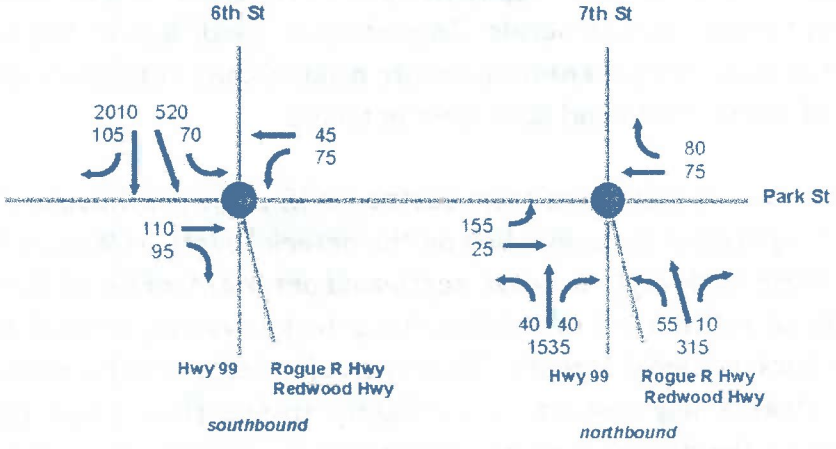
Table 3: 2028 P.M. Peak Hour Intersection Level of Service (LOS)

6th St Intersection	LOS	average delay (sec/veh)	v/c
J St	B	15.5	0.81
M St	**E**	**66.4**	**1.12**
W Park	C	21.6	0.77

7th St Intersection	LOS	average delay (sec/veh)	v/c
J St	A	9.0	0.65
M St	**D**	**47.0**	**1.06**
E Park	**E**	**68.2**	**0.96**

Figure 24: 2028 PM Peak Hour Traffic Volumes (30th Highest Hour)





Findings and Conclusions-Traffic Conditions

The following set of Existing Conditions and Future Baseline Conditions Analysis findings and conclusions were developed to provide guidance for the alternatives development process:

- 6th St and 7th St in the Planning Area and through downtown Grants Pass are classified as "State Highways" by the city's TSP, but the way they function is largely contradictory to the TSP's definition of the State Highway classification. In reality, 6th St and 7th St are configured and function as "Arterials" (as defined by the TSP).

- The population and employment forecasts on which the Grants Pass traffic model is based create a minimal increase in Planning Area traffic generation and only a modest increase in overall traffic flows through the Planning Area.

- The 2028 traffic operating conditions at the J St intersections (LOS B or better and v/c < 0.81 at 6th and 7th) indicate that these intersections have adequate capacity and can provide adequate traffic operations for 2028 traffic.

- The 2028 traffic operating conditions at the M St intersections (LOS E and v/c > 1.06 at 6th and 7th) indicate that increasing traffic volumes will approach or exceed the intersections' capacities and will degrade traffic operating conditions to unacceptable levels. In particular, conditions at the 6th/M intersection have the potential to create a significant bottleneck at a key junction of north-south and east-west arterials.

- The prohibition of left turns from eastbound M St to northbound 7th St creates a significant disconnection on the arterial system (M is an Arterial, and 7th is a State Highway). Because eastbound arterial traffic on M St cannot get to the 7th St northbound arterial on the arterial system, arterial traffic must use collectors and local streets. (Diversion of arterial traffic onto collectors and local streets may congest local/collector traffic flow, inhibit access to properties on the diversion routes, and generally degrade the residential and/or business environment on the affected streets.)

- The transition from higher speeds and 'freer-flow' (fewer signalized intersections) to slow-speed, highly-controlled conditions that occurs on northbound 7th St as it crosses the Rogue River, passes Voorhies St and enters downtown through the M St intersection creates potential traffic safety concerns that should be addressed by the Downtown River District Plan.

- The future LOS E and 0.96 v/c conditions at 7th/Park are a result of the configuration of the intersection south approach and the heavy traffic volumes arriving from the south. Needs for this intersection are to be addressed by the South-Y project.

Attachment A

TRAFFIC FORECASTS

Forecasting Process

For the past 30+ years, computerized traffic forecasting models have been used to produce the traffic volume estimates needed by engineers, planners, elected officials and the public to assess growth forecasts and land use planning options, and to evaluate and design transportation system improvements. The traffic models start with two primary inputs:

- population and employment forecasts (numbers of jobs and residents, and where they are located); and
- a specified transportation system (road and transit networks)

Using these inputs – these adopted-plan-based and adopted-forecast-based population, employment, transportation system assumptions – the traffic models prepare estimates of traffic volumes by employing a 4-step process:

1. The focus area of the model (a region, county, or city) is divided into geographical zones, and the number and type of trips that will be made by the people living and working in each zone is estimated by the model. This step is called "trip generation."

2. Next, the model estimates where the trips in each zone will go, determining the number of trips that are made between every pair of zones (e.g., the model estimates how many of the people living in Zone "A" travel to work at jobs in Zone "B"). The model bases its estimates of zone-to-zone travel on the specified transportation system and how long it takes to travel between zones on that system. This step is called "trip distribution," and the product is a "trip table" that contains the numbers of trips traveling between every pair of zones.

3. In its third step the model estimates for each pair of zones the number of trips that will be made by each of the available modes of transport: drive-alone, carpool, transit, etc. The model's estimates of the numbers of trips using the various modes is based on how long it takes (and how much it costs) to travel between zones via the various modes on the specified transportation system. This step is called "mode split," and one of its key products is a

"vehicle trip table" that contains the numbers of vehicle trips traveling between every pair of zones.

4. The final step is to assign the vehicle trips to specific paths through the road network from origin to destination. When all the vehicle trips between all zone pairs have been assigned to paths through the road network, the trips assigned to each link in the network (i.e., each road segment) are added up to produce the traffic volume for the link. This step is called "traffic assignment," and it is based not only on the layout of the road network, but also on the capacity of individual road segments and the level of congestion and delay expected with the forecasted traffic loads.

For the traffic assignments and forecasts for the Existing Conditions and Future Baseline Conditions analyses, only Step 4 (Traffic Assignment) was undertaken. The vehicle trip tables on which the traffic assignments were based (produced by Steps 1-3), were derived from adopted land use plans and population/employment forecasts. Use of this model ensures that the traffic forecasts used in this analysis are consistent and compatible with adopted plans and with other on-going planning efforts in the region. This consistency and compatibility among analytical efforts is necessary to make informed decisions that lead to efficient, consistent results. It is also a requirement for the use of federal funds.

For all 2025 (Design Year) traffic forecasts, vehicle trip tables derived from adopted population-employment-land use forecasts - as described above - are assigned to 2025 road networks that comprise the existing road network plus improvements specified in adopted city, county, and state transportation plans and transportation improvement programs.

Grants Pass Traffic Forecasting Model

The Grants Pass Traffic Forecasting Model network and zone structure is shown in **Figure A-1**. Due its fine detail, the network required only minimal refinement for use in this study (required network refinements are shown in **Figure A-2**):

- the network includes virtually all streets (only Local Streets 5th St and 8th St are not explicitly incorporated in the network)
- zones are sufficiently small, with no overlap of network links; and
- all zone centroid connectors are connected to the network midblock (i.e., there are no centroid connectors connected directly to network nodes that represent street intersections).

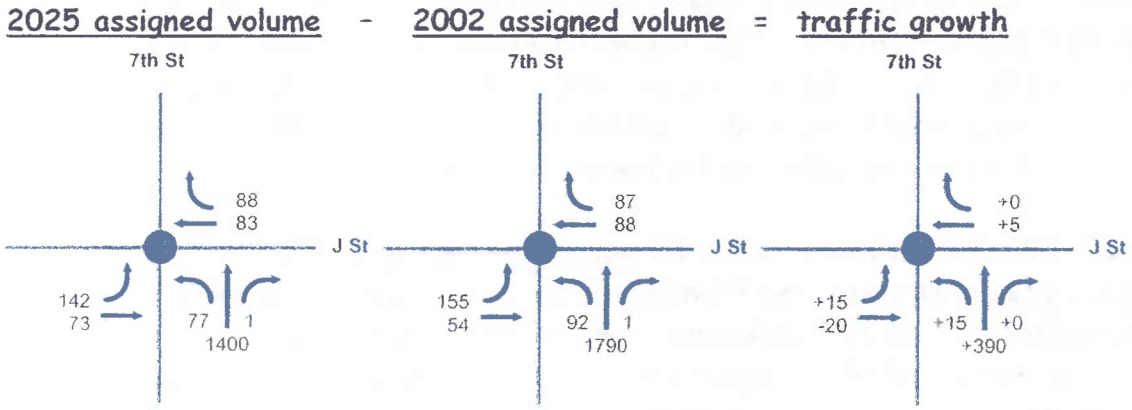
As a consequence, it was neither necessary nor desirable to post-process the assigned nodal turn/through movements used to determine traffic growth.

Traffic Assignment Results

Plots of the Grants Pass Traffic Forecasting Model assignments prepared for this study are attached.

Determination of Design Year Traffic Volumes

As stated in the "Analysis Procedures" section, the Forecast Year 2028 volumes used in the traffic analyses (30HVs) were determined by first subtracting 2002 model volumes from 2025 model volumes to determine a 23-year traffic volume growth/change, and then adding that volume growth to the 2005 volume counts. This procedure is illustrated below, using the 7th St/J St intersection as an example:



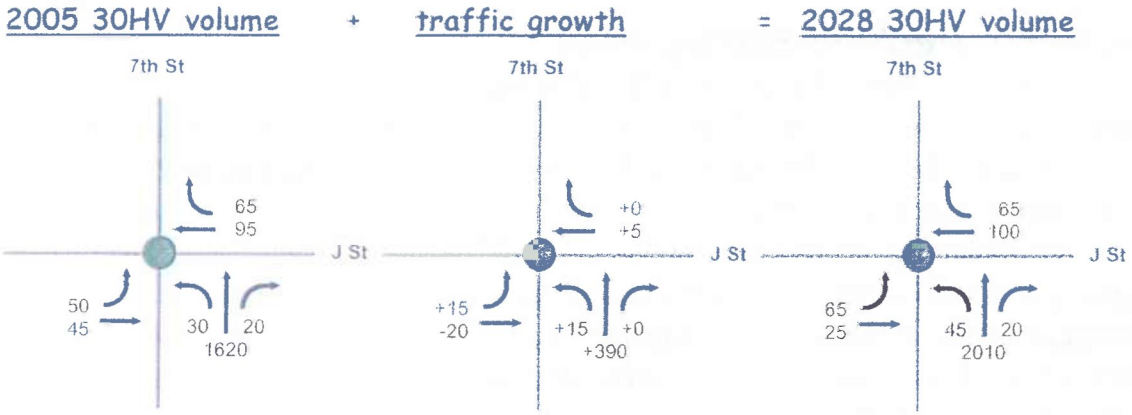


Figure A-1: Grants Pass Traffic Forecasting Model, Study Area Network

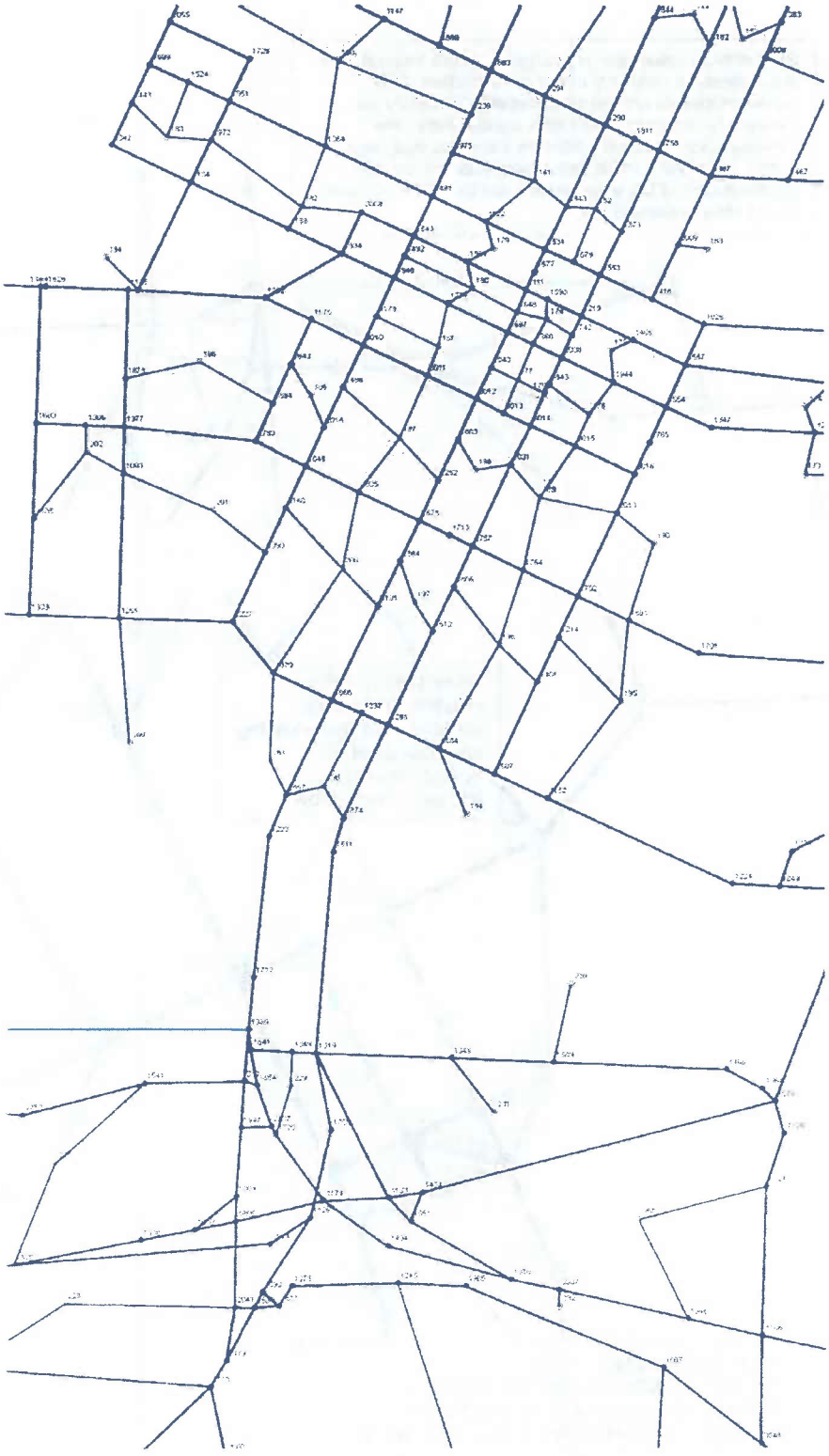
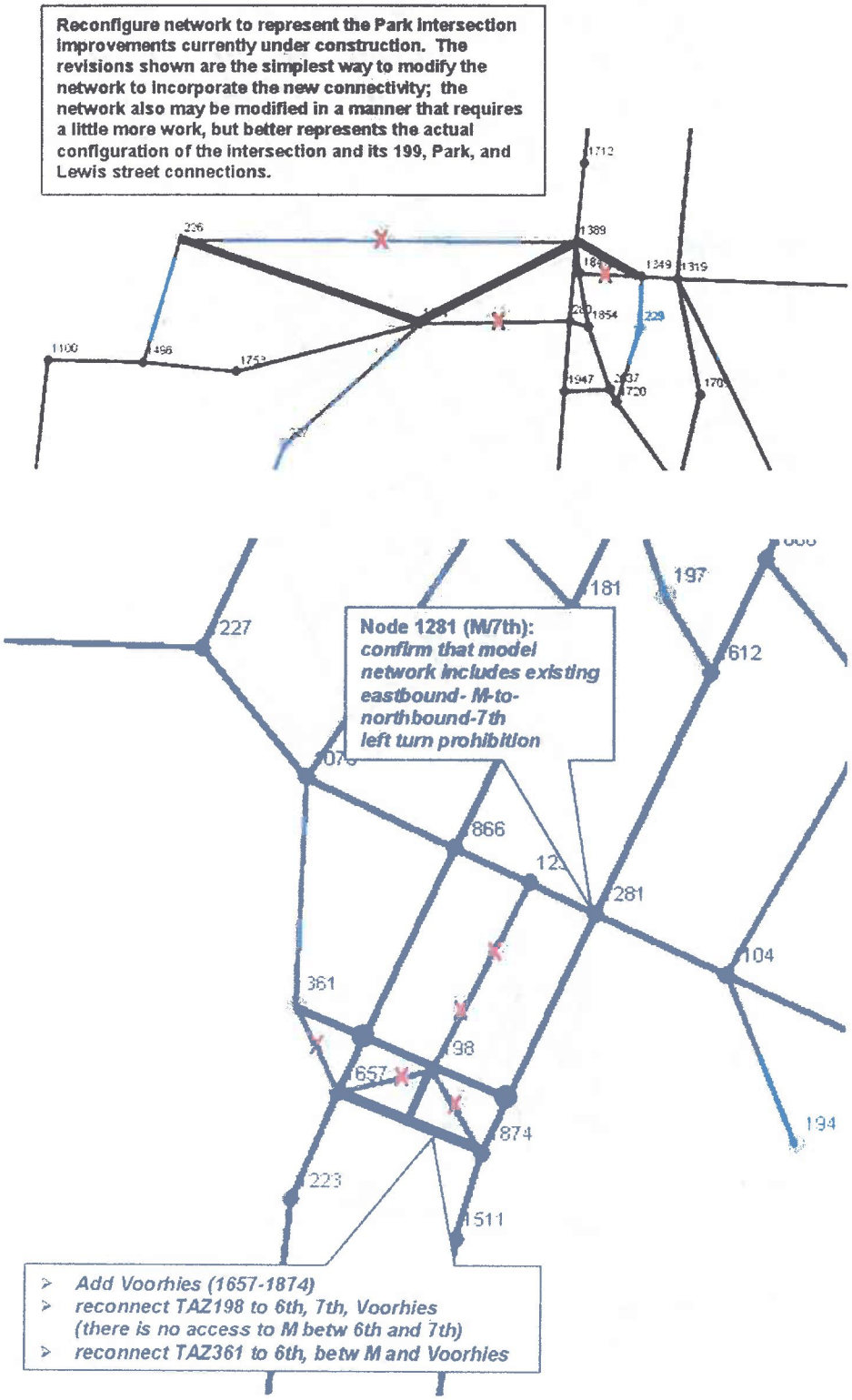
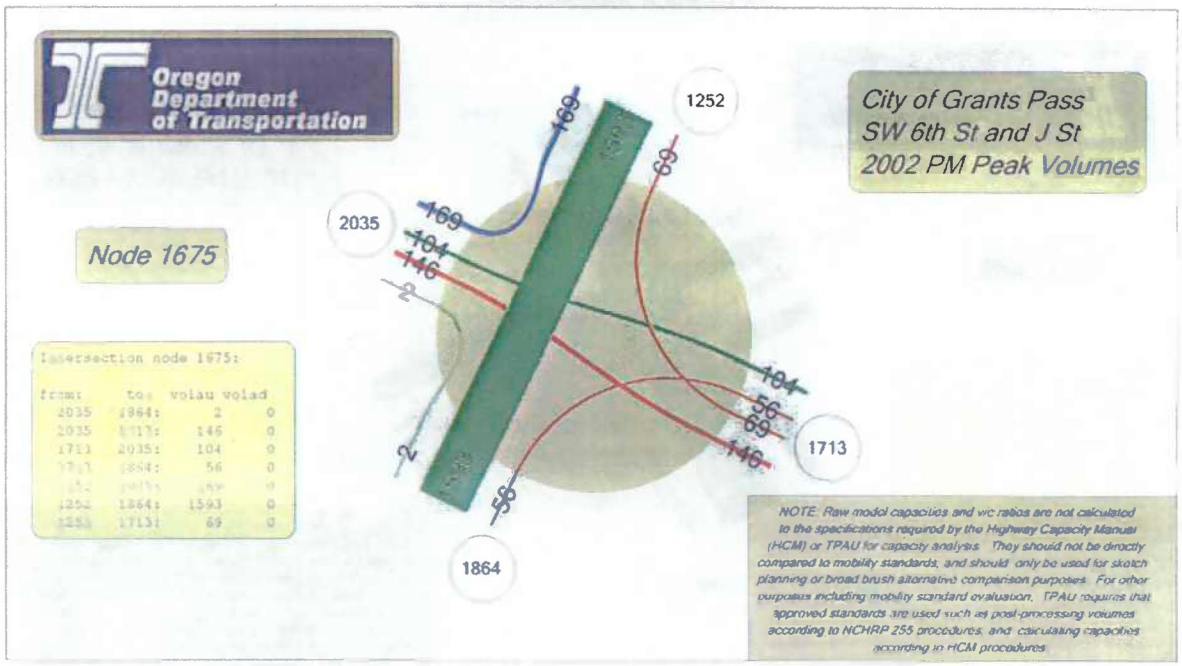


Figure A-2: Traffic Forecasting Model, Study Area Network Refinements



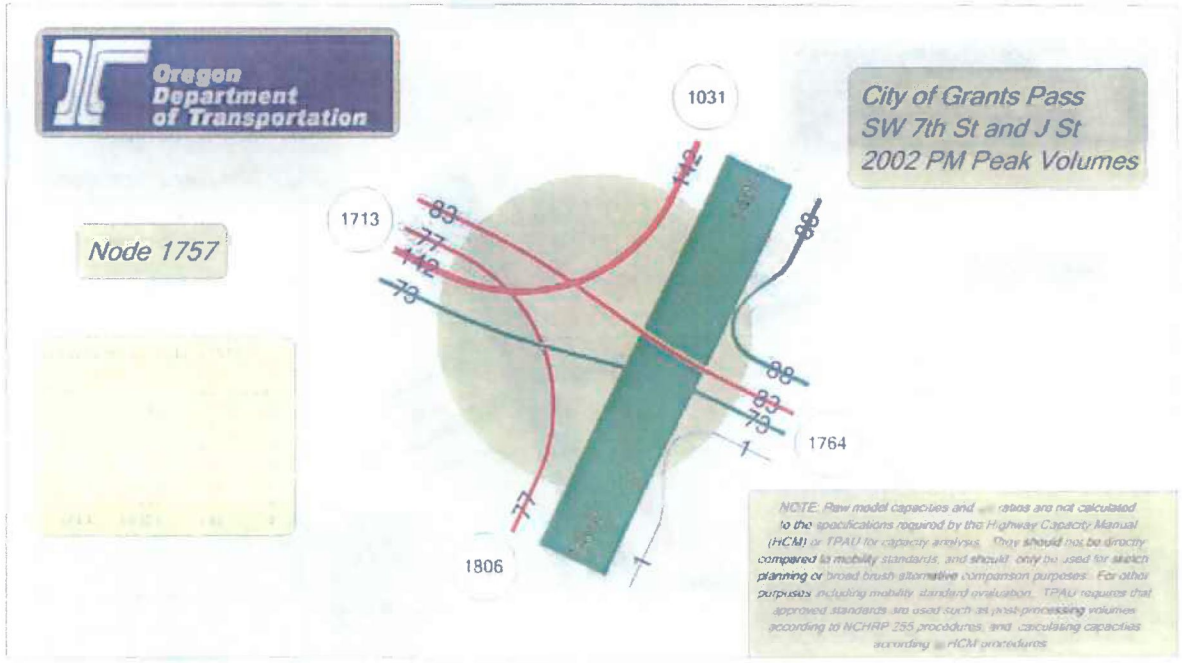
Assigned Intersection Volumes

Auto volumes on intersections [auto volumes]



Grants Pass
Scenario 2: Working Scenario
2006-08-09 15:04 (vdot24)

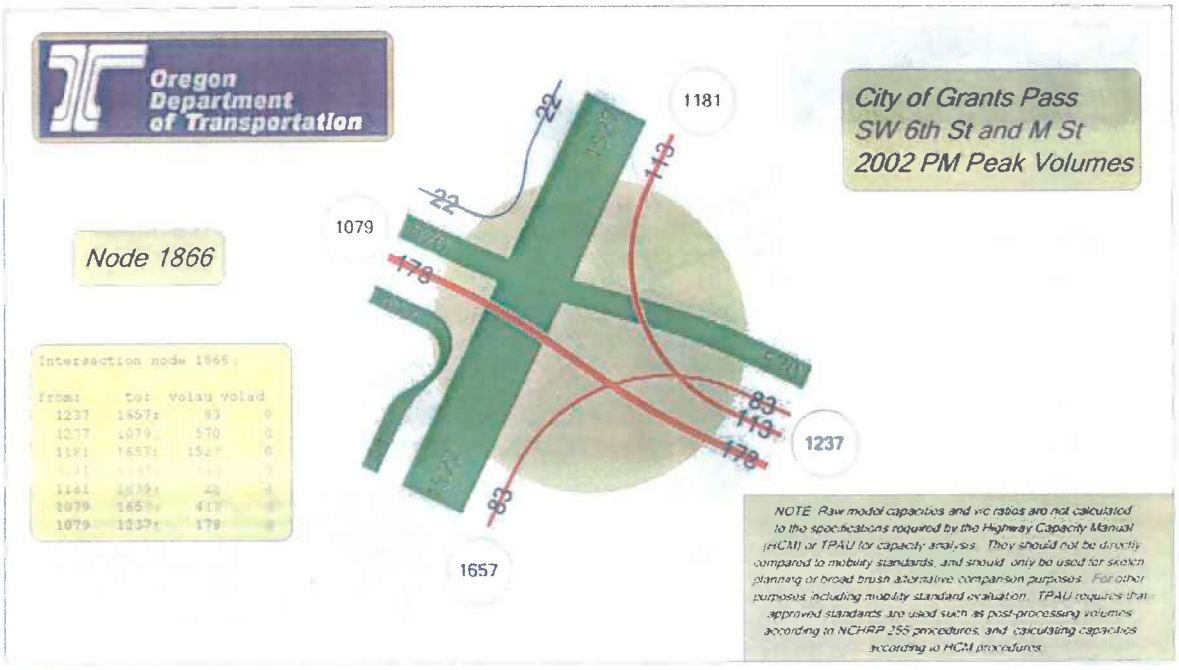
Auto volumes on intersections [auto volumes]



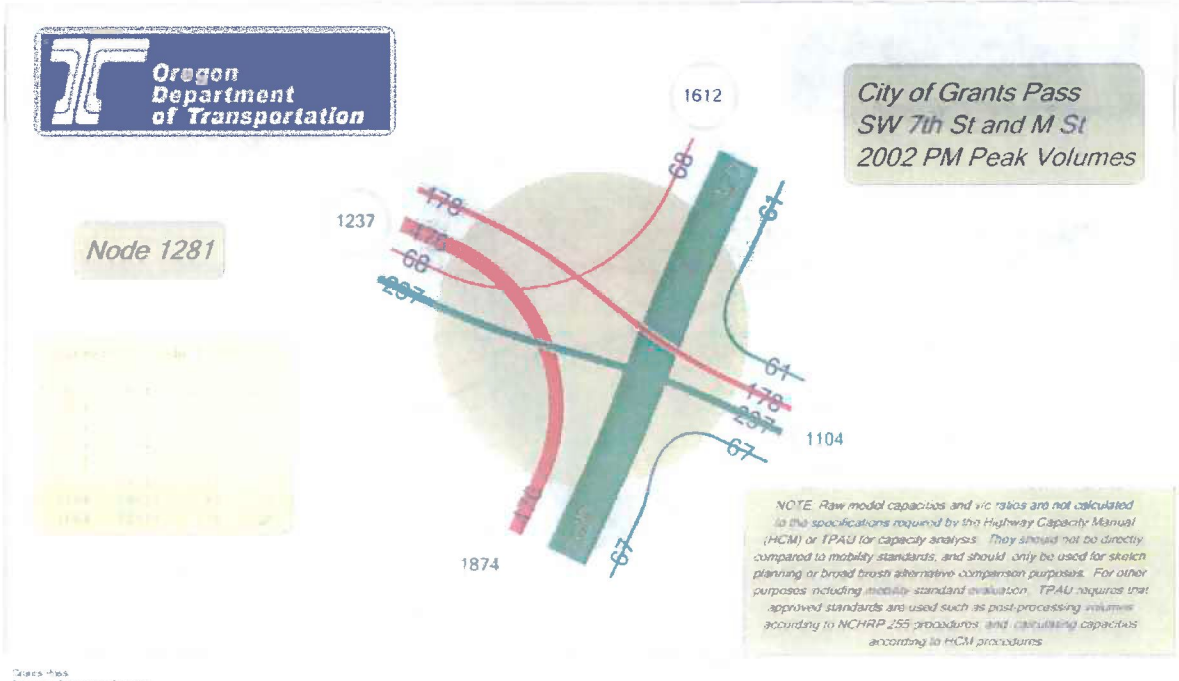
Grants Pass
Scenario 2: Working Scenario
2006-08-09 15:07 (vdot24)

Assigned Intersection Volumes

Auto volumes on intersections [auto volumes]

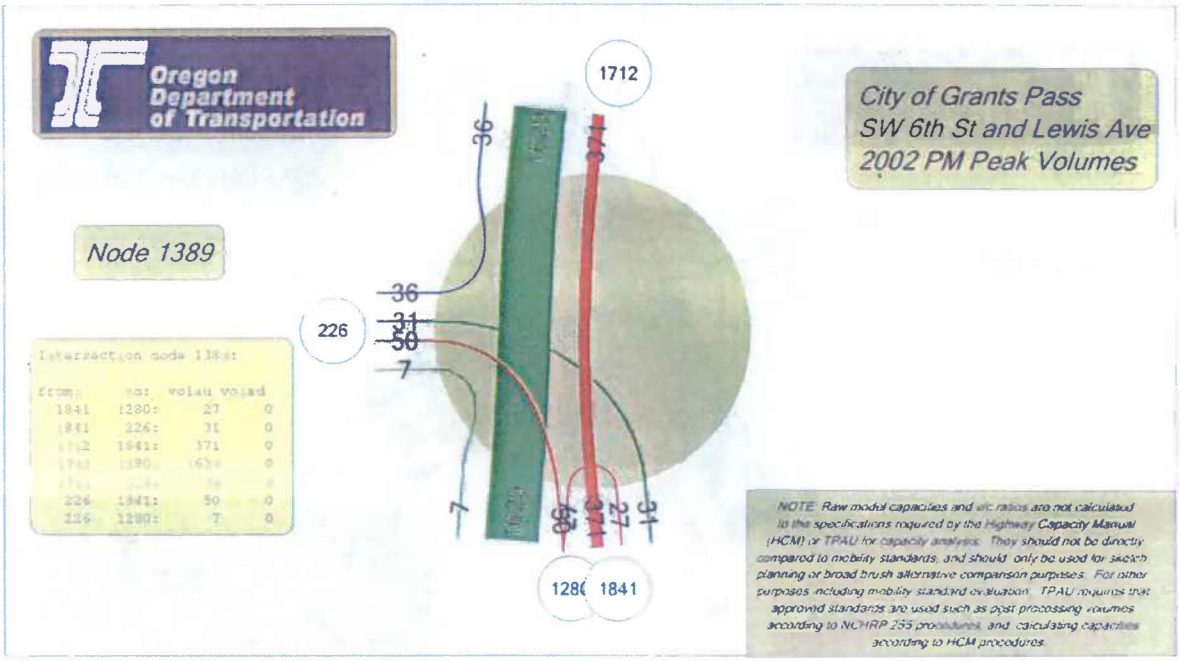


Auto volumes on intersections [auto volumes]



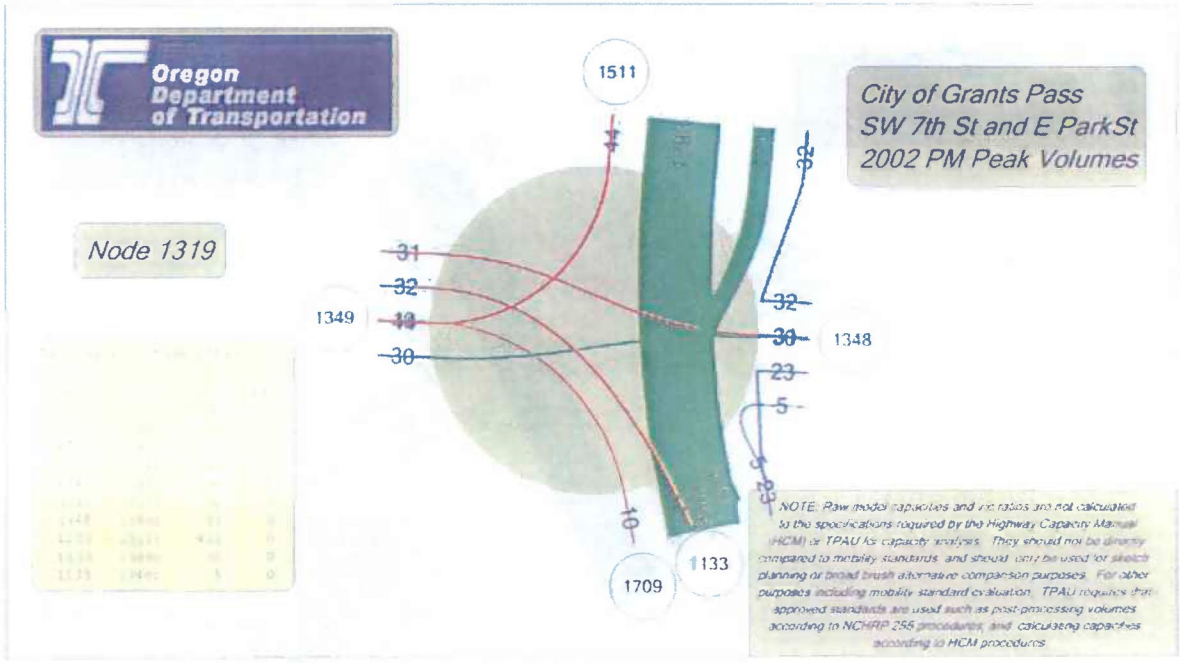
Assigned Intersection Volumes

Auto volumes on intersections [auto volumes]



Grants Pass
Scenario 2: Working Scenario
2005-08-09 15:15 (v2e024)

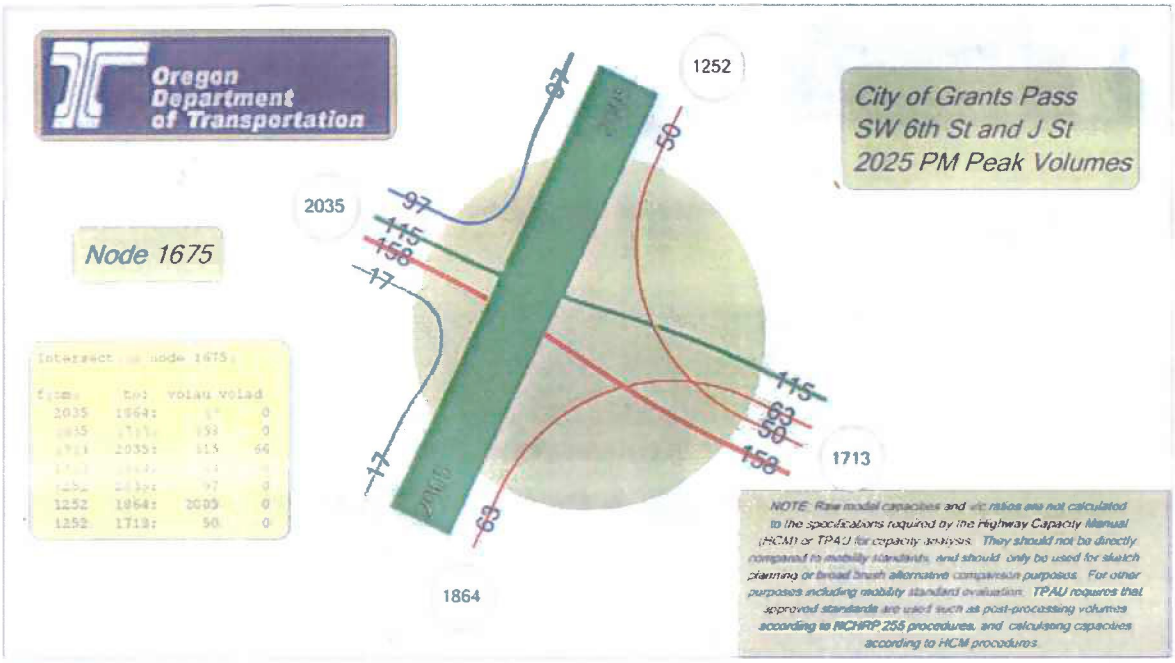
Auto volumes on intersections [auto volumes]



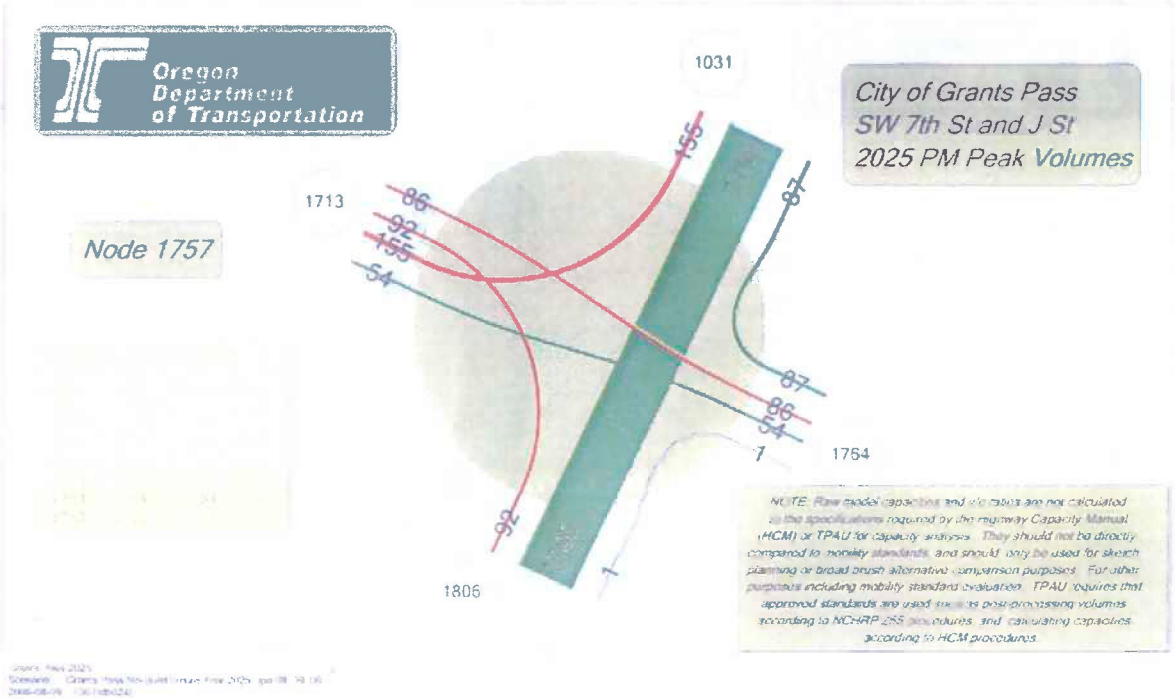
Grants Pass
Scenario 2: Working Scenario
2005-08-09 15:19 (v2e024)

Assigned Intersection Volumes

Auto volumes on intersections [auto volumes]

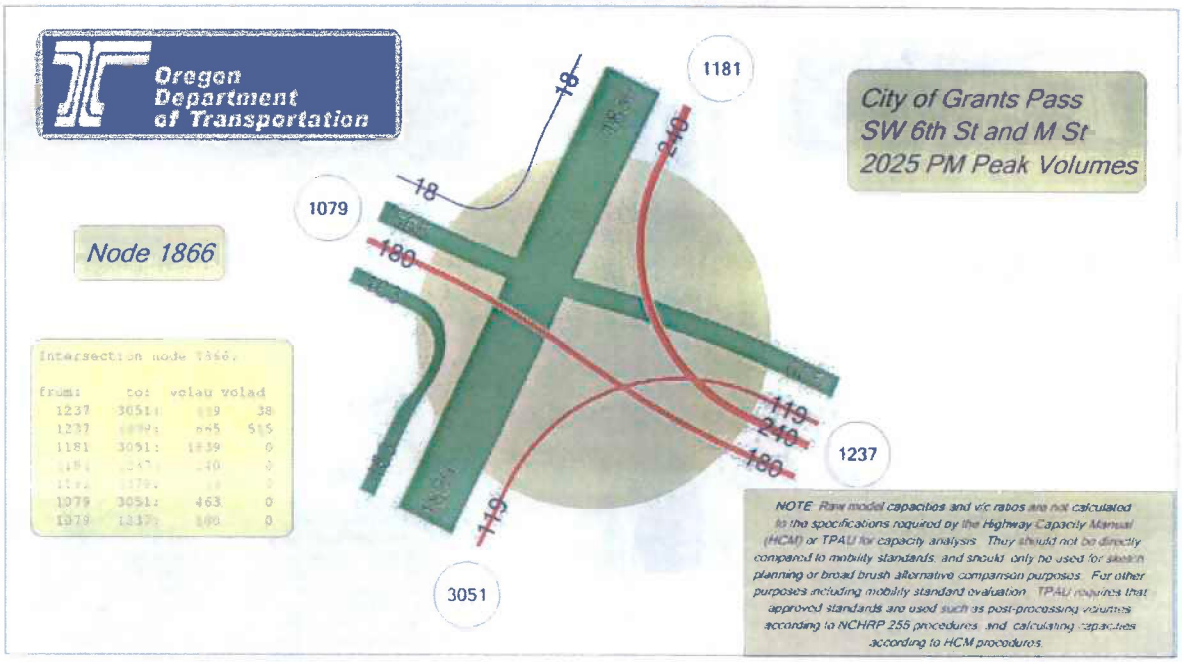


Auto volumes on intersections [auto volumes]



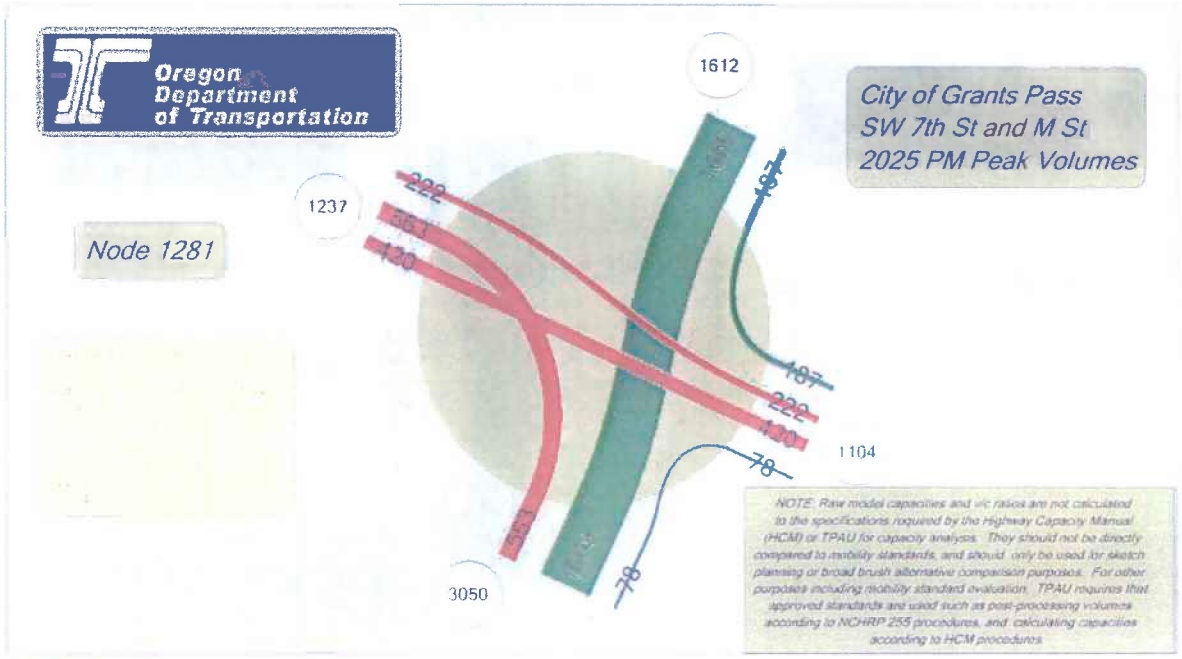
Assigned Intersection Volumes

Auto volumes on intersections [auto volumes]



Grants Pass 2025
Scenario 1: Grants Pass No-Build Future Year-2025 Upd 08_09_06
2006-08-09 17:33 (tdb024)

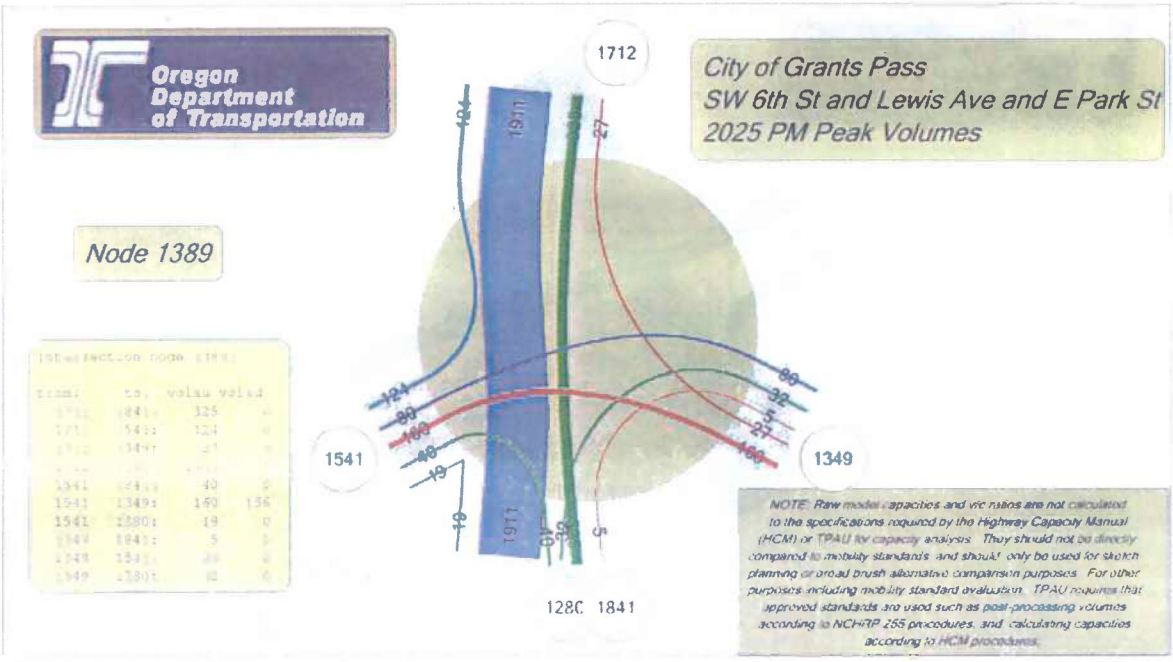
Auto volumes on intersections [auto volumes]



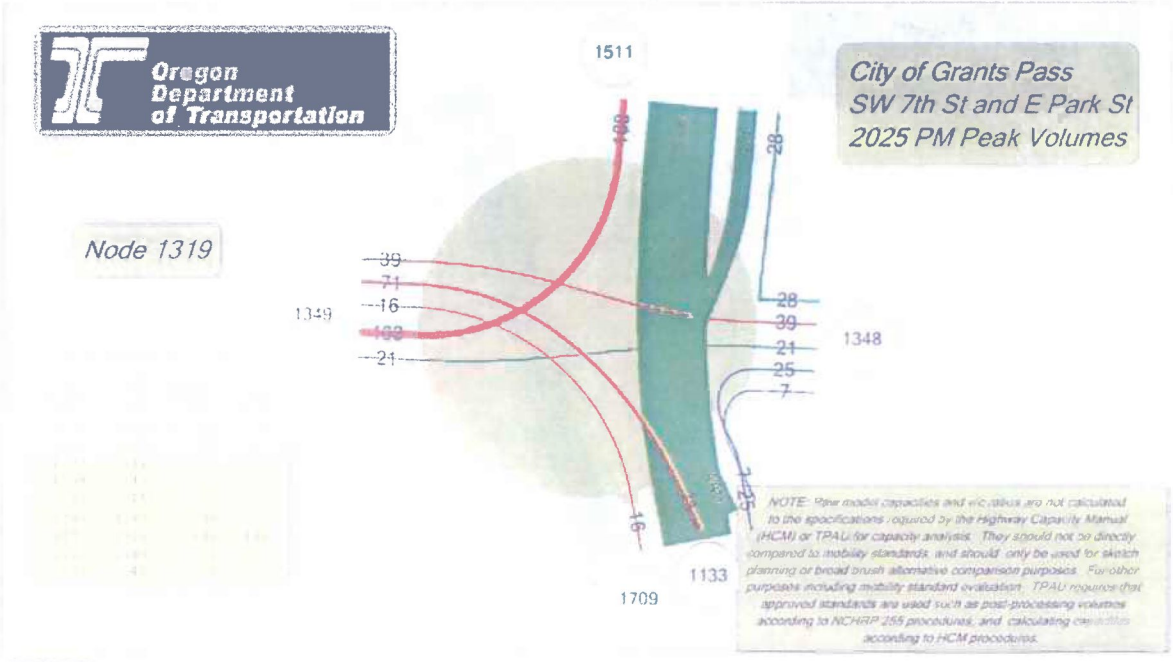
Grants Pass 2025
Scenario 1: Grants Pass No-Build Future Year-2025 Upd 08_09_06
2006-08-09 17:40 (tdb024)

Assigned Intersection Volumes

Auto volumes on intersections [auto volumes]



Auto volumes on intersections [auto volumes]



Attachment B

TRAFFIC OPERATIONAL ANALYSIS METHODOLOGY

The traffic operations were analyzed using "Level of Service" (LOS), on which the City of Grants Pass standards are based, and "volume:capacity ratio" (v/c), on which ODOT standards are based. LOS and v/c were determined for each study intersection.

Volume:Capacity Ratio

Traffic operating conditions also can be evaluated by comparing traffic volumes to roadway or intersection capacity. Dividing traffic volume (actual counts or forecasted demand) by capacity yields a "volume: capacity ratio", or "v/c." A v/c over 1.0 indicates that traffic volume exceeds roadway capacity, and congestion can be expected; conversely, lower v/c ratios indicate conditions with freer traffic flow, less congestion and less delay.

The Oregon Highway Plan (OHP) defines mobility standards in terms of v/c, and establishes v/c standards based on roadway classification and the type of area in which the roadway is located. All of the study intersections are classified by the OHP as "District Highways" and "local roads," and have a v/c standard of 0.90.

Level of Service.

The Highway Capacity Manual[1], published by the Transportation Research Board and used nationwide, defines LOS as follows:

"Level of Service" (LOS) is a quality measure describing operational conditions within a traffic stream, generally in terms of such service measures as speed and travel time, freedom to maneuver, traffic interruptions, and comfort and convenience. Six LOS are defined for each type of facility that has analysis procedures available. Letters designate each level, from A to F, with A representing the best operating conditions

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[1] *Highway Capacity Manual* (HCM2000), Transportation Research Board, National Research Council, 2000

and F the worst. Each level of service represents a range of operating conditions and the driver's perception of those conditions. Safety is not included in the measures that establish LOS."[2]

LOS is used by planners, engineers, and the lay public alike to assess traffic conditions, to identify problems, and to develop improvements and "solutions." In addition, local governments and other public agencies responsible for transportation use LOS to set standards for traffic conditions.

LOS is determined for the peak 15 minutes of a 1-hour period. The traffic volumes on which LOS analyses are based can be traffic forecasts or actual traffic counts. In addition to traffic volumes, LOS is based on roadway characteristics (numbers and configuration of lanes, lane width, roadway grade, etc.) and the types of traffic controls. As implied in the definition above and outlined below, LOS is determined differently for different types of intersections (see **Table 1**).

Table 1: Intersection Level of Service

LOS	Average Delay		
	signalized intersections	AWSC intersections	TWSC intersections
A	≤ 10 sec/veh	≤ 10 sec/veh	≤ 10 sec/veh
B	10-20 sec/veh	10-15 sec/veh	10-15 sec/veh
C	20-35 sec/veh	15-25 sec/veh	15-25 sec/veh
D	35-55 sec/veh	25-35 sec/veh	25-35 sec/veh
E	55-80 sec/veh	35-50 sec/veh	35-50 sec/veh
F	> 80 sec/veh	> 50 sec/veh	> 50 sec/veh
Source	*HCM2000, Exh 16-2*	*HCM2000, Exh 17-22*	*HCM2000, Exh 17-2*

Signalized intersections: LOS is determined for the intersection as a whole, and is based on average control delay for vehicles entering the intersection. ("Average control delay" is the average delay per vehicle attributable to the traffic signal, and "involves movements at slower speeds and stops on

[2] *Highway Capacity Manual* (HCM2000), p. 2-2

intersection approaches, as vehicles move up in the queue or slow down upstream of the intersection,")[3]

All-Way Stop Control (AWSC) intersections: LOS is determined for the intersection as a whole, and is based on average control delay for vehicles entering the intersection.

Two-Way Stop Control (TWSC) intersections: LOS is determined for the individual "minor" movements (i.e., those movements that must stop or yield), and is based on average control delay for vehicles entering the intersection.

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[3] *Highway Capacity Manual* (HCM2000), p. 7-9

Attachment C

METHODOLOGY FOR DETERMINING 30TH HOUR VOLUME

The ODOT Transportation Planning Analysis Unit (TPAU) requires that traffic volumes used in intersection analyses be the "30th highest hour" of the year. In urban areas the 30th highest hour typically occurs on a weekday during the peak month of the year. As a result, the available p.m. peak hour traffic counts must be seasonally adjusted to represent peak month volumes.

The adjustment for the 6th/Park and 7th/Park intersections was determined and applied by the *Grants Pass South Y-Junction Conditions Report*, (ODOT Region 3, October, 2005); the resulting 30th highest hour volumes for these intersections have been incorporated directly into this report.

The seasonal adjustment factor for the other four study intersections (6th and 7th at J and M) was determined using the methodology reported in the ODOT TPAU *Analysis Procedures Manual;* use of this methodology helps ensure consistency of analysis results and conclusions with those of other area projects and studies.

The seasonal factor for adjusting the 6th/J, 6th/M, 7th/J, and 7th/M intersection counts to the peak month was determined using ODOT's "Seasonal Trend Table." Traffic on 6th and 7th is a combination of the "Commuter" and "Summer Recreation" types, which yields a Seasonal Adjustment Factor of 1.23 for the 6th/J, 7th/J, and 7th/M intersections, which were counted in May, and 1.05 for the 6th/M intersection, which was counted in August.

Derivation of the Seasonal Adjustment Factors is compiled in **Table C-1**.

Table C-1: Seasonal Adjustment Factors

6th/J, 7th/J, 7th/M Intersections

Traffic Type	May 1 Seasonal Factor[a)]	May 15 Seasonal Factor[a)]	*Count Date (May 8) Seasonal Factor [computed]*	Peak Period Seasonal Factor[a)]	*Seasonal Adjustment [computed]*
Commuter	0.9409	0.9366	*0.9388*	0.9000	*1.04*
Summer Recreational	1.1987	1.0502	*1.1245*	0.7889	*1.43*
Commuter-Summer avg					***1.23***

6th/M Intersection

Traffic Type	Aug 15 Seasonal Factor[a)]	Sep 1 Seasonal Factor[a)]	*Count Date (Aug 28) Seasonal Factor [computed]*	Peak Period Seasonal Factor[a)]	*Seasonal Adjustment [computed]*
Commuter	0.9000	0.9224	*0.9112*	0.9000	*1.01*
Summer Recreational	0.8280	0.8784	*0.8532*	0.7889	*1.08*
Commuter-Summer avg					***1.05***

a) Source: ODOT 2005 Seasonal Trend Table

Attachment D

TRAFFIC OPERATIONAL ANALYSIS WORKSHEETS

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.93			1.00						1.00	
Flt Protected		1.00			0.98						1.00	
Satd. Flow (prot)		1634			1731						4808	
Flt Permitted		1.00			0.98						1.00	
Satd. Flow (perm)		1634			1731						4808	
Volume (vph)	0	45	55	35	55	0	0	0	0	55	2065	10
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	49	60	38	60	0	0	0	0	60	2245	11
RTOR Reduction (vph)	0	48	0	0	0	0	0	0	0	0	0	0
Lane Group Flow (vph)	0	61	0	0	98	0	0	0	0	0	2316	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		8.9			9.4						58.5	
Effective Green, g (s)		9.9			10.4						59.5	
Actuated g/C Ratio		0.11			0.11						0.65	
Clearance Time (s)		5.0			5.0						5.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		176			196						3116	
v/s Ratio Prot		c0.04			c0.06							
v/s Ratio Perm											0.48	
v/c Ratio		0.35			0.50						0.74	
Uniform Delay, d1		37.9			38.3						11.0	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		1.2			2.0						1.6	
Delay (s)		39.1			40.3						12.6	
Level of Service		D			D						B	
Approach Delay (s)		39.1			40.3			0.0			12.6	
Approach LOS		D			D			A			B	

Intersection Summary			
HCM Average Control Delay	14.8	HCM Level of Service	B
HCM Volume to Capacity ratio	0.66		
Actuated Cycle Length (s)	91.8	Sum of lost time (s)	12.0
Intersection Capacity Utilization	62.0%	ICU Level of Service	B
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.94			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1720			1667			4805				
Flt Permitted		0.69			1.00			1.00				
Satd. Flow (perm)		1223			1667			4805				
Volume (vph)	50	45	0	0	95	65	30	1620	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	54	49	0	0	103	71	33	1761	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	8	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	103	0	0	166	0	0	1815	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		10.1			10.1			41.4				
Effective Green, g (s)		11.1			11.1			42.4				
Actuated g/C Ratio		0.18			0.18			0.69				
Clearance Time (s)		5.0			5.0			5.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		221			301			3313				
v/s Ratio Prot					c0.10							
v/s Ratio Perm		0.08						0.38				
v/c Ratio		0.47			0.55			0.55				
Uniform Delay, d1		22.5			22.9			4.8				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		1.6			2.2			0.7				
Delay (s)		24.1			25.1			5.4				
Level of Service		C			C			A				
Approach Delay (s)		24.1			25.1			5.4			0.0	
Approach LOS		C			C			A			A	

Intersection Summary

HCM Average Control Delay	8.0	HCM Level of Service	A
HCM Volume to Capacity ratio	0.55		
Actuated Cycle Length (s)	61.5	Sum of lost time (s)	8.0
Intersection Capacity Utilization	59.0%	ICU Level of Service	B
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0						4.0	4.0
Lane Util. Factor		1.00	1.00	1.00	1.00						0.91	1.00
Frt		1.00	0.85	1.00	1.00						1.00	0.85
Flt Protected		1.00	1.00	0.95	1.00						1.00	1.00
Satd. Flow (prot)		1765	1500	1676	1765						4805	1500
Flt Permitted		1.00	1.00	0.95	1.00						1.00	1.00
Satd. Flow (perm)		1765	1500	1676	1765						4805	1500
Volume (vph)	0	200	370	180	565	0	0	0	0	90	1645	130
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	217	402	196	614	0	0	0	0	98	1788	141
RTOR Reduction (vph)	0	0	25	0	0	0	0	0	0	0	0	81
Lane Group Flow (vph)	0	217	377	196	614	0	0	0	0	0	1886	60
Turn Type			Perm	Prot						Perm		Perm
Protected Phases		4		3	8						6	
Permitted Phases			4							6		6
Actuated Green, G (s)		18.0	18.0	8.0	31.0						29.0	29.0
Effective Green, g (s)		19.0	19.0	9.0	32.0						30.0	30.0
Actuated g/C Ratio		0.27	0.27	0.13	0.46						0.43	0.43
Clearance Time (s)		5.0	5.0	5.0	5.0						5.0	5.0
Vehicle Extension (s)		3.0	3.0	3.0	3.0						3.0	3.0
Lane Grp Cap (vph)		479	407	215	807						2059	643
v/s Ratio Prot		0.12		c0.12	0.35							
v/s Ratio Perm			c0.25								0.39	0.04
v/c Ratio		0.45	0.93	0.91	0.76						0.92	0.09
Uniform Delay, d1		21.2	24.8	30.1	15.8						18.8	11.9
Progression Factor		1.00	1.00	1.00	1.00						1.00	1.00
Incremental Delay, d2		0.7	26.9	37.9	4.3						7.9	0.3
Delay (s)		21.9	51.7	68.0	20.1						26.7	12.2
Level of Service		C	D	E	C						C	B
Approach Delay (s)		41.3			31.7			0.0			25.7	
Approach LOS		D			C			A			C	

Intersection Summary			
HCM Average Control Delay	29.9	HCM Level of Service	C
HCM Volume to Capacity ratio	0.92		
Actuated Cycle Length (s)	70.0	Sum of lost time (s)	12.0
Intersection Capacity Utilization	117.1%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↑			↑	↱		↑↑↑	↱			
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0	4.0		4.0	4.0			
Lane Util. Factor		1.00			1.00	1.00		0.91	1.00			
Frt		1.00			1.00	0.85		1.00	0.85			
Flt Protected		1.00			1.00	1.00		0.99	1.00			
Satd. Flow (prot)		1765			1765	1500		4754	1500			
Flt Permitted		1.00			1.00	1.00		0.99	1.00			
Satd. Flow (perm)		1765			1765	1500		4754	1500			
Volume (vph)	0	440	0	0	355	145	535	1460	170	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	478	0	0	386	158	582	1587	185	0	0	0
RTOR Reduction (vph)	0	0	0	0	0	12	0	0	83	0	0	0
Lane Group Flow (vph)	0	478	0	0	386	146	0	2169	102	0	0	0
Turn Type						Perm	Perm		Perm			
Protected Phases		4			8			2				
Permitted Phases						8	2		2			
Actuated Green, G (s)		21.1			21.1	21.1		36.1	36.1			
Effective Green, g (s)		22.1			22.1	22.1		37.1	37.1			
Actuated g/C Ratio		0.33			0.33	0.33		0.55	0.55			
Clearance Time (s)		5.0			5.0	5.0		5.0	5.0			
Vehicle Extension (s)		3.0			3.0	3.0		3.0	3.0			
Lane Grp Cap (vph)		580			580	493		2625	828			
v/s Ratio Prot		c0.27			0.22							
v/s Ratio Perm						0.10		0.46	0.07			
v/c Ratio		0.82			0.67	0.30		0.83	0.12			
Uniform Delay, d1		20.8			19.4	16.8		12.4	7.2			
Progression Factor		1.00			1.00	1.00		1.00	1.00			
Incremental Delay, d2		9.3			2.9	0.3		3.1	0.3			
Delay (s)		30.0			22.3	17.1		15.5	7.5			
Level of Service		C			C	B		B	A			
Approach Delay (s)		30.0			20.8			14.9			0.0	
Approach LOS		C			C			B			A	

Intersection Summary			
HCM Average Control Delay	18.0	HCM Level of Service	B
HCM Volume to Capacity ratio	0.83		
Actuated Cycle Length (s)	67.2	Sum of lost time (s)	8.0
Intersection Capacity Utilization	117.1%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — future baseline conditions
HCM Signalized Intersection Capacity Analysis — 5: J St & 6th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.92			1.00						1.00	
Flt Protected		1.00			0.98						1.00	
Satd. Flow (prot)		1627			1732						4811	
Flt Permitted		1.00			0.98						1.00	
Satd. Flow (perm)		1627			1732						4811	
Volume (vph)	0	55	75	40	65	0	0	0	0	35	2475	10
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	60	82	43	71	0	0	0	0	38	2690	11
RTOR Reduction (vph)	0	72	0	0	0	0	0	0	0	0	0	0
Lane Group Flow (vph)	0	70	0	0	114	0	0	0	0	0	2739	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		6.4			6.8						49.8	
Effective Green, g (s)		6.4			6.8						49.8	
Actuated g/C Ratio		0.09			0.09						0.66	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		139			157						3195	
v/s Ratio Prot		c0.04			c0.07							
v/s Ratio Perm											0.57	
v/c Ratio		0.50			0.73						0.86	
Uniform Delay, d1		32.8			33.2						9.8	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		2.8			15.4						3.2	
Delay (s)		35.6			48.5						13.0	
Level of Service		D			D						B	
Approach Delay (s)		35.6			48.5			0.0			13.0	
Approach LOS		D			D			A			B	

Intersection Summary			
HCM Average Control Delay	15.5	HCM Level of Service	B
HCM Volume to Capacity ratio	0.81		
Actuated Cycle Length (s)	75.0	Sum of lost time (s)	12.0
Intersection Capacity Utilization	75.3%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — future baseline conditions
HCM Signalized Intersection Capacity Analysis — 6: J St & 7th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.95			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1703			1671			4805				
Flt Permitted		0.59			1.00			1.00				
Satd. Flow (perm)		1048			1671			4805				
Volume (vph)	65	25	0	0	100	65	45	2010	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	71	27	0	0	109	71	49	2185	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	4	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	98	0	0	176	0	0	2255	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		12.0			12.0			45.8				
Effective Green, g (s)		12.0			12.0			45.8				
Actuated g/C Ratio		0.18			0.18			0.70				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		191			305			3345				
v/s Ratio Prot					c0.11							
v/s Ratio Perm		0.09						0.47				
v/c Ratio		0.51			0.58			0.67				
Uniform Delay, d1		24.3			24.6			5.7				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		2.3			2.6			1.1				
Delay (s)		26.6			27.2			6.8				
Level of Service		C			C			A				
Approach Delay (s)		26.6			27.2			6.8			0.0	
Approach LOS		C			C			A			A	

Intersection Summary

HCM Average Control Delay	9.0	HCM Level of Service	A
HCM Volume to Capacity ratio	0.65		
Actuated Cycle Length (s)	65.8	Sum of lost time (s)	8.0
Intersection Capacity Utilization	67.4%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — future baseline conditions
HCM Signalized Intersection Capacity Analysis — 17: M St & 6th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0						4.0	4.0
Lane Util. Factor		1.00	1.00	1.00	1.00						0.91	1.00
Frt		1.00	0.85	1.00	1.00						1.00	0.85
Flt Protected		1.00	1.00	0.95	1.00						1.00	1.00
Satd. Flow (prot)		1765	1500	1676	1765						4794	1500
Flt Permitted		1.00	1.00	0.95	1.00						1.00	1.00
Satd. Flow (perm)		1765	1500	1676	1765						4794	1500
Volume (vph)	0	205	415	215	660	0	0	0	0	215	1955	125
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	223	451	234	717	0	0	0	0	234	2125	136
RTOR Reduction (vph)	0	0	12	0	0	0	0	0	0	0	0	65
Lane Group Flow (vph)	0	223	439	234	717	0	0	0	0	0	2359	71
Turn Type			Perm	Prot						Perm		Perm
Protected Phases		4		3	8						6	
Permitted Phases			4							6		6
Actuated Green, G (s)		18.0	18.0	8.0	30.0						32.0	32.0
Effective Green, g (s)		18.0	18.0	8.0	30.0						32.0	32.0
Actuated g/C Ratio		0.26	0.26	0.11	0.43						0.46	0.46
Clearance Time (s)		4.0	4.0	4.0	4.0						4.0	4.0
Vehicle Extension (s)		3.0	3.0	3.0	3.0						3.0	3.0
Lane Grp Cap (vph)		454	386	192	756						2192	686
v/s Ratio Prot		0.13		c0.14	0.41							
v/s Ratio Perm			c0.29								0.49	0.05
v/c Ratio		0.49	1.14	1.22	0.95						1.08	0.10
Uniform Delay, d1		22.1	26.0	31.0	19.3						19.0	10.8
Progression Factor		1.00	1.00	1.00	1.00						1.00	1.00
Incremental Delay, d2		0.8	88.8	136.2	20.8						43.4	0.3
Delay (s)		22.9	114.8	167.2	40.1						62.4	11.1
Level of Service		C	F	F	D						E	B
Approach Delay (s)		84.4			71.4			0.0			59.6	
Approach LOS		F			E			A			E	

Intersection Summary

HCM Average Control Delay	66.4	HCM Level of Service	E
HCM Volume to Capacity ratio	1.12		
Actuated Cycle Length (s)	70.0	Sum of lost time (s)	12.0
Intersection Capacity Utilization	140.3%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↑			↑	↱		↑↑↑	↱			
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0	4.0		4.0	4.0			
Lane Util. Factor		1.00			1.00	1.00		0.91	1.00			
Frt		1.00			1.00	0.85		1.00	0.85			
Flt Protected		1.00			1.00	1.00		0.99	1.00			
Satd. Flow (prot)		1765			1765	1500		4757	1500			
Flt Permitted		1.00			1.00	1.00		0.99	1.00			
Satd. Flow (perm)		1765			1765	1500		4757	1500			
Volume (vph)	0	625	0	0	400	270	620	1800	180	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	679	0	0	435	293	674	1957	196	0	0	0
RTOR Reduction (vph)	0	0	0	0	0	5	0	0	41	0	0	0
Lane Group Flow (vph)	0	679	0	0	435	289	0	2631	155	0	0	0
Turn Type						Perm	Perm		Perm			
Protected Phases		4			8			2				
Permitted Phases						8	2		2			
Actuated Green, G (s)		25.0			25.0	25.0		37.0	37.0			
Effective Green, g (s)		25.0			25.0	25.0		37.0	37.0			
Actuated g/C Ratio		0.36			0.36	0.36		0.53	0.53			
Clearance Time (s)		4.0			4.0	4.0		4.0	4.0			
Vehicle Extension (s)		3.0			3.0	3.0		3.0	3.0			
Lane Grp Cap (vph)		630			630	536		2514	793			
v/s Ratio Prot		c0.38			0.25							
v/s Ratio Perm						0.19		0.55	0.10			
v/c Ratio		1.08			0.69	0.54		1.05	0.20			
Uniform Delay, d1		22.5			19.2	17.9		16.5	8.7			
Progression Factor		1.00			1.00	1.00		1.00	1.00			
Incremental Delay, d2		58.6			3.3	1.0		31.6	0.6			
Delay (s)		81.1			22.5	19.0		48.1	9.2			
Level of Service		F			C	B		D	A			
Approach Delay (s)		81.1			21.0			45.4			0.0	
Approach LOS		F			C			D			A	

Intersection Summary

HCM Average Control Delay	47.0	HCM Level of Service	D
HCM Volume to Capacity ratio	1.06		
Actuated Cycle Length (s)	70.0	Sum of lost time (s)	8.0
Intersection Capacity Utilization	140.3%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.97		0.95	1.00	
Satd. Flow (prot)	1765	1500			1709		1442	4519	
Flt Permitted	1.00	1.00			0.73		0.95	1.00	
Satd. Flow (perm)	1765	1500			1290		1442	4519	
Volume (vph)	110	95	20	65	45	70	520	2010	105
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	120	103	22	71	49	76	565	2185	114
RTOR Reduction (vph)	0	0	0	0	0	0	0	4	0
Lane Group Flow (vph)	120	103	0	0	142	0	641	2295	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	11.7	11.7			16.4		71.2	71.2	
Effective Green, g (s)	11.7	11.7			16.4		71.2	71.2	
Actuated g/C Ratio	0.11	0.11			0.15		0.64	0.64	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	186	158			190		922	2891	
v/s Ratio Prot	0.07	c0.07						c0.51	
v/s Ratio Perm					c0.11		0.44		
v/c Ratio	0.65	0.65			0.75		0.70	0.79	
Uniform Delay, d1	47.8	47.8			45.5		13.0	14.7	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	7.5	9.3			14.8		4.3	2.3	
Delay (s)	55.3	57.1			60.2		17.3	17.0	
Level of Service	E	E			E		B	B	
Approach Delay (s)	56.1				60.2			17.1	
Approach LOS	E				E			B	

Intersection Summary			
HCM Average Control Delay	21.6	HCM Level of Service	C
HCM Volume to Capacity ratio	0.77		
Actuated Cycle Length (s)	111.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	65.8%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

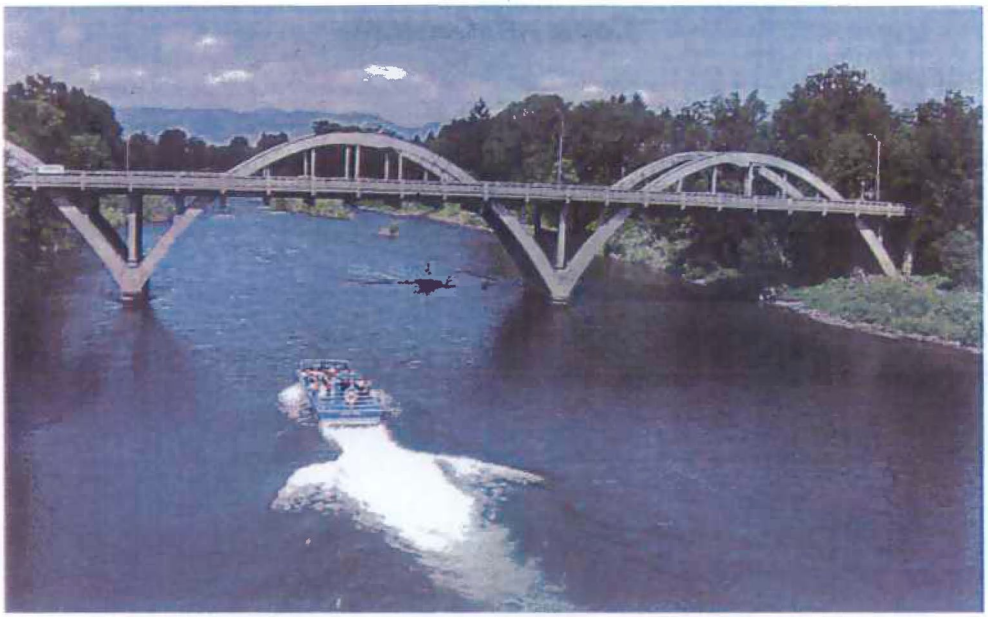
Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.85	0.85	
Flt Protected	0.95	1.00	1.00			1.00		1.00	1.00	
Satd. Flow (prot)	1676	1765	1642			3337		1500	1425	
Flt Permitted	0.95	1.00	1.00			1.00		1.00	1.00	
Satd. Flow (perm)	1676	1765	1642			3337		1500	1425	
Volume (vph)	155	25	75	80	40	1535	40	0	370	10
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	168	27	82	87	43	1668	43	0	402	11
RTOR Reduction (vph)	0	0	26	0	0	0	0	0	2	0
Lane Group Flow (vph)	168	27	143	0	0	1754	0	206	205	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	14.0	33.4	15.4			76.0		21.8	21.8	
Effective Green, g (s)	14.0	33.4	15.4			76.0		21.8	21.8	
Actuated g/C Ratio	0.10	0.23	0.11			0.53		0.15	0.15	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	164	412	177			1771		228	217	
v/s Ratio Prot	c0.10	0.02	c0.09					0.14	c0.14	
v/s Ratio Perm						0.53				
v/c Ratio	1.02	0.07	0.81			0.99		0.90	0.95	
Uniform Delay, d1	64.6	42.7	62.5			33.2		59.7	60.1	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	76.8	0.1	23.0			19.2		34.6	45.7	
Delay (s)	141.4	42.8	85.5			52.5		94.2	105.8	
Level of Service	F	D	F			D		F	F	
Approach Delay (s)		127.8	85.5			52.5		100.0		
Approach LOS		F	F			D		F		

Intersection Summary			
HCM Average Control Delay	68.2	HCM Level of Service	E
HCM Volume to Capacity ratio	0.96		
Actuated Cycle Length (s)	143.2	Sum of lost time (s)	16.0
Intersection Capacity Utilization	95.6%	ICU Level of Service	F
Analysis Period (min)	15		

c Critical Lane Group

Greater Grants Pass Plan
Downtown River District

Technical Memorandum 4
Funding and Market Analysis Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

November 2006

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District
Technical Memo 4, Funding and Market Analysis Report

Economic and Market Conditions, Planning Level Cost Assumptions for the Downtown River District

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Prepared by:

Spencer & Kupper
E.D. Hovee & Company

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Greater Grants Pass Plan

Downtown Riverfront District

Technical Memo 4, Funding and Market Analysis Report

November 2006

Introduction

As part of Task 5.4 of the Greater Grants Pass Plan (TGM 3D-05), E. D. Hovee & Company, LLC has conducted a review of existing market analyses. While not directly part of this work task, the review of existing information indicated a need for more current market assessment. Consequently this memorandum provides summary information as readily available regarding demographic and economic trends together with retail sales and leakage information for the City of Grants Pass and Josephine County. This information is expected to be supplemented with selected interviews conducted by City of Grants Pass personnel with representatives of the local real estate industry.

