

Chapter 2

Previous Work/Background Studies

Overview

This chapter reviews existing transportation policies and standards to ensure that the County Transportation System Plan and its recommendations will reflect and be consistent with state transportation planning policies and standards, and coordinated with plans of other local jurisdictions in the County (Grants Pass and Cave Junction). Transportation planning requirements as laid out by the State of Oregon's Transportation Planning Rule (TPR) and other statewide transportation planning documents and programs are first summarized, followed by a summary of existing transportation plans and policies from the County and its cities. Areas that may need attention in order to comply with state requirements are identified.

Statewide Plans and Policies Relating to Transportation

Oregon Transportation Planning Rule (TPR) (1991)

As applicable to Josephine County, the TPR requires local jurisdictions to develop a transportation system plan (TSP) to accommodate future travel demand resulting from adopted land use. The plan must accommodate all travel modes in use within the County, be consistent with the *Oregon Transportation Plan*, and coordinated with federal, state and local agencies, as well as various transportation providers.

In brief, TPR requires every local TSP to assess existing facilities for their adequacy and deficiencies; develop and evaluate system alternatives needed to accommodate land uses in the acknowledged comprehensive plan; and adopt local land use regulations to support implementation of the preferred alternative. The County TSP must also ensure its functional classification system is consistent or compatible with those applying to facilities maintained by adjacent jurisdictions.

Oregon Transportation Plan (OTP) (1992)

The Oregon Department of Transportation (ODOT) utilizes several planning documents to guide transportation planning efforts and transportation system improvements in the state. The *Oregon Transportation Plan* (OTP) is ODOT's guiding policy document, driving all transportation planning in Oregon. Separate modal plans serve as individual elements to the OTP. The elements of the OTP provide a framework for cooperation between ODOT and local jurisdictions and offer guidance to cities and counties for developing local modal plans through their transportation system plans. The following table lists the different modal plans that have been established and the year the plan was adopted by the Oregon Transportation Commission (OTC).

The Oregon Transportation Commission (OTC) adopted the *Oregon Transportation Plan* in September 1992. The OTP has three elements: (1) Goals and Policies; (2) Transportation System; and (3) Implementation. The OTP meets a legal requirement that the OTC develop and maintain a plan for a multimodal transportation system for Oregon, as prescribed in the Transportation Planning Rule. Further, the OTP implements the Federal Intermodal Surface Transportation Efficiency Act (ISTEA) requirements for the state transportation plan. The OTP also meets land use planning requirements for State agency coordination and the Oregon Administrative Rule on transportation planning (the TPR). This rule requires ODOT, the cities, and the counties of Oregon to cooperatively plan and develop balanced transportation systems. The OTP provides the overall transportation planning framework with which local TSPs must be consistent.

Table 2-1
Adopted Elements of the Oregon Transportation Plan

Oregon Transportation Plan or Plan Element	Year Adopted
Oregon Transportation Plan	1992
Bicycle/Pedestrian Plan	1995
Transportation Safety and Action Plan	1995
Public Transportation Plan	1997
Highway Plan	1999
Aviation System Plan	2000
Rail Freight and Passenger Plan	2001

Oregon Bicycle and Pedestrian Plan (1995)

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. This guidance 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, and (3) develop education programs that improve bicycle and pedestrian safety.

Oregon Transportation Safety and Action Plan (1995)

This plan established the safety priorities for Oregon by identifying 70 actions relating to all modes of transportation and the roadway, driver and vehicle aspects. Included in this plan is a specific action regarding the way safety issues should be considered in local transportation planning.

Local transportation plans, as well as modal and corridor plans should consider the following:

- Involvement in the planning process of engineering, enforcement, and emergency service personnel as well as local transportation safety groups.
- Safety objectives.
- Resolution of goal conflicts between safety and other issues.

Oregon Public Transportation Plan (1997)

The Oregon Public Transportation Plan (OPTP) provides a 20-year guide for the development of transit, rideshare and transportation demand management services in Oregon. It serves as a blueprint for the public transportation system envisioned in the *Oregon Transportation Plan (OTP)*. To further implement the goals and policies of the OTP, the plan describes the roles and responsibilities of the key players, characterizes short- and long-term implementation steps, and maps out a financial investment strategy.

