



Existing Conditions

EXISTING PLANS

This project concerns areas that are currently outside of the City of Grants Pass urban growth boundary (UGB) and have been recommended for inclusion in the UGB. These areas are affected by the following plans and policies:

LOCAL PLANS AND POLICIES

- Grants Pass Comprehensive Plan & Land Use Efficiency Measures- 14.00 Urbanization Element Update
- Josephine County Comprehensive Plan
- Grants Pass Development Code
- Josephine County Development Code
- Grants Pass Urban Area Master Transportation Plan- 1997
- Josephine County TSP
- Grants Pass Comprehensive Park & Recreation Master Plan
- Work Plan for City of Grants Pass
- Coordinated Public Transit-Human Service Transportation Plan- 2009

The key elements of these local plans and policies that are of significance to this project are summarized as follows.

Grants Pass Comprehensive Plan

The City is in the process of updating the Comprehensive plan and determining the extent of UGB expansion required to meet projected growth for the next 20 years.

As part of Phases 1 and 2 of the update work, the City has completed a needs analysis, has adopted an amended Urbanization Element for the Comprehensive Plan, and has completed work on a draft concept for the UGB expansion. At the time of this report, work was continuing into concept revision. Adopted amendments to the Urbanization Element included a policy for the implementation of specific efficiency measures, which focused on the more efficient use of land within the UGB and expansion areas in order to reduce the amount of land needed for UGB expansion. **The designation of two neighborhood centers (NCs) to serve the chosen UGB expansion alternative was one of the identified efficiency measures.**

Land Use Efficiency Measures- 14.00 Urbanization Element of the Grants Pass Comprehensive Plan

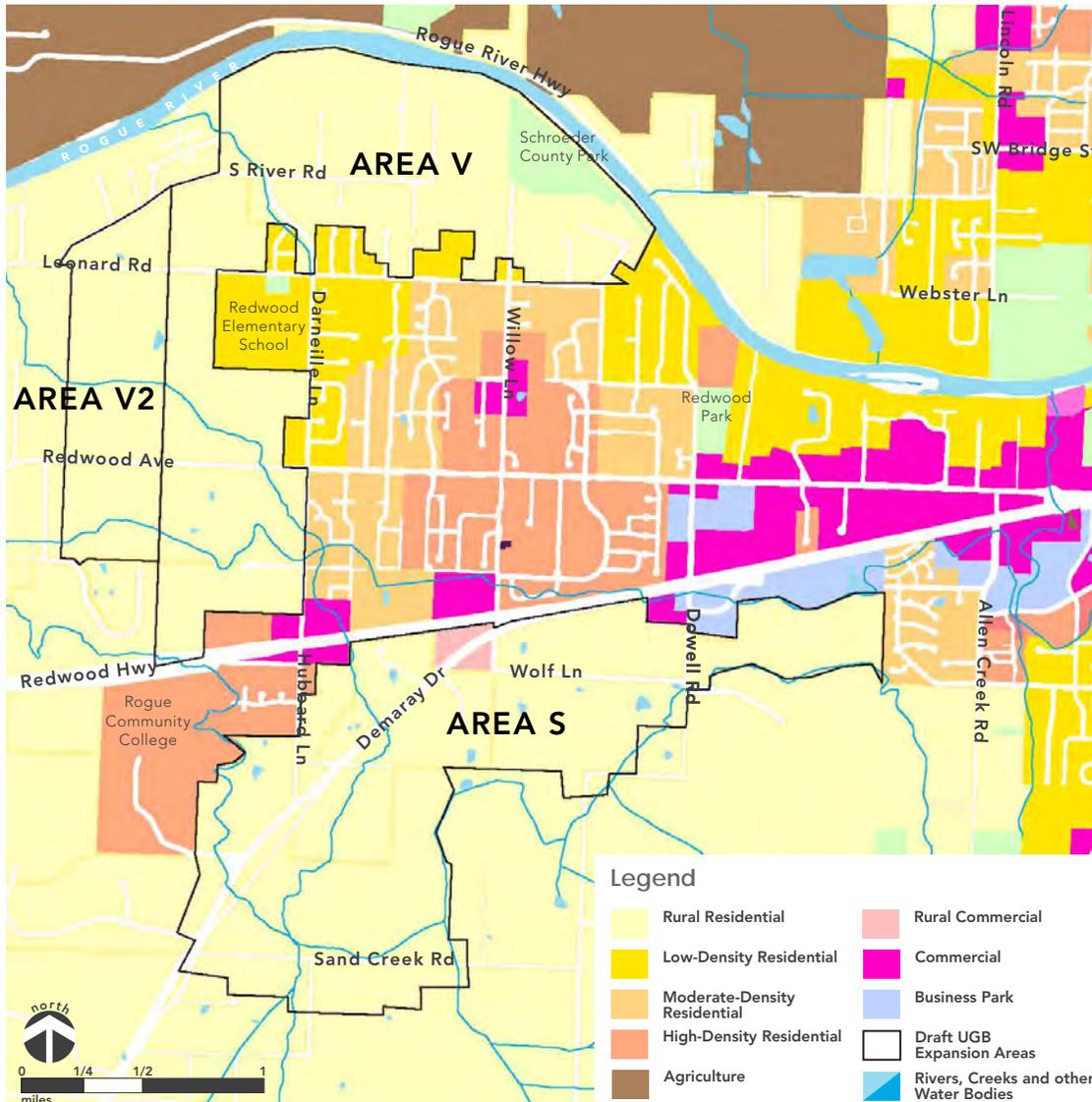
Statewide planning Goal 14 (Urbanization) requires cities to establish and maintain UGB's that provide for needed housing, employment and other urban uses over a 20-year planning period. The following is a summary of efficiency measures identified in the city's adopted Urbanization Element as a strategy for accommodating growth and have direct policy implications for creating neighborhood centers and encouraging better utilization of adjacent land uses that are needed to support the neighborhood centers over time.

Policy directive for creating and encouraging neighborhood centers-

- 3b. *Mixed-Use Development- Neighborhood Centers and Nodes create two new mixed-use NCs at 30 acres each.*
- 1e. *Reduce off-street parking requirements and provide on-street parking credit for commercial uses.*
- 4a *Expand eligibility for upper-story housing tax credit program to any zone that allows residential and employment use.*
- 4b. *City may revise SDC credits for multi-story employment or mixed-use development.*

Zoning designations and densities that support NCs:

- 1f. *Increase ratio of higher density plan designations and zones when planning/ zoning new lands included in the UGB.*
- 1g. *Rezone areas with substantial buildable acres to higher density plan designations.*
- 5a. *Create one or two zones with a minimum density for multi-family or other mix of housing that achieves the average minimum density.*
- 5b. *In areas where both office and higher density residential use are needed, provide zoning that ensures all lands aren't consumed by one or the other of these uses.*



City and County Comprehensive Plan

- 5c. In areas where both commercial and residential uses are needed, provide zoning that ensures lands designated and zoned for commercial use have standards that ensure they aren't consumed by exclusively residential uses.

Better utilization of existing land use designations that support NC's

- 1d. Increase max allowed density in R-3/HR and R-4/HRR
- 3e. In commercial zones that don't currently permit residential use, revise standards to permit residential use when part of a mixed use development.

Josephine County Comprehensive Plan

County plan designations within the NCs study areas consist of rural residential and some rural commercial development. As such, they are illustrated along with the City Comprehensive Plan designations merely to represent current policy within the study areas. **UGB expansion areas will require changes consistent with future urban development. They can provide new or modified designations more suitable for the establishment of NCs and consistent with this planning effort.**

The current City and County Comprehensive Plans are illustrated on the left.

Summary of Zoning District Requirements	CBD	GC	HRR	HR	MR	LR				
			R-4	R-3	R-2	R-1-6	R-1-8	R-1-10	R-1-12	
Permitted Uses										
Single Family Residential	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Multiple Family Residential	Y	Y	Y	Y	Y	Y	Y	Y	Y	PUD
Retail Indoor	Y	Y	N	N	N	N	N	N	N	N
Retail Outdoor and Wholesale	N	Y	N	N	N	N	N	N	N	N
Professional/Business Office	Y	Y	Y	N	N	N	N	N	N	N
Auto Service Station	N	Y	N	N	N	N	N	N	N	N
Eating/Drinking	Y	Y	N	N	N	N	N	N	N	N
Hotel/Motel	Y	Y	N	N	N	N	N	N	N	N
Commercial Recreation/Athletic Clubs	Y	Y	N	N	N	N	N	N	N	N
Public/schools/churches	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Commercial parking	Y	Y	N	N	N	N	N	N	N	N
Industrial	N	N	N	N	N	N	N	N	N	N
Maximum Residential Density (DU/Ac)	None	None	34.8	17.4	11.6	8.7	5.4	4.4	3.6	
Minimum Residential Density (DU/Ac)	None	None				None	None	None	None	
Lot Area/DU (SQ FT) <small>may differ from min. lot size</small>	None	2500	1200	2500	3750	5000	8000	10000	12000	
Front Yard Setback (FT)	None	10	10	20	20	20	20	20	20	
Max Heights (Base/Additional for Roof, FT)	100/116	35/51	45/61	35/51	35/51	35/51	35/51	35/51	35/51	35/51
Min/ Max Floor Area Ratio (FAR)Standards	None	None	None	None	None	None	None	None	None	None
Open Space Requirements (% lot area)	None	None								
Parking lots at rear or sides of buildings	Y	N	N	N	N	N	N	N	N	N
Building Orientation to Street	Y	N	N	N	N	N	N	N	N	N
Commercial Design Standards Apply	Y	Y	Y	N	N	N	N	N	N	N
Riverfront Tourist Commercial Stds. Apply	N	N	N	N	N	N	N	N	N	N
Residential Design Standards Apply	N	Y	Y	Y	Y	Y	Y	Y	Y	Y
Minimum Off-street parking requirements	N	Y	Y	Y	Y	Y	Y	Y	Y	Y

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

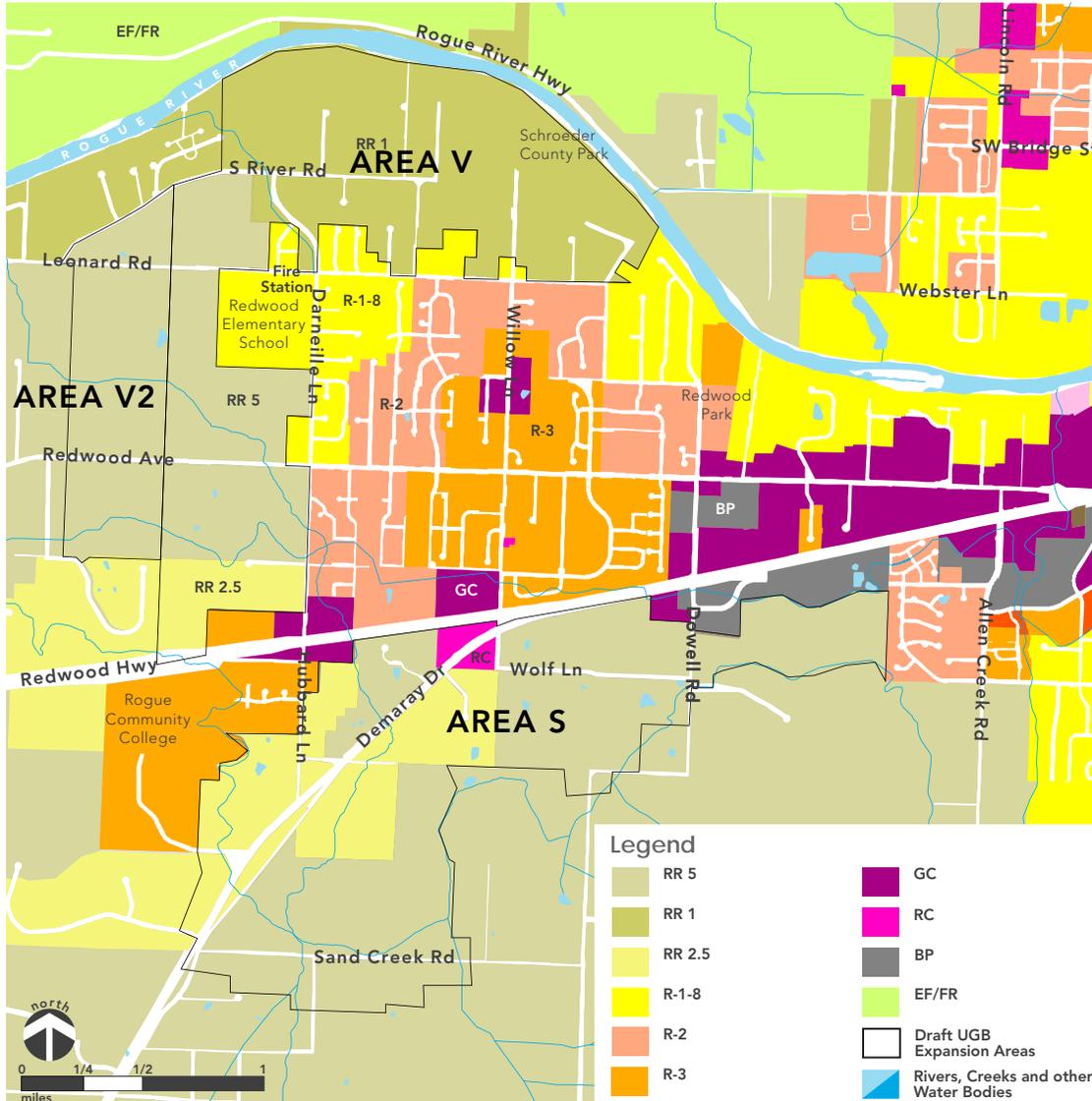
City Zoning–Permitted Uses and Development Standards

Grants Pass Zoning and Development Code

The City of Grants Pass development code and zoning map implement the City’s comprehensive plan. A summary of current residential and commercial zones

and development standards are illustrated above and provided as reference. Some modifications to existing zones to improve the efficiency and output of specific zoning districts are outlined in the efficiency measures of the Urbanization Element

update (2009). **Recommendations for new, modified, or updated zoning designations and development standards associated with NCs will be addressed in Chapter 6.**



Zoning Designations—City and County

ZONE	MAP SYMBOL
Rural Residential - 1 acre	RR-1
Rural Residential - 2.5 acres	RR-2.5
Rural Residential - 5 acres	RR-5
Rural Commercial	RC
Rural Industrial	RI
Exclusive Farm	EF

Zoning Designations- County

Josephine County Zoning and Development Code

The current Josephine County Zoning and development code designations are illustrated along with the City zoning designations on the map to the left. These County zones incorporate a range of low density rural residential development. With the expansion of the growth boundary, the management of those areas that are included would provide for future development under the City’s zoning and development code.

Grants Pass Urban Area Master Transportation Plan (1997)

Phase 4 of the UGB update will involve an update to the transportation plan and transportation recommendations from this planning process will be used to inform the update. **The Master Transportation Plan has a range of goals and policies that support the development of pedestrian, transit and bicyclist friendly environment.** Policies 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
- 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 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 bike lanes, trails and buffers
- Policy 7.2.3: Include provisions for bicycles and pedestrians in major maintenance and improvement projects for roadways



Current Street Classifications and Truck Routes

Facility Type	Function or Emphasis - Mobility vs Property Access
State Highways (includes freeways, highways, and principal state routes)	Mobility - with no direct access to adjacent properties from the roadway, and limited access to arterial streets - generally serves intercity travel at relatively high travel speeds - right of way (ROW) between 60-230 feet, 2-6 travel lanes varies
Arterial Streets 6000+ ADT	Mobility - with access to other arterials and minimal direct property access - generally continuous for long distances providing connections with highways, major destinations and other arterials - serves longer trips (5+ miles) - speeds of 40-45 mile per hour - ROW from 60-100 feet, 2-4 travel lanes
Collector Street 3000-6000 ADT	Mobility - connecting neighborhoods to each other and to major arterials and/or freeways - generally continuous facilities for moderate distances, serving shorter trips of 2-5 miles in length, providing a moderate level of access to adjacent properties - ROW 50-80 feet with 2 travel lanes
Local Collector Streets 1000-3000 ADT	Access - and local circulation within neighborhoods to "collect" and "distribute" trips and connect to higher level arterials - providing a relatively high level of access to adjacent properties - typically 2 lanes with 50-60 feet of ROW
Local Access Streets <1000 ADT	Access - to adjacent properties - designed for short trips within neighborhoods connecting to collectors and higher level arterials - 2 lanes with ROW up to 60 feet

Functional Classifications- Granst Pass Urban Area Master Transportation Plan (1997)

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

Josephine County TSP

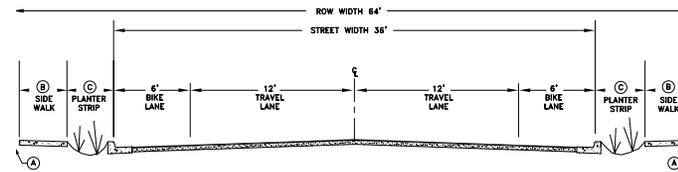
The Josephine County Rural Transportation System Plan (TSP) establishes the county's goals, policies and action strategies for developing the transportation system outside of the Grants Pass and Cave Junction Urban Areas. The TSP is guided by ten overarching goals that **support a balanced transportation system for all modes**, accommodates future demand and updates street classifications accordingly. The plan **strongly encourages the use of alternative modes of transportation, coordinated design standards for all modes, the concurrent design of transportation and land use, and intergovernmental coordination in transportation planning.**

Street Classifications

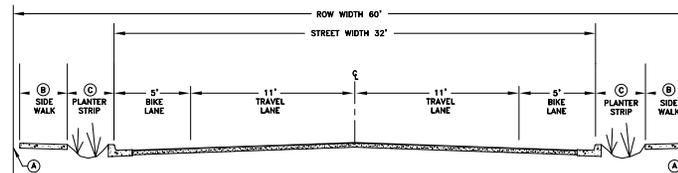
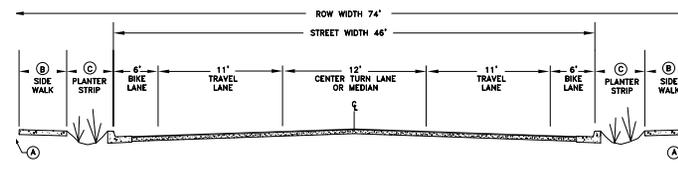
Street Classifications for both city and county roadways along with relevant truck routes are indicated to the left. Higher intensity roadway classifications such as state highways, truck routes and some arterials typically have minimum or limited standards supporting safe and direct pedestrian movement and are typically less hospitable to frequent bicycle use. **The design of these roadways will have impacts on access to neighborhood centers and may require adjustments in their design to better accommodate pedestrians, people with disabilities, children and cyclists.**

Street Standards

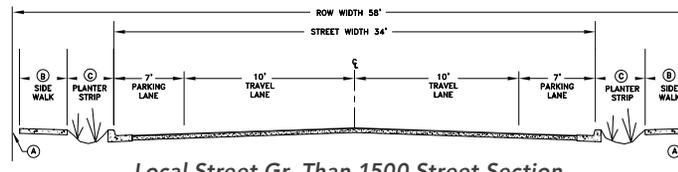
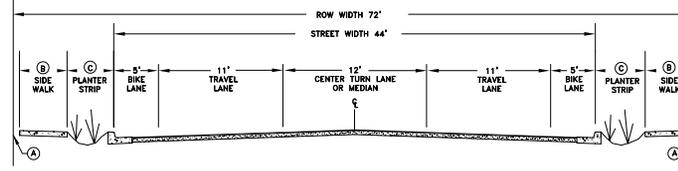
The City street standards are identified on the opposite page and illustrate the typical design of the street right of way for each street classification. These standards support driving as the primary mode of transportation. Allowances for bikes have been included and do offer an adequate minimum standard of 6 ft. **The sidewalks on the other hand do not meet adequate standards for a neighborhood center, where pedestrian activity is expected to be greater, and should be more representative of standards that exist within the historic downtown.** In addition, new standards in bicycle design will likely need to be addressed as well. New or modified street standards for NC areas are identified in Chapter 6.