This updated market review memorandum is organized to cover the following topics:

- A summary review of prior market studies.
- An assessment of current market trends.
- Comments regarding development cost assumptions.

Review of Prior Market Studies

As a starting point for the market assessment, we have reviewed prior market studies and related information as provided by the City of Grants Pass through Spencer & Kupper. What follows is an overview together with summary observations regarding this existing background market information.

Market Analysis & Related Documents Reviewed

Information that Spencer & Kupper has provided for our review has included:

- A September 1987 *Market Reconnaissance for the Rogue River Development Plan: Grants Pass Oregon,* prepared by Williams-Keubelbeck & Associates, Inc. for Fred Glick Associates.

- The (undated) *Fairview/Terry Mixed Use Financial Evaluation: Recommended Program,* prepared for ODOT and the Urban Design Collaborative by Johnson Gardner.
- *Population Projection for Grants Pass, Josephine County, Oregon: 2000 to 2040,* prepared by Barry Edmonston, Population Research Center, Portland State University, January 21, 2004.
- *Population Projections for Josephine County and the City of Grants Pass Urban Growth Boundary,* prepared by the City of Grants Pass, August 4, 2004.
- Excerpt from a memorandum dated February 24, 2004 regarding "Overall Employment Issues Requiring Resolution" (source not specified).
- GPPP Study Area Forecasts from Transportation Model (for 2005-2030).
- Grants Pass/Josephine County Chamber of Commerce, *2006-2007 Profile.*
- City of Grants Pass brochure describing Economic Development *Business Assistance Resources.*

Observations from Existing Market Related Information

Summary observations regarding the information sources reviewed are listed as follows:

- The 1987 Williams-Kuelbelbeck study was focused on the market for commercial mixed use development along the Rogue River in Grants Pass. The study indicated potential demand for 9.5 acres of specialty retail, restaurant, and hotel demand by 2000, increasing to 14.9 acres (as a cumulative total) by 2010.

  However, these conclusions are now dated and warrant updated testing with more a focused updated market assessment. For example, our review of 2006 retail sales and leakage data (described later) suggests that Josephine County is currently relatively well served with retail across most store types - but with sales leakage noted in a few categories including auto dealers, building materials and garden supply, and dining.

  In effect, the Grants Pass commercial market has changed considerably in recent years - reflecting changes in retail and lodging development both nationally and regionally. Also noted is that urban residential as part of a mixed use development has come into its own since this study was completed - and should be considered with any updated market assessment.
- The Fairview/Terry study is a financial pro forma (not a market analysis) for what is proposed as a mixed use development of 28 condos, 16 senior units

above ground floor retail, fast food drive through, site down restaurant and 15, 000 square feet of other speculative office and retail space. The primary focus of the analysis appears to be the identification of supportable land values - which are noted as $5.75 per square foot for mixed use office and retail, $6.67 for condos, $12.21 for a sit down restaurant, and $13.89 for a fast food/drive through restaurant.

While this study offers a potentially useful indicator of the relative investment attractiveness of different residential and commercial uses, its utility for the current planning process is less certain. If the conclusions (from this undated study) were to be viewed as generally still applicable, they suggest that it might be challenging to attract residential development in a setting where commercial use appears able to bid more for the land.

- The August 4, 2004 city worksheet with population projections identifies a band of countywide population projections using the city Comprehensive Plan, County Master Transportation Plan and Office of Economic Analysis (OEA) as sources. The countywide projections to 2025 appear relatively consistent (within 1% of each other), assuming use of the medium forecast of PSU/OEA.

  It is noted that the PSU actual July 1, 2005 estimate of 79,645 is within but toward the lower end of the 2005 county projection numbers shown by the worksheet (ranging from 78,145 - 81,040). This may suggest a somewhat slower pattern of population growth than has been previously anticipated.
- The employment tables provided (excerpted from a February 25, 2004 memo) show an OEA forecast predicated on 22,423 jobs countywide, increasing to 23,926 in 2005 and to 27,956 in 2030. Model area employment (the geography for which is not specified with the material provided) is assumed held constant at 82% of the total. Unlike population, employment appears to be increasing faster than has been projected. Oregon Employment Department (OED) data indicates covered employment at 24,691 for 2005 (3%+ above the OEA projection).
- The GGPP Study Area Forecasts from the transportation model show essentially no growth in either employment or population from 2000 - 2030. Project correspondence (from Rob Bernstein) indicates that "future population and employment in the region must be held constant." In effect, if added population and employment are shown in the project area, transportation modeling will need to reduce population and employment by a similar amount.

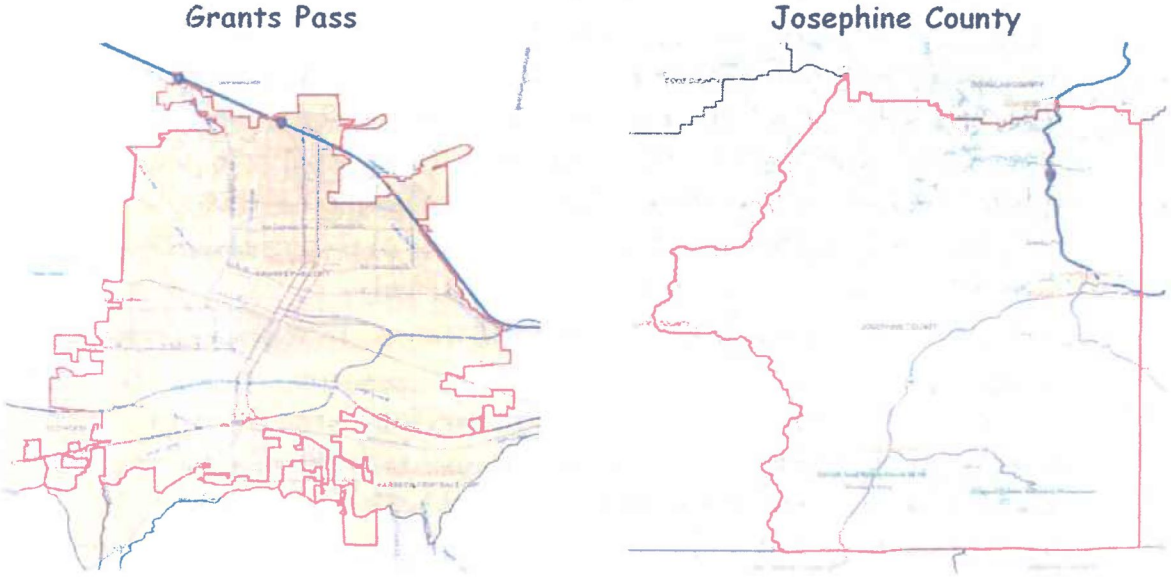
From a market analysis standpoint, this modeling assumption raises two concerns: a) placing forecasting at variance with actual experience, meaning that future forecasts may understate realistic growth potentials; and b) conversely, if the forecasts were to be borne out, essentially no project area residential or commercial redevelopment could be assumed without increasing vacancy (and the resulting prospect of underinvestment) elsewhere in the community.

- The Chamber of Commerce and city economic development brochure provide useful information regarding development incentives and business assistance available to assist with varied development and business investment projects. While not as pertinent for this market evaluation phase of the work program, this information may be of greater use with Task 9 consideration of implementation measures.

Updated Market Information

Due to the date nature and other limitations noted with prior market studies, readily available statistical market data has been compiled to provide a more updated review of Grants Pass and Josephine County market opportunities. This section summarizes demographic, economic and retail trends affecting the Grants Pass area as well as Josephine County - with comparisons to the entire state of Oregon.

Figure 1 Trade Area Delineation



Source ESRI Business Information Solutions and E. D. Hovee & Company, LLC

Demographic & Economic Trends

Demographic and retail sales data utilized for this assessment has been compiled by E. D. Hovee & Company from proprietary information of ESRI Business Information Solutions, a national demographics firm. Employment information (by place of work) is from the Oregon Employment Department. Recent building information is provided by the City of Grants Pass.

Trade Area Demographics. As a starting point for discussion, the following summary comparisons can be made for the across the primary, secondary and tertiary trade areas:

Population & Households:

- Within the City of Grants Pass are currently over 24,450 residents and nearly 1,000 households.
- Within Josephine County, population increases more than three times to 81,360 residents living in 33,460 households.
- The entire state of Oregon has over 45 times the population of the Josephine County – with close to 3.69 million residents and 1.44 million households.
- Across all three geographies, population has increased by approximately 1% per year since 2000.
- ESRI projects the population in the three geographies to continue to increase by about 1% per year over the next 5 years.
- At 2.4 persons per household in Josephine County (and 2.37 in Grants Pass), average household size is smaller than the statewide average of 2.52.

Age of Population:

- With a median age of 39.8 years, Grants Pass residents are considerably younger than their counterparts in the county (45.6 years), but slightly older than the statewide population (37.6 years).
- When compared to Josephine County, Grants Pass' adult population is more concentrated in the 25-44 year age categories (at 23% versus 20%). In contrast, more than half (51%) of the county's adult population is 45 years and above. In Grants Pass and statewide, this 45+ segment composes 44% and 40% of each region's population, respectively.

Race/Ethnicity:

- As is true throughout Oregon and the county, population within Grants Pass is predominantly (92%) white.
- Compared to the rest of Josephine County, the proportion of the city's population identified as Hispanic (7% of the total) is above the comparable countywide figure (of 5.6%) but below the statewide comparable (of 10.2%).

Education:

- Of the adult population in both Grants Pass and Josephine County, just over one-half (52% and 51%) have at least some college education – compared with 59% for the entire state.
- However, as of 2000, the city and county each had a markedly lower proportion of adults who have completed a bachelor's degree or have post-graduate education than is the case for the entire state.

Economic Trends & Projections

Economic data of interest for this market assessment includes employment by place of work, followed by income and housing values, and then Grants Pass building and development trends.

Employment by Place of Work:

- Data on employment organized by where people work is readily available from the Oregon Employment Department (OED) at a countywide level. For this analysis, employment trends over the recent 2001-2005 period have been reviewed.
- For the 2001-2005 time period, employment has increased by 2.4% per year on average. Wages have increased by 3.5% per year (before adjusting for inflation). The number of firms in the region has increased more rapidly than the number of jobs, meaning that average firm size is shrinking.
- As indicated by OED data, sectors experiencing the strongest job growth (in percentage terms) have been state government (reported as up by a remarkable 19.0% per year), followed by construction (with 17.3% growth per year), private non-classified (up 15.0%) and wholesale trade (at 10.2% growth per year). By comparison, job losses are noted for natural resources and mining, transportation and warehousing (with utilities), the information sector, education, and both federal and local government.

- Sectors experiencing the highest increases in average compensation have been related to natural resources and mining, (up by an average 8.7% per year despite job loss), followed by real estate, finance and insurance, local government, and health and social assistance. Average pay reportedly has dropped for state government (possibly associated with the changing composition of what is categorized as state employment).

Incomes:

- As of 2006, median household income for Grants Pass was just over $35,080, a figure that is 30% below Oregon's median of $50,050. While income in the city has increased by over 3% per year since 2000, the statewide income has also grown at a 3%+ rate resulting in the same proportion of city to statewide income now as in 2000.
- By comparison, 2006 median income for Josephine County is 5% above the city's median at $36,900. However, countywide incomes have grown at a slightly slower rate than the city and state - at just under 2.8% per year.

Housing Values:

- As with incomes, housing values within Grants Pass are below comparable statewide figures. As of 2006, median home value for the city is estimated by ESRI at $175,700, 26% below a comparable $235,950 figure for the entire state Oregon.
- By comparison, median home value in Josephine County is $196,680 - or 83% of the comparable statewide median.
- Housing values have increased substantially in the years from 2000 to 2006, with Josephine County experiencing the highest rate of growth (averaging 8.7% per year) followed by Oregon (8.4%) and Grants Pass (8.2%).

Building & Development:

- From 2002-2005, building permit construction valuation in Grants Pass has increased each year - from $64 million in 2002 to nearly $105 million in 2006. This equates to a nearly 18% annual average increase, although the pace of growth slowed to less than 2% between 2004 and 2005.
- Single family development represents 70% of the valuation total - with growth experienced each year. Multi-family and commercial permit valuations both peaked in 2004, then declined in 2005.

- In terms of number of units, the pace of construction has increased steadily each year – from 232 new units in 2001 to 533 in 2005. For 2005, 395 of the new units (74%) were of single family construction, followed by 127 multi-family units (24%), and 11 manufactured homes (2%).
- In terms of location of development, the largest amount of new construction is occurring in the SW area (with 347 units), followed by SE and then the NW and NE portions of Grants Pass.
- Major townhome and condominium projects currently underway in Grants Pass include:
    - Heatherwood – 94 units of primarily 3-story townhouse 4-plexes
    - Maple Park – 88 townhouses
    - Sequoia Village – 114 townhouses
    - Kinsington Court – 36 condos

Updated Market Data

The City of Grants Pass Community Development Department has worked to compile additional recent information regarding area real estate trends. Together with information provided by the firm Help-U-Sell Real Estate, the following added information is noted as of October 2006:

- For the period from June 2005 to October 10, 2006, average sales price of residential property (282 units) is at $170 per square foot – with just over 1,600 square feet per unit. By comparison, multi-family transactions have averaged $133.50 per square foot. On a smaller base of transactions (two properties averaging 5,250 square feet), pricing is noted at $230 per square foot.
- Residential rents typically are ranging from a low of $350 per month for a studio apartment to $750-$850 for a 2 bedroom/2 basth duplex type unit. Single family homes show a history of renting more in the range of $875 - $1,150 per month depending on location. As is true in other market areas, most newer income properties do not generate rental income adequate to fully cover their mortgage costs.
- Commercial appraisers indicate that rents for commercial income properties generally range from about $1.00 to $1.35 per square foot on a triple-net basis (with tenants paying all expenses).
- Commercial vacancy rates are typically projected (for pro forma purposes) at 5%, with residential vacancies at 4 – 6% depending on area and pets.

- After a period of very strong activity, the Grants Pass market has recently slowed substantially. The large number of new completed homes coupled with a less than stellar California buyer market ahs produced a swing away from a seller's advantage to more of a buyer's market.
- Retirees still serve as the most prevalent potential buyer. However, the "move-up" buyer who has relied on increased pricing and home equity, until recently, was also a source of market activity.

Retail Demand Versus Supply

Retail *demand* relates to the volume of retail purchases made by local residents - whether made in the local trade area or elsewhere. *Supply* is defined as the volume of retail sales activity actually experienced by local businesses.

In conditions where demand outstrips supply, *retail sales leakage* occurs as local residents travel outside the immediate trade area to shop. In some areas, the volume of sales will outstrip locally generated demand, meaning that retailers are drawing from well beyond the local trade area.

For this analysis, retail sales and leakage information is provided both for the City of Grants Pass and for all of Josephine County. Because Grants Pass serves as a retail hub for the county, the county-level comparison provides the most useful assessment of retail spending potential available to Grants Pass - especially for comparison retail goods ranging from apparel to home improvements, typically purchased on the basis of price and selection.

Retail Sales & Leakage. As might be expected, retail sales realized in the City of Grants Pass exceed what the in-city population alone will support. This is because in-city retailers also draw purchasers countywide as well as some out-of-area visitor business. Considered below are figures for the city, viewed in isolation, compared with retail sales and leakage for the entire county.

City of Grants Pass:

- Retail purchasing power generated only by Grants Pass' residents is estimated at $188 million per year. In comparison, area retailers capture an estimated $529 million in annual retail sales (as of 2006) - resulting in excess sales of $340 million.
- While all store types are over-served, there are differences between the store types. The Grants Pass market appears most *over-served* by retail categories including health and personal care and clothing and accessories. One retail category for which the local market appears the least saturated

is building materials and garden supplies.

Josephine County:

- For this larger trade area which includes Grants Pass, total consumer purchasing power is estimated at $697 million, 3-4 times the spending power of city residents only. Actual retail sales are estimated at $722 million, which is $25 million more than resident supported demand alone, equivalent to 4% of county resident spending potential. This means that Josephine County is also experiencing some *net inflow* of non-resident purchases - including from residents of adjoining counties or visitors from further beyond the regional trade area.
- In effect, retail stores in Grants Pass capture $529 million or 73% of existing countywide retail sales.
- While overall sales performance exceeds county-wide resident demand, there are some retail categories for which net sales leakage is indicated. Store types that remain underserved are building materials and garden supplies, followed by motor vehicles, electronics and appliance stores, and dining.

Retail Space Supported. Sales leakage information can be translated into estimates of square footage demand. The estimates provided below represent maximum potentials assuming 100% sales leakage recapture. Also quantified with this analysis are future retail potentials associated with population growth - as projected for the city and county by ESRI.

As with the sales and leakage discussion, we look first at retail space supported by the in-city residential population and then at space potentially supported by the countywide residential population:

City of Grants Pass:

- Through 2011, the Grants Pass market could support up to an added estimated 18,000 square feet of retail space - to fully serve locally generated resident needs.
- All 18,000 square feet is predicated on capture population growth over the 2006-2011 time period. On paper, the greatest future in-city residentially generated retail market need is for restaurant activity and general merchandise.

- Additional retail space demand beyond this amount relies on sales leakage recapture from the broader countywide market plus serving population growth throughout the Josephine County market area.

Josephine County:

- If 100% of the current resident spending potential were to be accommodated within Josephine County, up to nearly 104,000 square feet of retail space could be supported through 2011. Dining represents the retail category that could conceivably support the greatest increase in commercial building space - followed by building materials and garden supplies, and then electronics and appliance stores.
- Up to an additional 70,000 square feet of retail development could be supported with population growth to 2011 - for a total current plus future growth space potential of up to 174,000 square feet. As with City resident generated growth, the strongest categories of added space demand countywide area for added space are restaurant activity and general merchandise (including department and/or discount store merchandise).
- Additional retail demand (above and beyond what is calculated with this report) is possible if Grants Pass and Josephine County can attract increased visitor spending from non-residents.

Cost of Development & Improvements

As a final step in this work task, E. D. Hovee & Company is providing current estimates of construction costs for varied real estate development projects. Included as Appendix B is an update of development cost assumptions, focused on building construction costs. Spencer & Kupper provided estimates for infrastructure costs.

Construction cost estimates are from the firm from Rider Hunt Levett & Bailey, as of 1st Quarter 2006. Cost data is for the Portland market area. The degree to which costs may vary between Grants Pass and the Portland market has not been directly assessed. Cost figures cover building construction only. Other costs - as for land acquisition, infrastructure, site preparation, and indirect (soft) costs - need to be added to the figures indicated.

According to construction costs low and high density apartment and condo buildings (both included in a multi-family residential category) range in price from $80 to $155 per gross square foot. The low end of the range reflects wood frame construction and apartment pricing. The high end of the range is for mid-high rise concrete construction with higher end condo finishes.

Office space construction costs between $105 and $140 per gross square foot. The lower end of the range is for 1-2 story Class B construction, while the high end of the range is for mid-high rise Class A construction.

Cost of retail construction can range from about $60-$105 per square foot (of gross building area). The low end of the range is for strip center space, with the higher end for urban space - as in mixed use projects. Excluded are tenant improvements and retail store fixtures.

Above grade structured parking is estimated at between $40-$60 per gross square foot. Cost per square foot can vary depending on efficiency of the garage (including size of floor plate), need for natural versus mechanical ventilation, and extent of exterior (aesthetic) improvements, Below grade parking is higher, typically at $60-$80 per gross square foot.

APPENDIX A. STATISTICAL DATA COMPENDIUM

Figure 2. Trade Area Demographics (2000-2006)

	Grants Pass	Josephine County	State of Oregon
Population			
2000	23,003	75,726	3,421,399
2006	24,451	81,358	3,694,335
2011	25,746	86,144	3,926,320
Households (HH)			
2000	9,376	31,000	1,333,723
2006	9,992	33,456	1,435,563
Avg HH Size 2006	2.37	2.4	2.52
Median HH Income			
2000	$29,124	$31,196	$40,947
2006	$35,081	$36,897	$50,051
Median Home Value			
2000	$109,256	$119,252	$145,766
2006	$175,704	$196,680	$235,952
Median Median Age			
2000	37.8	43.2	36.3
2006	39.8	45.6	37.6

2006 Population by Age	Grants Pass	Josephine County	State of Oregon
Total	24,448	81,358	3,694,335
0 - 4	6.7%	5.4%	6.5%
5 - 9	5.8%	5.0%	6.1%
10 - 14	6.2%	5.9%	6.5%
15 - 19	7.4%	6.5%	6.8%
20 - 24	7.6%	6.0%	7.3%
25 - 34	10.9%	9.0%	13.3%
35 - 44	11.7%	11.2%	13.6%
45 - 54	13.8%	16.1%	15.3%
55 - 64	11.1%	15.6%	11.8%
65 - 74	7.0%	9.6%	6.3%
75 - 84	7.8%	6.9%	4.5%
85+	4.1%	2.8%	2.0%
18+	76.7%	79.6%	76.9%

2006 Population by Race/Ethnicity	Grants Pass	Josephine County	State of Oregon
Total	24,452	81,358	3,694,335
White Alone	92.0%	93.1%	84.6%
Black Alone	0.4%	0.3%	1.7%
American Indian Alone	1.1%	1.2%	1.3%
Asian or Pacific Islander Alone	1.2%	0.9%	3.8%
Some Other Race Alone	2.1%	1.5%	5.3%
Two or More Races	3.2%	2.9%	3.3%
Hispanic Origin	7.0%	5.6%	10.2%
Diversity Index	26.3	22.4	41.4

2000 Population 25+ by Educational Attainment	Grants Pass	Josephine County	State of Oregon
Total	15,173	53,427	2,250,998
Less than 9th Grade	4.8%	4.1%	5.0%
9th - 12th Grade, No Diploma	13.3%	14.2%	9.9%
High School Graduate	30.4%	31.0%	26.3%
Some College, No Degree	31.6%	30.3%	27.1%
Associate Degree	5.9%	6.3%	6.6%
Bachelor's Degree	9.3%	9.5%	16.4%
Master's/Prof/Doctorate Degree	4.8%	4.6%	8.7%

Source: ESRI Business Information Solutions and E. D. Hovee & Company, LLC.

Figure 3. Josephine County Employment Trend (2001-2005)

	2005				Avg Annual % Chg 2001-2005			
Industry	Firms	Jobs	Payroll	Avg Pay	Firms	Jobs	Payroll	Avg Pay
Total All Ownerships	2,251	24,691	$684,136,101	$27,708	3.5%	2.4%	6.1%	3.5%
Total Private Coverage	2,174	21,192	$567,817,059	$26,794	3.3%	3.8%	8.1%	4.1%
Natural Resources & Mining	56	550	$21,070,417	$38,310	1.9%	-1.4%	7.2%	8.7%
Construction	358	1,737	$50,878,359	$29,291	9.7%	17.3%	22.0%	4.1%
Manufacturing	139	3,292	$101,325,535	$30,779	-0.2%	3.2%	4.8%	1.6%
Wholesale	77	928	$26,068,883	$28,091	2.0%	10.2%	12.2%	1.9%
Retail	295	3,876	$91,183,582	$23,525	0.7%	2.5%	7.0%	4.3%
Transportation, Warehousing & Utilities	59	432	$13,658,544	$31,617	-2.0%	-3.3%	-0.1%	3.4%
Information	38	345	$12,722,839	$36,878	5.2%	-4.5%	-1.6%	3.0%
Finance & Insurance	112	763	$29,964,246	$39,272	7.5%	4.7%	11.2%	6.2%
Real Estate Rental & Leasing	95	376	$8,540,514	$22,714	4.1%	2.9%	10.4%	7.2%
Professional & Business Services	260	1,621	$46,498,433	$28,685	3.2%	5.0%	9.0%	3.8%
Education	18	162	$2,406,089	$14,852	3.0%	-3.1%	-0.9%	2.3%
Health & Social Assistance	232	3,531	$114,835,544	$32,522	4.4%	4.0%	9.8%	5.6%
Arts, Entertainment & Recreation	36	244	$3,156,290	$12,936	-0.7%	0.2%	4.4%	4.2%
Accomodations & Food Services	182	2,340	$29,116,910	$12,443	1.7%	2.9%	7.1%	4.1%
Other Services	215	988	$16,272,785	$16,470	1.8%	0.2%	1.0%	0.7%
Private Non-Classified	4	7	$118,089	$16,870	-15.9%	15.0%	14.6%	-0.4%
Total All Government	78	3,500	$116,319,042	$33,234	12.3%	-4.3%	-1.6%	2.8%
Total Federal Government	18	322	$15,741,924	$48,888	0.0%	-0.4%	4.4%	4.8%
Total State Government	17	851	$16,924,126	$19,887	-1.4%	19.0%	4.6%	-12.1%
Total Local Government	43	2,327	$83,652,992	$35,949	34.9%	-9.2%	-3.6%	6.2%

Source: Oregon Employment Department.

Figure 4. Building Permit Construction Valuation (2002-2005)

	2002	2003	2004	2005	Difference from '04
Single Family Valuation	$32,043,541	$47,985,959	$65,162,729	$73,336,204	12.5%
Multi-family Valuation	$8,912,937	$12,973,136	$13,453,747	$13,311,821	-1%
Commercial Valuation	$23,019,334	$10,707,792	$24,588,451	$18,211,676	-26%
Total Valuation	$63,975,812	$71,666,887	$103,204,927	$104,859,701	1.6%

Source: City of Grants Pass.

Figure 5. Total Number of New Residential Units (2001-2005)

Year	Single Family	Manufactured Homes	Multi-family	Total
2001	210	15	7	232
2002	193	21	114	328
2003	257	25	129	411
2004	350	20	125	495
2005	395	11	127	533

Source: City of Grants Pass.

Figure 6. Grants Pass Retail Sales & Leakage (2006)

Retail Categories	Demand (Retail Potential)	Supply (Retail Sales)	Leakage (Demand-Supply)	Leakage %
Motor Vehicle & Parts Dealers	$45,050,885	$94,407,920	-$49,357,035	-110%
Furniture & Home Furnishings Stores	$4,010,801	$11,094,052	-$7,083,251	-177%
Electronics & Appliance Stores	$1,772,562	$3,231,876	-$1,459,314	-82%
Bldg Materials, Garden Equip. & Supply Stores	$7,000,215	$8,358,366	-$1,358,151	-19%
Food & Beverage Stores	$18,147,467	$39,037,026	-$20,889,559	-115%
Health & Personal Care Stores	$3,190,208	$19,190,832	-$16,000,624	-502%
Gasoline Stations	$16,706,387	$45,030,355	-$28,323,968	-170%
Clothing and Clothing Accessories Stores	$2,304,964	$11,285,610	-$8,980,646	-390%
Sporting Goods, Hobby, Book, & Music Stores	$2,291,906	$6,674,574	-$4,382,668	-191%
General Merchandise Stores	$25,686,261	$89,329,979	-$63,643,718	-248%
Miscellaneous Store Retailers	$3,255,514	$12,172,731	-$8,917,217	-274%
Nonstore Retailers	$30,547,175	$125,926,070	-$95,378,895	-312%
Food Services & Drinking Places	$28,313,019	$62,106,519	-$33,793,500	-119%
Total Retail Trade and Food & Drink	$188,277,364	$527,845,910	-$339,568,546	-180%

Source: ESRI Business Information Solutions and E. D. Hovee & Company, LLC.

Figure 7. Josephine County Retail Sales & Leakage (2006)

Retail Categories	Demand (Retail Potential)	Supply (Retail Sales)	Leakage (Demand-Supply)	Leakage %
Motor Vehicle & Parts Dealers	$180,834,367	$126,122,329	$54,712,038	30%
Furniture & Home Furnishings Stores	$13,664,798	$15,578,555	-$1,913,757	-14%
Electronics & Appliance Stores	$6,089,469	$4,641,569	$1,447,900	24%
Bldg Materials, Garden Equip. & Supply Stores	$28,901,180	$19,865,955	$9,035,225	31%
Food & Beverage Stores	$65,511,551	$74,303,923	-$8,792,372	-13%
Health & Personal Care Stores	$11,852,190	$22,617,571	-$10,765,381	-91%
Gasoline Stations	$65,554,736	$74,403,311	-$8,848,575	-13%
Clothing and Clothing Accessories Stores	$7,505,802	$12,972,453	-$5,466,651	-73%
Sporting Goods, Hobby, Book, & Music Stores	$7,756,027	$14,792,957	-$7,036,930	-91%
General Merchandise Stores	$90,638,646	$116,641,518	-$26,002,872	-29%
Miscellaneous Store Retailers	$12,238,041	$16,634,812	-$4,396,771	-36%
Nonstore Retailers	$111,250,794	$145,777,486	-$34,526,692	-31%
Food Services & Drinking Places	$94,865,752	$77,641,675	$17,224,077	18%
Total Retail Trade and Food & Drink	$696,663,353	$721,994,114	-$25,330,761	-4%

Source: ESRI Business Information Solutions and E. D. Hovee & Company, LLC.

Figure 8. Grants Pass Retail Space Supported (2006-2011)

Retail Categories	Retail Sales/SF	Building Space Demand (sf) Leakage Recapture	Future Growth	Leakage + Growth
Motor Vehicle & Parts Dealers	NA	-	-	-
Furniture & Home Furnishings Stores	$225	-	1,000	1,000
Electronics & Appliance Stores	$275	-	-	-
Bldg Materials, Garden Equip. & Supply Stores	$250	-	1,000	1,000
Food & Beverage Stores	$350	-	3,000	3,000
Health & Personal Care Stores	$375	-	-	-
Gasoline Stations	NA	-	-	-
Clothing and Clothing Accessories Stores	$200	-	1,000	1,000
Sporting Goods, Hobby, Book, & Music Stores	$190	-	1,000	1,000
General Merchandise Stores	$300	-	5,000	5,000
Miscellaneous Store Retailers	$250	-	1,000	1,000
Nonstore Retailers	NA	-	-	-
Food Services & Drinking Places	$275	-	5,000	5,000
Total Retail Trade and Food & Drink		-	18,000	18,000

Source: ESRI Business Information Solutions and E. D. Hovee & Company, LLC.

Figure 9. Josephine County Retail Space Supported (2006-2011)

Retail Categories	Retail Sales/SF	Building Space Demand (sf) Leakage Recapture	Future Growth	Leakage + Growth
Motor Vehicle & Parts Dealers	NA	-	-	-
Furniture & Home Furnishings Stores	$225	-	4,000	4,000
Electronics & Appliance Stores	$275	5,000	1,000	6,000
Bldg Materials, Garden Equip. & Supply Stores	$250	36,000	7,000	43,000
Food & Beverage Stores	$350	-	11,000	11,000
Health & Personal Care Stores	$375	-	2,000	2,000
Gasoline Stations	NA	-	-	-
Clothing and Clothing Accessories Stores	$200	-	2,000	2,000
Sporting Goods, Hobby, Book, & Music Stores	$190	-	2,000	2,000
General Merchandise Stores	$300	-	18,000	18,000
Miscellaneous Store Retailers	$250	-	3,000	3,000
Nonstore Retailers	NA	-	-	-
Food Services & Drinking Places	$275	63,000	20,000	83,000
Total Retail Trade and Food & Drink		104,000	70,000	174,000

Source: ESRI Business Information Solutions and E. D. Hovee & Company, LLC.

APPENDIX B.VARIOUS UNIT COST ASSUMPTIONS

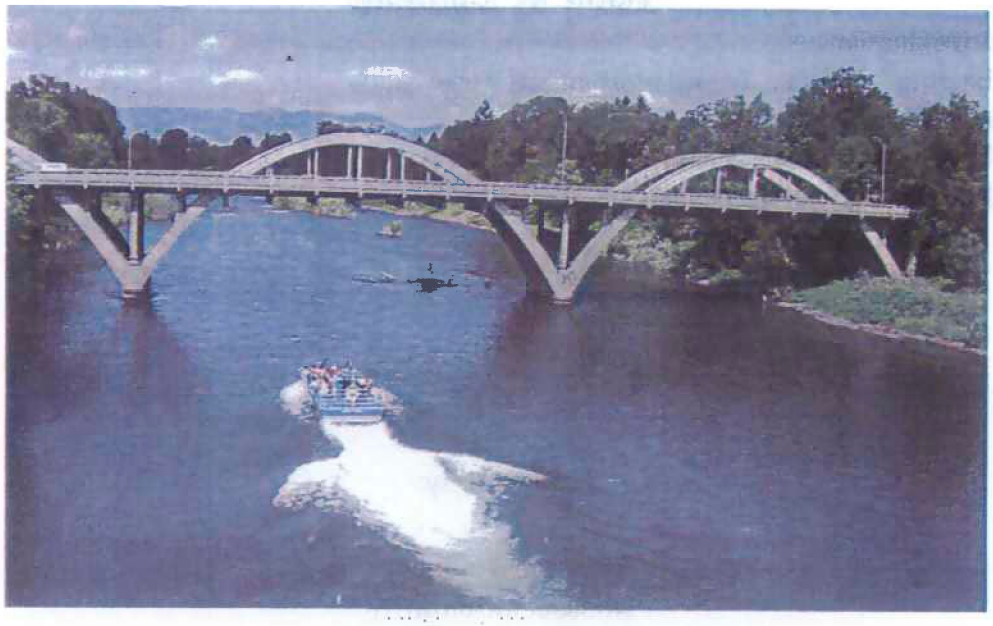
Item	Total Value/Cost	Total Area for Cost Sharing	Cost per Unit	EDH Cost per Unit	Comment
Land Values:					
Developable Area Land Value-Retail	$0		$15.00	To be provided	
Developable Area Land Value-Riverfront	$0		$20.00	by City	
Developable Area Land Value-Residential	$0		$10.00		
Open Space/Parks			$15.00		Assumes all proposed new parkland is currently in private ownership
Access/ROW			$15.00		
Site Construction Costs:					
Low Density Greenway Trail Design & Construction	50' setback		$600	No comment;	Per lineal foot of greenway, includes mitigation, improvements, etc.
Hgh Density Greenway Trail Design & Construction	100' setback		$900	provided by other team	Per lineal foot of 50' greenway
Bank Treatment			$2,100	members	Per lineal foot of 100' greenway
Park Improvements-Soft landscaping			$8		Per square foot, assumes site prep, plantings, irrigation, furnishings, etc.
Park Improvements-Plaza			$20		Per square foot, assumes site prep, paving, lighting, furnishings, etc.
Street/Access Dedication			$450		Per lineal foot
Street Improvements					
- Local streets-total reconstruction			$450		Per lineal foot, includes streets, sidewalks, curbs, demo,etc.
- Arterials/Collectors-total reconstruction			$800		Per lineal foot, includes streets, sidewalks, curb/extensions, streettrees, demo, etc.
- New Traffic Signal			$125,000		Per intersection
-Improvements to existing streets			$250		Per lineal foot, includes sidewalks, curb/extensions, streettrees, etc.
Water & Sewer System			$1.15		Per square foot of developable land
Storm Sewer			$1.36		Per square foot of developable land
Utilities			$0.83		Per square foot of developable land
Extraordinary Site Preparation	$1,014,000	40,000	$25.00		Per square foot of building footprint
Piling	$550,000				
Methane Venting	$10,000				
Structural Slab	$234,000				
Environmental Cleanup	$20,000				
Soft Costs	$200,000				
Building Construction Costs:					
Low Density Apartment Building Construction Cost			$90	$80	Per gross square foot, assumes wood frame
High Density Apartment Bulding Construction Cost			$95	$155	Per gross square foot, also assumes wood frame
Low Density Condo Building Construction Cost			$100	$80	Per gross square foot, assumes wood frame
High Density Condo Building Construction Cost			$105	$155	Per gross square foot, also assumes wood frame
Office Space Construction Cost			$135	$105-$140	Per gross square foot
Ground Floor Retail Space Construction Cost			$105	$65-$105	Per gross square foot
Surface Parking			$2,500	$40-$60	Per parking space, includes landscaping
Two Level Structured Parking Cost (Mech. Vent)			$12,500	$40-$60	Per gross square foot
Three Level Structured Parking (Mech. Vent)			$15,000	$40-$60	Per gross square foot
Below Grade Garage Parking			$20,000	$60-$80	Per gross square foot
Indirect Development Cost			30%	25%	Of direct construction
Structured/Tuck Under Parking Expenses			$115	Depends on short/long term	Per space per year
Rental Rates:					
Low Density Apartment Rent			$1.30	To be provided	Average per SF per month
High Density Apartment Rent			$1.30	by City	Average per SF per month
Active Use Space Rent per sf (nnn)			$20.00		Average for ground floor office/retail (nnn) -- high side
Structure/Podium Parking Rent			$90.00		Per space per year
Surface Parking Rent			$40.00		Per space per year

Item	Total Value/Cost	Total Area for Cost Sharing	Cost per Unit	EDH Cost per Unit	Comment
Rental Expense Ratios:					
Apartment Expenses			$2,800	$3,000	Per unit per year
Active Use (Retail/Office) Expense Ratio			10.0%	10.0%	Triple net
Condo Sales/Expense Pricing:					
Sales per NSF			$250	To be provided by City	
Expenses as % of Sales			6.0%	6.0%	
Financial Variables:					
Interest Rate			6.50%	8.50%	
Capitalization Rate			7.50%	8.00%	
Debt Coverage Ratio			1.25	1.25	

Source: Updated by E.D. Hovee & Company, LLC per Rider Hunt Levett & Bailey Quarterly Construction Cost Report, Q1 2006.

Greater Grants Pass Plan
Downtown River District

Technical Memorandum 5
Draft
Opportunities and Constraints Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

October 2006

City of Grants Pass, Oregon

Greater Grants Pass Plan

Downtown River District

Draft

Technical Memo 5, Opportunities and Constraints Report

Issues that offer opportunities or constraints to mixed use development and redevelopment in the Downtown River District

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Transportation and Infrastructure	9
Development and Land Use	11

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This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

Greater Grants Pass Plan

Downtown Riverfront District

Draft

Technical Memo 5, Opportunities and Constraints Report

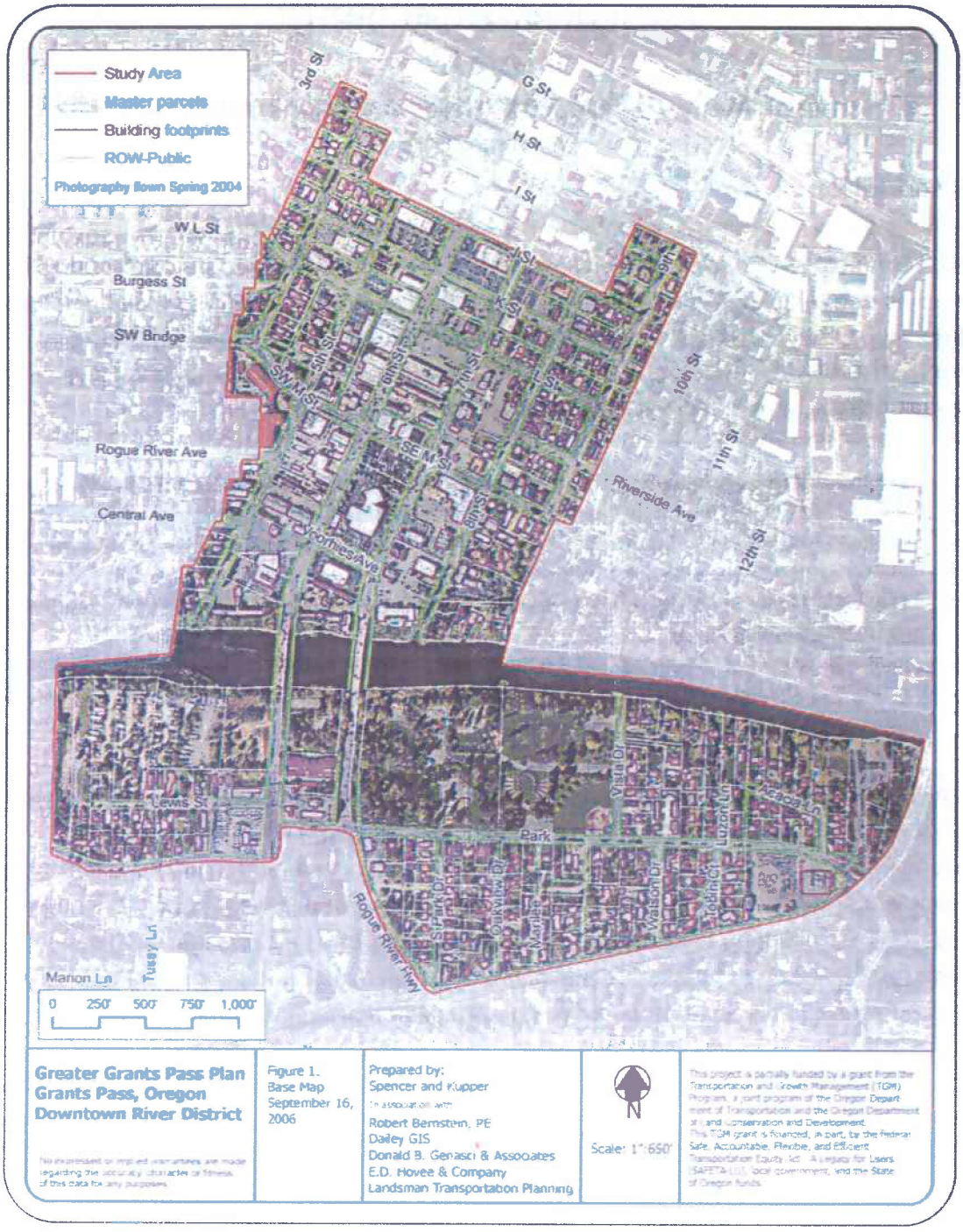
October 2006

Introduction

This Technical Memo identifies issues that offer opportunities or constraints for mixed use development/redevelopment and improvements within the planning area. These issues have emerged from the technical analysis described in Technical Memos 1 through 4, meetings with the CAC and TAC, and the consulting team's observations to date. Technical Memos 1 through 4 are:

- Technical Memo 1: The purpose is to identify and describe the planning and regulatory policies that will affect development and redevelopment within the planning area.
- Technical Memo 2: The purpose is to identify and generally describe the existing land use and transportation conditions within the planning area.
- Technical Memo 3: The purpose is to analyze future baseline "no-build" traffic conditions within the planning area.
- Technical Memo 4: The purpose is to summarize existing economic and market conditions within the planning area and to provide planning level cost estimates for public and private improvements that may be considered in the planning area.

The planning area, called the Downtown River District, extends from the southern edge of downtown Grants Pass (Central Business District) to the Rogue River between 4th and 9th Streets. South of the river, the area north of the Grants Pass Parkway east of 7th Street, and north of West Park Street west of 6th Street is included. This planning area has been recommended by the Citizens Advisory Committee (CAC) and Planning Commission, and approved by the Grants Pass City Council. Figure 1 is a Base Map of the study area shown on aerial photography.


Study Area
Master parcels
Building footprints
ROW-Public
Photography flown Spring 2004
G St
H St
I St
W L St
Burgess St
SW Bridge
Rogue River Ave
Central Ave
Riverside Ave
10th St
11th St
12th St
Lewis St
Park
Rogue River Hwy
Marion Ln
Tussy Ln
0 250' 500' 750' 1,000'
Greater Grants Pass Plan
Grants Pass, Oregon
Downtown River District
Figure 1.
Base Map
September 16, 2006
Prepared by:
Spencer and Kupper
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Dailey GIS
Donald B. Genasci & Associates
E.D. Hovee & Company
Landsman Transportation Planning
Scale: 1" = 650'
N

Issues have been identified, and summarized whether they offer an opportunity or constraint, based on how that issue relates to the Vision Statement and Evaluation Criteria developed for the planning area. The Vision Statement and Evaluation Criteria have been recommended by the Citizens Advisory Committee (CAC) and Planning Commission, and approved by the Grants Pass City Council. These statements are included below:

The Vision

- The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts.
- Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.
- The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.
- Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.
- Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable.
- The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.
- Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.
- The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.
- Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."
- Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.
- A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area.
- The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.

Evaluation Criteria

The Downtown River District Plan provides for:

1. A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District.
2. Infill and redevelopment in a compact land-efficient manner.
3. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment.
4. Business opportunities and a variety of housing options that complement one another.
5. Services, open spaces and other features that serve residents of this and adjacent districts.
6. Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.
7. Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown.
8. Convenient access to all properties in the district.
9. A functioning roadway system that does not dominate the district's character.
10. Pedestrian, bicycle, and transit facilities that provide options to the auto.
11. Opportunities to live and work in the district without using a car.
12. A riverfront that includes a variety of active and passive commercial, residential and recreational uses that take advantage of the natural beauty of the river.
13. Improved public access to the riverfront.
14. Improvements to Riverside Park that benefit both residents and visitors.
15. Adjacent developments near Riverside Park that complement the park and add energy and "eyes on the park."
16. Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.
17. A public/private partnership to accomplish projects that would otherwise be infeasible.
18. Key public investments, including fiscal incentives, designed to leverage private investments in the area.
19. Redevelopment and infill opportunities that are economically feasible for public and private investment.
20. Support by a broad spectrum of community interests and organizations.

Existing Land Use, Transportation and Parks Policy and Development Requirements

The City of Grants Pass Comprehensive Plan

The Comprehensive Plan provides the basis for current zoning designations in the area, with a central business district designation focused on G Street between 4th and 8th Streets, and a general commercial district south of the CBD between 5th

and 8th Streets to the river. High density housing is designated to the east and west of the commercial core.

Issue: While the Comprehensive Plan provides some overall policy direction for downtown and the riverfront, it is very general in nature, has not been recently updated, and does not specifically address the Downtown River District Vision and Evaluation Criteria.

Strategies: Additional policy development should be considered as part of this project.

The City of Grants Pass Development Code and Zoning Map

The Development Code and Zoning Map describe allowed uses and development standards for zones within the City. Within the planning area, there are two commercial zones (General Commercial-GC and Riverfront Tourist Commercial 2-RTC-2) and four residential zones (Low Density-R-1-12, Moderate Density-R-2, High Density-R-3 and High Rise Density-R-4).

Issues: A basic issue for this project is whether the GC zone is appropriate for the Downtown River District. The requirements of the GC zone differ from the CBD standards primarily in allowing auto-oriented developments and having development standards that require buildings set back from public sidewalks, with planter strips and landscaped front yards rather than building faces abutting wider sidewalks with trees in tree wells. The Vision Statements and Evaluation Criteria suggest the creation of a strong downtown-scaled pedestrian environment connecting to the river.

Another issue is parking standards. Currently the CG zone requires on-site parking, or parking on a nearby property, whereas the CBD zone has no parking requirement. Parking in the CG zone may be placed between a building and the street, whereas parking in the CBD zone is required to be placed at the rear or to the side of buildings. The CBD zone requirements are more consistent with the Vision Statement and Evaluation Criteria than current standards.

Strategies: Revising zoning within the planning area should be considered as part of this project. Development standards more in line with the CBD may be appropriate.

Master Transportation Plan and Street Design Standards, Oregon Highway Plan
The Master Transportation Plan includes a range of goals and policies that support a pedestrian, transit and bicycle friendly environment with compact development within the planning area. Design Standards identify technical improvement requirements for various transportation facilities. The Oregon Highway Plan defines 6th and 7th Streets within the planning area as a district level highway, with functional classification as an urban arterial.

Issues: Technical Memo 1 identifies a number of policy changes that will specifically address the Vision Statement and Evaluation Criteria within the planning area. Current documents are not specific to the Downtown River District. An example is a street designation as a Pedestrian Street for selected arterials and collectors. While these streets would serve traffic, some preferences could be given to pedestrians and bicyclists.

There are conflicts within the two documents related to street design standards. These conflicts that are important to achieving the Vision and Evaluation Criteria should be addressed. Sidewalks within the planning area are required to be 5-6 feet wide. This is adequate for local residential streets but not for mixed-use neighborhoods. Sidewalks within the CBD are required to be 8 feet wide.

The City has an option to request that 6th and 7th Streets be designated as a Special Transportation District, which may further support a "Main Street" environment.

Strategies: Revising the transportation requirements and standards within the planning area should be considered as part of this project. Design standards more in line with the CBD may be appropriate. This project should further analyze possible benefits of requesting that 6th and 7th Streets be designated a Special Transportation District.

Riverside Park Master Plan
A Parks Advisory Committee was recently formed, and early work on a plan for Riverside Park has been completed.

Issue: Improvements to Riverside Park and development concepts for properties near the park are included as important elements of the Vision and Evaluation Criteria. There is an opportunity to effectively coordinate the parks master planning activities with overall planning for the Downtown River District. Design issues related to parking for park activities, public safety, river access and others should be integrated into the Downtown River District Plan.

Strategies: Assure that communication between the CAC and Parks Advisory Committee is maintained, share information, meet jointly as needed as both programs move forward.

Market and Financial Factors

Housing Demand

Technical Memo 4 reports that housing construction has increased steadily in Grants Pass, with single family development representing 70% and multi-family development 13% of the total construction value. Major townhome and condominium projects are currently underway in Grants Pass, but not within the planning area.

Issue: Housing demand is relatively high but multi-family housing growth is not currently occurring in the planning area or the CBD in spite of existing zoning. The High Rise Residential designations west of 5th Street and east of 8th Street allows relatively high residential densities. These areas are currently developed as low density residential, making land assembly and infill difficult.

Strategies: Incentives for housing and mixed use developments that include housing will be needed. Incentives may range from assistance with land assembly, more favorable zoning, and other financial tools. Also, public improvements including streetscape, small plazas or parks, art, etc. may also stimulate housing development.

Retail Growth Potential

Technical Memo 4 reports that retail space currently available in Grants Pass and Josephine County more that supports the demand generated by local residents, suggesting that visitors and residents from surrounding counties are also served by local businesses. However, the strongest categories for added space are restaurant activity and general merchandise (including department and/or discount store merchandise), building materials and garden supplies, and electronics and appliance stores. Additional retail demand is possible if visitor spending can be attracted to the area.

Issue: Opportunities for visitor-related retail growth, including restaurants may be appropriate for river oriented sites. Other opportunities for retail growth may be appropriate for the planning area, and other commercial districts within the city including the CBD.

Strategies: Develop zoning and other incentives to attract visitor-related retail growth to sites with river orientation. Develop deliberate policies and incentives that focus other retail growth potential to appropriate districts within the city, whether the planning area, CBD or other commercial area.

City Financial Assistance and Implementation Programs

Two programs are currently available within the CBD that may be considered for expansion into the planning area: Downtown Grants Pass Building Renovation Loan Fund, and the Vertical Housing Development Zone. Additionally, the City adopted an urban renewal plan providing tax increment financing for public and other improvements east of the planning area.

Issue: Public assistance programs for mixed-use and housing developments that achieve the Vision may be needed. Financing strategies will be analyzed as part of this planning effort. In addition, it is anticipated that public improvements such as streetscape projects, parks and open space enhancement, and development assistance programs may be needed to achieve the Vision for the Downtown River District as well as the CBD. Urban Renewal and tax increment financing is an implementation tool many Oregon communities use, including Grants Pass, to finance these types of projects.

Strategies: A work plan element of this project is to develop a funding strategy to achieve the Vision for the district. Extending assistance programs currently available within the CBD, and creating an urban renewal district for the CBD and Downtown River District should be strongly considered as implementation strategies, among others.

Transportation and Infrastructure

Traffic Capacity

Technical Memos 2 and 3 report that planning area intersections currently operate at acceptable service levels or better. In addition, all intersections operate well within ODOT's maximum volume:capacity ratio (v/c) standard. For the 2028 baseline conditions, most study intersections will continue to operate at acceptable service levels, though the intersection of 7th and Park south of the river will experience LOS D conditions during peak periods. (The South Y project will address capacity, operational, and safety needs at the 6th/Park and 7th/Park intersections). The intersection that will experience substandard congestion levels is 6th Street at M.

Issue: In general, the existing transportation system, including the 6th/7th Street couplet, will adequately serve the forecasted 2028 base case traffic volumes except the intersection of 6th Street at M. However, the street system as it exists today is more focused on accommodating traffic than pedestrians and bicyclists.

Strategies: Additional analysis of the 6th Street at M intersection will be undertaken to address anticipated traffic congestion. Overall, adequate traffic capacity suggests an opportunity for several initiatives that will be explored as part of this planning effort. Some concepts are: accommodating more intense development within the planning area; creating pedestrian-oriented improvements such as curb extensions, designated crossings, transit stops, etc.; adding parallel parking where not now provided; reducing travel lane widths and perhaps the number of lanes; and converting to two-way traffic.

Streetscape

The basic street grid including sidewalks is currently in place within most of the planning area. The character of the streetscape, including sidewalk widths, street trees, lighting, furnishing, transit stops, public art, etc. are either non-existent or poor quality.

Issue: Streetscape improvements and funding sources for those improvements are needed in order to meet the Vision for the district.

Strategy: This planning project will address streetscape improvements and a funding strategy for those improvements.

Public Access to the River

Currently, access to the river is available primarily from Riverside Park.

Issue: Public access along both sides of the river is a community priority, but a comprehensive path system is not in place. Both 5th and 8th Streets terminate at the north bank of the river, but improvements allowing views, access or even river crossings are not available. Redevelopment opportunities on both banks may provide opportunities for additional public access.

Strategies: The Downtown River District Plan will address these issues through coordination with private property owners and private master planning processes, key public improvements, the Riverside Park Master Planning process, and development of financial strategies for improvements.

Infrastructure Capacity

Currently, existing sanitary sewer, storm sewer and water services are provided in the planning area. System master plans identify improvements that will improve services within the planning area, or are located in the planning area and have system-wide improvement value.

Issue: Adequate infrastructure appears to exist to serve more intense mixed-use developments. System-wide improvements are identified, and funding sources for these improvements are needed.

Strategies: As part of the implementation recommends, address financial programs that will enhance system-wide infrastructure improvements within the planning area.

Development and Land Use

Grants Pass River District Project, Evergreen Federal Bank
This concept level master plan was prepared for properties on both sides of the river currently owned by Carl Johnson, Evergreen Federal Bank, Robert Hamlyn and the City of Grants Pass. The intent of the concept plan is to create a tool that interested parties may use in thinking about changes to this district. The plan has not been endorsed by all property owners involved.

Issue: Important property owners who control frontages on both sides of the river are exploring redevelopment concepts that will significantly affect the future of the planning area. These properties represent the key redevelopment opportunities in the area, and together with Riverside Park, comprise a redevelopment zone that has the potential to achieve the Vision and meet the Approval Criteria.

The concept level master plan provides for a relatively low density development program focused along the riverfront, and backs onto Voorhies Avenue. An opportunity to actually enlarge the concept to utilize an extended Voorhies Avenue as a main pedestrian-oriented street, add housing and intensify the overall development should be explored. River-related mixed-use redevelopment together with enhanced public access to the river, are opportunities that should not be missed.

Strategies: Embrace the opportunity to engage property owners in meaningful discussions concerning the future of the riverfront properties. Communicate regularly and share information developed for this planning effort as it is available. Coordinate work efforts so that public and private activities can be mutually beneficial. Explore implementation strategies that will move private redevelopment activities that meet the Vision for the Downtown River District forward.

Auto Dealership on Key Block

An existing auto dealership, located between the 6th/7th Street couplet and between M Street and Voorhies Avenue occupies a large strategically located block in the transition area between the CBD and the riverfront. The relatively new showroom is located in the center of the block with auto storage around the block perimeter.

Issue: There is no opportunity for an active, pedestrian oriented street edge along the block edges, especially the east side of 6th Street, the south side of M Street and the north side of Voorhies Avenue. All of these streets have the potential to be significant pedestrian oriented streets, and 6th Street is the most important street linking the CBD to the riverfront.

Strategies: Options should be explored with the current property owner for ways to bring active uses to the street edge, including reorganizing/relocating auto storage, expanding the showroom toward either 6th Street or Voorhies Avenue, adding infill developments, and redeveloping the site. A City role in supporting infill and redevelopment should be identified.

Character of 5th Street

Fifth Street, especially north of the planning area, has retained a residential scale and character, but includes a mix of housing, office and retail uses. Current zoning is both General Commercial and High Rise Residential.

Issue: Should this residential and mixed use character be extended into the planning area, and if so, how should this character be assured?

Strategies: Design and development standards, streetscape and other improvements will be developed as elements of the Downtown River District Plan.

Character of 7th and 8th Streets

The 7th and 8th Street corridor north of the river is dominated by auto-oriented uses and is not as intensely developed as 6th Street. Seventh Street operates as a north-bound couplet with 6th Street, but the historical role of 6th Street as the main two-way connector crossing the river gives 6th Street, not 7th Street potential as a pedestrian friendly corridor.

Issue: What should the land use function and character of the 7th and 8th Street corridor be?

Strategy: Options will be developed as part of this planning effort illustrating future development concepts for this corridor that may be entirely different from 6th Street, including service corridor, parking access, auto use, etc.

Existing Mobile Home Park

An existing mobile home park, located north of Lewis Street, fronts the south side of the river, is adjacent to City-owned property and is zoned for Riverfront Tourist Commercial.

Issue: This property offers a significant opportunity for river oriented development. The site is considered in the Grants Pass River District Project. Displacement and loss of affordable housing may be an issue with redevelopment.

Strategy: Engage property owner along with other owners involved with the Grants Pass River District Project. See comments above.

Future of Neighborhood South of Park Street

The existing single family neighborhood south of Park Street is zoned Moderate Density Residential. Townhomes, attached housing, clustered small lot housing at densities to about 11 units per acre are permitted in this zone. Many of the streets are unimproved within the area, and values are relatively low. Riverside Park to the north of this area provides a recreational and open space amenity.

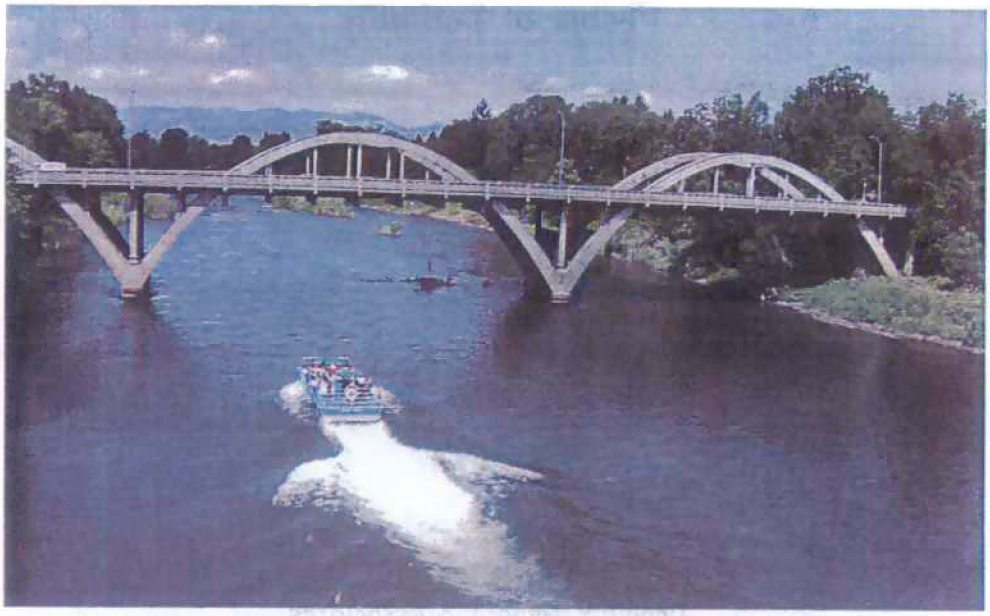
Issue: While improvements have been made to some structures, significant investments do not appear to have been made throughout the area, particularly in light of the Riverside Park amenity, and zoning potential.

Strategies: Incentives for more intensive housing and mixed use developments that include housing will be needed. Incentives may range from assistance with land assembly, more favorable zoning, and other financial tools. Also, public improvements including streets, small plazas or parks, art, etc. may also stimulate housing development.

Appendix E

Greater Grants Pass Plan
Downtown River District

Memo on Elements and Tools



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

Revised January 3, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District

Memo on Elements and Tools
January 2007

Planning elements, implementation tools and concepts for Downtown River District alternatives

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INTRODUCTION

The purpose of this memo is to provide information useful for the development of alternatives. Previous Technical Memos, particularly TM 5- Opportunities and Constraints Report, identify issues important to achieving the Vision for the Downtown Riverfront District, and suggestions for strategies to either take advantage of opportunities or solve problems associated with constraints. This memo identifies plan elements and implementation tools to address these issues, and these elements and tools may be considered in the development of alternatives for the Downtown Riverfront District.

THE IMPLEMENTATION TOOLKIT

Available Implementation Tools

Implementing the Downtown Riverfront District plan will require a variety of tools and strategies, some of them not yet in place. Though sources of funding are of course critical to any capital-intensive action plan, great importance also must be given to setting up mechanisms and organizations to assist in the implementation program.

The capital activities called for in the Vision for the Downtown Riverfront District essentially are either standard public works projects, such as street, traffic and streetscape improvements, parks, and public buildings, or they are actions that will require initiatives by private developers. The table below shows the funding sources most appropriate to the activities and actions desired to carry out the Downtown Riverfront District plan. The table is not intended to be comprehensive, but presents the sources most likely to be available and appropriate in the foreseeable future.

Table One - Available Implementation Tools for the Downtown Riverfront District

Implementation Tool	Description	Implementing Responsibility	Plan Elements Benefiting from Tool
General Obligation Bonds	General Obligation bonds may be issued with voter approval. Typically used to finance major capital improvements	Local, with voter approval	Major Capital improvements include public buildings, streets, and parks
Revenue Bonds	Bonds issued with backing from a known source of revenue.	Local, with Council authorization	Most likely use would be for parking, if parking fees are charged

Table One - Available Implementation Tools for the Downtown Riverfront District			
Implementation Tool	**Description**	**Implementing Responsibility**	**Plan Elements Benefiting from Tool**
Tax Increment Revenue (Urban Renewal Districts)	By creating an urban renewal district, the increases in property taxes, over time, become revenue to assist the district, paying for a variety of improvements that result in overall public benefit	Local, with Renewal Agency authorization.	A Wide range of capital improvements. Most projects identified in the Downtown Riverfront District Vision are eligible for renewal funding.
City General Fund	Funds from various sources, property taxes, fees, etc. May be used for a wide variety of public purposes.	Local, with Council concurrence	Administrative costs, minor public works improvements
Economic Improvement District (EID)	Voluntary assessment district for purposes of marketing, promotion, beautification, maintenance in the district.	Local, with consent of property owners, and Council approval. (Not yet in place)	Fund marketing programs, maintenance, special services within the district.
Commercial Property Rehabilitation Loans and Grants	Loans or grants to property owners to encourage redevelopment.	Local - Urban renewal funds.	Building improvements and renovations within the urban renewal boundary
Local Improvement Districts	LIDs allow the city to issue bonds which are paid for over a period of time through assessments on the benefiting properties. The assessments may cover all or a portion of the cost of the improvement. Once enacted, an LID assessment becomes a lien against the property	Local, with consent of property owners, and Council approval (Not yet in place within Downtown Riverfront District area)	Share the cost of major public improvements such as streets, lighting, parking, etc. Can help leverage bond or urban renewal funds
Dedication of System Development Charges	Systems development charges and transportation impact fees may be collected by local governments when new development projects are approved. Some cities have devised programs where the charges and fees collected from developments in a specific area, are used to fund needed improvements in that same area.	Local, with Council authorization (Not yet in place)	Re-invest in similar improvements
Technical Assistance to Property Owners	Provide technical assistance in market research, design services, to encourage new development	Local, with Renewal Agency funding and authorization (not yet in place)	Reduce cost of determining market feasibility of projects

Table One – Available Implementation Tools for the Downtown Riverfront District			
Implementation Tool	**Description**	**Implementing Responsibility**	**Plan Elements Benefiting from Tool**
City Share of Gas Tax Funds	Minor street improvements and repairs	Local, with Council concurrence	Streets improvements, or collateral support for bonds
Oregon Economic and Community Development Dept – Loans for Public Facilities	OECD will make loans for public facilities. Loan requires backup from general fund, or TIF	State, by application. Terms are negotiated between OECD and City	Potential Lending source for construction of public buildings. May have favorable terms.
Vertical Housing Development Zone – (Tax relief incentive)	State program which offers a 10yr property tax exemption on mixed used projects that include housing uses on upper floors	State authorized, requires local enacting ordinance and regulations (local actions not yet in place)	Incentive for mixed use projects.
Community Development Block Grant Funding (CDBG)	CDBG can be used for a variety of eligible activities to benefit low-income areas and residents	County, by competitive application	May have application in residential areas for uses such as housing rehabilitation loans, curb and sidewalk repairs, etc
Fee Assistance, waivers, or Permit Fast-Tracking	Waiving or reducing the cost of permit fees or System Development Charges (SDC s) for a designated purpose or in a defined area. Fast tracking moves a particular permit process to the front of the queue and saves time and money for the builder.	Local, with Council authorization (not in place)	Additional incentive to development,
Transportation Equity Act (TEA-21)	Federal transportation funds administered by ODOT.	State, by competitive application	Bike paths, transit-related capital improvements
New Markets Tax Credits	Funds generated by tax-credit sales can be used for economic development (i.e. loans, equity investment) in low-income communities. Most effective if coupled with Historic Preservation Tax Credits	Federal program. Tax credit allocation is available to qualified local Community Development Entities (CDEs) who must demonstrate that their primary mission is serving low-income communities or individuals. (local CDE not in place)	As currently structured, the program would have little value for Downtown Riverfront District at this time.
Administrative and Regulatory Assistance to Private Development	Regulatory relief, fee relief, tax abatements	City Council authorizations	Targeted developments or development types within the Downtown Riverfront District

Table One - Available Implementation Tools for the Downtown Riverfront District			
Implementation Tool	**Description**	**Implementing Responsibility**	**Plan Elements Benefiting from Tool**
Policy and Development Code Amendments	Amendments to the Comprehensive Plan, Development Code and Zoning Map in order to achieve a mixed-use, pedestrian oriented district as described in the Vision.	Subject to approval by Planning Commission and City Council.	Address uses permitted, development standards, parking requirements, street design standards, etc.

Matching Implementation Tools and Alternative Plan Elements and Actions

Tables Two and Three match potential implementation tools from Table One to the full array of capital, marketing, administrative, and development assistance activities that may be considered for alternatives.

Table Two below matches policy actions and development assistance to implementation sources.

TABLE TWO IMPLEMENTATION ACTIONS	COST ESTIMATES	IMPLEMENTATION SOURCES: OPERATIONAL AND DEVELOPMENT ASSISTANCE								
		GF	EID	LID	GO	TIF	OED	RB	PDCA	
OPERATIONAL AND DEVELOPMENT ASSISTANCE PROGRAMS										
FINANCING & POLICY ACTIVITIES										
Establish an Advisory Committee to guide the implementation program.	NA	X				X				
Form an Economic Improvement District (EID)	LOW	X	X			X				
Fund a marketing program	LOW-MED		X							
Form an Local Improvement District (LID) for specific improvements	LOW	X	X			X				
Prepare and adopt an Urban Renewal Plan	LOW	X	X			X				
Target development fees toward improvements, adopt applicable ordinances	LOW	X				X				
Develop a detailed improvement plan including cost estimates	LOW	X	X			X				
Examine designating District for Vertical Housing Tax Abatement	LOW	X				X				
Examine new planning and zoning designations for all or part of the planning area, and development standards	LOW	X				X			X	
Identify a public process to create a design review program, adopt development code amendments.	LOW	X	X			X			X	
Prepare street and streetscape design standards for the District, adopt development code amendments.	LOW	X				X			X	
Identify a public process to create new business assistance programs such as tax abatements, loan programs, grants, etc. Make recommendations to the City Council, adopt ordinances as appropriate.	LOW	X								

TABLE TWO IMPLEMENTATION ACTIONS	COST ESTIMATES	IMPLEMENTATION SOURCES: OPERATIONAL AND DEVELOPMENT ASSISTANCE								
		GF	EID	LID	GO	TIF	OED	RB	PDCA	
DEVELOPMENT ASSISTANCE PROGRAMS										
Assistance in land assembly and acquisition (G.O. only for public projects)	HIGH				X	X				
Building rehabilitation loans and grants	LOW-MED				X	X				
Help to fund new public buildings	HIGH				X	X	X			
Infrastructure and parking	HIGH	X	X	X	X	X				
Property tax relief, such as Vertical Housing Tax Abatement	LOW	X								
Fee Waivers or reductions	LOW	X								
Technical assistance, such as market or cost analysis, or architectural assistance	LOW		X			X				

Cost Estimates

HIGH- $500k or greater
MED- $100-500k
LOW Less than $100k

Implementing Sources: Operational Expenses and Development Assistance Programs

GF- City General Fund
EID- Economic Improvement District
OED- Or. Economic Development Dept.
TIF- Urban Renewal Tax Increment Financing
PDCA- Policy & Development Code Amendments
LID- Improvement District
GO - General Obligation Bond
RB- Revenue Bonds

Table Three below matches capital improvements, marketing actions and funding sources.