Minimum levels of service standards for public transportation operations are technical performance criteria or operational benchmarks. These criteria include peak and off-peak frequencies, vehicle

maintenance programs and replacement schedules, intermodal connections, and ridesharing, as well as policy-related objectives. Goals relevant to communities within Josephine County are listed below.

Minimum levels of service standards in rural and frontier communities

- Provide public transportation service to the general public based on locally established service and funding priorities, with accessible service provided as needed.
- Respond to service requests within 24 hours (not necessarily provide a ride within 24 hours).

Minimum levels of service standards for intercity bus service

- Provide daily round trip service for an incorporated city or group of cities within five miles of one another having a combined population of 2,500 and located 20 miles or more from the nearest city with a larger population and economy.
- Provide public transportation service to the general public based on locally established service and funding priorities, with accessible service provided as needed.
- Provide a response to service requests within 24 hours in rural and frontier areas (not necessarily a ride within 24 hours).

Minimum levels of service standards for intercity rail

- Provide regional rail service offering frequent schedules, through trains, extensive feeder bus networks with convenient connections.
- Provide incremental physical improvements to existing mainline railroad tracks to increase passenger speeds from 79 to 110 mph, where potential for high-volume ridership is evident, and up to 125 mph for intercity travel, as technology and financial support permit.

Oregon Highway Plan (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.

Specifically relevant to Josephine County are the volume-to-capacity ratio (v/c ratio) and rural access management standards from the *Oregon Highway Plan*, summarized below for the six state-maintained highways in the County: Interstate 5, US 199, OR 99, OR 238, OR 46, and Rogue River Loop Highway. The maximum v/c ratio is 0.70 for I-5 and US 199. I-5 is an Interstate Highway, while US 199 is a Statewide Highway. US 199 is also on the National Highway System (NHS), which is relevant to the funding discussion appearing at the end of this section. OR 99, OR 238, OR 46 and the Rogue River Loop Highway are District Highways, with a maximum v/c ratio of 0.75.

**Table 2-2
Oregon Highway Plan Access Spacing Standards**

Posted Speed	Spacing Standard by Type of Highway in Feet		
	Interstate (I-5)	Statewide (OR 99/US 199)	District (OR 99, OR 238, OR 46, and Rogue River Loop)
> 55	6 miles	1,320	700
50	n/a	1,100	550
40 & 55	n/a	990	500
30 & 35	n/a	770	400
< 25	n/a	550	400

Oregon Aviation System Plan (2000)

The Aviation System Plan has been adopted in increments with final adoption of the complete plan in 2000. It provides forecasts and inventories for public access airports in the state. Some key issues that affect development of the aviation component of the *Josephine County Rural TSP* are the following:

- Local governments own most airports.
- The federal government owns most of the navigational system.
- The FAA determines funding levels and prioritization of expenditures.

Oregon Rail Plan (2001)

The Oregon Rail Plan is the first comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems since the 1992 Oregon Rail Passenger Policy and Plan and the 1994 Oregon Rail Freight Plan. The Plan contains three elements, which summarize the state's goals and objectives, measure the state's performance to-date, and refine the projected costs, revenues and investment needs with regard to rail transportation of people and goods.

The Rail Plan builds on and continues implementation of the *Oregon Transportation Plan's* long-range vision for a viable rail freight and passenger system in the state.

The plan recommends that the State of Oregon develop adequate funding sources, both public and private, to finance the modernization of both rail passenger and freight service. Implementation should take place as rapidly as permitted by financial, design, construction, equipment and market considerations.

The State of Oregon will work with carriers, shippers and other groups to maintain and improve access to the national rail freight system, maintain a competitive environment for rail customers, strengthen the retention of local rail service, and assure a level playing field for all modes.