150- Arterial Street Section

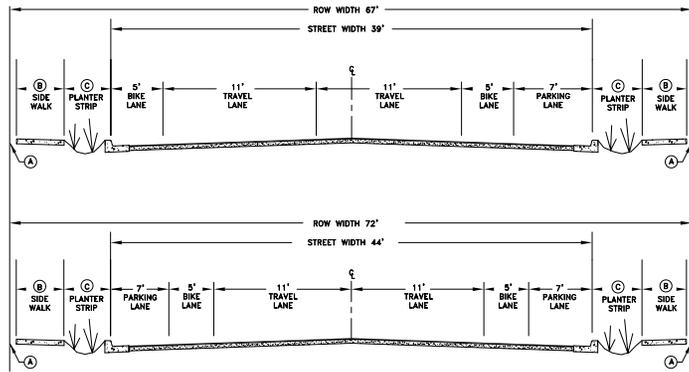


151- Collector No Parking Street Section

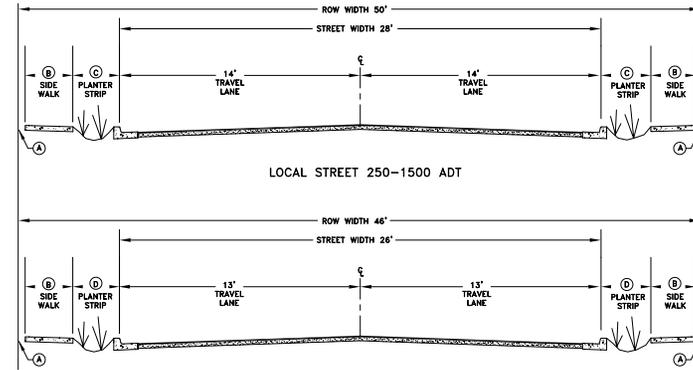


Local Street Gr. Than 1500 Street Section

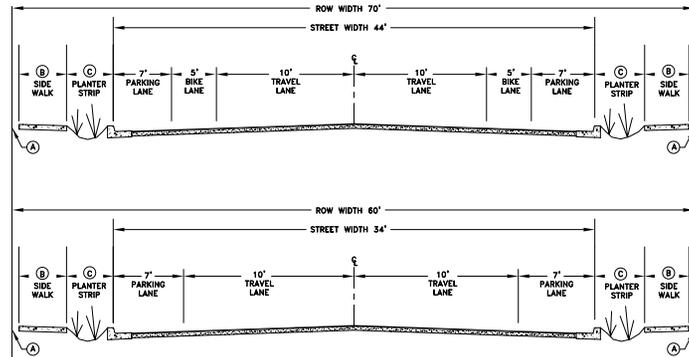
Current Street Standards- City of Grants Pass



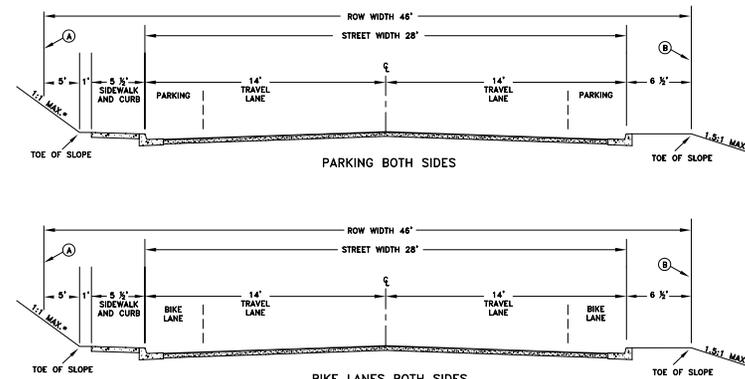
151- Collector Street W/ Parking Street Section



153- Local Street Less Than 1500 Street Section

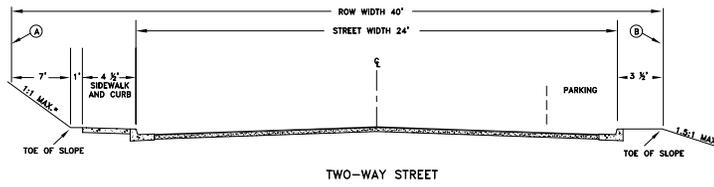
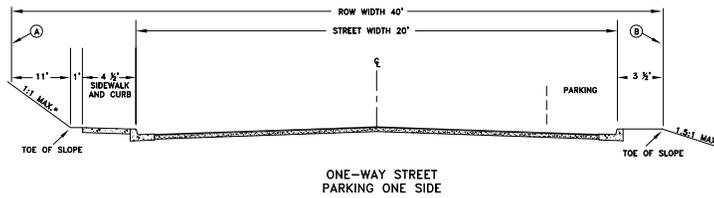


152- Local Collector Street Section

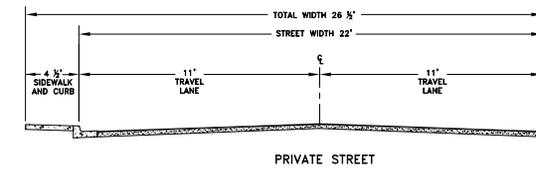
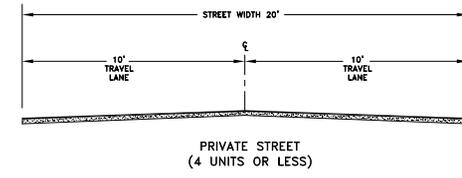


156- Local Collector Hillside Street Section

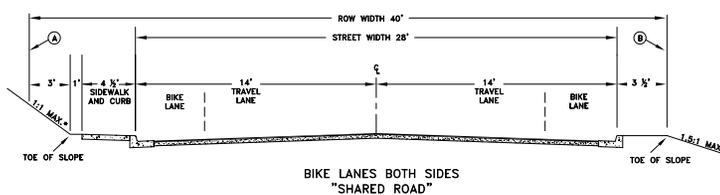
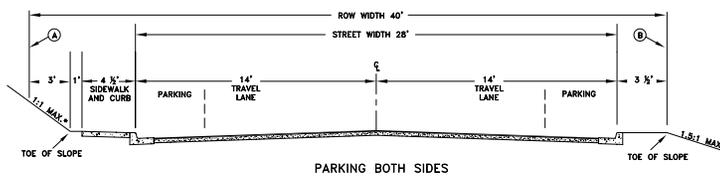
Current Street Standards- City of Grants Pass



156 A- Local Collector Hillside Street Section 1 of 2

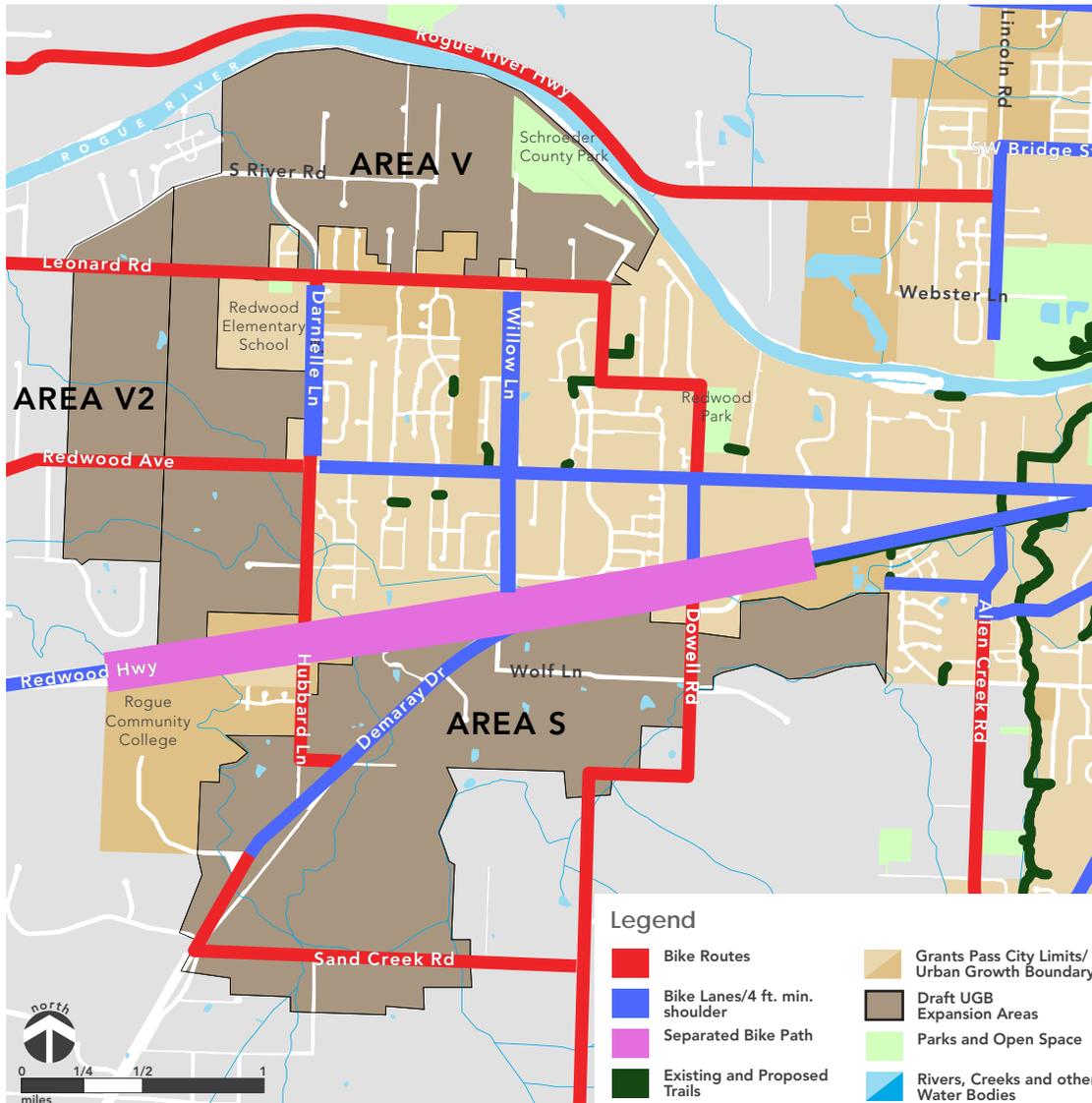


160- Private Street Section



156 B- Local Collector Hillside Street Section 2 of 2

Current Street Standards- City of Grants Pass



Bicycle Facilities- City of Grants Pass Engineering Division

Bicycle Facilities

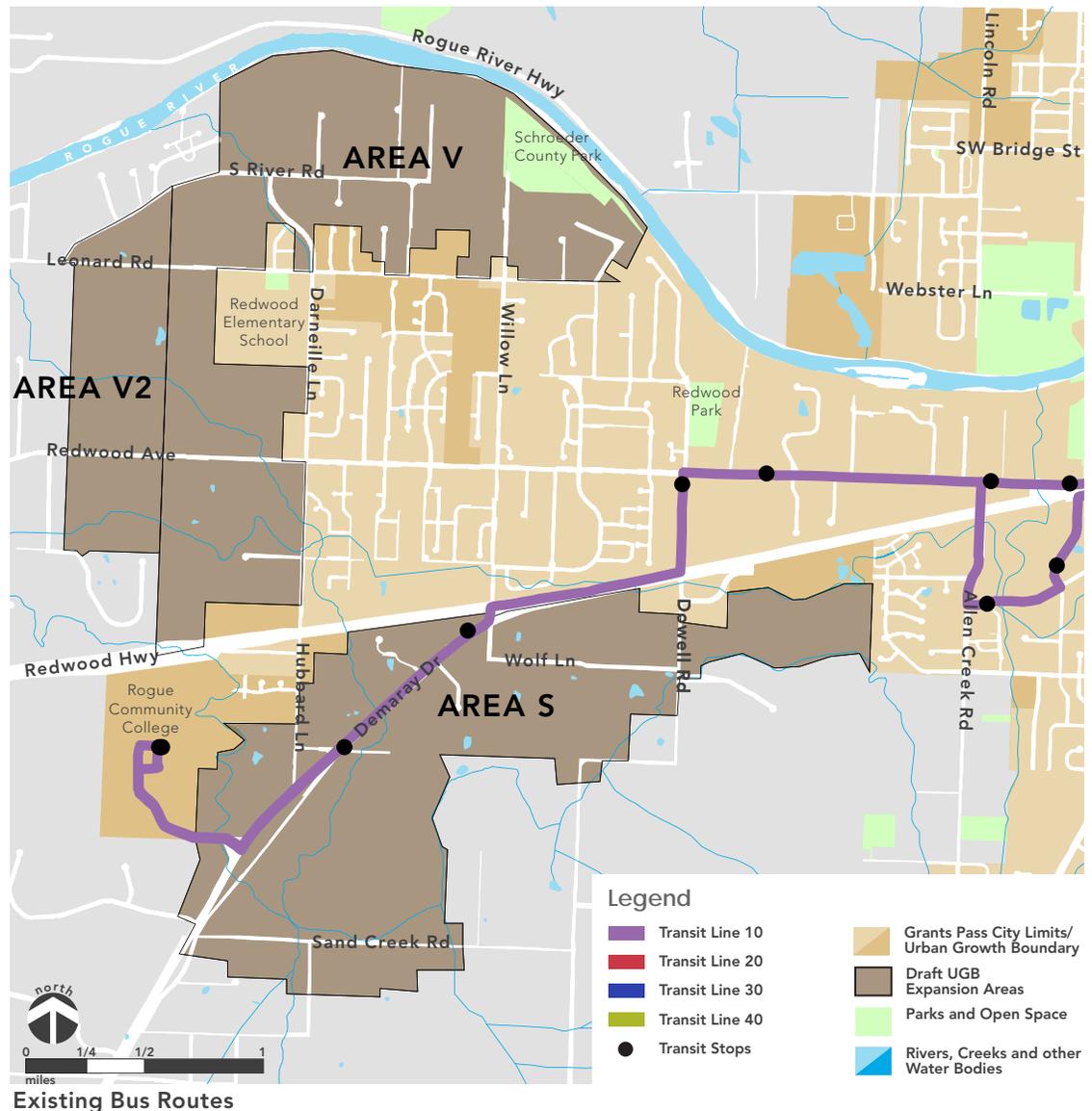
City and county bicycle facilities are identified on the left. The current system incorporates a range of facilities from bike routes that share travel lanes with autos; designated bike lanes or 4 ft. shoulders, and separated off-road facilities such as bike paths and trails. **Recommendations from this planning process will look to introduce best practices in bicycle planning and implementation that will greatly increase the use of cycling as a viable transportation option and will look to expand the existing system to provide improved access to major destinations such as parks, schools and commercial areas that are not well served today.**

Josephine County Transit - Coordinated Public Transit-Human Service Transportation Plan (2009)

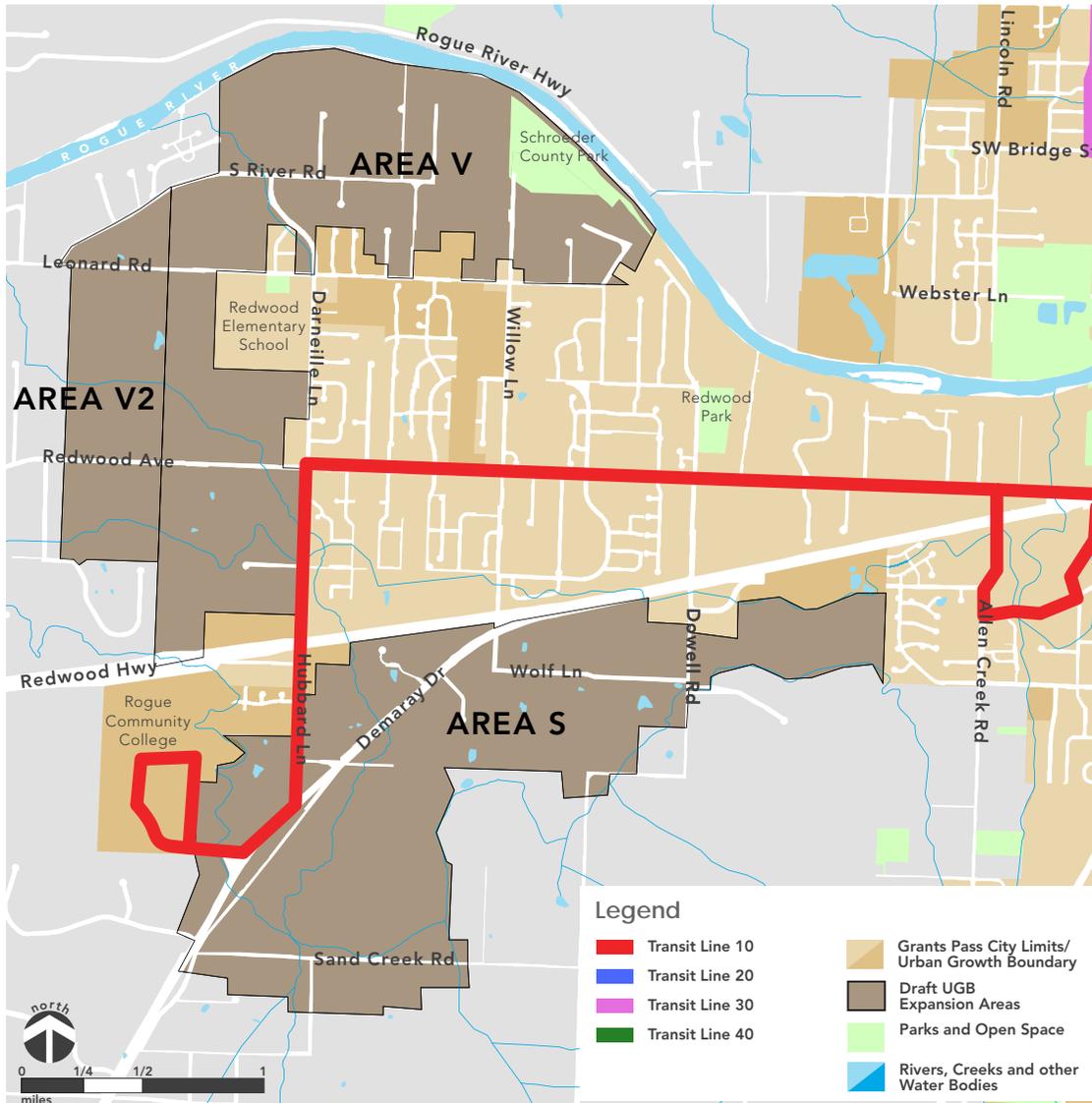
The purpose of the plan is to identify the transportation needs of individuals with disabilities, the elderly and low incomes. The final outcome of the plan is to provide strategies for meeting these needs and prioritizing transportation service for funding and implementation. In addition to the FTA requirements listed above, Oregon's Special Transportation Fund (STF) administrative rule requires the STF Agencies prepare a plan to guide the investment of STF funds to maximize the benefit to the elderly and people with disabilities within each jurisdictional area. The plan serves as the blueprint for the use of FTA and STF funds received within Josephine County.