TABLE THREE FUNDING CAPITAL AND MARKETING ACTIONS	COSTS	FUNDING SOURCES: CAPITAL & MARKETING PROJECTS									
		IST	GT	GF**	G.O.	LID	SDC	OED	RB	TIF	EID
CAPITAL IMPROVEMENT PROJECTS											
STREET & PEDESTRIAN ELEMENTS											
Streetscape improvements	MED			X	X	X				X	
Median landscape improvements approaching intersections	HIGH			X	X	X	X			X	
Pedestrian bridge	HIGH			X	X	X	X			X	
Parkway enhancements	HIGH		X	X	X	X	X			X	
Mid-block pedestrian crossings	MED			X	X	X	X			X	
Transit center and park improvements	HIGH	X		X	X	X	X			X	
Consolidate property access	MED			X	X	X				X	
Enhance intersections with pavement and ornamental landscape	MED-HIGH		X	X	X	X	X			X	
PARK & NATURAL AREA IMPROVEMENTS											
Expand open space/trail system, environmental interpretation center	HIGH			X	X	X	X			X	
Create a Civic Plaza with gardens, seating and special paving	MED-HIGH			X	X	X	X			X	
Pedestrian promenade and public plaza along the river	MED-HIGH			X	X	X	X			X	
Improvements to Riverside Park	HIGH			X	X	X	X			X	

TABLE THREE FUNDING CAPITAL AND MARKETING ACTIONS	COSTS	FUNDING SOURCES: CAPITAL & MARKETING PROJECTS									
		IST	GT	GF**	G.O.	LID	SDC	OED	RB	TIF	EID
BEAUTIFICATION IMPROVEMENTS											
Enhance entryway and landscape, monumentation	MED			X	X	X				X	
Preserve existing trees along River Road corridor	LOW			X		X				X	X
Permanent growers and arts market	MED			X		X				X	
Develop signs, banners, etc. for each district with common themes	MED					X				X	X
PUBLIC BUILDINGS & FACILITIES											
Improve Civic Center and other public buildings	HIGH			X	X			X		X	
Locate pubic buildings such as civic & conf. center	HIGH			X	X			X		X	
MARKETING & PROMOTION ACTIVITIES											
MARKETING & PROMOTION ACTIVITIES											
Convene business and property owners as a special volunteer committee of the Chamber to concentrate special marketing efforts.	LOW		X								X
Implement a multi-faceted public relations/advertising approach that sends a consistent, memorable message to the target audience.	LOW		X								X
Measure and evaluate results of advertising and marketing efforts.	NA		X								X
Make adjustments as necessary and continue to move ahead with a multi-faceted marketing approach.	NA		X								X

Cost Estimates

HIGH- $500k or greater
MED- $100-500k
LOW Less than $100k

Implementing Sources: Capital & Marketing Projects

IST- Fed. ISTEA program
GT- Gasoline Tax
SDC- System Development/Transportation Impact Fees
OED- Or. Economic Development Dept.-Public Facilities
GF- City General Fund **
RB- Revenue Bonds
GOB- General Obligation Bonds
TIF- Urban Renewal Tax Increment Financing
LID- Local Improvement District
EID- Economic Improvement District

** General Fund is considered only as a source for planning capital improvements, and street tree maintenance

THE ROLE OF PRIVATE DEVELOPMENT AND DEVELOPMENT INCENTIVES

The Vision calls for exciting new development types emerging in the Downtown Riverfront District. These included mixed use projects, mid-rise office developments, and high quality multi-family housing. These development types and configurations currently are rare, or not found at all in Grants Pass.

Realistically, a transformation of development types will depend almost entirely on developer initiatives. Those initiatives, in turn, will result from a variety of economic, market, lifestyle, and cost factors that are beyond the City's control. Even if the City

wished to force or expedite the transformation, the means at its disposal are limited, and would be enormously costly. The marketplace will dictate when the time has come for the transforming developments. It is impossible to predict how soon that time might come, but the future sometimes arrives sooner than we expect.

It is important that the Downtown Riverfront District planning effort proceed with these understandings about private development.

- The role of private development is the key to a true Downtown Riverfront District.
- Private development actions that help achieve objectives of the Downtown Riverfront District must be encouraged, and assisted when possible and necessary.
- Assistance to private development is not a giveaway. There are financial returns from these developments in terms of taxable values, and intangible returns to the community in terms of convenience, choice, and even in community image, character, and livability.

With that said, options for direct assistance to private development are small-scale, at least in the near term. They include:

- Setting up a more comprehensive redevelopment loan and grant program
- Providing technical assistance for market or site studies, architectural assistance, etc.
- Examining qualifying Downtown Riverfront District for Vertical Housing Development Zone.
- Considering fee waivers or reductions for desired development types.

Overall, the City's role will be that of setting the table for private development. It can do so by:

- Implementing the low-cost financial incentives note above
- Adopting an urban renewal plan for the CBD and Downtown Riverfront District in order to provide a reliable funding source for capital improvement projects, and a mechanism to carry out long term economic development activities.
- Making public investments to improve the look and functionality of the District. Even low-cost improvements should be carried out with much fanfare, to let the public and development community know things are happening.
- Examining the use of design standards to encourage the type and look of development in the Downtown Riverfront District area. Financial incentives and

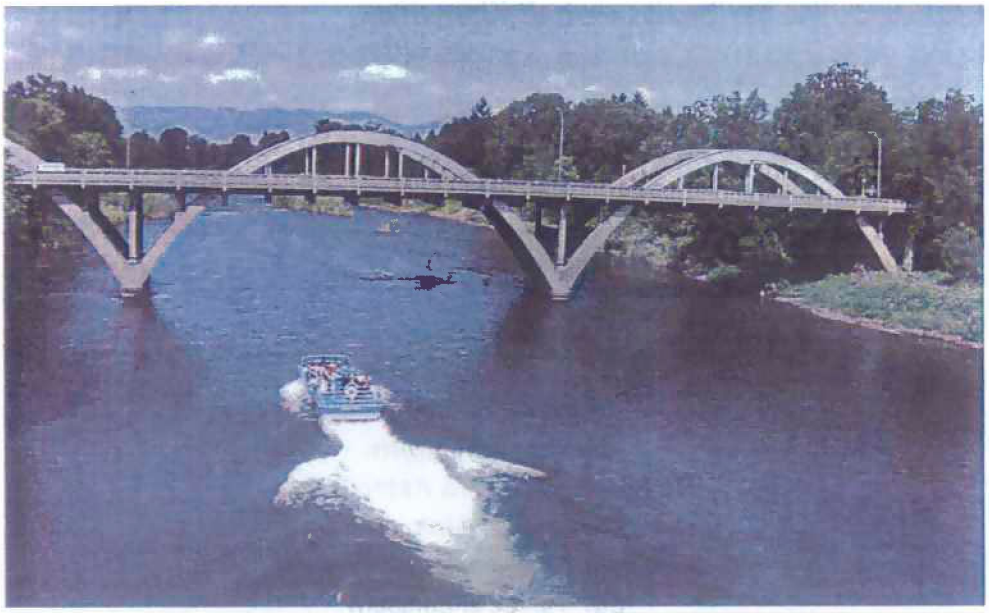
design could work hand in hand; that is, the level of financial assistance could be tied to the development's conformance with design or other standards.

- Remaining flexible enough to respond to an opportunity with a major investment.
- Demonstrating through a sustained series of actions that it has the will and commitment to work with private and public developers to make the Downtown Riverfront District a success.

Appendix F

Greater Grants Pass Plan
Downtown River District

Memo on Conceptual Outline for Alternatives



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

Revised January 3, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District

Memo on Conceptual Outline for Alternatives
January 2007

Concepts for
Downtown River District alternatives

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Conceptual Outline for Development of Alternatives	1

Prepared by:

Spencer & Kupper
In association with
Donald B. Genasci & Associates
Robert Bernstein, PE
Landsman Transportation Planning
E.D. Hovee & Company
Dailey GIS

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

INTRODUCTION

The purpose of this memo is to provide information useful for the development of alternatives. Previous Technical Memos, particularly TM 5- Opportunities and Constraints Report, identify issues important to achieving the Vision for the Downtown Riverfront District, and suggestions for strategies to either take advantage of opportunities or solve problems associated with constraints. This memo includes direction provided by the CAC at their November 8, 2006 meeting, specifically in the section on Conceptual Outline for Development of Alternatives.

CONCEPTUAL OUTLINE FOR DEVELOPMENT OF ALTERNATIVES

Detailed land use and transportation alternatives will be developed in a subsequent Technical Memo, but we would like input by the CAC to provide direction. We believe that alternatives should consider three key components:

- The major land use/development focus for the area,
- Transportation and other infrastructure improvements that support the land use focus, and
- How large or small the public's role should be in implementing the plan.

Possible Options for Land Use and Development Focus

Urban Riverfront District Focus

Both sides of the river south of M Street developed as a dense urban district emphasizing tourist commercial, hospitality, conference center and high density housing uses. North of M Street to the CBD is a transition area with infill housing the predominant use. Retail uses in support of housing and adjacent neighborhoods should also be located here.

6th Street as Great Boulevard Focus

Emphasize more retail uses along 6th Street extending the CBD to the river along one great street. Focus streetscape and other improvements along 5th and 6th, with 7th and 8th Streets retaining a more general commercial character. Riverfront areas developed as a tourist commercial area, but at less intensity as the Urban Riverfront District option.

River District Project Focus

Embrace the proposals contained in the Evergreen Federal Bank concept plan for the character of the riverfront. Rely on zone changes and limited public investments to

improve streetscapes, and apply design guidelines and more pedestrian-oriented development standards.

CAC direction: Aspects of each option were supported. Key ideas that should be incorporated in alternatives are:

- **6th street as a focus for mixed-use development and high pedestrian activity linking the CBD to the riverfront.**
- **Tourist commercial and residential focus along both sides of the river, options for just how intense that development should be.**
- **Tourist commercial should focus south of Voorhies.**
- **Include public pathway along both sides of the river within commercial areas.**
- **Residential and mixed use redevelopment along 4th/5th and 8th/9th supported, possibly increase area with residential focus.**
- **Residential and mixed use redevelopment south of Park east and west of the 6th7th couplet.**
- **Identify ways to attract higher income housing within study area.**
- **Show what levels of implementation will be needed for each alternative.**
- **Differentiate character of 6th north of the river and 7th as a more service street. Identify zoning options.**
- **Support tourist commercial/housing on RV property.**
- **Have a priority for improvements north of the river.**

Possible Options for Transportation and Infrastructure Improvements

Five basic street network improvement needs are identified. These improvement needs, and the options for providing them, are outlined below (*not* in order of importance):

Improve access to the north bank of the river west of 6th St

- Provide a new connection to 6th and 7th by extending Voorhies St west to the Central/5th intersection.
  CAC direction: Include this concept in development of alternatives.

Improve access to the south bank of the river west of 6th St

(A) Provide a new connection to 6th and 7th by constructing a new east-west street between the river and Lewis;

AND/OR

(B) Provide a new/improved connection to Lewis and Park (access to/from 6th and 7th via the 6th/Park intersection).

CAC direction: Include these concepts in development of alternatives.

Improve pedestrian environment on 6th and 7th by limiting the number of travel lanes

- Provide only two travel lanes on 6th and on 7th through the study area.

CAC direction: Include this concept only if parking can be retained and traffic operations are at acceptable levels.

Provide complete arterial connectivity and relieve congestion at the 6th-7th/M St intersections

(A)Widen M St to provide adequate capacity and necessary turn and through lanes; AND/OR

(B)Disperse M St traffic upstream of 6th-7th intersections to reduce the traffic loads at the intersections.

CAC direction: Include this concept in development of alternatives.

Separate the functions of 6th and 7th through the study area (and downtown), with 6th being the downtown commercial access street, and 7th being the downtown traffic "spine";

(A)Convert 6th and 7th to two-way operation;

CAC direction: Do not include this concept in development of alternatives.

OR

(B)Retain one-way couplet, and use streetscape, street design, and traffic control to support the functions.

CAC direction: Include this concept in development of alternatives.

Possible Options for a Public Role in Implementation

Aggressive Public Role

Adopt an urban renewal plan as a primary implementation and financing tool for the district and downtown, construct infrastructure improvements, support private development initiatives, and pro-actively develop key projects. Develop new zoning standards and design guidelines to assure development meets the district's Vision.

Assertive Public Role

Adopt an urban renewal plan as a primary implementation and financing tool for the district and downtown, and focus on constructing infrastructure improvements. Develop new zoning standards and design guidelines to assure development meets the district's Vision.

Continue Current Public Role

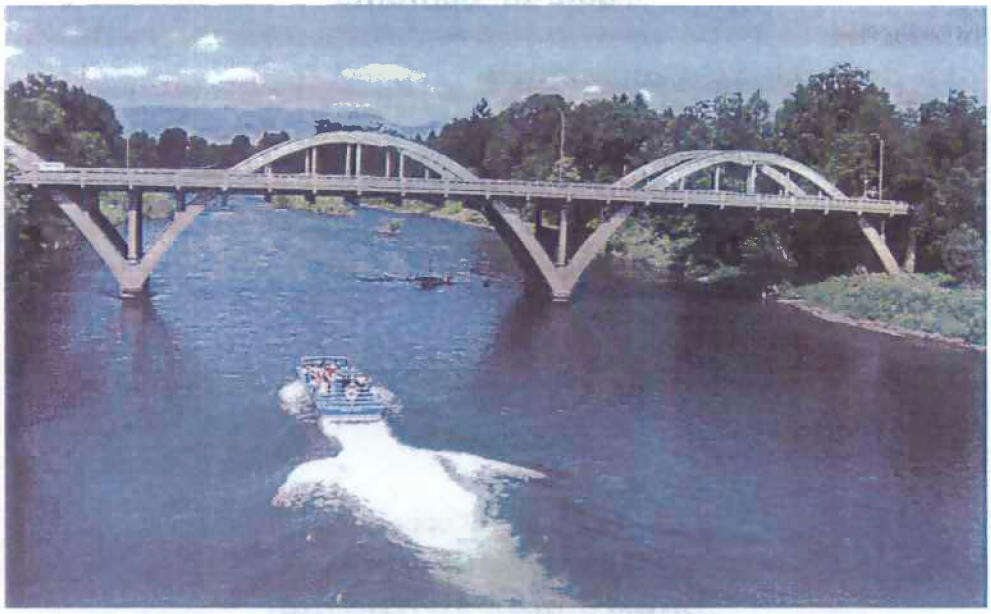
Rely on the private sector to initiate new development and redevelopment activities, and support with strategic infrastructure improvements funded from current city and state sources. Develop new zoning standards and design guidelines to assure development meets the district's Vision.

CAC direction: Include a more detailed description of implementation and financing requirements for each alternative and assess public and private roles.

Appendix G

Greater Grants Pass Plan
Downtown River District

Technical Memorandum 6
Preliminary Draft
Alternatives Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

January 4, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District
Preliminary Draft
Technical Memo 6, Alternatives Report

Land use and transportation alternatives for mixed use development and redevelopment in the Downtown River District

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Prepared by:

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This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

Greater Grants Pass Plan

Downtown Riverfront District
Preliminary Draft
Technical Memo 6, Alternatives Report

Introduction

The purpose of this Technical Memo is to depict land use and transportation alternatives for the Downtown Riverfront District that are consistent with the Vision approved by the Grants Pass City Council. Three land use alternatives are described in this report, and a menu of transportation improvements and options are identified that address transportation issues that are appropriate for each land use alternative.

Currently underway but not included in this preliminary draft report is an alternatives screening process utilizing the Grants Pass transportation model owned by the Oregon Department of Transportation. The results of this screening process will be available later in January 2007. Included in this report is an assessment of the future transportation capacity of the most significant transportation needs identified in Technical Memo 3: intersections of M Street and 6th and 7th Streets.

Vision Statements and Evaluation Criteria

The land use and transportation alternatives have been prepared considering the Vision for the Downtown River District and Evaluation Criteria. These statements are summarized below:

The Vision

- The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts.
- Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.
- The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.
- Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.

- Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable.
- The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.
- Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.
- The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.
- Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."
- Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.
- A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area.
- The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.

Evaluation Criteria

The Downtown River District Plan provides for:

1. A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District.
2. Infill and redevelopment in a compact land-efficient manner.
3. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment.
4. Business opportunities and a variety of housing options that complement one another.
5. Services, open spaces and other features that serve residents of this and adjacent districts.
6. Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.
7. Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown.
8. Convenient access to all properties in the district.
9. A functioning roadway system that does not dominate the district's character.
10. Pedestrian, bicycle, and transit facilities that provide options to the auto.
11. Opportunities to live and work in the district without using a car.
12. A riverfront that includes a variety of active and passive commercial, residential and recreational uses that take advantage of the natural beauty of the river.
13. Improved public access to the riverfront.
14. Improvements to Riverside Park that benefit both residents and visitors.
15. Adjacent developments near Riverside Park that complement the park and add energy and "eyes on the park."
16. Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.

17. A public/private partnership to accomplish projects that would otherwise be infeasible.
18. Key public investments, including fiscal incentives, designed to leverage private investments in the area.
19. Redevelopment and infill opportunities that are economically feasible for public and private investment.
20. Support by a broad spectrum of community interests and organizations.

Urban Design and Land Use Alternatives

Urban design concept diagrams and land use concept diagrams for three alternatives are shown on **Figures 1-6**. A summary of development program elements for each alternative is provided on **Table 1**. The urban design diagrams describe the primary new land use elements of each alternative.

6th Street Emphasis Alternative

This alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. See **Figures 1 and 2**. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Street would be developed according to the preliminary plans outlined by Evergreen Bank. A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel and south of Park fronting Riverside Park. The scale of housing would be 2 or 3 level townhomes with an opportunity for flexible uses at the ground floor.

Housing Emphasis Alternative

An alternative emphasizing housing is shown on **Figures 3 and 4**. North of M Street, the 6th and 7th corridors would emphasize retail and office infill respectively. New infill housing/live-work along 5th and 8th, and major new housing redevelopment south of Park would be provided. The scale of housing would be 2 or 3 level townhomes with an opportunity for flexible uses at the ground floor. Streetscape improvements on 6th-7th and widening of M Street would also be included. The riverfront area includes more infill development along an extended Voorhies and the river. South of the river, a public-private partnership would support a new hotel/conference center/restaurants and additional housing plus an extension of Riverside Park to the west. The overall area devoted to park would remain about the same as today.

Convention Center Emphasis Alternative

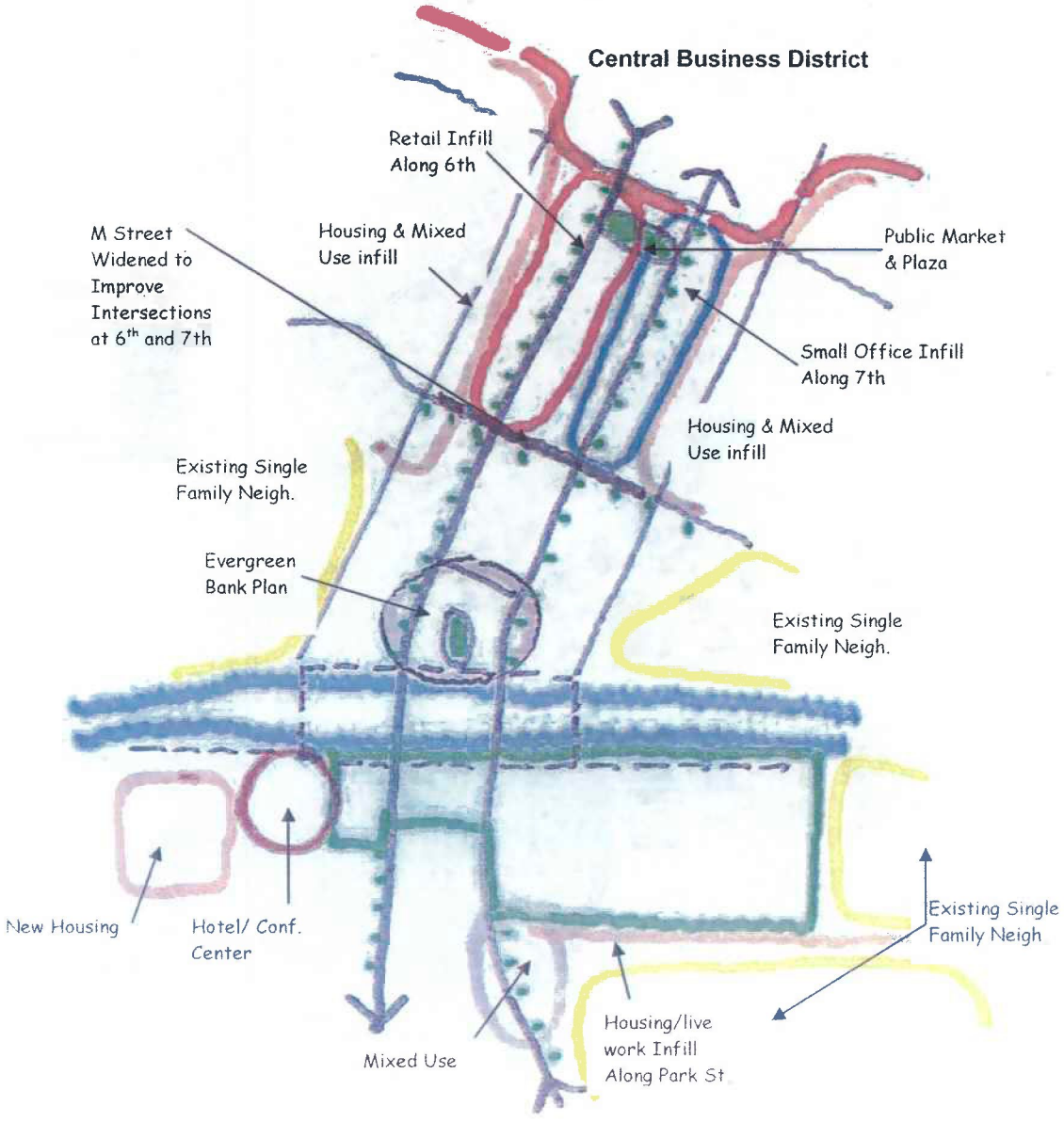
The third alternative, shown on **Figures 5 and 6** assumes that in the long term, the Ford Dealership property between M and Voorhies Streets is redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza. This key location will benefit both the CBD and tourist-commercial areas along the riverfront. Parking would be provided below-grade. Both Voorhies and Rogue River Avenue would be extended. Streetscape improvements on 6th-7th and widening of M Street would also be included. Other aspects of this alternative are similar to the Housing Emphasis Alternative.

Table 1
Land Use Alternatives-Program Elements

Development Program Elements	6th Street Emphasis	Housing Emphasis	Convention Center Emphasis
New Housing (Dwelling Units)			
North of River	287	287	345
South of River	105	286	286
In Mixed-Use Developments	10	70	100
Total New Housing	402	643	731
Commercial Uses (Square Feet)			
Existing	320,000	320,000	320,000
New North of River	57,300	57,300	57,300
New North of River In Mixed-Use Developments	0	54,000	75,500
New South of River In Mixed-Use Developments	15,000	45,000	45,000
Total New Commercial	72,300	156,300	177,800
New Office Uses (Square Feet)	67,100	67,100	78,100
Hotels/Conference/Convention Center (Square Ft.)			
New 60 Rooms + Conference Center	60,000	60,000	60,000
New 75 Rooms + Convention Center			166,500
Total New Hotel/Conference/Convention Ctr.	60,000	60,000	226,500
Civic/Arts Center/Market	10,500	10,500	45,500
Total Square Feet of New Building Area	209,900	293,900	527,900
Total Square Feet Non-Residential in District	529,900	613,900	847,900
Parking (Number of Spaces)			
Existing On-Street(1)	930	930	930
Off-Street Lots	634	684	719
Off-Street Structure(2)	190	190	740
Total Parking Spaces	1,754	1,804	2,389
Parking Ratio (Parking Spaces/1000 SF)	3.31	2.94	2.82

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.
(2)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces) and the 75 room hotel/convention/civic center (550 spaces). Surface lots provided if structure infeasible.

Figure 1
2028-6th Street Corridor Alternative
Urban Design Concept

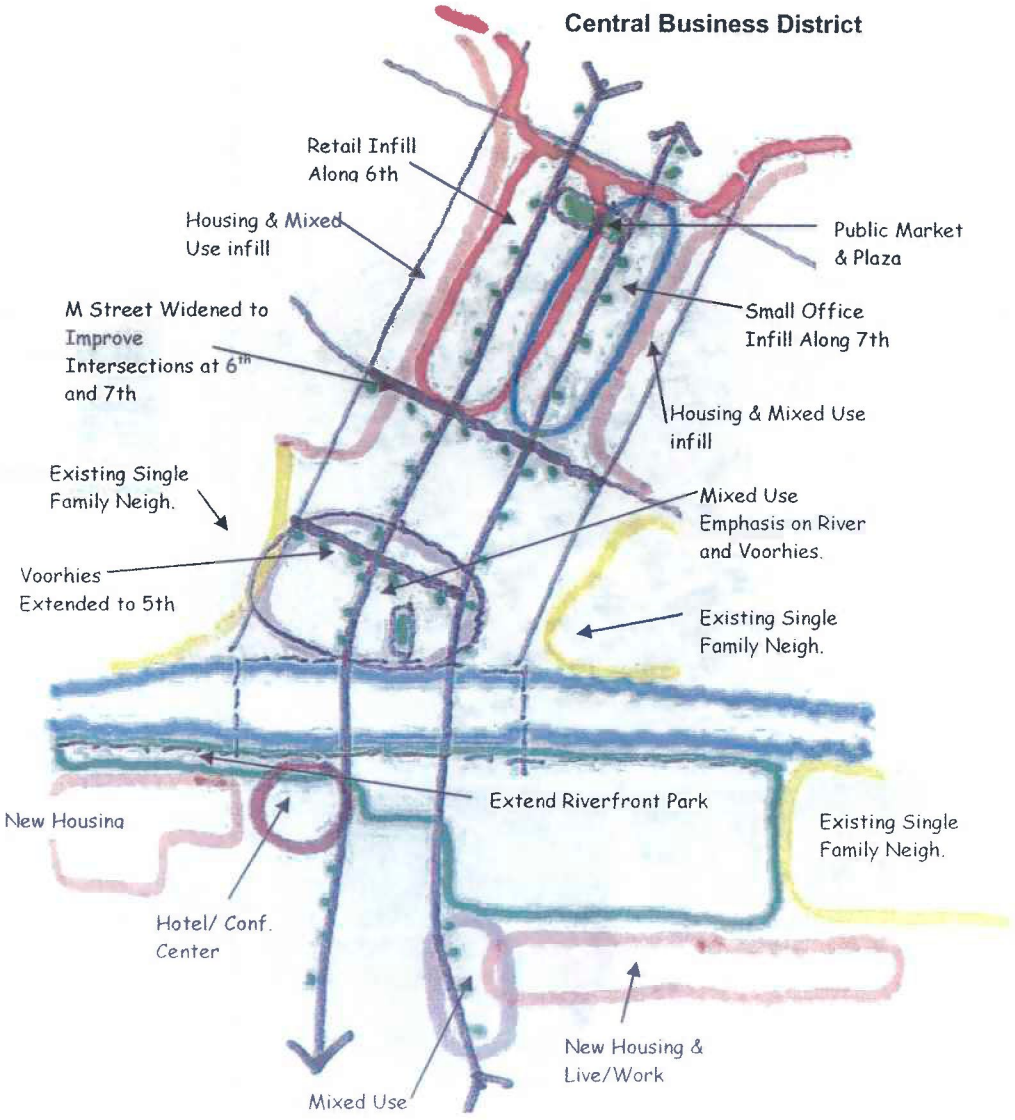


This alternative relies on the private sector to initiate new development and redevelopment activities, with public support for strategic infrastructure improvements funded from current city and state sources. New zoning standards and design guidelines would be needed to assure development meets the district's Vision.

Figure 2
2028-6th Street Corridor Alternative
Land Use Concept



Figure 3
2028-Housing Emphasis Alternative
Urban Design Concept

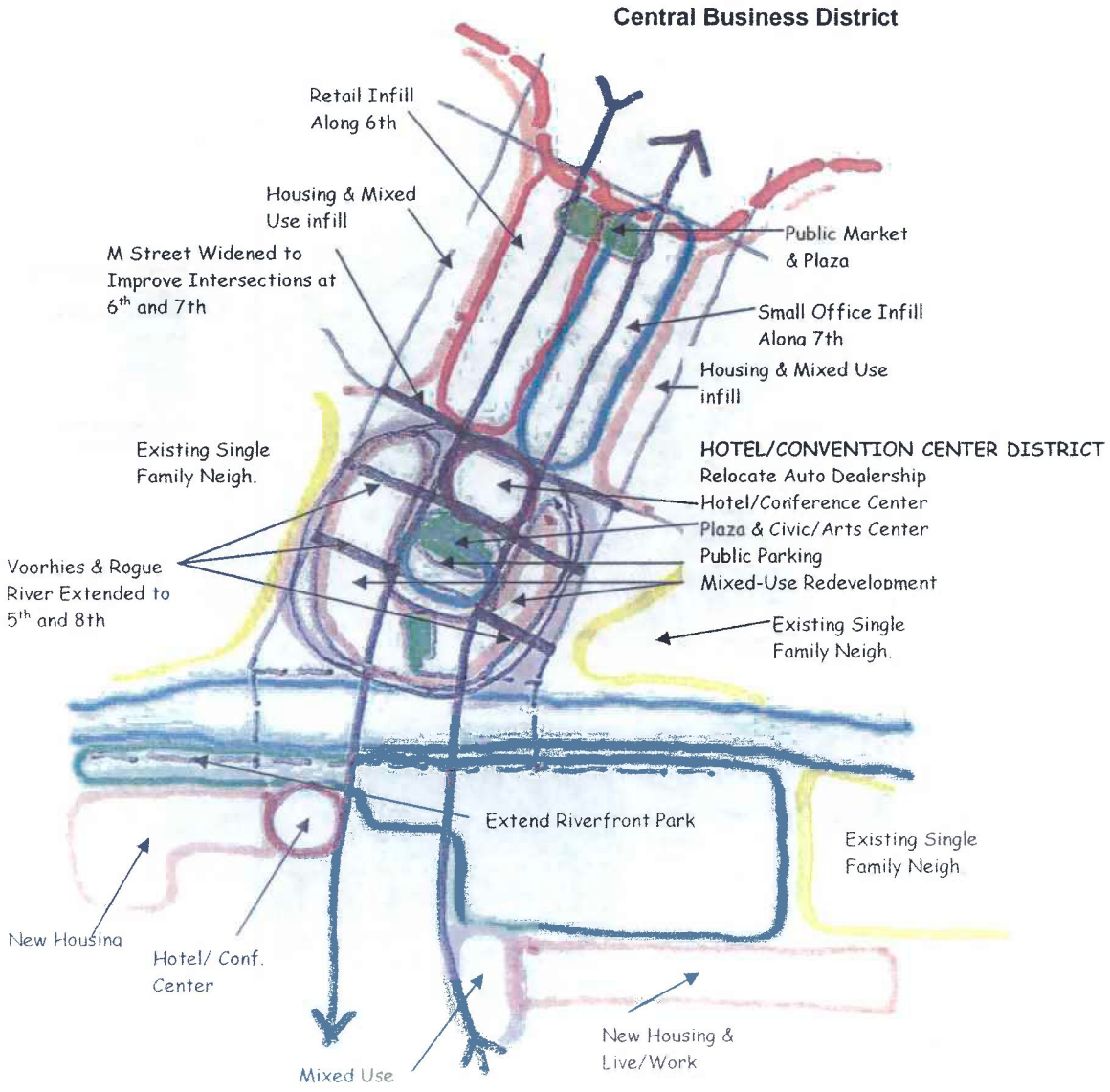


A more assertive public role would be required to realize this alternative. The city would need to adopt an urban renewal plan as a primary implementation and financing tool for the district and downtown, and focus on constructing infrastructure improvements. New zoning standards and design guidelines would be needed to assure development meets the district's Vision.

Figure 4
2028-Housing Emphasis Alternative
Land Use Concept



Figure 5
2028-Convention Center Emphasis Alternative
Urban Design Concept



This alternative would require an aggressive public role in its implementation. An urban renewal plan would be adopted as a primary implementation and financing tool for the district and downtown to construct infrastructure improvements, support private development initiatives, and pro-actively develop key projects. New zoning standards and design guidelines to assure development meets the district's Vision would also be developed.

Figure 6
2028-Convention Center Emphasis Alternative
Land Use Concept



Transportation Options & Analysis

Transportation Options

As part of the development of land use and transportation alternatives, a menu of potential transportation (street and traffic control) improvements was assembled. These improvements are summarized below. **Figure 7** shows the improvements for each alternative and changes in traffic control (signals).

- Improve/expand M St intersections at 6th St and 7th St
- Extend Voorhies St west from 6th to 5th (at Central)
- Extend Voorhies St east from 7th to 8th
- Construct new street from 5th to 8th located between Voorhies and M (an extension of Rogue River St)
- Remove third travel lane on northbound 7th St south of M St
- Add signals at Voorhies on 6th and 7th Streets
- Add signals at new Rogue River Street on 6th and 7th StreetsFigure 7 identifies (for the purposes of analysis) the street and traffic control improvements necessary/appropriate for each of the Land Use Alternatives:

Figure 7A
Transportation & Traffic Control Improvements

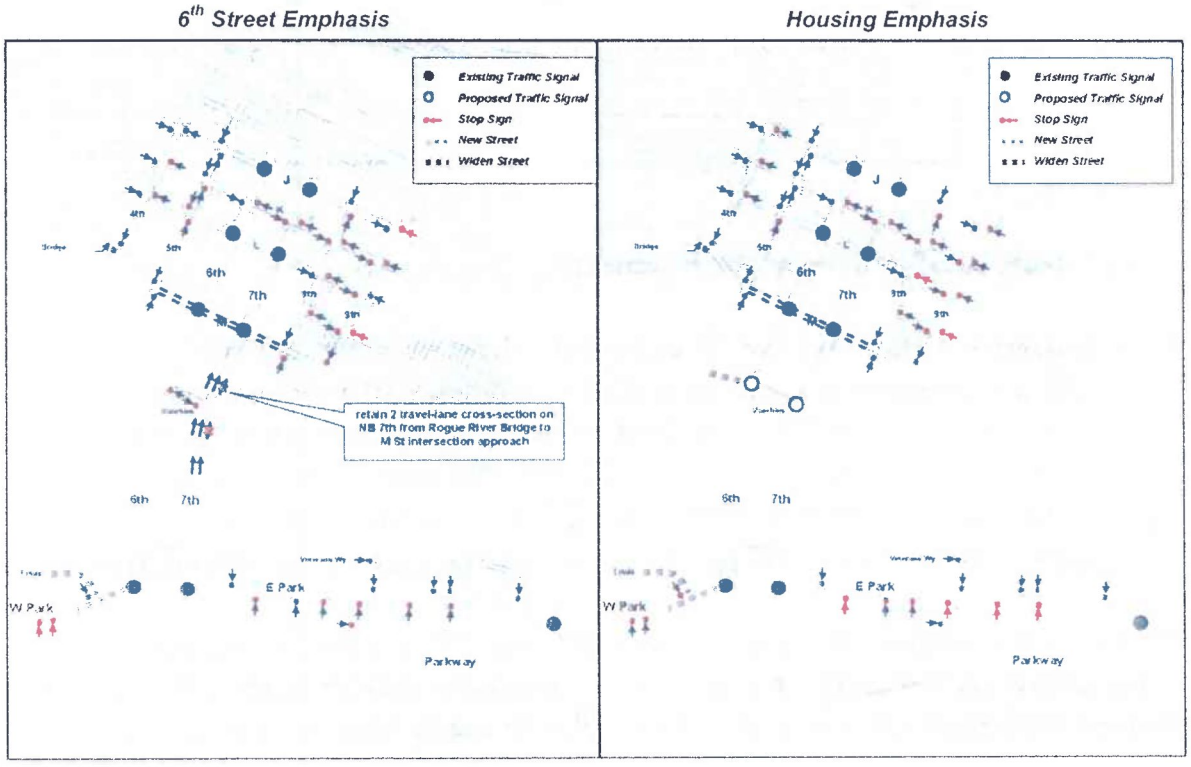
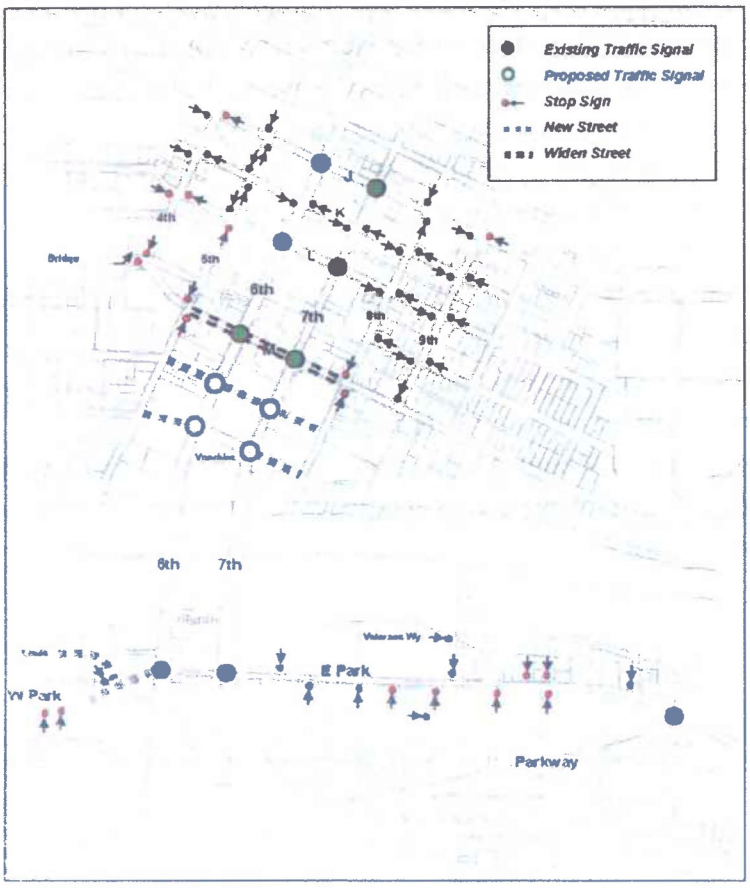


Figure 7B
Transportation & Traffic Control Improvements

Convention Center Emphasis



Initial Analysis of M Street Improvements

As discussed in Technical Memo 3, under 2028 baseline conditions the 6th St/M St intersection operates at LOS E and does not meet the City's operational standards, and the 7th St/M St and 6th St/M St intersections both exceed ODOT's maximum v/c standard of 0.90. The need to increase capacity and improve the 7th/M and 6th/M intersections has been identified as a transportation system improvement to be included in all Land Use Alternatives.

In addition to widening M St and improving the M/6th and M/7th intersections, other options for relieving M St congestion were considered. These other options included the redistribution of M St traffic onto nearby east-west streets and/or

the creation of a one-way couplet by converting M and an adjacent street to one-way operations. These other options were rejected -- i.e., they were not considered or developed further -- primarily because they all involved the diversion of through traffic from M St, an arterial, onto nearby local and collector streets that are neither designed nor intended to carry through traffic.

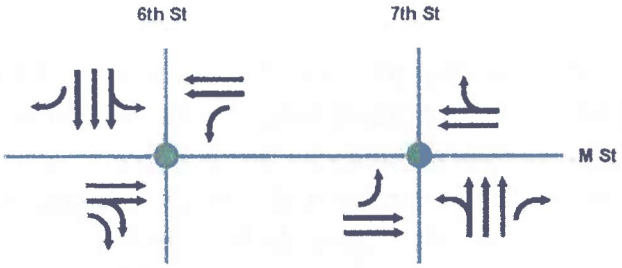
In order to get an understanding of the extent to which 7th/M and 6th/M intersection capacity can be increased, a basic intersection improvement concept was developed, and an operational analysis was performed using forecasted 2028 baseline traffic volumes. The improvement concept comprises the widening of M St between 5th St and 8th St to provide two through lanes in each direction at 6th and 7th, plus a new eastbound left turn lane at 7th. The intersection lane configurations and traffic volumes are shown in **Figure 8**.

The operational analysis (results reported in **Table 2**) found that the M St intersection improvements can significantly increase capacity and reduce congestion. At 6th/M, 2028 p.m. peak hour LOS would improve from E to C, and v/c would drop from 1.12 to 0.87. At 7th/M, 2028 p.m. peak hour LOS would improve from D to C, and v/c would drop from 1.06 to 0.92.

Further refinement of these intersection improvement concepts and development of additional concepts can and will be undertaken in concert with further development/refinement of the Land Use Alternatives.

Figure 8
M Street Improvements

M Street Improvement, Intersection Lane Configurations



2028 P.M. Peak Hour Traffic Volumes
(30th Highest Hour)

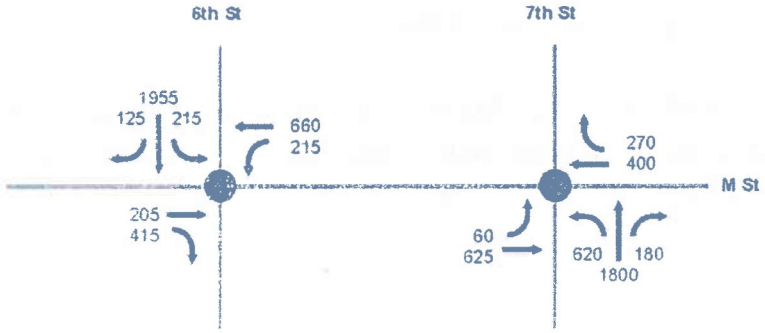


Table 2
2028 P.M. Peak Hour Intersection Level of Service (LOS)

M St / 6th St Intersection	LOS	average delay (sec/veh)	v/c
2006	C	29.9	0.92
2028	E	66.4	1.12
2028 with M St improvements	C	28.7	0.87

M St / 7th St Intersection	LOS	average delay (sec/veh)	v/c
2006	B	18.0	0.83
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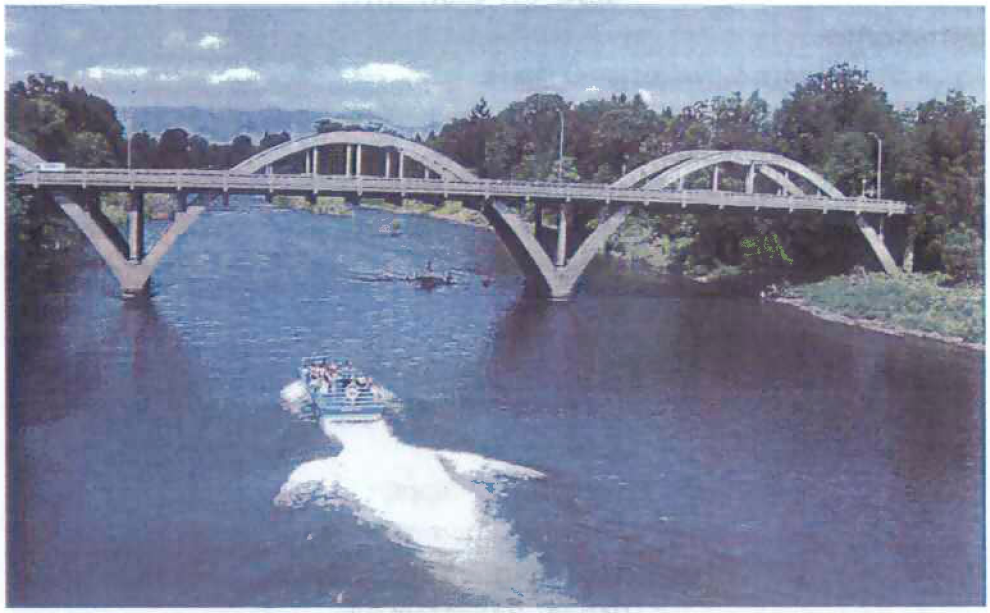
2028 with M St improvements	C	27.3	0.92

Greater Grants Pass Plan
Downtown River District

Technical Memorandum 6
Draft
Alternatives Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

Revised January 31, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District
Draft
Technical Memo 6, Alternatives Report

Land use and transportation alternatives for mixed use development and redevelopment in the Downtown River District

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Greater Grants Pass Plan
Downtown Riverfront District
Draft
Technical Memo 6, Alternatives Report

Introduction

The purpose of this Technical Memo is to depict land use and transportation alternatives for the Downtown Riverfront District that are consistent with the Vision approved by the Grants Pass City Council. Three land use alternatives are described in this report, and a menu of transportation improvements and options are identified that address transportation issues that are appropriate for each land use alternative.

Currently underway but not included in this preliminary draft report is an alternatives screening process utilizing the Grants Pass transportation model owned by the Oregon Department of Transportation. The results of this screening process will be available later in January 2007. Included in this report is an assessment of the future transportation capacity of the most significant transportation needs identified in Technical Memo 3: intersections of M Street and 6th and 7th Streets.

Vision Statements and Evaluation Criteria

The land use and transportation alternatives have been prepared considering the Vision for the Downtown River District and Evaluation Criteria. These statements are summarized below:

The Vision

- The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts.
- Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.
- The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.
- Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.

- Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable.
- The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.
- Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.
- The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.
- Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."
- Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.
- A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area.
- The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.

Evaluation Criteria

The Downtown River District Plan provides for:

1. A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District.
2. Infill and redevelopment in a compact land-efficient manner.
3. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment.
4. Business opportunities and a variety of housing options that complement one another.
5. Services, open spaces and other features that serve residents of this and adjacent districts.
6. Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.
7. Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown.
8. Convenient access to all properties in the district.
9. A functioning roadway system that does not dominate the district's character.
10. Pedestrian, bicycle, and transit facilities that provide options to the auto.
11. Opportunities to live and work in the district without using a car.
12. A riverfront that includes a variety of active and passive commercial, residential and recreational uses that take advantage of the natural beauty of the river.
13. Improved public access to the riverfront.
14. Improvements to Riverside Park that benefit both residents and visitors.
15. Adjacent developments near Riverside Park that complement the park and add energy and "eyes on the park."
16. Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.

17. A public/private partnership to accomplish projects that would otherwise be infeasible.
18. Key public investments, including fiscal incentives, designed to leverage private investments in the area.
19. Redevelopment and infill opportunities that are economically feasible for public and private investment.
20. Support by a broad spectrum of community interests and organizations.

Urban Design and Land Use Alternatives

Urban design concept diagrams and land use concept diagrams for three alternatives are shown on **Figures 1-9**. A summary of development program elements for each alternative is provided on **Table 1**. The urban design diagrams describe the primary new land use elements of each alternative.

6th Street Emphasis Alternative

This alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. See **Figures 1,2 and 3**. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Streets would be developed according to plans outlined by Evergreen Bank. A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel and south of Park fronting Riverside Park. The scale of housing would be 2 or 3 level townhomes with an opportunity for flexible uses at the ground floor.

Housing Emphasis Alternative

An alternative emphasizing housing is shown on **Figures 4, 5 and 6**. North of M Street, the 6th and 7th corridors would emphasize retail and office infill respectively. New infill housing/live-work along 5th and 8th, and major new housing redevelopment south of Park would be provided. The scale of housing would be 2 or 3 level townhomes with an opportunity for flexible uses at the ground floor. Streetscape improvements on 6th-7th and widening of M Street would also be included. The riverfront area includes more infill development along an extended Voorhies and the river. South of the river, a public-private partnership would support a new hotel/conference center/restaurants and additional housing plus an

extension of Riverside Park to the west. The overall area devoted to park would remain about the same as today.

Convention Center Emphasis Alternative

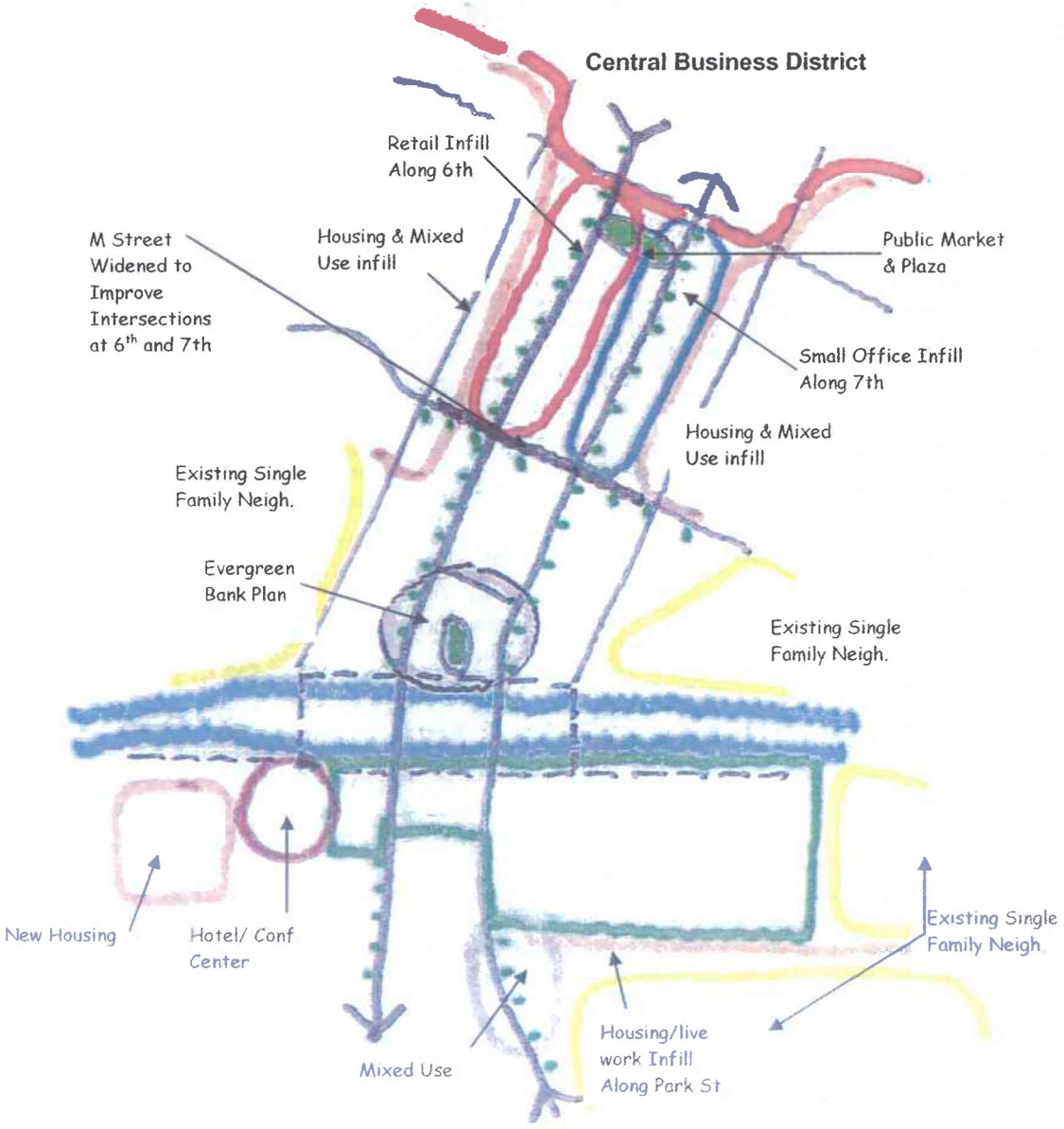
The third alternative, shown on **Figures 7, 8 and 9** assumes that in the long term, the Ford Dealership property between M and Voorhies Streets is redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza. This key location will benefit both the CBD and tourist-commercial areas along the riverfront. Parking would be provided below-grade. Both Voorhies and Rogue River Avenue would be extended. Streetscape improvements on 6th-7th and widening of M Street would also be included. Other aspects of this alternative are similar to the Housing Emphasis Alternative.

Table 1
Land Use Alternatives-Program Elements

Development Program Elements	6th Street Emphasis	Housing Emphasis	Convention Center Emphasis
New Housing (Dwelling Units)			
North of River	287	287	345
South of River	105	286	286
In Mixed-Use Developments	10	70	100
Total New Housing	402	643	731
Commercial Uses (Square Feet)			
Existing	320,000	320,000	320,000
New North of River	57,300	57,300	57,300
New North of River In Mixed-Use Developments	0	54,000	75,500
New South of River In Mixed-Use Developments	15,000	45,000	45,000
Total New Commercial	72,300	156,300	177,800
New Office Uses (Square Feet)	67,100	67,100	78,100
Hotels/Conference/Convention Center (Square Ft.)			
New 60 Rooms + Conference Center	60,000	60,000	60,000
New 75 Rooms + Convention Center			166,500
Total New Hotel/Conference/Convention Ctr.	60,000	60,000	226,500
Civic/Arts Center/Market	10,500	10,500	45,500
Total Square Feet of New Building Area	209,900	293,900	527,900
Total Square Feet Non-Residential in District	529,900	613,900	847,900
Parking (Number of Spaces)			
Existing On-Street(1)	930	930	930
Off-Street Lots	634	684	719
Off-Street Structure(2)	190	190	740
Total Parking Spaces	1,754	1,804	2,389
Parking Ratio (Parking Spaces/1000 SF)	3.31	2.94	2.82

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.
(2)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces) and the 75 room hotel/convention/civic center (550 spaces). Surface lots provided if structure infeasible.

Figure 1
2028-6th Street Corridor Alternative
Urban Design Concept

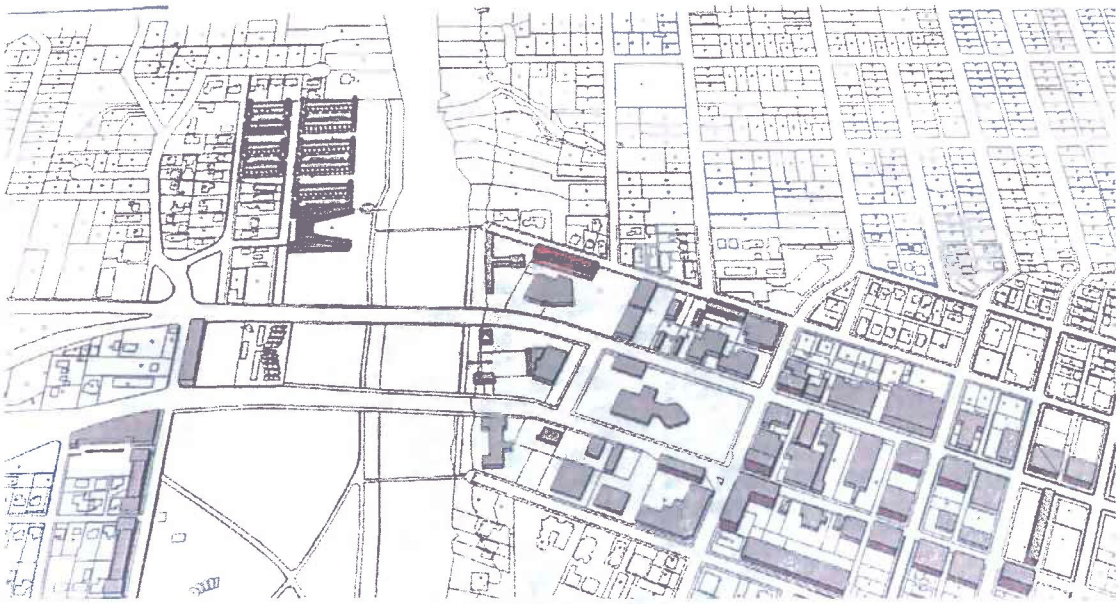


This alternative relies on the private sector to initiate new development and redevelopment activities, with public support for strategic infrastructure improvements funded from current city and state sources. New zoning standards and design guidelines would be needed to assure development meets the district's Vision.

Figure 2
2028-6th Street Corridor Alternative
Land Use Concept



Figure 3A
2028-6th Street Corridor Alternative
Illustrations



View Looking West

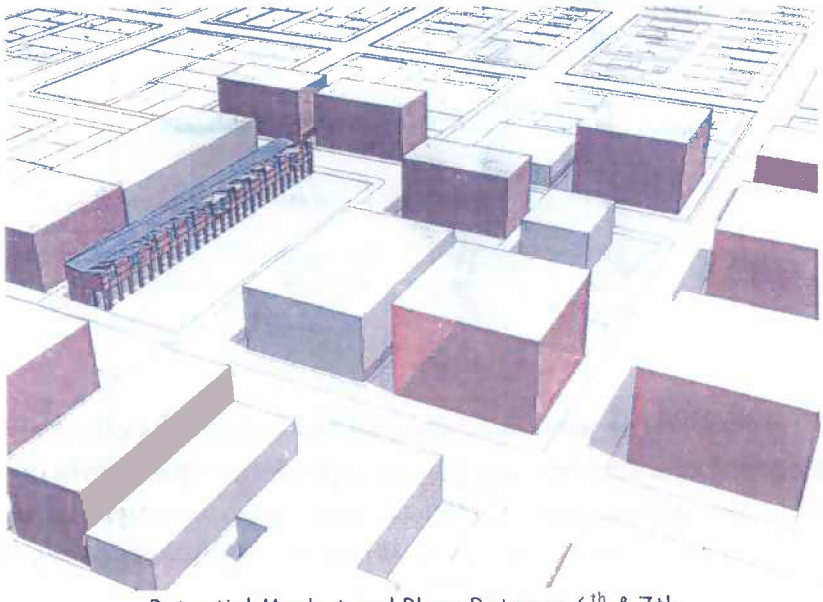


View Looking North

Figure 3B
2028-6th Street Corridor Alternative
Illustrations

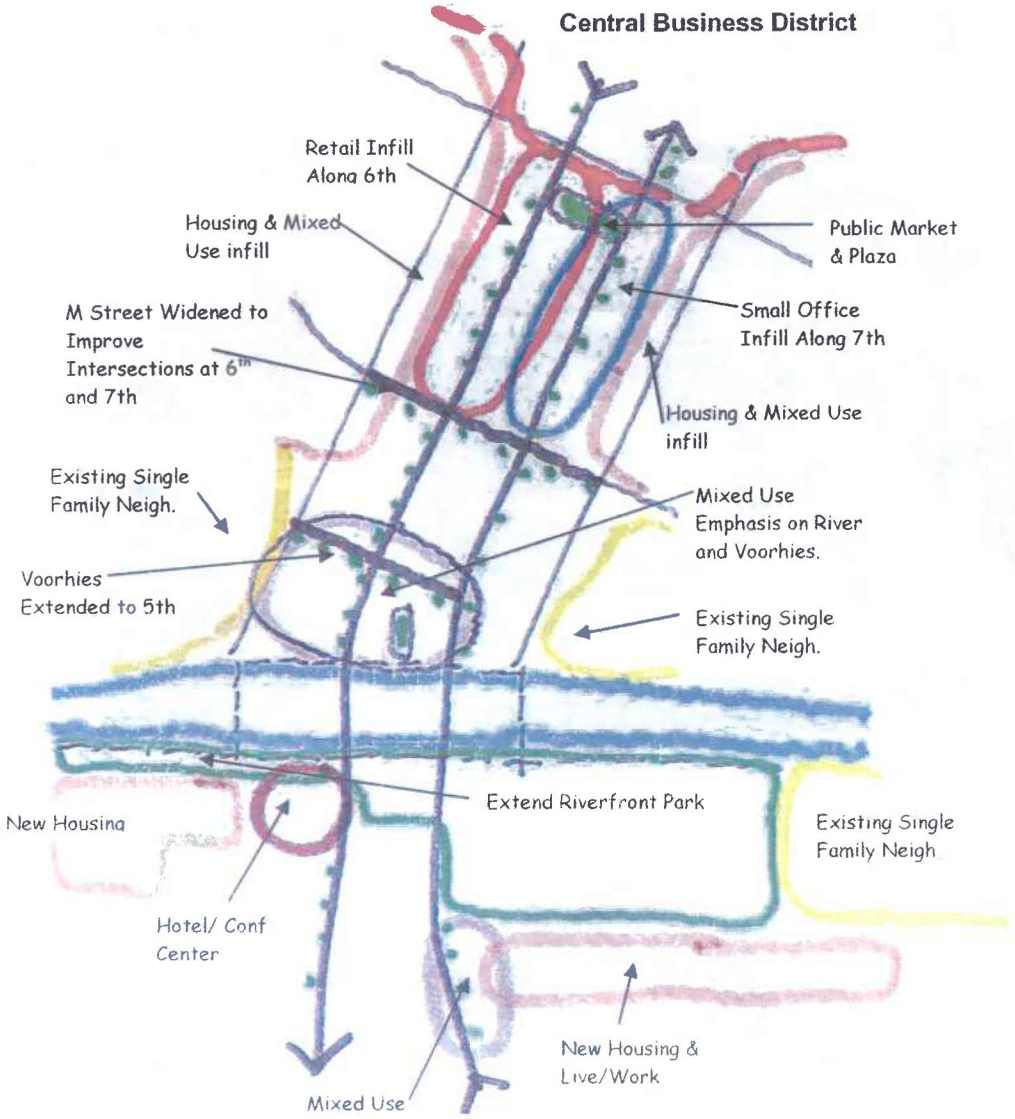


View Looking South



Potential Market and Plaza Between 6th & 7th

Figure 4
2028-Housing Emphasis Alternative
Urban Design Concept

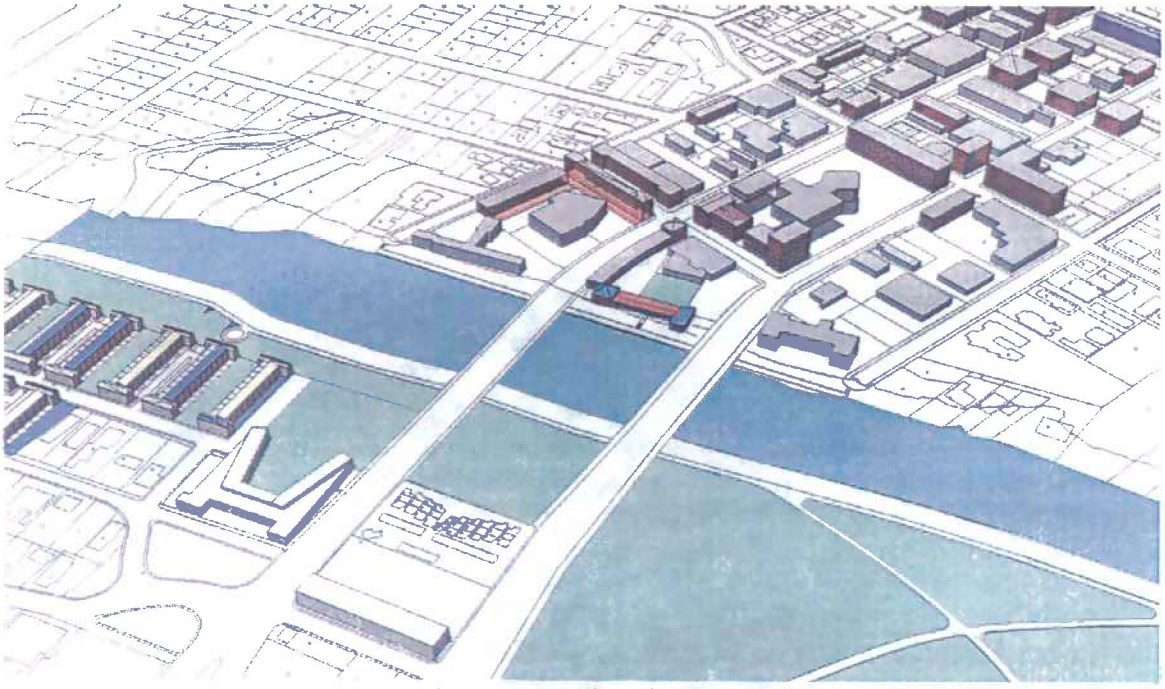


A more assertive public role would be required to realize this alternative. The city would need to adopt an urban renewal plan as a primary implementation and financing tool for the district and downtown, and focus on constructing infrastructure improvements. New zoning standards and design guidelines would be needed to assure development meets the district's Vision.

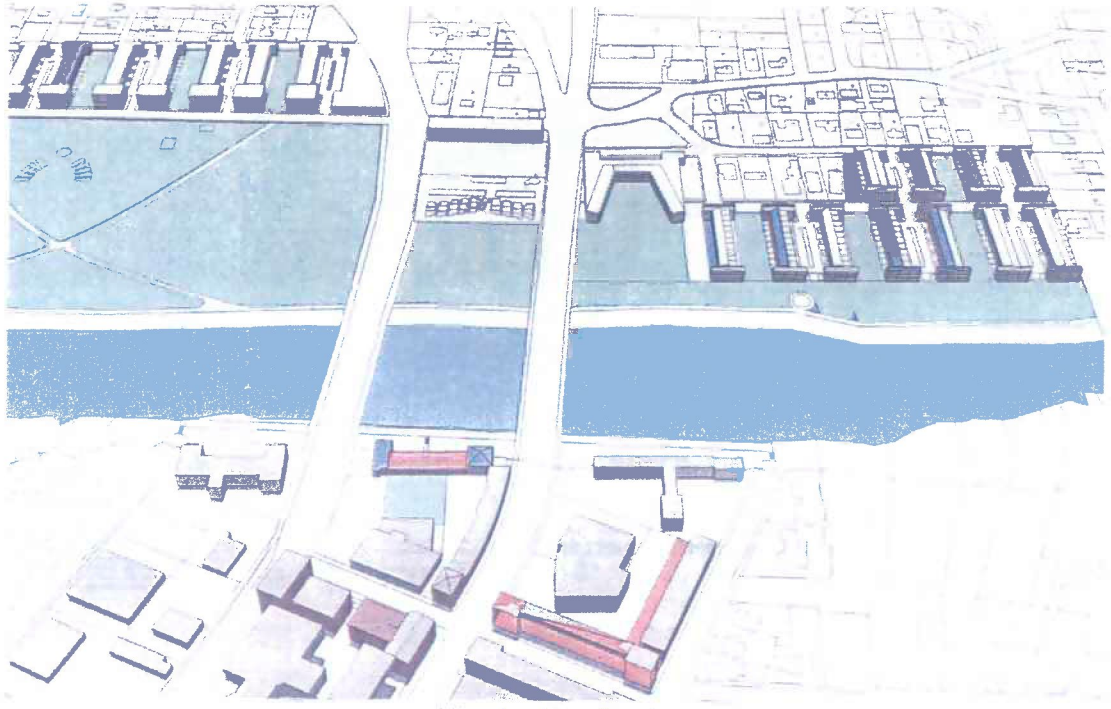
Figure 5
2028-Housing Emphasis Alternative
Land Use Concept



Figure 6A
2028-Housing Emphasis Alternative
Illustrations

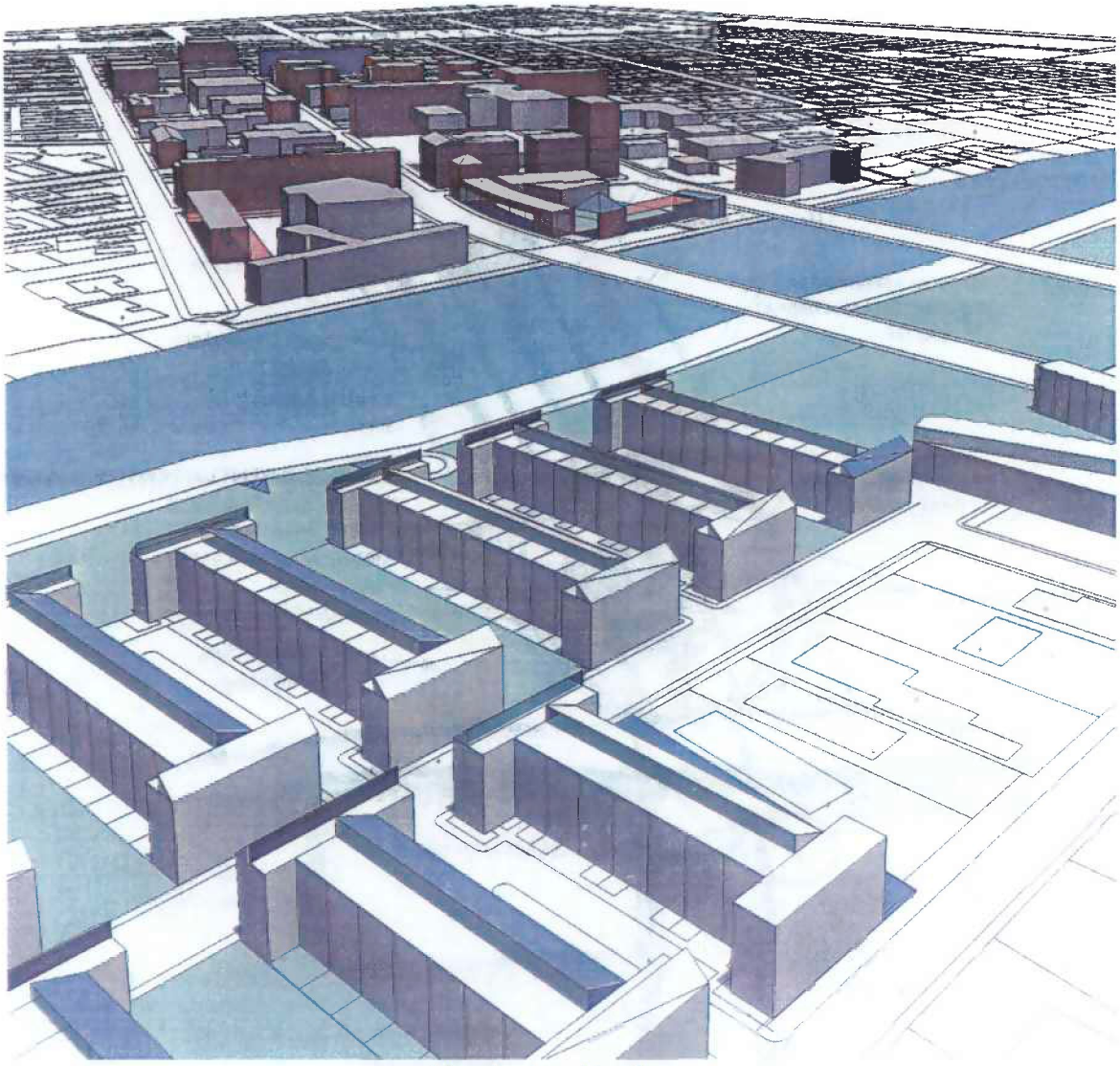


View Looking Northwest



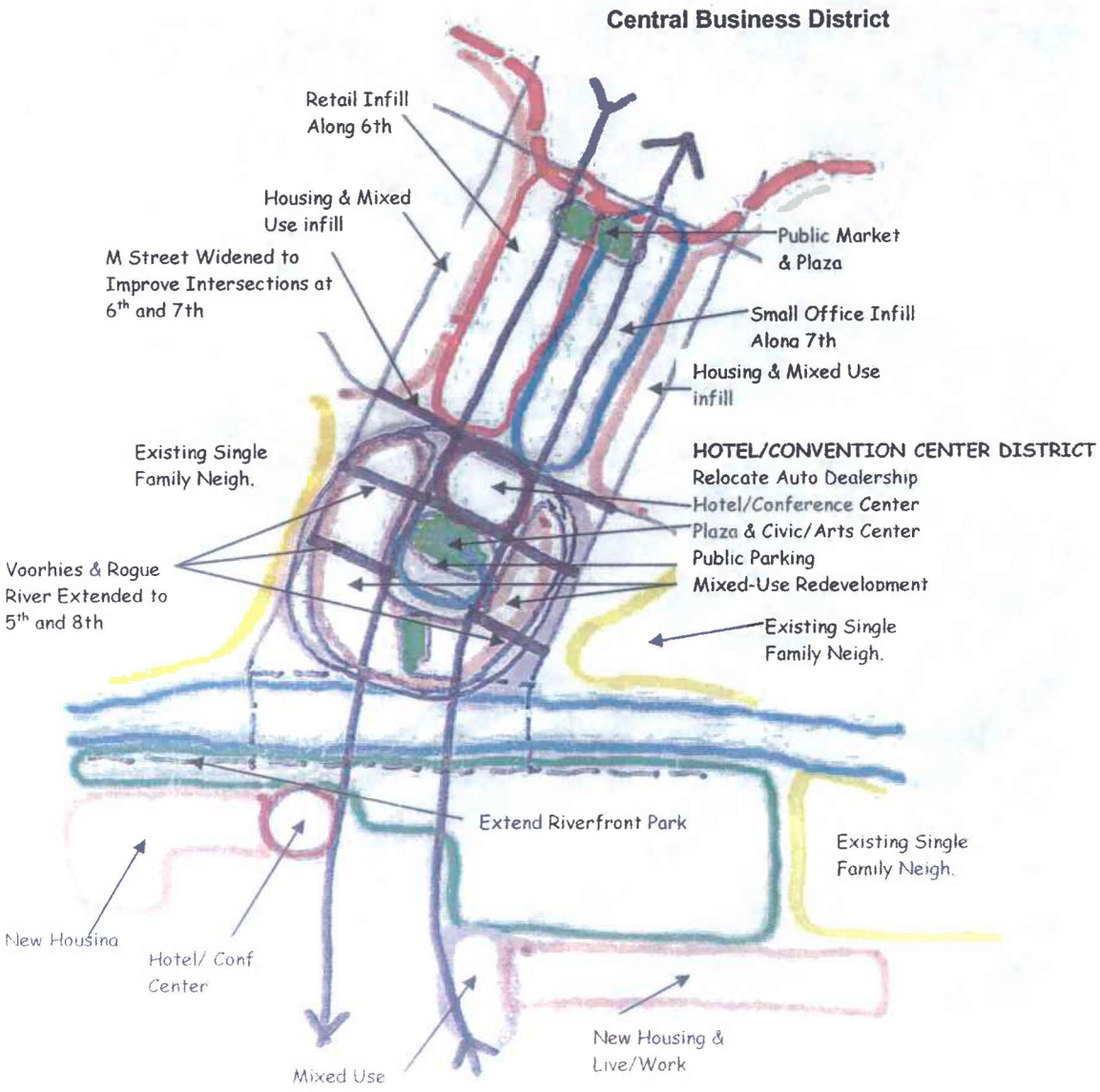
View Looking South

Figure 6B
2028-Housing Emphasis Alternative
Illustrations



View Looking Northeast

Figure 7
2028-Convention Center Emphasis Alternative
Urban Design Concept

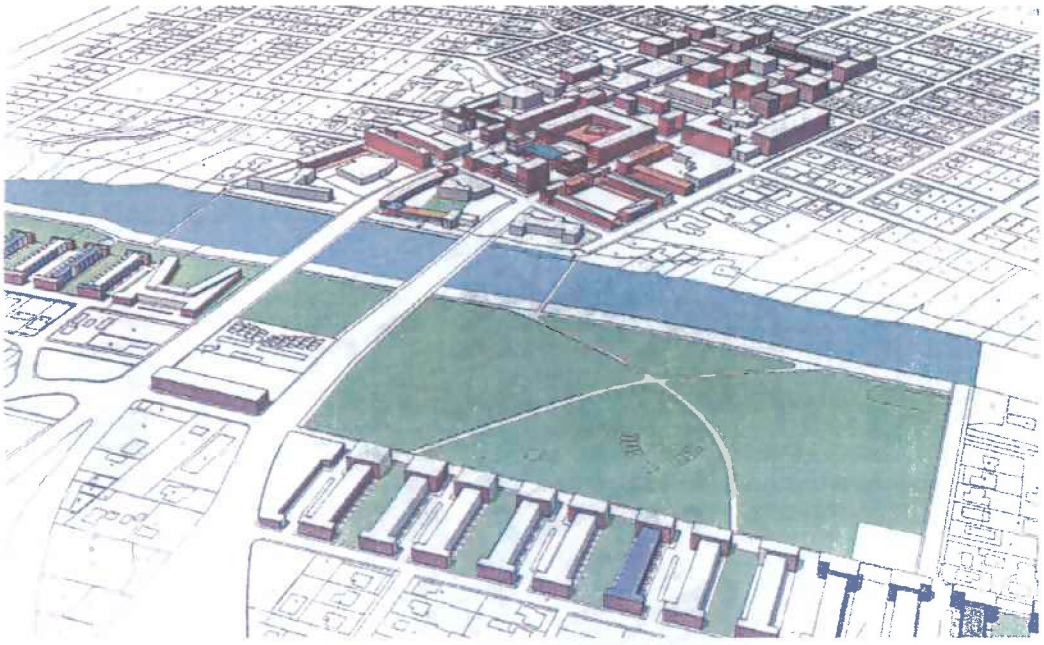


This alternative would require an aggressive public role in its implementation. An urban renewal plan would be adopted as a primary implementation and financing tool for the district and downtown to construct infrastructure improvements, support private development initiatives, and pro-actively develop key projects. New zoning standards and design guidelines to assure development meets the district's Vision would also be developed.