The State of Oregon will work with other state agencies, regional and local jurisdictions and the general public to integrate rail freight and passenger elements into land use and transportation planning processes. This will include working with private companies and public sector agencies to operate the rail system in a safe manner for the users of the system and public in general.

Southern Oregon Commuter Rail Study (2001)

In 1999, the Oregon Legislature asked ODOT to study the feasibility of providing frequent local passenger rail service between Grants Pass and Ashland. The primary goal of the study was to provide useful information to assist legislators, state and local governing bodies and the general public in making a decision on the feasibility of developing a commuter rail system to serve the growing population in the Rogue Valley.

Elected officials, planners and public works staff from Jackson and Josephine Counties and the cities therein guided the study, with the assistance of ODOT, the Rogue Valley Transportation District and the Rogue Valley Council of Governments. In June of 2001, a final study report was presented to advisory group members.

US 199 Corridor Study (1999 Draft)

US 199 runs through Josephine County from I-5 at Grants Pass to the California border, where it continues to Highway 101 on the California coast at Crescent City. In 1999 a corridor study was prepared for ODOT but was not adopted. The study includes mostly general recommendations for applicable transportation modes, with the automobile, freight, safety, bicycle and pedestrian sections most relevant to the County TSP.

Recommendations call for ODOT to construct a range of operational improvements such as slow vehicle pullouts, passing lanes, driveway consolidation and other access management measures, and shoulder widening through routine maintenance activity. Also recommended is creation of a clear zone management program and ongoing coordination with local jurisdictions to provide pedestrian and bicycle improvements through cooperative efforts and through the land development process. These recommended improvements would compete for funding with other ODOT facilities in the region.

Freight Moves the Oregon Economy (1999)

This publication succinctly states that “freight plays a major role in moving the Oregon economy. Most freight moves by truck, rail, waterway, air and pipeline with trucks accounting for the greatest volume”. Information found in this publication pertinent to Josephine County includes the following:

1. Josephine County has two highways on the National Highway System: US Highway 199; and Interstate 5. This publication notes that Interstate 5 is a component of a proposed State Highway Freight System, identifying its importance to moving freight into, within and out of Oregon; it also lists US 199 from Grants Pass to California as a Non-Freight System Highway important for moving freight. The document notes that much of Oregon’s freight moves along the I-5 and I-84 corridors, and that natural gas transmission lines extend within the I-5 corridor from Portland to the Grants Pass area.
2. The document identifies Grants Pass as the location of an important “truck-rail facility”, a transshipment point for moving/reloading freight between the two modes of transportation. The majority of Oregon’s truck terminals are located in the Portland and Medford areas.
3. For those highways not on the State Highway Freight System, common problems include: congestion; access; pavement in poor condition; and inadequate bridges. The document notes that congestion can be expected to increase in the Grants Pass area. It also notes that related to congestion are those problems experienced by freight haulers between local roads and highways, especially with turning movements. The Rogue River Loop Highway west of Grants Pass is noted as having a structure not meeting the 14-foot standard for legal height.

Oregon Administrative Rules Regarding Access Management (OAR 734-051)

The Oregon Department of Transportation manages access to the highway facilities of the State to the degree necessary to maintain functional use, highway safety, and the preservation of public investment consistent with the 1999 *Oregon Highway Plan* and adopted local comprehensive plans. The purpose of Oregon’s Access Management Rules is to govern the issuing of construction, operation, maintenance and use permits for approaches onto state highways, state highway rights of way and properties under the State’s jurisdiction. These rules also govern closure of existing approaches, spacing standards, medians, variances to the standards, appeal processes, and grants of access.

Through these rules, the State indicates its policy to manage the location, spacing and type of road and street intersections and approaches on state highways to assure the safe and efficient operation of state highways consistent with their classification, and the designation of the particular highway segment. OAR 734-051 contains policies and standards regulating access, and generally holds that access control should be considered where beneficial, such as when:

- Ensuring safe and efficient operation between connecting highways in interchange areas,
- Protecting resource lands,
- Preserving highway capacity on land adjacent to an urban growth boundary, or
- Ensuring safety on segments with sharp curves, steep grades or restricted sight distance or those with a history of accidents.