Characteristics Of The Current System

- Fixed route service, subscription service and demand response paratransit services within the Grants Pass UGB as well as intercity service to the communities in the north and south is operated by Josephine Community Transit.
- Josephine County is the governing body for funding transit with additional funding coming from the state via federal sources
- Routes currently being updated from existing radial pulse system to a modified grid system
- Proposed Transit Line 10 route will better serve residents along Redwood Avenue
- City purchases transit service from JCT with Federal Transit Administration dollars (Sec. 5310)



Existing Bus Routes



Proposed Bus Routes

Characteristics Of Current Service

- 6:30am to 7:00 pm on the fixed routes.
- Rt10 operates at 30 minute frequency and X-town operates at a one hour frequency
- Commuter runs at 6:00am, 7:00am, noon, 4:15 and 5:15pm for Cave Junction.
- Commuter runs at 12:30 pm to the north
- Commuter runs at 6:00am and 5:30pm for the Merlin, Sunny Valley and Wolf Creek.
- Fixed route fares are \$1.00 and commuter services are \$2.00. Discounts are given to the elderly, disabled and youth.

Considerations for Partnering and Supporting Transit

- Future construction and road projects should help enhance the pedestrian environment.
- Road design and expansion should take transit into consideration before final plans are agreed upon.
- New development and redevelopment should consider transit in initial design.
- Future service expansions are going to be limited to availability of local match.
- Continued participation and involvement through the Special Transportation Advisory Committee (STAC) is very important.
- Focus should be on quality transit, not quantity. Sustainability needs to be considered for any service increases as well.
- In the future a legitimate functioning transfer station needs to be established.

Grants Pass Comprehensive Park and Recreation Master Plan (2010)

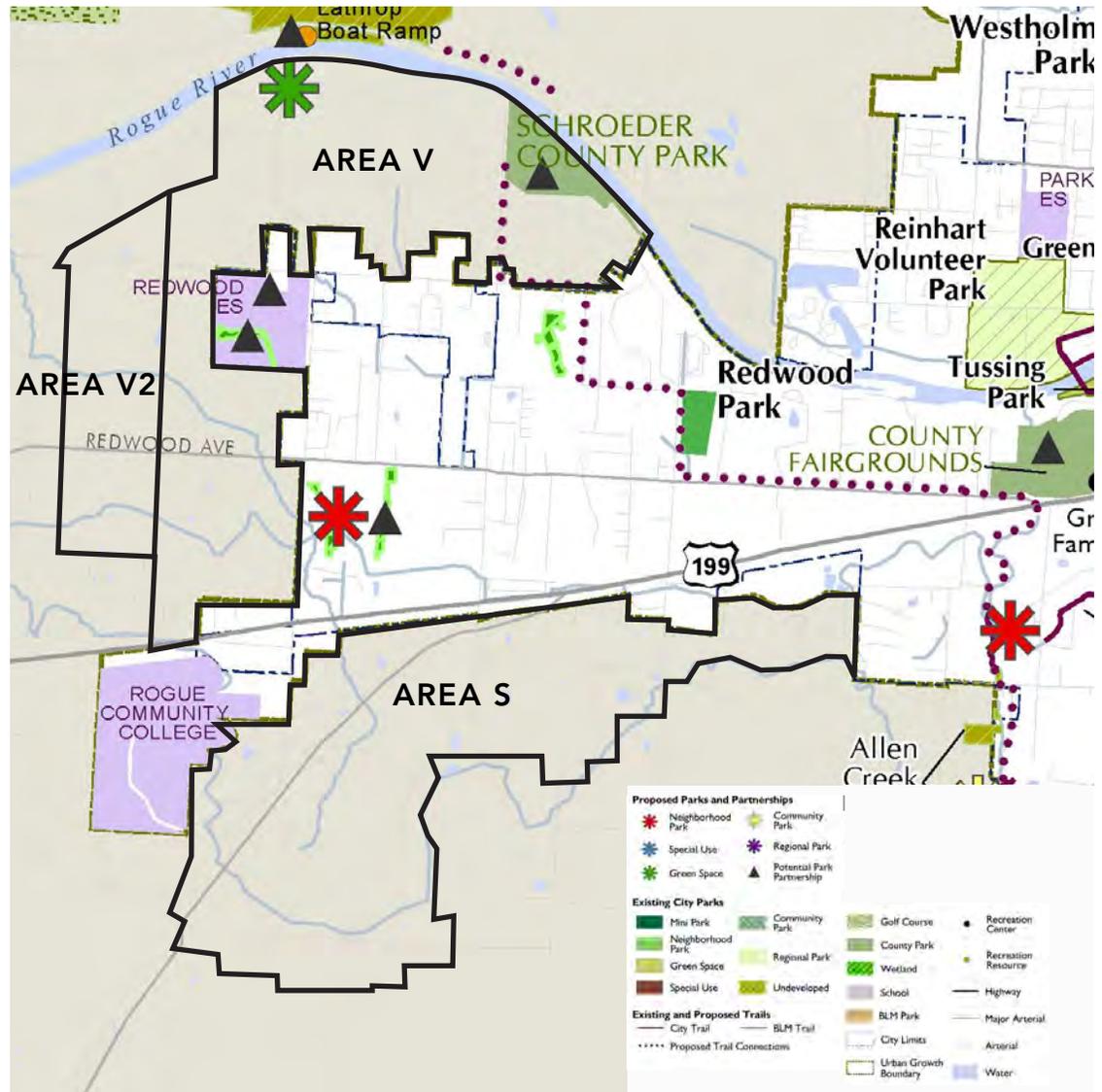
The Park and Recreation Master Plan includes recommendations about the overall park system needs within a 20-year planning horizon. The Plan includes both comprehensive and strategic planning components.

- The comprehensive components identify the overall goals and policies, community-wide needs, and the types of parks, recreation uses, and service levels
- The strategic components provide an action plan to identify how to meet needs given real-world factors, including recognition of limited resources as well as opportunities to work with potential partners.

Policies and Strategies

The master plan identified the following recommended policies, strategies and actions to enhance the City’s park and recreation system as it relates to the UGB expansion.

- A-19. Apply proposed park standards and facility guidelines to new expansion areas to meet community needs.
- A-20. Consider joint land acquisition opportunities with partner agencies, such as local school districts
- A-21. Re-evaluate options for collaboration and partnerships in UGB expansion areas



Proposed Park System- Comprehensive Park & Recreation Master Plan (2010)

CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	ADDITIONAL RESOURCES	CONFLICTING RESOURCES
Neighborhood Parks	Neighborhood parks provide close-to-home recreation opportunities for nearby residents. Typically five to ten acres in size, these parks are designed to serve neighbors within walking and bicycling distance of the park. Neighborhood parks include amenities such as playground equipment, outdoor sport courts, sport fields, picnic tables, pathways, and multi-use open grass areas.	<ul style="list-style-type: none"> Provides access to basic recreation opportunities for nearby residents Provides a space for family and small group gatherings Contributes to neighborhood identity Provides green space within neighborhoods Protects the City's tree canopy Contributes to health and wellness Provides opportunities for outdoor recreation in residential areas 	<ul style="list-style-type: none"> Typically 5-10 acres Serves residents located within walking and biking distance May include sport fields that attract users from greater distances 	<ul style="list-style-type: none"> Eckstein Park Fruitdale Park Gilbert Creek Park Morrison Centennial Park Redwood Park Westholm Park 	<ul style="list-style-type: none"> Children's play area (ages 2-12) Picnic tables ADA-compliant internal pathway system Perimeter path or sidewalk Open turf area/ multi-use field Trees Restroom (portable) Park identification sign At least two active recreation resources (see "May Include" list) Site furnishings (bike rack, benches, trash/recycle receptacles, etc...) 	<ul style="list-style-type: none"> Sports fields (baseball, football, soccer, softball, multi-purpose) Sports courts (basketball, tennis, wall ball, handball, racquetball, and/or volleyball courts) Other small-scale active recreation resources (skate spot, horseshoe pits, par course, shuffleboard lane, mini skate park) Interactive water feature (small-scale) Picnic shelter, shade structure or gazebo Picnic tables Restroom (permanent) Off-street parking Lighting Neighborhood activity building (multi-purpose) Landscaping (trees, shrubs, floral plantings) Public Art Dog exercise area 	<ul style="list-style-type: none"> Destination facilities or resources with citywide draw Sports complexes Full-service community or recreation centers Swimming pools (indoor or outdoor)
Green Space	Green space provides natural or landscaped areas within the City in contrast to the built landscape. The size, shape, and service area of green space will vary depending on its function and use. Green space may be managed for different purposes, including: <ul style="list-style-type: none"> Natural areas/greenways: These parks are designed to protect or conserve significant natural features, such as trees and tree canopy, rivers and streams, wetlands, steep hillsides, environmentally sensitive areas, and wildlife habitat. Where appropriate, these parks may also support outdoor recreation, such as trail-related opportunities, bird and wildlife viewing, environmental interpretation and education, and small-scale picnicking. Trail corridors: These linear-shaped parks may follow streams, abandoned railroad lines, transportation or utility rights-of-way, or elongated natural areas. These parks typically support facilities such as soft or hard-surfaced trails, interpretative and informational signage, and trailheads. Trail corridors may support non-motorized transportation, recreation, exercise, and community access by connecting significant destinations within the City. Pocket parks: These small parcels provide landscaped and/or natural green space primarily for passive uses. Typically less than 2 acres in size, these sites are designed to support green space within otherwise built environments, such as residential or commercial areas. These parks typically include amenities such as picnic tables, benches, and basic site amenities. 	<ul style="list-style-type: none"> Protects valuable natural resources and open space Contributes to the environmental health of the community, including protecting the tree canopy and improving water and air quality Contributes to community identity and quality of life Provides wildlife corridors through the City Improves the aesthetic quality and beauty of Grants Pass Encourages non-motorized transportation, such as walking and biking Improves community connectivity, by linking parks and other community destinations, such as schools, neighborhoods, shopping areas, and recreation opportunities provided by others Provides opportunities for nature-based recreation and environmental education 	<ul style="list-style-type: none"> The size, shape, and service area of green space will vary depending on its function and use 	<ul style="list-style-type: none"> Allen Creek Trail Fruitdale Creek Trail Nebraska Canal Trail Greenwood Trail West Park Street Trail *F* Street – Forest Hills Trail Ogle Park Tussing Park 	<ul style="list-style-type: none"> Green space (landscaped or natural) Park identification sign Appropriate site furnishings (bike rack, benches, trash/recycle receptacles, etc.) 	<ul style="list-style-type: none"> Trail or pathway system Trailhead, trail kiosk, or entry Interpretive and directional signage Viewpoints, viewing blinds, or boardwalks Interpretive center or educational facilities or classrooms (indoor or outdoor) Preservation areas (with no public access) Picnic tables Shelter or gazebo Entry fountain (ornamental or interactive) Artwork Memorials, flag poles, or benches Off-street parking Restrooms (portable or permanent) Lighting Landscaping (trees, shrubs, floral plantings, including annuals and perennials) Natural areas and native trees Open turf areas 	<ul style="list-style-type: none"> Active use facilities (sports fields, paved courts, etc.) Any resource and level of development that conflicts with the intended purpose of the site

Design and Development Guidelines- Comprehensive Park & Recreation Master Plan (2010)

- A-22. Create a policy to require all new developments to include green space easements adjacent to riparian corridors, wetlands, or high-value natural resource areas
- A-23. Develop policies to preserve and protect scenic views including ridgelines and hills
- A-24. Protect sensitive lands by requiring adequate development buffers and setbacks, as well as development overlays that promote conservation of natural resources and identify natural hazards
- A-25. Secure adequate land for parks and green space related to new development, in accordance with this Plan. New park land should be located and designed to meet the Design Guidelines presented in Appendix B. I
- A-26. Develop a system of accessible multiuse trails in areas targeted for development that connect parks, recreation facilities, and other community facilities.

Proposed Park System

The proposed park system identified in the Grants Pass Comprehensive Park and Recreation Master Plan is illustrated on pg. 34. The following is a description of recommended projects within close proximity to the proposed UGB expansion areas and design guidelines for development of park facilities.

- **New Site (West Grants Pass)- 7.5 AC**
Acquire, plan and develop site as a neighborhood park according to design and sustainability guidelines. Provide a playground (ages 2-12), a basketball court or tennis court, picnic tables, a perimeter path or trail, a multi-purpose turf area, and baseball/softball field.
- **Wetlands (Redwood Elementary)- 4.50 AC**
Pursue a partnership with Grants Pass School District 7) for educational and recreational opportunities. Provide trails and interpretive signage.
- **Redwood Elementary School Park- 3.0 AC**
Develop the site according to school and park guidelines. Include outdoor educational and recreational facilities to support school and park use.
- **Wetland at Yucca Lane- 2.2 AC** Incorporate, plan and improve this City-owned site as green space.

2011 Work Plan for City of Grants Pass

The work plan for the City presented by the City Council guides decision making and investment in the community and is incorporated into the following goals:

- Provide Sound Leadership Through Council, Staff And Public Involvement
- Promote Quality Livability
- Encourage Economic Prosperity

- Attract Diverse Tourism And Cultural Opportunities
- Keep Citizens Safe
- Plan Quality Growth
- Interconnect All Transportation Modes
- Preserve And Enjoy Our Natural Resources

Specific actions that implement the goals and provide a supporting framework for creating neighborhood centers include:

- **6C. Create livable neighborhoods with basic services available within close proximity**
- **6D. Expand urban growth boundary and plan for orderly provision of services and facilities**
- **7A. Connect points of interest- install sidewalks, connect paths**
- **7B. Enhance Grants Pass image as a bike and pedestrian friendly community**
- **7C. Increase bus hours and routes and funding**
- **7D. Improve safety & expand capacity of streets / intersections in the City for vehicles, bicycles and pedestrians**

STATEWIDE PLANS & POLICIES

- Transportation Planning Rule (OAR 660-012)
- OHP- Oregon Highway Plan
- OTP- Oregon Transportation Plan
- OFP- Oregon Freight Plan
- Oregon Public Transportation Plan
- Oregon Bicycle/Pedestrian Plan
- Statewide Planning Goals
- Statewide Transportation Improvement Program
- Oregon Transportation Initiative and Quality Development Objectives

The key elements of these statewide plans and policies that are of significance to this project are summarized on the following pages.

Transportation Planning Rule (TPR- OAR 660-012)

The TPR requires local governments and ODOT to develop and coordinate transportation plans, facilities and services. It requires consistency between the functional classifications of County and City roads with those of state and regional TSPs. The TPR directs cities and counties to **develop balanced transportation systems that support all modes of travel including motor vehicles, transit, bicycles and pedestrians.** The TPR envisions development of local

plans that will **promote changes in land use patterns and transportation systems that make it more convenient for people to walk, bicycle, use transit, and drive less to meet their daily needs.**

Oregon Highway Plan (OHP-1999)

The Oregon Highway Plan defines policies and investment strategies for Oregon's state highways for the next 20 years. It further refines the goals and policies of the Oregon Transportation Plan and is part of Oregon's Statewide Transportation Plan. The Highway Plan gives policy and investment direction to corridor plans and transportation system plans that are being prepared around the state, but it leaves the responsibility for identifying specific projects and modal alternatives to these plans. **This plan dictates spacing requirements based on posted speeds and v/c ratio that are standards for access to state highways such as US 199-Redwood Hwy within the study area**

Oregon Public Transportation Plan

The Oregon Public Transportation Plan (OPTP) provides a 20-year guide for the development of transit, rideshare and transportation demand management services in Oregon. **The plan describes the roles and responsibilities of the key players, characterizes short- and**

long-term implementation steps, and maps out a financing strategy. The plan identifies required level of service based criteria including peak and off-peak frequencies, vehicle maintenance programs and replacement schedules, intermodal connections, and ridesharing, as well as policy-related objectives.

Oregon Bicycle/Pedestrian Plan

The goal of this Plan is to provide safe, accessible and convenient bicycling and walking facilities in the state, and to support and encourage increased levels of bicycling and walking. **The plan outlines the principles and policies that ODOT follows to provide bikeways and walkways along state highways.** It also provides the framework for cooperation between ODOT and local jurisdictions and offers guidance to cities and counties for developing local bicycle and pedestrian plans that includes policies, classification of bikeways, construction and maintenance guidelines, and suggested actions to achieve the Plan's objectives. Actions address the need to:

(1) Provide bikeway and walkway systems that are integrated with other transportation systems

2) Create a safe, convenient, and attractive bicycling and walking environment

3) Develop education programs that improve bicycle and pedestrian safety.

Statewide Transportation Improvement Program

The Oregon Statewide Transportation Improvement Program (STIP) is the state's four-year transportation improvement program for state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transportation. It covers all state and federally-funded system improvements for which funding is approved and that are expected to be undertaken during the upcoming four year period. A recent STIP funded project currently under construction is the Redwood Highway improvements from Hubbard Lane to Dowell Road. A detailed description of this project can be found in Part 2- Existing Physical Conditions, Current Transportation Projects pg. 47 of this document.

Statewide Planning Goals

The statewide planning goals express the state's policies on land use and related topics, such as citizen involvement, housing, and natural resources. Local comprehensive plans must be consistent with the Statewide Planning Goals. Statewide planning consists of 19 goals with supporting guidelines and implementation measures that ensure quality development in Oregon and coordination between state and local jurisdictions.

The neighborhood centers planning effort has been developed in a way to ensure compatibility with the following Statewide Planning Goals:

- Goal 1- Citizen Involvement- citizen involvement will include scheduled committee meetings, public meetings, and project coordination meetings to ensure public participation and coordination
- Goal 2- Land Use Planning- recommendations for local plan changes will be based on 'factual information' and coordinated with affected jurisdictions. Implementing measures will be defined in accordance with the guidelines
- Goal 5- Open Spaces Scenic, Historic and Natural Resources- planning within the study area will be consistent with existing planning for open space, historic and other natural resources
- Goal 9- Economy of the State-The project will identify areas for retail, commercial and employment uses that support job creation
- Goal 10- Housing- The project will plan for and accommodate needed housing types, such as single/multi-family and manufactured housing
- Goal 11- Public Facilities and Services- the project will plan for the efficient

implementation of public services such as sewers, water, and gas and power

- Goal 12- Transportation- provide "a safe, convenient and economic transportation system." The project will address the needs of the "transportation disadvantaged", and reduce reliance on any one mode
- Goal 13- Energy- the design of neighborhood centers will be consistent with the goal of "land and uses developed on the land that maximize the conservation of all forms of energy, based upon sound economic principles."
- Goal 14-Urbanization The Neighborhood Centers planning effort is an efficiency measure identified in the City's comprehensive plan and UGB update and is consistent with the goal which requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs.