Figure 8
2028-Convention Center Emphasis Alternative
Land Use Concept



Figure 9A
2028-Convention Center Emphasis Alternative
Illustrations

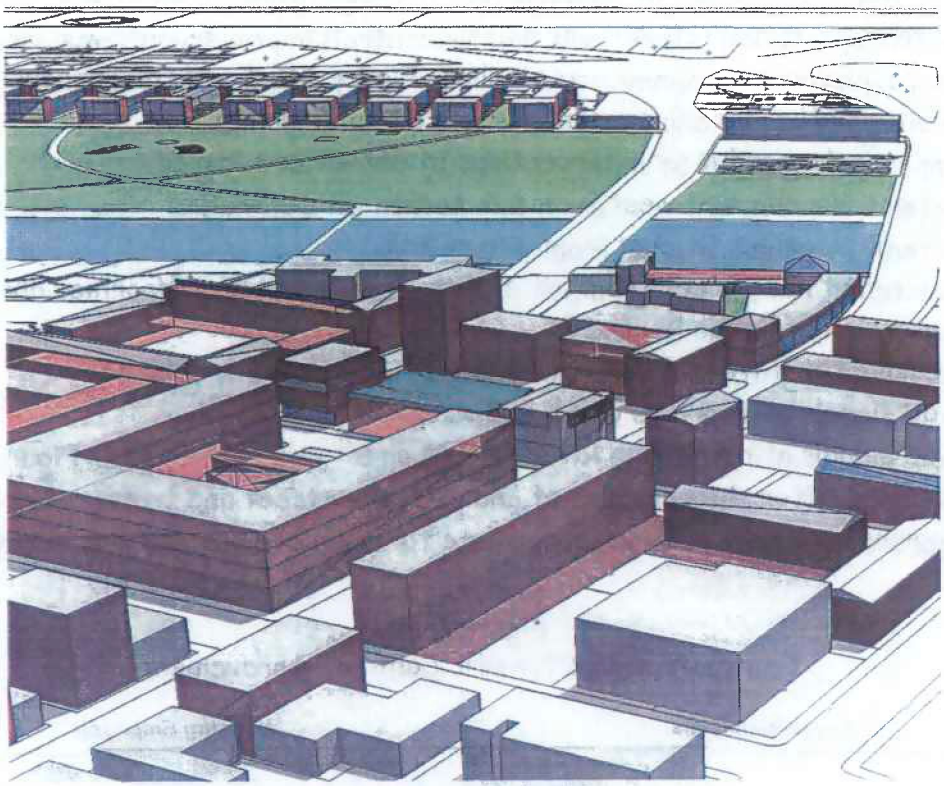


View Looking Northwest



View Looking South

Figure 9B
2028-Convention Center Emphasis Alternative
Illustrations



View of Convention Center Looking Southeast

Transportation Options & Analysis

Transportation Options

As part of the development of land use and transportation alternatives, a menu of potential transportation (street and traffic control) improvements was assembled. These improvements are summarized below. **Figure 10** shows the improvements for each alternative and changes in traffic control (signals).

- Improve/expand M St intersections at 6th St and 7th St
- Extend Voorhies St west from 6th to 5th (at Central)
- Extend Voorhies St east from 7th to 8th
- Construct new street from 5th to 8th located between Voorhies and M (an extension of Rogue River St)
- Remove third travel lane on northbound 7th St south of M St
- Add signals at Voorhies on 6th and 7th Streets
- Add signals at new Rogue River Street on 6th and 7th Streets. Figure 10 identifies (for the purposes of analysis) the street and traffic control improvements necessary/appropriate for each of the Land Use Alternatives:

Figure 10A
Transportation & Traffic Control Improvements

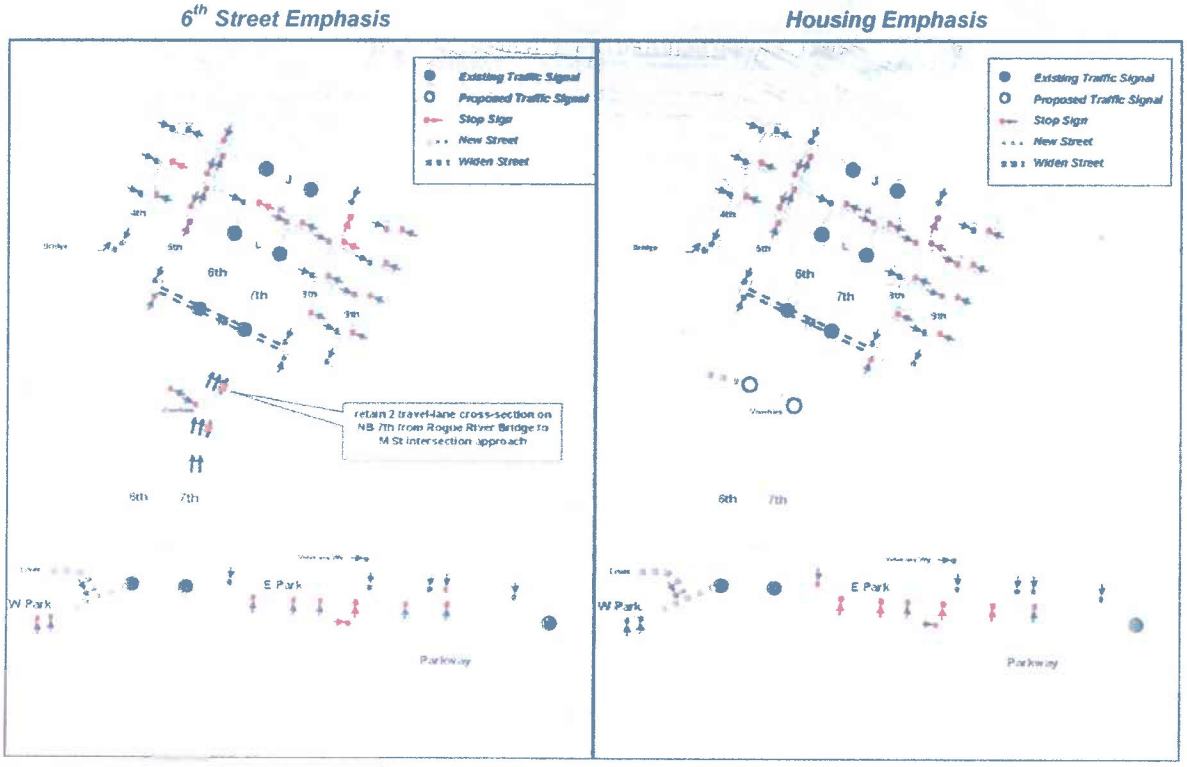
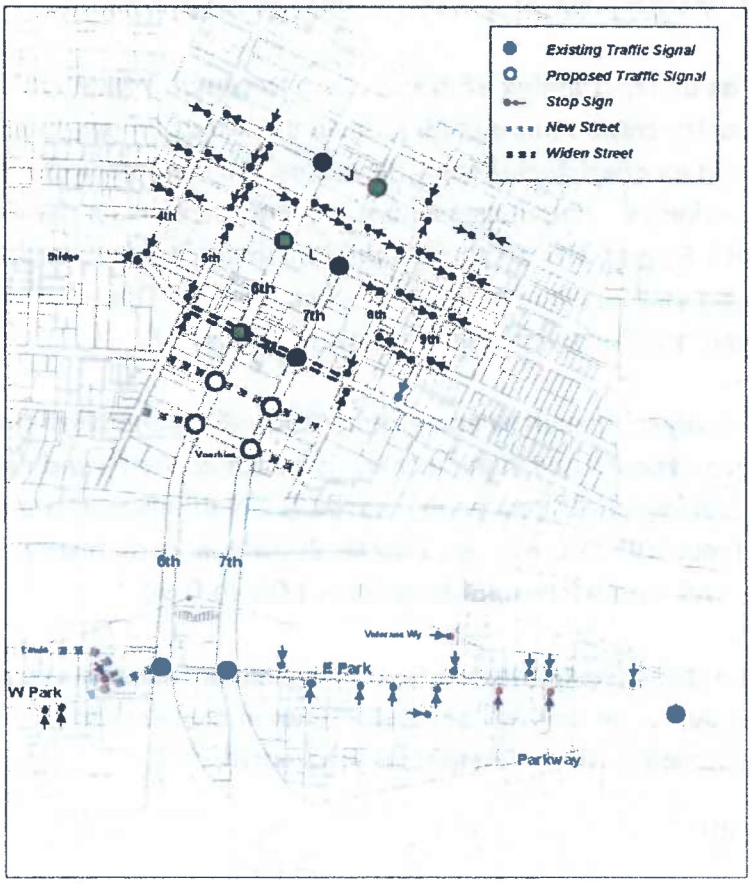


Figure 10B
Transportation & Traffic Control Improvements

Convention Center Emphasis



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In addition to widening M St and improving the M/6th and M/7th intersections, other options for relieving M St congestion were considered. These other options included the redistribution of M St traffic onto nearby east-west streets and/or

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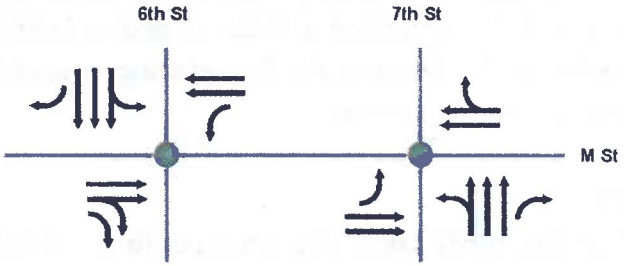

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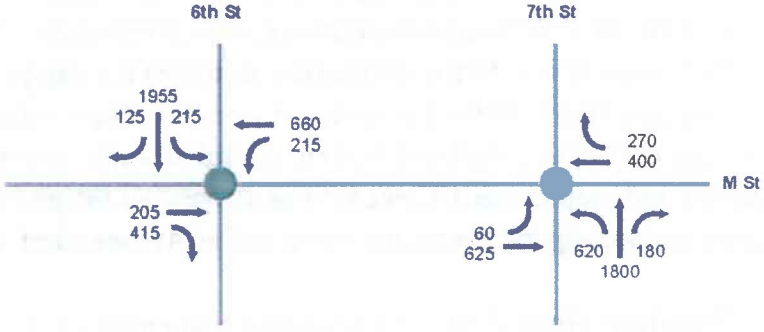

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2006	B	18.0	0.83
2028	D	47.0	1.06
2028 with M St improvements	C	27.3	0.92

Alternatives Screening: Transportation Impacts

The potential impacts of the three Land Use/Transportation Alternatives on the street system in and around the Study Area were assessed by preparing traffic forecasts for each Alternative and comparing those traffic forecasts with the future baseline forecasts[1] (as compiled and described in Tech Memo 3, "Future Baseline Traffic Conditions"). The traffic forecasting process, results, and conclusions are reported in this section.

Traffic Forecasts

Traffic forecasts for the three Land Use/transportation Alternatives were prepared using ODOT's Grants Pass traffic model, the same model used to prepare the future baseline forecasts. (The model and the forecasting process are described in detail in Tech Memo 3, "Future Baseline Traffic Conditions.")

The traffic forecasting work needed for screening the Land Use/Transportation Alternatives was fairly involved, and required significant effort by ODOT TPAU modeling staff. Because the distributions of population and employment were different for each of the Land Use Alternatives, it was necessary to run the full model stream: trip generation, trip distribution, and traffic assignment. (To prepare the future baseline traffic forecasts it was necessary only to run traffic assignments, as the ODOT Grants Pass traffic model already incorporated future baseline population and employment forecasts and transportation improvements.) The traffic forecasting requirements are compiled in **Attachment A**.

The estimated Downtown River District population and employment growth for each Land Use Alternative is summarized in **Table 3**. These population and employment estimates were incorporated in the traffic forecasting model. In addition, the future baseline population and employment forecasts representing the remainder of the Grants Pass area in the model were reduced in numbers equivalent to the River District increases in order to hold the regional total population and employment constant among the various alternatives. (The population and employment reductions are compiled in **Attachment A**).

---

[1] "Baseline": Grants Pass River District Plan No Action Alternative (i.e., no changes from existing plans and forecasts)

Table 3
River District Growth

Growth Scenario	North of River		South of River	
	Population (households)	Employment (jobs)	Population (households)	Employment (jobs)
Future Baseline	+7	+38	+10	+92
Convention Center	+445	+720	+731	+922
Housing Emphasis	+357	+676	+643	+878
6th Street Emphasis	+297	+443	+402	+505

This approach was necessary, because the primary purpose of the Land Use Alternatives - in land use/transportation and growth management terms - is to focus more growth and development in the central city to reduce sprawl and travel demand. Accordingly, the population and employment increases associated with the Land Use Alternatives must be analyzed as relocations of finite regional total population and employment, and not as additions to the regional totals.

Assessment of Potential Traffic Impacts

Potential traffic impacts of the three Land Use/Transportation Alternatives were assessed by comparing the traffic generation totals and the forecasted p.m. peak hour traffic volumes for each alternative with those of the other alternatives and the future baseline condition.

Planning Area Traffic Generation

Study area traffic generation totals for each of the Land Use Alternatives are compiled in **Table 4**. As shown in the Table, the Land Use Alternatives will generate 300-750 more p.m. peak hour trips in the study area north of the river and 130-280 more p.m. peak hour trips in the study area south of the river than will future baseline growth. (It should be noted that these "additional" study area trips are NOT new to the street system; rather, they are trips that are traveling to and/or from the study area instead of somewhere else in the Grants Pass area. Consequently, some proportion of the additional study area trips will represent traffic that would use study area streets under future baseline conditions, and therefore will not serve to increase traffic volumes beyond the baseline volumes.

Table 4
Study Area Traffic Generation
(P.M. Peak Hour Trips)

Land Use Alternative	North of River	South of River
Existing	960	240
Future Baseline	1,010	260
Convention Center	1,765	545
Housing Emphasis	1,625	545
6th Street Emphasis	1,405	390

Street System Traffic Volumes
The traffic volume changes on key Planning Area streets associated with each Land Use Alternative (as compared to the future baseline volumes) are compiled in **Figure 12A** (Convention Center Alternative), **Figure 12B** (Housing Emphasis Alternative), and **Figure 12C** (6th Street Emphasis Alternative).

As shown in the Figures, Alternatives-related traffic increases are modest. Traffic increases on 6th and 7th are proportionally minimal, and the increases on most other streets are minimal in terms of total volume. However, increases on East M St and East Park are of note, and suggest that additional attention should be given to traffic operations and impacts on these streets as the alternatives are developed further.

Figure 12A

Traffic Volume Difference, Convention Center Alternative vs. Baseline

(*2025 P.M. Peak Hour*)

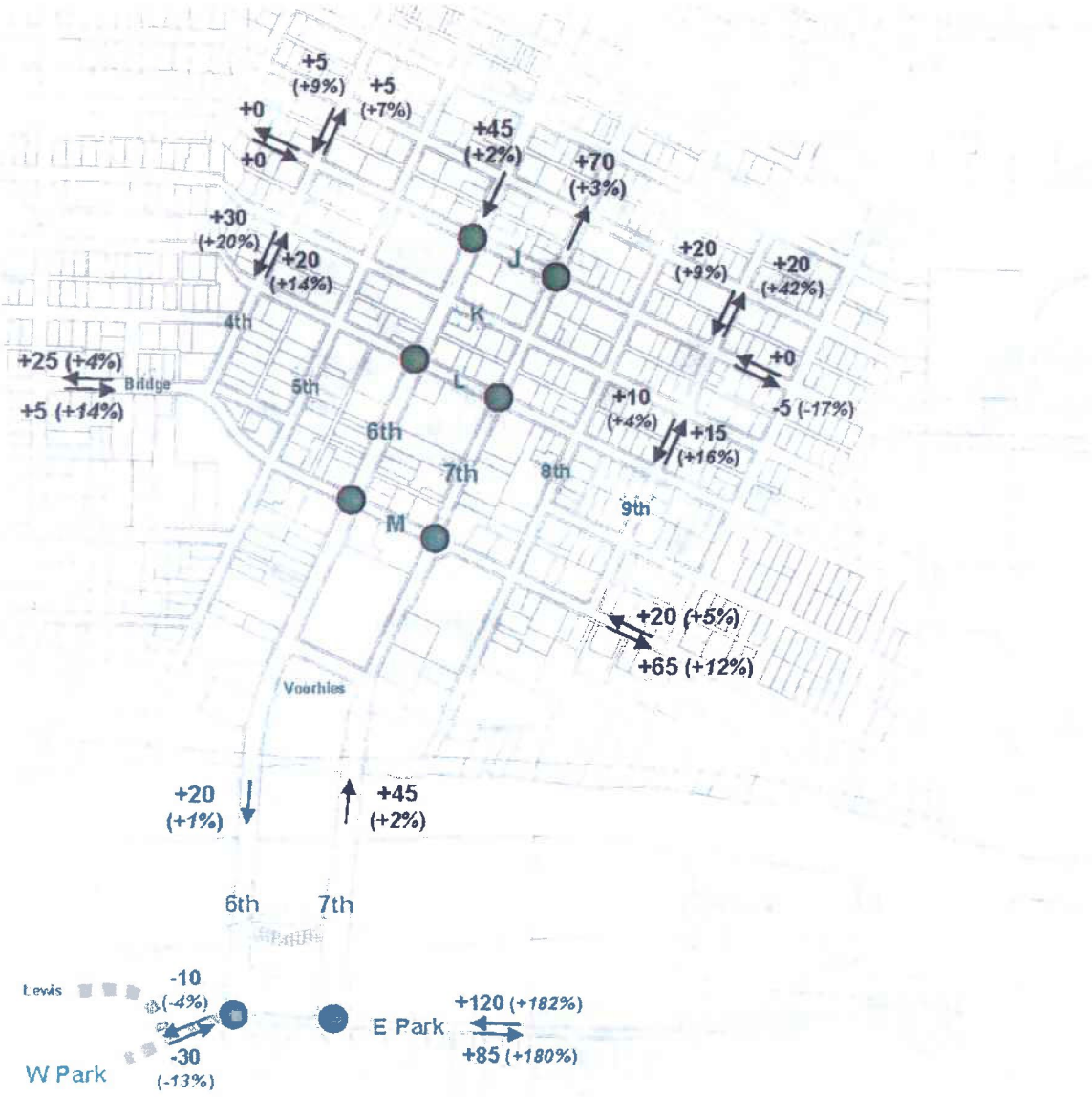


Figure 12B

Traffic Volume Difference, Housing Emphasis Alternative vs. Baseline

(*2025 P.M. Peak Hour*)

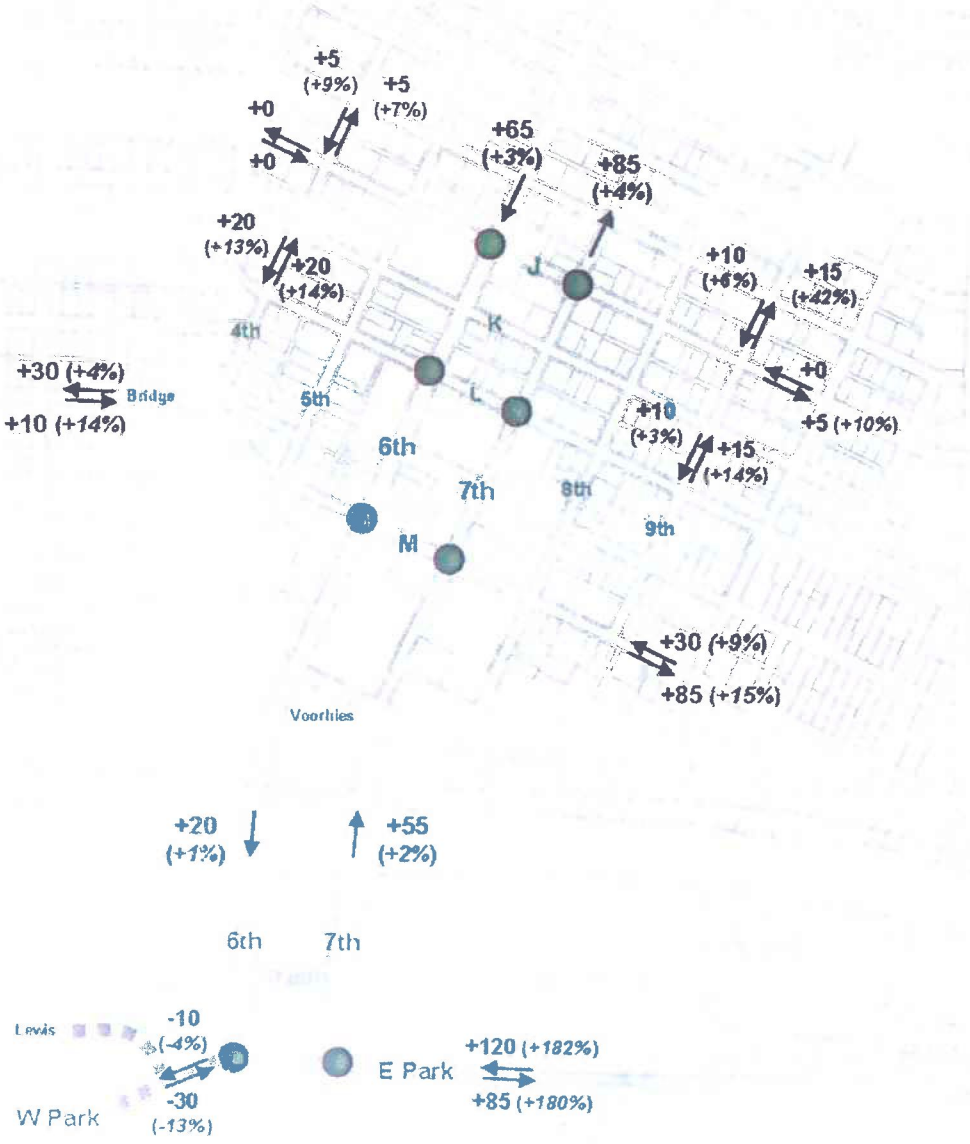


Figure 12C

Traffic Volume Difference, 6th St Emphasis Alternative vs. Baseline

(2025 P.M. Peak Hour)



Findings and Conclusions-Potential Traffic Impacts

The following set of findings and conclusions were developed to provide guidance for the alternatives screening process:

- The River District Land Use Alternatives all comprise significant, but similar study area population and employment increases. The population and employment increases, however, do NOT translate into excessive traffic volume increases.
- The traffic analysis element of the alternatives screening process found that none of the Land Use Alternatives have apparent fatal flaws related to traffic generation and traffic volumes, and all can be developed further if desired.
- The menu of transportation improvements can and should be developed further. In addition, improvements on East M and East Park should be identified and developed.

Attachment A

TRAFFIC FORECASTS FOR GRANTS PASS RIVER DISTRICT PLAN ALTERNATIVES SCREENING

The traffic assignments and outputs prepared for the Grants Pass River District Plan Land Use and Transportation Alternatives screening process are described below.

ALTERNATIVES

Land Use/Transportation Alternatives were developed using the following three-step process:

1. A set of three Land Use Alternatives was developed:
   - "Convention Center"
   - "Housing Emphasis"
   - "6th Street Emphasis"

2. A menu of potential transportation (street and traffic control) improvements was developed:
   - improve/expand M St intersections at 6th St and 7th St
   - extend Voorhies St west from 6th to 5th (at Central)
   - extend Voorhies St east from 7th to 8th
   - construct new street from 5th to 8th located between Voorhies and M (an extension of Rogue River St)
   - Remove third travel lane on northbound 7th St south of M St

3. The street and traffic control improvements that should be associated with each of the Land Use Alternatives for the purposes of analysis were specified (see Figure).

Transportation Improvements

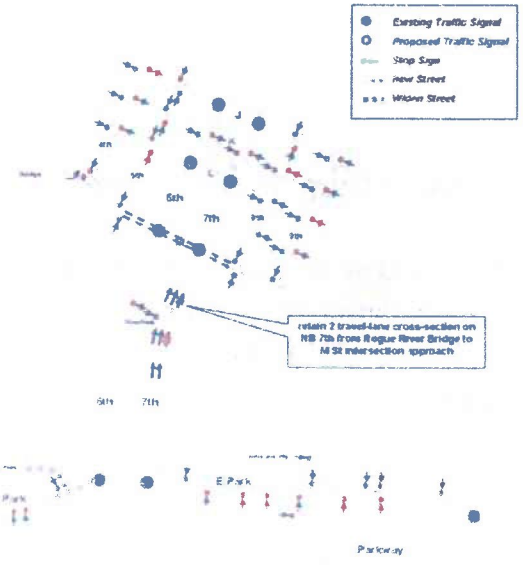
Convention Center



Housing Emphasis



6th Street Emphasis



TRAFFIC ASSIGNMENTS

To analyze these alternatives, traffic assignments for each of the three Land Use Alternatives were prepared. Because the land use alternatives are defined by a

redistribution of Grants Pass population and employment (i.e., more of each in the River District with equivalent reductions elsewhere), which in turn affects traffic volumes and patterns, each of the assignments required modifying and running the full model stream (i.e., trip generation, trip distribution, *and* traffic assignment, not just the latter).

Population and Employment

Grants Pass Traffic Forecasting Model 2025 population and employment was revised as specified in the following tables. (The Grants Pass area population/employment reductions that offset the River District increases, as identified in the tables, were critical to the veracity of the traffic forecasts and analyses and were incorporated in the forecasting model; i.e., it was not appropriate to simply add the River District increases. This is because the primary purpose of the land use alternatives – in land use/transportation and growth management terms – is to focus more growth and development in the central city to reduce sprawl and travel demand; for this reason, the population and employment increases associated with the land use alternatives could not be analyzed as additions to the regional totals, but rather as relocations of finite regional total population and employment.)

Network Revisions

Assignments for the three Land Use/Network Alternatives were run on the previously modified/refined future baseline network, with the following revisions:

<u>All three Land Use/Network Alternatives</u>

- M St two lanes each direction between 5th and 8th
- permit all movements at 7th/M intersection (i.e., remove EB-M-to-NB-7th left turn prohibition)

<u>Convention Center Alternative</u>

- make additional network revisions shown in attached diagram

<u>Housing Emphasis Alternative</u>

- make additional network revisions shown in attached diagram

Assignment Outputs

The traffic assignment outputs are listed below.

For each of the three Land Use/Network Alternatives:

- 2025 volumes (network plots as prepared for future baseline assignment)
- turn moves at nodes for which future baseline turn moves were provided PLUS turn moves at the nodes representing 6th/Voorhies and 7th/Voorhies (node turn move plots as prepared for future baseline assignment)
- 2025 volume difference between Land Use/Network Alternative assignment and Future baseline assignment (Land Use/Network Alternative link volumes minus Future Baseline link volumes)
- Total network VMT

For Future Baseline Scenario:

- Total network VMT (using assignment prepared previously for Future Baseline Conditions Analysis)

Convention Center Alternative:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194	+44	+77		+78	
196	+37	+65		+124	
197			+55	+74	
198	+45	+79	+64	+96	+25
199	+79	+138	+75		
200	+80	+140			
226	+132	+231			+22
231	+154	+270	+45	+90	+45
TOTAL	**+731**	**+1,280**	**+296**	**+494**	**+132**

Housing Emphasis Alternative:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194				+34	
196	+37	+65		+124	
197			+55	+74	
198	+30	+53	+64	+96	+25
199	+50	+88	+75		
200	+80	+140			
226	+132	+231			+22
231	+154	+270	+45	+90	+45
TOTAL	**+643**	**+1,127**	**+296**	**+450**	**+132**

6th St Emphasis Alternative:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194				+34	
196	+37	+65		+124	
197			+55	+74	
199	+20	+35	+27		
200	+80	+140			
229	+55	+96			+22
230					
231	+50	+88	+15	+10	+15
TOTAL	**+402**	**+704**	**+154**	**+274**	**+77**

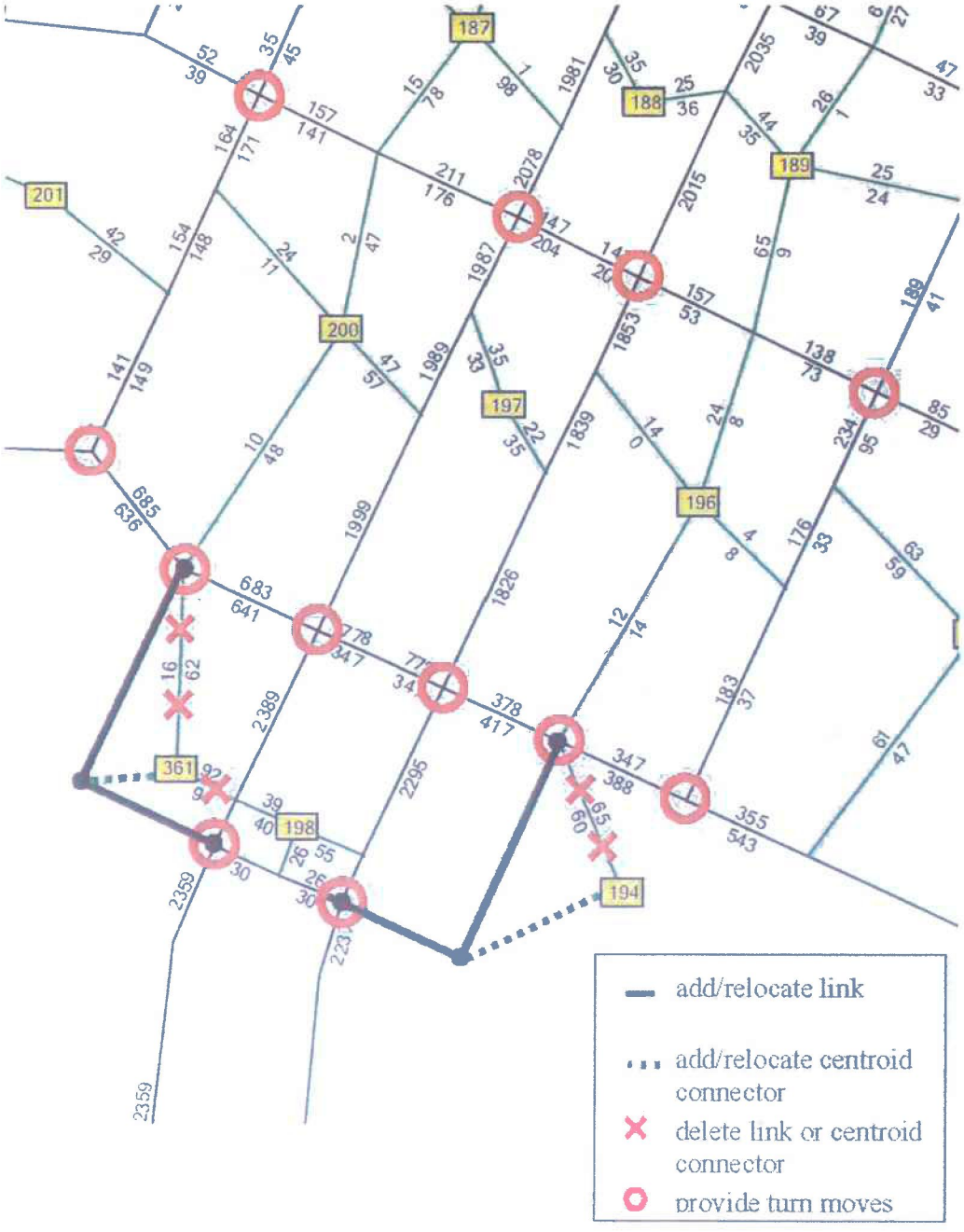
Grants Pass Area Employment Decreases
[to balance study area increases]

	Convention Center		Housing Emphasis		6th St Emphasis	
TAZ	retail jobs	office/ service jobs	retail jobs	office/ service jobs	retail jobs	office/ service jobs
101		-59		-59		-33
128		-36		-36		-20
206	-36	-64	-36	-64	-17	-36
225	-17	-31	-17	-31	-8	-17
226	-42	-74	-42	-74	-19	-41
233	-17	-30	-17	-30	-8	-17
246	-30		-30		-14	
251	-23	-27	-23	-27	-11	-15
252	-41	-76	-41	-76	-19	-43
256	-47	-83	-47	-83	-22	-46
296	-12	-44	-12	-31	-12	-25
309	-6	-20	-6	-14	-6	-11
310	-25	-83	-25	-58	-21	-46
TOTAL	-296	-627	-296	-583	-155	-351

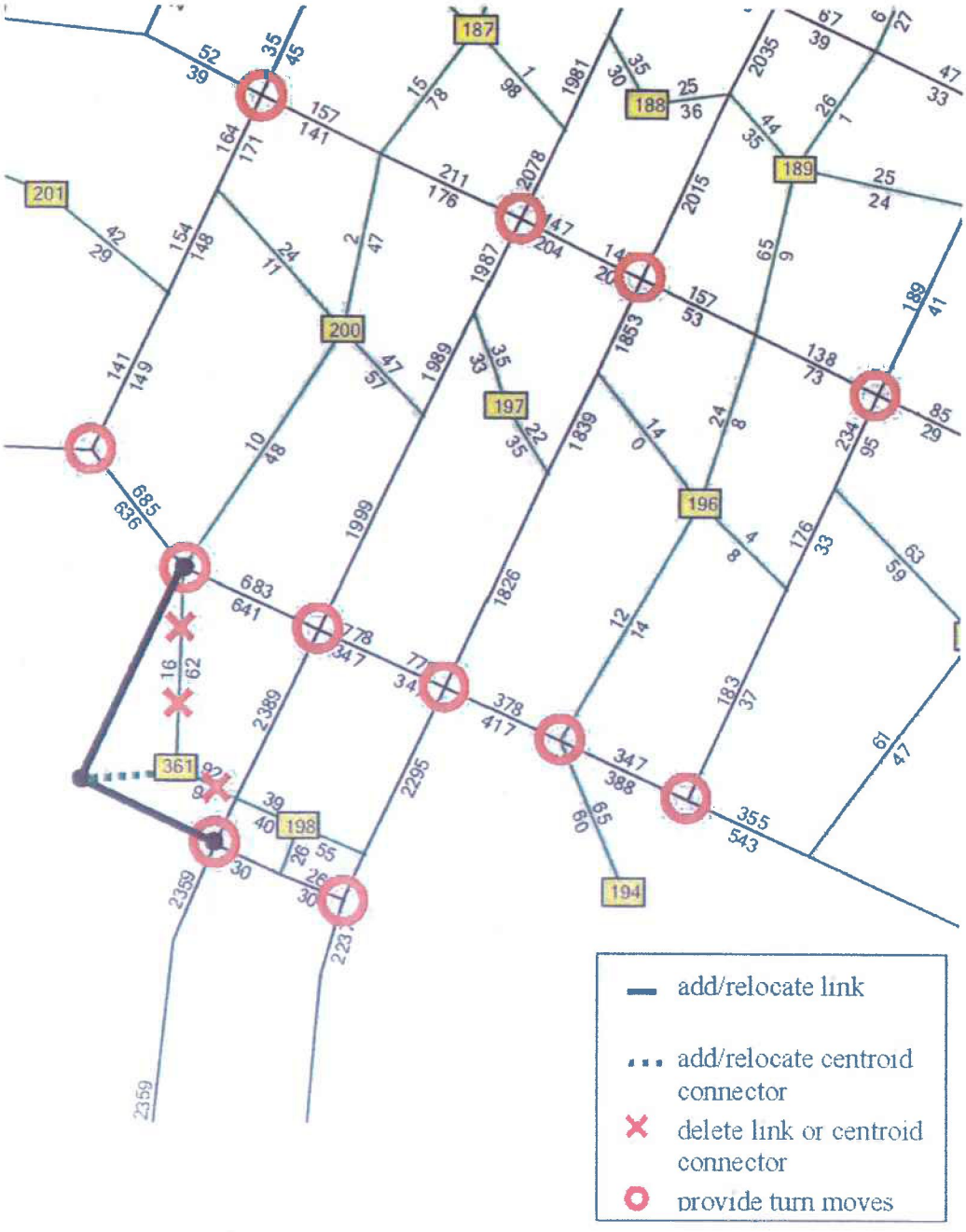
Grants Pass Area Population Decreases
[to balance study area increases]

TAZ	Convention Center	Housing Emphasis	6th Street Emphasis
101	-13	-11	-7
109	-17	-15	-9
110	-19	-17	-11
118	-12	-11	-7
121	-19	-16	-10
122	-35	-31	-19
138	-135	-119	-74
139	-22	-19	-12
164	-36	-31	-20
193	-40	-35	-22
205	-11	-10	-6
206	-21	-18	-11
219	-64	-56	-35
220	-77	-67	-42
223	-9	-8	-5
233	-12	-10	-6
234	-28	-25	-16
243	-28	-25	-15
245	-73	-64	-40
246	-16	-14	-9
249	-51	-45	-28
251	-19	-17	-11
255	-41	-36	-23
256	-253	-223	-139
264	-12	-11	-7
272	-9	-8	-5
273	-200	-176	-110
323	-9	-8	-5
TOTAL	-1279	-1125	-704

Convention Center Alternative Network



Housing Emphasis Alternative Network



Greater Grants Pass Plan

Downtown Riverfront District

Draft

Revised Alternatives

February 28, 2007

Introduction

The purpose of this Memo is to depict draft revised land use and transportation alternatives for the Downtown Riverfront District that are consistent with the Vision approved by the Grants Pass City Council, and that respond to the input received at the Public Open House held on January 25, 2007. Three revised land use alternatives are described in this report.

Revised Land Use Alternatives

Land use concept diagrams for three alternatives are shown on **Figures 1-3**. A summary of development program elements for each alternative is provided on **Table 1**.

6th Street Emphasis Alternative

This alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. See **Figures 1**. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Streets would be developed according to plans outlined by Evergreen Bank, including a 20,000 square foot office building located off 6th Street.

A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel. Approximately 55 housing units are assumed. South of Park fronting Riverside Park, infill attached housing consistent with existing zoning is assumed, focused along Park Street, totaling approximately 25 housing units. The scale of infill housing would be 2 or 3 level townhomes with an opportunity for flexible uses at the ground floor. Park Street adjacent to Riverside Park would be improved to provide more on-street parking.

Mixed Use Riverfront Emphasis Alternative

An alternative emphasizing a river-oriented mixed use development on the south side of the river is shown on **Figures 2**. North of the river, the 6th and 7th corridors would emphasize retail and office infill respectively. New infill housing/live-work is proposed along 5th and 8th. Streetscape improvements on 6th-7th and widening of M Street would also be included. The riverfront area includes more infill development along an extended Voorhies and the river, and new office development planned by Evergreen Bank.

South of the river west of 6th Street, a public-private partnership would support a new hotel with conference center facilities, a destination restaurant, offices and additional housing plus an extension of Riverside Park to the west. The overall area devoted to park would remain about the same as today. The area south of Riverside Park would remain single family residential. Park Street adjacent to Riverside Park would be improved to provide more on-street parking.

Convention Center Emphasis Alternative

The third alternative, shown on **Figure 3** assumes that in the long term, the Ford Dealership property between M and Voorhies Streets is redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza. This key location will benefit both the CBD and tourist-commercial areas along the riverfront. Parking would be provided below-grade. Both Voorhies and Rogue River Avenue would be extended. Streetscape improvements on 6th-7th and widening of M Street would also be included. The Evergreen Bank property would include a 20,000 square foot office building.

A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel. Approximately 132 housing units are assumed. South of Park Street fronting Riverside Park, zoning would be revised to permit limited commercial uses in existing single family houses, and infill at a residential scale. Some residential infill would also occur within the neighborhood. Park Street adjacent to Riverside Park would be improved to provide more on-street parking.

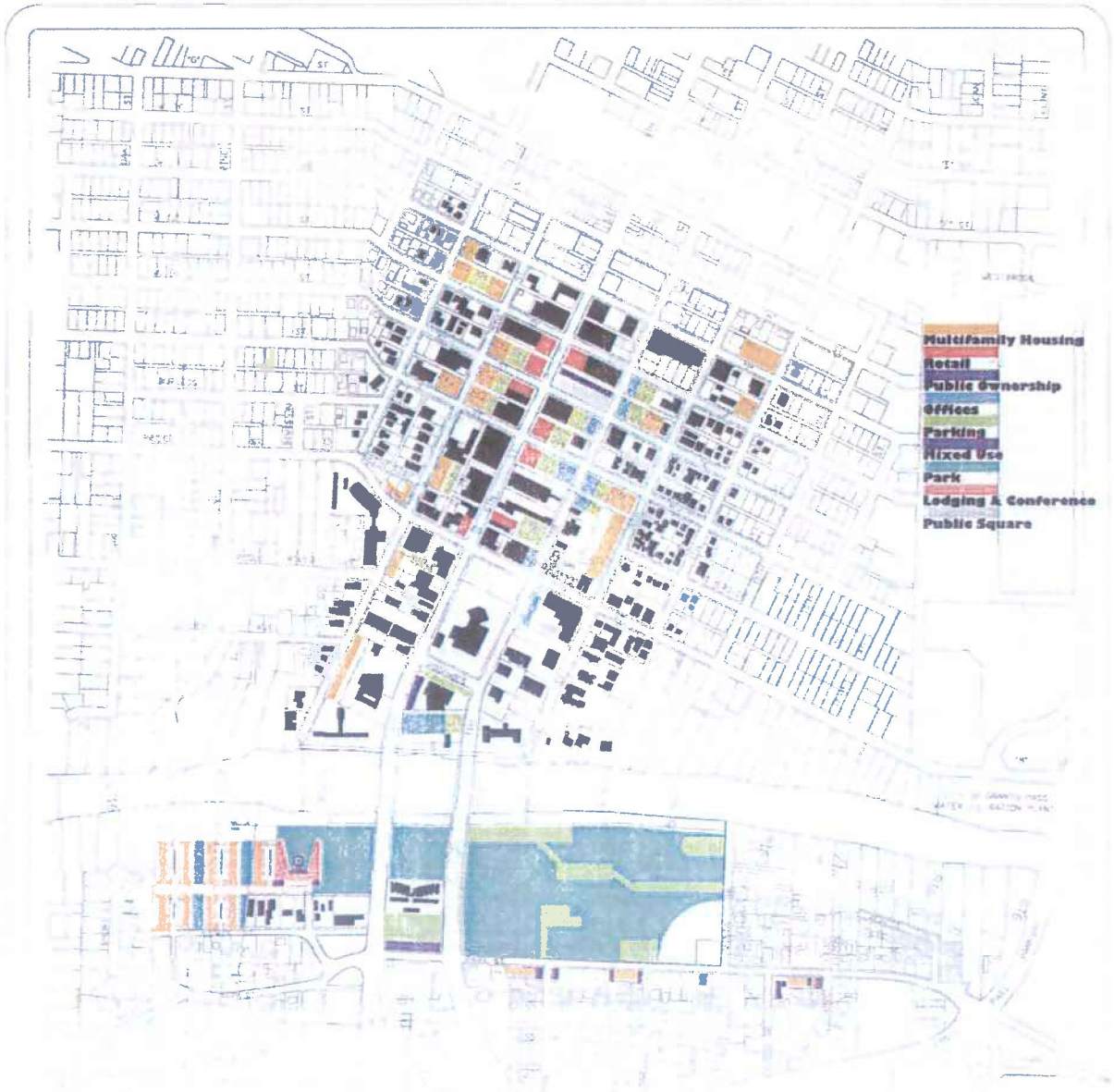
Table 1
Revised Land Use Alternatives-Program Elements

Development Program Elements	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
New Housing (Dwelling Units)			
North of River	287	287	345
South of River	80	40	147
In Mixed-Use Developments	10	70	100
Total New Housing	377	397	592
Commercial Uses (Square Feet)			
Existing	320,000	320,000	320,000
New North of River	57,300	57,300	57,300
New North of River In Mixed-Use Developments	0	54,000	75,500
New South of River In Mixed-Use Developments	5,000	5,000	5,000
Total New Commercial	62,300	116,300	137,800
New Office Uses (Square Feet)	97,100	177,100	78,100
Hotels/Conference/Convention Center (Square Ft.)			
New 60 Rooms + Conference Center	60,000	60,000	60,000
New 75 Rooms + Convention Center			166,500
Total New Hotel/Conference/Convention Ctr.	60,000	60,000	226,500
Civic/Arts Center/Market	10,500	10,500	45,500
Total Square Feet of New Building Area	229,900	363,900	487,900
Total Square Feet Non-Residential in District	549,900	683,900	807,900
Parking (Number of Spaces)			
Existing On-Street(1)	930	930	930
Off-Street Lots	634	684	719
Off-Street Structure(2)	190	190	740
Total Parking Spaces	1,754	2,104	2,389
Parking Ratio (Parking Spaces/1000 SF)	3.19	3.08	2.96

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.
(2)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces) and the 75 room hotel/convention/civic center (550 spaces). Surface lots provided if structure infeasible.

Figure 1

Revised 6th Street Emphasis Alternative



Greater Grants Pass Plan
Grants Pass, Oregon

DOWNTOWN RIVER DISTRICT PLAN-S3B

Date: January 3, 2007

Scale: 1" = 250'

Prepared by:
Spencer & Kupper

N

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users funds, state government and the State of Oregon funds.

Figure 2

(Revised) **Mixed Use Riverfront Emphasis Alternative**



Greater Grants Pass Plan
Grants Pass, Oregon

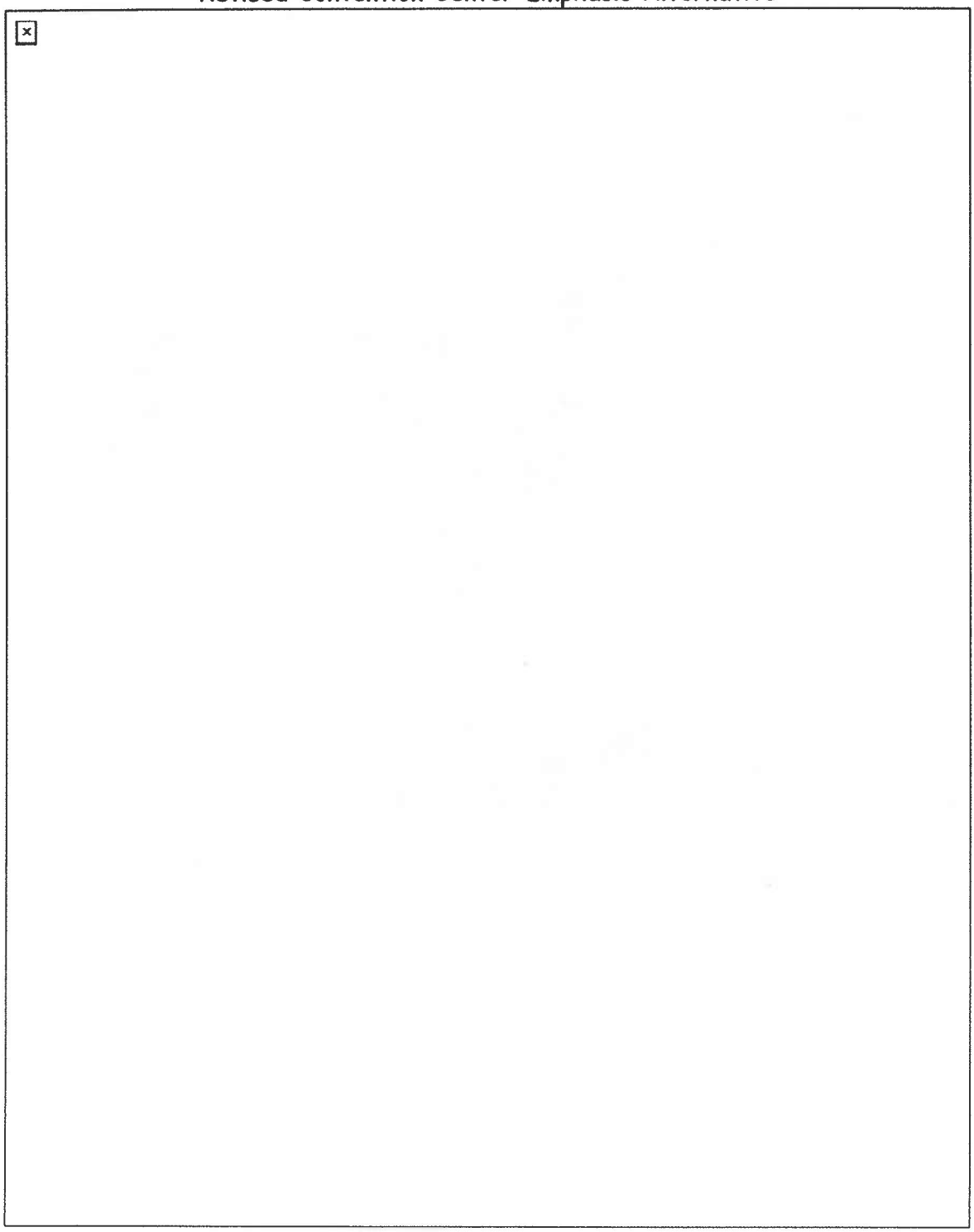
DOWNTOWN RIVER DISTRICT PLAN-S2B

Date: January 3, 2007

Scale: 1" = 250'

Figure 3

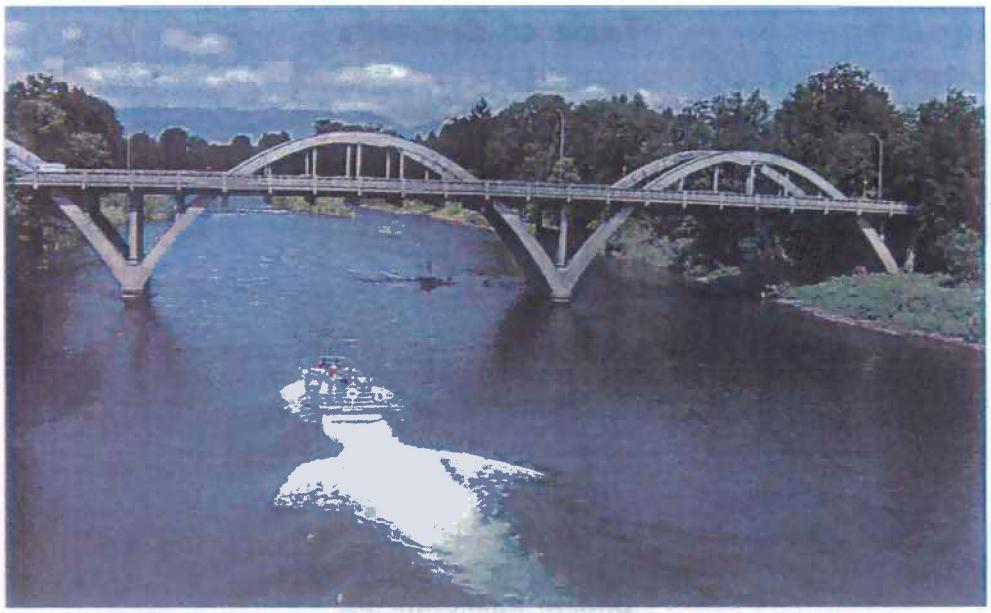
Revised Convention Center Emphasis Alternative



Appendix H

Greater Grants Pass Plan
Downtown River District

Preliminary Draft Financial Analysis Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

May 9, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District
Preliminary Draft
Financial Analysis Report

General financial feasibility of the land use and transportation alternatives developed for the Downtown Riverfront District

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Potential Funding Sources	11
Estimated Urban Renewal Funding Capacity	12
Illustrated Pro Forma Analysis (to come)	15
Appendices	16

Prepared by:

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Landsman Transportation Planning
E.D. Hovee & Company
Dailey GIS

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act-A Legacy for Users (SAFETEA-LU), local government and the State of Oregon funds.

7.1 PRELIMINARY DRAFT FINANCIAL ANALYSIS REPORT

A. Introduction

The purpose of this report is to determine the general financial feasibility of the land use and transportation alternatives developed for the Downtown Riverfront District. The alternatives are summarized and the improvements for each alternative are described including planning level cost estimates. The report identifies potential funding sources for needed improvements, and includes an analysis of the potential for an urban renewal district and tax increment financing capacity as a primary capital improvement funding source. In addition, five sketch-level prototype projects are identified and pro forma analysis will be included that evaluate the financial feasibility of the projects, and if needed, the additional investments needed to make the projects feasible.

A summary of conclusions from the financial analysis are:

- Public improvement and public building costs range from approximately $58 million for the Convention Center alternative to approximately $13 million for the 6th Street alternative.
- The primary difference in the alternatives is the cost of the convention center and underground public parking located with the convention center. It is assumed that the hotel associated with the convention center would be privately developed.
- A number of potential funding sources have been identified for the needed public improvements and public buildings associated with each alternative. Perhaps the most significant source is urban renewal and the use of tax increment financing.
- If an urban renewal district were to be created, tax increment revenues are relatively small during the first 5 years of the life of the district, but as development projects are constructed, significant revenues will be available by year 10.
- There is little difference among the alternatives for tax increment revenue generation. Over the 25 year life of the district, the 6th Street Alternative will generate approximately $25 million and the Convention Center Alternative approximately $32 million.
- Adequate tax increment revenues will likely be available over the life of the district to complete anticipated public improvements for each alternative, except for the construction of a public convention center.

- Adequate tax increment revenues will also likely be available to fund other priorities such as housing assistance and incentives, mixed-use assistance and incentives, residential rehabilitation assistance and incentives, and façade improvements assistance and incentives.
- Funding for the public convention center and parking would most likely be from voter approved general obligation bonds.

B. Alternatives, Needed Improvements and Costs

Summary of Revised Alternatives

The revised land use and transportation alternatives for the Downtown Riverfront District described below are consistent with the Vision approved by the Grants Pass City Council, and respond to the input received at the Public Open House held on January 25, 2007 and direction by the TAC and CAC during their meetings on March 7, 2007. Three revised land use alternatives are described in this report.

Land use concept diagrams for three alternatives are shown on **Figures 1-3**. A summary of development program elements for each alternative is provided on **Table 1**.

6th Street Emphasis Alternative

This alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. See **Figures 1**. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Streets would be developed according to plans outlined by Evergreen Bank, including a 20,000 square foot office building located off 6th Street.

A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel. Approximately 55 housing units are assumed. South of Park fronting Riverside Park, infill attached housing consistent with existing zoning is assumed, focused along Park Street, totaling approximately 25 housing units. The scale of infill housing would be 2 or 3 level townhomes with an opportunity for flexible uses

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Total New Commercial	62,300	116,300	137,800
New Office Uses (Square Feet)	97,100	97,100	78,100
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New 60 Rooms + Conference Center	60,000	160,000	60,000
New 75 Rooms + Convention Center			166,500
Total New Hotel/Conference/Convention Ctr.	60,000	160,000	226,500
Civic/Arts Center/Market	10,500	10,500	45,500
Total Square Feet of New Building Area	229,900	383,900	487,900
Total Square Feet Non-Residential in District	549,900	703,900	807,900
Parking (Number of Spaces)			
Existing On-Street(1)	930	930	930
Off-Street Lots(2)	634	984	719
Off-Street Structure(3)	190	190	740
Total Parking Spaces	1,754	2,104	2,389
Parking Ratio (Parking Spaces/1000 SF)	3.19	3.00	2.96

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.
(2) Assumes 300 space surface lots for Hotel/Conv. Center, Mixed Use Emphasis Alternative.
(3)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces) and the 75 room hotel/convention/civic center (550 spaces). Surface lots provided if structure infeasible.

Figure 1

Revised 6th Street Emphasis Alternative



Figure 2

(Revised) **Mixed Use Riverfront Emphasis Alternative**

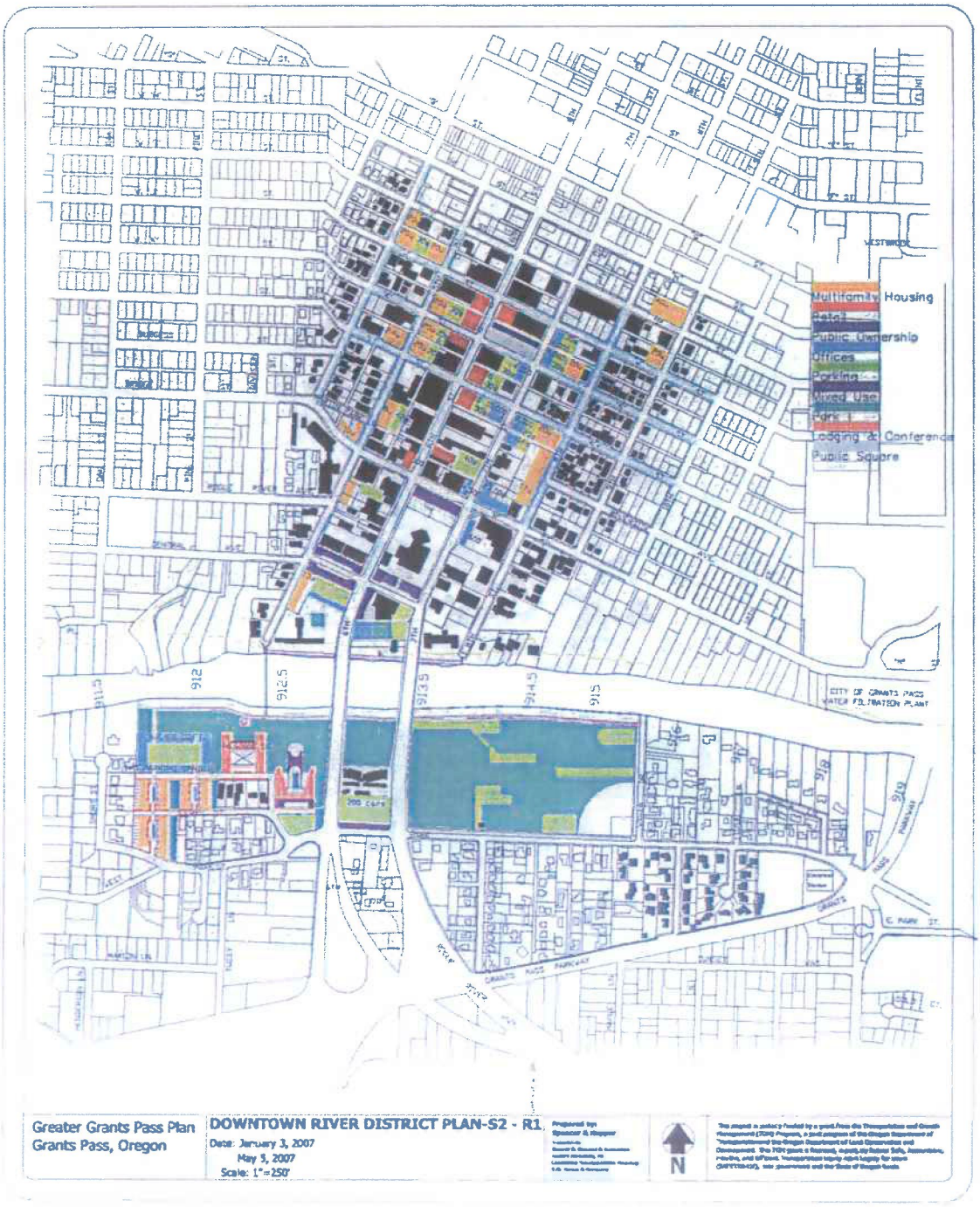


Figure 3

Revised Convention Center Emphasis Alternative



Improvements and Planning Level Cost Estimates

The needed transportation, streetsape, development and redevelopment improvements for each alternative are summarized below. Table 2 and a more detailed table in the Appendix describe each improvement, assumptions associated with planning level costs, and planning level cost estimates. The improvements associated with alternatives are:

Street and traffic control improvements:

Improvements included in all alternatives:

- Improve/expand M St intersections at 6th St and 7th St

Improvements included in Mixed Use Emphasis and Convention Center alternatives:

- Extend Voorhies St west from 6th to 5th
- Add signals at Voorhies on 6th and 7th Streets

Improvements included in Housing Emphasis alternative only:

- Remove third travel lane on northbound 7th St south of M St (Not recommended)

Improvements included in Convention Center alternative only:

- Extend Voorhies St east from 7th to 8th
- Construct new street from 5th to 8th located between Voorhies and M (as an extension of Rogue River St)
- Add signals at new Rogue River Street on 6th and 7th Streets

Streetscape, Pedestrian and Parking Improvements

All alternatives:

- Streetscape improvements (street trees, lighting, intersections, furnishings) on 6th and 7th Streets from J Street to River.
- Parking improvements on the north side of Park Street from 7th to Vista Drive.
- Parking improvements on the west side of Vista Drive from Park Street to the River.
- Pedestrian bridge over River from 5th Street
- Pedestrian bridge over River from 8th Street (Don-one alt. should not have bridge)
- Public parking lot on Park Street between 6th and 7th Streets.
- Public parking lots along 6th and 7th Streets north of River.

Development and Redevelopment

All alternatives:

- Housing assistance and incentives
- Mixed-use assistance and incentives
- Residential rehabilitation assistance and incentives
- Façade improvements assistance and incentives

- Market and plaza land acquisition and construction

Convention Center alternative:

- Land acquisition and relocation assistance for site
- Underground parking construction
- Hotel/convention center construction
- Community arts center construction
- Plaza construction

Table 2
Planning Level Cost Estimates for
Public Improvements & Public Buildings

Costing By Project	Conf. Cent. B1. Sq.ft./Cost	Mixed Use B2 Sq.ft./Cost	6/7th Opt. B3 Sq.ft./Cost
Street and traffic control improvements			
Improve/expand M St. intersections at 6th & 7th			
Land acqusition (M St.)	$712,800.00	$712,800.00	$712,800.00
2 Signals	$250,000.00	$250,000.00	$250,000.00
New street surface	$29,700.00	$29,700.00	$29,700.00
	$992,500.00	$992,500.00	$992,500.00
Extend Voorhies St. West from 6th to 5th			
Land acquisition	$272,700.00	$272,700.00	
New street	$148,500.00	$148,500.00	
New signals on 6th & 7th at Voorhies	$250,000.00	$250,000.00	
	$671,200.00	$671,200.00	
Extend Voorhies St. East from 7th to 8th			
Land acquisition	$956,700.00		
New street	$478,350.00		
	$1,435,050.00		
Extend Rogue River St. from 5th to 8th			
Land acquisition	$956,700.00		
New street	$478,350.00		
New signals at 6th & 7th	$250,000.00		
	$1,685,050.00		
Sub-total Street and Traffic Control Projects	$4,783,800.00	$1,663,700.00	$992,500.00
Streetscape, Pedestrian & Parking Improvements			
Streetscape improvements (street trees, lighting,			
intersections, furnishings) on 6th & 7th Streets from			
J Street to Voorhies	$961,000.00	$961,000.00	$961,000.00
Cross Streets J to Voorhies	$1,130,000.00	$1,130,000.00	$1,130,000.00
	$2,091,000.00	2,091,000.00	2,091,000.00
Park St - Parking improve. (North side) 7th to Vista Dr.	$207,000.00	$207,000.00	$207,000.00
Vista Dr.- Parking improve. (West side) Park St. to River	$114,000.00	$114,000.00	$114,000.00

Costing By Project	Conf. Cent. B1. Sq.ft./Cost	Mixed Use B2 Sq.ft./Cost	6/7th Opt. B3 Sq.ft./Cost
	$321,000.00	321,000.00	321,000.00
Pedestrian Bridge over River from 5th Street	$1,306,600.00	$1,306,600.00	$1,306,600.00
Pedestrian Bridge over River from 8th Street	$1,306,600.00	$1,306,600.00	
Public Parking on Park Street between 6th & 7th	$425,000.00	$425,000.00	$425,000.00
Land Acquisition	$637,500.00	$637,500.00	$637,500.00
	$1,062,500.00	$1,062,500.00	$1,062,500.00
Public Parking lots along 6th & 7th Streets North	$497,500.00	$497,500.00	$497,500.00
Land Acquisition	$746,250.00	$746,250.00	$746,250.00
	$1,243,750.00	$1,243,750.00	$1,243,750.00
Sub-total Streetscape, Pedestrian & Parking Improvements	**$7,331,450.00**	**$7,331,450.00**	**$6,024,850.00**
Parks, Plazas and Open Spaces			
Riverside Park Improvements - Soft Landscape (New Park west of 6th)	82095	82095	82095
	$656,760.00	$656,760.00	$656,760.00
Park Improvements - Plaza			
Plaza #1 Convention Center	38,120.00		
	$762,400.00		
Plaza #2 K St Arts Market	20,400.00	30,400.00	30,400.00
	$408,000.00	$608,000.00	$608,000.00
Sub-total Parks, Plazas and Open Spaces	$1,827,160.00	$1,264,760.00	$1,264,760.00
Public Buildings			
Convention Center			
Below Grade Garage Parking	$9,900,000.00		
Convention Center	$11,250,000.00		
Public/Market Building	$3,120,000.00		
Land Acquisition/Relocation (Net, 18,000 SF resold for commercial uses)	$1,560,000.00		
	$25,830,000.00		
K Street Arts Market			
Public Market Building	$850,000.00	$850,000.00	$850,000.00
Land Acquisition	$456,000.00	$456,000.00	$456,000.00
	$1,306,000.00	$1,306,000.00	$1,306,000.00
Sub-totals Public Buildings	$27,136,000.00	$1,306,000.00	$1,306,000.00
Totals			
Sub-Totals all Public Improvement Costs	$41,078,410.00	$11,565,910.00	$9,588,110.00
Contingency @ 40%	$16,431,364.00	$4,626,364.00	$3,835,244.00
Totals all Public Improvement Costs	$57,509,774.00	$16,192,274.00	$13,423,354.00

Public improvement and public building costs range from approximately $58 million for the Convention Center alternative to approximately $13 million for the 6th

Street alternative. The primary difference in the alternatives is the cost of the convention center and underground public parking located with the convention center. It is assumed that the hotel associated with the convention center would be privately developed.

C. Potential Funding Sources

Table 3 is devised from the *Elements & Tools Memo, 2007* and lists the improvement projects identified for each alternative from the previous section of this report, and potential funding sources for each improvement. For all alternatives, the creation of an urban renewal district and use of tax increment financing is recommended as a primary funding source for public improvements and programs aimed at supporting development and redevelopment.

Table 3
Funding Source for Capital and Market Projects

FUNDING CAPITAL AND MARKETING ACTIONS	COSTS (Millions)	FUNDING SOURCES: CAPITAL & MARKETING PROJECTS									
		IST	GT	GF**	G.O.	LID	SDC	OED	RB	TIF	EID
CAPITAL IMPROVEMENT PROJECTS											
STREET & TRAFFIC CONTROL IMPROVEMENTS											
M Street improvements @ 6th and 7th	$1.0		X	X	X	X	X			X	
Voorhies extended from 6th to 5th	$0.7		X	X	X	X	X			X	
Voorhies extended from 7th to 8th	$1.4		X	X	X	X	X			X	
Rogue River extended from 5th to 8th	$1.7		X	X	X	X	X			X	
Sub-Total	$4.8										
STREETSCAPE, PEDESTRIAN & PARKING IMPROVEMENTS											
6th and 7th Streetscape from J to Voorhies	$2.1			X	X	X	X			X	
Park/Vista Parking improvements at Riverside Park	$0.3			X	X	X	X			X	
Pedestrian bridges over Rogue River (2)	$2.6			X	X	X	X			X	
Public parking both north and south	$2.3			X	X	X	X			X	
Sub-total	$7.3										
PARKS, PLAZAS AND OPEN SPACE IMPROVEMENTS											
Riverside Park improvements	$0.7			X	X	X	X			X	
Convention Center Plaza	$0.8			X	X	X				X	
Arts Market Plaza	$0.4			X	X	X				X	
Sub-Total	$1.9										
PUBLIC BUILDINGS &											

FACILITIES											
Convention Center & Parking	$25.8			X	X			X		X	
Arts Market	$1.3			X	X			X		X	
Sub-total	$27.1										
MARKETING & PROMOTION ACTIVITIES											
MARKETING & PROMOTION ACTIVITIES											
Convene business and property owners as a special volunteer committee of the Chamber to concentrate special marketing efforts.	LOW		X								X
Implement a multi-faceted public relations/advertising approach that sends a consistent, memorable message to the target audience.	LOW		X								X
Measure and evaluate results of advertising and marketing efforts.	NA		X								X
Make adjustments as necessary and continue to move ahead with a multi-faceted marketing approach.	NA		X								X

Cost Estimates

HIGH- $500k or greater
MED- $100-500k
LOW Less than $100k

Implementing Sources: Capital & Marketing Projects

IST- Fed. ISTEA program
GT- Gasoline Tax
SDC- System Development/Transportation Impact Fees
OED- Or. Economic Development Dept.-Public Facilities
GF- City General Fund **
RB- Revenue Bonds
GOB- General Obligation Bonds
TIF- Urban Renewal Tax Increment Financing
LID- Local Improvement District
EID- Economic Improvement District

** General Fund is considered only as a source for planning capital improvements, and street tree maintenance

D. Estimated Urban Renewal Funding Capacity

The section includes an analysis of the potential for an urban renewal district and tax increment financing capacity as a primary capital improvement funding source. Urban Renewal is in use in many cities and counties throughout Oregon, including Grants Pass, as an important funding tool for capital improvement projects. An Urban Renewal Plan must first be adopted by the City and meet requirements set out in ORS 457. Once in place, the County Assessor certifies the assessed value within the urban renewal district at the time of plan adoption, then any non-school property taxes paid on increases in assessed value beyond the initial certified value go to the urban renewal agency. This is called tax increment financing. The urban renewal agency can then spend tax increment funds on projects authorized in the urban renewal plan. Being within or outside an urban renewal district has no impact on property taxes paid by individual property owners.

Table 4 summarizes the new development values that would be added to the tax roles for each alternative.

Table 4
Revised Land Use Alternatives-
Value Added from New Private Development Improvements

Development Program Elements	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
New Housing (Dwelling Units)			
Total New Housing Units	377	397	592
$200/SF @ 1250 SF/unit Average=$250,000/unit	$94,250,000	$99,250,000	$148,000,000
Commercial Uses (Square Feet)			
Total New Commercial SF	62,300	116,300	137,800
$105/SF construction	$6,541,000	$12,211,000	$14,469,000
New Office Uses (Square Feet)	97,100	97,100	78,100
$135/SF construction	$13,108,000	$13,108,000	$10,543,000
Hotels/Conference/Convention Center (Square Ft.)			
New 60 Rooms + Conference Center	60,000	115,000	60,000
Headquarters Hotel in Convention Center			80,000
$135/SF construction	$8,100,000	$15,525,000	$18,900,000
Total New Private Development Values Added	$121,999,000	$140,094,000	$191,822,000

Table 5 summarizes the tax increment revenue capacity for all three alternatives described earlier in the report. The forecasts account for the differences in development values by alternative. For these forecasts, we assumed that an urban renewal area would be established for the Downtown Riverfront District only, that the tax rate for tax increment revenues is $13.5/1000 assessed value, that an annual value growth increase of 2.75% would apply, and that an urban renewal program would extend for 25 years. See the appendix for detailed forecasts and assumptions for each alternative.

Table 5
Land Use Alternatives
Summary of Tax Increment Capacity

Tax Increment Revenue Forecasts	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Year 5			
Annual Tax Increment Revenue	$147,955	$147,955	$147,955
Cumulative Tax Increment Revenue	$483,124	$483,124	$483,124
Year 10			
Annual Tax Increment Revenue	$644,034	$678,476	$720,648
Cumulative Tax Increment Revenue	$2,630,429	$2,723,316	$2,836,363
Year 15			
Annual Tax Increment Revenue	$1,107,844	$1,191,048	$1,347,681
Cumulative Tax Increment Revenue	$7,191,550	$7,593,765	$8,236,022
Year 20			
Annual Tax Increment Revenue	$1,716,903	$1,876,986	$2,227,129
Cumulative Tax Increment Revenue	$14,491,657	$15,526,998	$17,494,001
Year 25			
Annual Tax Increment Revenue	$2,516,698	$2,794,925	$3,460,599
Cumulative Tax Increment Revenue	$25,388,508	$27,558,928	$32,163,475

Conclusions regarding these forecasts are:

- Tax increment revenues are relatively small during the first 5 years of the life of the district, but as development projects are constructed, significant revenues will be available by year 10.
- There is little difference among the alternatives for tax increment revenue generation. Over the 25 year life of the district, the 6th Street Alternative will generate approximately $25 million and the Convention Center Alternative approximately $32 million.
- Adequate tax increment revenues will likely be available over the life of the district to complete anticipated public improvements for each alternative, except for the construction of a public convention center.
- Adequate tax increment revenues will also likely be available to fund other priorities such as Housing assistance and incentives, Mixed-use assistance and incentives, Residential rehabilitation assistance and incentives, and Façade improvements assistance and incentives.