Oregon's access management rules and standards apply to those Josephine County roadways on the State Highway System, including: Interstate 5; US 199; OR 99; OR 238; OR 46; and the Rogue River Loop Highway.

Intercity Passenger Policy and Program (2000)

The focus of the Intercity Passenger Program is on evaluating and supporting bus, air and rail intercity passenger transportation services in Oregon. The Oregon Department of Transportation's Public Transit Division worked with communities, providers, planners and local governments to develop responses to identified needs for connectivity between modes and communities. The document reviews the existing intercity transportation system, identifies service and policy gaps, and identifies intercity transportation needs, especially that of connecting rural areas to larger urban areas and services.

The Intercity Program reviewed each community of 2,500 or more persons for level of service in providing various passenger transportation services. The document points to a lack of east/west connectivity within the state, and Josephine County is no different. Communities and providers have consistent problems maintaining connections between smaller cities and larger urban centers. The document also found intercity bus deficiencies in the southern part of Oregon, and missing connections for smaller communities to the nearest larger economy or regional hub. Medford is the closest major transfer point in the region for most residents of Josephine County. The closest commercial airport for most Josephine County residents is also located in Medford where direct air passenger service is available to Portland, Seattle, and other destinations. There are shuttles in the Rogue Valley to connect people from Grants Pass, or points between to the Medford airport.

The Intercity Passenger Policy and Implementation Program focuses on coordination and support of services through regional and statewide hubs. The goal is to strategically invest existing funds to support and improve an intercity network.

County Plans and Policies Relating to Transportation

Josephine County Comprehensive Plan (2000)

Completed in 2000, the County's Comprehensive Plan lays out goals and policies applicable to all areas of planning, including transportation. The first applicable element, Goal 4, states that the County shall "plan and develop facilities and services that are needed, and can be afforded by residents of the County". This includes policies for providing adequate transportation services that are necessary to support development, as well as consideration of the needs of the physically handicapped and transportation disadvantaged. Goal 8, regarding pollution control, carries policies of identifying possible mass transportation methods and use of management programs to reduce dust and air contamination generated by vehicular movement. Also a policy is the need to improve alternative routes around congested commercial districts. Finally, under Goal 9 regarding energy conservation, the Plan opts for encouraging alternative modes of travel. In summary, this plan does the following:

- Promotes responsiveness to financial considerations when planning facilities and services.
- Considers travel needs of the physically handicapped and transportation disadvantaged in the design of transportation facilities and alternative transportation modes.
- Encourages use of mass transportation methods when warranted, and management programs that reduce road-associated dust and other sources of air contamination.
- Improves alternative routes around commercial districts within urbanizing areas to reduce congestion.
- Promotes reduced energy use through the encouragement of additional modes of transportation.

- Encourages construction of connecting pathways between major shopping centers and recreational and educational facilities as part of the reconstruction or development of new roads or streets.

Josephine County Roadway and Traffic Management Plan (1982)

The Roadway and Traffic Management Plan is the most recent countywide transportation planning document prepared by Josephine County. It was prepared before the Transportation Planning Rule (TPR) was incorporated into the State’s administrative rules in 1991. This plan identified the need for interjurisdictional coordination, access management techniques and clustered development as an alternative to “strip” development. While it provides a detailed inventory of the County’s transportation facilities, as well as a description of the area’s functional classification system, it does not address several elements now required under the TPR. Preparation of the *Rural TSP* was needed not only to ensure that the plan responds to changing demographic and developmental conditions within Josephine County, but also to ensure compliance with state requirements. Pursuant to state legislation, the following requirements are lacking in the 1982 plan, and needed to be evaluated or added to the updated TSP.

- An identification of and response to the transportation needs of the transportation disadvantaged,
- Transportation systems that support commercial and industrial development,
- A roadway classification system for arterials and collectors, consistent with State and/or local classifications,
- An inventory of and plan for addressing public transportation needs and service inadequacies,
- A planned countywide bicycle and pedestrian network,
- Updated plans for air, water, rail and pipeline transportation services.