2006 Oregon Transportation Plan (OTP)

The OTP is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). The OTP considers all modes of Oregon's transportation system as a single system and addresses the future needs of Oregon's airports, bicycle and pedestrian facilities,

highways and roadways, pipelines, ports and waterway facilities, public transportation and railroads through 2030. The OTP establishes seven main goals, policies, strategies and initiatives. Key goals directly relevant to this planning effort include:

- Goal 1- Mobility and Accessibility *Policy 1.2 – Equity, Efficiency and Travel Choices It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.*
- Goal 4- Sustainability *Policy 4.3– Creating Communities. It is the policy of the State of Oregon to increase access to goods and services and promote health by encouraging development of compact communities and neighborhoods that integrate residential, commercial and employment land uses to help make shorter trips, transit, walking and bicycling feasible. Integrate features that support the use of transportation choices.*
- Goal 5- Safety and Security- To plan, build, operate and maintain the transportation system so that it is safe for vulnerable populations such as the young, aged, and persons with disabilities

- Goal 7- Coordination, Communication and Cooperation *Policy 7.1 – A Coordinated Transportation System It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.*

2011 Oregon Freight Plan (OFP)

The purpose of the Oregon Freight Plan (OFP) is to improve freight connections to local, tribal, state, regional, national and global markets in order to increase trade-related jobs and income for Oregon workers and businesses. The OFP will provide guidance to regional and local freight planning and system management. The OFP supports several elements of planning and system management including:

- State transportation facility plans such as specific area plans, interchange area management plans, expressway management plans and corridor plans;
- Regional and local transportation system plans developed through MPO, city or county processes;

The OFP addresses sections of the TPR

- Section 660-012-0015 calls for the preparation and coordination of Transportation System Plans. This includes the preparation and

coordination of a state Transportation System Plan (TSP). The OTP and statewide mode and topic plans comprise the statewide TSP. The Oregon Freight Plan is a multimodal topic plan that is an element of the state TSP.

- Section 660-012-0030 calls for determining transportation needs, including needs for movement of goods and services to support industrial and commercial development. Chapter 6 of the OFP addresses freight-related funding needs as developed for the 2006 OTP. The OFP also addresses needs in terms of freight demand, as discussed in Chapter 2.

The Oregon Freight Plan currently has no freight plan strategy for:

- Policy 4.3 Creating Communities Section of the OTP

This means that addressing coordinated freight and community development such as the creation of neighborhood centers will require using policies and strategies set forth in Goal 4- Sustainability, of the Oregon Transportation Plan

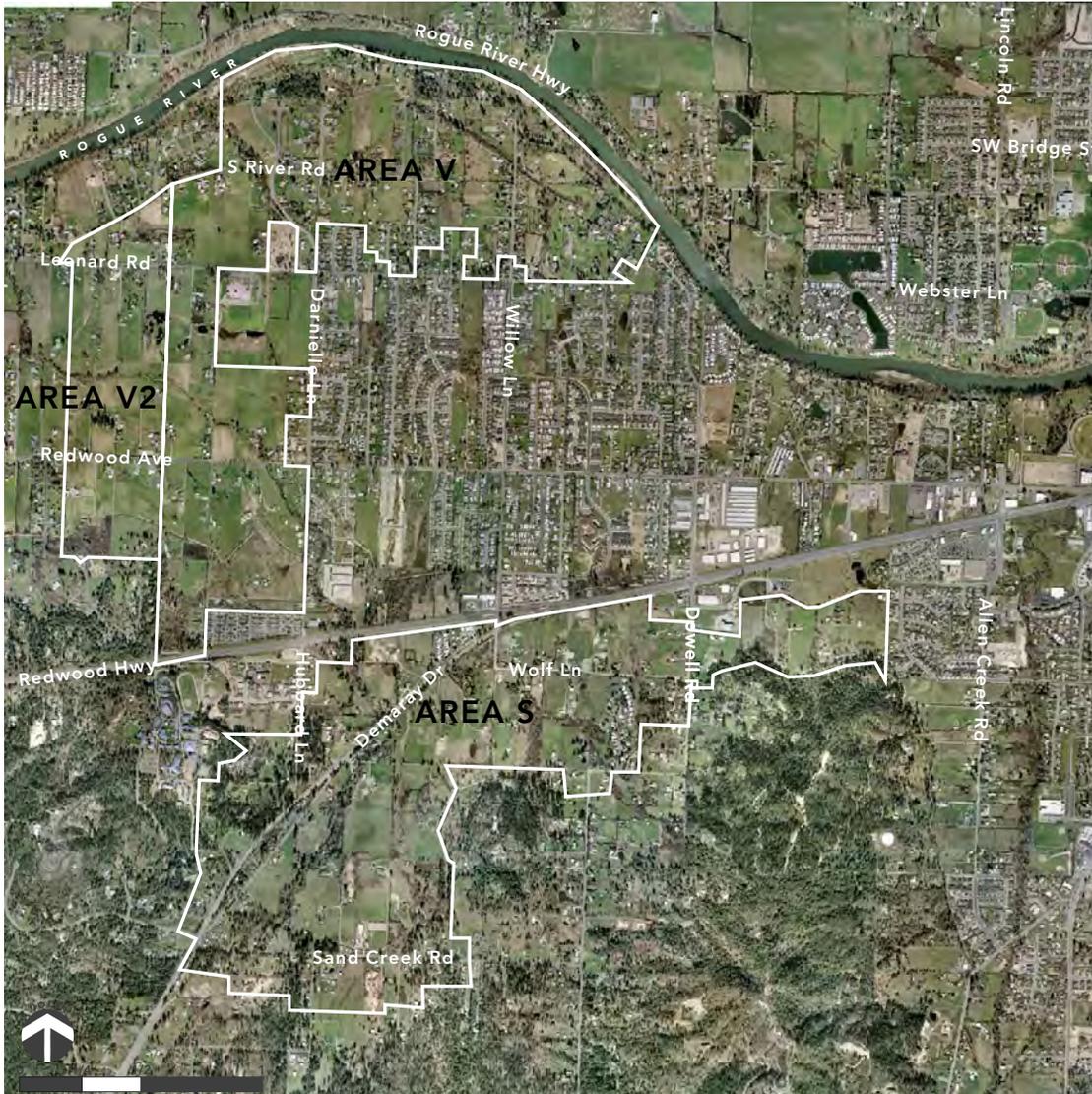
Oregon Transportation Initiative and the Quality Development Objectives

This initiative directs the use of state resources to **encourage the development of quality communities**. These objectives are intended to guide all state agency actions related to community development.

QUALITY DEVELOPMENT OBJECTIVES

- 1. Promote compact development within urban growth boundaries to minimize the costs of providing public services and infrastructure and to protect resource land outside urban growth boundaries.**
- 2. Give priority to a quality mix of development that addresses the economic and community goals of a community and region.**
- 3. Encourage mixed-use, energy-efficient development designed to encourage walking, biking and transit use (where transit is available).**
- 4. Support development that is compatible with a community's ability to provide adequate public facilities and services.**
- 5. Facilitate development that is compatible with community and regional environmental concerns and available natural resources (e.g., available water, air quality, etc.)**
- 6. Support development that provides for a balance of jobs and affordable housing within a community to reduce the need to commute long distances between home and work, thereby minimizing personal commuting costs as well as the public and societal costs of expanding the transportation infrastructure.**

EXISTING PHYSICAL CONDITIONS



City of Grants Pass Existing Aerial and UGB Study Areas

The existing physical conditions section provides a snapshot of the current development patterns within the draft UGB expansion study areas and their relationship to development with the existing UGB and City of Grant Pass. Analysis of these physical conditions and their impact on each of the studies areas includes:

- **Development and parcelization-** identifies existing development patterns and parcelization and implications for neighborhood centers planning
- **Land uses-** identifies existing land uses and implications for neighborhood centers planning
- **Environmental Resources-** identifies existing environmental resources and implications for neighborhood centers planning
- **Current transportation projects-** identifies current transportation projects and implications for neighborhood centers planning
- **Connectivity-** summarizes the current state of multi modal connections and implications for neighborhood centers planning

Note: other UGB study areas aren't shown on this map.

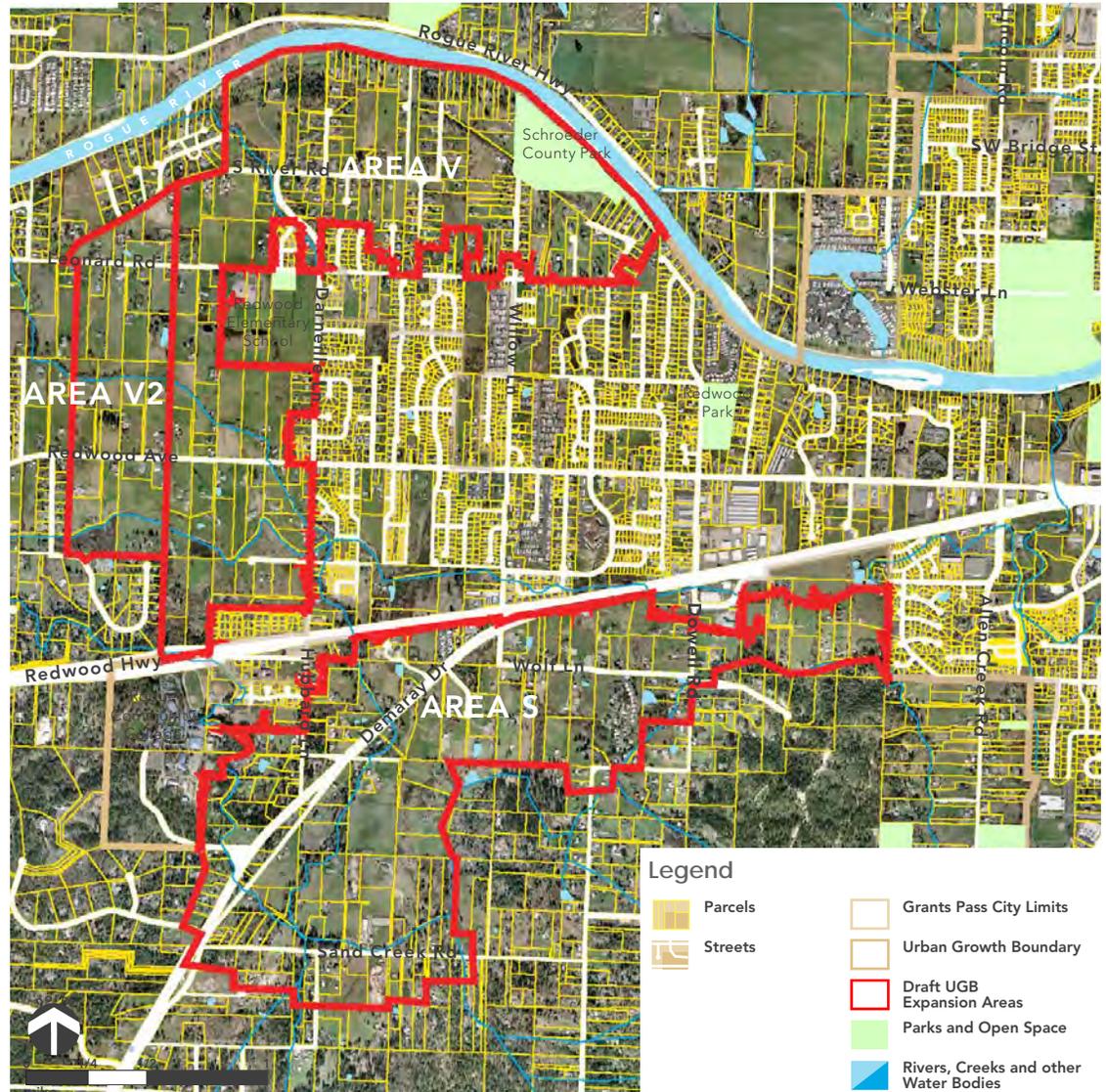
DEVELOPMENT AND PARCELIZATION

Existing development in the vicinity of the UGB is characterized by primarily single family homes with lot sizes ranging from 5,000 sf to 8,000 sf, strip commercial uses and vacant or underutilized remnant larger parcels (two acre plus). The majority of the draft UGB expansion areas consist of lower density rural single family residences, farmed land and vacant parcels ranging from 1 to 5 acres, all with rural residential zoning, and limited rural commercial parcels.

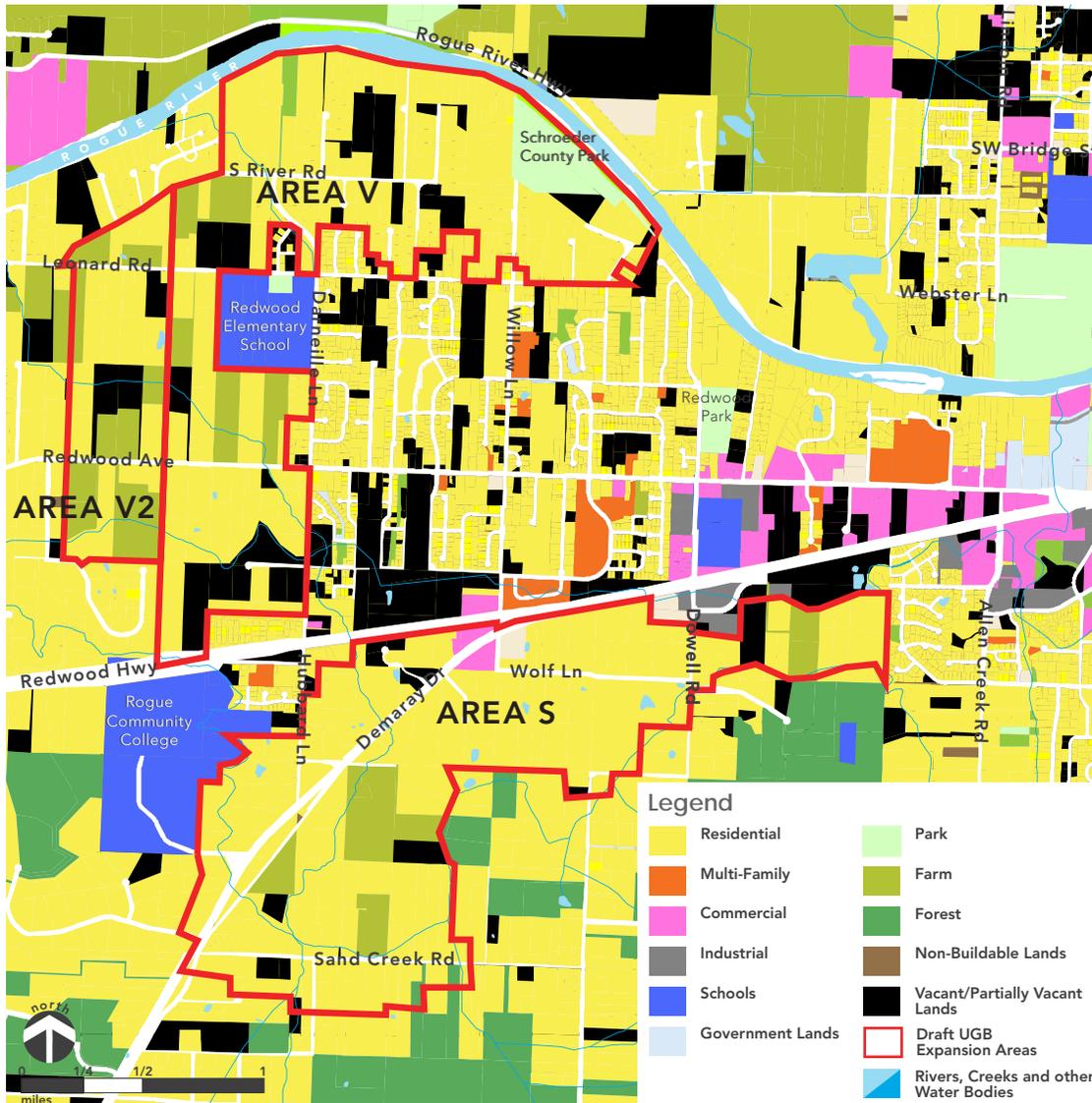
The number of tax lots and total acres within the study areas is as follows:

	Taxlot Acres	# of Taxlots
Area V	483 AC	236
Area V2	136 AC	30
Area S	502 AC	189

These areas, consisting of larger parcels and proximity to existing development, minus constraints for environmental resources (see page 44), provide the opportunity to locate neighborhood centers that capture the market within existing surrounding neighborhood development, which the UGB expansion must accommodate, and which will in turn help support retail and services within the centers in the early phases of NCs development and ensure long term success.



Development and Parcelization



Existing Land Use

LAND USES

Existing land uses within the UGB study areas consist of rural residential properties and limited commercial properties. Most of those rural residential properties have existing residences, some include farming, and a limited number are vacant parcels. Most of the adjacent UGB is developed to urban densities.

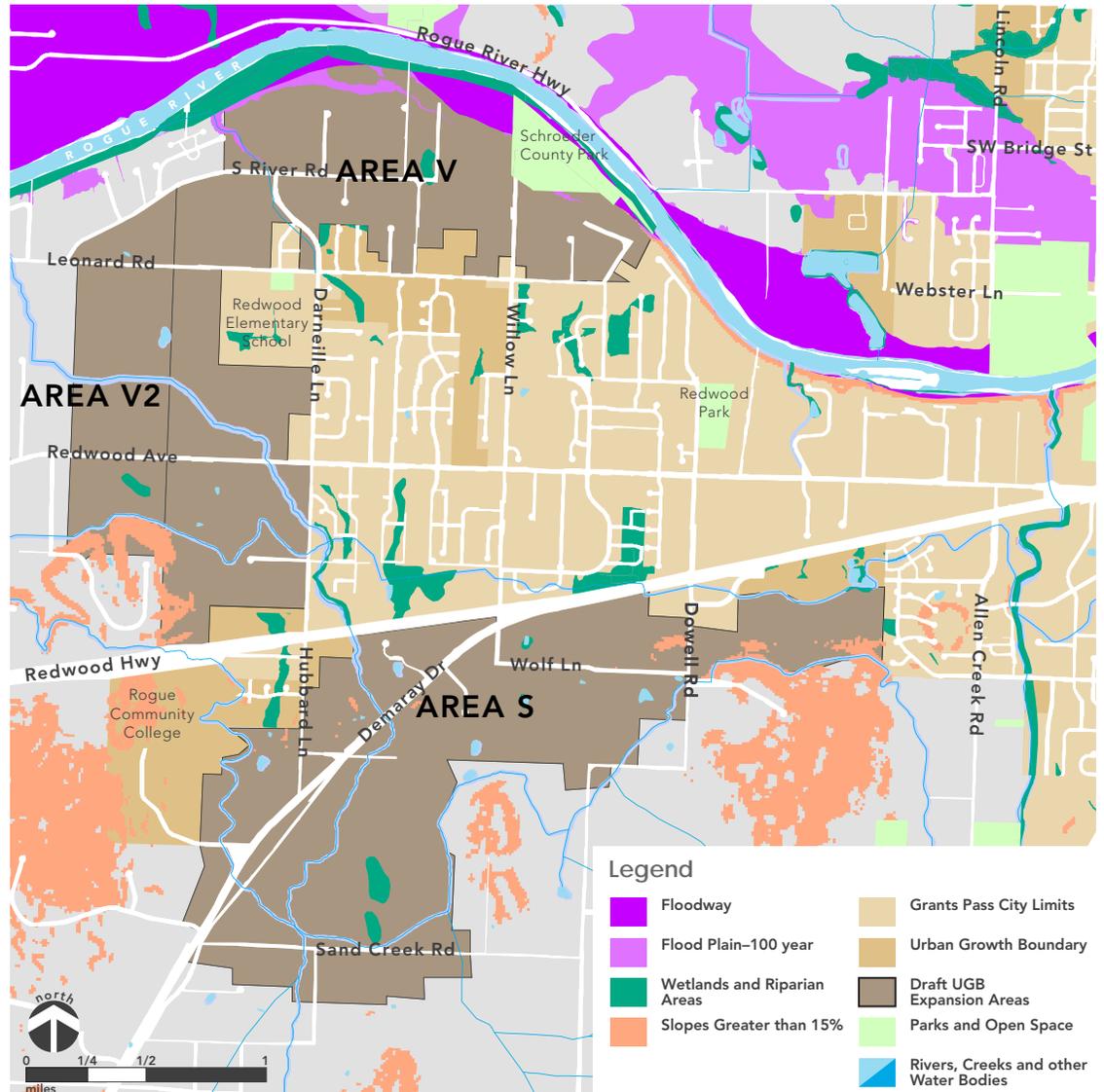
A strategy for successful creation and implementation of the retail heart of a neighborhood center is contingent upon the following conditions:

- A neighborhood center located along streets with adequate drive-by traffic
- Safe and convenient access to the retail from existing residents and neighborhoods
- Higher intensity development of the center of the study area, transitioning to lower intensity
- Strategically located vacant and underutilized lands oriented to well traveled roadways, such as Redwood Avenue, may allow for early phased implementation of the neighborhood centers

ENVIRONMENTAL RESOURCES

Environmental resources consist of areas prone to flooding, riparian zones, rivers creeks and water bodies, forested lands as well as steep slopes and active/passive use parks and open spaces dedicated for public use. The environmental resources map identifies the location of these essential resources. The implications for design of neighborhood centers is to:

- Meet all applicable standards that protect and enhance these resources such as development setbacks, and limiting low density residential development to certain slopes
- When warranted, utilize and enhance these environmental assets as amenities for low impact use or access by adjacent development.
- Enhance or add new public parks and open spaces that meet the needs of existing residents and expansion areas



Environmental Resources



Connectivity

CONNECTIVITY

Communities where people desire to live provide safe, convenient and direct bike, pedestrian, auto and transit connections for residents and visitors to destinations such as schools, parks/open space, employment and commercial/retail areas. In addition, retail/commercial and employment destinations rely on drive-by visibility and access for auto traffic through the community.