E. Illustrative Pro forma Analysis-To be Provided By EDHovee

- Summarize illustrative pro forma case studies:
  - Destination Restaurant/hotel south of river
  - Hotel/internal restaurant and housing south of river
  - Housing as a separate product (from above)
  - Mixed use development along Voorhies
  - Live-work on $\frac{1}{4}$ block on 5th
- Pro forma assumptions and analysis tables and conclusions regarding feasibility, need for assistance, etc.

Appendix

Table 6-Cost Estimates and Assumptions

Grants Pass
Downtown River District

Version #3 - 05/05/07 Revised 05/09/07 **Costing By Project**		**Conf. Cent. B1.** Sq.ft./Cost	**Mixed Use B2** Sq.ft./Cost	**6/7th Opt. B3** Sq.ft./Cost	**Unit Costs**	**Comments**
Street and traffic control improvements						
Improvements included in all alternatives:						
Improve/expand M St. intersections at 6th & 7th						
Land aqusition (M St.)						
lin.ft.	3960	**$712,800.00**	**$712,800.00**	**$712,800.00**	$15.00	/Sq.ft. (one lane)
2 Signals	2	**$250,000.00**	**$250,000.00**	**$250,000.00**		
New street surface						
sq.ft.	330	**$29,700.00**	**$29,700.00**	**$29,700.00**	$90.00	Per/lin/ft. 12ft right of way
		$992,500.00	$992,500.00	$992,500.00		
Improvements included in Mixed Use Emphasis & Convention Center alternatives						
Extend Voorhies St. West from 6th to 5th						
Land aqusition	18,180	**$272,700.00**	**$272,700.00**			60' right of way
New street	330	**$148,500.00**	**$148,500.00**			
Add signals on 6th & 7th at Voorhies	2	**$250,000.00**	**$250,000.00**		$125,000.00	Per Signal
		$671,200.00	$671,200.00			
Improvements included in Convention Center alternatives only						
Extend Voorhies St. East from 7th to 8th	1063	ft			$450.00	Per/lin/ft. 60ft right of way
Land aqusition		**$956,700.00**			$15.00	
New street		**$478,350.00**				
		$1,435,050.00				
Extend Rogue River St. from 5th to 8th	1063	ft				
Land aqusition		**$956,700.00**				
New street		**$478,350.00**				
New signals at 6th & 7th	2	**$250,000.00**				
		$1,685,050.00				

Sub-total		$4,783,800.00	$1,663,700.00	$992,500.00		
Streetscape, Pedestrian & Parking Improvements						
Improvements included in all alternatives:						
Streetscape improvements (street trees, lighting, intersections, furnishings) on 6th & 7th Streets from					$250.00	Per/lin/ft. - curb extensions, trees, ect.
J Street to Voorhies	3,844	$961,000.00	$961,000.00	$961,000.00		
Cross Streets J to Voorhies	4,520	$1,130,000.00	$1,130,000.00	$1,130,000.00		
		$2,091,000.00	2,091,000.00	2,091,000.00		
Park St - Parking improvements (North side) 7th to Vista Dr.	1380	$207,000.00	$207,000.00	$207,000.00	$150.00	Per/lin/ft. 20ft right of way
Vista Dr.- Parking improvements (West side) Park St. to River	760	$114,000.00	$114,000.00	$114,000.00		
		$321,000.00	321,000.00	321,000.00		
Pedestrian Bridge over River from 5th Street		$1,306,600.00	$1,306,600.00	$1,306,600.00		
Pedestrian Bridge over River from 8th Street		$1,306,600.00	$1,306,600.00			
Public Parking on Park Street between 6th & 7th South of River	170	$425,000.00	$425,000.00	$425,000.00	$2,500.00	Per space including landscape
Land Acquisition	42,500	$637,500.00	$637,500.00	$637,500.00	$15.00	Per square foot
		$1,062,500.00	$1,062,500.00	$1,062,500.00		
Public Parking lots along 6th & 7th Streets North of River	199	$497,500.00	$497,500.00	$497,500.00		
Land Acquisition	49750	$746,250.00	$746,250.00	$746,250.00		
		$1,243,750.00	$1,243,750.00	$1,243,750.00		
Sub-total		$7,331,450.00	$7,331,450.00	$6,024,850.00		
Parks, Plazas and Open Spaces						
Riverside Park Improvements - Soft Landscape (New Park west of 6th)		82095	82095	82095	$8.00	planting, irrigations, furnishings, etc.
		$656,760.00	$656,760.00	$656,760.00		
Park Improvements - Plaza					$20.00	Per/sq/ft. including lighting, furnishing, etc.
Plaza #1 Convention Center		38,120.00				
		$762,400.00				
Plaza #2 K St Arts Market		20,400.00	30,400.00	30,400.00		
		$408,000.00	$608,000.00	$608,000.00		
sub-total		$1,827,160.00	$1,264,760.00	$1,264,760.00		

Public Buildings

Convention Center							
Below Grade Garage Parking	spaces	550	$9,900,000.00			$18,000.00	Per space
Convention Center	SF	75000	$11,250,000.00			$150.00	Per/sq/ft.
Public/Market Building	SF	24000	$3,120,000.00			$130.00	Per/sq/ft.
Land Acquisition/Relocation (Net. 18,000 SF resold for commercial uses)	SF	62400	$1,560,000.00			$25.00	Per/sq/ft.
			$25,830,000.00				
K Street Arts Market							
Public Market Building	SF	10000	$850,000.00	$850,000.00	$850,000.00	$85.00	Per Sq.ft.
Land Acquisition	SF	30,400	$456,000.00	$456,000.00	$456,000.00	$15.00	Per Sq.ft.
			$1,306,000.00	$1,306,000.00	$1,306,000.00		
	sub-total		$27,136,000.00	$1,306,000.00	$1,306,000.00		
Totals							
Sub-Totals all Public Improvement Costs			$41,078,410.00	$11,565,910.00	$9,588,110.00		
Contingency @ 40%		40	$16,431,364.00	$4,626,364.00	$3,835,244.00		
Totals all Public Improvement Costs			$57,509,774.00	$16,192,274.00	$13,423,354.00		

Table 7-Tax Increment Forecasts-6th Street Emphasis

6th Street Emphasis Alternative

Value Growth	
0.0275	years 1-5
0.085	years 6-10
0.056	years 11 on

Grants Pass Downtown Waterfront URA @ $62,000,000 Frozen Base

VALUE AND REVENUE PROJECTIONS

Year	Frozen Base	Indexed growth	Total Incremental value	BM50 Tax Rate for UR Revenue	Tax Increment Revenue for year	Cumulative TI Revenue	
0	$62,000,000	$1,705,000	$1,705,000	$13.50	$0	$0	
1	$62,000,000	$1,751,888	$3,456,888	$13.50	$46,668	$46,668	
2	$62,000,000	$1,800,064	$5,256,952	$13.50	$70,969	$117,637	
3	$62,000,000	$1,849,566	$7,106,518	$13.50	$95,938	$213,575	
4	$62,000,000	$1,900,429	$9,006,947	$13.50	$121,594	$335,169	
5	$62,000,000	$1,952,691	$10,959,638	$13.50	$147,955	$483,124	**Year 5**
6	$62,000,000	$6,201,569	$17,161,208	$13.50	$231,676	$714,800	
7	$62,000,000	$6,728,703	$23,889,910	$13.50	$322,514	$1,037,314	
8	$62,000,000	$7,300,642	$31,190,553	$13.50	$421,072	$1,458,386	
9	$62,000,000	$7,921,197	$39,111,750	$13.50	$528,009	$1,986,395	
10	$62,000,000	$8,594,499	$47,706,248	$13.50	$644,034	$2,630,429	**Year 10**
11	$62,000,000	$6,143,550	$53,849,798	$13.50	$726,972	$3,357,402	
12	$62,000,000	$6,487,589	$60,337,387	$13.50	$814,555	$4,171,956	
13	$62,000,000	$6,850,894	$67,188,281	$13.50	$907,042	$5,078,998	
14	$62,000,000	$7,234,544	$74,422,824	$13.50	$1,004,708	$6,083,706	
15	$62,000,000	$7,639,678	$82,062,503	$13.50	$1,107,844	$7,191,550	**Year 15**
16	$62,000,000	$8,067,500	$90,130,003	$13.50	$1,216,755	$8,408,305	
17	$62,000,000	$8,519,280	$98,649,283	$13.50	$1,331,765	$9,740,070	
18	$62,000,000	$8,996,360	$107,645,643	$13.50	$1,453,216	$11,193,286	
19	$62,000,000	$9,500,156	$117,145,799	$13.50	$1,581,468	$12,774,755	
20	$62,000,000	$10,032,165	$127,177,963	$13.50	$1,716,903	$14,491,657	**Year 20**
21	$62,000,000	$10,593,966	$137,771,929	$13.50	$1,859,921	$16,351,578	
22	$62,000,000	$11,187,228	$148,959,157	$13.50	$2,010,949	$18,362,527	

6th Street Emphasis Alternative

Value Growth	
0.0275	years 1-5
0.085	years 6-10
0.056	years 11 on

Grants Pass Downtown Waterfront URA @ $62,000,000 Frozen Base

VALUE AND REVENUE PROJECTIONS

Year	Frozen Base	Indexed growth	Total Incremental value	BM50 Tax Rate for UR Revenue	Tax Increment Revenue for year	Cumulative TI Revenue	
23	$62,000,000	$11,813,713	$160,772,870	$13.50	$2,170,434	$20,532,961	
24	$62,000,000	$12,475,281	$173,248,151	$13.50	$2,338,850	$22,871,811	
25	$62,000,000	$13,173,896	$186,422,047	$13.50	$2,516,698	$25,388,508	Year 25
		$0					
base @0.275			$63,521,836				
new value growth			$122,900,211				

Table 8-Tax Increment Forecasts-Mixed Use Emphasis

Mixed Use Emphasis Alternative

Value Growth	
0.0275	years 1-5
0.09	years 6-10
0.06	years 11 on

Grants Pass Downtown Waterfront URA @ $62,000,000 Frozen Base

VALUE AND REVENUE PROJECTIONS

Year	Frozen Base	Indexed growth	Total Inremental value	BM50 Tax Rate for UR Revenue	Tax Increment Revenue for year	Cumulative TI Revenue	
0	$62,000,000	$1,705,000	$1,705,000	$13.50	$0	$0	
1	$62,000,000	$1,751,888	$3,456,888	$13.50	$46,668	$46,668	
2	$62,000,000	$1,800,064	$5,256,952	$13.50	$70,969	$117,637	
3	$62,000,000	$1,849,566	$7,106,518	$13.50	$95,938	$213,575	
4	$62,000,000	$1,900,429	$9,006,947	$13.50	$121,594	$335,169	
5	$62,000,000	$1,952,691	$10,959,638	$13.50	$147,955	$483,124	Year 5
6	$62,000,000	$6,566,367	$17,526,006	$13.50	$236,601	$719,725	
7	$62,000,000	$7,157,341	$24,683,346	$13.50	$333,225	$1,052,950	
8	$62,000,000	$7,801,501	$32,484,848	$13.50	$438,545	$1,491,495	
9	$62,000,000	$8,503,636	$40,988,484	$13.50	$553,345	$2,044,840	
10	$62,000,000	$9,268,964	$50,257,447	$13.50	$678,476	$2,723,316	Year 10
11	$62,000,000	$6,735,447	$56,992,894	$13.50	$769,404	$3,492,720	
12	$62,000,000	$7,139,574	$64,132,468	$13.50	$865,788	$4,358,508	
13	$62,000,000	$7,567,948	$71,700,416	$13.50	$967,956	$5,326,464	
14	$62,000,000	$8,022,025	$79,722,441	$13.50	$1,076,253	$6,402,716	
15	$62,000,000	$8,503,346	$88,225,787	$13.50	$1,191,048	$7,593,765	Year 15
16	$62,000,000	$9,013,547	$97,239,335	$13.50	$1,312,731	$8,906,496	
17	$62,000,000	$9,554,360	$106,793,695	$13.50	$1,441,715	$10,348,210	
18	$62,000,000	$10,127,622	$116,921,316	$13.50	$1,578,438	$11,926,648	
19	$62,000,000	$10,735,279	$127,656,595	$13.50	$1,723,364	$13,650,012	
20	$62,000,000	$11,379,396	$139,035,991	$13.50	$1,876,986	$15,526,998	Year 20
21	$62,000,000	$12,062,159	$151,098,150	$13.50	$2,039,825	$17,566,823	
22	$62,000,000	$12,785,889	$163,884,040	$13.50	$2,212,435	$19,779,258	

Mixed Use Emphasis Alternative

Value Growth	
0.0275	years 1-5
0.09	years 6-10
0.06	years 11 on

Grants Pass Downtown Waterfront URA @ $62,000,000 Frozen Base

VALUE AND REVENUE PROJECTIONS

Year	Frozen Base	Indexed growth	Total Inremental value	BM50 Tax Rate for UR Revenue	Tax Increment Revenue for year	Cumulative TI Revenue	
23	$62,000,000	$13,553,042	$177,437,082	$13.50	$2,395,401	$22,174,658	
24	$62,000,000	$14,366,225	$191,803,307	$13.50	$2,589,345	$24,764,003	
25	$62,000,000	$15,228,198	$207,031,505	$13.50	$2,794,925	$27,558,928	Year 25
		$0					
base @0.275			$63,521,836				
new value growth			$143,509,669				

Table 9-Tax Increment Forecasts-Convention Center Emphasis

Convention Center Emphasis Alternative



Grants Pass Downtown Waterfront URA @ $62,000,000 Frozen Base

VALUE AND REVENUE PROJECTIONS

Year	Frozen Base	Indexed growth	Total Incremental value	BM50 Tax Rate for UR Revenue	Tax Increment Revenue for year	Cumulative TI Revenue	
0	$62,000,000	$1,705,000	$1,705,000	$13.50	$0	$0	
1	$62,000,000	$1,751,888	$3,456,888	$13.50	$46,668	$46,668	
2	$62,000,000	$1,800,064	$5,256,952	$13.50	$70,969	$117,637	
3	$62,000,000	$1,849,566	$7,106,518	$13.50	$95,938	$213,575	
4	$62,000,000	$1,900,429	$9,006,947	$13.50	$121,594	$335,169	
5	$62,000,000	$1,952,691	$10,959,638	$13.50	$147,955	$483,124	Year 5
6	$62,000,000	$7,004,125	$17,963,764	$13.50	$242,511	$725,635	
7	$62,000,000	$7,676,521	$25,640,285	$13.50	$346,144	$1,071,778	
8	$62,000,000	$8,413,467	$34,053,752	$13.50	$459,726	$1,531,504	
9	$62,000,000	$9,221,160	$43,274,913	$13.50	$584,211	$2,115,715	
10	$62,000,000	$10,106,392	$53,381,304	$13.50	$720,648	$2,836,363	Year 10
11	$62,000,000	$8,076,691	$61,457,995	$13.50	$829,683	$3,666,046	
12	$62,000,000	$8,642,060	$70,100,055	$13.50	$946,351	$4,612,397	
13	$62,000,000	$9,247,004	$79,347,059	$13.50	$1,071,185	$5,683,582	
14	$62,000,000	$9,894,294	$89,241,353	$13.50	$1,204,758	$6,888,340	
15	$62,000,000	$10,586,895	$99,828,248	$13.50	$1,347,681	$8,236,022	Year 15
16	$62,000,000	$11,327,977	$111,156,225	$13.50	$1,500,609	$9,736,631	
17	$62,000,000	$12,120,936	$123,277,161	$13.50	$1,664,242	$11,400,872	
18	$62,000,000	$12,969,401	$136,246,562	$13.50	$1,839,329	$13,240,201	
19	$62,000,000	$13,877,259	$150,123,822	$13.50	$2,026,672	$15,266,872	
20	$62,000,000	$14,848,668	$164,972,489	$13.50	$2,227,129	$17,494,001	Year 20
21	$62,000,000	$15,888,074	$180,860,563	$13.50	$2,441,618	$19,935,619	
22	$62,000,000	$17,000,239	$197,860,803	$13.50	$2,671,121	$22,606,740	

Convention Center Emphasis Alternative

Value Growth	
0.0275	years 1-5
0.096	years 6-10
0.07	years 11 on

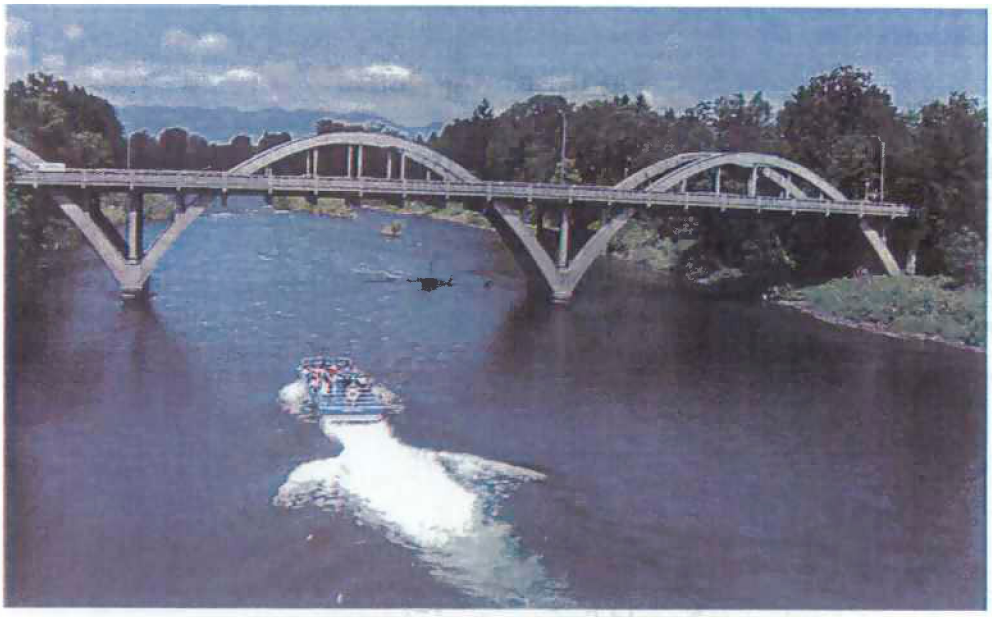
Grants Pass Downtown Waterfront URA @ $62,000,000 Frozen Base

VALUE AND REVENUE PROJECTIONS

Year	Frozen Base	indexed growth	Total Incremental value	BM50 Tax Rate for UR Revenue	Tax Increment Revenue for year	Cumulative TI Revenue	
23	$62,000,000	$18,190,256	$216,051,059	$13.50	$2,916,689	$25,523,429	
24	$62,000,000	$19,463,574	$235,514,633	$13.50	$3,179,448	$28,702,876	
25	$62,000,000	$20,826,024	$256,340,657	$13.50	$3,460,599	$32,163,475	Year 25
		$0					
base @0.275			$63,521,836				
new value growth			$192,818,821				

Greater Grants Pass Plan
Downtown River District

Transportation Analysis Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

April 30, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District
Draft
Transportation Analysis Report

Land use and transportation alternatives for mixed use development and redevelopment in the Downtown River District

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Greater Grants Pass Plan

Downtown Riverfront District
Draft
Transportation Analysis Report

Introduction

The purpose of this Transportation Analysis Report is to analyze the project area transportation impacts of the urban design/land use and transportation alternatives selected through the Alternatives Screening process. The transportation impacts of three specific land use alternatives are analyzed in this report. For the "transportation alternatives," rather than specifying separate unique alternatives, a set of transportation improvements appropriate for each Land Use Alternative were selected from a menu of improvements developed and endorsed through the Alternatives Screening process.

Description of Alternatives

Three urban design and land use alternatives were developed and refined through the Alternatives Screening process: 1) 6th Street Emphasis Alternative, 2) Mixed Use Emphasis Alternative, and 3) Convention Center Emphasis Alternative. These Alternatives are described below. In addition, as part of the development of the urban design/land use alternatives, a menu of potential transportation (street and traffic control) improvements was assembled and evaluated. Those transportation improvements selected for further analysis through the Alternatives Screening process also are described in this section.

6th Street Emphasis Alternative

This alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Streets would be developed according to plans outlined by Evergreen Bank. A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the

hotel and south of Park fronting Riverside Park. The scale of housing would be 2- or 3-level townhomes with an opportunity for flexible uses at the ground floor.

Mixed Use Emphasis Alternative

North of M Street, the 6th and 7th corridors would emphasize retail and office infill respectively. New infill housing/live-work along 5th and 8th. Streetscape improvements on 6th-7th and widening of M Street would also be included. The riverfront area includes more infill development along an extended Voorhies and the river. South of the river, a public-private partnership would support a new hotel/conference center/restaurants and additional housing plus an extension of Riverside Park to the west. The overall area devoted to park would remain about the same as today.

Convention Center Emphasis Alternative

The third alternative assumes that in the long term, the Ford Dealership property between M and Voorhies Streets is redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza. This key location will benefit both the CBD and tourist-commercial areas along the riverfront. Parking would be provided below-grade. Both Voorhies and Rogue River Avenue would be extended. Streetscape improvements on 6th-7th and widening of M Street would also be included. Other aspects of this alternative are similar to the Mixed Use Emphasis Alternative.

Transportation Alternatives

As part of the development of land use and transportation alternatives, a menu of potential transportation (street and traffic control) improvements was assembled. These improvements are summarized below. **Figure 1** shows the street and traffic control improvements, and identifies the street and traffic control improvements attached to each of the Land Use Alternatives (for the purposes of analysis).

Improvements included in all alternatives:

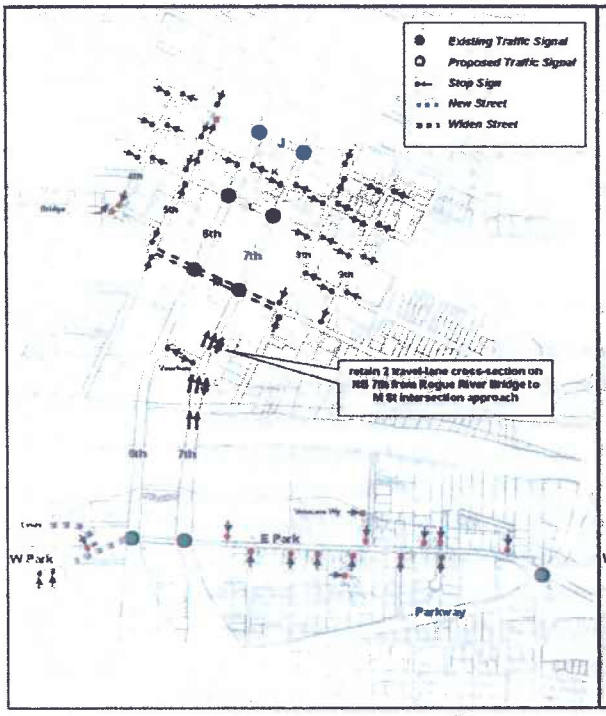
- Improve/expand M St intersections at 6th St and 7th St (Recommended lane configuration is shown in **Figure 2**.)

Improvements included in Mixed Use Emphasis and Convention Center alternatives:

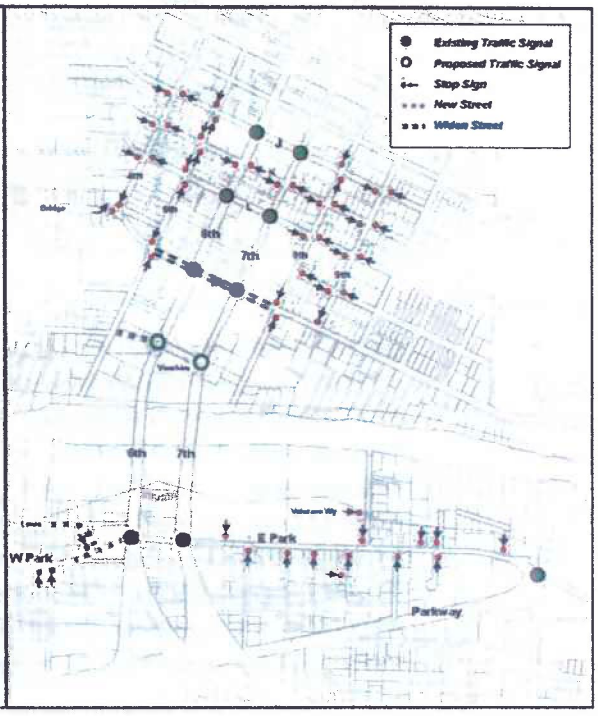
- Extend Voorhies St west from 6th to 5th
- Add signals at Voorhies on 6th and 7th Streets

Figure 1
Transportation & Traffic Control Improvements

6th Street Emphasis



Mixed Use Emphasis



Convention Center Emphasis

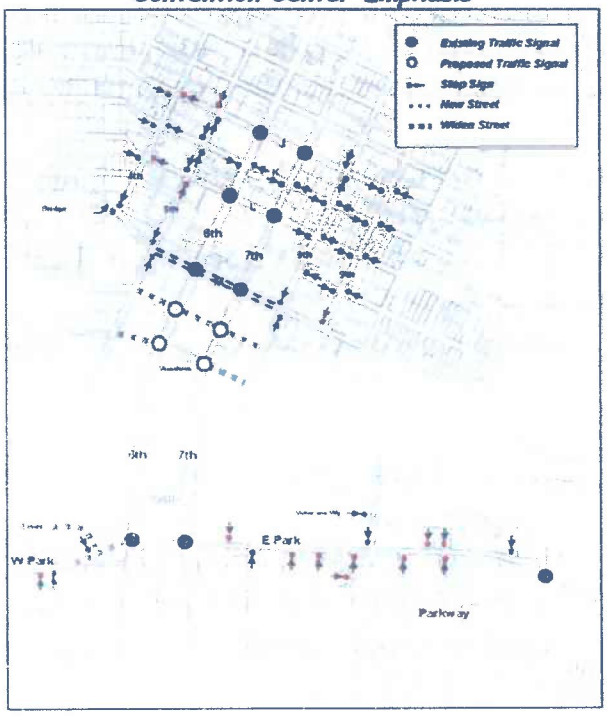
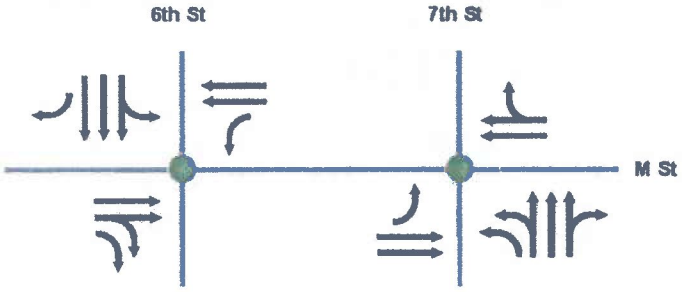


Figure 2
M Street Improvements: Lane Configuration



***Note**: In addition to the M St widening and the M/6th and M/7th intersection improvements shown above, other options for relieving M St congestion were considered. These other options included the redistribution of M St traffic onto nearby east-west streets and/or the creation of a one-way couplet by converting M and an adjacent street to one-way operations. These other options were rejected - i.e., they were not considered or developed further - primarily because they all involved the diversion of through traffic from M St, an arterial, onto nearby local and collector streets that are neither designed nor intended to carry through traffic.*

Improvements included in Mixed Use Emphasis alternative only:

- Remove third travel lane on northbound 7th St south of M St

Improvements included in Convention Center alternative only:

- Extend Voorhies St east from 7th to 8th
- Construct new street from 5th to 8th located between Voorhies and M (as an extension of Rogue River St)
- Add signals at new Rogue River Street on 6th and 7th Streets

Transportation Analysis: Traffic Forecasts

The potential impacts of the Land Use and Transportation Alternatives on the street system in and around the Study Area were assessed by preparing traffic forecasts for each Alternative and comparing those traffic forecasts with the

future baseline forecasts[1] (as compiled and described in Tech Memo 3, "Future Baseline Traffic Conditions"). The traffic forecasting process and results are reported in this section.

Traffic Forecasting Process

Traffic forecasts for the three Land Use/transportation Alternatives were prepared using ODOT's Grants Pass traffic model, the same model used to prepare the future baseline forecasts. (The model and the forecasting process are described in detail in Tech Memo 3, "Future Baseline Traffic Conditions.")

The traffic forecasting work needed for screening the Land Use/Transportation Alternatives was fairly involved, and required significant effort by ODOT TPAU modeling staff. Because the distributions of population and employment were different for each of the Land Use Alternatives, it was necessary to run the full model stream: trip generation, trip distribution, and traffic assignment. (To prepare the future baseline traffic forecasts it was necessary only to run traffic assignments, as the ODOT Grants Pass traffic model already incorporated future baseline population and employment forecasts and transportation improvements.) The traffic forecasting requirements are compiled in **Attachment A**.

The estimated Downtown River District population and employment growth for each Land Use Alternative is summarized in **Table 1**. These population and employment estimates were incorporated in the traffic forecasting model. In addition, the future baseline population and employment forecasts representing the remainder of the Grants Pass area in the model were reduced in numbers equivalent to the River District increases in order to hold the regional total population and employment constant among the various alternatives. (The population and employment reductions are compiled in **Attachment A**).

This approach was necessary, because the primary purpose of the Land Use Alternatives - in land use/transportation and growth management terms - is to focus more growth and development in the central city to reduce sprawl and travel demand. Accordingly, the population and employment increases associated with the Land Use Alternatives must be analyzed as relocations of finite regional total population and employment, and not as additions to the regional totals.

---

[1] "Baseline": Grants Pass River District Plan No Action Alternative (i.e., no changes from existing plans and forecasts)

Table 1
River District Growth
(increase over existing)

Growth Scenario	North of River		South of River	
	Population (households)	Employment (jobs)	Population (households)	Employment (jobs)
Future Baseline	+7	+38	+10	+92
6th Street Emphasis	+359	+583	+35	+111
Mixed Use Emphasis	+364	+1,078	+50	+152
Convention Center	+452	+855	+157	+157

Traffic Forecast Results

Planning Area Traffic Generation

Study area traffic generation totals for each of the Land Use Alternatives are compiled in **Table 2**.

Table 2
Study Area Traffic Generation
(*P.M. Peak Hour Trips*)

Land Use Alternative	North of River	South of River
Existing	960	240
Future Baseline	1,010	260
6th Street Emphasis	1,330	350
Mixed Use Emphasis	1,330	340
Convention Center	1,360	340

As shown in the Table, the Land Use Alternatives will generate 220-250 more p.m. peak hour trips in the study area north of the river and 80-90 more p.m. peak hour trips in the study area south of the river than will future baseline growth. (It should be noted that these "additional" study area trips are NOT new to the street system; rather, they are trips that are traveling to and/or from the study area instead of somewhere else in the Grants Pass area. Consequently, some proportion of the additional study area trips will represent traffic that would use study area streets under future baseline conditions, and therefore will not serve to increase traffic volumes beyond the baseline volumes.

Forecasted Traffic Volumes

The traffic volume forecasts prepared for the three Land Use Alternatives indicate that the total traffic volumes passing through the study area will remain about the same for all alternatives. Total 2028 p.m. peak hour traffic entering the study area on 6th St (from the north at J St), on M St (from the west at 6th St and from the east at 7th St), and on 7th St (from the south at E Park St) is 5,800 -5,900 for the Baseline scenario and all three Land Use Alternatives.

Forecasted traffic volumes at the study intersections, on which the traffic operations analyses are based, are compiled in **Figure 4A** (6th Street Emphasis Alternative), **Figure 4B** (Mixed Use Emphasis Alternative), and **Figure 4C** (Convention Center Emphasis Alternative).

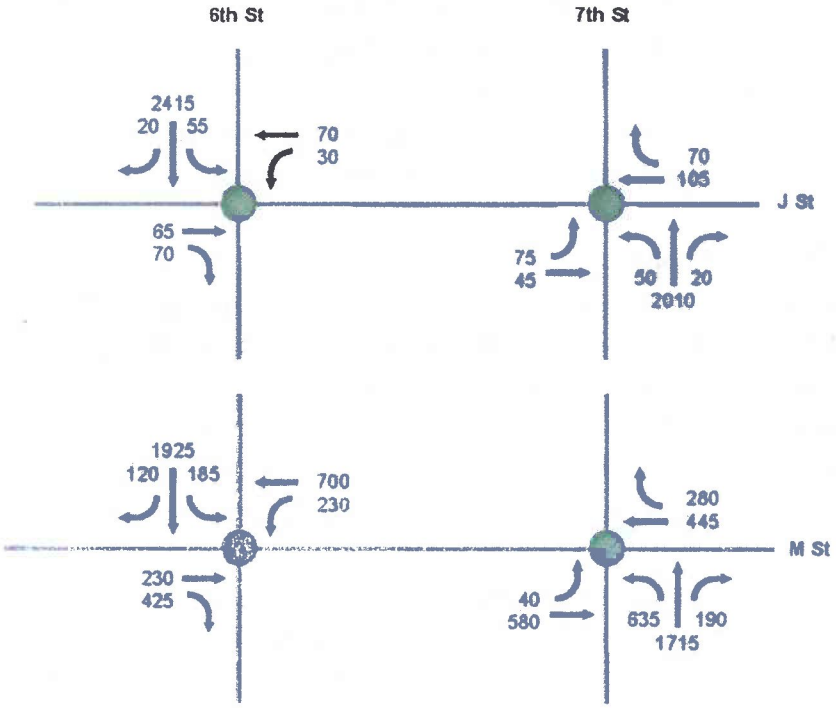
Transportation Analysis: Intersection Traffic Operations

Traffic operations analysis results for the six study intersections (6th St and 7th St at J St, M St, and Park St) are compiled in **Table 3**. Results are summarized below.

J St Intersections (6th/J, 7th/J)

Traffic operations at the J St intersections at 6th and 7th are similar under all three Land Use Alternatives. Both intersections operate at a good level of service (LOS A-B), and v/c's at 7th/J are under the ODOT Design Manual's 0.80 maximum v/c standard for District Highways. At 6th/J the v/c's range from 0.81 to 0.84, which meet the Oregon Highway Plan's (OHP) 0.90 maximum v/c standard, but exceed the Design Manual's 0.80 maximum v/c standard.

Figure 4
Traffic Volumes: Alternative 1, 6th Street Emphasis
(*30th Highest Hour*)



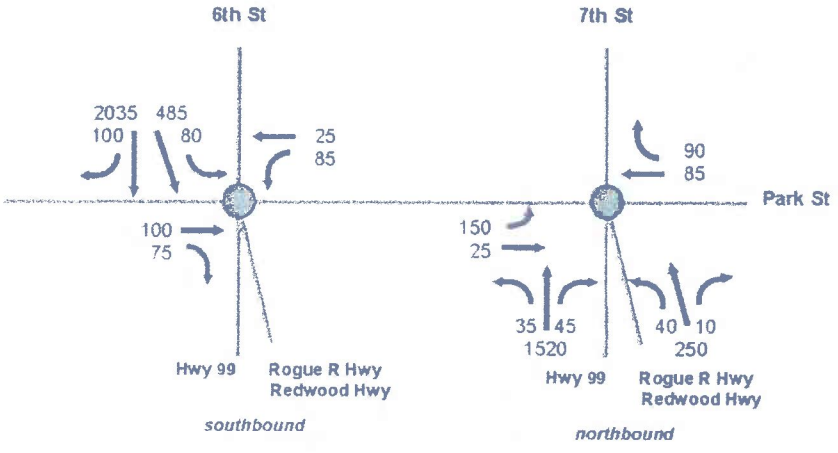
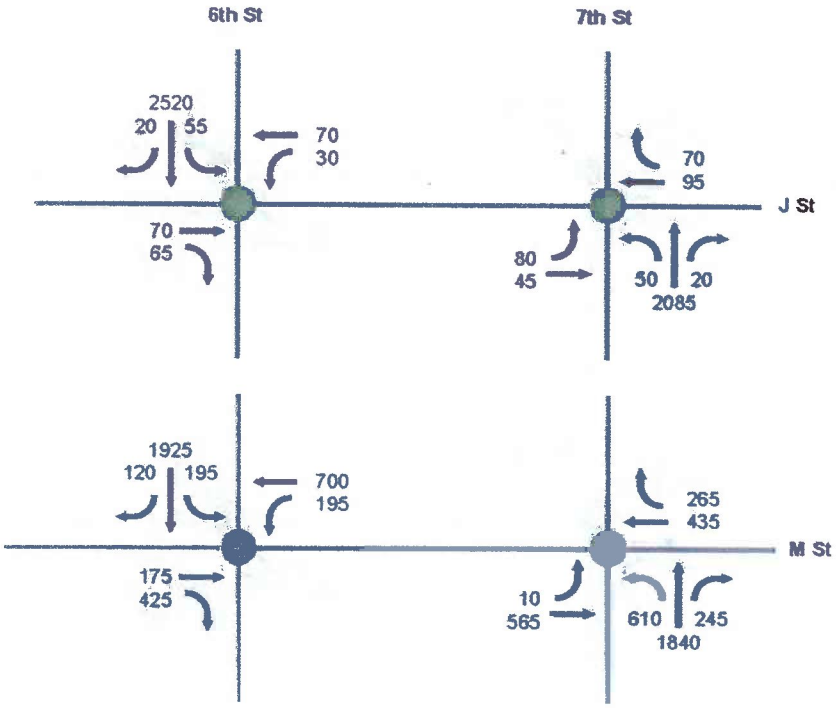


Figure 4B

Traffic Volumes: Alternative 2, Mixed Use Emphasis
(*30th Highest Hour*)



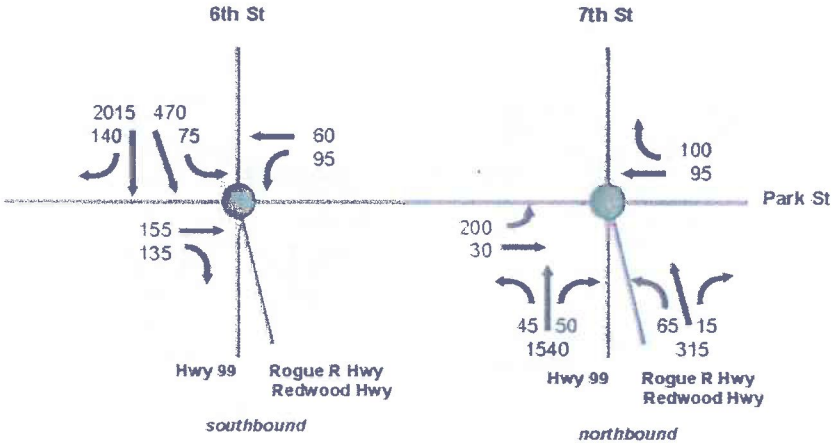
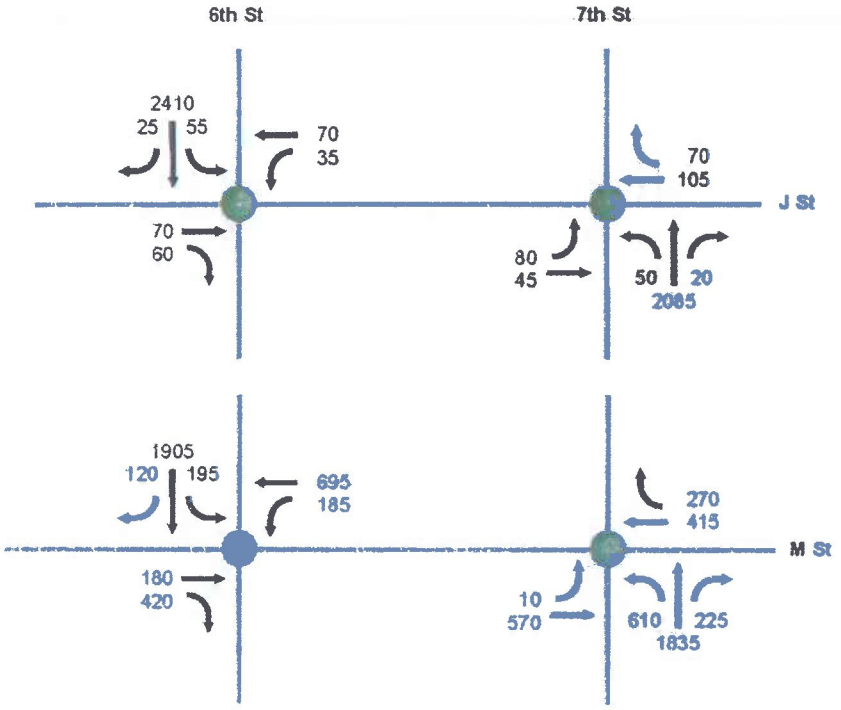


Figure 4C

Traffic Volumes: Alternative 3, Convention Center Emphasis

(30th Highest Hour)



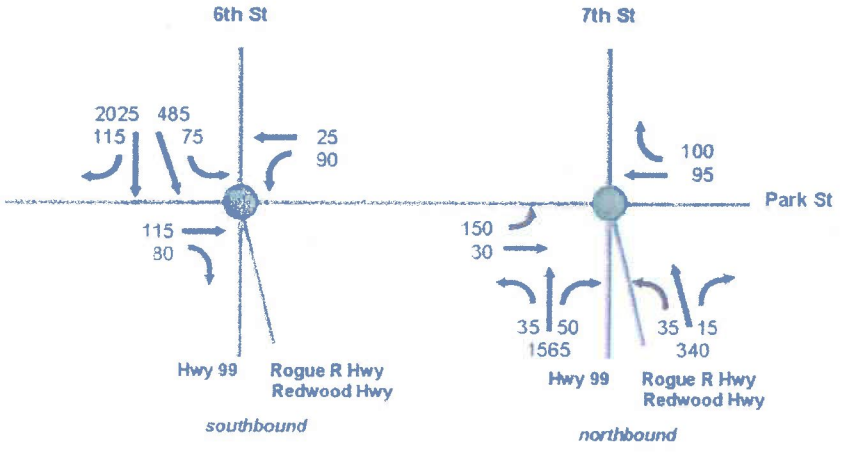


Table 3
2028 P.M. Peak Hour Intersection Level of Service (LOS)

6th St intrsctn	Future Base (No Action)	Alt 1, 6th Street Emph	Alt 2, Mixed Use Emph	Alt 3, Conv Ctr Emph
J St				
LOS	B	B	B	B
avg delay	15.5	16.4	16.4	15.8
v/c	***0.81***	***0.81***	***0.84***	***0.82***
M St				
LOS	E	C	C	C
avg delay	66.4	29.9	26.5	25.6
v/c	***1.12***	***0.88***	***0.83***	***0.82***
W Park				
LOS	C	B	C	C
avg delay	21.6	19.5	27.5	20.7
v/c	0.77	0.75	***0.84***	0.77

7th St intrsctn	Future Base (No Action)	Alt 1, 6th Street Emph	Alt 2, Mixed Use Emph	Alt 3, Conv Ctr Emph
J St				
LOS	A	A	A	B
avg delay	9.0	9.9	10.0	10.3
v/c	0.65	0.68	0.70	0.71
M St				
LOS	D	C	C	C
avg delay	47.0	24.4	23.8	23.3
v/c	***1.06***	***0.83***	***0.86***	***0.85***
W Park				
LOS	E	E	F	E
avg delay	68.2	57.3	87.2	79.1
v/c	***0.96***	***0.92***	***1.04***	***1.01***

Note: ***bold italics*** indicate v/c's that exceed ODOT Design Manual maximum standard

M St Intersections (6th/M, 7th/M)

As discussed in Technical Memo 3, under 2028 baseline conditions the 6th St/M St intersection operates at LOS E and does not meet the City's operational standards, and the 7th St/M St and 6th St/M St intersections both exceed the Oregon Highway Plan's (OHP) maximum v/c standard of 0.90. (Both intersections also exceed the ODOT Design Manual's maximum 0.80 v/c standard for District Highways.) In order to address these deficiencies, a set of improvements to increase capacity and improve operations the 7th/M and 6th/M intersections was developed and included in all three Land Use Alternatives (see **Figure 2**).

As shown in **Table 3**, traffic operations at the M St intersections at 6th and 7th are similar under all three Land Use Alternatives. Both intersections operate at a good level of service (LOS C), and meet City traffic operations standards. At both intersections v/c's range from 0.82 to 0.88, which meet the OHP's 0.90 maximum v/c standard, but exceed the Design Manual's 0.80 maximum v/c standard.

Park St Intersections (6th/W Park, 7th/E Park)

6th/W Park. Traffic operations at the 6th/W Park intersection are similar under all three Land Use Alternatives. The intersection operates at a good level of service (LOS B-C), and meets City traffic operations standards. Under all three alternatives intersection v/c meets the OHP's 0.90 maximum v/c. Under the 6th Street Emphasis Alternative and the Convention Center Alternative standard intersection v/c also meets the Design Manual's 0.80 maximum v/c standard; under the Mixed Use Emphasis Alternative, however, the 0.84 v/c exceeds the Design Manual's 0.80 maximum v/c standard.

7th/E Park. Traffic operations at the 7th/W Park intersection are poor under all three Land Use Alternatives. Neither level of service (LOS E-F) nor v/c (0.92-1.04) meet City or ODOT traffic operations standards. (The capacity deficiencies and congested conditions at the intersections are not addressed in this report. Because the conditions at 7th/Park result from the configuration of the intersection south approach and the heavy traffic volumes arriving from outside the Study Area via the South Y interchange (Hwy 99, Hwy 199, and OR 238), needs for this intersection are to be addressed by the South Y project.)

Evaluation of Transportation Improvement Alternatives

Based in part on the quantitative analyses described previously in this report and in part on a qualitative assessment of the Land Use Alternatives and the Transportation Improvement Alternatives, an evaluation of the alternatives was prepared. The evaluation criteria that address traffic volumes and operations are summarized in **Table 4**, and the evaluation of the Transportation Improvement Alternatives is summarized in **Table 5**.

Traffic Generation

The River District Land Use Alternatives all comprise significant, but similar study area population and employment increases. The population and employment increases, however, do NOT translate into significant traffic volume increases as compared to the future baseline scenario (i.e., the No Action Alternative). Consequently, none of the Land Use Alternatives have significant traffic-related impacts.

Table 4
Evaluation Summary Table: Traffic Volume and Operations

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Study Area Traffic Generation (PM Peak Hour)					
North of River	960	1,010	1,330	1,330	1,360
South of River	240	260	350	340	340
Total Traffic Entering Study Area (PM Peak Hour) (on 6th north of J, on M west of 6th and east of 7th, and on 7th south of Park)	4,900	5,800	5,800	5,900	5,800
Intersection Operations (PM Peak Hour LOS, v/c)					
6th St/M St	C / 0.92	E / 1.12	C / 0.88	C / 0.84	C / 0.82
7th St/M St	B / 0.83	D / 1.06	C / 0.83	C / 0.86	C / 0.85

M Street Widening

The analysis of 2028 traffic operating conditions at the M St intersections (LOS E and v/c > 1.06 at 6th and 7th) indicated that increasing traffic volumes will approach or exceed the intersections' capacities and will degrade traffic operating conditions to unacceptable levels. In particular, conditions at the 6th/M intersection have the potential to create a significant bottleneck at a key junction of north-south and east-west arterials.

In addition, the existing prohibition of left turns from eastbound M St to northbound 7th St creates a significant disconnection on the arterial system (M is an Arterial, and 7th is a State Highway). Because eastbound arterial traffic on M St cannot get to the 7th St northbound arterial on the arterial system, arterial traffic must use collectors and local streets. (Diversion of arterial traffic onto collectors and local streets may congest local/collector traffic flow, inhibit access to properties on the diversion routes, and generally degrade the residential and/or business environment on the affected streets.)

Table 5
Evaluation Summary Table: Transportation Improvement Alternatives

Evaluation Factors	Future Baseline Conditions	M St Widening	Voorhies St, Rogue River St Extensions
Traffic Operations (congestion, calming)	• Arterial system bottleneck at 6th/M, 7th/M • Safety issues on northbound 7th St "transition" section between the bridge and M • Increased congestion on southbound 6th St south of M associated with lane drop and unbalanced lane utilization	• 6th/M, 7th/M bottlenecks relieved	• controlled (signalized) intersection added to 6th and 7th between St and the bridge may add delay, but not congestion • added intersections provide traffic calming effect on 6th and 7th
Local Access/Circulation	• no 'outside' vehicular access to the 6th/7th corridor south of M St	• local access and circulation improved by relieving congestion on the arterial system	• vehicular access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor
Pedestrian Access/Circulation (safety, convenience)	• no 'outside' pedestrian access to the 6th/7th corridor south of M St • no controlled pedestrian crossings on 6th or 7th south of M St	• pedestrian crossing distance across M St at 6th and 7th increased by M St widening	• new pedestrian access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor • new controlled pedestrian crossings provided on 6th and 7th south of M St

The proposed M St widening (5 lanes between 5th St and 8th St) and intersection improvements address both of these deficiencies by providing additional capacity at the bottleneck 6th/M and 7th/M intersections, and by permitting eastbound-to-northbound left turns at 7th/M.

The operational analysis (results reported in **Table 3**) found that the M St intersection improvements will significantly increase capacity and reduce congestion for all three Land Use Alternatives. At 6th/M, 2028 p.m. peak hour LOS would improve from E to C, and v/c would drop from 1.12 to 0.82-0.88. At 7th/M, 2028 p.m. peak hour LOS would improve from D to C, and v/c would drop from 1.06 to 0.83-0.86.

Despite the v/c reduction achieved by the proposed M St intersection improvements, however, the ODOT Design Manual maximum v/c standard of 0.80 would not be met. Because the proposed M St intersection improvements comprise the most extensive improvements that can be made primarily within existing rights-of-way, it is clear that meeting the ODOT v/c standard would require significant street widening and property acquisition, and possibly even grade separation.

Voorhies Street and Rogue River Street Extensions

The Voorhies Street and Rogue River Street Extensions would provide currently non-existent vehicular and pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The expanded local accessibility and improved circulation provided by these new linkages would significantly enhance the viability and vitality of future River District development and redevelopment.

The new 6th St and 7th St intersections created by the extensions would provide currently non-existent controlled pedestrian crossings on 6th and 7th south of M St, which also would enhance the viability and vitality of future River District development and redevelopment.

The new 6th St and 7th St intersections also would introduce new traffic signals between M St and the bridge. Because the sidestreet volumes on the extended Voorhies St and Rogue River St would be low, the intersections can be designed to provide adequate capacity; however, the new signals may add some delay for traffic traveling along 6th St and 7th St. The new signalized intersections also could provide traffic calming effects, which would help improve traffic safety by smoothing the problematic transition from suburban highway to downtown street grid that occurs on 7th between the bridge and M St.

Maintaining smooth traffic flow through the new signalized intersections on 6th and 7th will require careful design of the intersection lane configurations and traffic controls. At the appropriate time a detailed traffic operations analysis should be undertaken to guide and support the design process.

Reconfigure Northbound 7th St (River to M St)

The transition from higher speeds and 'freer-flow' (fewer signalized intersections) to slow-speed, highly-controlled conditions that occurs on northbound 7th St as it

crosses the Rogue River, passes Voorhies St and enters downtown through the M St intersection, creates traffic safety concerns. To address these concerns, 7th St should retain as far north as possible the two-lane cross-section it carries across the Rogue River Bridge.

Because the 7th St/M St intersection improvements requires the lane configuration illustrated in **Figure 2**, and because adequate queue storage length must be provided on the northbound 7th St approach to the intersection, the two-lane cross-section on 7th can be carried only north to the point where it can be safely transitioned into the M St intersection approach.

In addition, any reconfiguration of 7th St (narrowing to two lanes) will be unnecessary and/or impossible if the Voorhies St Extension or the Rogue River St Extension is built. Both of these Extensions would create a new signalized intersection on 7th south of M St, each of which would both (i) impose specific lane configuration requirements of their own, and (ii) provide the traffic calming effect that the 7th St two-lane cross-section was intended to provide.

Attachment A

TRAFFIC FORECASTS FOR GRANTS PASS RIVER DISTRICT PLAN ALTERNATIVES ANALYSIS

The traffic assignments and outputs prepared for the Grants Pass River District Plan Land Use and Transportation Alternatives analysis process are described below.

ALTERNATIVES

Land Use/Transportation Alternatives were developed using the following three-step process:

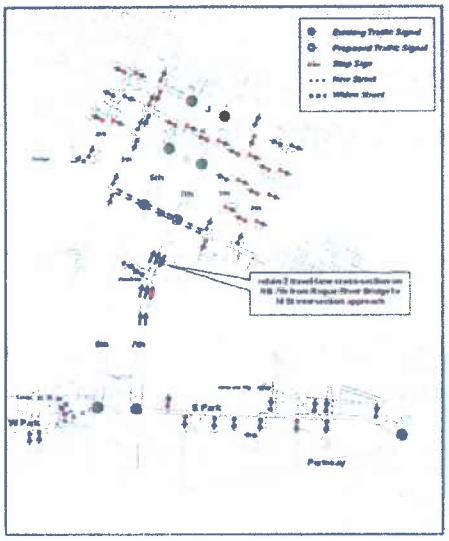
1. A set of three Land Use Alternatives was developed:
   - "6th Street Emphasis"
   - "Mixed Use Emphasis"
   - "Convention Center"

2. A menu of potential transportation (street and traffic control) improvements was developed:
   - improve/expand M St intersections at 6th St and 7th St
   - extend Voorhies St west from 6th to 5th (at Central)
   - extend Voorhies St east from 7th to 8th
   - construct new street from 5th to 8th located between Voorhies and M (an extension of Rogue River St)
   - Remove third travel lane on northbound 7th St south of M St

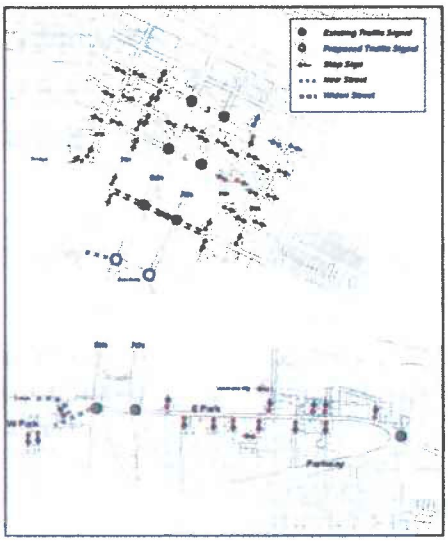
3. The street and traffic control improvements that should be associated with each of the Land Use Alternatives for the purposes of analysis were specified (see Figure).

Transportation Improvements

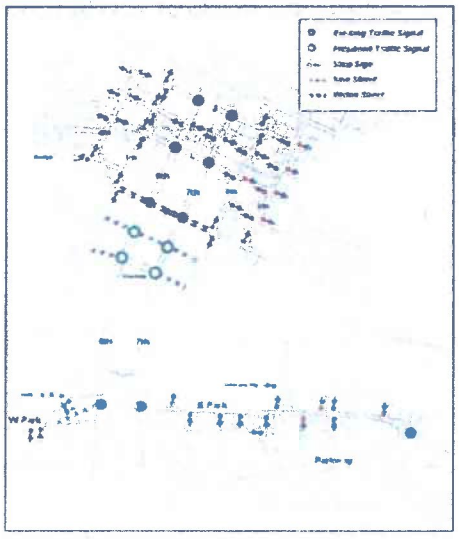
6th Street Emphasis



Mixed Use Emphasis



Convention Center Emphasis



TRAFFIC ASSIGNMENTS

To analyze these alternatives, traffic assignments for each of the three Land Use Alternatives were prepared. Because the land use alternatives are defined by a redistribution of Grants Pass population and employment (i.e., more of each in the River District with equivalent reductions elsewhere), which in turn affects traffic volumes and patterns, each of the assignments required modifying and running the full model stream (i.e., trip generation, trip distribution, *and* traffic assignment, not just the latter).

Population and Employment

Grants Pass Traffic Forecasting Model 2025 population and employment was revised as specified in the following tables. (The Grants Pass area population/employment reductions that offset the River District increases, as identified in the tables, were critical to the veracity of the traffic forecasts and analyses and were incorporated in the forecasting model; i.e., it was not appropriate to simply add the River District increases. This is because the primary purpose of the land use alternatives – in land use/transportation and growth management terms – is to focus more growth and development in the central city to reduce sprawl and travel demand; for this reason, the population and employment increases associated with the land use alternatives could not be analyzed as additions to the regional totals, but rather as relocations of finite regional total population and employment.)

Network Revisions

Assignments for the three Land Use/Network Alternatives were run on the previously modified/refined future baseline network, with the following revisions:

<u>All three Land Use/Network Alternatives</u>

- M St two lanes each direction between 5th and 8th
- permit all movements at 7th/M intersection (i.e., remove EB-M-to-NB-7th left turn prohibition)

<u>Mixed Use Emphasis Alternative</u>

- make additional network revisions shown in attached diagram

<u>Convention Center Alternative</u>

- make additional network revisions shown in attached diagram

Alternative 1, 6th St Emphasis:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194				+34	
196	+37	+65		+124	
197			+55	+74	
198				+80	
199	+20	+35	+27		
200	+80	+140			
229	+55	+96			+22
230					
231	+25	+44	+7	+5	+7
TOTAL	+377	+660	+146	+349	+69

Alternative 2, Mixed Use Emphasis:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194				+34	
196	+37	+65		+124	
197			+55	+74	
198	+30	+53	+64	+96	+25
199	+50	+88	+75		
200	+80	+140			
226	+25	+44		+320	+44
231	+15	+26	+20	+20	+20
TOTAL	+397	+696	+271	+700	+129

Alternative 3, Convention Center Emphasis: Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194	+44	+77		+78	
196	+37	+65		+124	
197			+55	+74	
198	+45	+79	+64	+176	+25
199	+79	+138	+75		
200	+80	+140			
226	+132	+231			+22
231	+15	+26	+25	+20	+20
TOTAL	+592	+1,036	+271	+504	+107

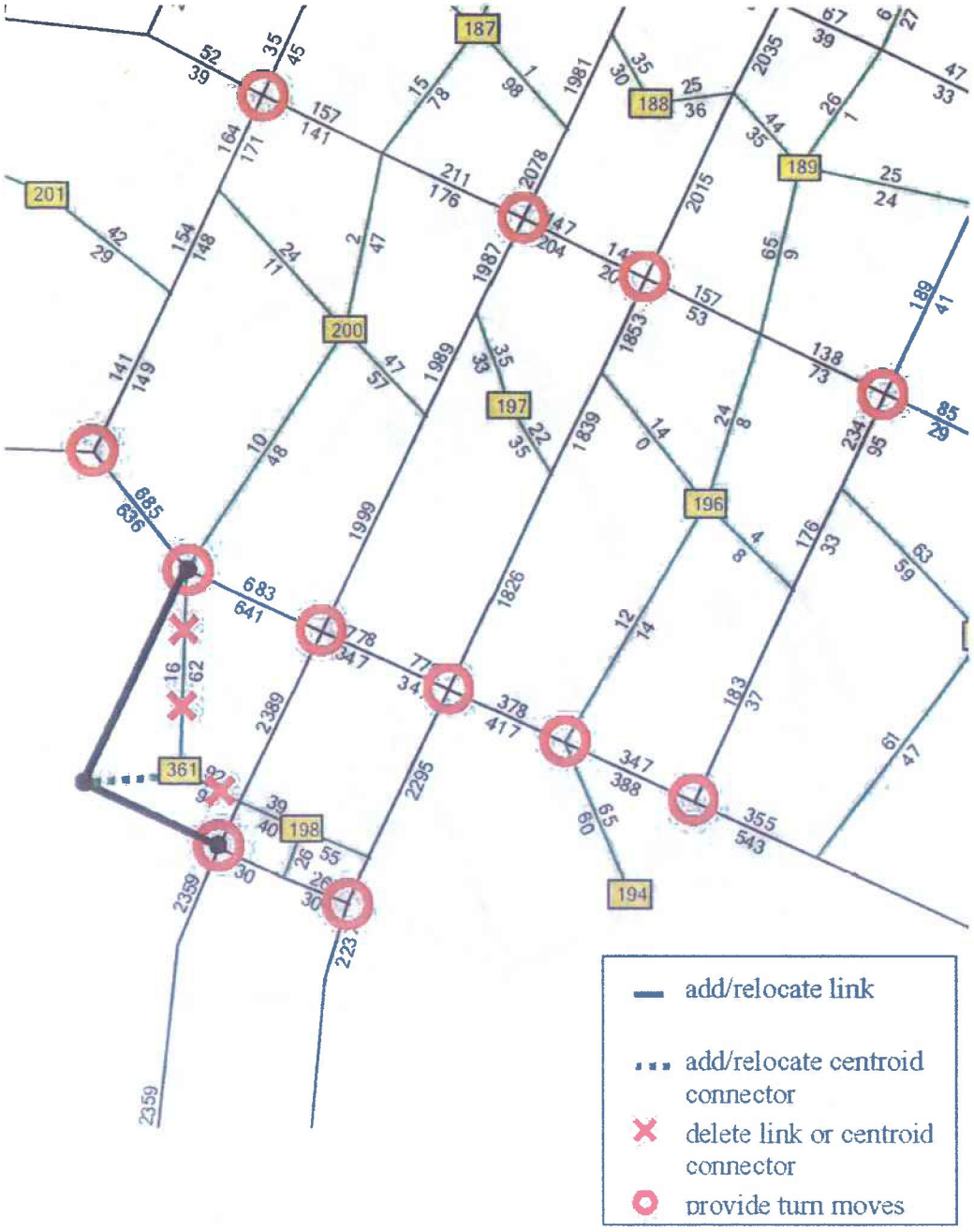
Grants Pass Area Employment Decreases [to balance study area increases]

	Convention Center		Mixed Use Emphasis		6th St Emphasis	
TAZ	retail jobs	office/ service jobs	retail jobs	office/ service jobs	retail jobs	office/ service jobs
101		-57		-83		-39
128		-36		-51		-24
206	-32	-62	-31	-37	-15	-43
225	-17	-31	-17	-44	-8	-20
226	-37	-74	-42	-105	-17	-49
233	-17	-30	-17	-43	-8	-20
246	-27		-26		-14	
251	-23	-27	-23	-38	-11	-18
252	-36	-73	-35	-108	-17	-51
256	-42	-79	-41	-118	-20	-54
296	-12	-44	-12	-44	-12	-30
309	-6	-20	-6	-22	-6	-14
310	-22	-79	-21	-83	-21	-55
TOTAL	-271	-612	-271	-830	-147	-418

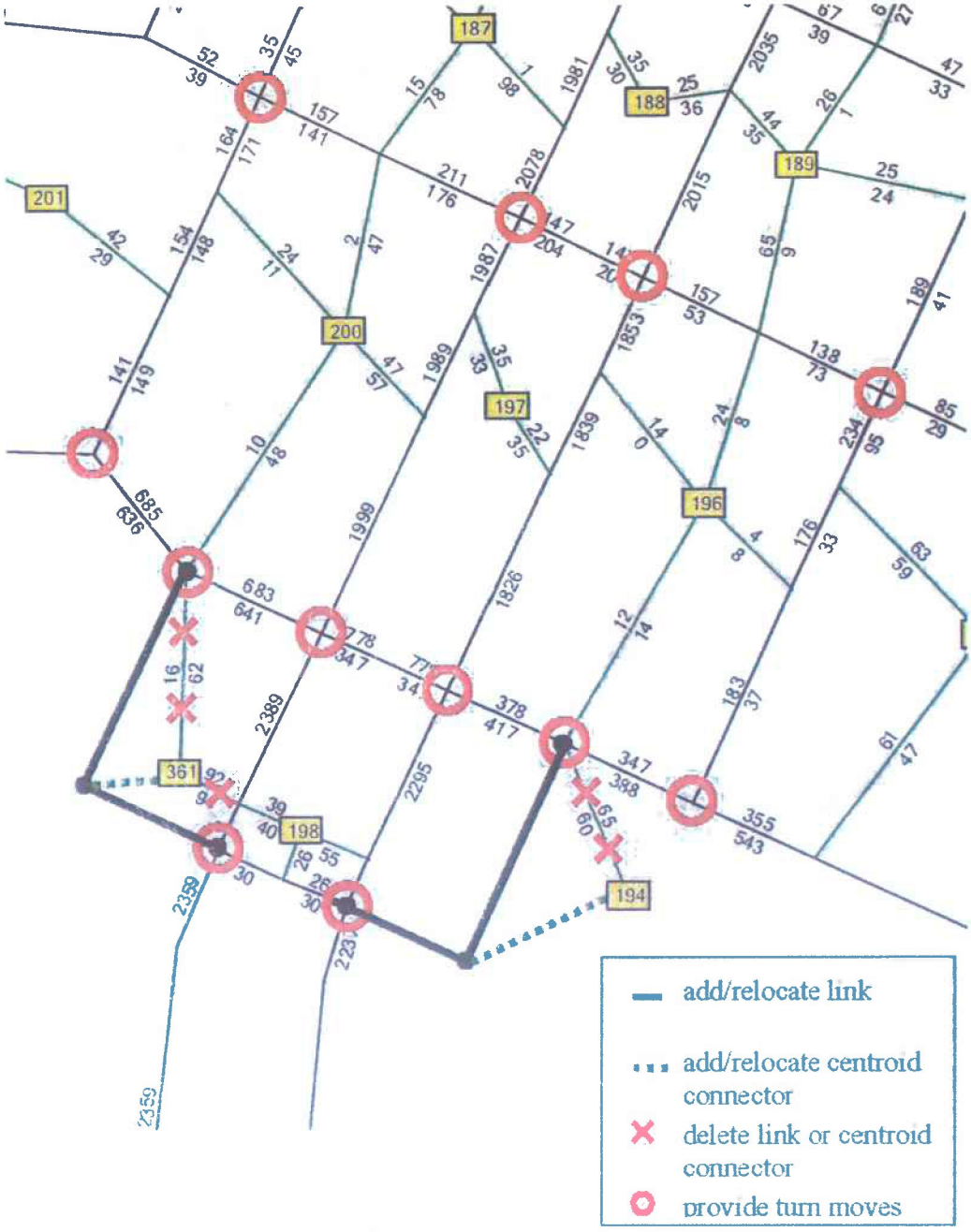
Grants Pass Area Population Decreases
[to balance study area increases]

TAZ	6th Street Emphasis	Mixed Use Emphasis	Convention Center
101	-7	-11	-13
109	-9	-15	-17
110	-11	-17	-19
118	-7	-11	-12
121	-10	-16	-19
122	-19	-17	-35
138	-64	-119	-94
139	-12	-19	-22
164	-20	-17	-36
193	-22	-19	-40
205	-6	-10	-11
206	-11	-18	-21
219	-35	-30	-44
220	-42	-36	-54
223	-5	-8	-9
233	-6	-10	-12
234	-16	-14	-28
243	-15	-14	-28
245	-40	-34	-51
246	-9	-14	-16
249	-28	-24	-51
251	-11	-17	-19
255	-23	-19	-41
256	-120	-120	-176
264	-7	-11	-12
272	-5	-8	-9
273	-95	-95	-131
323	-5	-8	-9
TOTAL	-660	-694	-1,035

Mixed Use Emphasis Alternative Network



Convention Center Emphasis Alternative Network



Attachment B

TRAFFIC OPERATIONAL ANALYSIS WORKSHEETS

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.93			1.00						1.00	
Flt Protected		1.00			0.99						1.00	
Satd. Flow (prot)		1642			1738						4806	
Flt Permitted		1.00			0.99						1.00	
Satd. Flow (perm)		1642			1738						4806	
Volume (vph)	0	65	70	30	70	0	0	0	0	55	2415	20
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	71	76	33	76	0	0	0	0	60	2625	22
RTOR Reduction (vph)	0	56	0	0	0	0	0	0	0	0	1	0
Lane Group Flow (vph)	0	91	0	0	109	0	0	0	0	0	2706	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		7.6			6.9						49.1	
Effective Green, g (s)		7.6			6.9						49.1	
Actuated g/C Ratio		0.10			0.09						0.65	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		165			159						3121	
v/s Ratio Prot		c0.06			c0.06							
v/s Ratio Perm											0.56	
v/c Ratio		0.55			0.69						0.87	
Uniform Delay, d1		32.4			33.3						10.6	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		4.0			11.6						3.5	
Delay (s)		36.4			44.9						14.2	
Level of Service		D			D						B	
Approach Delay (s)		36.4			44.9			0.0			14.2	
Approach LOS		D			D			A			B	

Intersection Summary			
HCM Average Control Delay	16.4	HCM Level of Service	B
HCM Volume to Capacity ratio	0.81		
Actuated Cycle Length (s)	75.6	Sum of lost time (s)	12.0
Intersection Capacity Utilization	74.7%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 1 (6th St Emphasis)
HCM Signalized Intersection Capacity Analysis — 22: E Park & 7th St

Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.89	0.85	
Flt Protected	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (prot)	1676	1765	1642			3335		1546	1425	
Flt Permitted	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (perm)	1676	1765	1642			3335		1546	1425	
Volume (vph)	150	25	75	80	35	1520	45	40	250	10
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	163	27	82	87	38	1652	49	43	272	11
RTOR Reduction (vph)	0	0	27	0	0	0	0	0	2	0
Lane Group Flow (vph)	163	27	142	0	0	1739	0	176	148	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	15.0	34.3	15.3			77.1		18.7	18.7	
Effective Green, g (s)	15.0	34.3	15.3			77.1		18.7	18.7	
Actuated g/C Ratio	0.11	0.24	0.11			0.54		0.13	0.13	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	177	426	177			1809		203	188	
v/s Ratio Prot	c0.10	0.02	c0.09					c0.11	0.10	
v/s Ratio Perm						0.52				
v/c Ratio	0.92	0.06	0.80			0.96		0.87	0.79	
Uniform Delay, d1	63.0	41.5	61.9			31.1		60.5	59.8	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	45.4	0.1	22.5			13.8		29.9	19.4	
Delay (s)	108.3	41.6	84.5			44.9		90.4	79.1	
Level of Service	F	D	F			D		F	E	
Approach Delay (s)		98.9	84.5			44.9		85.2		
Approach LOS		F	F			D		F		

Intersection Summary			
HCM Average Control Delay	57.3	HCM Level of Service	E
HCM Volume to Capacity ratio	0.92		
Actuated Cycle Length (s)	142.1	Sum of lost time (s)	16.0
Intersection Capacity Utilization	89.7%	ICU Level of Service	E
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.96		0.95	1.00	
Satd. Flow (prot)	1765	1500			1699		1442	4521	
Flt Permitted	1.00	1.00			0.70		0.95	1.00	
Satd. Flow (perm)	1765	1500			1241		1442	4521	
Volume (vph)	100	75	20	65	25	80	485	2035	100
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	109	82	22	71	27	87	527	2212	109
RTOR Reduction (vph)	0	0	0	0	0	0	0	4	0
Lane Group Flow (vph)	109	82	0	0	120	0	614	2317	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	11.4	11.4			15.3		72.6	72.6	
Effective Green, g (s)	11.4	11.4			15.3		72.6	72.6	
Actuated g/C Ratio	0.10	0.10			0.14		0.65	0.65	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	181	154			171		941	2949	
v/s Ratio Prot	c0.06	0.05						c0.51	
v/s Ratio Perm					c0.10		0.43		
v/c Ratio	0.60	0.53			0.70		0.65	0.79	
Uniform Delay, d1	47.8	47.4			45.8		11.7	13.8	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	5.5	3.5			12.3		3.5	2.2	
Delay (s)	53.3	50.9			58.1		15.2	16.0	
Level of Service	D	D			E		B	B	
Approach Delay (s)	52.3				58.1			15.8	
Approach LOS	D				E			B	

Intersection Summary			
HCM Average Control Delay	19.5	HCM Level of Service	B
HCM Volume to Capacity ratio	0.75		
Actuated Cycle Length (s)	111.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	63.2%	ICU Level of Service	B
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0				
Lane Util. Factor	1.00	0.95			0.95		0.86	0.86				
Frt	1.00	1.00			0.94		1.00	0.99				
Flt Protected	0.95	1.00			1.00		0.95	1.00				
Satd. Flow (prot)	1676	3353			3159		1442	4483				
Flt Permitted	0.14	1.00			1.00		0.95	1.00				
Satd. Flow (perm)	246	3353			3159		1442	4483				
Volume (vph)	40	580	0	0	445	280	635	1715	190	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	43	630	0	0	484	304	690	1864	207	0	0	0
RTOR Reduction (vph)	0	0	0	0	20	0	0	12	0	0	0	0
Lane Group Flow (vph)	43	630	0	0	768	0	669	2080	0	0	0	0
Turn Type	pm+pt						Perm					
Protected Phases	7	4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)	29.8	29.8			24.7		53.2	53.2				
Effective Green, g (s)	29.8	29.8			24.7		53.2	53.2				
Actuated g/C Ratio	0.33	0.33			0.27		0.58	0.58				
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0				
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0				
Lane Grp Cap (vph)	98	1098			857		843	2621				
v/s Ratio Prot	0.01	c0.19			c0.24							
v/s Ratio Perm	0.14						c0.46	0.46				
v/c Ratio	0.44	0.57			0.90		0.79	0.79				
Uniform Delay, d1	27.9	25.3			31.9		14.6	14.6				
Progression Factor	1.00	1.00			1.00		1.00	1.00				
Incremental Delay, d2	3.1	0.7			11.9		7.6	2.6				
Delay (s)	31.1	26.1			43.8		22.2	17.2				
Level of Service	C	C			D		C	B				
Approach Delay (s)		26.4			43.8			18.4			0.0	
Approach LOS		C			D			B			A	