A few of the roadway planning and design standards in the 1982 plan are inconsistent with the Transportation Planning Rule or other applicable state standards. The County’s TSP planning process included a review of these standards and offers revisions as appropriate. Particular items in the 1982 plan that appeared inconsistent with the TPR and/or current design standards include bikeway widths and bicycle facility planning guidelines, minimum stopping sight distance, selected functional classifications, and local street connectivity criteria. In addition, a number of the County’s decision-making criteria relating to the transportation system were based on subjective evaluations, whereas the TPR emphasizes the use of measurable, objective criteria to evaluate and make decisions concerning local transportation systems. It should be noted that policies and standards in the 1982 *Roadway Plan* were incorporated into the Josephine County Rural Land Development Code, the document that provides specifications for road construction, access, and integration into the existing street network.

The County will be adopting new standards and specifications for the design and construction of County roads by an order of the County Commissioners, pursuant to the authority granted by the Rural Land Development Code.

Josephine County – Merlin and North Valley Regional Problem Solving Agreement Area Plan (1998)

The Regional Problem Solving Agreement (RPSA) was launched in 1998 to help address rapid urbanization of the unincorporated Merlin and North Valley areas of Josephine County, and in particular, the need to comply with the State Unincorporated Communities Rule. A Community Public Facility Plan was also prepared as part of the Merlin/North Valley Regional Problem Solving Agreement. The purpose of the plan is to identify the nature and types of community facilities that will be provided for within the Merlin and North Valley rural center boundaries. The document is similar to the RPSA and the Land Use and Services Analysis by analyzing four potential land development options.

In the late 1990s, voters turned down a proposal to incorporate the Merlin/North Valley area. As a result, the area is planned to remain unincorporated for at least the near-term. For purposes of the TSP, assumptions for zoning, land use and potential future development were developed by the County and incorporated into the TSP analysis.

Josephine County Bikeways Master Plan Proposal (1982)

The City/County Bikeways Advisory Committee was appointed by the Josephine County Board of Commissioners and the Grants Pass City Council to develop a bicycle master plan. The plan was created in response to citizen requests to establish a plan for a network of meaningful bicycle routes in the City of Grants Pass and the entire county. The committee conducted surveys of local residents and used the results to generate criteria for bikeway route selection and classification. This plan included the following objectives:

- Coordinate the Bikeway Plan with any change in the city or county Transportation System Plan or Comprehensive Plan that would affect the Bikeways System,
- Incorporate the Bikeway Plan in design or road construction or reconstruction,
- Include facilities for bicycle parking in the planning requirements of new commercial areas, single and multi-use facilities and other developmental projects,
- Encourage increasing bicycle parking facilities in existing commercial and developed areas.

Many of these objectives are similar to related Transportation Planning Rule requirements for bicycle facilities, but have yet to be incorporated into the County's development code. Potential code modifications have been addressed in the implementation section of the *Rural TSP*.

Josephine County Economic Development Department Strategic Plan (1999-2005)

This plan, prepared by the County's Economic Development Department, aimed to develop a set of strategies and goals to enhance economic development throughout the county. This plan recognizes the importance of tourism and economic development initiatives for the county. Project and action items identified in this plan include:

- Promotion of the Enterprise Zone,
- Illinois Valley EcoTourism Project,
- Historic Rouge River Loop,
- Create Selmac to Caves or IV Rim Trail.

Identified projects such as these may have implications for the development or improvement of the County's transportation system and have been acknowledged in the development of goals, objectives, policies, and evaluation criteria in the TSP.