The following multi-modal transportation elements are fundamental for the success of neighborhood centers and include:

- A fine grained interconnected street grid
- Wide continuous sidewalks and bike facilities that are separated from auto traffic
- Frequent transit with curbside access
- Traffic controlled intersections with direct and well defined crosswalks (34 feet max. crossing distance)
- Traffic speeds below 35 mph
- Located on streets with average daily traffic counts between 5,000 and 15,000 cars a day

Existing circulation within the UGB and UGB expansion areas are characterized by:

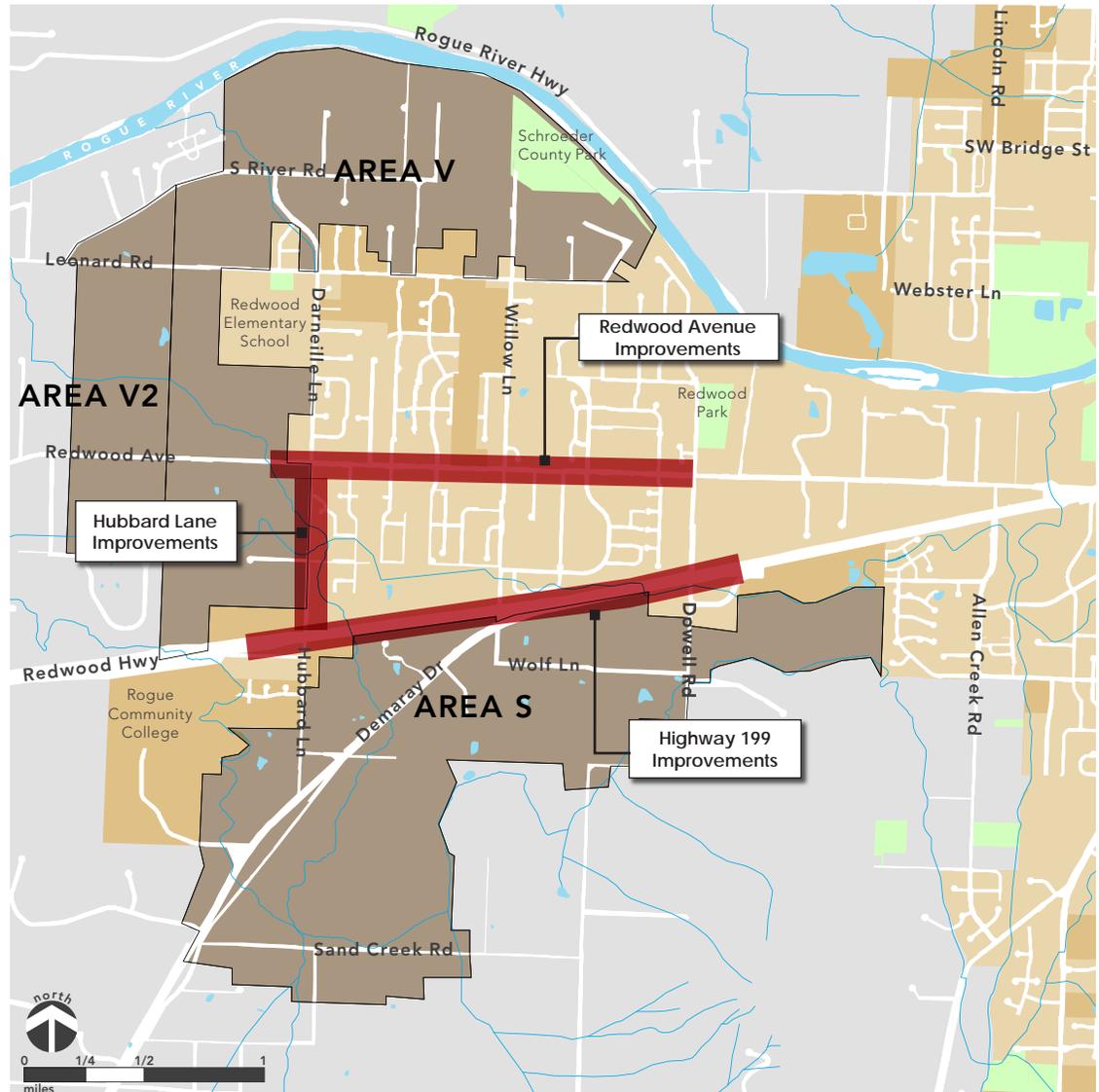
- A discontinuous street grid, and lack of continuous bike facilities and sidewalks
- Limited traffic controlled intersections and crosswalks
- Many posted speeds above 30 mph
- Neighborhood center supportive average daily traffic exists along Redwood Ave., Willow Ln., Demaray Dr. and Dowell Rd.

CURRENT TRANSPORTATION PROJECTS

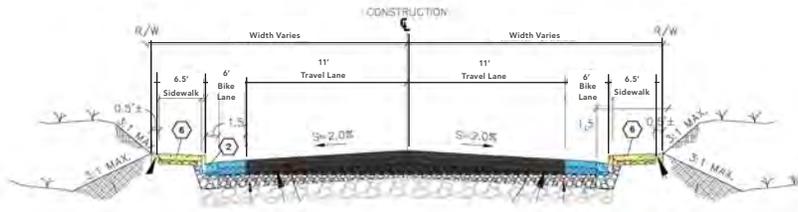
Significant transportation improvements are currently being designed and constructed adjacent to the proposed study areas at the time of this analysis. A summary of improvements include:

- Redwood Avenue- from Dowell Road to the westerly extent of the current UGB. Improvements include curb, gutter, sidewalk, bike lanes, and two-way center turn lane (design phase only at this time)
- Hubbard Lane- from Redwood Avenue to Highway 199. Improvements include curb, gutter, sidewalk and bike lanes. There is no center turn lane (except a turn lane configuration at the Highway 199 intersection)
- Redwood Highway (US 199)- from Dowell to Rogue Community College. This includes a signal at Redwood Hwy/ Hubbard, center medians, separated bike path on the north side and retention of bike path on south side.

Typical street sections for each project are identified on the following pages.



Current Projects



Hubbard Lane-Typical Section

CURRENT TRANSPORTATION PROJECTS

The significance of current transportation improvements on neighborhood centers planning include:

- Improved pedestrian and bicycle access along Redwood Highway lacks significant separation from heavy traffic and is isolated from adjacent uses which is a safety concern
- Greater than 84' crossing distance at the intersection of Redwood Hwy and Hubbard Ln. discourages pedestrian access north and south across the highway
- Bike lanes along Hubbard Ln meet 5' minimum standard. 6' would be preferred and should consider modifications that separate bikes from travel lanes
- No bike lanes south of the Hubbard Ln and Redwood Hwy intersection
- No standard for on-street parking in the Hubbard Lane and Redwood Avenue street sections. On-street parking will be critical to support retail/commercial uses in neighborhood centers
- Minimum sidewalks (6' to 6.5') do not allow for landscaping and separation of pedestrians and the street which discourages walking

OTHER CONDITIONS



Part 3 of the existing conditions report examines population characteristics of the Study Area as compared to the City and UGB as a whole, economic, market, public facilities/ services physical and operational conditions as applicable, including transportation and traffic operations. As this work pertains to areas that are currently outside the UGB and being proposed for inclusion in the UGB, it is recognized that there are not yet public facility plans for urban services or an adopted TSP with urban facilities for these areas. The following other conditions are summarized as:

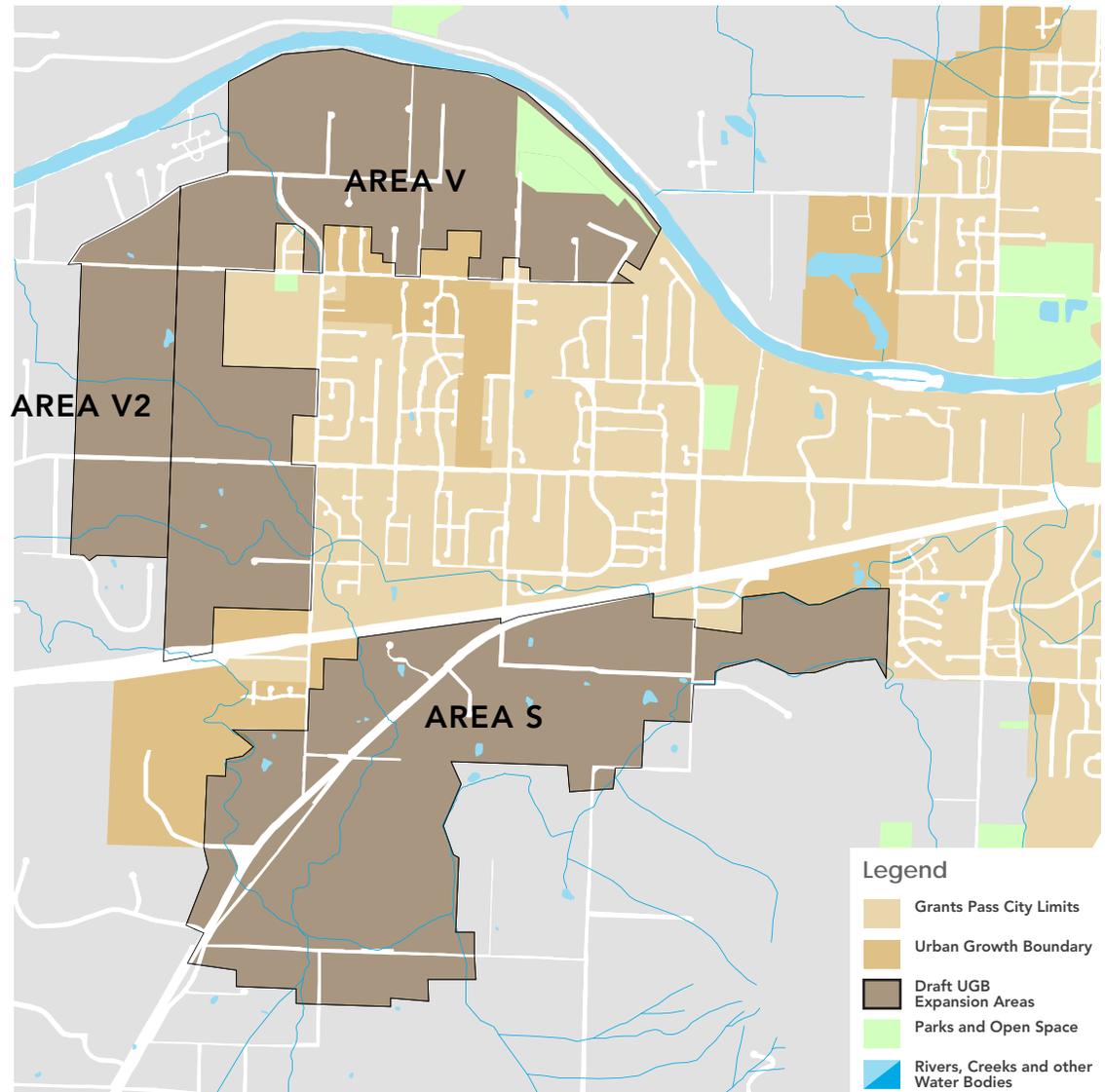
- Market overview
- Public facilities and services
- Transportation

MARKET OVERVIEW

This report is an overview of the demographic and economic characteristics that will have an effect on the ability of the City of Grants Pass to plan successful Neighborhood Centers within the draft UGB expansion areas being evaluated, as indicated on the attached map. The report discusses regional and local trends and projections in demographics, employment and retail sales and spending.

The Transition to Walkable Places

In the days before automobile commuting, Grants Pass was a market town and business district for a wider area. The historic neighborhoods were within walking distance of downtown, providing convenient locations for those who owned businesses or worked in the downtown. As in other cities, as the automobile became the dominant transport mode, the centrality of downtown became less important for business and residential location, and Grants Pass became a regional shopping and entertainment destination with the improvements to state highways. Over time the connection between residential use and services changed from a five-minute walk to a five-minute drive. New retail was located on high volume streets to capture traffic and was often built as strip centers with generous parking on the street in front of buildings set far back.



City of Grants Pass UGB and Study Areas

The current model of most development is designed around the requirements of the automobile, and is reliant on automobile travel, both for residential development and for retail development. In contrast to historic neighborhoods, auto-oriented subdivisions were created with a small range of unit sizes and prices for people of similar incomes. Retail and services in this model were based on a model of capture that relies upon passing cars rather than the immediate surrounding population. These models of development built and shaped postwar Grants Pass, with auto-oriented development spreading along major arterials.

A different solution from auto-only orientation is to create complete walkable neighborhoods that can be ready for future transit. This model of development is not new—many cities have historic neighborhoods that grew as a result of walking and streetcars rather than automobile transit. It does not suggest losing the advantages of auto-oriented development but rather adds an extra dimension, using both the passing traffic and an intensification of land use to achieve viability for businesses. It offers multiple modes of customer capture, by foot, bicycle transit or automobile, and increases the potential base of customers for existing retail services within walking distance.

The basic difference in the two models is in access. Auto-only access requires large amounts of parking, as much as five spaces per thousand square feet of business, and large streets with high traffic volumes. Parking is a proxy for access and density. When all modes of transport are available, and parking is solved on a district-wide or neighborhood basis, individual sites can increase the building density and the leasable square footage, making the land itself more valuable to investors. Street widths can be smaller and more walkable and thus more attractive. Retail businesses can be financed and operated with fewer parking spaces if there is on-street parking and sufficient market support within biking and walking distance.

This urban development model does present a challenge for developers used to the requirements presented by credit tenants in suburban areas. Even chain retail and service companies that rely upon a suburban model of capture will locate based upon the car trips available or the density, income, and educational characteristics of the local area, and noticing this changing market demographic, national retailers such as Tesco, Wal-Mart and Staples are now developing small neighborhood stores that vary in size from 3,000 to 10,000 square feet. Typical services include small restaurants,

dry cleaners and personal services such as medical offices and hair salons.

The right amount of parking presents a chicken and egg problem for developers in that required parking can be reduced as a walkable neighborhood develops, but before all of the amenities and population are there, higher parking ratios may still be necessary. An approach that allows phasing is important in order to address developer risk and mitigate the need for more parking and the cost of parking. Projects that are built to maximize walkability can start with surface parking, in effect allowing for banking of some of the land used for surface parking to use later for higher value uses as the area develops, such as residential and commercial building space.

Area Demographic Change

The area within the urban growth boundary grew from an estimated 32,085 persons in 2000 to 37,928 persons in 2010.

An important aspect of the growth that has taken place is the change by age group. This is illustrated in the table and chart on the following pages. However some of this may have been due to annexation.

During the past ten years, there has been significant growth in the population over 55 years of age, and the greatest growth in the 55 to 74 year age groups. This

trend will continue and will dictate a need either for more walkable neighborhoods to allow aging in place without cars, or more standalone senior housing units and assisted living facilities.

The Coming Wave of Millennials

While the senior population will continue to grow, the next wave of change in the future is the cohort born since the 1980's, often called the Millennial generation. Currently, household size is declining, but as the Millennials age it is reasonable to expect household size to increase somewhat as they form families. According to recent research quoted in the Wall Street Journal regarding their preferences:

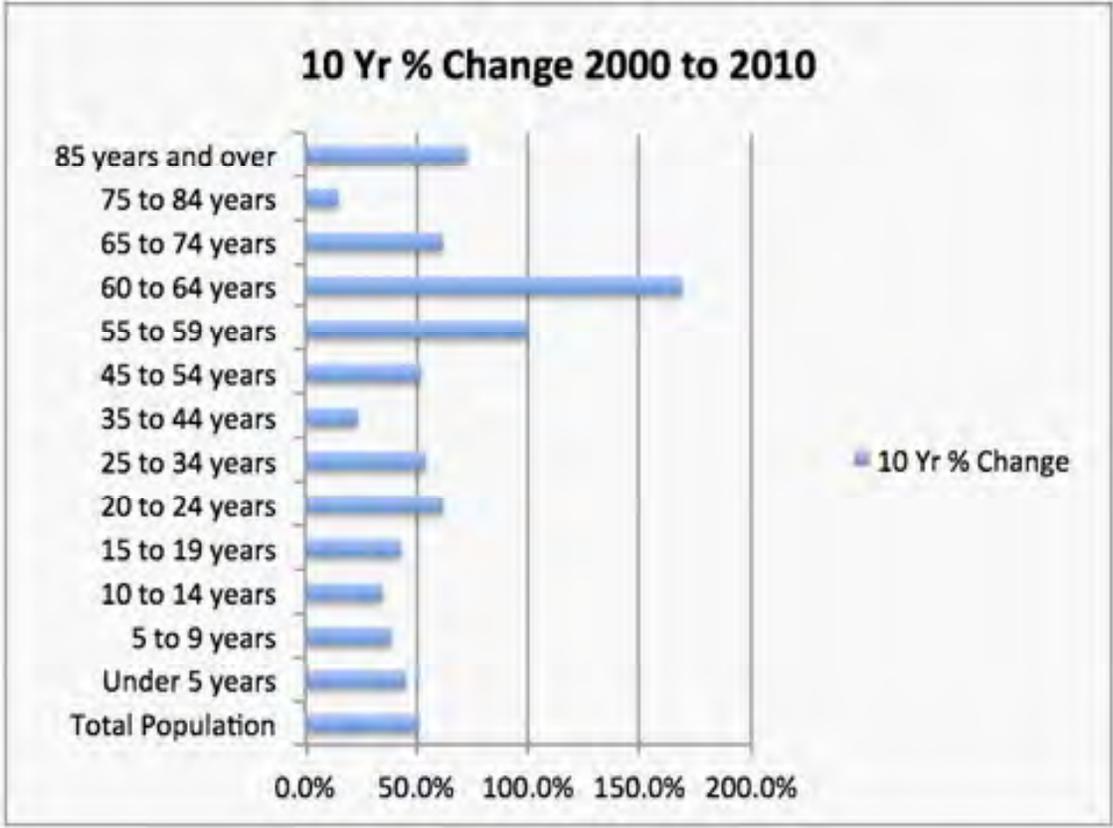
A key finding: They want to walk everywhere. Surveys show that 13% carpool to work, while 7% walk, said Melina Duggal, a principal with Orlando-based real estate adviser RCLCO. A whopping 88% want to be in an urban setting, but since cities themselves can be so expensive, places with shopping, dining and transit such as Bethesda and Arlington in the Washington suburbs will do just fine.