Intersection Summary			
HCM Average Control Delay	24.4	HCM Level of Service	C
HCM Volume to Capacity ratio	0.83		
Actuated Cycle Length (s)	91.0	Sum of lost time (s)	12.0
Intersection Capacity Utilization	119.3%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Lane Util. Factor		0.91	0.91	1.00	0.95					1.00	0.91	
Frt		0.93	0.85	1.00	1.00					1.00	0.99	
Flt Protected		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (prot)		2980	1365	1676	3353					1676	4775	
Flt Permitted		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (perm)		2980	1365	1676	3353					1676	4775	
Volume (vph)	0	230	425	230	700	0	0	0	0	185	1925	120
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	250	462	250	761	0	0	0	0	201	2092	130
RTOR Reduction (vph)	0	46	46	0	0	0	0	0	0	0	7	0
Lane Group Flow (vph)	0	435	185	250	761	0	0	0	0	201	2215	0
Turn Type			Perm	Prot						Perm		
Protected Phases		4		3	8						6	
Permitted Phases			4							6		
Actuated Green, G (s)		16.0	16.0	15.7	35.7					44.1	44.1	
Effective Green, g (s)		16.0	16.0	15.7	35.7					44.1	44.1	
Actuated g/C Ratio		0.18	0.18	0.18	0.41					0.50	0.50	
Clearance Time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Vehicle Extension (s)		3.0	3.0	3.0	3.0					3.0	3.0	
Lane Grp Cap (vph)		543	249	300	1363					842	2398	
v/s Ratio Prot		c0.15		c0.15	0.23						c0.46	
v/s Ratio Perm			0.14							0.12		
v/c Ratio		0.80	0.74	0.83	0.56					0.24	0.92	
Uniform Delay, d1		34.4	34.0	34.8	20.0					12.4	20.3	
Progression Factor		1.00	1.00	1.00	1.00					1.00	1.00	
Incremental Delay, d2		8.3	11.4	17.7	0.5					0.7	7.4	
Delay (s)		42.7	45.3	52.5	20.5					13.0	27.7	
Level of Service		D	D	D	C					B	C	
Approach Delay (s)		43.6			28.4			0.0			26.5	
Approach LOS		D			C			A			C	

Intersection Summary			
HCM Average Control Delay	29.9	HCM Level of Service	C
HCM Volume to Capacity ratio	0.88		
Actuated Cycle Length (s)	87.8	Sum of lost time (s)	12.0
Intersection Capacity Utilization	119.3%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.95			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1711			1669			4805				
Flt Permitted		0.59			1.00			1.00				
Satd. Flow (perm)		1043			1669			4805				
Volume (vph)	75	45	0	0	105	70	50	2010	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	82	49	0	0	114	76	54	2185	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	4	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	131	0	0	186	0	0	2260	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		12.2			12.2			43.5				
Effective Green, g (s)		12.2			12.2			43.5				
Actuated g/C Ratio		0.19			0.19			0.68				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		200			320			3281				
v/s Ratio Prot					0.11							
v/s Ratio Perm		c0.13						0.47				
v/c Ratio		0.66			0.58			0.69				
Uniform Delay, d1		23.8			23.4			6.0				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		7.5			2.7			1.2				
Delay (s)		31.3			26.1			7.3				
Level of Service		C			C			A				
Approach Delay (s)		31.3			26.1			7.3			0.0	
Approach LOS		C			C			A			A	

Intersection Summary			
HCM Average Control Delay	9.9	HCM Level of Service	A
HCM Volume to Capacity ratio	0.68		
Actuated Cycle Length (s)	63.7	Sum of lost time (s)	8.0
Intersection Capacity Utilization	69.8%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.93			1.00						1.00	
Flt Protected		1.00			0.99						1.00	
Satd. Flow (prot)		1650			1738						4807	
Flt Permitted		1.00			0.99						1.00	
Satd. Flow (perm)		1650			1738						4807	
Volume (vph)	0	70	65	30	70	0	0	0	0	55	2520	20
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	76	71	33	76	0	0	0	0	60	2739	22
RTOR Reduction (vph)	0	49	0	0	0	0	0	0	0	0	1	0
Lane Group Flow (vph)	0	98	0	0	109	0	0	0	0	0	2820	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		6.1			5.2						53.2	
Effective Green, g (s)		6.1			5.2						53.2	
Actuated g/C Ratio		0.08			0.07						0.70	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		132			118						3343	
v/s Ratio Prot		c0.06			c0.06							
v/s Ratio Perm											0.59	
v/c Ratio		0.74			0.92						0.84	
Uniform Delay, d1		34.4			35.5						8.6	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		20.1			59.2						2.8	
Delay (s)		54.6			94.6						11.4	
Level of Service		D			F						B	
Approach Delay (s)		54.6			94.6			0.0			11.4	
Approach LOS		D			F			A			B	

Intersection Summary			
HCM Average Control Delay	16.4	HCM Level of Service	B
HCM Volume to Capacity ratio	0.84		
Actuated Cycle Length (s)	76.5	Sum of lost time (s)	12.0
Intersection Capacity Utilization	76.8%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 2 (Mixed Use Emphasis)

HCM Signalized Intersection Capacity Analysis — 22: E Park & 7th St

Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.90	0.85	
Flt Protected	0.95	1.00	1.00			1.00		0.98	1.00	
Satd. Flow (prot)	1676	1765	1642			3333		1558	1425	
Flt Permitted	0.95	1.00	1.00			1.00		0.98	1.00	
Satd. Flow (perm)	1676	1765	1642			3333		1558	1425	
Volume (vph)	200	30	95	100	45	1540	50	65	315	15
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	217	33	103	109	49	1674	54	71	342	16
RTOR Reduction (vph)	0	0	23	0	0	0	0	0	3	0
Lane Group Flow (vph)	217	33	189	0	0	1777	0	230	196	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	15.0	36.0	17.0			77.0		20.0	20.0	
Effective Green, g (s)	15.0	36.0	17.0			77.0		20.0	20.0	
Actuated g/C Ratio	0.10	0.25	0.12			0.53		0.14	0.14	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	173	438	193			1770		215	197	
v/s Ratio Prot	c0.13	0.02	c0.12					c0.15	0.14	
v/s Ratio Perm						0.53				
v/c Ratio	1.25	0.08	0.98			1.00		1.07	1.00	
Uniform Delay, d1	65.0	41.7	63.8			34.0		62.5	62.5	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	152.9	0.1	58.1			22.3		81.1	62.8	
Delay (s)	217.9	41.8	121.9			56.3		143.6	125.3	
Level of Service	F	D	F			E		F	F	
Approach Delay (s)		194.6	121.9			56.3		135.1		
Approach LOS		F	F			E		F		

Intersection Summary			
HCM Average Control Delay	87.2	HCM Level of Service	F
HCM Volume to Capacity ratio	1.04		
Actuated Cycle Length (s)	145.0	Sum of lost time (s)	16.0
Intersection Capacity Utilization	99.1%	ICU Level of Service	F
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.97		0.95	1.00	
Satd. Flow (prot)	1765	1500			1712		1442	4509	
Flt Permitted	1.00	1.00			0.72		0.95	1.00	
Satd. Flow (perm)	1765	1500			1266		1442	4509	
Volume (vph)	155	135	25	70	60	75	470	2015	140
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	168	147	27	76	65	82	511	2190	152
RTOR Reduction (vph)	0	0	0	0	0	0	0	6	0
Lane Group Flow (vph)	168	147	0	0	168	0	593	2336	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	13.3	13.3			18.4		70.1	70.1	
Effective Green, g (s)	13.3	13.3			18.4		70.1	70.1	
Actuated g/C Ratio	0.12	0.12			0.16		0.62	0.62	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	206	175			205		888	2778	
v/s Ratio Prot	0.10	c0.10						c0.52	
v/s Ratio Perm					c0.13		0.41		
v/c Ratio	0.82	0.84			0.82		0.67	0.84	
Uniform Delay, d1	49.1	49.2			46.1		14.3	17.4	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	21.4	28.7			21.9		4.0	3.3	
Delay (s)	70.4	77.9			68.0		18.2	20.7	
Level of Service	E	E			E		B	C	
Approach Delay (s)	73.9				68.0			20.2	
Approach LOS	E				E			C	

Intersection Summary			
HCM Average Control Delay	27.5	HCM Level of Service	C
HCM Volume to Capacity ratio	0.84		
Actuated Cycle Length (s)	113.8	Sum of lost time (s)	12.0
Intersection Capacity Utilization	69.8%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 2 (Mixed Use Emphasis)

HCM Signalized Intersection Capacity Analysis — 18: M St & 7th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0				
Lane Util. Factor	1.00	0.95			0.95		0.86	0.86				
Frt	1.00	1.00			0.94		1.00	0.98				
Flt Protected	0.95	1.00			1.00		0.95	1.00				
Satd. Flow (prot)	1676	3353			3163		1442	4473				
Flt Permitted	0.14	1.00			1.00		0.95	1.00				
Satd. Flow (perm)	254	3353			3163		1442	4473				
Volume (vph)	10	565	0	0	435	265	610	1840	245	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	11	614	0	0	473	288	663	2000	266	0	0	0
RTOR Reduction (vph)	0	0	0	0	29	0	0	16	0	0	0	0
Lane Group Flow (vph)	11	614	0	0	732	0	663	2250	0	0	0	0
Turn Type	pm+pt						Perm					
Protected Phases	7	4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)	28.2	28.2			23.8		54.1	54.1				
Effective Green, g (s)	28.2	28.2			23.8		54.1	54.1				
Actuated g/C Ratio	0.31	0.31			0.26		0.60	0.60				
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0				
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0				
Lane Grp Cap (vph)	86	1047			834		864	2680				
v/s Ratio Prot	0.00	c0.18			c0.23							
v/s Ratio Perm	0.04						0.46	0.50				
v/c Ratio	0.13	0.59			0.88		0.77	0.84				
Uniform Delay, d1	23.9	26.1			31.8		13.4	14.6				
Progression Factor	1.00	1.00			1.00		1.00	1.00				
Incremental Delay, d2	0.7	0.8			10.3		6.5	3.4				
Delay (s)	24.5	27.0			42.1		19.9	18.0				
Level of Service	C	C			D		B	B				
Approach Delay (s)		26.9			42.1			18.4			0.0	
Approach LOS		C			D			B			A	

Intersection Summary			
HCM Average Control Delay	23.8	HCM Level of Service	C
HCM Volume to Capacity ratio	0.86		
Actuated Cycle Length (s)	90.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	121.0%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Lane Util. Factor		0.91	0.91	1.00	0.95					1.00	0.91	
Frt		0.92	0.85	1.00	1.00					1.00	0.99	
Flt Protected		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (prot)		2947	1365	1676	3353					1676	4775	
Flt Permitted		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (perm)		2947	1365	1676	3353					1676	4775	
Volume (vph)	0	175	425	195	700	0	0	0	0	195	1925	120
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	190	462	212	761	0	0	0	0	212	2092	130
RTOR Reduction (vph)	0	61	61	0	0	0	0	0	0	0	7	0
Lane Group Flow (vph)	0	360	170	212	761	0	0	0	0	212	2215	0
Turn Type			Perm	Prot						Perm		
Protected Phases		4		3	8						6	
Permitted Phases			4							6		
Actuated Green, G (s)		14.6	14.6	14.5	33.1					44.2	44.2	
Effective Green, g (s)		14.6	14.6	14.5	33.1					44.2	44.2	
Actuated g/C Ratio		0.17	0.17	0.17	0.39					0.52	0.52	
Clearance Time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Vehicle Extension (s)		3.0	3.0	3.0	3.0					3.0	3.0	
Lane Grp Cap (vph)		504	234	285	1301					868	2474	
v/s Ratio Prot		0.12		c0.13	0.23						c0.46	
v/s Ratio Perm			c0.12							0.13		
v/c Ratio		0.72	0.73	0.74	0.58					0.24	0.90	
Uniform Delay, d1		33.4	33.5	33.6	20.7					11.3	18.5	
Progression Factor		1.00	1.00	1.00	1.00					1.00	1.00	
Incremental Delay, d2		4.8	10.8	10.1	0.7					0.7	5.6	
Delay (s)		38.2	44.3	43.7	21.3					12.0	24.0	
Level of Service		D	D	D	C					B	C	
Approach Delay (s)		40.3			26.2			0.0			23.0	
Approach LOS		D			C			A			C	

Intersection Summary			
HCM Average Control Delay	26.5	HCM Level of Service	C
HCM Volume to Capacity ratio	0.83		
Actuated Cycle Length (s)	85.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	121.0%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.94			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1710			1664			4805				
Flt Permitted		0.60			1.00			1.00				
Satd. Flow (perm)		1061			1664			4805				
Volume (vph)	80	45	0	0	95	70	50	2085	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	87	49	0	0	103	76	54	2266	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	3	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	136	0	0	176	0	0	2341	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		11.9			11.9			43.8				
Effective Green, g (s)		11.9			11.9			43.8				
Actuated g/C Ratio		0.19			0.19			0.69				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		198			311			3304				
v/s Ratio Prot					0.11							
v/s Ratio Perm		c0.13						0.49				
v/c Ratio		0.69			0.57			0.71				
Uniform Delay, d1		24.2			23.5			6.1				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		9.5			2.3			1.3				
Delay (s)		33.7			25.9			7.4				
Level of Service		C			C			A				
Approach Delay (s)		33.7			25.9			7.4			0.0	
Approach LOS		C			C			A			A	

Intersection Summary			
HCM Average Control Delay	10.0	HCM Level of Service	A
HCM Volume to Capacity ratio	0.70		
Actuated Cycle Length (s)	63.7	Sum of lost time (s)	8.0
Intersection Capacity Utilization	71.0%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.94			1.00						1.00	
Flt Protected		1.00			0.98						1.00	
Satd. Flow (prot)		1655			1736						4805	
Flt Permitted		1.00			0.98						1.00	
Satd. Flow (perm)		1655			1736						4805	
Volume (vph)	0	70	60	35	70	0	0	0	0	55	2410	25
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	76	65	38	76	0	0	0	0	60	2620	27
RTOR Reduction (vph)	0	46	0	0	0	0	0	0	0	0	1	0
Lane Group Flow (vph)	0	95	0	0	114	0	0	0	0	0	2706	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		6.7			6.8						49.8	
Effective Green, g (s)		6.7			6.8						49.8	
Actuated g/C Ratio		0.09			0.09						0.66	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		147			157						3178	
v/s Ratio Prot		c0.06			c0.07							
v/s Ratio Perm											0.56	
v/c Ratio		0.65			0.73						0.85	
Uniform Delay, d1		33.2			33.3						9.9	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		9.5			15.4						3.1	
Delay (s)		42.7			48.7						13.0	
Level of Service		D			D						B	
Approach Delay (s)		42.7			48.7			0.0			13.0	
Approach LOS		D			D			A			B	

Intersection Summary			
HCM Average Control Delay	15.8	HCM Level of Service	B
HCM Volume to Capacity ratio	0.82		
Actuated Cycle Length (s)	75.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	74.6%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.88	0.85	
Flt Protected	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (prot)	1676	1765	1642			3334		1531	1425	
Flt Permitted	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (perm)	1676	1765	1642			3334		1531	1425	
Volume (vph)	150	30	95	100	35	1565	50	35	340	15
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	163	33	103	109	38	1701	54	38	370	16
RTOR Reduction (vph)	0	0	26	0	0	0	0	0	3	0
Lane Group Flow (vph)	163	33	186	0	0	1793	0	228	193	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	15.0	36.0	17.0			77.0		20.0	20.0	
Effective Green, g (s)	15.0	36.0	17.0			77.0		20.0	20.0	
Actuated g/C Ratio	0.10	0.25	0.12			0.53		0.14	0.14	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	173	438	193			1770		211	197	
v/s Ratio Prot	c0.10	0.02	c0.11					c0.15	0.14	
v/s Ratio Perm						0.54				
v/c Ratio	0.94	0.08	0.96			1.01		1.08	0.98	
Uniform Delay, d1	64.6	41.7	63.7			34.0		62.5	62.3	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	51.5	0.1	53.3			24.7		85.0	58.5	
Delay (s)	116.0	41.8	117.0			58.7		147.5	120.9	
Level of Service	F	D	F			E		F	F	
Approach Delay (s)		103.5	117.0			58.7		135.2		
Approach LOS		F	F			E		F		

Intersection Summary			
HCM Average Control Delay	79.1	HCM Level of Service	E
HCM Volume to Capacity ratio	1.01		
Actuated Cycle Length (s)	145.0	Sum of lost time (s)	16.0
Intersection Capacity Utilization	97.7%	ICU Level of Service	F
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.96		0.95	1.00	
Satd. Flow (prot)	1765	1500			1698		1442	4516	
Flt Permitted	1.00	1.00			0.69		0.95	1.00	
Satd. Flow (perm)	1765	1500			1219		1442	4516	
Volume (vph)	115	80	20	70	25	75	485	2025	115
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	125	87	22	76	27	82	527	2201	125
RTOR Reduction (vph)	0	0	0	0	0	0	0	5	0
Lane Group Flow (vph)	125	87	0	0	125	0	609	2321	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	11.9	11.9			15.7		72.7	72.7	
Effective Green, g (s)	11.9	11.9			15.7		72.7	72.7	
Actuated g/C Ratio	0.11	0.11			0.14		0.65	0.65	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	187	159			170		934	2924	
v/s Ratio Prot	c0.07	0.06						c0.51	
v/s Ratio Perm					c0.10		0.42		
v/c Ratio	0.67	0.55			0.74		0.65	0.79	
Uniform Delay, d1	48.3	47.6			46.3		12.1	14.4	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	8.7	3.8			15.2		3.5	2.3	
Delay (s)	57.0	51.5			61.5		15.6	16.7	
Level of Service	E	D			E		B	B	
Approach Delay (s)	54.7				61.5			16.5	
Approach LOS	D				E			B	

Intersection Summary			
HCM Average Control Delay	20.7	HCM Level of Service	C
HCM Volume to Capacity ratio	0.77		
Actuated Cycle Length (s)	112.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	63.9%	ICU Level of Service	B
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 3 (Convention Center Emphasis)
HCM Signalized Intersection Capacity Analysis — 18: M St & 7th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0				
Lane Util. Factor	1.00	0.95			0.95		0.86	0.86				
Frt	1.00	1.00			0.94		1.00	0.98				
Flt Protected	0.95	1.00			1.00		0.95	1.00				
Satd. Flow (prot)	1676	3353			3155		1442	4478				
Flt Permitted	0.15	1.00			1.00		0.95	1.00				
Satd. Flow (perm)	257	3353			3155		1442	4478				
Volume (vph)	10	570	0	0	415	270	610	1835	225	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	11	620	0	0	451	293	663	1995	245	0	0	0
RTOR Reduction (vph)	0	0	0	0	30	0	0	14	0	0	0	0
Lane Group Flow (vph)	11	620	0	0	714	0	663	2226	0	0	0	0
Turn Type	pm+pt						Perm					
Protected Phases	7	4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)	27.9	27.9			23.5		54.2	54.2				
Effective Green, g (s)	27.9	27.9			23.5		54.2	54.2				
Actuated g/C Ratio	0.31	0.31			0.26		0.60	0.60				
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0				
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0				
Lane Grp Cap (vph)	86	1038			823		867	2694				
v/s Ratio Prot	0.00	c0.18			c0.23							
v/s Ratio Perm	0.04						0.46	0.50				
v/c Ratio	0.13	0.60			0.87		0.76	0.83				
Uniform Delay, d1	23.9	26.3			31.8		13.2	14.2				
Progression Factor	1.00	1.00			1.00		1.00	1.00				
Incremental Delay, d2	0.7	0.9			9.6		6.4	3.1				
Delay (s)	24.6	27.3			41.4		19.6	17.3				
Level of Service	C	C			D		B	B				
Approach Delay (s)		27.2			41.4			17.8			0.0	
Approach LOS		C			D			B			A	

Intersection Summary			
HCM Average Control Delay	23.3	HCM Level of Service	C
HCM Volume to Capacity ratio	0.85		
Actuated Cycle Length (s)	90.1	Sum of lost time (s)	12.0
Intersection Capacity Utilization	119.6%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Lane Util. Factor		0.91	0.91	1.00	0.95					1.00	0.91	
Frt		0.92	0.85	1.00	1.00					1.00	0.99	
Flt Protected		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (prot)		2953	1365	1676	3353					1676	4775	
Flt Permitted		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (perm)		2953	1365	1676	3353					1676	4775	
Volume (vph)	0	180	420	185	695	0	0	0	0	195	1905	120
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	196	457	201	755	0	0	0	0	212	2071	130
RTOR Reduction (vph)	0	65	65	0	0	0	0	0	0	0	7	0
Lane Group Flow (vph)	0	359	164	201	755	0	0	0	0	212	2194	0
Turn Type			Perm	Prot						Perm		
Protected Phases		4		3	8						6	
Permitted Phases			4							6		
Actuated Green, G (s)		14.6	14.6	14.0	32.6					44.3	44.3	
Effective Green, g (s)		14.6	14.6	14.0	32.6					44.3	44.3	
Actuated g/C Ratio		0.17	0.17	0.16	0.38					0.52	0.52	
Clearance Time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Vehicle Extension (s)		3.0	3.0	3.0	3.0					3.0	3.0	
Lane Grp Cap (vph)		508	235	276	1287					875	2492	
v/s Ratio Prot		c0.12		c0.12	0.23						c0.46	
v/s Ratio Perm			0.12							0.13		
v/c Ratio		0.71	0.70	0.73	0.59					0.24	0.88	
Uniform Delay, d1		33.1	33.1	33.8	20.8					11.1	18.0	
Progression Factor		1.00	1.00	1.00	1.00					1.00	1.00	
Incremental Delay, d2		4.5	8.8	9.2	0.7					0.7	4.9	
Delay (s)		37.6	41.9	42.9	21.5					11.8	22.8	
Level of Service		D	D	D	C					B	C	
Approach Delay (s)		39.1			26.0			0.0			21.9	
Approach LOS		D			C			A			C	

Intersection Summary			
HCM Average Control Delay	25.6	HCM Level of Service	C
HCM Volume to Capacity ratio	0.82		
Actuated Cycle Length (s)	84.9	Sum of lost time (s)	12.0
Intersection Capacity Utilization	119.6%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 3 (Convention Center Emphasis)

HCM Signalized Intersection Capacity Analysis — 6: J St & 7th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.95			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1710			1669			4805				
Flt Permitted		0.58			1.00			1.00				
Satd. Flow (perm)		1022			1669			4805				
Volume (vph)	80	45	0	0	105	70	50	2085	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	87	49	0	0	114	76	54	2266	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	3	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	136	0	0	187	0	0	2341	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		12.2			12.2			43.3				
Effective Green, g (s)		12.2			12.2			43.3				
Actuated g/C Ratio		0.19			0.19			0.68				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		196			321			3276				
v/s Ratio Prot					0.11							
v/s Ratio Perm		c0.13						0.49				
v/c Ratio		0.69			0.58			0.71				
Uniform Delay, d1		23.9			23.3			6.3				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		10.2			2.7			1.4				
Delay (s)		34.1			26.0			7.6				
Level of Service		C			C			A				
Approach Delay (s)		34.1			26.0			7.6			0.0	
Approach LOS		C			C			A			A	

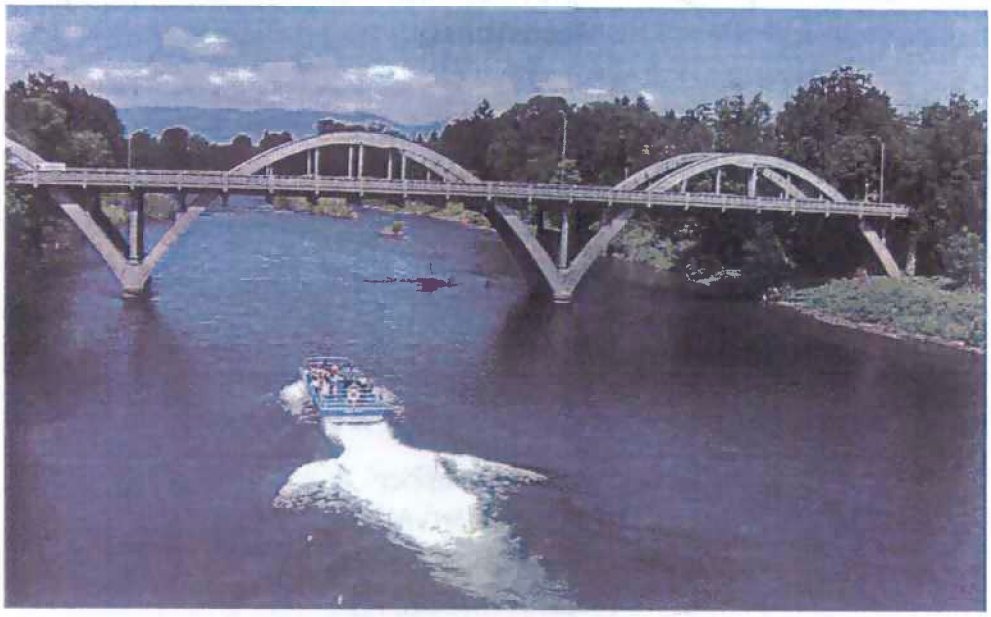
Intersection Summary

HCM Average Control Delay	10.3	HCM Level of Service	B
HCM Volume to Capacity ratio	0.71		
Actuated Cycle Length (s)	63.5	Sum of lost time (s)	8.0
Intersection Capacity Utilization	71.6%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Greater Grants Pass Plan
Downtown River District

Draft Alternatives Evaluation Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

May 14, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District
Draft
Alternatives Evaluation Report

An assessment of the land use and transportation alternatives developed for the Downtown Riverfront District in relation to evaluation criteria, project objectives and financial and transportation feasibility.

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7.3 DRAFT ALTERNATIVES EVALUATION REPORT

A. Introduction

The purpose of this report is to asses the land use and transportation alternatives developed for the Downtown Riverfront District in relation to evaluation criteria, project objectives and financial and transportation feasibility. A more detailed discussion of financial feasibility is included in *Preliminary Draft Financial Analysis Report,* May 2007 and transportation feasibility in *Draft Transportation Analysis Report*, April 2007.

The alternatives are summarized and the improvements and costs needed for each alternative are described. The report includes an evaluation matrix that arrays a wide range of evaluation factors and how existing conditions, future baseline conditions, and three alternatives relate to these factors.

A summary of conclusions from the evaluation are:

- The existing conditions and future baseline conditions options do not address the vision statements developed for the district or the evaluation criteria.
- Each of the three alternatives meet the vision statements and are consistent with the evaluation criteria. There is no clear "winner" among the alternatives.
- New housing units added to the study area range from 400 for the 6th Street alternative to 730 for the Convention Center alternative. New commercial space added ranges from 72,000 SF for the 6th Street alternative to 178,000 SF for the Convention Center alternative including the hotel/convention center.
- The value of new private development added to the district over approximately 25 years ranges from $122 million for the 6th Street alternative, $140 million for the Mixed Use alternative, and $192 million for the Convention Center alternative.
- Public improvement and public building costs range from approximately $58 million for the Convention Center alternative to approximately $13 million for the 6th Street alternative.
- A number of potential funding sources have been identified for the needed public improvements and public buildings associated with each alternative. The most significant recommended program is urban renewal and the use of tax increment financing.
- Adequate tax increment revenues will likely be available over the life of the district to complete anticipated public improvements and other priorities for each alternative, except for the construction of a public convention center.

- Funding for the public convention center and parking would most likely be from voter approved general obligation bonds.
- Significant traffic operations, local access and pedestrian access issues are likely with the Future Baseline conditions, particularly at M Street and 6th/7th, and along the 6th/7th corridor south of M Street.
- All alternatives include improving M Street and 6th/7th intersections, relieving congestion.
- The Mixed Use and Convention Center alternatives add new east-west streets south of M Street, adding signalized intersections on 6th/7th and improving pedestrian access and crossings in the area.
- All alternatives include streetscape improvements along 6th/7th that support a high level of pedestrian amenity.

B. Alternatives, Needed Improvements and Costs, and Potential Funding Sources

Summary of Revised Alternatives

The revised land use and transportation alternatives for the Downtown Riverfront District described below are consistent with the Vision approved by the Grants Pass City Council, and respond to the input received at the Public Open House held on January 25, 2007 and direction by the TAC and CAC during their meetings on March 7, 2007. Three revised land use alternatives are described in this report. Land use concept diagrams for three alternatives are shown on **Figures 1-3**. A summary of development program elements for each alternative is provided on **Table 1**.

6th Street Emphasis Alternative

This alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. See **Figures 1**. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Streets would be developed according to plans outlined by Evergreen Bank, including a 20,000 square foot office building located off 6th Street.

A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel.

Approximately 55 housing units are assumed. South of Park fronting Riverside Park, infill attached housing consistent with existing zoning is assumed, focused along Park Street, totaling approximately 25 housing units. The scale of infill housing would be 2 or 3 level townhomes with an opportunity for flexible uses at the ground floor. Park Street adjacent to Riverside Park would be improved to provide more on-street parking.

Mixed Use Riverfront Emphasis Alternative

An alternative emphasizing a river-oriented mixed use development on the south side of the river is shown on **Figures 2**. North of the river, the 6th and 7th corridors would emphasize retail and office infill respectively. New infill housing/live-work is proposed along 5th and 8th. Streetscape improvements on 6th-7th and widening of M Street would also be included. The riverfront area includes more infill development along an extended Voorhies and the river, and new office development planned by Evergreen Bank.

South of the river west of 6th Street, a public-private partnership would support a new hotel with convention center facilities, a destination restaurant and related retail, and additional housing plus an extension of Riverside Park to the west. The overall area devoted to park would remain about the same as today. The area south of Riverside Park would remain single family residential. Park Street adjacent to Riverside Park would be improved to provide more on-street parking.

Convention Center Emphasis Alternative

The third alternative, shown on **Figure 3** assumes that in the long term, the Ford Dealership property between M and Voorhies Streets is redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza. This key location will benefit both the CBD and tourist-commercial areas along the riverfront. Parking would be provided below-grade. Both Voorhies and Rogue River Avenue would be extended. Streetscape improvements on 6th-7th and widening of M Street would also be included. The Evergreen Bank property would include a 20,000 square foot office building.

A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel. Approximately 132 housing units are assumed. South of Park Street fronting Riverside Park, zoning would be revised to permit limited commercial uses in existing single family houses, and infill at a residential scale. Some residential infill would also occur within the neighborhood. Park Street adjacent to Riverside Park would be improved to provide more on-street parking.

Table 1
Revised Land Use Alternatives-Program Elements

Development Program Elements	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
New Housing (Dwelling Units)			
North of River	287	287	345
South of River	80	40	147
In Mixed-Use Developments	10	70	100
Total New Housing	377	397	592
Commercial Uses (Square Feet)			
Existing	320,000	320,000	320,000
New North of River	57,300	57,300	57,300
New North of River In Mixed-Use Developments	0	54,000	75,500
New South of River In Mixed-Use Developments	5,000	5,000	5,000
Total New Commercial	62,300	116,300	137,800
New Office Uses (Square Feet)	97,100	97,100	78,100
Hotels/Conference/Convention Center (Square Ft.)			
New 60 Rooms + Conference Center	60,000	160,000	60,000
New 75 Rooms + Convention Center			166,500
Total New Hotel/Conference/Convention Ctr.	60,000	160,000	226,500
Civic/Arts Center/Market	10,500	10,500	45,500
Total Square Feet of New Building Area	229,900	383,900	487,900
Total Square Feet Non-Residential in District	549,900	703,900	807,900
Parking (Number of Spaces)			
Existing On-Street(1)	930	930	930
Off-Street Lots(2)	634	984	719
Off-Street Structure(3)	190	190	740
Total Parking Spaces	1,754	2,104	2,389
Parking Ratio (Parking Spaces/1000 SF)	3.19	3.00	2.96

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.
(2) Assumes 300 space surface lots for Hotel/Conv. Center, Mixed Use Emphasis Alternative.
(3)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces) and the 75 room hotel/convention/civic center (550 spaces). Surface lots provided if structure infeasible.

Figure 1

Revised 6th Street Emphasis Alternative



Figure 2

Revised Mixed Use Riverfront Emphasis Alternative

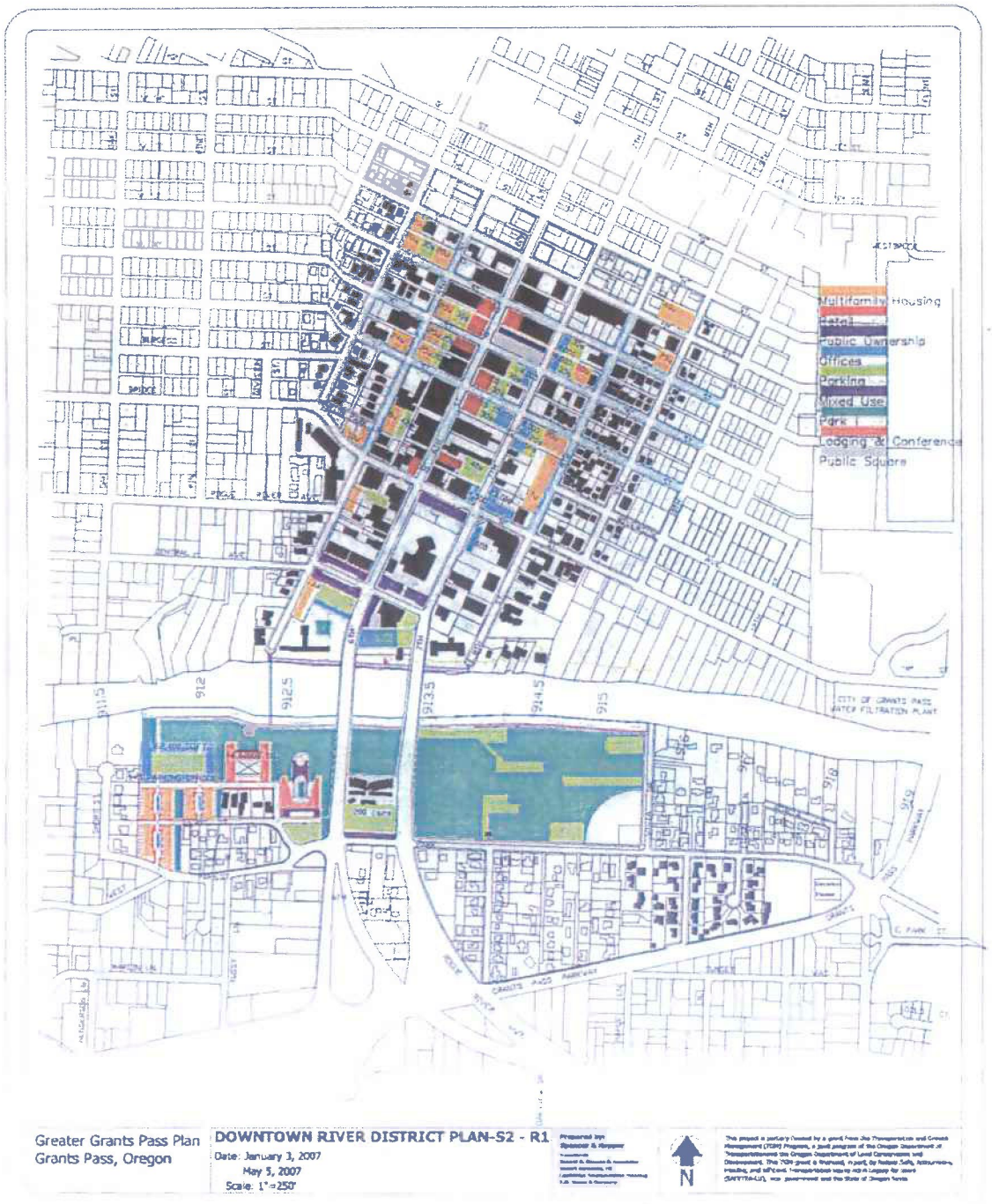

Figure 3

Revised Convention Center Emphasis Alternative



Improvements and Planning Level Cost Estimates

The needed transportation, streetscape, and other public improvements needed for each alternative are summarized in Table 2. More detailed information in the *Preliminary Draft Financial Analysis Report,* May 2007 and in the *Draft Transportation Analysis Report*, April 2007 describe each improvement, assumptions associated with planning level costs, and planning level cost estimates.

Table 2
Planning Level Cost Estimates for
Public Improvements & Public Buildings

Costing By Project	Conf. Cent. B1. Sq.ft./Cost	Mixed Use B2 Sq.ft./Cost	6/7th Opt. B3 Sq.ft./Cost
Street and traffic control improvements			
Improve/expand M St. intersections at 6th & 7th			
Land acquisition (M St.)	$712,800.00	$712,800.00	$712,800.00
2 Signals	$250,000.00	$250,000.00	$250,000.00
New street surface	$29,700.00	$29,700.00	$29,700.00
	$992,500.00	$992,500.00	$992,500.00
Extend Voorhies St. West from 6th to 5th			
Land acquisition	$272,700.00	$272,700.00	
New street	$148,500.00	$148,500.00	
New signals on 6th & 7th at Voorhies	$250,000.00	$250,000.00	
	$671,200.00	$671,200.00	
Extend Voorhies St. East from 7th to 8th			
Land acquisition	$956,700.00		
New street	$478,350.00		
	$1,435,050.00		
Extend Rogue River St. from 5th to 8th			
Land acquisition	$956,700.00		
New street	$478,350.00		
New signals at 6th & 7th	$250,000.00		
	$1,685,050.00		
Sub-total Street and Traffic Control Projects	$4,783,800.00	$1,663,700.00	$992,500.00
Streetscape, Pedestrian & Parking Improvements			
Streetscape improvements (street trees, lighting, intersections, furnishings) on 6th & 7th Streets from J Street to Voorhies	$961,000.00	$961,000.00	$961,000.00
Cross Streets J to Voorhies	$1,130,000.00	$1,130,000.00	$1,130,000.00
	$2,091,000.00	2,091,000.00	2,091,000.00
Park St - Parking improve. (North side) 7th to Vista Dr.	$207,000.00	$207,000.00	$207,000.00
Vista Dr.- Parking improve. (West side) Park St. to River	$114,000.00	$114,000.00	$114,000.00
	$321,000.00	321,000.00	321,000.00

Costing By Project	Conf. Cent. B1. Sq.ft./Cost	Mixed Use B2 Sq.ft./Cost	6/7th Opt. B3 Sq.ft./Cost
Pedestrian Bridge over River from 5th Street	$1,306,600.00	$1,306,600.00	$1,306,600.00
Pedestrian Bridge over River from 8th Street	$1,306,600.00	$1,306,600.00	
Public Parking on Park Street between 6th & 7th	$425,000.00	$425,000.00	$425,000.00
Land Acquisition	$637,500.00	$637,500.00	$637,500.00
	$1,062,500.00	$1,062,500.00	$1,062,500.00
Public Parking lots along 6th & 7th Streets North	$497,500.00	$497,500.00	$497,500.00
Land Acquisition	$746,250.00	$746,250.00	$746,250.00
	$1,243,750.00	$1,243,750.00	$1,243,750.00
Sub-total Streetscape, Pedestrian & Parking Improvements	$7,331,450.00	$7,331,450.00	$6,024,850.00
Parks, Plazas and Open Spaces			
Riverside Park Improvements - Soft Landscape (New Park west of 6th)	82095	82095	82095
	$656,760.00	$656,760.00	$656,760.00
Park Improvements – Plaza			
Plaza #1 Convention Center	38,120.00		
	$762,400.00		
Plaza #2 K St Arts Market	20,400.00	30,400.00	30,400.00
	$408,000.00	$608,000.00	$608,000.00
Sub-total Parks, Plazas and Open Spaces	$1,827,160.00	$1,264,760.00	$1,264,760.00
Public Buildings			
Convention Center			
Below Grade Garage Parking	$9,900,000.00		
Convention Center	$11,250,000.00		
Public/Market Building	$3,120,000.00		
Land Acquisition/Relocation (Net, 18,000 SF resold for commercial uses)	$1,560,000.00		
	$25,830,000.00		
K Street Arts Market			
Public Market Building	$850,000.00	$850,000.00	$850,000.00
Land Acquisition	$456,000.00	$456,000.00	$456,000.00
	$1,306,000.00	$1,306,000.00	$1,306,000.00
Sub-totals Public Buildings	$27,136,000.00	$1,306,000.00	$1,306,000.00
Totals			
Sub-Totals all Public Improvement Costs	$41,078,410.00	$11,565,910.00	$9,588,110.00
Contingency @ 40%	$16,431,364.00	$4,626,364.00	$3,835,244.00
Totals all Public Improvement Costs	$57,509,774.00	$16,192,274.00	$13,423,354.00

Public improvement and public building costs range from approximately $58 million for the Convention Center alternative to approximately $13 million for the 6th Street alternative. The primary difference in the alternatives is the cost of the convention

center and underground public parking located with the convention center. It is assumed that the hotel associated with the convention center would be privately developed.

Potential Funding Sources and Urban Renewal Forecasts

Table 3 is derived from the *Elements & Tools Memo, 2007* and lists the improvement projects identified for each alternative, and potential funding sources for each improvement. For all alternatives, the creation of an urban renewal district and use of tax increment financing is recommended as a primary funding source for public improvements and programs aimed at supporting development and redevelopment.

Table 3
Funding Sources for Capital and Market Projects

FUNDING CAPITAL AND MARKETING ACTIONS	COSTS (Millions)	FUNDING SOURCES: CAPITAL & MARKETING PROJECTS									
		IST	GT	GF**	G.O.	LID	SDC	OED	RB	TIF	EID
CAPITAL IMPROVEMENT PROJECTS											
STREET & TRAFFIC CONTROL IMPROVEMENTS											
M Street improvements @ 6th and 7th	$1.0		X	X	X	X	X			X	
Voorhies extended from 6th to 5th	$0.7		X	X	X	X	X			X	
Voorhies extended from 7th to 8th	$1.4		X	X	X	X	X			X	
Rogue River extended from 5th to 8th	$1.7		X	X	X	X	X			X	
Sub-Total	$4.8										
STREETSCAPE, PEDESTRIAN & PARKING IMPROVEMENTS											
6th and 7th Streetscape from J to Voorhies	$2.1			X	X	X	X			X	
Park/Vista Parking improvements at Riverside Park	$0.3			X	X	X	X			X	
Pedestrian bridges over Rogue River (2)	$2.6			X	X	X	X			X	
Public parking both north and south	$2.3			X	X	X	X			X	
Sub-total	$7.3										
PARKS, PLAZAS AND OPEN SPACE IMPROVEMENTS											
Riverside Park improvements	$0.7			X	X	X	X			X	
Convention Center Plaza	$0.8			X	X	X				X	
Arts Market Plaza	$0.4			X	X	X				X	
Sub-Total	$1.9										
PUBLIC BUILDINGS & FACILITIES											
Convention Center & Parking	$25.8			X	X			X		X	
Arts Market	$1.3			X	X			X		X	
Sub-total	$27.1										

MARKETING & PROMOTION ACTIVITIES											
MARKETING & PROMOTION ACTIVITIES											
Convene business and property owners as a special volunteer committee of the Chamber to concentrate special marketing efforts.	LOW		X								X
Implement a multi-faceted public relations/advertising approach that sends a consistent, memorable message to the target audience.	LOW		X								X
Measure and evaluate results of advertising and marketing efforts.	NA		X								X
Make adjustments as necessary and continue to move ahead with a multi-faceted marketing approach.	NA		X								X

Cost Estimates

HIGH- $500k or greater
MED- $100-500k
LOW Less than $100k

Implementing Sources: Capital & Marketing Projects

IST- Fed. ISTEA program
GT- Gasoline Tax
SDC- System Development/Transportation Impact Fees
OED- Or. Economic Development Dept.-Public Facilities
GF- City General Fund **
RB- Revenue Bonds
GOB- General Obligation Bonds
TIF- Urban Renewal Tax Increment Financing
LID- Local Improvement District
EID- Economic Improvement District

** General Fund is considered only as a source for planning capital improvements, and street tree maintenance

An analysis of the potential for an urban renewal district and tax increment financing capacity as a primary capital improvement funding source is included in the *Preliminary Draft Financial Analysis Report,* May 2007. Table 4 summarizes the tax increment revenue capacity for all three alternatives described earlier in the report. The forecasts account for the differences in development values by alternative.

Table 4
Land Use Alternatives
Summary of Tax Increment Capacity

Tax Increment Revenue Forecasts	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Year 5			
Annual Tax Increment Revenue	$147,955	$147,955	$147,955
Cumulative Tax Increment Revenue	$483,124	$483,124	$483,124
Year 10			
Annual Tax Increment Revenue	$644,034	$678,476	$720,648
Cumulative Tax Increment Revenue	$2,630,429	$2,723,316	$2,836,363
Year 15			
Annual Tax Increment Revenue	$1,107,844	$1,191,048	$1,347,681
Cumulative Tax Increment Revenue	$7,191,550	$7,593,765	$8,236,022
Year 20			
Annual Tax Increment Revenue	$1,716,903	$1,876,986	$2,227,129

Cumulative Tax Increment Revenue	$14,491,657	$15,526,998	$17,494,001
Year 25			
Annual Tax Increment Revenue	$2,516,698	$2,794,925	$3,460,599
Cumulative Tax Increment Revenue	$25,388,508	$27,558,928	$32,163,475

Primary conclusions from the analysis are:

- Tax increment revenues are relatively small during the first 5 years of the life of the district, but as development projects are constructed, significant revenues will be available by year 10.
- There is little difference among the alternatives for tax increment revenue generation. Over the 25 year life of the district, the 6th Street Alternative will generate approximately $25 million and the Convention Center Alternative approximately $32 million.
- Adequate tax increment revenues will likely be available over the life of the district to complete anticipated public improvements for each alternative, except for the construction of a public convention center.
- Adequate tax increment revenues will also likely be available to fund other priorities such as Housing assistance and incentives, Mixed-use assistance and incentives, Residential rehabilitation assistance and incentives, and Façade improvements assistance and incentives.

3. Alternatives Evaluation Summary

Table 5 is an evaluation matrix that arrays a wide range of evaluation factors and how existing conditions, future baseline conditions, and three alternatives relate to these factors. Factors include the evaluation criteria, project objectives and financial and transportation feasibility. A more detailed discussion of financial feasibility is included in *Preliminary Draft Financial Analysis Report,* May 2007 and transportation feasibility in *Draft Transportation Analysis Report*, April 2007.

Table 5
Alternatives Evaluation Summary

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Vision Statements					
The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts. Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.	Existing conditions and future baseline conditions do little to meet these vision statements. Current zoning and development requirements would permit a relatively low density auto-oriented development pattern that could have relatively little character and quality.		All alternatives include a number of actions designed to create a district that connects the Historic Core to the river, improve the pedestrian environment, and creates mixed use development opportunities. In addition, public improvements to address traffic capacity issues, streetscape opportunities and parking are included in all alternatives.		
The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives. Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly	Existing conditions and future baseline conditions do little to meet these vision statements. Current zoning and development requirements would permit a relatively low density auto-oriented development pattern that could have relatively little character and quality.		Alternatives include new zoning districts and development standards that will require development and redevelopment to be pedestrian oriented and more urban in character. Mixed use developments will be encouraged, and will help to link both sides of the river together and link to the CBD.		This alternative achieves the same goals of the other districts, and includes the redevelopment of an existing auto dealership into a convention center and public plaza. This redevelopment will significantly improve the

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
environment. Business opportunities and interesting housing options abound. Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable. The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.					**linkage to the CBD.**
Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.	**Traffic capacity issues have been identified for the M and 6th/7th Street intersections. No improvements are proposed to address these problems.**		**M Street Widening:** 6th/M, 7th/M bottlenecks relieved	**M Street Widening:** • 6th/M, 7th/M bottlenecks relieved **Voorhies St., Rogue River St. Extensions:** • controlled (signalized) intersection added to 6th and 7th between St and the bridge may add delay, but not congestion added intersections provide traffic calming effect on 6th and 7th	
The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river,	**Existing zoning provides for commercial and tourist-commercial uses but does not support residential uses along the river. No improvements to Riverside Park are included with these options. Parking needs related to major park**		**All alternatives anticipate mixed use zoning that would allow a mix of commercial, recreational and residential uses along the river. Pedestrian bridges linking both sides of the river are proposed. Expansion of Riverside Park west of 7th Street is anticipated providing additional access to the south side of the river. Park and parking improvements are planned south of the**		

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
and the natural beauty of the river is celebrated. Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."	events are not addressed.		river to provide for Riverside Park event needs. Some flexibility for active uses along Park Avenue are anticipated.		
Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.	Vision not specifically addressed. Private developments may provide for art projects.		All alternatives provide for streetscape improvements along 6th and 7th Streets that may include art installations. Urban renewal funding is also proposed that could include public art projects.		
A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area. The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.	No specific public/private partnership or financing programs in support of mixed use developments are proposed. Redevelopment limited to private sector initiatives.		Specific public improvements and public buildings are proposed for each alternative. Establishing an urban renewal plan is recommended that would enable tax increment financing to be used in support of mixed use development. Zoning has been modified to enable mixed use development.		
The redevelopment of the Downtown River District has been endorsed and	Based on input received during public open houses, there is support for both maintaining		Based on input received during public open houses, there is support for both maintaining the current patterns, and for embracing changes		

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
embraced by a broad spectrum of community interests and organizations. The residents of Grants Pass are proud of the changes that have taken place.	the current patterns, and for embracing changes described in the vision.		described in the vision.		
Evaluation Criteria					
A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. Infill and redevelopment in a compact land-efficient manner. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and a variety of housing options that complement one another.	Existing conditions and future baseline conditions do little to meet these evaluation criteria. Current zoning and development requirements would permit a relatively low density auto-oriented development pattern that could have relatively little character and quality.		All alternatives include a number of actions designed to create a district that connects the Historic Core to the river, improve the pedestrian environment, and creates mixed use development opportunities. In addition, public improvements to address traffic capacity issues, streetscape opportunities and parking are included in all alternatives. Alternatives include new zoning districts and development standards that will require development and redevelopment to be pedestrian oriented and more urban in character. Mixed use developments will be encouraged, and will help to link both sides of the river together and link to the CBD. Design standards to be included with new zoning would address design and compatibility issues. Development density would be similar to the CBD.		
Services, open spaces and other features that serve residents of this and adjacent districts.	No changes to services and facilities are proposed.		Alternatives include new public plaza and arts market, improved access to and along the river, and expanded Riverside Park.		Alternative incorporates services listed for other alternatives and a new convention

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
					center and public plaza.
Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.	**Existing zoning does not support compact mixed use developments.**		**Alternatives include new zoning districts and development standards that will require development and redevelopment to be pedestrian oriented and more urban in character. Mixed use developments will be encouraged, and will help to link both sides of the river together and be supported by public investments and incentives. Design standards to be included with new zoning would address design and compatibility issues. Development density would be similar to the CBD.**		
Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown. Convenient access to all properties in the district. A functioning roadway system that does not dominate the district's character. Pedestrian, bicycle, and transit facilities that provide options to the auto. Opportunities to live and work in the district without using a car.	Transportation issues not specifically addressed: • Arterial system bottleneck at 6th/M, 7th/M • Safety issues on northbound 7th St "transition" section between the bridge and M • Increased congestion on southbound 6th St south of M associated with lane drop and unbalanced lane utilization • no 'outside' vehicular access to the 6th/7th corridor south of M St • no 'outside' pedestrian access to the 6th/7th corridor south of M St • no controlled pedestrian crossings on 6th or 7th south of M St Zoning that does not support mixed uses allowing live and work opportunities in close proximity.		**M Street Widening:** 6th/M, 7th/M bottlenecks relieved, local access and pedestrian crossing opportunities improved. Streetscape improvements on 6th and 7th enhance pedestrian facilities. Mixed use zoning allows opportunities to live close to employment and shopping.	**These alternatives have the same benefits as discussed for the 6th Street alternative and the following:** **Voorhies St., Rogue River St. Extensions:** • controlled (signalized) intersection added to 6th and 7th between St and the bridge may add delay, but not congestion • added intersections provide traffic calming effect on 6th and 7th • vehicular access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor • new pedestrian access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor • new controlled pedestrian crossings provided on 6th and 7th south of M St	
A riverfront that includes a variety of active and passive commercial, residential and recreational uses that	**Existing zoning provides for commercial and tourist-commercial uses but does not support residential uses along the river. No improvements**		**All alternatives anticipate mixed use zoning that would allow a mix of commercial, recreational and residential uses along the river. Pedestrian bridges linking both sides of the river are proposed. Expansion of Riverside Park west of**		

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
take advantage of the natural beauty of the river. Improved public access to the riverfront. Improvements to Riverside Park that benefit both residents and visitors. Adjacent developments near Riverside Park that complement the park and add energy and "eyes on the park."	to Riverside Park are included with these options. Parking needs related to major park events are not addressed.		7th Street is anticipated providing additional access to the south side of the river. Park and parking improvements are planned south of the river to provide for Riverside Park event needs. Some flexibility for active uses along Park Avenue are anticipated.		
Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.	Vision not specifically addressed. Private developments may provide for art projects.		All alternatives provide for streetscape improvements along 6th and 7th Streets that may include art installations. Urban renewal funding is also proposed that could include public art projects.		
A public/private partnership to accomplish projects that would otherwise be infeasible. Key public investments, including fiscal incentives, designed to leverage private investments in the area. Redevelopment and infill opportunities that are economically feasible for public and private investment.	No specific public/private partnership or financing programs in support of mixed use developments are proposed. Redevelopment limited to private sector initiatives.		Specific public improvements and public buildings are proposed for each alternative. Establishing an urban renewal plan is recommended that would enable tax increment financing to be used in support of mixed use development. Zoning has been modified to enable mixed use development.		
Support by a broad spectrum of community interests and	Based on input received during public open houses, there is support for both		Based on input received during public open houses, there is support for both maintaining the current patterns, and for embracing changes described in		

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
organizations.	maintaining the current patterns, and for embracing changes described in the vision.		the vision.		
Financial Feasibility Factors					
Cost of public improvements & public buildings to support alternatives.	Not applicable.	No public improvements identified but M Street improvements at 6th/7th are needed. $1million	$13.4 million	$16.2 million	$21.3 million for public improvements, $36.2 million for convention center $57.5 million
Value of Private Development (25 years)	NA	NA-Little new job or housing growth assumed in model.	$122 million	$140 million	$192 million
Urban Renewal Financing Capacity (25 years)	NA	NA	$25.4 million	$27.6 million	$32.1 million
Adequate tax increment for needed improvements	NA	NA	Yes. Adequate for additional priorities such as housing assistance, business incentives, etc.	Yes. Adequate for additional priorities such as housing assistance, business incentives, etc.	No. Adequate for public improvements only. GO bond likely required for convention center.
Results of Pro-forma Analysis					
Results of Pro-forma Analysis					
Market and Demographic Factors					

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Demographics Population Households Median Household Income Median Home Value Median Age	 24,450 9,990 $35,080 $175,700 39.8	25,750	Urban demand from empty nesters & young professionals	Adds river-park units for broader market appeal	Focuses more housing near convention / arts center & plaza
New Residential Units Single Family Multi-family	(Added in 2005 city-wide) 395 127	No forecast made in market report	-- 402	-- 643	-- 731
Retail Sales Leakage	All store types are over-served city-wide. Highest saturation: Health/personal care stores Clothing & accessories stores	Store types with least market saturation: Building materials & garden supply stores Electronics & appliance stores	Supports added 6th Street retail to serve new residents plus shifts demand opportunity to downtown	Adds destination retail & dining opportunity near river & riverfront park	Also strengthens retail opportunity with convention /arts district, plus relocated auto dealership
Commercial Space	320,000 sf existing	Supported retail space based on estimated population growth. 18,000 sf total 3,000 sf grocery 5,000 sf dining 5,000 sf general merchandise	72,300 sf added with opportunities for added comparison & destination retail on 6th plus dining	156,300 sf added extending destination retail opportunity with dining emphasis closer to river-park amenities	177,800 sf added with new convention /arts district focus
Transportation Factors					
Study Area Traffic Generation (PM Peak	960	1,010	1,333	1,330	1,360

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Hour) North of River South of River	240	260	350	340	340
Total Traffic Entering Study Area (PM Peak Hour) (on 6th north of J, on M west of 6th and east of 7th and on 7th south of Park)	4,900	5,800	5,800	5,900	5,800
Intersection Operations (PM Peak Hour) 6th St/M St LOS (v/c) 7th St/M St LOS (v/c)	 C / 0.92 B / 0.83	 E / 1.12 D / 1.06	 C/0.88 C/0.83	 C/0.84 C/0.86	 C/0.82 C/0.85

Evaluation Factors	Existing Conditions	Future Baseline Conditions	6th Street Emphasis	Mixed Use Emphasis	Convention Center Emphasis
Traffic Operations (congestion, calming)		• Arterial system bottleneck at 6th/M, 7th/M • Safety issues on northbound 7th St "transition" section between the bridge and M • Increased congestion on southbound 6th St south of M associated with lane drop and unbalanced lane utilization	• **M Street Widening:** 6th/M, 7th/M bottlenecks relieved	**M Street Widening:** • 6th/M, 7th/M bottlenecks relieved **Voorhies St., Rogue River St. Extensions:** • controlled (signalized) intersection added to 6th and 7th between St and the bridge may add delay, but not congestion • added intersections provide traffic calming effect on 6th and 7th	
Local Access/Circulation		• no 'outside' vehicular access to the 6th/7th corridor south of M St	• **M Street Widening:** local access and circulation improved by relieving congestion on the arterial system	**M Street Widening:** • local access and circulation improved by relieving congestion on the arterial system **Voorhies St., Rogue River St. Extensions:** • vehicular access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor	
Pedestrian Access/Circulation (safety, convenience)		• no 'outside' pedestrian access to the 6th/7th corridor south of M St • no controlled pedestrian crossings on 6th or 7th south of M St	• **M Street Widening:** pedestrian crossing distance across M St at 6th and 7th increased by M St widening	**M Street Widening:** • pedestrian crossing distance across M St at 6th and 7th increased by M St widening **Voorhies St., Rogue River St. Extensions:** • new pedestrian access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor • new controlled pedestrian crossings provided on 6th and 7th south of M St	

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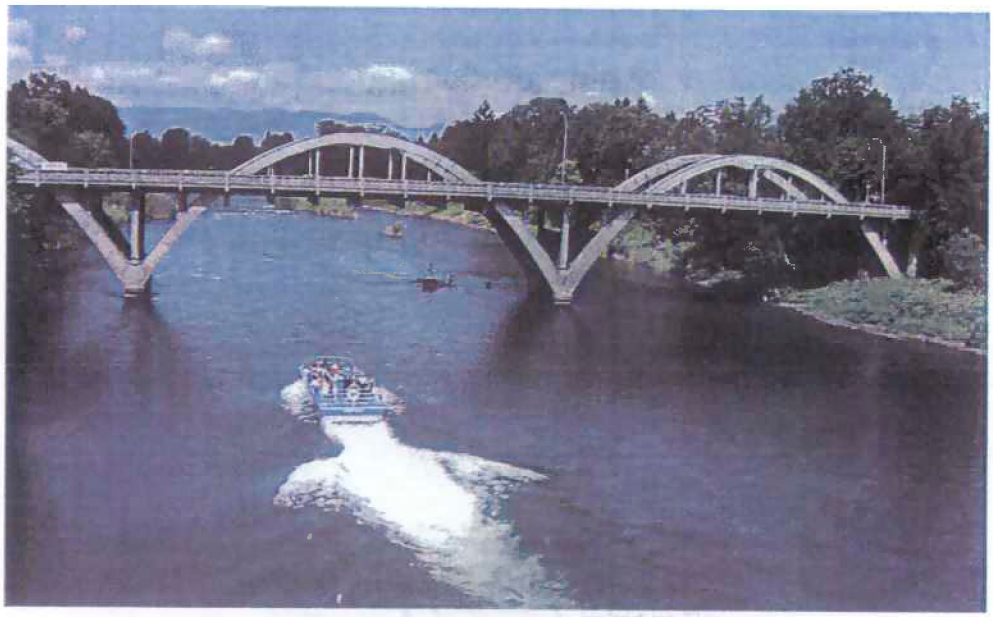
Appendix I

Greater Grants Pass Plan
Downtown River District

Revised Traffic Analysis Report



Prepared for:

City of Grants Pass, Oregon
Oregon Department of Transportation

Revised November 15, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District

Revised Traffic Analysis Report

Land use and transportation alternatives for mixed use development and redevelopment in the Downtown River District

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Greater Grants Pass Plan

Downtown Riverfront District

Revised Plan Traffic Analysis Report

Introduction

The purpose of this Revised Plan Traffic Analysis Report is to analyze the project area traffic impacts of the land use, urban design, transportation elements incorporated in the Plan.

Description of Plan Alternative

Three urban design and land use alternatives were developed and refined through the Alternatives Screening and Analysis processes: 1) 6th Street Emphasis Alternative, 2) Mixed Use Emphasis Alternative, and 3) Convention Center Emphasis Alternative. The Plan, as described below, is based primarily on the 6th Street Emphasis Alternative, although elements of the other Alternatives have been incorporated in the Draft Plan as well. In addition, as part of the development of the urban design/land use alternatives, a menu of potential transportation (street and traffic control) improvements was assembled and evaluated. Those transportation improvements included in the Draft Plan also are described in this section. (Note that 6th and 7th street are ODOT District Level Highways and any proposed modifications shall meet state requirements with review and approval through ODOT.)

Plan Land Use/Transportation Alternative

The Plan Alternative is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. Both 6th and 7th Streets would be improved to include street trees, pedestrian crossings and lighting. M Street would be widened to increase traffic capacity at the intersections of 6th and 7th. The riverfront area between 6th and 7th Streets would be developed according to plans outlined by Evergreen Bank. A new hotel/conference center and related restaurants would be located south of the river, and additional housing/live-work would be constructed in the vicinity of the hotel and south of Park fronting Riverside Park. The scale of housing would be 2- or 3-level townhomes with an opportunity for flexible uses at the ground floor.

The Plan transportation (street and traffic control) improvements are summarized below and shown in **Figure 1**:

1. Improve/expand M St intersections at 6th St and 7th St. (Recommended lane configuration is shown in **Figure 2**.)

2. Provide better pedestrian and/or vehicular connectivity to and across 6th St and 7th St south of M St to improve access and safety. Consider the following:
   - Intersection/pedestrian improvements on 6th and 7th Streets at Voorhies;
   - Extend Voorhies St west from 6th to 5th and east from 7th to 8th;
   - Construct new street from 5th to 8th located between Voorhies and M (as an extension of Rogue River St); and/or
   - Intersection/pedestrian improvements at new Rogue River Street on 6th and 7th Streets.

3. Improve the safety and convenience of pedestrian movement across the Rogue River. Consider the following:
   - Improve the pedestrianways on the two existing Rogue River Bridges; and/or
   - Provide a new pedestrian river crossing between 6th and 7th.

Transportation Analysis: Traffic Forecasts

The potential impacts of the Plan Land Use/Transportation Alternative on the street system in and around the Study Area were assessed by preparing traffic forecasts for the Alternative and comparing those traffic forecasts with the future baseline forecasts[1] (as compiled and described in Tech Memo 3, "Future Baseline Traffic Conditions"). The traffic forecasting process and results are reported in this section.

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[1] "Baseline": Grants Pass River District Plan No Action Alternative (i.e., no changes from existing plans and forecasts)

Figure 1
Transportation & Traffic Control Improvements

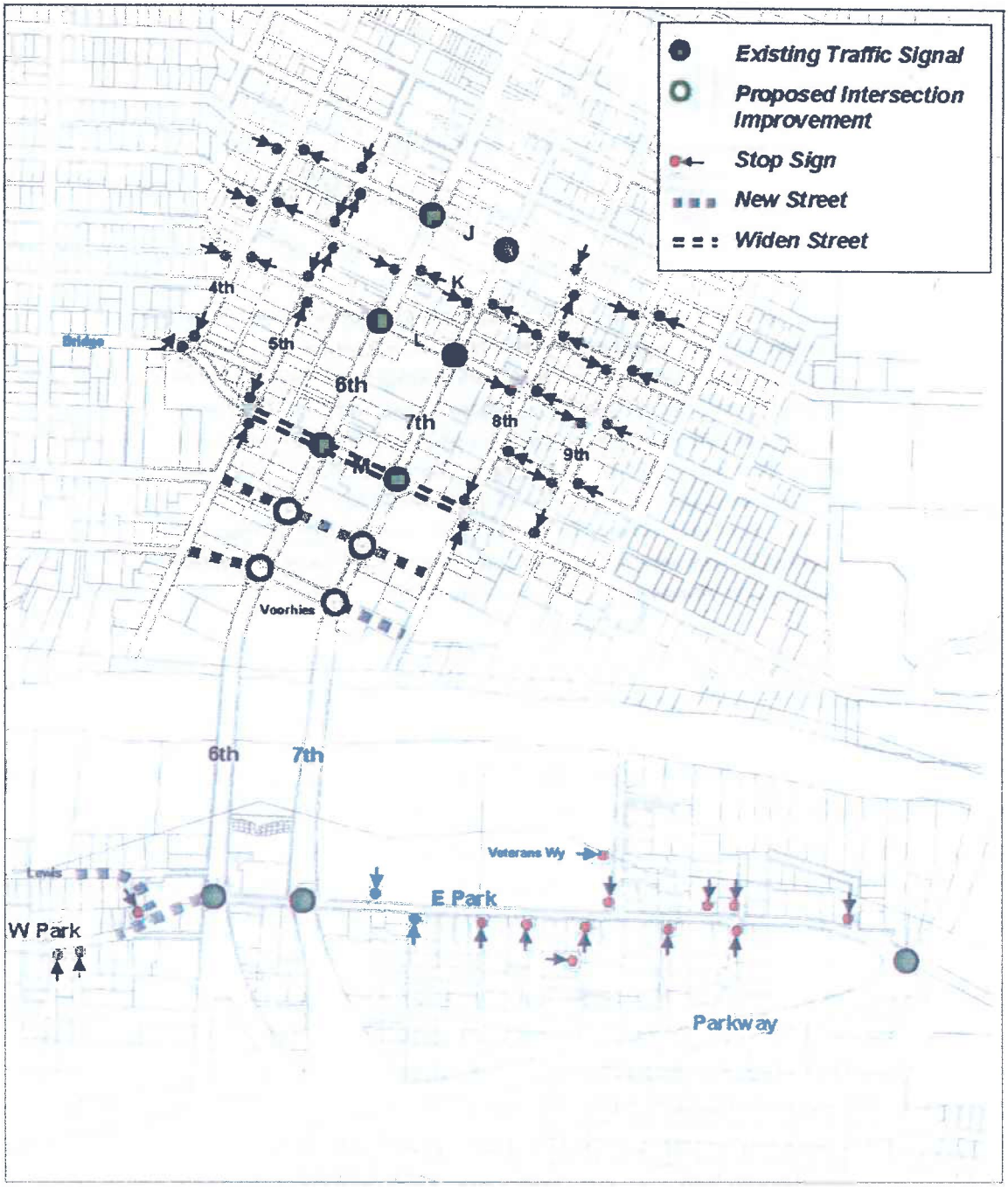
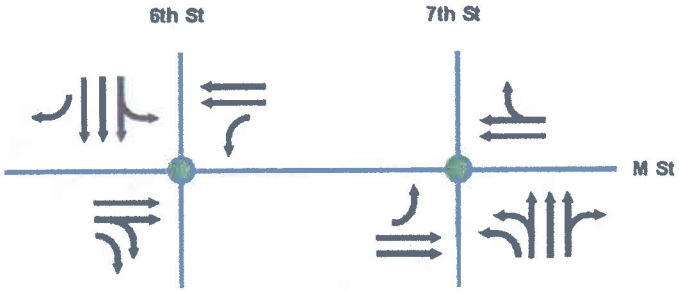


Figure 2
M Street Improvements: Lane Configuration



Note: In addition to the M St widening and the M/6th and M/7th intersection improvements shown above, other options for relieving M St congestion were considered. These other options included the redistribution of M St traffic onto nearby east-west streets and/or the creation of a one-way couplet by converting M and an adjacent street to one-way operations. These other options were rejected - i.e., they were not considered or developed further - primarily because they all involved the diversion of through traffic from M St, an arterial, onto nearby local and collector streets that are neither designed nor intended to carry through traffic.

Traffic Forecasting Process

Traffic forecasts for the Plan Land Use/Transportation Alternative were prepared using ODOT's Grants Pass traffic model, the same model used to prepare the future baseline traffic forecasts and the traffic forecasts for the Land Use/Transportation Alternatives Analysis. (The model and the forecasting process are described in detail in Tech Memo 3, "Future Baseline Traffic Conditions.")

The traffic forecasting work needed for screening the Land Use/Transportation Alternatives was fairly involved, and required significant effort by ODOT TPAU modeling staff. Because the distributions of population and employment were different for each of the Land Use Alternatives, it was necessary to run the full model stream: trip generation, trip distribution, and traffic assignment. (To prepare the future baseline traffic forecasts it was necessary only to run traffic assignments, as the ODOT Grants Pass traffic model already incorporated future baseline population and employment forecasts and transportation improvements.) The traffic forecasting requirements are compiled in **Attachment A**.

The estimated Downtown River District population and employment growth for the Plan is summarized in **Table 1**. These population and employment estimates were incorporated in the traffic forecasting model. In addition, the future baseline population and employment forecasts representing the remainder of the Grants Pass area in the model were reduced in numbers equivalent to the River District increases in order to hold the regional total population and employment constant among the various alternatives. (The population and employment reductions are compiled in **Attachment A**).

Table 1
River District Growth
(increase over existing)

Growth Scenario	North of River		South of River	
	Population (households)	Employment (jobs)	Population (households)	Employment (jobs)
Future Baseline	+7	+38	+10	+92
Draft Plan Alternative	+359	+583	+35	+111

This approach was necessary, because the primary purpose of the Land Use Alternatives - in land use/transportation and growth management terms - is to focus more growth and development in the central city to reduce sprawl and travel demand. Accordingly, the population and employment increases associated with the Land Use Alternatives must be analyzed as relocations of finite regional total population and employment, and not as additions to the regional totals.

Traffic Forecast Results

Planning Area Traffic Generation

Study area traffic generation totals for each of the Plan are compiled in **Table 2**.

Table 2
Study Area Traffic Generation
(P.M. Peak Hour Trips)

Land Use Alternative	North of River	South of River
Existing	960	240
Future Baseline	1,010	260
Draft Plan Alternative	1,330	350

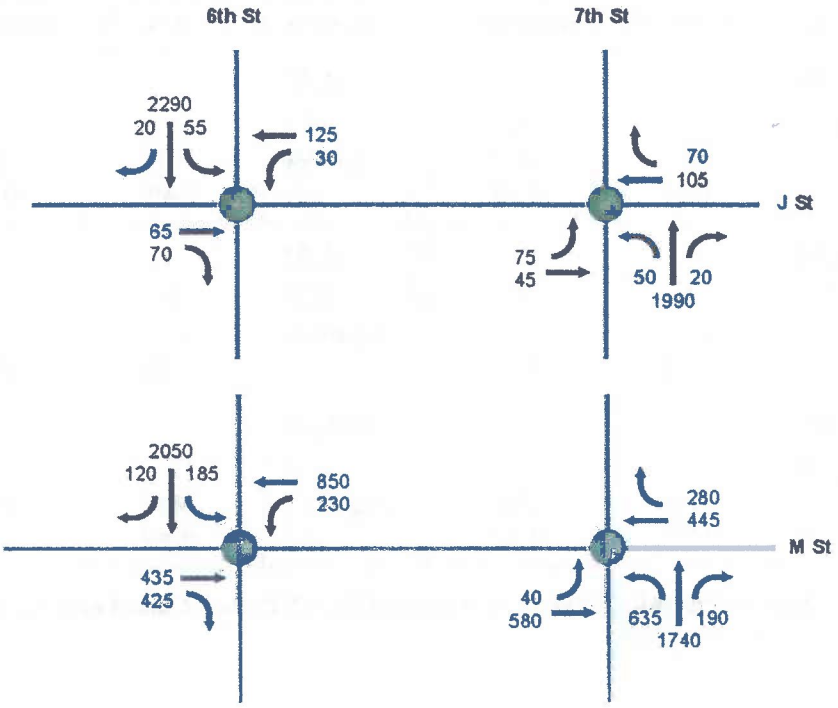
As shown in the Table, the Plan will generate 220 more p.m. peak hour trips in the study area north of the river and 90 more p.m. peak hour trips in the study area south of the river than will future baseline growth. (It should be noted that these "additional" study area trips are NOT new to the street system; rather, they are trips that are traveling to and/or from the study area instead of somewhere else in the Grants Pass area. Consequently, some proportion of the additional study area trips will represent traffic that would use study area streets under future baseline conditions, and therefore will not serve to increase traffic volumes beyond the baseline volumes.