Other Local Plans and Policies Relating to Transportation

City of Grants Pass Urban Area Master Transportation Plan (1997)

The City's *Urban Area Master Transportation Plan* provides a long-range "blueprint" for the development of the Grants Pass Urban Area transportation system to meet changing transportation needs. The document contains an inventory and assessment of existing conditions, and outlines several transportation system alternatives along with a list of recommended improvements. The policy element of the plan includes general goals and related objectives supporting a well-planned, comprehensive, financially stable transportation system based on cooperative interagency and public/private efforts,

supporting economic growth while avoiding negative impacts on the built and natural environment. The City TSP also includes a long list of more specific implementation policies, none of which should create consistency concerns for the County TSP. Policies relevant to the County's TSP process include:

- Complete missing links in the arterial and collector network in the urban area to improve accessibility to all parts of the area and improve the efficiency of the street network.,
- Support public transit services for those people who cannot provide their own private transportation due to age (too young or too old to drive), physical limitations, or economic circumstances,
- Provide safe and convenient facilities for bicyclists and pedestrians,
- Facilitate convenient connections between local and intercity travel,
- Maintain Level of Service (LOS) "D" or better for all arterials and collectors,
- Balance capital and system maintenance expenditures,
- Minimize conflicts between motorized vehicles and bicyclists and pedestrians,
- Coordinate efforts and combine resources with Josephine County, ODOT and the various city departments to meet transportation needs,
- Encourage more efficient land development patterns,
- Apply appropriate Transportation System Management (TSM) and Transportation Demand Management (TDM) techniques,
- Preserve right-of-way in future transportation corridors,
- Encourage alternatives to the private automobile to reduce total VMT (vehicle miles traveled) per capita and associated impacts,
- Encourage new developments to extend/connect roads, trails, and paths adjacent to their developments.

City of Grants Pass Comprehensive Plan (1982)

The *Grants Pass Comprehensive Plan* (1982) is the current adopted land use plan for the city, guiding future growth and development within the city and its Urban Growth Boundary (UGB). It consists of 10 elements, each which include corresponding goals and policies. (The *Grants Pass Urban Area Master Transportation Plan* highlighted above comprises an eleventh element). The Comprehensive Plan:

- Encourages creation of a scenic route and major gateway overlay designation on the land use plan map,
- Continues and augments the program of paving unpaved roadways within the UGB, including alleys,
- Explores the acquisition and development of a greenway and trail network that would connect designated natural resource and recreation sites within, adjacent to and near the UGB,
- Aims to complete a facility plan and implementation strategy for the East Grants Pass Industrial area.
- Improves the efficiency with which the public uses off-street and on-street parking,
- Encourages establishing the transportation network in developing areas around the "superblock concept", reducing travel time to major traffic ways, providing open space, recreation areas and commercial activity in close proximity to residences, and providing an internal greenway pedestrian and bikeway system increasing non-vehicular transportation.

City of Cave Junction Transportation System Plan (2000/2001)/City of Cave Junction Comprehensive Plan (2000-present)

The *Cave Junction Transportation System Plan* was completed in 2000 and revised in early 2001. The purpose of the plan is to ensure the future transportation system develops in an orderly and cost-effective

manner, and to serve as a guide for City decision makers on transportation issues. The document contains an inventory and assessment of the existing transportation system, and also proposes numerous municipal code amendments.

As of fall 2003, the *Cave Junction Draft Comprehensive Plan (2000)* was going through the adoption process. The *Draft Comprehensive Plan* includes 14 elements, of which 11 have been formally adopted. Once completely adopted, the *Draft Comprehensive Plan* will guide land use and development for the City. For transportation, the *Draft Comprehensive Plan* draws from the goals, policies and objectives in the *Transportation Systems Plan*. Policy items relevant to the County TSP are similar to those in the Grants Pass TSP, and are summarized below:

- Implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion before street widening projects are considered.
- The City shall incorporate relevant State access management standards into arterial street design projects. Access management may include measures such as raised medians, driveway consolidation, driveway relocation, and partial to full closure of local street access onto arterials.
- The City shall periodically review and revise street design standards. The City shall consider incorporating traditional neighborhood design elements such as planting strips, minimum necessary curb radii, alleys and “skinny streets” in standards.
- The City shall pursue development of a linked bicycle network, focusing on the provision of bicycle lanes on the arterial and collector street system.
- Sidewalks and walkways shall complement access to multi-use paths. Design of activity centers and business districts should encourage pedestrian travel within their proximity.