"One-third are willing to pay for the ability to walk," Ms. Duggal said. "They don't want to be in a cookie-cutter type of development. ...The suburbs will need to evolve to be attractive to Gen Y."

City of Grants Pass Census

Population by Age	2000	2010	Change
Total Population	23003	34533	11,530
Under 5 years	1,613	2,343	730
5 to 9 years	1,622	2,247	625
10 to 14 years	1,703	2,295	592
15 to 19 years	1,661	2,377	716
20 to 24 years	1,263	2,046	783
25 to 34 years	2,772	4,273	1,501
35 to 44 years	3,145	3,887	742
45 to 54 years	2,926	4,445	1,519
55 to 59 years	1,065	2,125	1,060
60 to 64 years	769	2,069	1,300
65 to 74 years	1,745	2,824	1,079
75 to 84 years	1,885	2,166	281
85 years and over	834	1,436	602
Households	9,736	14,313	4,577
Household Size	2.36	2.34	

Note: A portion of this City population change is attributed to annexation. Change in UGB population is almost exclusively attributed to new growth



City of Grants Pass Census

Kiplinger issued a report regarding living preferences of the Millennials:

The homes they buy will often be smaller, and on smaller lots, than typical. And no long commutes for them. Look for Gen Y'ers to seek close-in suburbs with a walkable urban center offering restaurants, shops and other gathering places. Some are even passing up car ownership altogether.

And, in a recent report by the Urban Land Institute, "Housing in America: The Next Decade," it was noted that many of the Millennials will choose outer suburbs only because of cost of living concerns:

Over the coming decade, many of those who move to the outer suburbs will do so reluctantly and will miss the sense of community and the amenities they value... This provides a major opportunity for developers to create new outer-edge communities with real town centers and urban amenities. Even on the outer edges, a compact, walk-able lifestyle that is affordable will be attractive to income-constrained young families, especially if it provides transportation alternatives.

Demographics of Housing Need

The tables to the right are data from the 2009 American Communities Survey giving a breakdown of housing use in the City of Grants Pass.

In Grants Pass in 2009, married family households were 45% of the population. All other households were a 55% majority of the population. 69% of households were one or two person households, with one-third of all households being one person. One person households were 88% of all non-family households. Except for married families, the majority of all other households lived in rental units. In total, 45% of all households lived in rental units. By 2011, ACS, this increased to a majority at 50.6% (ACS 3-year estimate). To understand what this might mean for housing, the demographics of income were evaluated.

Housing Prices

The median sales price from May through July of a house in Grants Pass was ±\$155,000. But the current year median asking price is ±\$313,000. The peak of housing pricing was in 2007, and has declined from there to current median sale values, but the drop in sales value does not mean all housing has declined as much as it reflects what is selling in a down economy. Houses requiring higher income are not selling because, as the 2010 income demographics indicate, the majority

The following tables are data from the 2009 American Communities survey giving a detailed breakdown of housing use.

Housing Units by Household	Families			Non-Family All Non Family
	Married-couple	Male No Spouse	Female No Spouse	
All Units	6,189	677	1,602	5,407
1-unit structures	5,337	492	1,178	2,863
2-or-more-unit structures	514	120	397	2,129
Mobile homes, other	338	65	27	415
Percent Single Family Units	86.2%	72.7%	73.5%	52.9%
Owner Occupied Units	4,487	252	496	2,364
Renter Occupied Units	1,702	425	1,106	3,043
Percent Rental	27.5%	62.8%	69.0%	56.3%

2009 Persons per Household			
Household Size	Family HH's	Nonfamily HH's	Totals
1-person household	-	4,783	4,783
2-person household	4,239	572	4,811
3-person household	1,748	52	1,800
4-person household	1,495	-	1,495
5-person household	709	-	709
6-person household	214	-	214
7-or-more person household	63	-	63
Totals	8,468	5,407	13,875
2 persons or fewer	4,239	5,355	9,594
Percent of Total	50.1%	99.0%	69.1%
3 persons or More	4,229	52	4,281
Percent of Total	49.9%	1.0%	30.9%

2009 American Communities Survey Data-Grants Pass

2009 Households by Income and Age	Age< 25	25-44	45-64	>65	Totals
< \$10,000	130	429	473	354	1,386
\$10,000 to \$14,999	114	310	583	700	1,707
\$15,000 to \$19,999	37	298	447	373	1,155
\$20,000 to \$24,999	25	296	220	377	918
\$25,000 to 29,999	74	405	251	222	952
\$30,000 to \$34,999	96	349	226	333	1,004
\$35,000 to \$39,999	37	212	290	195	734
\$40,000 to \$44,999	89	255	213	251	808
\$45,000 to \$49,999	93	168	292	171	724
\$50,000 to \$59,999	70	339	504	231	1,144
\$60,000 to \$74,999	21	455	425	197	1,098
\$75,000 to \$99,999	-	433	492	194	1,119
\$100,000 to \$124,999	26	92	222	70	410
\$125,000 to \$149,999	-	124	169	105	398
\$150,000 to \$199,999	-	46	98	25	169
\$200,000 Plus	-	57	80	12	149
Totals	812	4,268	4,985	3,810	13,875

2009 American Communities Survey Data-Grants Pass

of households do not have enough income to buy them in today's more stringent financing market. Grants Pass will need a new choice: an adequate supply of small houses or multifamily units of high quality that are attractive and respond to cost issues by efficient use of land and materials.

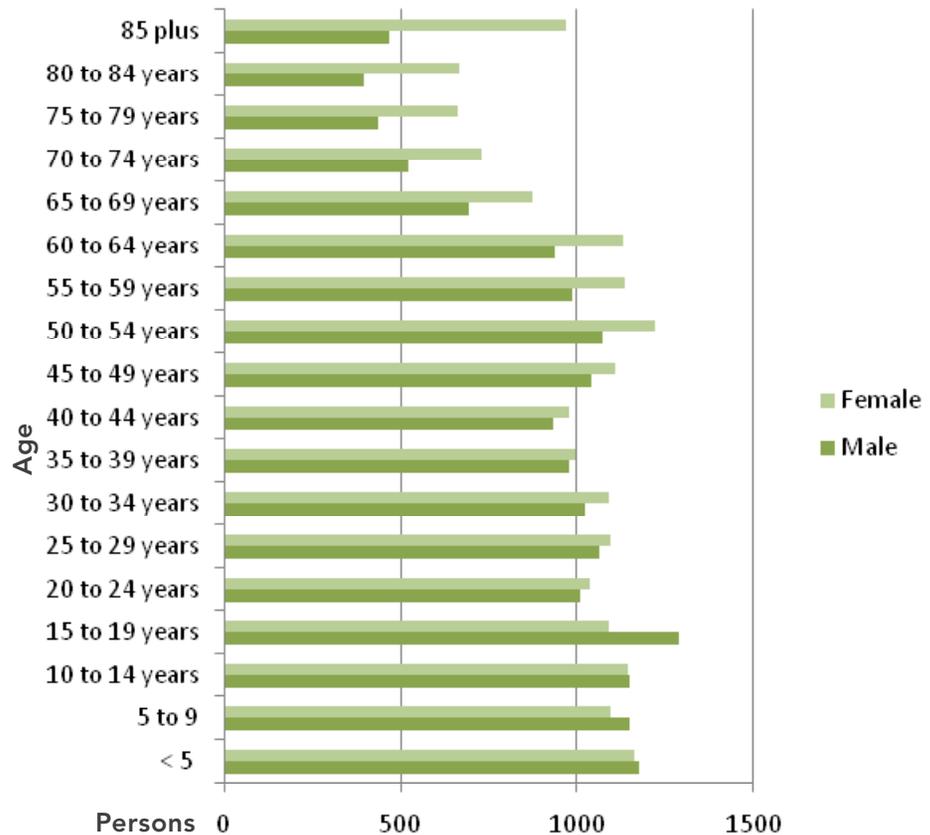
An Aging Population

Aging and gender by age are also considerations for housing, in that as families age women are outliving men, and the number of single women rises while income usually declines. The 2010 Census shows this trend seen in the chart below. By 2011 ACS, 94% of one person households were people over 35; 15% being 35-64 and 19% being 65 and older.

Households over retirement age may have a need for smaller units. If the units are not available, the choice is to age in place with increasing difficulty or move to assisted living. Women make up a majority of seniors and will have needs for accessible units, safety and grocery shopping in proximity to their homes. Currently, Grants Pass does not offer a wide range of units that would allow a majority of seniors to age in place without needing to drive a car, and a majority of low density single family housing does not address the needs of all households, including those who wish to age in place.

Creating housing that could meet needs, for this group, almost all of who have accumulated equity that could allow such a transition, requires smaller, quality units in a neighborhood matrix of services that are walkable. In 2010, the population over 65 was 18.6 percent of the total population, but almost 33 percent of households. Creating choices for these senior households that are attractive, safe, and walkable could also contribute to the market supply of these existing units and lessen the need for the creation of more new large lot housing, improving the quality of life choices for the seniors and alleviating development pressure on land in the UGB.

Taken together, the census data makes a demographic case for a mix of housing types that includes smaller lot housing at smaller sizes and at higher density than looking at existing housing stock would seem to indicate. Building complete neighborhoods with a variety of housing types makes a minimum average net density of 8 dwelling units an acre for single-family detached units very achievable. Town house units can be created at 11 units per acre to over 20 units per acre and still be self-parking. Multi-family buildings can range in density up to 35 units an acre without parking decks. By using land efficiently, with a variety of product types for the differing incomes and preferences of



Gender by Age in Grants Pass (2009 American Community Survey Data- Grants Pass)

households, it may be possible to meet the need for workforce housing without subsidy at a quality that maintains neighborhood standards.

Future Housing Projections

The City of Grants Pass adopted a population forecast in 2008 and is in the process of updating it in 2013 based on new county land forecasting from the Oregon Office of Economic Analysis. The city is also now planning for a 20-year UGB for 2013-2033 and an additional 10-year Urban Reserve for 2033-2043. That analysis is necessary to ensure an adequate land supply and planning for future housing. The forecast recognizes actual growth could be slower or faster.

Based upon the foregoing, in the next thirty years there could be an increase on households of between 6,300 and 7,700 households. The importance of this is that it confirms that there will be a market for housing in the city. It is useful to understand that the market will support future development, further, this means there will be residential support for neighborhood commercial uses.

Future development needs to respond to the following needs for all households in Grants Pass:

- Rentals for new households and workforce households
- Small lot, small-square-footage housing of high quality for first-time buyers and downsizing seniors

- Multi-family units for seniors who are no longer able to take care of a house
- Move-up housing at medium density for growing families
- Higher density townhouses for empty-nester couples, double-income-no children couples, and single women who have achieved financial stability
- Larger houses to respond the market of higher-income larger household-size families needing space
- Houses that respond to an upper income bracket desire for amenity and luxury
- Housing that is accessible to those with disabilities

This need not take place in each neighborhood, but it is possible to fulfill some of these goals in the study areas. For a compact neighborhood design, the mix could also include retail and service space, employment space, and institutional space such as a small post office, a church, a small healthcare clinic or medical offices, etc. In programming all of these uses together, the amount of retail should be governed by the local capacity to support it on-site with some amount of drive-by business—the goal would be to offer enough services to make everyday life simpler, but not to create a destination that competes with the city center. A jobs housing balance would

suggest creating space such that those who live in the area could choose to walk to work.

Aging in place is a trend driven by cost in part, and by the desire of seniors, particularly baby boomers, to remain independent. Many retiring boomers are looking for places with a favorable climate and recreational opportunities, and with a low cost of living and services within walking distance so that the inability to drive does not necessitate moving to some sort of assisted living. Taken together with the Millennials' desire to walk and bike rather than drive everywhere for all trips, this offers the opportunity for creating neighborhoods with amenities and that appeal to the two largest demographic market segments in the country, and an opportunity for Grants Pass to capture both segments. The current demographics indicate a housing market that was built at a time when the majority of households had children and were three persons or more. Now it is the opposite, almost 70 percent of households are two persons or fewer, and the local housing market lacks the choices that would address this change.

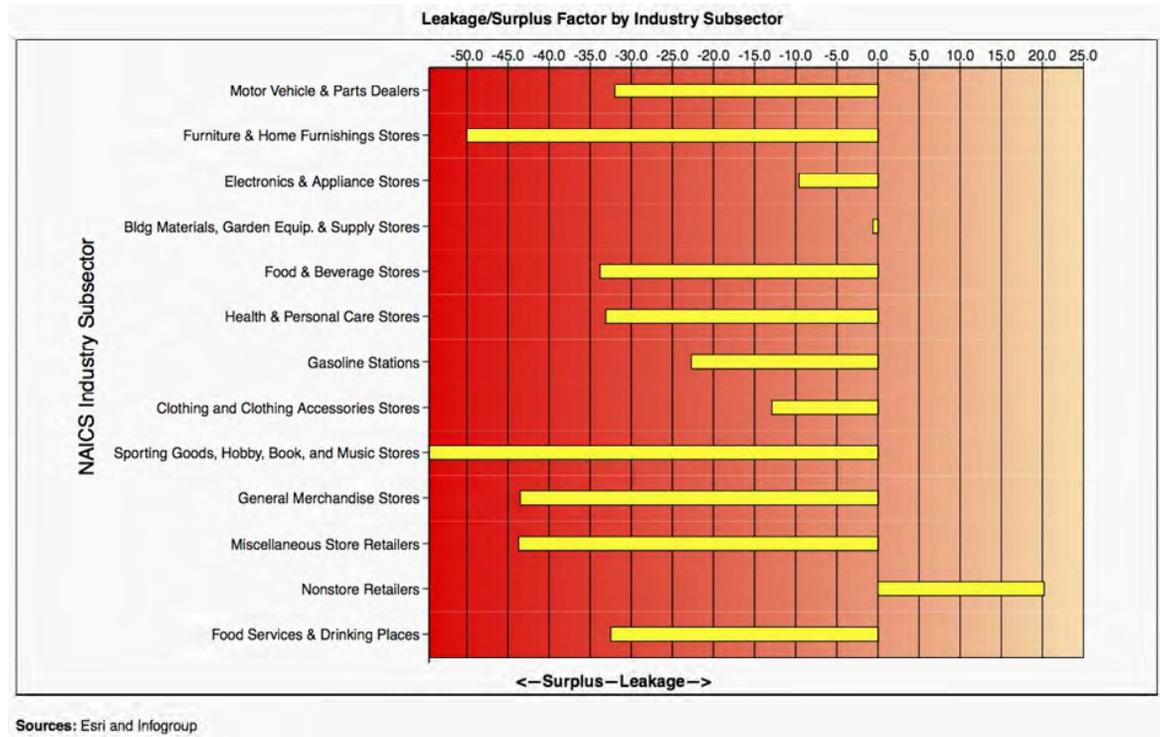
Meeting Future Needs Through Compact Neighborhood Design

For a compact neighborhood design, a mix and range of housing types could also include retail and service space, employment space, and institutional space such as a small post office, church, or medical offices. In programming these uses together, the amount of retail should be governed by the local capacity to support it on-site with some amount of drive-by business—the goal would be to offer enough services to make everyday life simpler, but not to create a destination that competes with the city center.

Retail Sales in Grants Pass

Spending and sales data from ESRI Business Information Services shows that Grants Pass is still a local area draw for retail spending by those outside the city (see chart)

What this chart illustrates is that in every category except non-store retailers, Grants Pass retail stores within a ten minute drive time of the crossing of Highway 99 and Highway 260 sell more than the local demand can support—in other words, people from outside the city are driving to shop at these stores. Total retail demand (what people locally have available to spend) was over \$351.5 million in 2010 and sales for 2010 were estimated at over \$707 million. This indicates that future retail growth will be limited to that which can be supported by population change in the city and its wider capture area.



Taking the 6,300 and 7,700 households that are projected after 30 years, this growth by itself would support between 300,000 square feet and 500,000 square feet of new retail use without including the impact of growth in the micropolitan area outside of Grants Pass that might come to town to shop. If the pattern of surplus in the charts continues, future retail space demand could be 10 to 50 percent higher depending upon the category. This estimate is not the equivalent of the land use in the comprehensive plan—it is a market

estimate of what may be possible and could be accomplished on parcels varying from 7 acres to 46 acres depending on the intensity of development and the level of sales per square foot.

The study areas will not be the only places to develop, and for the health of the downtown, much of the future housing and urban amenities should be planned for in the center of the city and near the riverfront.

Grants Pass Covered Employment (includes Redwood, and Fruitdale/Harbeck)

	2003	2005	2007	2009	Change 03 to 09
Agriculture, Forestry, Fishing and Hunting	39	74	16	269	230
Mining, Quarrying, and Oil and Gas Extraction	1	-	-	25	24
Utilities	82	88	87	99	17
Construction	752	990	937	485	(267)
Manufacturing	1,759	2,126	2,099	1,056	(703)
Wholesale Trade	672	829	993	612	(60)
Retail Trade	2,975	3,309	3,451	3,280	305
Transportation and Warehousing	216	251	297	701	485
Information	309	347	351	339	30
Finance and Insurance	673	700	762	602	(71)
Real Estate and Rental and Leasing	292	291	297	276	(16)
Professional, Scientific, and Technical Services	395	438	416	543	148
Management of Companies and Enterprises	125	64	68	316	191
Administration, Waste Mgmt, Remediation	757	763	626	844	87
Educational Services	838	878	877	1,021	183
Health Care and Social Assistance	2,645	2,935	3,409	3,249	604
Arts, Entertainment, and Recreation	143	165	180	292	149
Accommodation and Food Services	1,919	2,085	2,183	2,047	128
Other Services (excluding Public Administration)	636	780	767	741	105
Public Administration	1,461	951	799	626	(835)
Totals	16,689	18,064	18,615	17,423	734

Employment Trends Across Sectors

Employment Overview

Employment in Grants Pass has suffered from the national downturn, as have most of the cities in Oregon. The trends in employment for the city are shown in the table to the left and on the following pages.