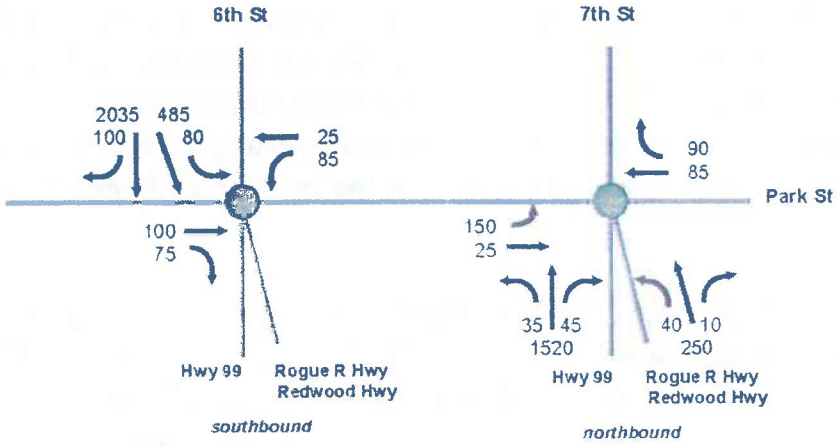
Forecasted Traffic Volumes
The traffic volume forecasts prepared for the Plan indicate that the total traffic volumes passing through the study area will be about the same as the future baseline volumes. Total 2028 p.m. peak hour traffic entering the study area on 6th St (from the north at J St), on M St (from the west at 6th St and from the east at 7th St), and on 7th St (from the south at E Park St) is approximately 5,800. Forecasted traffic volumes at the study intersections, on which the traffic operations analyses are based, are compiled in **Figure 4**.

Transportation Analysis: Intersection Traffic Operations

Traffic operations analysis results for the six study intersections (6th St and 7th St at J St, M St, and Park St) are compiled in **Table 3**. Results are summarized below.

Figure 4
Plan 2028 Traffic Volumes
(*30th Highest Hour*)





southbound *northbound*

Table 3
2028 P.M. Peak Hour Intersection Level of Service (LOS)

6th St intrsctn	Future Base (No Action)	Draft Plan Alternative	7th St intrsctn	Future Base (No Action)	Draft Plan Alternative
J St			J St		
LOS	B	B	LOS	A	A
avg delay	15.5	18.7	avg delay	9.0	9.8
v/c	***0.81***	***0.82***	v/c	0.65	0.68
M St			M St		
LOS	E	D	LOS	D	C
avg delay	66.4	43.7	avg delay	47.0	24.1
v/c	***1.12***	***0.97***	v/c	***1.06***	***0.84***
W Park			W Park		
LOS	C	B	LOS	E	E
avg delay	21.6	18.2	avg delay	68.2	69.0
v/c	0.77	0.77	v/c	***0.96***	***0.99***

Note: ***bold italics*** indicate v/c's that exceed ODOT Design Manual maximum standard of 0.80.

M St Intersections (6th/M, 7th/M)
As discussed in Technical Memo 3, under 2028 baseline conditions the 6th St/M St intersection operates at LOS E and does not meet the City's operational standards, and the 7th St/M St and 6th St/M St intersections both exceed the Oregon Highway Plan's (OHP) maximum v/c standard of 0.90. (Both intersections also exceed the ODOT Design Manual's maximum 0.80 v/c standard for District Highways.) In order to address these deficiencies, a set of improvements to increase capacity and improve operations the 7th/M and 6th/M intersections was developed and included in the Draft Plan Alternative (see **Figure 2**).

As shown in **Table 3**, under the Plan, the M St intersections at 6th and 7th both operate at an adequate level of service (LOS C-D), and meet City traffic operations standards. At the 7th/M intersection, v/c is 0.84, which meets the OHP's 0.90 maximum v/c standard, but exceed the Design Manual's 0.80 maximum v/c standard. At the 6th/M intersection, v/c is 0.97, which exceeds both the OHP's and the Design Manual's maximum v/c standard.

J St Intersections (6th/J, 7th/J)
The J St intersections at 6th and 7th both operate at a good level of service (LOS A-B) under the Plan, and v/c at 7th/J is under the ODOT Design Manual's 0.80 maximum v/c standard for District Highways. At 6th/J the v/c is 0.82, which meets the Oregon Highway Plan's (OHP) 0.90 maximum v/c standard, but exceeds the Design Manual's 0.80 maximum v/c standard.

Park St Intersections (6th/W Park, 7th/E Park)
6th/W Park. Under the Plan, the 6th/W Park intersection operates at a good level of service (LOS B), and meets City traffic operations standards. In addition, intersection v/c meets the OHP's 0.90 maximum v/c standard and the Design Manual's 0.80 maximum v/c standard.

7th/E Park. Traffic operations at the 7th/W Park intersection are poor under the Plan. Neither level of service (LOS E) nor v/c (0.99) meet City or ODOT traffic operations standards. (The capacity deficiencies and congested conditions at the intersections are not addressed in this report, because the conditions at 7th/Park result from the configuration of the intersection south approach and the heavy traffic volumes arriving from outside the Study Area.)

Note: Where improvements do not meet v/c ratios as listed in the ODOT Highway Design Manual, the City will need to proceed with a Design Exception prior to any development or construction. Design exceptions may require further analysis, and must be approved by ODOT.

Evaluation of Transportation Improvements

Based in part on the quantitative analyses described previously in this report and in part on a qualitative assessment of the Land Use Alternatives and the Transportation Improvement Alternatives, an evaluation of the alternatives was prepared. The evaluation criteria that address traffic volumes and operations are summarized in **Table 4**, and the evaluation of the Transportation Improvement Alternatives is summarized in **Table 5**.

Table 4
Evaluation Summary Table: Traffic Volume and Operations

Evaluation Factors	Existing Conditions	Future Baseline Conditions	Draft Plan
Study Area Traffic Generation (PM Peak Hour)			
North of River	960	1,010	1,330
South of River	240	260	350
Total Traffic Entering Study Area (PM Peak Hour) (on 6th north of J, on M west of 6th and east of 7th, and on 7th south of Park)	4,900	5,800	5,800
Intersection Operations (PM Peak Hour LOS, v/c)			
6th St/M St	C / 0.92	E / 1.12	D / 0.97
7th St/M St	B / 0.83	D / 1.06	C / 0.84

Traffic Generation

The Plan Land Use Alternative comprises significant study area population and employment increases. The population and employment increases, however, do NOT translate into significant traffic volume increases as compared to the future baseline scenario (i.e., the No Action Alternative). Consequently, the Draft Plan Land Use Alternative does not have significant traffic-related impacts.

M Street Widening

The analysis of 2028 traffic operating conditions at the M St intersections (LOS D-E and v/c > 1.06 at 6th and 7th) indicated that increasing traffic volumes will approach or exceed the intersections' capacities and will degrade traffic operating conditions to unacceptable levels. In particular, conditions at the 6th/M intersection have the potential to create a significant bottleneck at a key junction of north-south and east-west arterials.

Table 5
Evaluation Summary Table: Transportation Improvement Alternatives

Evaluation Factors	Future Baseline Conditions	M St Widening*	Voorhies St, Rogue River St Extensions
Traffic Operations (congestion, calming)	• Arterial system bottleneck at 6th/M, 7th/M • Safety issues on northbound 7th St "transition" section between the bridge and M • Increased congestion on southbound 6th St south of M associated with lane drop and unbalanced lane utilization	• 6th/M, 7th/M bottlenecks relieved	• improvements to 6th St and 7th St intersections between M St and the bridge may add delay, but not congestion* • added intersections provide traffic calming effect on 6th and 7th*
Local Access/Circulation	• no 'outside' vehicular access to the 6th/7th corridor south of M St	• local access and circulation improved by relieving congestion on the arterial system	• vehicular access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor
Pedestrian Access/Circulation (safety, convenience)	• no pedestrian access into or out of the 6th/7th corridor south of M St • no controlled pedestrian crossings on 6th or 7th south of M St	• pedestrian crossing distance across M St at 6th and 7th increased by M St widening	• new pedestrian access provided between the 6th/7th corridor and 5th St, 8th St, and properties outside the corridor • intersection/pedestrian improvements provided on 6th and 7th south of M St*

*Must meet ODOT criteria and obtain approval.

In addition, the existing prohibition of left turns from eastbound M St to northbound 7th St creates a significant disconnection on the arterial system (M is an Arterial, and 7th is a State Highway). Because eastbound arterial traffic on M St cannot get to the 7th St northbound arterial on the arterial system, arterial traffic must use collectors and local streets. (Diversion of arterial traffic onto collectors and local streets may congest local/collector traffic flow, inhibit access to properties on the diversion routes, and generally degrade the residential and/or business environment on the affected streets.) The proposed M St widening (5 lanes between 5th St and 8th St) and intersection improvements address both of

these deficiencies by providing additional capacity at the bottleneck 6th/M and 7th/M intersections, and by permitting eastbound-to-northbound left turns at 7th/M.

The operational analysis (results reported in **Table 3**) found that the proposed M St intersection improvements will significantly increase capacity and reduce congestion. At 6th/M, 2028 p.m. peak hour LOS would improve from E to D, and v/c would drop from 1.12 to 0.97. At 7th/M, 2028 p.m. peak hour LOS would improve from D to C, and v/c would drop from 1.06 to 0.84.

Despite the v/c reduction achieved by the proposed M St intersection improvements, however, the ODOT Design Manual maximum v/c standard of 0.80 would not be met. Because the proposed M St intersection improvements comprise the most improvements that can be made within existing rights-of-way, it is clear that meeting the ODOT v/c standard would require significant street widening and property acquisition, and possibly even grade separation.

Contingent Improvements: Voorhies Street and Rogue River Street Extensions
The Voorhies Street and Rogue River Street Extensions are transportation access concepts that can be considered when surrounding properties redevelop. These street extensions would provide currently non-existent vehicular and pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The expanded local accessibility and improved circulation provided by these new linkages would significantly enhance the viability and vitality of future River District development and redevelopment.

The new 6th St and 7th St intersections created by the extensions would provide increase and improve pedestrian crossings on 6th and 7th south of M St, which also would enhance the viability and vitality of future River District development and redevelopment.

The new 6th St and 7th St intersections also would introduce new traffic signals between M St and the bridge. Because the sidestreet volumes on the extended Voorhies St and Rogue River St would be low, the intersections can be designed to provide adequate capacity; however, the new signals may add some delay for traffic traveling along 6th St and 7th St. The new signalized intersections also could provide traffic calming effects, which would help improve traffic safety by smoothing the problematic transition from suburban highway to downtown street grid that occurs on 7th between the bridge and M St.

Maintaining smooth traffic flow through the proposed new and/or improved intersections on 6th and 7th will require careful design of the intersection lane configurations, traffic controls, and other intersection improvements. At a time closer to the expected construction of the extensions, a detailed traffic analysis will be required to guide and support the design and approval process.

6th St and 7th St Pedestrian Crossings (between M St and the river)
As stated above, the Voorhies Street and Rogue River Street Extensions would provide currently non-existent pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The pedestrian crossing improvements also would provide safe, convenient pedestrian access within the 6th/7th Corridor that would not otherwise be available.

The pedestrian accessibility and circulation provided by these crossing improvements are necessary to attract and support the future River District development and redevelopment envisioned by the Draft Plan, and the need for the pedestrian crossing improvements is independent of the need for the Voorhies St and Rogue River St extensions. If necessary or appropriate, the crossing improvements can be installed prior to construction of the Voorhies St and Rogue River St extensions, provided that design compatibility between the pedestrian crossings and street extensions is ensured.

Reconfigure Northbound 7th St (River to M St)
The transition from higher speeds and 'freer-flow' (fewer signalized intersections) to slow-speed, highly-controlled conditions that occurs on northbound 7th St as it crosses the Rogue River, passes Voorhies St and enters downtown through the M St intersection, creates traffic safety concerns[2]. To address these concerns, 7th St should retain as far north as possible the two-lane cross-section it carries across the Rogue River Bridge.

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[2] The *Greater Grants Pass Plan Downtown River District, Existing Conditions Future Baseline Traffic Conditions Report* (Technical Memorandum 2 and 3) states (p. 39): "Crash records indicate that there are safety problems worthy of consideration and remediation at the 7th St/M St intersection and on the section of 7th St to the south. The post-2002 history of 5.0 crashes per year at 7th/M and 4.3 crashes per year on 7th between the south end of the Rogue River Bridge and M St suggest that there are conflict problems in this transition area between the access-controlled, higher-speed highway conditions to the south, and the dense, high-conflict urban conditions in downtown Grants Pass."

Because the 7th St/M St intersection improvements requires the lane configuration illustrated in **Figure 2**, and because adequate queue storage length must be provided on the northbound 7th St approach to the intersection, the two-lane cross-section on 7th can be carried only north to the point where it can be safely transitioned into the M St intersection approach.

In addition, any reconfiguration of 7th St (narrowing to two lanes) will be unnecessary and/or impossible if the Voorhies St Extension or the Rogue River St Extension is built. Both of these Extensions may include intersection improvements on 7th south of M St, each of which would both (i) impose specific lane configuration requirements of their own, and (ii) provide the traffic calming effect that the 7th St two-lane cross-section was intended to provide.

Further Development of Transportation Improvements

Before the transportation improvements can be funded and constructed, further analysis and design work will be needed. Conceptual design, detailed traffic analysis (including signal warrant analysis), and preliminary engineering will need to be completed for the M Street widening, the Voorhies Street and Rogue River Street extensions, and the 6th-7th pedestrian crossing improvements. Because these projects' impacts on corridor traffic operations are so inter-related, and because those impacts may affect the downtown street system north of the study area, a detailed operations analysis and simulation should be prepared for the segments of 6th St and 7th St from the river north to at least E St.

If the City chooses to further investigate the development of a convention center in the River District, a detailed traffic impact analysis focusing on the episodic peaks generated by a convention center will be needed, as the traffic analyses prepared for the River District Plan addressed only "typical" weekday peak conditions.

Attachment A

TRAFFIC FORECASTS FOR GRANTS PASS RIVER DISTRICT PLAN ALTERNATIVES ANALYSIS

The traffic assignments and outputs prepared for the Grants Pass River District Plan Land Use and Transportation Alternatives analysis process are described below.

ALTERNATIVES

Land Use/Transportation Alternatives were developed using the following three-step process:

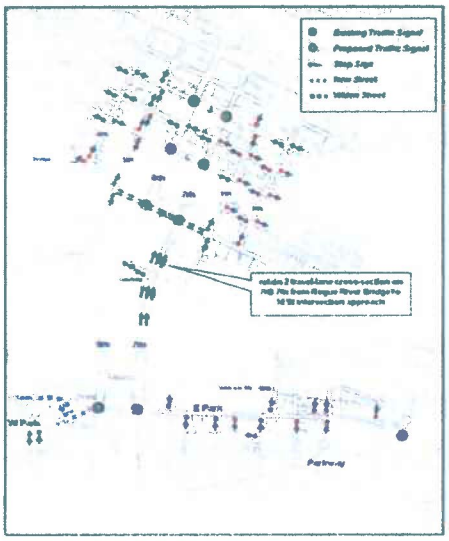
1. A set of three Land Use Alternatives was developed:
   - "6th Street Emphasis"
   - "Mixed Use Emphasis"
   - "Convention Center"

2. A menu of potential transportation (street and traffic control) improvements was developed:
   - improve/expand M St intersections at 6th St and 7th St
   - extend Voorhies St west from 6th to 5th (at Central)
   - extend Voorhies St east from 7th to 8th
   - construct new street from 5th to 8th located between Voorhies and M (an extension of Rogue River St)
   - Remove third travel lane on northbound 7th St south of M St

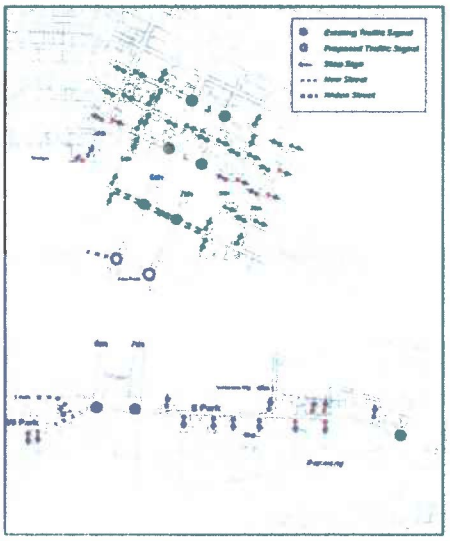
3. The street and traffic control improvements that should be associated with each of the Land Use Alternatives for the purposes of analysis were specified (see Figure).

Transportation Improvements

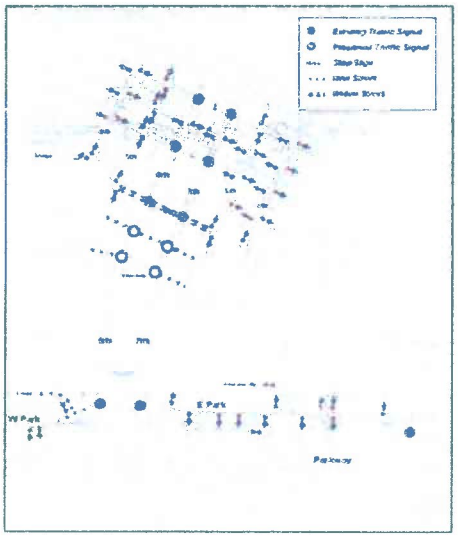
6th Street Emphasis



Mixed Use Emphasis



Convention Center Emphasis



TRAFFIC ASSIGNMENTS

To analyze these alternatives, traffic assignments for each of the three Land Use Alternatives were prepared. Because the land use alternatives are defined by a redistribution of Grants Pass population and employment (i.e., more of each in the River District with equivalent reductions elsewhere), which in turn affects traffic volumes and patterns, each of the assignments required modifying and running the full model stream (i.e., trip generation, trip distribution, *and* traffic assignment, not just the latter).

Population and Employment

Grants Pass Traffic Forecasting Model 2025 population and employment was revised as specified in the following tables. (The Grants Pass area population/employment reductions that offset the River District increases, as identified in the tables, were critical to the veracity of the traffic forecasts and analyses and were incorporated in the forecasting model; i.e., it was not appropriate to simply add the River District increases. This is because the primary purpose of the land use alternatives - in land use/transportation and growth management terms - is to focus more growth and development in the central city to reduce sprawl and travel demand; for this reason, the population and employment increases associated with the land use alternatives could not be analyzed as additions to the regional totals, but rather as relocations of finite regional total population and employment.)

Network Revisions

Assignments for the three Land Use/Network Alternatives were run on the previously modified/refined future baseline network, with the following revisions:

<u>All three Land Use/Network Alternatives</u>

- M St two lanes each direction between 5th and 8th
- permit all movements at 7th/M intersection (i.e., remove EB-M-to-NB-7th left turn prohibition)

<u>Mixed Use Emphasis Alternative</u>

- make additional network revisions shown in attached diagram

<u>Convention Center Alternative</u>

- make additional network revisions shown in attached diagram

Alternative 1, 6th St Emphasis:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194				+34	
196	+37	+65		+124	
197			+55	+74	
198				+80	
199	+20	+35	+27		
200	+80	+140			
229	+55	+96			+22
230					
231	+25	+44	+7	+5	+7
TOTAL	+377	+660	+146	+349	+69

Alternative 2, Mixed Use Emphasis:
Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194				+34	
196	+37	+65		+124	
197			+55	+74	
198	+30	+53	+64	+96	+25
199	+50	+88	+75		
200	+80	+140			
226	+25	+44		+320	+44
231	+15	+26	+20	+20	+20
TOTAL	+397	+696	+271	+700	+129

Alternative 3, Convention Center Emphasis: Study Area Population and Employment Increases

TAZ	households	population	retail jobs	office jobs	service jobs
187	+80	+140	+37		
188			+20		+40
189	+80	+140		+32	
194	+44	+77		+78	
196	+37	+65		+124	
197			+55	+74	
198	+45	+79	+64	+176	+25
199	+79	+138	+75		
200	+80	+140			
226	+132	+231			+22
231	+15	+26	+25	+20	+20
TOTAL	+592	+1,036	+271	+504	+107

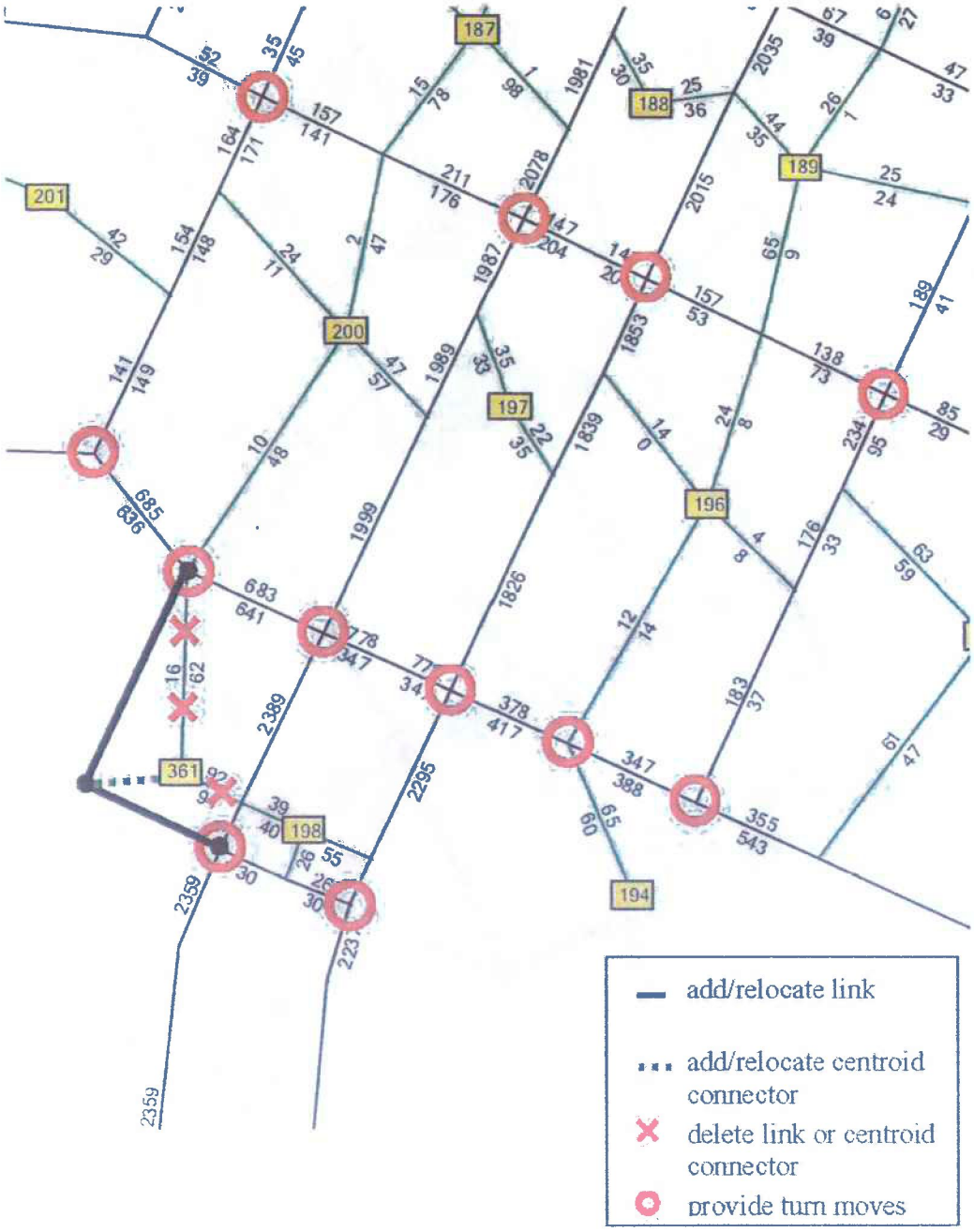
Grants Pass Area Employment Decreases [to balance study area increases]

	Convention Center		Mixed Use Emphasis		6th St Emphasis	
TAZ	retail jobs	office/ service jobs	retail jobs	office/ service jobs	retail jobs	office/ service jobs
101		-57		-83		-39
128		-36		-51		-24
206	-32	-62	-31	-37	-15	-43
225	-17	-31	-17	-44	-8	-20
226	-37	-74	-42	-105	-17	-49
233	-17	-30	-17	-43	-8	-20
246	-27		-26		-14	
251	-23	-27	-23	-38	-11	-18
252	-36	-73	-35	-108	-17	-51
256	-42	-79	-41	-118	-20	-54
296	-12	-44	-12	-44	-12	-30
309	-6	-20	-6	-22	-6	-14
310	-22	-79	-21	-83	-21	-55
TOTAL	-271	-612	-271	-830	-147	-418

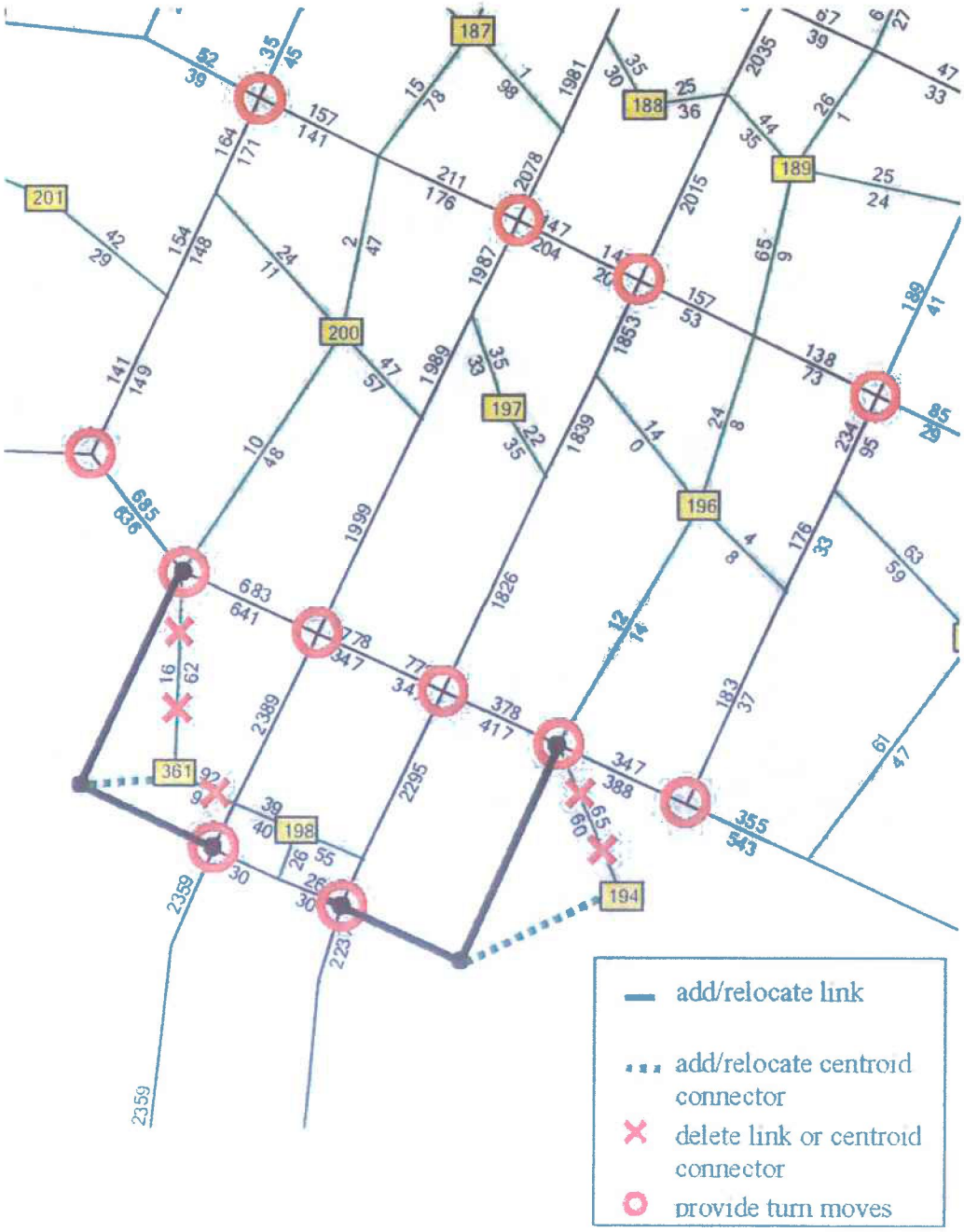
Grants Pass Area Population Decreases
[to balance study area increases]

TAZ	6th Street Emphasis	Mixed Use Emphasis	Convention Center
101	-7	-11	-13
109	-9	-15	-17
110	-11	-17	-19
118	-7	-11	-12
121	-10	-16	-19
122	-19	-17	-35
138	-64	-119	-94
139	-12	-19	-22
164	-20	-17	-36
193	-22	-19	-40
205	-6	-10	-11
206	-11	-18	-21
219	-35	-30	-44
220	-42	-36	-54
223	-5	-8	-9
233	-6	-10	-12
234	-16	-14	-28
243	-15	-14	-28
245	-40	-34	-51
246	-9	-14	-16
249	-28	-24	-51
251	-11	-17	-19
255	-23	-19	-41
256	-120	-120	-176
264	-7	-11	-12
272	-5	-8	-9
273	-95	-95	-131
323	-5	-8	-9
TOTAL	-660	-694	-1,035

Mixed Use Emphasis Alternative Network



Convention Center Emphasis Alternative Network



Attachment B

TRAFFIC OPERATIONAL ANALYSIS WORKSHEETS

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.93			1.00						1.00	
Flt Protected		1.00			0.99						1.00	
Satd. Flow (prot)		1642			1748						4806	
Flt Permitted		1.00			0.99						1.00	
Satd. Flow (perm)		1642			1748						4806	
Volume (vph)	0	65	70	30	125	0	0	0	0	55	2290	20
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	71	76	33	136	0	0	0	0	60	2489	22
RTOR Reduction (vph)	0	56	0	0	0	0	0	0	0	0	1	0
Lane Group Flow (vph)	0	91	0	0	169	0	0	0	0	0	2570	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		7.5			8.0						44.6	
Effective Green, g (s)		7.5			8.0						44.6	
Actuated g/C Ratio		0.10			0.11						0.62	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		171			194						2973	
v/s Ratio Prot		c0.06			c0.10							
v/s Ratio Perm											0.53	
v/c Ratio		0.53			0.87						0.86	
Uniform Delay, d1		30.6			31.5						11.3	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		3.2			32.0						3.6	
Delay (s)		33.8			63.6						14.9	
Level of Service		C			E						B	
Approach Delay (s)		33.8			63.6			0.0			14.9	
Approach LOS		C			E			A			B	

Intersection Summary

HCM Average Control Delay	18.7	HCM Level of Service	B
HCM Volume to Capacity ratio	0.82		
Actuated Cycle Length (s)	72.1	Sum of lost time (s)	12.0
Intersection Capacity Utilization	75.2%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.95			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1711			1669			4805				
Flt Permitted		0.59			1.00			1.00				
Satd. Flow (perm)		1037			1669			4805				
Volume (vph)	75	45	0	0	105	70	50	1990	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	82	49	0	0	114	76	54	2163	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	5	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	131	0	0	185	0	0	2238	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		12.1			12.1			43.5				
Effective Green, g (s)		12.1			12.1			43.5				
Actuated g/C Ratio		0.19			0.19			0.68				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		197			318			3286				
v/s Ratio Prot					0.11							
v/s Ratio Perm		c0.13						0.47				
v/c Ratio		0.66			0.58			0.68				
Uniform Delay, d1		23.9			23.4			5.9				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		8.2			2.7			1.2				
Delay (s)		32.1			26.2			7.1				
Level of Service		C			C			A				
Approach Delay (s)		32.1			26.2			7.1			0.0	
Approach LOS		C			C			A			A	

Intersection Summary			
HCM Average Control Delay	9.8	HCM Level of Service	A
HCM Volume to Capacity ratio	0.68		
Actuated Cycle Length (s)	63.6	Sum of lost time (s)	8.0
Intersection Capacity Utilization	69.4%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Lane Util. Factor		0.91	0.91	1.00	0.95					1.00	0.91	
Frt		0.96	0.85	1.00	1.00					1.00	0.99	
Flt Protected		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (prot)		3088	1365	1676	3353					1676	4778	
Flt Permitted		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (perm)		3088	1365	1676	3353					1676	4778	
Volume (vph)	0	435	425	230	850	0	0	0	0	185	2050	120
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	473	462	250	924	0	0	0	0	201	2228	130
RTOR Reduction (vph)	0	35	44	0	0	0	0	0	0	0	7	0
Lane Group Flow (vph)	0	601	255	250	924	0	0	0	0	201	2351	0
Turn Type			Perm	Prot						Perm		
Protected Phases		4		3	8						6	
Permitted Phases			4							6		
Actuated Green, G (s)		17.0	17.0	15.9	36.9					44.0	44.0	
Effective Green, g (s)		17.0	17.0	15.9	36.9					44.0	44.0	
Actuated g/C Ratio		0.19	0.19	0.18	0.42					0.49	0.49	
Clearance Time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Vehicle Extension (s)		3.0	3.0	3.0	3.0					3.0	3.0	
Lane Grp Cap (vph)		591	261	300	1392					830	2365	
v/s Ratio Prot		c0.19		c0.15	0.28						c0.49	
v/s Ratio Perm			0.19							0.12		
v/c Ratio		1.02	0.98	0.83	0.66					0.24	0.99	
Uniform Delay, d1		36.0	35.7	35.2	21.0					12.9	22.3	
Progression Factor		1.00	1.00	1.00	1.00					1.00	1.00	
Incremental Delay, d2		41.4	48.4	17.7	1.2					0.7	17.2	
Delay (s)		77.4	84.1	52.9	22.2					13.6	39.5	
Level of Service		E	F	D	C					B	D	
Approach Delay (s)		79.5			28.7			0.0			37.4	
Approach LOS		E			C			A			D	

Intersection Summary			
HCM Average Control Delay	43.7	HCM Level of Service	D
HCM Volume to Capacity ratio	0.97		
Actuated Cycle Length (s)	88.9	Sum of lost time (s)	12.0
Intersection Capacity Utilization	122.3%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0				
Lane Util. Factor	1.00	0.95			0.95		0.86	0.86				
Frt	1.00	1.00			0.94		1.00	0.99				
Flt Protected	0.95	1.00			1.00		0.95	1.00				
Satd. Flow (prot)	1676	3353			3159		1442	4484				
Flt Permitted	0.14	1.00			1.00		0.95	1.00				
Satd. Flow (perm)	254	3353			3159		1442	4484				
Volume (vph)	40	580	0	0	445	280	635	1740	190	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	43	630	0	0	484	304	690	1891	207	0	0	0
RTOR Reduction (vph)	0	0	0	0	21	0	0	13	0	0	0	0
Lane Group Flow (vph)	43	630	0	0	767	0	675	2100	0	0	0	0
Turn Type	pm+pt						Perm					
Protected Phases	7	4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)	28.9	28.9			23.8		50.2	50.2				
Effective Green, g (s)	28.9	28.9			23.8		50.2	50.2				
Actuated g/C Ratio	0.33	0.33			0.27		0.58	0.58				
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0				
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0				
Lane Grp Cap (vph)	102	1113			863		831	2584				
v/s Ratio Prot	0.01	c0.19			c0.24							
v/s Ratio Perm	0.13						0.47	0.47				
v/c Ratio	0.42	0.57			0.89		0.81	0.81				
Uniform Delay, d1	26.0	23.9			30.4		14.7	14.7				
Progression Factor	1.00	1.00			1.00		1.00	1.00				
Incremental Delay, d2	2.8	0.7			11.0		8.5	2.9				
Delay (s)	28.8	24.6			41.4		23.2	17.6				
Level of Service	C	C			D		C	B				
Approach Delay (s)		24.9			41.4			19.0			0.0	
Approach LOS		C			D			B			A	

Intersection Summary			
HCM Average Control Delay	24.1	HCM Level of Service	C
HCM Volume to Capacity ratio	0.84		
Actuated Cycle Length (s)	87.1	Sum of lost time (s)	12.0
Intersection Capacity Utilization	122.3%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.96		0.95	1.00	
Satd. Flow (prot)	1765	1500			1699		1442	4521	
Flt Permitted	1.00	1.00			0.70		0.95	1.00	
Satd. Flow (perm)	1765	1500			1241		1442	4521	
Volume (vph)	100	75	20	65	25	80	485	2035	100
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	109	82	22	71	27	87	527	2212	109
RTOR Reduction (vph)	0	0	0	0	0	0	0	5	0
Lane Group Flow (vph)	109	82	0	0	120	0	614	2316	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	9.2	9.2			12.4		58.2	58.2	
Effective Green, g (s)	9.2	9.2			12.4		58.2	58.2	
Actuated g/C Ratio	0.10	0.10			0.14		0.63	0.63	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	177	150			168		914	2866	
v/s Ratio Prot	c0.06	0.05						c0.51	
v/s Ratio Perm					c0.10		0.43		
v/c Ratio	0.62	0.55			0.71		0.67	0.81	
Uniform Delay, d1	39.6	39.3			38.0		10.7	12.6	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	6.2	4.0			13.4		3.9	2.6	
Delay (s)	45.8	43.3			51.4		14.6	15.2	
Level of Service	D	D			D		B	B	
Approach Delay (s)	44.8				51.4			15.1	
Approach LOS	D				D			B	

Intersection Summary			
HCM Average Control Delay	18.2	HCM Level of Service	B
HCM Volume to Capacity ratio	0.77		
Actuated Cycle Length (s)	91.8	Sum of lost time (s)	12.0
Intersection Capacity Utilization	63.2%	ICU Level of Service	B
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.89	0.85	
Flt Protected	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (prot)	1676	1765	1642			3335		1546	1425	
Flt Permitted	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (perm)	1676	1765	1642			3335		1546	1425	
Volume (vph)	150	25	75	80	35	1520	45	40	250	10
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	163	27	82	87	38	1652	49	43	272	11
RTOR Reduction (vph)	0	0	42	0	0	0	0	0	3	0
Lane Group Flow (vph)	163	27	127	0	0	1739	0	175	148	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	6.0	16.0	6.0			44.1		14.2	14.2	
Effective Green, g (s)	6.0	16.0	6.0			44.1		14.2	14.2	
Actuated g/C Ratio	0.07	0.19	0.07			0.51		0.16	0.16	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	117	327	114			1704		254	234	
v/s Ratio Prot	c0.10	0.02	c0.08					c0.11	0.10	
v/s Ratio Perm						0.52				
v/c Ratio	1.39	0.08	1.12			1.02		0.69	0.63	
Uniform Delay, d1	40.2	29.1	40.2			21.1		34.0	33.6	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	220.6	0.1	118.6			27.1		7.6	5.5	
Delay (s)	260.8	29.2	158.8			48.2		41.5	39.1	
Level of Service	F	C	F			D		D	D	
Approach Delay (s)		227.9	158.8			48.2		40.4		
Approach LOS		F	F			D		D		

Intersection Summary			
HCM Average Control Delay	69.0	HCM Level of Service	E
HCM Volume to Capacity ratio	0.99		
Actuated Cycle Length (s)	86.3	Sum of lost time (s)	16.0
Intersection Capacity Utilization	89.7%	ICU Level of Service	E
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 2 (Mixed Use Emphasis)
HCM Signalized Intersection Capacity Analysis — 5: J St & 6th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.93			1.00						1.00	
Flt Protected		1.00			0.99						1.00	
Satd. Flow (prot)		1650			1746						4806	
Flt Permitted		1.00			0.99						1.00	
Satd. Flow (perm)		1650			1746						4806	
Volume (vph)	0	70	65	30	115	0	0	0	0	55	2335	20
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	76	71	33	125	0	0	0	0	60	2538	22
RTOR Reduction (vph)	0	48	0	0	0	0	0	0	0	0	1	0
Lane Group Flow (vph)	0	99	0	0	158	0	0	0	0	0	2619	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		6.8			8.8						45.0	
Effective Green, g (s)		6.8			8.8						45.0	
Actuated g/C Ratio		0.09			0.12						0.62	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		155			212						2979	
v/s Ratio Prot		c0.06			c0.09							
v/s Ratio Perm											0.54	
v/c Ratio		0.64			0.75						0.88	
Uniform Delay, d1		31.7			30.8						11.5	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		8.3			13.3						4.1	
Delay (s)		40.1			44.1						15.6	
Level of Service		D			D						B	
Approach Delay (s)		40.1			44.1			0.0			15.6	
Approach LOS		D			D			A			B	

Intersection Summary			
HCM Average Control Delay	18.4	HCM Level of Service	B
HCM Volume to Capacity ratio	0.83		
Actuated Cycle Length (s)	72.6	Sum of lost time (s)	12.0
Intersection Capacity Utilization	75.5%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.94			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1710			1664			4805				
Flt Permitted		0.59			1.00			1.00				
Satd. Flow (perm)		1033			1664			4805				
Volume (vph)	80	45	0	0	95	70	50	2065	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	87	49	0	0	103	76	54	2245	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	6	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	136	0	0	173	0	0	2320	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		12.3			12.3			46.8				
Effective Green, g (s)		12.3			12.3			46.8				
Actuated g/C Ratio		0.18			0.18			0.70				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		189			305			3351				
v/s Ratio Prot					0.10							
v/s Ratio Perm		c0.13						0.48				
v/c Ratio		0.72			0.57			0.69				
Uniform Delay, d1		25.8			25.0			5.9				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		12.3			2.4			1.2				
Delay (s)		38.1			27.4			7.1				
Level of Service		D			C			A				
Approach Delay (s)		38.1			27.4			7.1			0.0	
Approach LOS		D			C			A			A	

Intersection Summary			
HCM Average Control Delay	10.1	HCM Level of Service	B
HCM Volume to Capacity ratio	0.70		
Actuated Cycle Length (s)	67.1	Sum of lost time (s)	8.0
Intersection Capacity Utilization	70.6%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Lane Util. Factor		0.91	0.91	1.00	0.95					1.00	0.91	
Frt		0.96	0.85	1.00	1.00					1.00	0.99	
Flt Protected		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (prot)		3067	1365	1676	3353					1676	4779	
Flt Permitted		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (perm)		3067	1365	1676	3353					1676	4779	
Volume (vph)	0	380	425	195	850	0	0	0	0	195	2115	120
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	413	462	212	924	0	0	0	0	212	2299	130
RTOR Reduction (vph)	0	48	58	0	0	0	0	0	0	0	6	0
Lane Group Flow (vph)	0	542	227	212	924	0	0	0	0	212	2423	0
Turn Type			Perm	Prot						Perm		
Protected Phases		4		3	8						6	
Permitted Phases			4							6		
Actuated Green, G (s)		16.9	16.9	14.8	35.7					44.0	44.0	
Effective Green, g (s)		16.9	16.9	14.8	35.7					44.0	44.0	
Actuated g/C Ratio		0.19	0.19	0.17	0.41					0.50	0.50	
Clearance Time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Vehicle Extension (s)		3.0	3.0	3.0	3.0					3.0	3.0	
Lane Grp Cap (vph)		591	263	283	1365					841	2398	
v/s Ratio Prot		c0.18		c0.13	0.28						c0.51	
v/s Ratio Perm			0.17							0.13		
v/c Ratio		0.92	0.86	0.75	0.68					0.25	1.01	
Uniform Delay, d1		34.7	34.3	34.7	21.3					12.5	21.9	
Progression Factor		1.00	1.00	1.00	1.00					1.00	1.00	
Incremental Delay, d2		19.2	24.0	10.4	1.3					0.7	20.9	
Delay (s)		53.9	58.3	45.1	22.6					13.2	42.8	
Level of Service		D	E	D	C					B	D	
Approach Delay (s)		55.3			26.8			0.0			40.4	
Approach LOS		E			C			A			D	

Intersection Summary			
HCM Average Control Delay	39.9	HCM Level of Service	D
HCM Volume to Capacity ratio	0.94		
Actuated Cycle Length (s)	87.7	Sum of lost time (s)	12.0
Intersection Capacity Utilization	125.2%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0				
Lane Util. Factor	1.00	0.95			0.95		0.86	0.86				
Frt	1.00	1.00			0.94		1.00	0.98				
Flt Protected	0.95	1.00			1.00		0.95	1.00				
Satd. Flow (prot)	1676	3353			3163		1442	4474				
Flt Permitted	0.15	1.00			1.00		0.95	1.00				
Satd. Flow (perm)	265	3353			3163		1442	4474				
Volume (vph)	10	565	0	0	435	265	610	1860	245	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	11	614	0	0	473	288	663	2022	266	0	0	0
RTOR Reduction (vph)	0	0	0	0	30	0	0	16	0	0	0	0
Lane Group Flow (vph)	11	614	0	0	731	0	663	2272	0	0	0	0
Turn Type	pm+pt						Perm					
Protected Phases	7	4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)	27.0	27.0			22.6		52.1	52.1				
Effective Green, g (s)	27.0	27.0			22.6		52.1	52.1				
Actuated g/C Ratio	0.31	0.31			0.26		0.60	0.60				
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0				
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0				
Lane Grp Cap (vph)	89	1039			821		863	2676				
v/s Ratio Prot	0.00	c0.18			c0.23							
v/s Ratio Perm	0.04						0.46	0.51				
v/c Ratio	0.12	0.59			0.89		0.77	0.85				
Uniform Delay, d1	22.9	25.4			31.1		13.0	14.3				
Progression Factor	1.00	1.00			1.00		1.00	1.00				
Incremental Delay, d2	0.6	0.9			11.6		6.5	3.6				
Delay (s)	23.5	26.3			42.7		19.5	17.9				
Level of Service	C	C			D		B	B				
Approach Delay (s)		26.2			42.7			18.2			0.0	
Approach LOS		C			D			B			A	

Intersection Summary			
HCM Average Control Delay	23.7	HCM Level of Service	C
HCM Volume to Capacity ratio	0.87		
Actuated Cycle Length (s)	87.1	Sum of lost time (s)	12.0
Intersection Capacity Utilization	125.2%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.97		0.95	1.00	
Satd. Flow (prot)	1765	1500			1712		1442	4509	
Flt Permitted	1.00	1.00			0.72		0.95	1.00	
Satd. Flow (perm)	1765	1500			1266		1442	4509	
Volume (vph)	155	135	25	70	60	75	470	2015	140
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	168	147	27	76	65	82	511	2190	152
RTOR Reduction (vph)	0	0	0	0	0	0	0	8	0
Lane Group Flow (vph)	168	147	0	0	168	0	593	2334	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	10.6	10.6			14.1		52.0	52.0	
Effective Green, g (s)	10.6	10.6			14.1		52.0	52.0	
Actuated g/C Ratio	0.12	0.12			0.16		0.59	0.59	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	211	179			201		845	2643	
v/s Ratio Prot	0.10	c0.10						c0.52	
v/s Ratio Perm					c0.13		0.41		
v/c Ratio	0.80	0.82			0.84		0.70	0.88	
Uniform Delay, d1	38.0	38.1			36.2		12.9	15.7	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	18.5	25.1			24.8		4.8	4.7	
Delay (s)	56.5	63.2			61.0		17.7	20.5	
Level of Service	E	E			E		B	C	
Approach Delay (s)	59.6				61.0			19.9	
Approach LOS	E				E			B	

Intersection Summary			
HCM Average Control Delay	25.6	HCM Level of Service	C
HCM Volume to Capacity ratio	0.87		
Actuated Cycle Length (s)	88.7	Sum of lost time (s)	12.0
Intersection Capacity Utilization	69.8%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.90	0.85	
Flt Protected	0.95	1.00	1.00			1.00		0.98	1.00	
Satd. Flow (prot)	1676	1765	1642			3333		1557	1425	
Flt Permitted	0.95	1.00	1.00			1.00		0.98	1.00	
Satd. Flow (perm)	1676	1765	1642			3333		1557	1425	
Volume (vph)	200	30	95	100	45	1540	50	65	315	15
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	217	33	103	109	49	1674	54	71	342	16
RTOR Reduction (vph)	0	0	34	0	0	0	0	0	3	0
Lane Group Flow (vph)	217	33	178	0	0	1777	0	231	195	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	7.0	24.3	13.3			32.2		15.7	15.7	
Effective Green, g (s)	7.0	24.3	13.3			32.2		15.7	15.7	
Actuated g/C Ratio	0.08	0.29	0.16			0.38		0.19	0.19	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	139	509	259			1275		290	266	
v/s Ratio Prot	c0.13	0.02	c0.11					c0.15	0.14	
v/s Ratio Perm						0.53				
v/c Ratio	1.56	0.06	0.69			1.39		0.80	0.73	
Uniform Delay, d1	38.6	21.7	33.5			26.0		32.7	32.3	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	284.5	0.1	7.4			182.0		14.0	9.9	
Delay (s)	323.1	21.8	40.9			208.0		46.8	42.2	
Level of Service	F	C	D			F		D	D	
Approach Delay (s)		283.3	40.9			208.0		44.7		
Approach LOS		F	D			F		D		

Intersection Summary			
HCM Average Control Delay	175.5	HCM Level of Service	F
HCM Volume to Capacity ratio	1.14		
Actuated Cycle Length (s)	84.2	Sum of lost time (s)	16.0
Intersection Capacity Utilization	99.1%	ICU Level of Service	F
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0						4.0	
Lane Util. Factor		1.00			1.00						0.91	
Frt		0.94			1.00						1.00	
Flt Protected		1.00			0.99						1.00	
Satd. Flow (prot)		1655			1745						4804	
Flt Permitted		1.00			0.99						1.00	
Satd. Flow (perm)		1655			1745						4804	
Volume (vph)	0	70	60	35	120	0	0	0	0	55	2265	25
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	76	65	38	130	0	0	0	0	60	2462	27
RTOR Reduction (vph)	0	44	0	0	0	0	0	0	0	0	2	0
Lane Group Flow (vph)	0	97	0	0	168	0	0	0	0	0	2547	0
Turn Type				Split						Perm		
Protected Phases		4		8	8						6	
Permitted Phases										6		
Actuated Green, G (s)		6.8			8.9						44.9	
Effective Green, g (s)		6.8			8.9						44.9	
Actuated g/C Ratio		0.09			0.12						0.62	
Clearance Time (s)		4.0			4.0						4.0	
Vehicle Extension (s)		3.0			3.0						3.0	
Lane Grp Cap (vph)		155			214						2971	
v/s Ratio Prot		c0.06			c0.10							
v/s Ratio Perm											0.53	
v/c Ratio		0.62			0.79						0.86	
Uniform Delay, d1		31.7			30.9						11.3	
Progression Factor		1.00			1.00						1.00	
Incremental Delay, d2		7.6			17.0						3.5	
Delay (s)		39.2			48.0						14.7	
Level of Service		D			D						B	
Approach Delay (s)		39.2			48.0			0.0			14.7	
Approach LOS		D			D			A			B	

Intersection Summary			
HCM Average Control Delay	17.9	HCM Level of Service	B
HCM Volume to Capacity ratio	0.82		
Actuated Cycle Length (s)	72.6	Sum of lost time (s)	12.0
Intersection Capacity Utilization	74.4%	ICU Level of Service	D
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0			4.0				
Lane Util. Factor		1.00			1.00			0.91				
Frt		1.00			0.95			1.00				
Flt Protected		0.97			1.00			1.00				
Satd. Flow (prot)		1710			1669			4805				
Flt Permitted		0.56			1.00			1.00				
Satd. Flow (perm)		993			1669			4805				
Volume (vph)	80	45	0	0	105	70	50	2065	20	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	87	49	0	0	114	76	54	2245	22	0	0	0
RTOR Reduction (vph)	0	0	0	0	6	0	0	1	0	0	0	0
Lane Group Flow (vph)	0	136	0	0	184	0	0	2320	0	0	0	0
Turn Type	Perm						Perm					
Protected Phases		4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)		12.5			12.5			46.3				
Effective Green, g (s)		12.5			12.5			46.3				
Actuated g/C Ratio		0.19			0.19			0.69				
Clearance Time (s)		4.0			4.0			4.0				
Vehicle Extension (s)		3.0			3.0			3.0				
Lane Grp Cap (vph)		186			312			3330				
v/s Ratio Prot					0.11							
v/s Ratio Perm		c0.14						0.48				
v/c Ratio		0.73			0.59			0.70				
Uniform Delay, d1		25.6			24.8			6.1				
Progression Factor		1.00			1.00			1.00				
Incremental Delay, d2		13.8			3.0			1.2				
Delay (s)		39.3			27.8			7.3				
Level of Service		D			C			A				
Approach Delay (s)		39.3			27.8			7.3			0.0	
Approach LOS		D			C			A			A	

Intersection Summary			
HCM Average Control Delay	10.4	HCM Level of Service	B
HCM Volume to Capacity ratio	0.70		
Actuated Cycle Length (s)	66.8	Sum of lost time (s)	8.0
Intersection Capacity Utilization	71.2%	ICU Level of Service	C
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Lane Util. Factor		0.91	0.91	1.00	0.95					1.00	0.91	
Frt		0.96	0.85	1.00	1.00					1.00	0.99	
Flt Protected		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (prot)		3074	1365	1676	3353					1676	4778	
Flt Permitted		1.00	1.00	0.95	1.00					0.95	1.00	
Satd. Flow (perm)		3074	1365	1676	3353					1676	4778	
Volume (vph)	0	385	420	185	840	0	0	0	0	195	2045	120
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	0	418	457	201	913	0	0	0	0	212	2223	130
RTOR Reduction (vph)	0	44	63	0	0	0	0	0	0	0	7	0
Lane Group Flow (vph)	0	542	226	201	913	0	0	0	0	212	2346	0
Turn Type			Perm	Prot						Perm		
Protected Phases		4		3	8						6	
Permitted Phases			4							6		
Actuated Green, G (s)		16.9	16.9	14.3	35.2					44.1	44.1	
Effective Green, g (s)		16.9	16.9	14.3	35.2					44.1	44.1	
Actuated g/C Ratio		0.19	0.19	0.16	0.40					0.51	0.51	
Clearance Time (s)		4.0	4.0	4.0	4.0					4.0	4.0	
Vehicle Extension (s)		3.0	3.0	3.0	3.0					3.0	3.0	
Lane Grp Cap (vph)		595	264	275	1352					847	2414	
v/s Ratio Prot		c0.18		0.12	c0.27						c0.49	
v/s Ratio Perm			0.17							0.13		
v/c Ratio		0.91	0.86	0.73	0.68					0.25	0.97	
Uniform Delay, d1		34.5	34.0	34.7	21.4					12.2	21.0	
Progression Factor		1.00	1.00	1.00	1.00					1.00	1.00	
Incremental Delay, d2		18.3	22.8	9.6	1.3					0.7	12.8	
Delay (s)		52.8	56.9	44.3	22.7					12.9	33.8	
Level of Service		D	E	D	C					B	C	
Approach Delay (s)		54.1			26.6			0.0			32.1	
Approach LOS		D			C			A			C	

Intersection Summary			
HCM Average Control Delay	35.0	HCM Level of Service	C
HCM Volume to Capacity ratio	0.92		
Actuated Cycle Length (s)	87.3	Sum of lost time (s)	12.0
Intersection Capacity Utilization	122.7%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 3 (Convention Center Emphasis)
HCM Signalized Intersection Capacity Analysis — 18: M St & 7th St

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0				
Lane Util. Factor	1.00	0.95			0.95		0.86	0.86				
Frt	1.00	1.00			0.94		1.00	0.98				
Flt Protected	0.95	1.00			1.00		0.95	1.00				
Satd. Flow (prot)	1676	3353			3155		1442	4479				
Flt Permitted	0.15	1.00			1.00		0.95	1.00				
Satd. Flow (perm)	265	3353			3155		1442	4479				
Volume (vph)	10	570	0	0	415	270	610	1855	225	0	0	0
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	11	620	0	0	451	293	663	2016	245	0	0	0
RTOR Reduction (vph)	0	0	0	0	30	0	0	15	0	0	0	0
Lane Group Flow (vph)	11	620	0	0	714	0	663	2246	0	0	0	0
Turn Type	pm+pt						Perm					
Protected Phases	7	4			8			2				
Permitted Phases	4						2					
Actuated Green, G (s)	27.0	27.0			22.6		51.2	51.2				
Effective Green, g (s)	27.0	27.0			22.6		51.2	51.2				
Actuated g/C Ratio	0.31	0.31			0.26		0.59	0.59				
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0				
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0				
Lane Grp Cap (vph)	90	1050			827		857	2660				
v/s Ratio Prot	0.00	c0.18			c0.23							
v/s Ratio Perm	0.04						0.46	0.50				
v/c Ratio	0.12	0.59			0.86		0.77	0.84				
Uniform Delay, d1	22.3	24.9			30.3		13.1	14.3				
Progression Factor	1.00	1.00			1.00		1.00	1.00				
Incremental Delay, d2	0.6	0.9			9.3		6.7	3.5				
Delay (s)	22.9	25.8			39.6		19.9	17.8				
Level of Service	C	C			D		B	B				
Approach Delay (s)		25.8			39.6			18.2			0.0	
Approach LOS		C			D			B			A	

Intersection Summary

HCM Average Control Delay	23.0	HCM Level of Service	C
HCM Volume to Capacity ratio	0.86		
Actuated Cycle Length (s)	86.2	Sum of lost time (s)	12.0
Intersection Capacity Utilization	122.7%	ICU Level of Service	H
Analysis Period (min)	15		

c Critical Lane Group

Movement	EBL	EBT	WBT	WBR	NBL	NBT	NBR	NWL	NWR	NWR2
Lane Configurations										
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00	1.00			0.95		1.00	0.95	
Frt	1.00	1.00	0.93			1.00		0.88	0.85	
Flt Protected	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (prot)	1676	1765	1642			3334		1531	1425	
Flt Permitted	0.95	1.00	1.00			1.00		0.99	1.00	
Satd. Flow (perm)	1676	1765	1642			3334		1531	1425	
Volume (vph)	150	30	95	100	35	1565	50	35	340	15
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	163	33	103	109	38	1701	54	38	370	16
RTOR Reduction (vph)	0	0	30	0	0	0	0	0	3	0
Lane Group Flow (vph)	163	33	182	0	0	1793	0	228	193	0
Turn Type	Prot				Perm				custom	
Protected Phases	7	4	8			5		6	6	
Permitted Phases					5				6	
Actuated Green, G (s)	5.0	16.0	7.0			44.0		16.2	16.2	
Effective Green, g (s)	5.0	16.0	7.0			44.0		16.2	16.2	
Actuated g/C Ratio	0.06	0.18	0.08			0.50		0.18	0.18	
Clearance Time (s)	4.0	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	95	320	130			1663		281	262	
v/s Ratio Prot	c0.10	0.02	c0.11					c0.15	0.14	
v/s Ratio Perm						0.54				
v/c Ratio	1.72	0.10	1.40			1.08		0.81	0.74	
Uniform Delay, d1	41.6	30.1	40.6			22.1		34.5	34.0	
Progression Factor	1.00	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	362.5	0.1	218.5			46.5		16.1	10.2	
Delay (s)	404.1	30.3	259.1			68.6		50.7	44.2	
Level of Service	F	C	F			E		D	D	
Approach Delay (s)		341.1	259.1			68.6		47.7		
Approach LOS		F	F			E		D		

Intersection Summary			
HCM Average Control Delay	100.9	HCM Level of Service	F
HCM Volume to Capacity ratio	1.09		
Actuated Cycle Length (s)	88.2	Sum of lost time (s)	16.0
Intersection Capacity Utilization	97.7%	ICU Level of Service	F
Analysis Period (min)	15		

c Critical Lane Group

Grants Pass Dntn River District Plan — 2028, Alt 3 (Convention Center Emphasis)
HCM Signalized Intersection Capacity Analysis — 21: W Park & 6th St

Movement	EBT	EBR	WBL2	WBL	WBT	SBL2	SBL	SBT	SBR
Lane Configurations									
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)	4.0	4.0			4.0		4.0	4.0	
Lane Util. Factor	1.00	1.00			1.00		0.86	0.86	
Frt	1.00	0.85			1.00		1.00	0.99	
Flt Protected	1.00	1.00			0.96		0.95	1.00	
Satd. Flow (prot)	1765	1500			1698		1442	4516	
Flt Permitted	1.00	1.00			0.69		0.95	1.00	
Satd. Flow (perm)	1765	1500			1219		1442	4516	
Volume (vph)	115	80	20	70	25	75	485	2025	115
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	125	87	22	76	27	82	527	2201	125
RTOR Reduction (vph)	0	0	0	0	0	0	0	6	0
Lane Group Flow (vph)	125	87	0	0	125	0	609	2320	0
Turn Type		Prot	Perm	Perm		Perm	Split		
Protected Phases	7	7			8		2	2	
Permitted Phases			8	8		2			
Actuated Green, G (s)	9.5	9.5			12.9		55.8	55.8	
Effective Green, g (s)	9.5	9.5			12.9		55.8	55.8	
Actuated g/C Ratio	0.11	0.11			0.14		0.62	0.62	
Clearance Time (s)	4.0	4.0			4.0		4.0	4.0	
Vehicle Extension (s)	3.0	3.0			3.0		3.0	3.0	
Lane Grp Cap (vph)	186	158			174		892	2794	
v/s Ratio Prot	c0.07	0.06						c0.51	
v/s Ratio Perm					c0.10		0.42		
v/c Ratio	0.67	0.55			0.72		0.68	0.83	
Uniform Delay, d1	38.9	38.3			36.9		11.4	13.5	
Progression Factor	1.00	1.00			1.00		1.00	1.00	
Incremental Delay, d2	9.2	4.1			13.2		4.2	3.0	
Delay (s)	48.0	42.4			50.2		15.6	16.5	
Level of Service	D	D			D		B	B	
Approach Delay (s)	45.7				50.2			16.3	
Approach LOS	D				D			B	

Intersection Summary			
HCM Average Control Delay	19.5	HCM Level of Service	B
HCM Volume to Capacity ratio	0.79		
Actuated Cycle Length (s)	90.2	Sum of lost time (s)	12.0
Intersection Capacity Utilization	63.9%	ICU Level of Service	B
Analysis Period (min)	15		

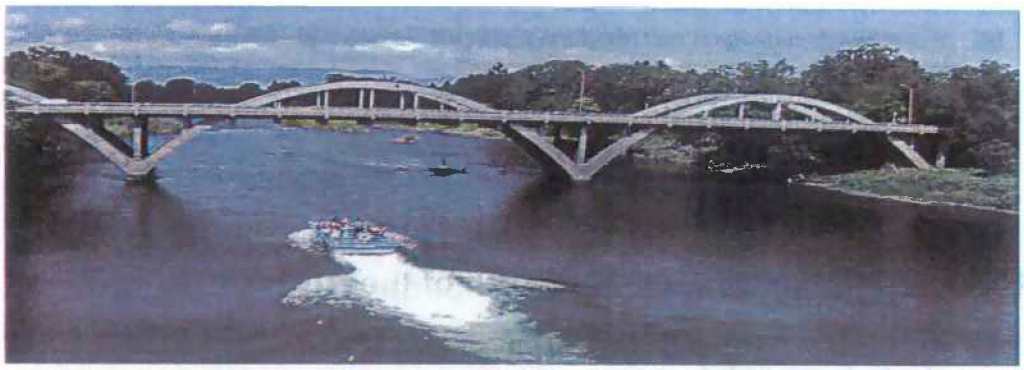
c Critical Lane Group

Appendix J

Public Comment Summary
Public Open House

Downtown River District
GREATER GRANTS PASS PLAN

October 11, 2006
6:00 to 8:00 p.m.



1. Orientation
   - Slide Show-Vision Statement
   - Review Background Maps
   - Review Evaluation Criteria
   - Comments on Chart or Form

2. Your Ideas-General
   - Land Uses
   - Transportation
   - Neighborhoods
   - Riverfront

3. Your Ideas-North of the River
   - 6th/7th Street Corridor
   - Housing/Neighborhoods
   - Riverfront
   - Other

4. Your Ideas-South of the River
   - Riverfront
   - Riverside Park
   - Neighborhoods
   - Other

October 11 Open House
Recorded Comments

Downtown River District
Greater Grants Pass Plan

Approximately 76 people signed in.

Recorded Public Comments-General

- *Would like to see sign code revisions made that reduce the allowable signage on buildings. It is not necessary to have so much. Businesses can attract business with a cleaner image and active enticements like outdoor dining, window displays and a view into their businesses. Make the buildings attractive to walk by.*
- *Public art should be incorporate into building and development design. Not just "plop" art.*
- *Encourage children to participate in the art-community projects.*
- *Provide functional art.*

Recorded Public Comments-North of the River

- *GC zoning along 5th is a problem, requiring side yards and parking, should be revised, design standards are needed.*
- *Permitting processes should be easier.*
- *8th Street-keep as a single family area.*
- *Rogue View Lane, keep as single family area, potential traffic problems if developed.*
- *Opportunity for Elks building @ 5th and K Streets. Want to sell or trade, relocate south of the river near the downtown and build new lodge and RV sites.*
- *Provide affordable housing as part of the plan.*
- *Design standards should apply throughout the area, 3-4 story buildings.*
- *Will M Street need to be widened between 5th-9th Streets?*
- *Supports the 5th Street pedestrian bridge across the river.*
- *Residents on E.Park/Riverside very concerned with potential bike/ped path across their properties.*
- *Arcade at Goodwill?*
- *M Street needs beautification, functions as an entry into the area from the freeway.*
- *Signage on freeway directs HGT traffic on M Street, creates traffic problems.*
- *Why is left turn from M Street to 7th prohibited? Causes confusion.*

Recorded Public Comments-South of the River

- *Because of the size of many city lots, the new requirements for have 10' side setbacks plus off-street parking leaves too small a footprint for a feasible building. Could these requirements be changed or made proportional to the lot size?*
- *Make sure to allow for housing to continue at all income levels and that neighborhoods remain diverse. Do not create a situation where our downtown becomes gentrified and excludes others.*
- *Displacement and relocation of residents in the RV park should be addressed.*
- *Don't destroy the tranquility of Riverside Park by "loving it to death." Keep it simple and natural-not a commercial site!*

Survey-October 11 Open House
19 Surveys Returned

Downtown River District
Greater Grants Pass Plan

What are your thoughts on the Vision Statements? Do you agree or disagree? Other ideas to describe the future of the Downtown River District?

- *Vision statements vague but inclusive, keep downtown as the core and add to it rather than create an entirely new area.*
- *Good but give GP too much credit. Make area real urban environment with plazas, etc.*
- *Good, emphasize the arts.*
- *Agree.*
- *Likes overall idea.*
- *Get truck traffic out of downtown, make a tourist area, encourage more businesses.*
- *Agree, glad to see trailer park developed.*
- *Planning area is too large, only to Park and Vista, concern how public improvements will be paid for, and what about increased police and fire costs?*
- *Right direction, have potential for great river town.*
- *Agree.*
- *Agree.*
- *Yes, would like to most put into action.*

Do the Evaluation Criteria address the factors most important to you? Do you have other concerns that should be considered?

- *Like criteria, stress non-auto oriented development, 3-4 stories, parking behind buildings, design standards, housing above ground floor uses.*
- *Yes.*
- *Yes.*
- *Will funding advice be available for remodeling/revitalization?*
- *Limit buildings to 2-3 stories, love art projects.*
- *Public walkways across private properties, who has liability?*
- *Impacts on existing property owners should be considered, property values.*
- *More protection of historic resources outside the Historic District.*
- *OK.*

What are the most important elements of a plan for the Downtown River District?
Overall

- *Tie the area to the downtown; we do not want to pull people out of downtown.*
- *No low density development, build mixed income housing.*
- *Incorporate Historic District with River District, business opportunities, traffic control.*
- *Business opportunities, public art, incorporate the Downtown with River District.*
- *Make pleasurable to stroll and shop, easy for travelers to stop, shop and dine. No restaurant chains or strip malls.*
- *Likes Riverfront Tourist Commercial zone, but should expand allowed uses and provide incentives for development.*
- *Provide public restrooms, more tree-lined streets and walkways.*
- *Avoid taking without compensation.*
- *Promotion of the city, aesthetics, limit size of developments.*
- *Parking and traffic control.*
- *Thriving use 24/7, Bike lanes on 6th and 7th, sidewalk bulbs at intersections to promote walking.*
- *Off-site parking with shuttle service to downtown and rive district.*
- *Avoid commercialization.*
- *Preserve small town character.*
- *No parking at curb, small town feeling. Reflect a NW theme.*

North of the River

- *Crime concerns, more lighting is needed.*
- *All buildings front sidewalks, more street trees, no off street parking. Architecture honors older buildings without being cheap copies.*
- *Riverfront walk, functional art to develop character, use local talent.*
- *Safe and efficient traffic, good access, business opportunities, redevelop housing areas.*
- *Small business atmosphere, exactly as described in Vision.*
- *Shops, restaurants, nightlife, convention center.*
- *Provide safety for residents, respect private property rights.*
- *Improve pedestrian climate.*
- *Avoid "cutesy" character.*
- *Provide a comprehensive building style to tie the area together.*

South of the River

- *Area may be too large, private residential areas will be difficult to change and enhance.*
- *Develop riverfront trail. Simplify S. Y intersection, will help with bike commuters.*
- *Riverfront walk, amphitheater*
- *Improve access, safe traffic movements.*
- *Love Riverside Park, more concerts, move boat dock.*
- *Redevelop RV Park.*
- *Extend Riverside and BakeTussing parks into the neighborhoods, fingers of open space.*
- *Protect trees in Riverside Park.*
- *SE Southpark Drive-put soundwall and parking slots at end of street, sidewalks and lights.*
- *Clean out old bridge foundation under 6th street bridge.*
- *Clean up area west of 6th street Bridge, 4th bridge is needed.*

Do you have other ideas we should consider as we prepare options?

- *Traffic calming on 6th and 7th: 2 lanes or two-way. Side streets have landscaped circles at intersections.*
- *Year round venue for various markets, Saturday artisan market concept.*
- *Year round venue for various markets, Saturday artisan market concept.*
- *Changing the riverfront can negatively impact current property owners.*
- *Community/conference center near Riverside Park.*
- *Developers need economic parity to build mixed uses, current parking and open space requirements discourage development, deemphasize parking.*
- *Provide pedestrian-only zones.*

Would you like to stay involved with this planning process? If so, please provide you name, address, phone and email address.

- *76 addresses provided and sign-in sheet added to notification lists.*

Downtown River District Plan
January 25, 2007 Open House

Citizen Comments: 6th St. Emphasis

Notes on Index Cards

1. LOOK: What this city needs is passive development. Set development standards, tinker with zoning, and let the market take it's course. Look at Ashland: Historic restoration and historic building code, like Jacksonville, results in a vibrant downtown that doesn't overwhelm the visitors or shoppers, but results in a successful business district & housing areas, plus high resale values! Win/Win! Doug Langevin

2. The one thing I like about this plan is the widening of M Street between 6th & 7th! I don't think the rest of plan is realistic-parking would be a real problem.

3. Buffer residential. No bike trails too close to residential fences and huge buffer.

4. How wide will M St. be from Parkway through 6th & 7th & how will it affect property owners on M St? If their property is taken, how will they be compensated for that?

5. Concern, Some days it takes me 1-2 minutes to pull out of my driveway onto M St. What will happen when it is widened?

6. Comments for River District Plan:
    a. Where is the financing coming from?
    b. Do any residents at all support this plan?
    c. It's a waste of time & money & this small town cannot support such a massive & expensive endeavor.

7. This sucks too!
    a. What about the River View Corridor?
    b. Parking Structures?
    c. Trips per day increase on 6th & 7th?
    d. New Bridges to handle new Traffic?
    e. Infrastructure improvements?
    f. Power vaults for transformers?
    g. Etc., etc., etc.!!!

8. I think the foot bridges would damage the view from the two existing bridges. Who will pay for this project?

9. The footbridges do not meet your goal of protecting the natural beauty of the river. No to bridges. Maybe we could call us the Bridge City rather than River City. (Name and phone number provided. Name not legible (Jay or Jerry L_).

10. I am opposed to all of these plans. They are <u>way</u> to ambitious and I worry about cost, safety, growth, taxes, private property, etc. Absolutely <u>no</u> bike trail.

11. What's wrong with growth on the outskirts- This is a retirement community so the walking aspect doesn't compute.

12. I am not in favor of any of these plans.
    a. The public needs more input & information.
    b. These meetings need to be video taped or recorded so that transcripts can be provided to local residents.
    c. The feeling here tonight was that you don't care what the residents think or feel. Is the public really going to have a vote?
    d. You speak of 2 or 3 story buildings near the river & you don't know where the floodway is? I find this hard to believe.
    e. Also, you should consider that 2 or 3 months out of the year (winter) people are not going to want to walk downtown.
    f. The residents will want to know how much this is all going to cost the taxpayer. T. Thompson

13. I do understand that the city must prepare for growth. However, each of the proposals presented will change the fundamental small town character that makes Grants Pass a special place. The current visions need to be abandoned. Steve Thompson, (address provided).

14. I am not in favor of your plan for our city of Grants Pass. Orie C. Red Boyer.

15. Comments for River District Plan. All you're doing is putting more burden on the taxpayers & inviting more crime to the area. Quit trying to deceive the people.

16. NO

17. NO

18. NO

Notes on Flip Charts and Maps

1. Buffer needed for residential south of Lewis Street and West of Short Street.

2. East Park is overwhelmed Memorial Day weekend. No room for additional traffic from increased housing.

Downtown River District Plan
January 25, 2007 Open House

Citizen Comments: Housing Emphasis

Notes on Index Cards

1. Great plan so far!
    a. Love the pedestrian bridges.
    b. Should be lots of large trees along street for shade.
    c. Should really work to explain that residential uses will be "grand fathered" to reduce rumors & fear mongering.
    d. Design standards needed.
    e. Like the Plaza idea!
    f. Would also encourage some fountains to make the connection w/water & river.

2. Will you condemn property along East Park to put these condos in & how will they be compensated?

3. We will build it, they will come???

4. Tear down and widen the 6th St. Bridge.

5. I do like the whole concept and the possibilities!
    a. I like the pedestrian bridges.
    b. I think having a plaza is a feature needed in this community.
    c. Trees and plants should be considered as part of it.