While Grants Pass has not yet recovered from the downturn, it is on the way back up. The loss in employment is in four sectors: construction, manufacturing, wholesale trade, and public administration. Construction and manufacturing may be entirely due to the national financial crisis that has resulted in a lack of financing for new construction, and downturn in the demand for a variety of manufactured goods. The shift in manufacturing is not a long-term trend in Grants Pass—manufacturing rose until the crash in 2007, indicating that other factors are in play.

In planning new nodes for residential, employment and retail service uses, an examination of where people live in relation to where they are employed can reveal wider area trends in employment and enable an evaluation of whether new employment space within the city is likely to attract employees and businesses. To understand this, we collected data from the US Census Local Employment Dynamics on the inflow and outflow of the labor force locally.

Grants Pass had 17,423 jobs (covered employment) in 2009. Meanwhile, the labor force with jobs living in Grants Pass was 12,978. Of those 12,978, 6,627 were employed in Grants Pass and 6,351 lived in Grants Pass but commuted elsewhere. Stated in terms of jobs and not labor force within the city, of all jobs in Grants Pass 6,627 were filled by residents of the city, and 10,796 were filled by people living outside the city in 2009.

Since 2003, those employed in and living in Grants Pass declined by 669, while those living outside the city working in Grants Pass increased by 1,403. The figures for those living outside the city were likely affected by annexation. This pattern of change is detailed in the table below. This analysis indicates an opportunity as gasoline prices rise to capture more employees as city residents.

Grants Pass Covered Employment (includes Redwood, Oregon)

Inflow and Outflow of Employment	2003	2005	2007	2009	Change 03 to 09
Living in the Selection Area	12,885	13,440	14,103	12,978	93
Net Job Inflow (+) or Outflow (-)	3,804	4,624	4,512	4,445	641
In-Area Labor Force Efficiency (All Jobs)					
Living in the Selection Area	12,885	13,440	14,103	12,978	93
Living and Employed in the Selection Area	7,296	7,756	7,614	6,627	(669)
Living in the Selection Area but Employed Outside	5,589	5,684	6,489	6,351	762
In-Area Employment Efficiency (All Jobs)					
Employed and Living in the Selection Area	7,296	7,756	7,614	6,627	(669)
Employed in the Selection Area but Living Outside	9,393	10,308	11,001	10,796	1,403

Employment Trends- Inflow and Outflow

Grants Pass Micropolitan Area Statistics (Bureau of Economic Analysis)

	Year	2003	2004	2005	2006	2007	2008	2009
Income by place of residence (thousands of \$\$)								
Personal income (thousands of \$\$)		1,874,176	1,974,270	2,081,223	2,241,734	2,346,084	2,402,204	2,429,273
Nonfarm personal income 1/		1,871,513	1,969,643	2,076,923	2,239,268	2,346,549	2,406,057	2,432,773
Farm income 2/		2,663	4,627	4,300	2,466	(465)	(3,853)	(3,500)
Population (persons) 3/		78,285	79,080	79,834	80,632	80,693	81,174	81,026
Proprietors' income 8/		211,790	218,523	226,687	237,393	222,779	192,368	179,541
Farm proprietors' income		(114)	1,668	1,012	(753)	(3,889)	(7,333)	(7,200)
Nonfarm proprietors' income		211,904	216,855	225,675	238,146	226,668	199,701	186,741
Total employment		35,367	37,065	38,506	39,534	39,739	38,860	37,010
Wage and salary employment		24,751	25,777	26,705	27,420	27,003	26,229	24,403
Proprietors employment		10,616	11,288	11,801	12,114	12,736	12,631	12,607

Micropolitan Area Statistics

Micropolitan Area Employment

Grants Pass is part of a larger metropolitan area, but the US Bureau of Economic Analysis (BEA) also creates data on micropolitan areas of which Grants Pass is one. The value of BEA data is that it shows all employment as opposed to only covered employment and includes proprietors and self-employed not in covered employment statistics.

In the Grants Pass micropolitan area, employment grew by 1,643 jobs between 2003 and 2010. One interesting facet of the employment market in the Grants Pass micropolitan area is that self-employed entrepreneurs are helping to make a difference in growth. While wage and salary employment (covered employment) declined by 348 jobs, proprietors employment grew by over 1,991 jobs during the same period, offsetting losses elsewhere. This might suggest that the city look at policies for encouraging new self-employed businesses—the study sites may be potential locations¹.

Note: After the 2010 Census data, Grants Pass is designated as part of a metropolitan area.

¹ Covered Employment is employment covered by State of Oregon Unemployment Insurance and Federal Unemployment Insurance. Non-covered employment includes sole proprietors, self-employed individuals and others, such as the officers of S-corporations who are not subject to state or federal unemployment insurance.

TRANSPORTATION

The following includes transportation-related existing conditions, opportunities for transportation facilities, connectivity, and constraints for all modes in the project study area at the western edge of the City of Grants Pass. The information provided is a review of the existing multimodal transportation network, public transit services, operations, and collision history within the project study area.

Project Study Area

The general scope for traffic analysis will incorporate the area south of the Rogue River, west of Dowell Road, and north and east of the draft UGB expansion. Figure 1 illustrates the road network of the study area, including study intersections.



Fig. 1: Study Area

Existing Transportation Facilities

The Grants Pass Urban Area Master Transportation Plan (TSP) documents the existing transportation system, including roadway functional classifications and multi-modal elements, for the City of Grants Pass UGB. The city will be updating its TSP in conjunction with the UGB expansion. Table 1 provides information on facilities within the study area, including roadway cross-section, traffic volumes, and accommodation of pedestrians and cyclists.

Redwood Highway carries the highest level of vehicular traffic of any road within the study area, with nearly twice the volume of the next busiest road. Although the daily traffic shown represents volume at the center of the study area, daily traffic varies along the corridor. ODOT’s 2009 Transportation Volume Tables show that .02 miles east of Dowell Road (just outside the study area), the daily volume is 23,200. Volumes on Redwood Avenue vary through the study area, with the highest volume occurring just west of Willow Lane.

Dowell Road and Hubbard Lane have a cross-section wider than two lanes, with Dowell Road carrying a center turn lane through the entire study, from Redwood Avenue to Redwood Highway. Hubbard Lane includes a left turn pocket at the intersection with Redwood Highway. Most streets lack sidewalks, with notable exceptions being Darneille Lane and Willow Lane (between

Roadway	Classification	Posted Speed	Daily Traffic	Cross Section	On-Street Parking	Sidewalks	Bike Lanes
Redwood Highway ^a	State Highway	50 mph	14,000	5 Lanes	No	No	Shoulder
Redwood Avenue	Arterial	40 mph	7,200 ^b	2 Lanes	No	Partial	Shoulder
Demaray Drive	Rural Residential	45 mph	-	2 Lanes ^c	No	No	Shoulder
Leonard Road	Collector	45 mph	300 ^d	2 Lanes	No	No	No
Darneille Lane	Collector	45 mph	2,100 ^b	2 Lanes	No	Yes	No
Hubbard Lane	Collector	35 mph	2,400 ^e	2 Lanes	No	Partial	No
Willow Lane	Arterial ^f	30-35 mph	2,100 ^d	2 lanes	No	Partial ^g	Partial
Dowell Road	Arterial	35 mph	1,930 ^d	3 Lanes	Some	Yes	Yes

Source: *Grants Pass Urban Area Master Transportation Plan* (adopted December 1997, last revised by ordinance 2008), various traffic counts 2006-2010, aerial photos

^a Redwood Highway is also a designated National Highway System route, Freight Route, Truck Route, and Expressway. Daily traffic from ODOT 2009 Transportation Volume Tables, measured .02 miles west of Willow Lane

^b Josephine County Public Works count, 2009

^c Demaray Drive is one lane, one way eastbound east of Willow Lane

^d Josephine County Public Works count, 2006

^e Josephine County Public Works count, 2010

^f Willow Lane is a collector north of Redwood Avenue, and an arterial south

^g Willow Lane features sidewalks and bike lanes between Redwood Avenue and Leonard Road

Table 1: Study Area Roadway Characteristics and Cross Sections

Leonard Road and Redwood Avenue for both streets) and Dowell Road. This section of Willow Lane contains bike lanes, as well as Dowell Road; bicycle facilities are generally nonexistent in the rest of the study area, although many roads have stretches of shoulder that can serve as bikeway.

Access Management

The Oregon Highway Plan specifies access spacing standards for all state facilities that vary by roadway classification, posted speed, and location. Under ODOT’s state highway classification system, Redwood

Highway is a Statewide Highway with an Expressway classification. For Expressways with a posted speed of 50 mph in an urban setting, the access spacing standard is 2,640 feet, center to center on the same side of the roadway².

The City of Grants Pass has its own access management standards that also vary depending on functional class, and are described in Table 2.

²Oregon Highway Plan, Oregon Department of Transportation, 1999.

The benefits of access management standards typically include improved traffic flow, fewer vehicle conflicts, and reduced collisions. Evaluation of actual current access spacing on study area corridors, using the applicable access spacing standards, is summarized in Table 3.

With the exception of Redwood Highway and Demaray Drive, access spacing standards are not generally met within the study area. Redwood Avenue in particular features closely spaced driveways along both its north and south frontages, and several accesses that are well within the standard 150 feet of intersecting streets.

Current Transit

Josephine Community Transit (JCT) provides weekday fixed-route transit service through the study area on Route 10, which connects Rogue Community College with downtown Grants Pass. Route 10 travels on Demaray Drive, Redwood Highway, and Dowell Road, and operates on 30-minute headways between the hours of 6:30 a.m. and 7:00 p.m. Monday through Friday. Dial-a-ride service for those who are unable to use the fixed route service is also available on the same days and hours within 3/4 mile on each side of the existing transit routes. Transit service is not available on weekends.

Street Facility	Minimum spacing of roadway to driveway	Minimum spacing of driveway to driveway
Arterial	150 feet	22 feet
Collector	100 feet	22 feet
Neighborhood/Local	20 feet	22 feet ^a

Source: City of Grants Pass Development Code Article 27, adopted 1983, last amended 2011.

^a Driveway separation may be as low as 5 feet for single and two-family dwellings

Table 2: City of Grants Pass Spacing Standards

Roadway	Jurisdiction	Segment length within study area	Accesses	Average spacing per access	Accesses not meeting standard
Redwood Highway	ODOT	5,310 feet	3	2,120 feet	1
Redwood Avenue	City	5,240 feet	76	130 feet	15
Demaray Drive	City	3,820 feet	16	420 feet	0
Leonard Road	City	2,660 feet	38	130 feet	3
Darneille Lane	City	2,620 feet	23	210 feet	3
Hubbard Lane	City	4,540 feet	51	170 feet	5
Willow Lane	City	4,780 feet	48	190 feet	6
Dowell Road	City	1,390 feet	19	130 feet	2

Source: DKS Associates, 2011.

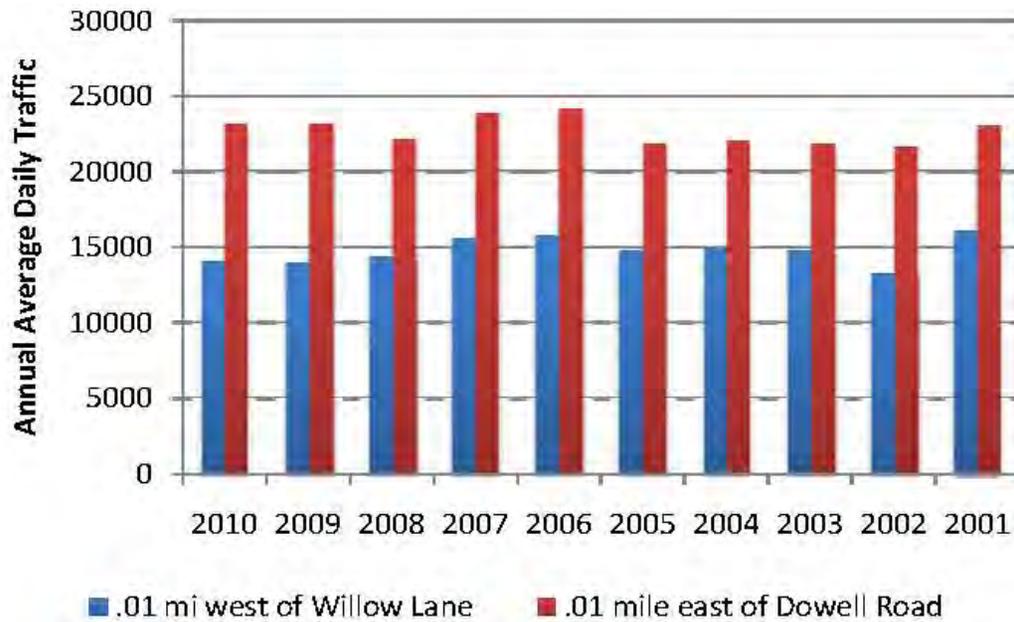
Table 3: Access Spacing on Key Roadways within Study Area

Traffic Volumes

The most recent average daily traffic counts for study area streets, where available, are given in Table 1. For Redwood Highway, ODOT provides annual traffic counts at certain highway milepoints, including one location at the center of the study area, .01 miles west of the intersection with Willow Lane, and one location just to the east of

the study area, .01 miles east of Dowell Road. Figure 2, on the following page, shows trends in average daily traffic along Redwood Highway over 2001-2010, the most recent ten years for which data is available.

Annual average daily traffic (AADT) on Redwood Highway at the center of the study area (.01 miles west of Willow Lane) followed



Source: ODOT Transportation Volume Tables, 2001-2010

Figure 2: Historic Daily Traffic Volumes along Redwood Highway (US 199)

a slight downward trend over the years 2001-2010, dropping from 16,100 AADT in 2001 to 14,100 in 2010. Traffic volumes on Redwood Highway just east of Dowell Road were flat over the same period, with 23,000 AADT in 2001 and 23,200 in 2010.

Traffic Safety

Collision data was collected for the study intersections and classified by severity and type. The accident rate for each intersection was also calculated to provide a comparison of intersections with different vehicle volumes. Table 4 presents collision

data grouped by severity of incident, along with equivalent accident rates for each intersection per million entering vehicles (MEV). A collision rate greater than 1.0 generally indicates a safety-related problem that should be evaluated further.

One pedestrian fatality occurred at the intersection of Redwood Highway and Hubbard Lane. Within the study area, the only pedestrian crossing treatments are at the signalized intersection of Redwood Highway and Dowell Road. The segment of Redwood Highway to the west of Dowell Road, which is over a mile long to the west end of the study area, presents a significant barrier to safe pedestrian crossings. The increased urbanization to the south of Redwood Highway contemplated in the Neighborhood Centers project highlights the importance of ongoing safety improvements at this intersection.

The collision rate at the intersection of Redwood Highway and Dowell Road exceeds 1.0 per MEV, with 28 total collisions over the 2006-2010 period. Other study intersection collision rates are over 0.8 per MEV, including the Redwood Avenue/Dowell Road intersection, with 13 total collisions over the five-year period. Information on collision types, shown in Table 5, provides additional detail on the nature of incidents occurring at each intersection.

The Dowell Road intersection with Redwood Avenue features a high proportion of rear-end collisions, which are often caused by unanticipated stops or turning movements. The Dowell Road intersection with Redwood Highway also shows a high level of rear-end collisions, as well as turning movement collisions. These two intersections also have the highest number of adjacent accesses not meeting the City of Grants Pass access spacing standard of 150 feet for Arterial intersections: the Dowell Road/Redwood Avenue intersection has 8 accesses not meeting the standard, and the Dowell Road/Redwood Highway intersection has 5. As the study area continues to develop, consolidating and removing tightly spaced driveways may improve safety at these two intersections. The correlation between access spacing conditions and collisions at study area intersections is illustrated in Figure 3.

Intersection	Fatal	Injury	PDO ¹	Total	Collision Rate ²
Leonard Road/Darneille Lane	-	1	-	1	0.25
Redwood Avenue/Darneille Lane	-	4	-	4	0.25
Redwood Highway/Hubbard Lane	1	1	1	3	0.11
Demaray Drive/Hubbard Lane	-	2	-	2	-
Leonard Road/Willow Lane	-	3	1	4	0.98
Redwood Avenue/Willow Lane	-	3	3	6	0.38
Redwood Highway/Willow Lane	-	3	2	5	0.18
Demaray Drive/Willow Lane	-	-	-	-	0.00
Redwood Avenue/Dowell Road	-	6	7	13	0.84
Redwood Highway/Dowell Road	-	12	16	28	1.03

Source: Collected by DKS Associates, 2011, Oregon Department of Transportation collision data, January 2006-December 2010.

¹ Property damage only

² Collisions per million entering vehicles (MEV). No volume data available for Demaray Drive

Table 4: Intersection Collisions by Severity

Table 5: Intersection Collisions by Type

Intersection	Pedestrian	Other	Angle	Rear-End	Backing	Turning
Leonard Road/Darneille Lane	-	1	-	-	-	-
Redwood Avenue/Darneille Lane	-	1	3	-	-	-
Redwood Highway/Hubbard Lane	1	-	-	2	-	1
Demaray Drive/Hubbard Lane	-	-	-	1	-	-
Leonard Road/Willow Lane	-	-	2	-	1	1
Redwood Avenue/Willow Lane	-	-	1	1	1	3
Redwood Highway/Willow Lane	-	3	-	-	-	2
Demaray Drive/Willow Lane	-	-	-	-	-	-
Redwood Avenue/Dowell Road	-	1	1	10	-	1
Redwood Highway/Dowell Road	-	2	5	11	-	10

Source: Collected by DKS Associates, 2011, Oregon Department of Transportation collision data, January 2006-December 2010.

Table 5: Intersection Collisions by Type

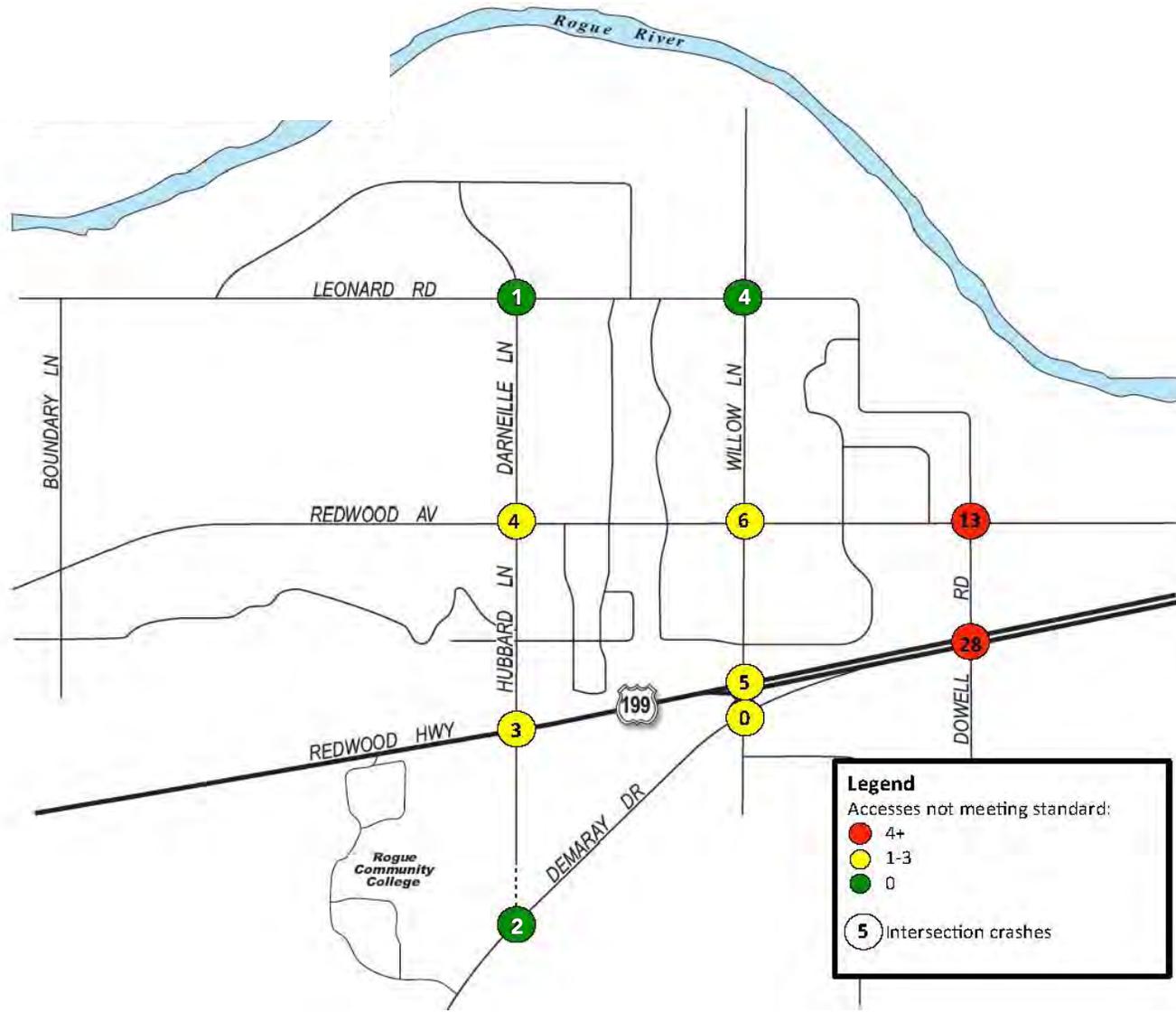


Figure 3: Relationship Between Access Spacing and Collisions

PUBLIC FACILITIES AND SERVICES

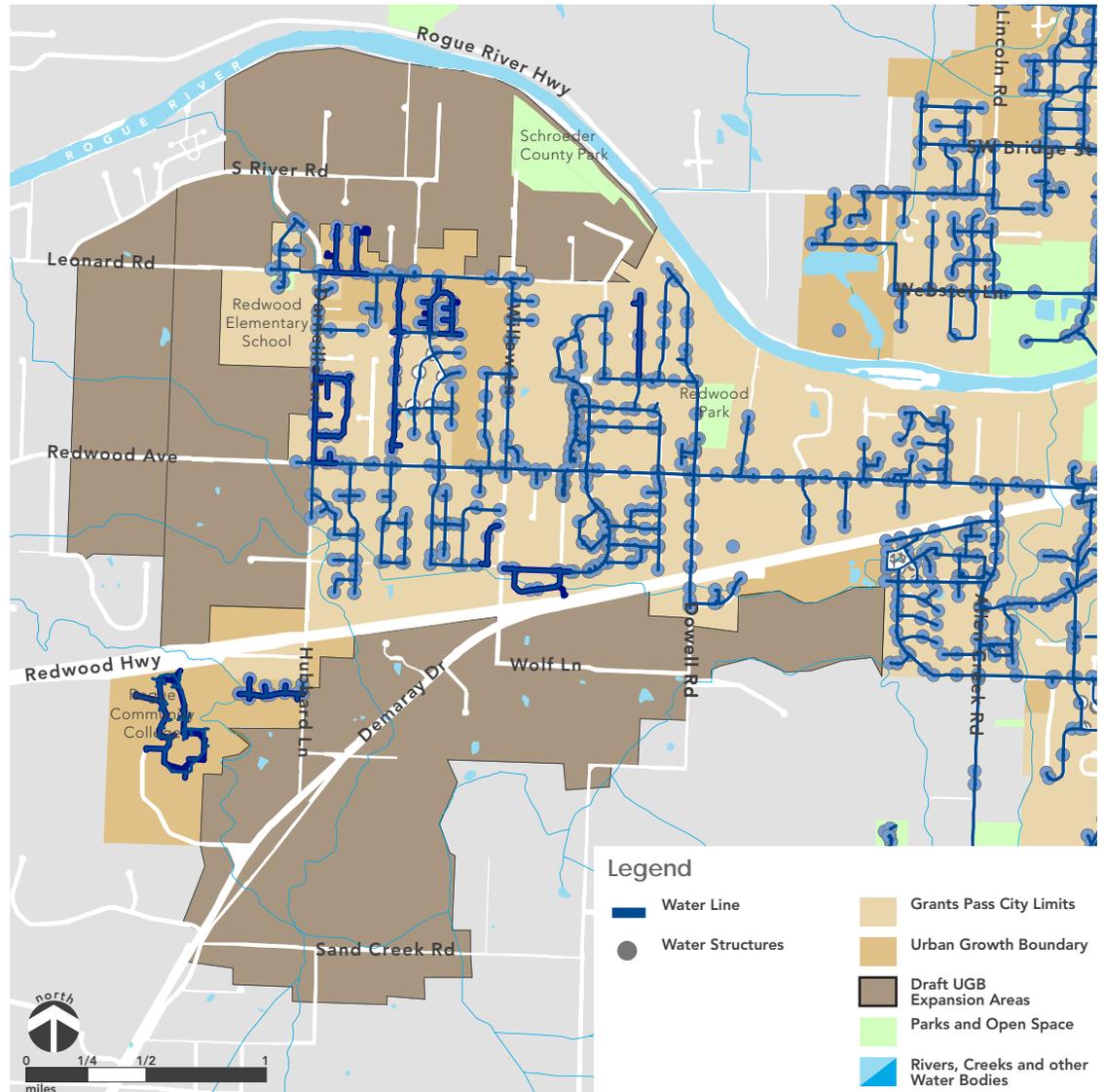
The following is a summary of the relationship of existing utility services to the proposed study areas. Information for this assessment was based on review of existing City mapping, master plan documents, and interviews with City Planning and Public Works staff. The primary utilities addressed include:

- Water
- Sanitary Sewer
- Storm Sewer
- Gas and Power

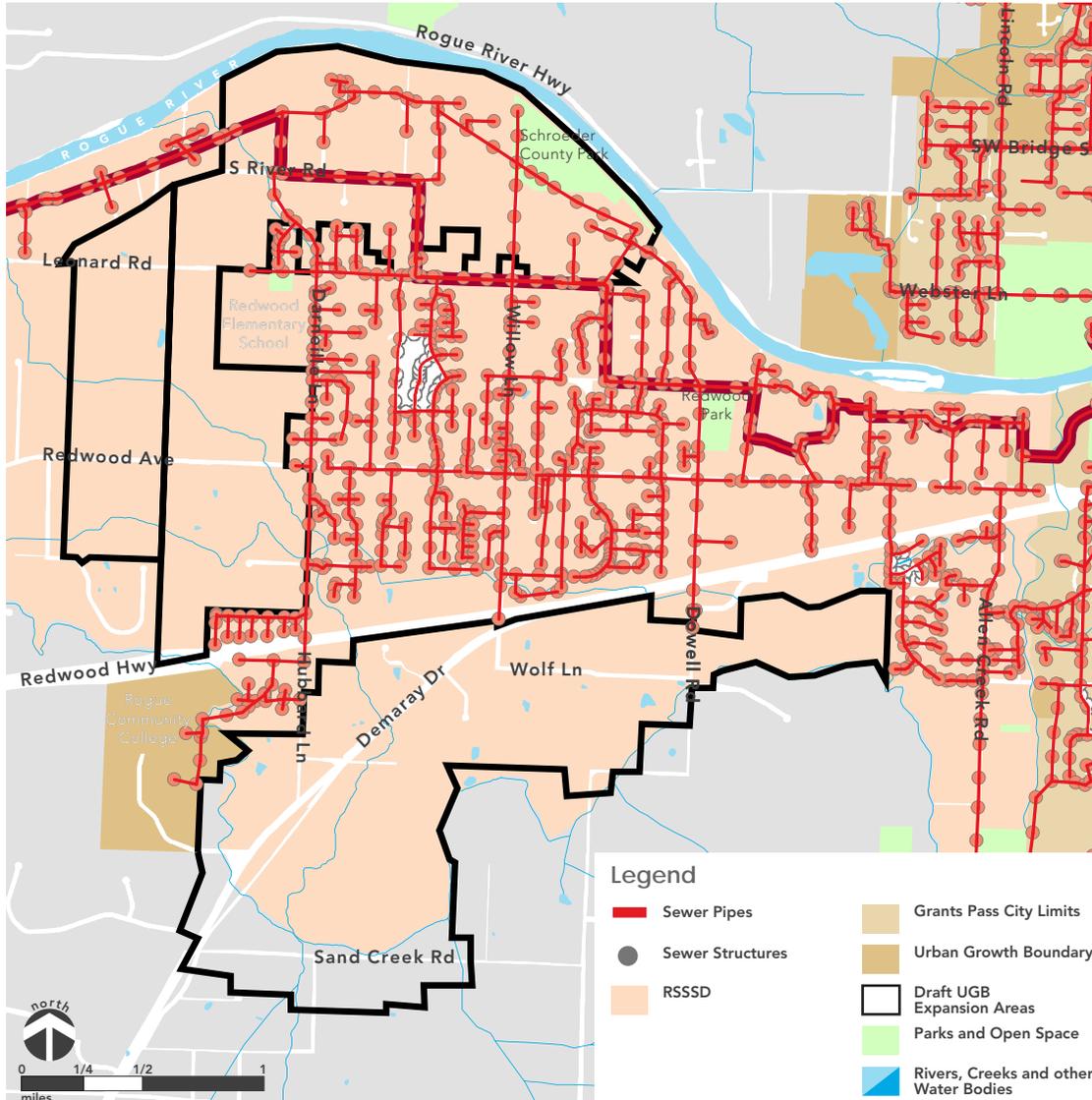
Water

Water for the City is supplied by a centralized water treatment facility that withdraws surface water from the Rogue River. Current capacity of the water treatment plant is 18 million gallons per day (MGD) with available water rights up to 57 MGD. The current water distribution master plan addresses improvements necessary for full build out of all areas within the existing UGB. The master plan will be updated to include UGB expansion areas.

Most areas within the UGB are served by the City's water distribution system with a few areas served by community water systems or private wells. Areas outside the UGB rely on private wells and community water systems to supply water.



Drinking Water Utilities



Sanitary Sewer Utilities

Sanitary Sewer

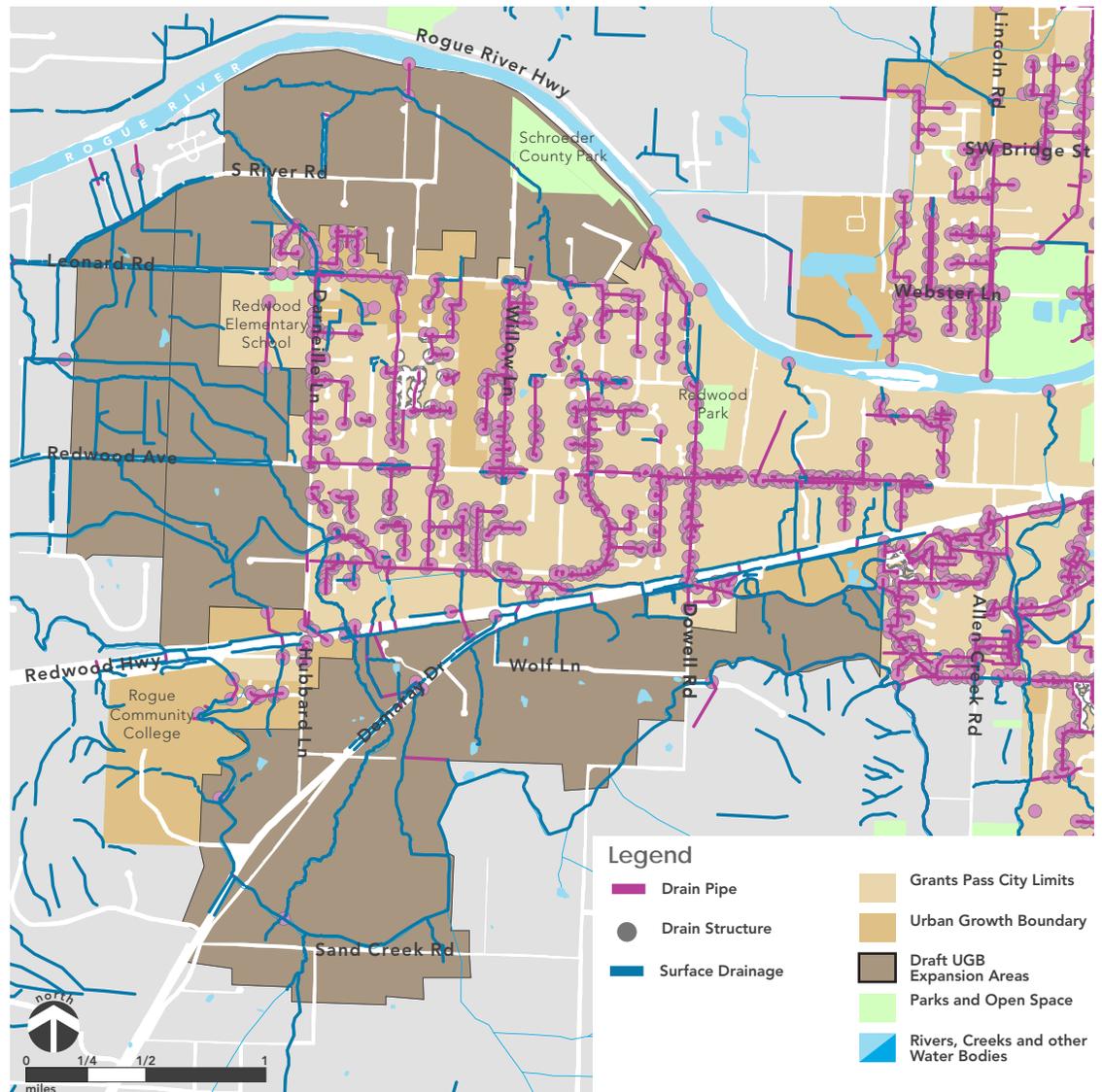
The City operates a central wastewater treatment plant along the northern bank of the Rogue River and near the city center. Most of the area within the UGB is serviced by the City's municipal wastewater system. However, the Redwood area is serviced by the Redwood Sanitary Sewer District (RSSD). RSSD operates a collection system that pumps to the City's wastewater treatment plant.

Other than the northerly portion of Area V, areas outside the current UGB are not served by public sewer. The collection system master plan will be updated to include UGB expansion areas.

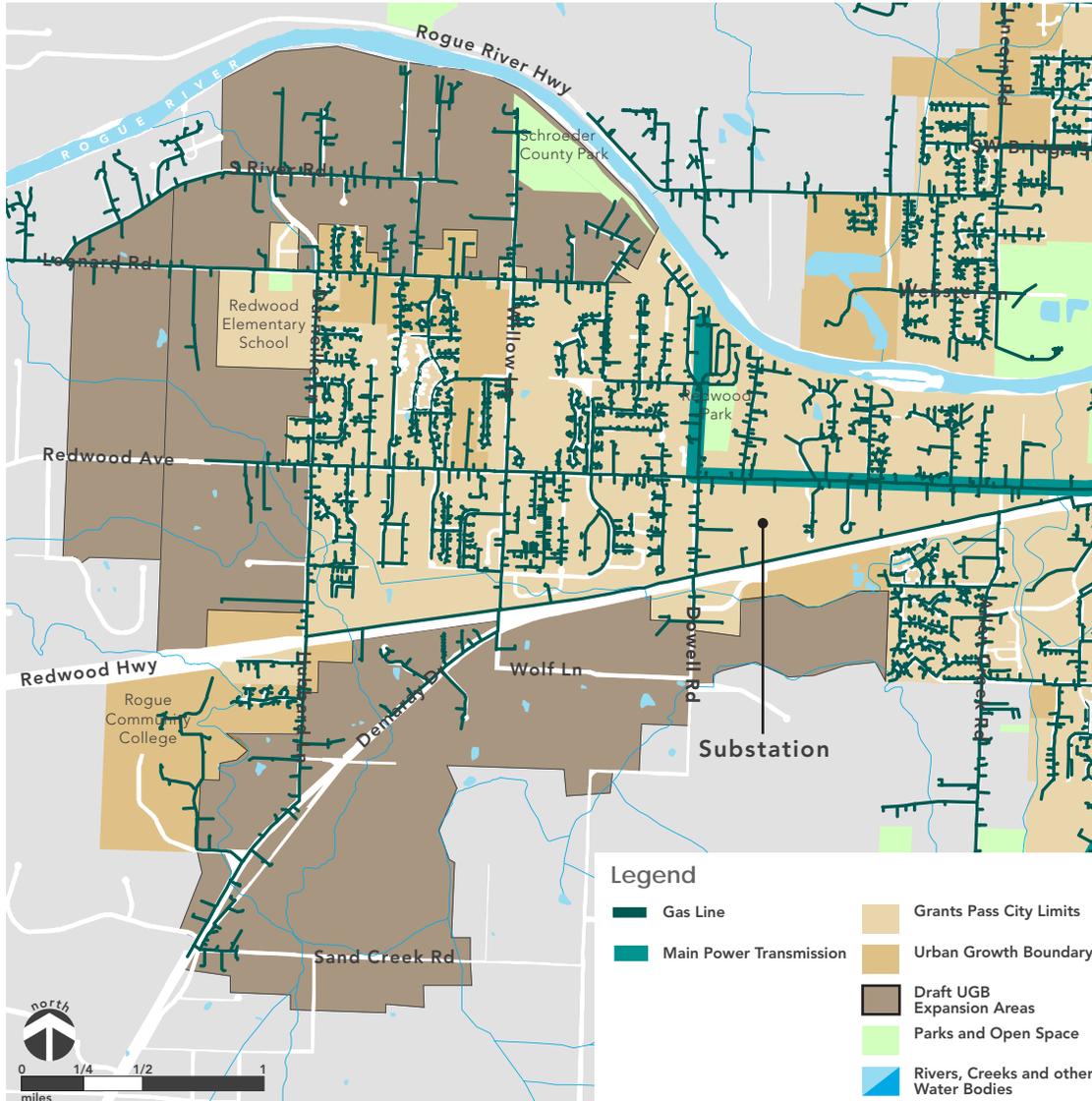
Storm Sewer

The study areas lie within the Sand Creek drainage basin and rely primarily on overland flow, and a system of ditches and culverts that discharge directly to the Rogue River. The system also has interconnections with Grants Pass irrigation district (GPID) canals. Some stormwater conveyance improvements are underway along the western edge of the existing UGB.

The stormwater master plan will be updated to include UGB expansion areas.



Storm Drain Facilities



Gas and Power Utilities

Gas and Power

Gas and power utilities are currently provided to much of the planning areas. Individual utilities will identify improvements based on development plans and funding availability. Power is supplied throughout the valley by Pacific Power. A new substation has recently been constructed south of Redwood Avenue and east of Dowell Road, and other improvements would be based on anticipated demand.