6. I'm for planning but the rights of property owners must be respected.
    a. Who will compensate the home owner located in the middle of a condo development that does not wish to develop?
    b. What will be the fair process for valuation? Without litigation.

7. Like to see "Small Town" atmosphere kept. But-
    a. With cleaning up of areas that are now not pleasant to walk through
    b. If do Convention Center in River District keep it in keeping with the small River Town feeling.

8. The property that Robert Hamlyn is "trading" to the city West of Caveman Bridge is <u>useless</u> flood plain land in exchange for actually valuable property on higher ground.

9. This Sucks!!!
    a. What about the river view corridor?
    b. Parking structures?
    c. Trips per day increase on 6th & 7th ?
    d. New bridges to handle traffic?
    e. Infrastructure improvements?
    f. Power vaults for transformers?
    g. Etc., etc., etc.!!!

10. Unrealistic! You're going to have to create jobs here to fill up the office "infill"!

11. Housing on park would not be beneficial. It would make it too crowded, noisy, etc. We moved here because it was quiet. Parking is bad for park events now. Kim. (Phone number provided).

12. What about animals? Squirrels, deer, birds, and other animals. Would you kill cute animals for <u>stupid</u> buildings???

13. What is the average income of GP residents?

14. Next meeting diagrams should be given out. Your voices don't project well to back of room.

15. Hey! You just can't come from any city a say, I'm going to do this!! I may be a 4th grader and about 10 year old, but I smarter than you think!!! This really sucks so back off!!!! You know you will loose!! So get your but out of here!!! This is a small town and we want to keep it that way!!! And don't even think putting a path to the river on our property!! Unrespectfully, Christopher Merlos. And don't think of puttin houses on Riverside Park. We want to have fun. Go to Texas if you want a big town!!! Same kid.

16. You should stop what you're doing because you won't win in this beautiful small town. So go somewhere else and I mean it! I'm a kid and I know what I'm talking about! And you better not ruin this historical town! You won't win you will lose! And don't even think of ruining this town! I 10 years old! So back off!!!!!!! Christopher Merlos

17. This is not San Antonio Texas. Not in favor.

18. You don't know what can of worms you are starting to opening up.

19. In a word this is "unbelievable". This is Grants Pass Oregon, not Detroit or Pittsburgh. Where do we think we are – a convention center??

20. Access from 8th St to river to new park on north side.

21. In past, mobile home park area has flooded & forced evacuation. How can condo be built/convention center in flood plain?

22. Increased residential housing not a good idea – we don't need more residents by the river/people already come downtown to work & shop! People already live & walk along south – how can you take property people already own & occupy! Not for developing high rises along the river.

23. What's the matter with the city the way it is? I can see modifications to help traffic flow but the rest of your proposals are garbage. William J Shade (sp?)

24. 6th & 7th can't handle traffic now. With 700 more units and a convention center help? Some of them may own cars! What will improving M Street for 6th & 7th?

25. I am not in favor of these plans. We don't want high density. We want the current population to have a vote on this idea. Diana Wright.

26. All of you are full of it. Go back to where you came from. The people that want to live in the big city. Need to get the Hell out of here.

27. Not in favor of your plan!

28. Don't even think about making our town big!!!

29. Get out of here!!!!!!

Notes on Flip Charts and Maps

1. Issue- South side should be high quality – 80% own now.

2. Retain housing south of Park Street - now making improvements.

3. Outside investment not supported.

4. Work with what is there.

5. Low income [interest?] loans to encourage renovation.

6. R-2/R-3 parking requirements won't allow more density.

7. ? 18-foot easement.

8. Riverside Park - nothing for kids to do - waterslide.

9. Pedestrian bridges - security - running away over the bridge - police can't follow.

10. 5th [Street] - parking requirement a real problem. Good mix 5th and 7th.

11. Convention center - low key - should not dominate [city].

12. Public Fears:
    a. Going to do it anyway
    b. Then won't do it the way it is presented

13. Lewis Street (south near hotel) straightened out. Is this to be straightened? Sidewalks will take out gardens.

14. New population is retired - don't walk.

15. Traffic impacts caused by convention center.

16. (southwest area): mixed use parking for conference center

17. (southeast area): Home ownership / quality / easements 18 feet.

Downtown River District Plan
January 25, 2007 Open House

Citizen Comments: Convention Center Emphasis

Notes on Index Cards

1. These comments will probably be the opposite of those from the majority of those in attendance: I want a dense, active city, not a sprawling mess.
    a. The road widening & traffic forecasts are based on past & existing conditions when gas was cheap & sprawl was king. In reality gas is getting more expensive & cities are more popular. Plus we need to conserve our farmland
    b. Why are 6th & 7th Streets remaining one way? You just have to walk around those streets for awhile & know that two way traffic is slower b/c the traveling corridor is narrower.
    c. Why keep the single family area along 8th & 9th St. that way? There can be high-quality brick 2-story appt bldgs built amongst single family houses. Just like in the old days.
    d. No off-street parking in core. People can use streets. If we have to build parking, build a parking deck that blends in w/surrounding buildings.
    e. More housing above businesses in the core. Switch amount (square foot) of housing & business
    f. If there are townhouses built next to park why have gardens?
    g. I approve of the Convention Center Emphasis plan but I think the above modifications should occur.
    h. One more thing. . . Don't worry about the myopia prevalent in GP. In 20 years they'll all be dead and gas will cost $10.00/gallon at least.

2. I love what you're doing. I wish it could happen sooner.
    a. Getting past the angry land owners, I see, is your biggest problem. Their voices will get loud. I would sure like to see them on your side being loud. . . Make them feel they got a fair deal & lots of say.
    b. The flood will be a real problem for you also. Be careful there.
    c. People need to understand that GP will have a 100 years flood of people & all you are trying to do is direct the flow in such a way that is a win/win for all of us.
    d. Love the art space.
    e. Thanks for your efforts
    f. Darla Stacy, The Garden Gypsies, (website address provided).

3. I want gondolas to cruise the Rogue in! Like in Las Vegas.

4. Thanks for the shade!

5. Convention centers create huge traffic jams and backups!

6. This plan is too [ambitious]! What is going to happen to Convention Center during a major flood? It will be trashed!

7. Downtown looks lovely and inviting. I'd love to go there!

8. Where did all the trees go downtown? Are they in a zoo somewhere?

9. Parking for residents & visitors of residents is important. Portland condos have 1 spot/condo, 1 visitor spot per complex. - That is not enough.

10. We need a space needle!

11. Our sweet little downtown area has a growing cancer that is not being addressed and before long, all the decent people will leave and what a shame. I'm talking about the meth epidemic. Law enforcement seems not to have any interest. First things first - then urban development makes all the sense in the world. I like the proposed plans. Bravo! Sandy Johnson (home owner) (address and phone number provided).

12. No path past end street path at right angle to bike path.

13. NO Traffic or project developments.

14. No more extra buildings! Grants Pass doesn't need any more UGLY buildings.

15. Pleasant pedestrian environment
    a. Seems to mean create housing in area - increased density & exclude movement into area by outside area residents
    b. Pedestrians & bike riders do not buy as much as shoppers who do not have to carry their packages home.

16. Who is going to buy out Mock Ford? The cost of this proposal are not thought through.

17. The convention center concept is the one I think will accommodate us best in the future. Have you considered "personal rapid trans.? Not all folks can walk.

18. NO - Respect People's *Property Rights* Really listen to what we have to say - Safety & quietude is a must. NO

19. I don't want a convention center in Grants Pass and the Tall Building. If I wanted to live in Portland I would. The river does flood. The trailer court was under water. All three plans are not for Grants Pass. James E Chadlebox, (address provided).

20. Has security been considered for walking bridges? The police force can not capture/apprehend criminals who flee across the bridge at All Sports Park. How will they be able to at the new walking bridges?

21. This Sucks!!
    a. What about the River View Corridor?
    b. Parking Structures?
    c. Trips per day increase on 6th & 7th?
    d. New bridges to handle traffic?
    e. Infrastructure improvements?
    f. Power vaults for transformers?
    g. Etc., etc., etc.!!!

22. NO - We did not move here to be confronted with these "improvements". Jack Mahnken.

23. I'm not in favor of your plans. M. Wallero

24. I am not in favor of your plan any part. Red Boyer

25. None of the above

26. NO-

27. I am not in favor of your plan for our city of Grants Pass. Dorothy Boyer

28. This is not our vision! We grew up here. *NO* Small town is why we're here.

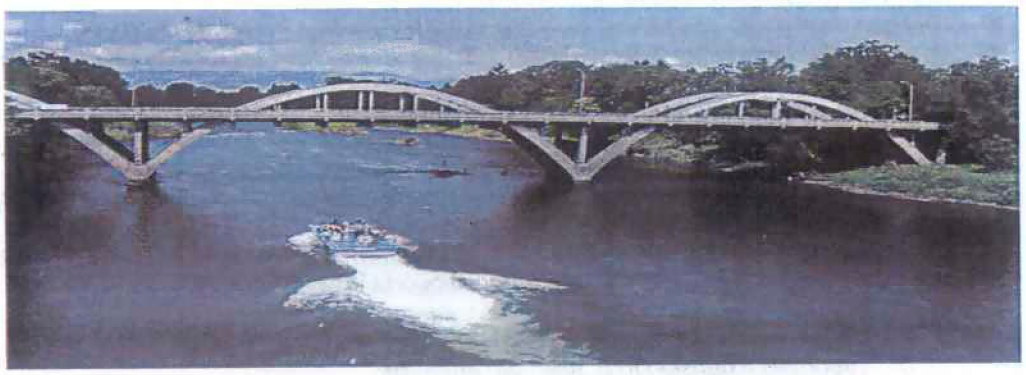
Notes on Flip Charts on Maps

No notes on flipcharts or maps.

Public Comment Summary
Public Open House #3

Downtown River District
GREATER GRANTS PASS PLAN

May 31, 2007
6:00 to 9:00 p.m.



Recorded Public Comments

- *Wants the community left alone. People in the community know what needs to be done.*
- *The town is still nice with good local people-don't want it to change, keep the town as it is.*
- *Questions about the process and when did the plan need to be adopted in the Comprehensive Plan?* ***Response:*** *Existing comprehensive plan is reflected in the current zoning. Any changes or a new plan will need to be adopted as comprehensive plan amendments.*
- *Wants to see traffic conditions in the study area improved. Mixed uses would allow more walking, would require less traffic trips and would benefit the area.*
- *Important to plan for Grants Pass' future, change will happen whether we want it to or not.*
- *At the meeting in January, 90% of the people wanted the area to stay the way it is.*
- *As long as the city will not condemn private property, likes many of the ideas in each alternative.*
- *Likes the idea of extending Voorhies and Rogue River between 5th and 8th-will better connect the area north of the river to the rest of the city.*
- *Need to be smart on how the city grows.*
- *Need to provide for business opportunities along 6th.*
- *What happens when building occurs within floodplain?* ***Response****: Building is basically prohibited within a floodway, but is allowed between the floodway and 100-year floodplain. Buildings would have finished floors higher than the 100-year flood level. Maps showing the floodway and floodplain are part of the materials provided at the meeting.*
- *City says it is concerned with neighborhoods, but don't follow through on promises. Example of a zone change to commercial and access limits was given.* ***Response:*** *Tom Schauer agreed to research the example cited.*
- *The city will not stay the same as it is today. The question is how to plan for the future.*
- *Examples of planning for Riverwalk in San Antonio were described as positive results for thinking about the future.*
- *We have to plan for growth.*
- *City makes decisions without considering residents-don't trust City Council to make balanced decisions.*

- *Wouldn't vote on an option-city does not have my trust.*
- *How will plan options affect property values and property taxes?* **Response**: *Assessor will be contacted and asked to address this question.*
- *Traffic in the area is a concern.*
- *What is the significance of option maps showing specific colors on specific parcels?* **Response:** *Maps represent one general concept of how properties could be used. In reality, individual property owners will decide how to use properties, depending on zoning and other development standards that apply.*
- *Plans show office on existing commercial business on 7th & M. Rules that are impossible for existing business to meet should not be proposed. Should support small businesses.*
- *Questioned how much businesses have benefited from the red brick in the Historic area.*
- *Noted that property crime is an issue in the area.*
- *Riverside Park is not accessible to nearby neighborhoods. Should be improved.*
- *Wants to bring the sense of the river into the downtown, creating a strong sense of place along 6th.*
- *Mixed use is needed downtown, tailored to the needs of Grants Pass.*
- *Need changes in the area to support small businesses.*
- *Mixed uses bring security to downtown, people living and eyes on the street.*
- *Worries about adopting new development standards without the city having the capacity to manage the standards.*
- *Suggest an option D that takes some of the ideas from other options but is more affordable.*
- *Discussion of plan elements that the group supports/does not support:*
    - *M Street widening at 6th & 7th- Full support*
    - *Pedestrian streetscape improvements on 6th & 7th-Full support*
    - *Voorhies extension to 5th-60% No, 40% Yes.*
    - *Pedestrian bridges over the river-No support*
    - *Improved pedestrian crossings over the river-Full support*
    - *Voorhies & Rogue River extensions across 6th/7th-No support*
    - *Improving pedestrian crossings on 6th & 7th south of M-Full support*
    - *Additional parking along the north side of E. Park-30% Yes, 70% No.*
    - *Provide public parking as needed-Support*
    - *Provide transit connections within the area-Support*
    - *Public hotel and convention center-No support.*
    - *Provide ability to develop private hotel/conference center-Support*
    - *Rezone central corridor similar to the Historic District-90% Yes, 10% No*
    - *Retain existing zoning south of E. Park-Support*
- *What do people owning property on the streets think about the proposals?*
- *True costs need to be developed-utilities, infrastructure, etc. costs could be significantly higher.*
- *Example of a California city getting into financial difficulties due to its urban renewal district.* **Response**: *Grants Pass has an existing urban renewal district as an example of a successful program. Also, Oregon law limits the size and values of lands included in urban renewal districts that would prevent the problems noted from occurring. Also, specific requirements made part of urban renewal plans can address land acquisition, and has been done in other Oregon urban renewal plans.*
- *Need to provide enough parking to be successful.*
- *Cost for the convention center is too high and other needs in the community are more important.*
- *Stop the plan.*
- *Do property values and property taxes go up as a result of zone changes?* **Response:** *Tom S. to research with county assessor.*
- *Are all land purchases by the city authorized by a public vote? Recent park acquisition given as an example.* **Response:** *No, the City Council can authorize land purchases.*
- *The public should have a say in how the city acquires property.*
- *Minimize the condos.*
- *Set up an independent review board for all redevelopment permits that must approve a development before it goes to the city council for a vote.*
- *Establish a no eminent domain role except for roads.*

Grants Pass Downtown River District Plan
Comments and Questions from March 20, 2008 Open House

Comment Cards

1. We do not need this development. Waste of tax dollars.
2. Very forward-looking plan. Yes! Yes! It's about time.
3. (1) Strongly suggest the entire plan be put to a vote to the citizens of Grants Pass in a general vote. (2) If not, then put the taxing plan to the voters before proceeding any further. There's no sense in wasting any more money if the citizens won't approve it.
4. What part of no don't you people understand when it comes to city taxes. (Name provided)
5. Please allow the public to vote on this!
6. Good plan. Well described. Costs will probably exceed projected amount. You will have a lot of negative from those who do not want change or look at the positive for our community.
7. The exhibits were busy and difficult to read. Too wordy. Too much info on each one. The costs appear to be very low given all the work to be done. I agree in principle with the plan but have reservations about whether it is practical. (Name and phone number provided).
8. Being a property owner, I am very much against this plan. It is, to my thinking, very restrictive and too high-priced for my likes.
9. Looks great. Wonderful improvement to Grants Pass. Appreciate all the work that went in to the project and the fantastic presentation materials at the open house.
10. Don't do this.
11. My husband and I came to see what the plans for changing our city were and our opinion is that Grants Pass doesn't need anything this grand. We are worried about what the cost will be for generations to come. We don't want our Grants Pass to turn into a mini-Seattle or San Francisco. We like it the way it is. We also want the people of Grants Pass to vote on the proposal, not just a few on city government. (Name provided).
12. This is a feel nice project- but not worth spending $20 million on. We can't keep library open – jail barely open – roads in annex area need this money – public safety needs more money. I hope this comes before the residents of the city tax payers to make a decision. What are we thinking about tourism may bring money into Grants Pass but I think the money needs to be spent in a better way. Another $35 million project for storm drain system. Where is the end. (Name and contact information provided).
13. The city needs to step back and smell the roses. We have managed all these years without this and can manage many more years!!
14. If you can really use the new businesses/buildings as a tax base and the homeowners' taxes don't go up- then this is a great idea. I'd love to see something like this here, but we already pay extremely high property taxes here in the city and can't afford more.
15. Public needs to vote on the taxes. We need a convention center.
16. This whole plan is "Assinine" to the max…Put the money where it can do some good "now". Let the future take care of itself in that we just can't afford it now. I'd rather have a library and deputies on the road and in the jail. I realize that this is not reasonable in your plans since the County is another entity. However, the City could help the County if it just would.

17. I'm absolutely against this at this time, with loss of O&C funds. I am a homeowner and I would not vote this in on a ballot. We need to sell off city-owned properties and put that $ towards Sheriff and libraries. Sell off the hop ranch! (Naumes). If this ambitious plan went on so what- tourists would come and spend $ seasonally. Once they do they'd check to see about moving here with current 9.5% unemployment unsustainable wages, no library. What is the draw for year-round increased revenue? I'm favoring the 2% 5-year sales tax. (Name provided).
18. Concerns – extending Voorhies to 5th would remove significant parking from Hellgate limiting parking where it is needed and adversely impacting an important tourist attraction – also pushing traffic to 5th and Bridge – a poor intersection. Extending Voorhies to 8th would mess up parking for the convention center and bisect a larger riverfront property and pushing traffic to 8th and M – a poor intersection.

Question Cards

19. Will citizens be able to help build the project? i.e. fundraisers?
20. What is the project timeline for widening 'M' Street? (Contact information provided).
21. Is this going to be voted on by the citizens of Grants Pass?
22. Will this be voted on by the people?
23. (1) How much has been spent so far in all areas combined in the development of this project? How much was the City's contribution? Where did the other funds come from? (2) When vertical residential fill is discussed is structure parking ever discussed to accommodate the additional population? (3) Are there other cities this project is modeled after? What was the inspiration behind this? (Name and contact information provided).
24. Where is all this money coming from? Who is behind this? Where are the businesses going to relocate whose land you acquire? What compensation are these people going to receive? How are SID's decided? Businesses are leaving: Four by Little Caesar's, two on Rogue River Highway, one between 6th and 7th and M Street, Rogue Valley Heating and A/C.
25. (1) Where would the land acquisition take place South of M Street (Chart 14), allocated $497,000. (2) and land acquisition. What land? $747,000.
26. (Property-specific question related to detail on traffic and street changes. Contact information provided).
27. (Property-specific question about widening of 'M' Street. Contact information provided).
28. (Property-specific question about how the plan would affect property. Contact information provided).
29. (Property-specific question about future acquisition. Contact information provided).
30. New arrival. (Provided contact information).

Appendix K

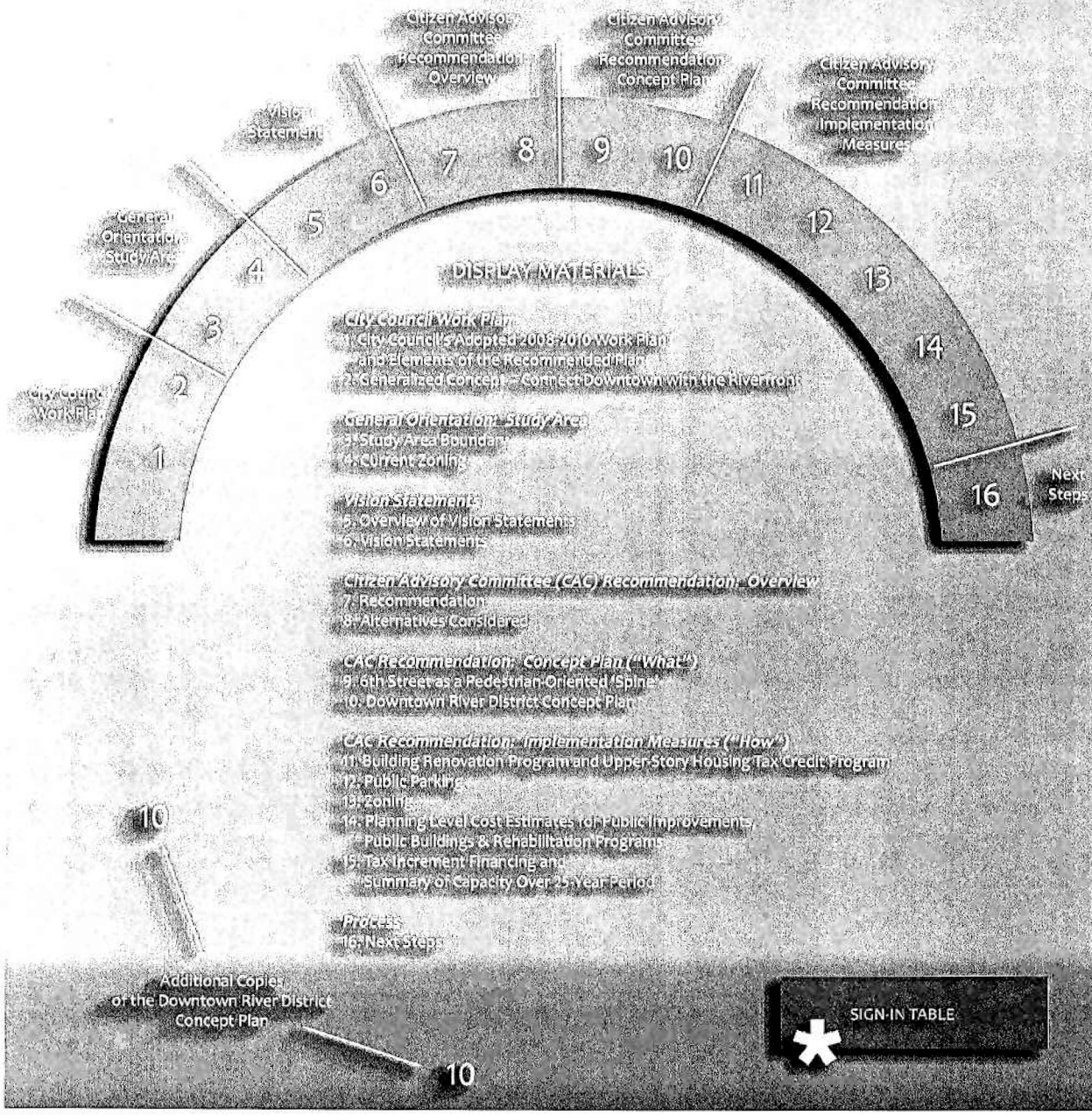
WELCOME

Thank you for attending this evening's Open House.

Please Sign In at the sign in table. Copies of the Recommended Concept Plan and Implementation and Funding Strategy are available at the sign in table.

Materials are displayed around the dais sequentially in a clockwise direction. Additional copies of the Concept Plan are displayed along the side and back walls.

Comment cards and question cards are available at the sign in table. If you would like to submit comments or questions this evening.

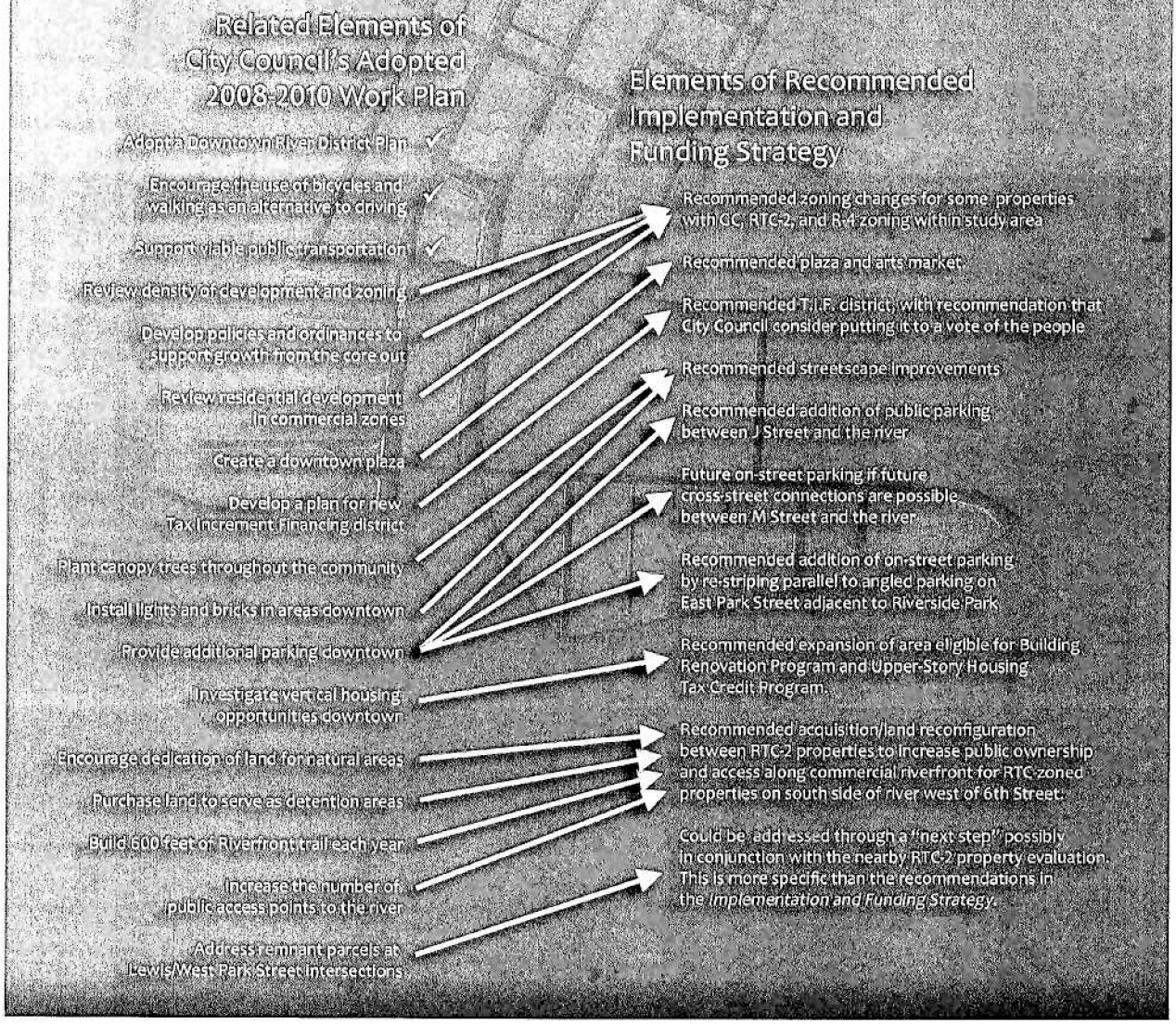


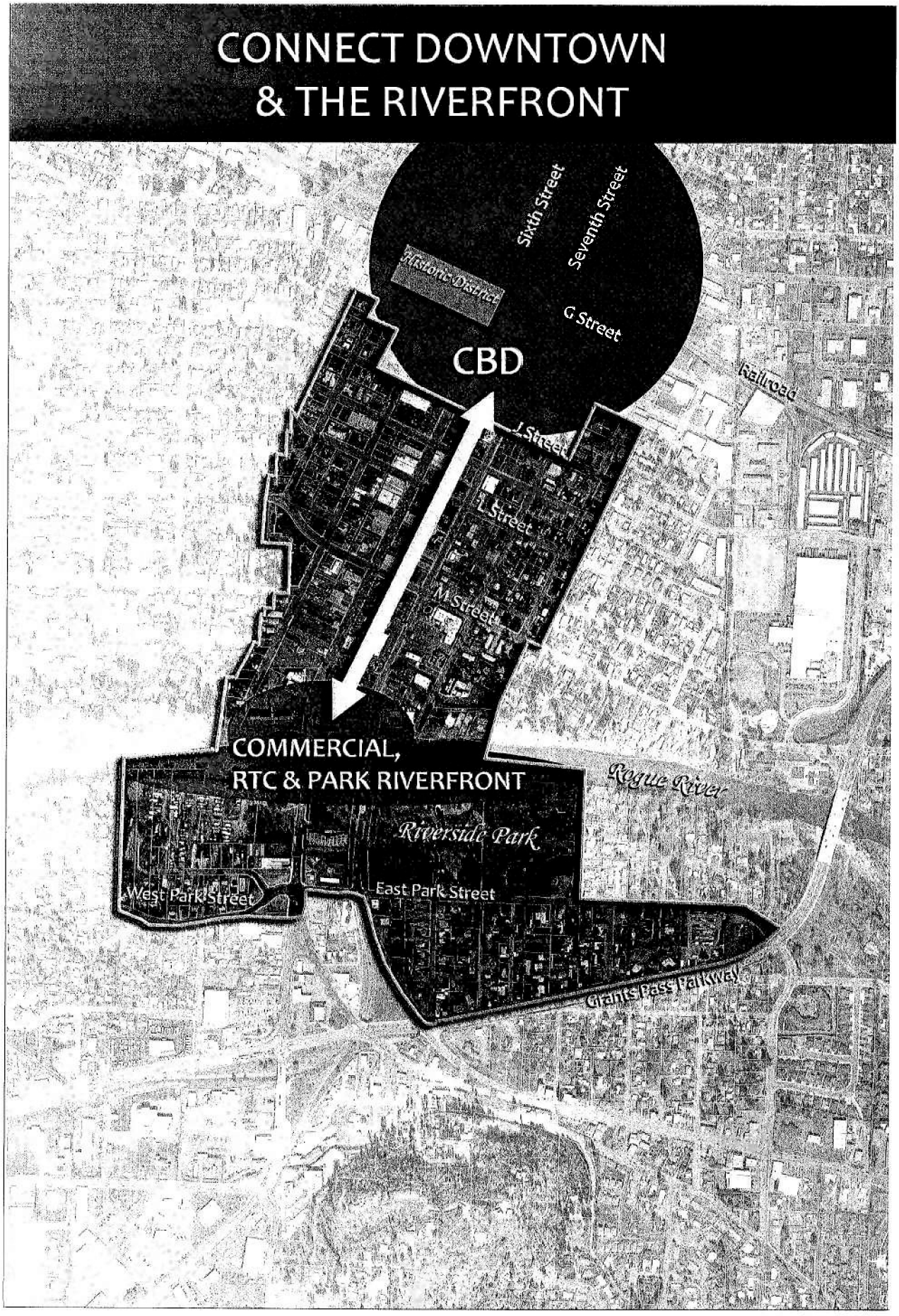
CITY COUNCIL'S ADOPTED 2008-2010 WORK PLAN AND ELEMENTS OF THIS PLAN

Each year, City Council goes through a strategic planning process of Goal Setting, Work Plan adoption, and budgeting.

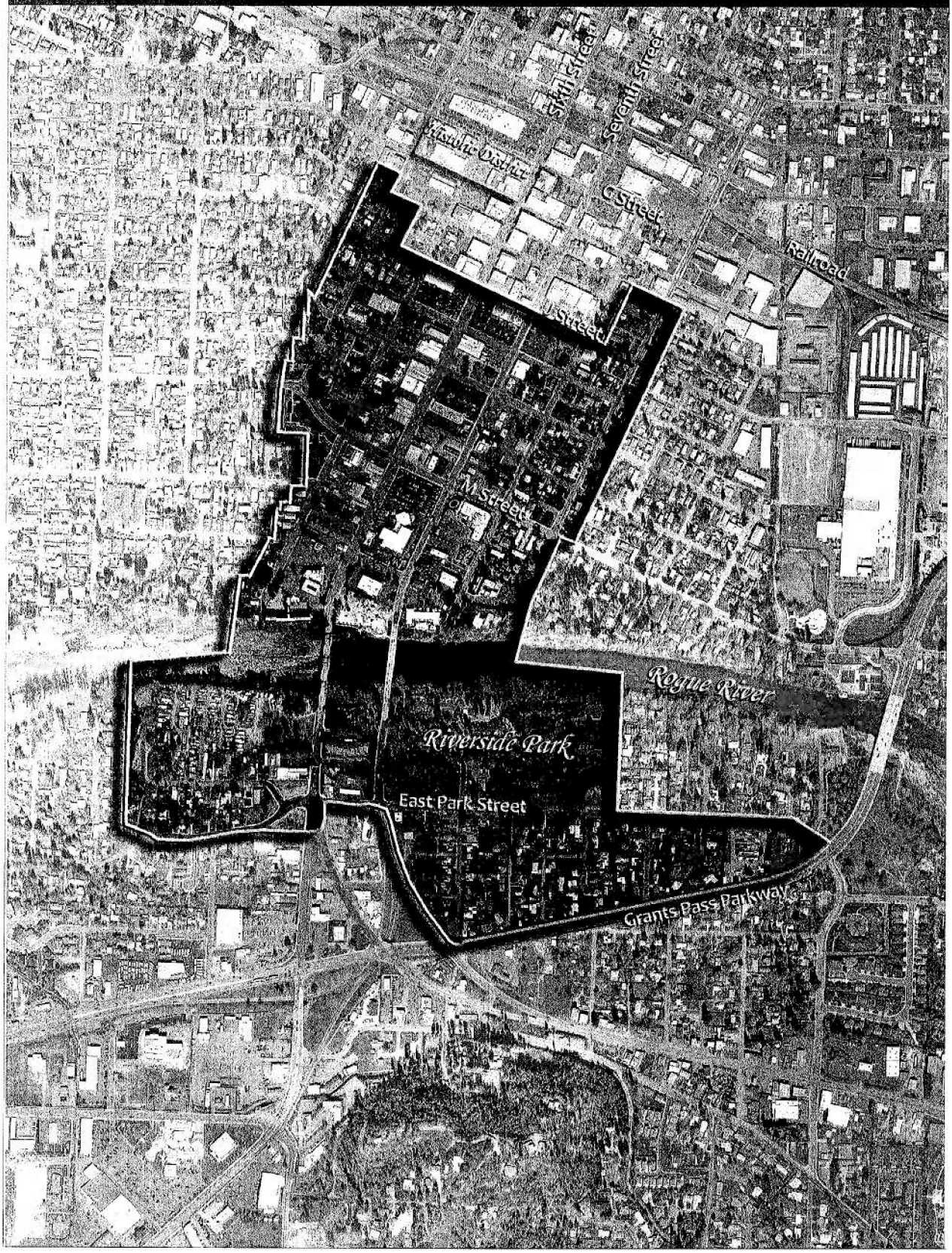
The idea of developing a plan for a pedestrian connection between downtown and the Rogue River has been included as a task in each City Council Work Plan since at least 2001. In addition, many of the individual items recommended in the *Implementation and Funding Strategy* have been discussed as part of the idea in previous work plans, including streetscape improvements, a public plaza, zoning and others.

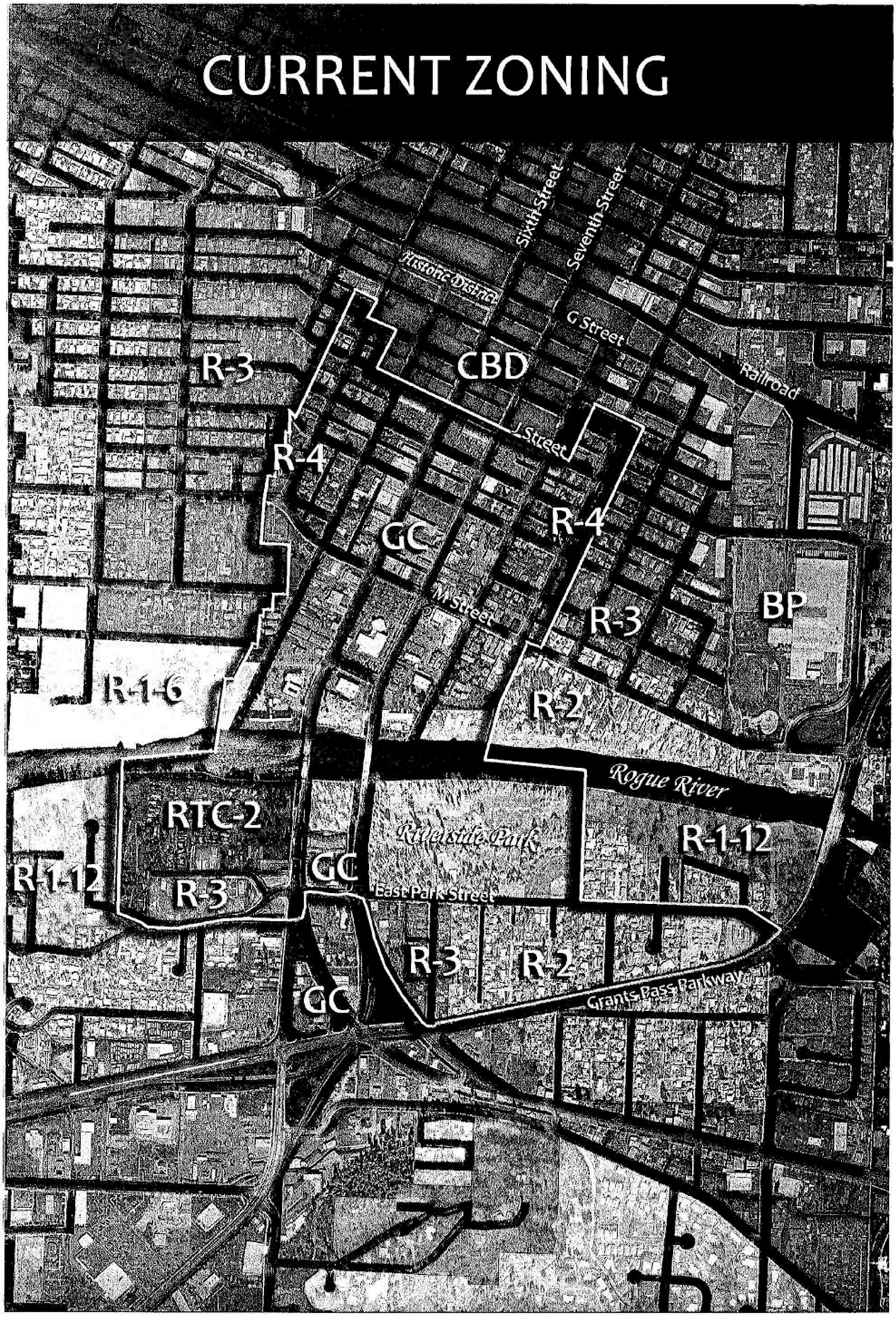
Several elements in the recommended *Implementation and Funding Strategy* address individual items found in the City Council's adopted 2008-2010 Work Plan, many of which were also included in, or similar to, items in previous work plans.




CONNECT DOWNTOWN
& THE RIVERFRONT
Sixth Street
Seventh Street
Historic District
G Street
CBD
Railroad
J Street
L Street
M Street
COMMERCIAL,
RTC & PARK RIVERFRONT
Rogue River
Riverside Park
West Park Street
East Park Street
Grants Pass Parkway

STUDY AREA BOUNDARY




CURRENT ZONING
Historic District
Sixth Street
Seventh Street
G Street
Railroad
J Street
M Street
R-3
CBD
R-4
GC
R-4
R-3
BP
R-1-6
R-2
Rogue River
RTC-2
Riverside Park
R-1-12
R-1-12
R-3
GC
East Park Street
R-3
R-2
GC
Grants Pass Parkway

VISION STATEMENTS

The project kicked off with a joint meeting and tour of the study area with the City Council, Urban Area Planning Commission, and Citizen Advisory Committee in June 2006.

Draft vision statements were discussed at the kick-off meeting. The Citizen Advisory Committee subsequently reviewed these and recommended revisions to the original draft.

The Citizen Advisory Committee and Planning Commission recommended the following vision statements to the City Council.

The City Council unanimously adopted the vision statements on July 19, 2006 by Resolution #5122.

These statements provide a description of a future Downtown River District and expectations for the Downtown River District Plan.

VISION STATEMENTS

The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District, and the arts.

Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.

The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.

- Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.

- Residents living in the district and in adjacent districts have easy access to services, open spaces, and other features that make the area uniquely livable.

- The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.

- Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.

- The Rogue riverfront includes a variety of commercial, residential, and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.

- Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."

- Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.

- A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investment in the area.

- The Downtown River District has changed in ways that make a variety of public and private investments economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Grants Pass Community.

- The redevelopment of the Downtown River District has been endorsed and embraced by a broad spectrum of community interests and organizations. The residents of Grants Pass are proud of the changes that have taken place.

CITIZEN ADVISORY COMMITTEE'S RECOMMENDATION

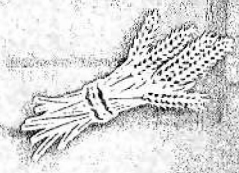
On August 30, 2007, members present at the Citizen Advisory Committee meeting voted unanimously in support of the following motion:

> *Forward the Downtown River District Plan (with revisions) to the Planning Commission and City Council for adoption, and recommend that City Council consider taking the financing recommendation of forming an urban renewal district to a vote of the people.*

The recommendation incorporating the revisions is presented in the November 15, 2007 report *Revised Downtown River District Plan Implementation and Funding Strategy.*



"What" – The recommendation provides an overall concept of how to accomplish the vision and connect the CBD with the riverfront.



"How" – Achieving the vision is dependent on private sector investment and public sector programs and projects.

The recommendation provides a packaged bundle of individual implementation actions to help accomplish the vision and concept. These include:

- *Zoning and Development Standards*
- *Incentive Programs*
- *Capital Projects:*
  - *Transportation Improvements*
  - *Streetscape, Pedestrian & Parking Improvements*
  - *Parks, Plazas & Open Spaces*
- *Funding Mechanisms*

The individual implementation items would need to be adopted through separate actions following adoption of the *Implementation and Funding Strategy.*

ALTERNATIVES CONSIDERED

After early meetings with the Citizen Advisory Committee, and after the first public workshop seeking feedback on ideas related to the Vision Statements, some concepts were ruled out from consideration. They were not developed as alternatives, and they were not futher evaluated. These included:



- No changes from 1-way to 2-way traffic for the existing 6th & 7th Street couplet or segments of the couplet.
- No reduction in the number of lanes on 6th and 7th Streets, such as three lanes to two lanes (consideration was given to the transition from two lanes to three lanes northbound on 7th Street after crossing the Rogue River).

Three alternatives were subsequently developed and revised based on input and feedback from public workshops and open houses, the Citizen Advisory Committee, and further evaluation and analysis. The alternatives included some common elements, and also a variety of different concepts for the areas north of the river, south of the river west of the couplet, and south of the river east of the couplet. The alternatives included:

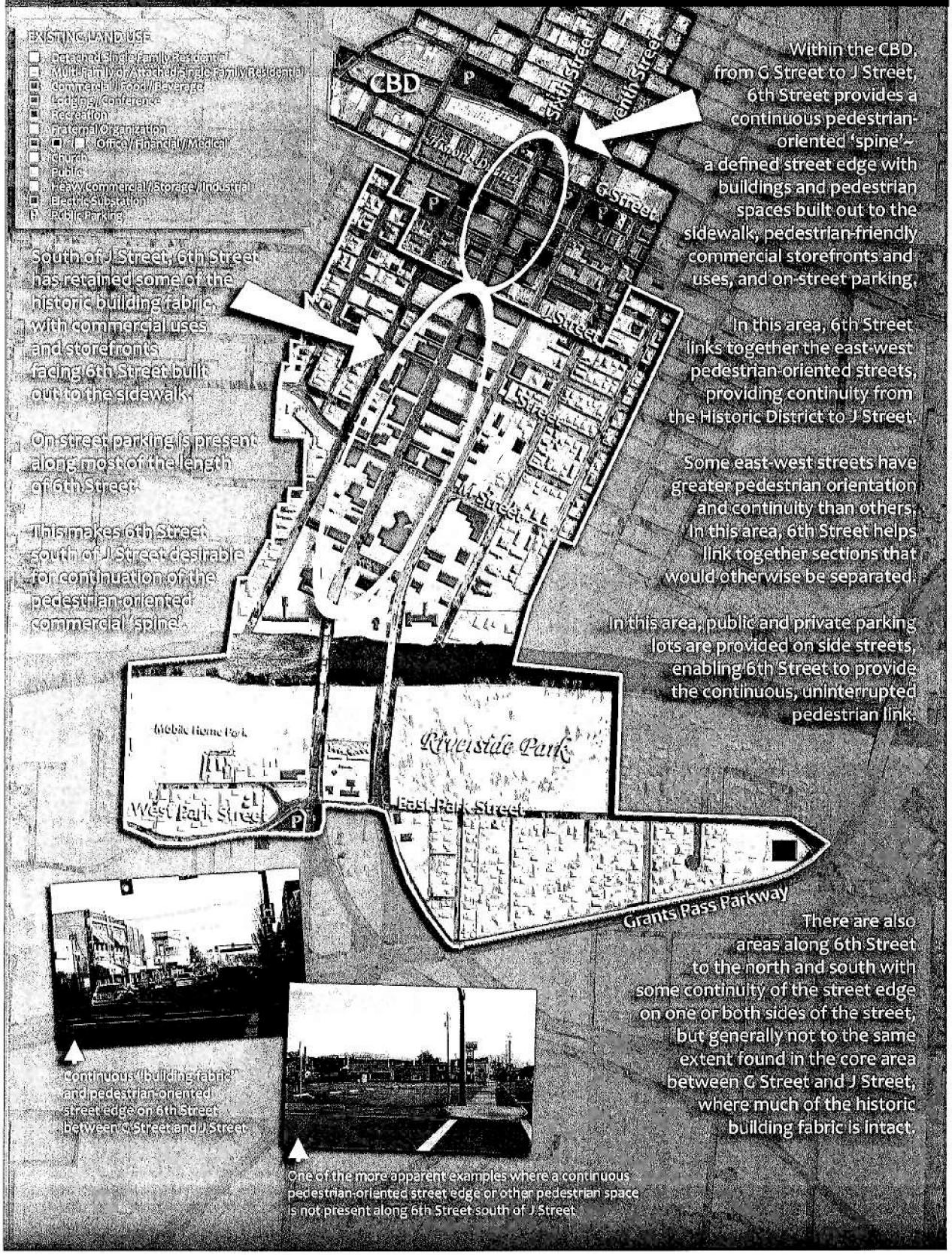
- ***6th Street Emphasis.*** Main focus was commercial infill development along 6th Street to connect the CBD to the riverfront.
- ***Residential Emphasis,*** subsequently revised to ***Mixed Use Emphasis.*** Main focus was on more intensive residential and mixed use infill closer to the river south of M Street on the north side of the river, and in some of the concepts south of the river.
- ***Convention Center Emphasis.*** Main focus was on development of property between M Street and Voorhies Avenue for a convention center hotel on the north half and a new civic arts center focused on a public plaza on the south half, with more mixed use development along extensions of Voorhies Avenue and Rogue River Avenue between 5th and 8th Streets.

Elements from the different alternatives were incorporated into the Citizen Advisory Committee's Recommendation, and other elements were specifically not included in the recommendation. These included:



- No changes to the residential area north of East Park Street between Riverside Park and Baker Park. The study area boundary was revised to remove this area from the original study area. (The revision went to the Planning Commission and City Council and was adopted by City Council by resolution).
- No changes to zoning for residential properties south of Riverside Park between 6th Street and the Parkway that would permit higher residential densities, mixed uses, etc. No changes to zoning that would reduce maximum allowable density to ensure predominant single-family development pattern is maintained. (Leave zoning as it is, with any new development or rehabilitation occurring in accordance with current zoning).
- No pedestrian bridges at 5th Street or 8th Street in recommendation.
- No convention center between the CBD and riverfront as part of this plan, but zoning shouldn't preclude this as a future possibility.
- There was also a recommendation that additional work should be undertaken as a separate action to evaluate the feasibility of a convention center in Grants Pass, whether in this or a different location, possibly undertaken with other groups pursuing similar ideas.

6TH STREET AS A PEDESTRIAN-ORIENTED COMMERCIAL 'SPINE'



South of J Street, 6th Street has retained some of the historic building fabric, with commercial uses and storefronts facing 6th Street built out to the sidewalk.

On street parking is present along most of the length of 6th Street.

This makes 6th Street south of J Street desirable for continuation of the pedestrian-oriented commercial 'spine'.

Within the CBD, from G Street to J Street, 6th Street provides a continuous pedestrian-oriented 'spine'– a defined street edge with buildings and pedestrian spaces built out to the sidewalk, pedestrian-friendly commercial storefronts and uses, and on-street parking.

In this area, 6th Street links together the east-west pedestrian-oriented streets, providing continuity from the Historic District to J Street.

Some east-west streets have greater pedestrian orientation and continuity than others. In this area, 6th Street helps link together sections that would otherwise be separated.

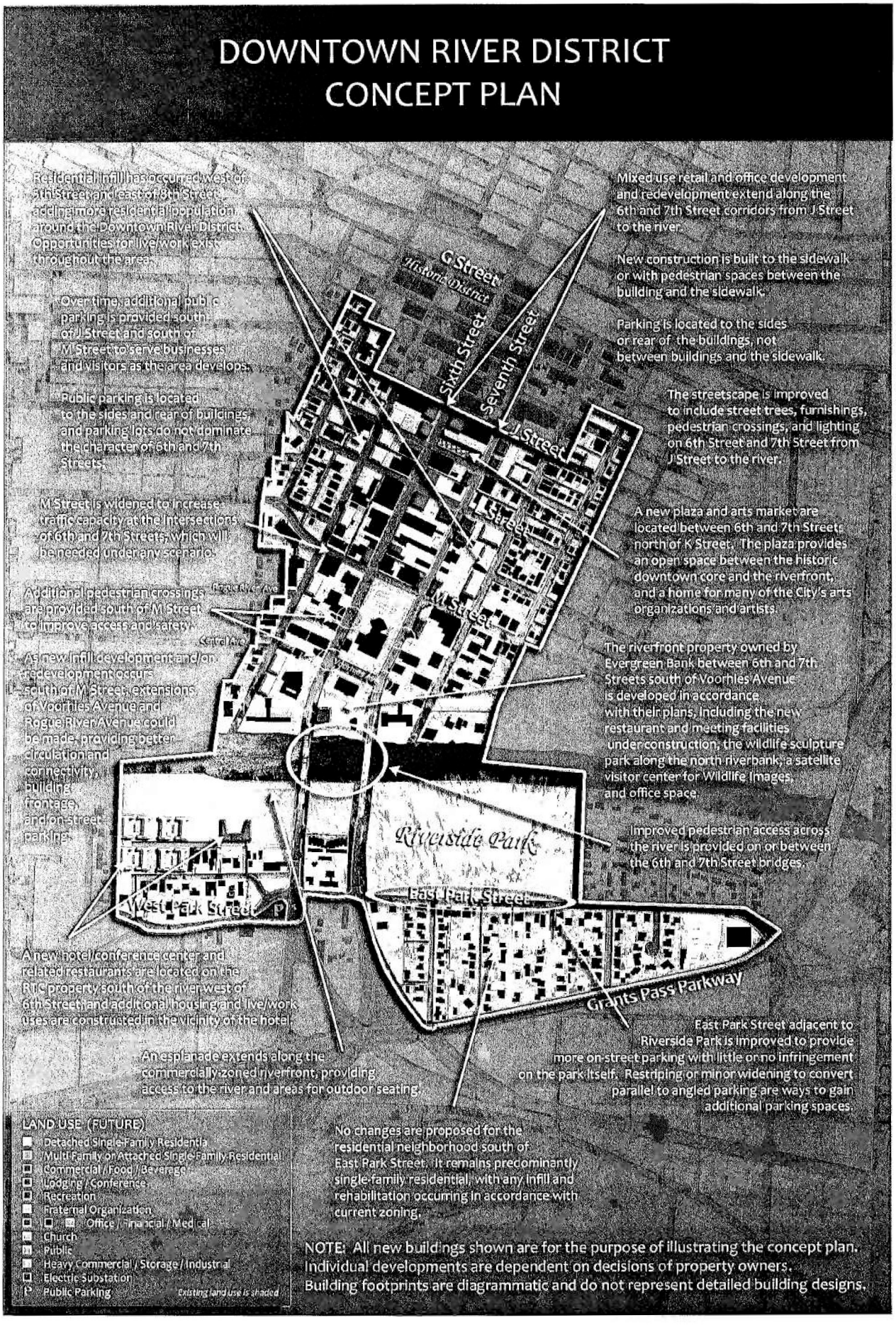
In this area, public and private parking lots are provided on side streets, enabling 6th Street to provide the continuous, uninterrupted pedestrian link.

There are also areas along 6th Street to the north and south with some continuity of the street edge on one or both sides of the street, but generally not to the same extent found in the core area between G Street and J Street, where much of the historic building fabric is intact.

Continuous "building fabric" and pedestrian-oriented street edge on 6th Street between G Street and J Street.

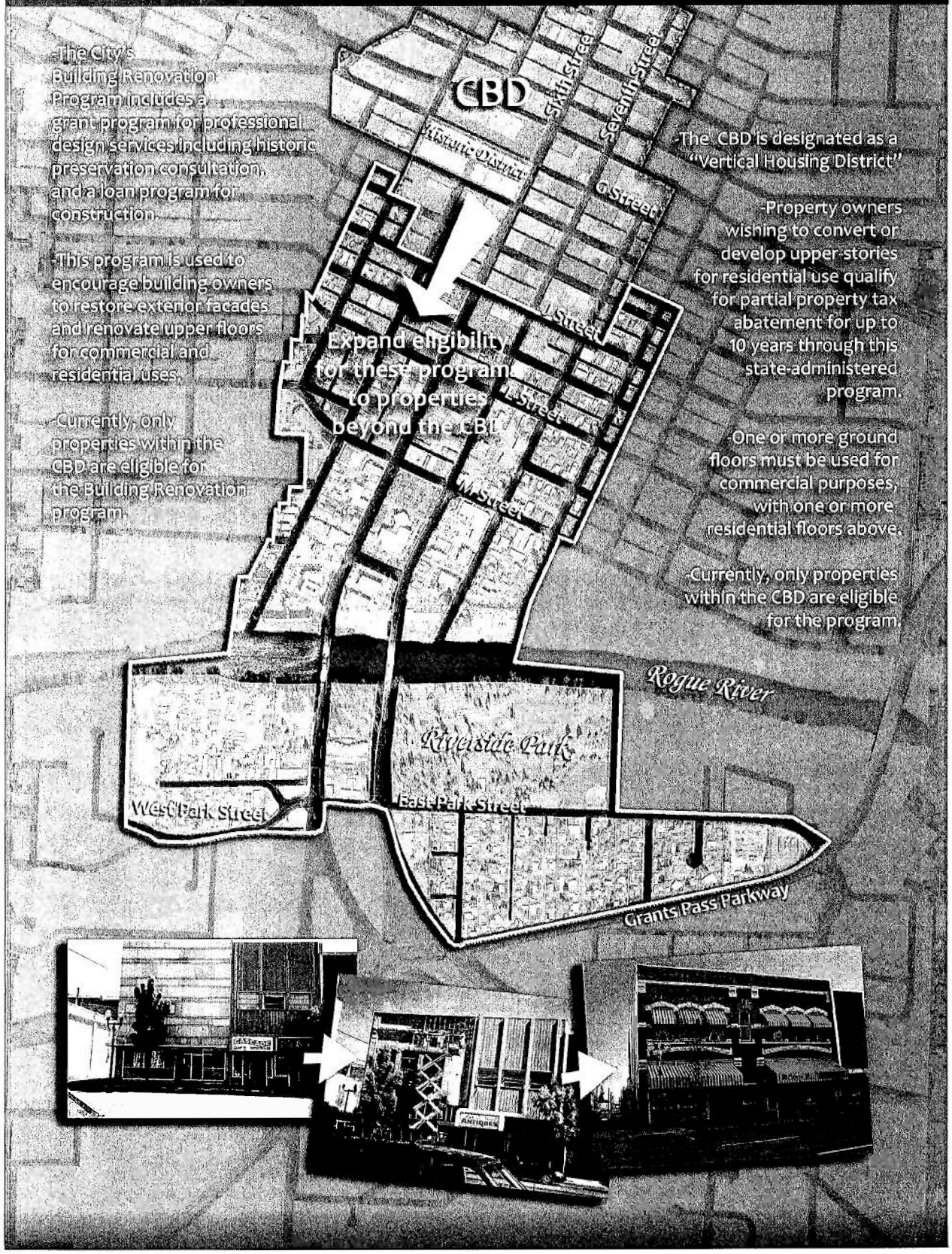
One of the more apparent examples where a continuous pedestrian-oriented street edge or other pedestrian space is not present along 6th Street south of J Street.

DOWNTOWN RIVER DISTRICT CONCEPT PLAN



NOTE: All new buildings shown are for the purpose of illustrating the concept plan. Individual developments are dependent on decisions of property owners. Building footprints are diagrammatic and do not represent detailed building designs.

BUILDING RENOVATION PROGRAM & UPPER-STORY HOUSING TAX CREDIT PROGRAM



The City's Building Renovation Program includes a grant program for professional design services including historic preservation consultation, and a loan program for construction.

This program is used to encourage building owners to restore exterior facades and renovate upper floors for commercial and residential uses.

Currently, only properties within the CBD are eligible for the Building Renovation program.

Expand eligibility for these programs to properties beyond the CBD.

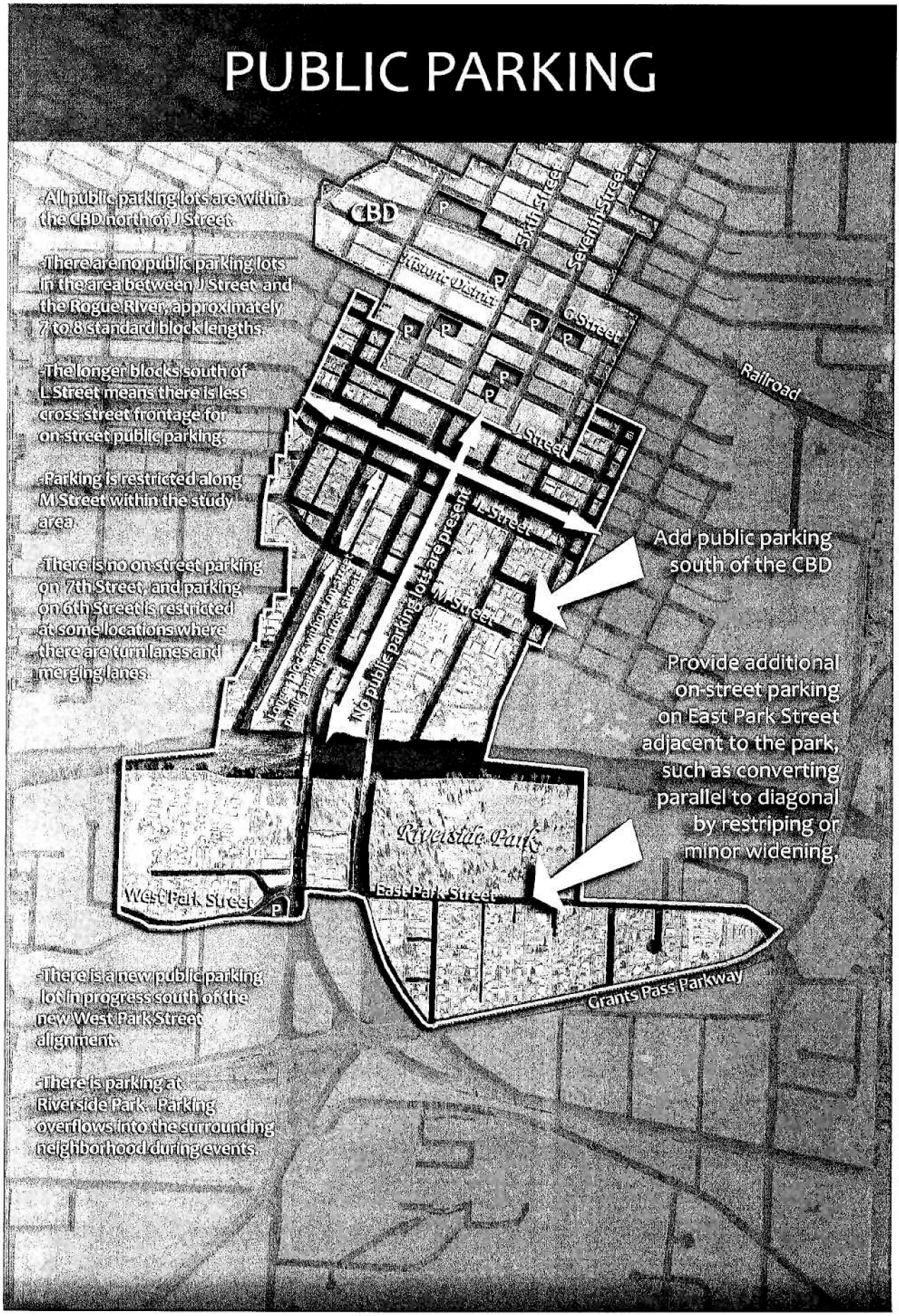
The CBD is designated as a "Vertical Housing District."

Property owners wishing to convert or develop upper-stories for residential use qualify for partial property tax abatement for up to 10 years through this state-administered program.

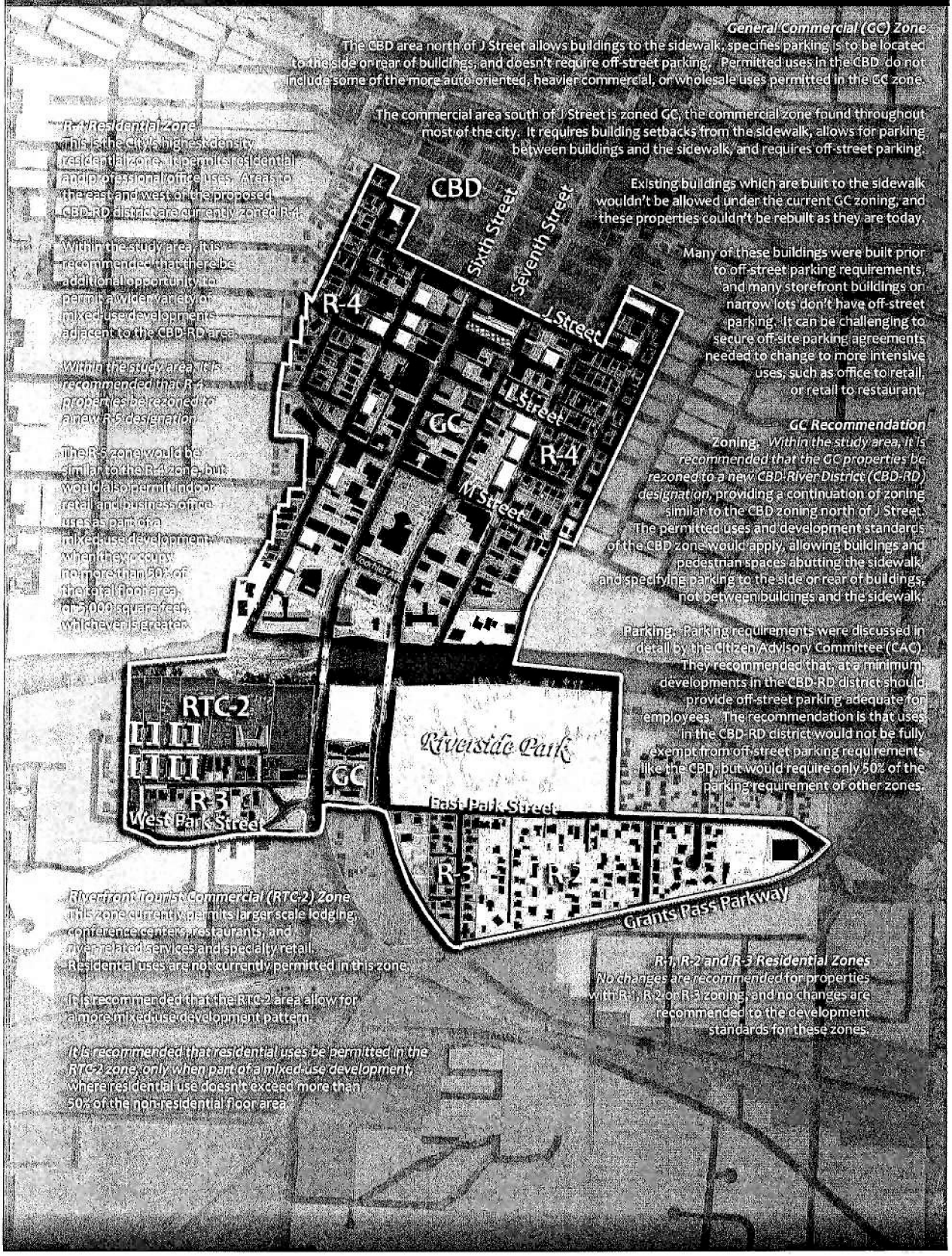
One or more ground floors must be used for commercial purposes, with one or more residential floors above.

Currently, only properties within the CBD are eligible for the program.

PUBLIC PARKING



ZONING



General Commercial (GC) Zone

The CBD area north of J Street allows buildings to the sidewalk, specifies parking is to be located to the side or rear of buildings, and doesn't require off-street parking. Permitted uses in the CBD do not include some of the more auto oriented, heavier commercial, or wholesale uses permitted in the GC zone.

The commercial area south of J Street is zoned GC, the commercial zone found throughout most of the city. It requires building setbacks from the sidewalk, allows for parking between buildings and the sidewalk, and requires off-street parking.

Existing buildings which are built to the sidewalk wouldn't be allowed under the current GC zoning, and these properties couldn't be rebuilt as they are today.

Many of these buildings were built prior to off-street parking requirements, and many storefront buildings on narrow lots don't have off-street parking. It can be challenging to secure off-site parking agreements needed to change to more intensive uses, such as office to retail, or retail to restaurant.

R-4 Residential Zone

This is the City's highest density residential zone. It permits residential and professional office uses. Areas to the east and west of the proposed CBD-RD district are currently zoned R-4.

Within the study area, it is recommended that there be additional opportunity to permit a wider variety of mixed-use developments adjacent to the CBD-RD area.

Within the study area, it is recommended that R-4 properties be rezoned to a new R-5 designation.

The R-5 zone would be similar to the R-4 zone, but would also permit indoor retail and business office uses as part of a mixed-use development when they occupy no more than 50% of the total floor area, or 5,000 square feet, whichever is greater.

GC Recommendation

Zoning. *Within the study area, it is recommended that the GC properties be rezoned to a new CBD-River District (CBD-RD) designation*, providing a continuation of zoning similar to the CBD zoning north of J Street. The permitted uses and development standards of the CBD zone would apply, allowing buildings and pedestrian spaces abutting the sidewalk, and specifying parking to the side or rear of buildings, not between buildings and the sidewalk.

Parking. Parking requirements were discussed in detail by the Citizen Advisory Committee (CAC). They recommended that, at a minimum, developments in the CBD-RD district should provide off-street parking adequate for employees. The recommendation is that uses in the CBD-RD district would not be fully exempt from off-street parking requirements, like the CBD, but would require only 50% of the parking requirement of other zones.

Riverfront Tourist Commercial (RTC-2) Zone

This zone currently permits larger scale lodging, conference centers, restaurants, and river-related services and specialty retail. Residential uses are not currently permitted in this zone.

It is recommended that the RTC-2 area allow for a more mixed-use development pattern.

It is recommended that residential uses be permitted in the RTC-2 zone, only when part of a mixed-use development, where residential use doesn't exceed more than 50% of the non-residential floor area.

R-1, R-2 and R-3 Residential Zones

No changes are recommended for properties with R-1, R-2, or R-3 zoning, and no changes are recommended to the development standards for these zones.

PLANNING LEVEL COST ESTIMATES FOR PUBLIC IMPROVEMENTS, PUBLIC BUILDINGS & REHABILITATION PROGRAMS

Street and Traffic Control Improvements	
Improvements at M Street Intersections at 6th & 7th	
Land acquisition (M Street)	$712,000.00
New intersection improvements	$250,000.00
New street surface	$29,000.00
	$991,000.00
Contingent: Pedestrian & Traffic Management Improvements South of M Street	
Extend Voorhies Avenue west from 6th to 5th	
Land acquisition	$272,000.00
New street	$148,000.00
New intersection improvements on 6th & 7th at Voorhies	$250,000.00
	$670,000.00
Extend Voorhies Avenue east from 7th to 8th	
Land acquisition	$957,000.00
New street	$478,000.00
	$1,435,000.00
Extend Rogue River Avenue from 5th to 8th	
Land acquisition	$957,000.00
New street	$478,000.00
New intersection improvements at 6th & 7th	$250,000.00
	$1,685,000.00
Sub-total Street and Traffic Control Projects	$4,781,000.00
Streetscape, Pedestrian & Parking Improvements	
Streetscape Improvements (street trees, lighting, intersections, furnishings) on 6th & 7th Streets from:	
M Street to Voorhies	$961,000.00
Cross Streets / to Voorhies	$1,130,000.00
	$2,091,000.00
Park Street - Parking Improvements (north side) 7th to Vista Dr.	$321,000.00
Public Parking	
South of J Street	$425,000.00
Land acquisition	$637,000.00
	$1,062,000.00
South of N Street	$497,000.00
Land acquisition	$747,000.00
	$1,244,000.00
Sub-total Streetscape, Pedestrian & Parking Improvements	$4,718,000.00
Parks, Plazas & Open Spaces	
Riverside Park Improvements - (New Park west of 6th)	$657,000.00
Plaza Improvements - Plaza K Street Arts Market	$400,000.00
Sub-total Parks, Plazas & Open Spaces	$1,057,000.00
Public Buildings	
K Street Arts Market	
Public Market Building	$850,000.00
Land acquisition	$456,000.00
Sub-total Public Buildings	$1,306,000.00
Building Rehabilitation/Housing Assistance	
$50K/yr for 20 years	$3,000,000.00
TOTALS	
Sub-Totals - All Costs	$14,862,000.00
Contingency @ 40%	$5,945,000.00
Totals - All Public Improvement/Rehabilitation Program Costs	$20,807,000.00

TAX INCREMENT FINANCING AND SUMMARY OF CAPACITY OVER 25-YEAR PERIOD

The recommended ***Implementation and Funding Strategy*** identifies a number of potential funding sources to fund the recommended public improvements, public buildings, and rehabilitation programs.

Adopting an urban renewal district plan to provide a reliable funding source for capital improvement projects and a mechanism to carry out long-term economic development activities is strongly recommended.

The Citizen Advisory Committee recommended that the City Council consider taking the proposal to form a new urban renewal district which includes the Downtown River District boundary to a city-wide vote.

A summary of the revenue forecast for the 25-year life of the district is summarized below. Analysis of the potential for an urban renewal district and tax increment financing capacity as a primary capital improvement funding source is included in the Financial Analysis Report.

Tax Increment Revenue Forecasts	*Revenue*
Year 5	
Annual Tax Increment Revenue	$147,955
Cumulative Tax Increment Revenue	$483,124
Year 10	
Annual Tax Increment Revenue	$644,034
Cumulative Tax Increment Revenue	$2,630,429
Year 15	
Annual Tax Increment Revenue	$1,107,844
Cumulative Tax Increment Revenue	$7,191,550
Year 20	
Annual Tax Increment Revenue	$1,716,903
Cumulative Tax Increment Revenue	$14,491,657
Year 25	
Annual Tax Increment Revenue	$2,516,698
Cumulative Tax Increment Revenue	$25,388,508

- Revenues are relatively small during the first five years of the district, but as development projects are constructed, significant revenues will be available by year 10.

- Over the 25-year life of the district, the plan program will generate approximately $25 million.

- Adequate tax increment revenues will likely be available over the life of the district to complete anticipated public improvements.

- Adequate tax increment revenues will also likely be available to fund other priorities such as assistance and incentives for housing, mixed-use development, residential rehabilitation, and facade improvements.

- Any changes to the recommended boundary for the urban renewal district or different needs for improvements funded by tax increment financing would result in different revenue forecasts and improvement costs than outlined in the plan.

NEXT STEPS

Thank you for attending the open house this evening to learn more about the Citizen Advisory Committee's recommendation.

Thank you to everyone who attended and participated in previous workshops and open houses and provided comments as the alternatives were being developed and evaluated. Any comments you provide this evening will also be compiled and provided to the Planning Commission and City Council.

The Citizen Advisory Committee's recommendation will be submitted to the Planning Commission and City Council for consideration. The following public hearings are scheduled as formal opportunities for you to provide comments to the Planning Commission and City Council as they consider the recommendation:

Urban Area Planning Commission Public Hearing
(The Planning Commission provides a recommendation to the City Council)
Wednesday, May 14, 2008
7:00 pm in the Grants Pass City Council Chambers

City Council Public Hearing
(The City Council makes the final decision)
Wednesday, June 18, 2008
7:00 pm in the Grants Pass City Council Chambers

(Regular meetings start at 7:00 pm. The hearing for this agenda item may start later)

You can also provide written comments in advance of the hearings. If you provide them more than a week before the hearing, they will be included with the materials distributed to the Planning Commission and City Council in advance of the hearing.

Adoption of the recommended ***Implementation and Funding Strategy*** would not *enact* the individual implementation measures which are recommended in the report to carry out the concept plan.

Adoption of the ***Implementation and Funding Strategy*** would make the recommendation a formal policy document. This would provide direction to go forward and initiate the individual implementation actions and take them through the adoption process.

For example, adoption of the ***Implementation and Funding Strategy*** would not enact zoning changes recommended in the report, but it would provide direction to prepare the detailed zoning proposal and initiate the application and public hearing process.