Programmed Maintenance/Committed Improvements

While it does not have a traditional Capital Improvement Program outlining programmed transportation system improvements over a given period, the County manages an ambitious roadway maintenance program that targets 7-10 percent of the total County roadway system (40-60 miles annually) to receive chip seal treatment each summer. At that rate the entire County roadway system can be chip sealed over a 10 to 15 year cycle. Chip seals extend the useful life of asphalt roadways and shoulders at much lower cost than pavement overlays, consistent with the County focus on maintenance of existing facilities due to limited capital resources.

Most of the significant transportation system improvements in Josephine County are funded by the State of Oregon, through the State Transportation Improvement Program (the STIP) and, more recently, through the Oregon Transportation Investment Act (OTIA I and II). Planned improvements for all of Josephine County listed in the draft 2004-2007 State Transportation Improvement Program (the STIP) are shown below. The draft STIP includes about \$25 million for modernization and preservation projects, primarily on State highways and bridges in both urban and rural portions of the county. These projects range from major reconstruction efforts (such as bridge replacements) to smaller signal operation improvements. As the draft 2004-2007 STIP is still in development, and will not be adopted until later in 2003, projects listed in the table below may still be added or removed.

**Table 2-3
Draft 2004-2007 STIP Projects in Josephine County**

Section	Route	Highway Name	Total Cost	Description	Year
Rural Areas					
I-5: VMS @ Hugo and Glendale Roads (ITS)	I-5	Pacific	\$523,000	NB and SB Variable Message Signs	2004
US 199: E/W Fork Illinois River Bridge Replacements	US 199	Redwood	\$8,756,000	Bridge Replacements	2005
Grave Creek Bridge	Rural Road in Josephine County		\$1,620,000	Replace Structure	2005
Lower River Road Drainage (Grants Pass)		Rogue River Loop	\$199,000	Improve Drainage.	2006
Total 2004-2007 STIP for Rural Areas			\$11,098,000		
Urban Areas					
US199: NB Rogue River (7 th St.) Bridge	US 199	Redwood	\$1,798,000	Seismic Retrofit, Deck Overlay	2005
OR 99 @ Lewis in Grants Pass	OR 99		\$2,488,000	Reconstruct Intersection, Combine/Add Signals.	2005
OTIA – Rogue River Bridge to US 199 (6 th and 7 th Streets)	US 199	Redwood	\$1,100,000	Overlay pavement, provide sidewalk, curb and wheelchair ramps and other streetscape features.	2005
OR 238 @ Union and Harbeck Signal Improvements	OR 238	Jacksonville	\$345,000	Rebuild signal from 6 phase to 8 phase, median work.	2005
Allen Creek Road @ US 199 (Grants Pass)	US 199	Redwood	\$3,940,000	Extend Allen Creek North. Close Redwood Avenue Intersection.	2007
US 199: Grants Pass Parkway Resurfacing	US 199	Redwood	\$2,092,000	Grind/inlay and overlay.	2006
US 199 @ Laurel Road (Cave Junction)	US 199	Redwood	\$891,000	Install SB Left Turn Lane.	2007
US 199 @ Josephine County Fairgrounds	US 199	Redwood	\$334,000	Improve function of intersection.	2007
Total 2004-2007 STIP for Urban Areas			\$12,988,000		

In addition to the projects identified above in the draft 2004-2007 STIP, in 2001 and 2002 the Oregon State Legislature passed bonding measures called the Oregon Transportation Investment Act, or OTIA (OTIA I in 2001 and OTIA II in 2002), which brought \$500 million into the State Highway Fund. This money allowed additional modernization, bridge and pavement preservation projects to be added to the STIP. Although \$6.1 million has been identified for two of the Josephine County bridge projects, these are improvements to the State-owned transportation system. Josephine County received no OTIA funds for roads or bridges on the County transportation system from either the OTIA I or OTIA II program.

Figure 2-1 shows the general location of the three capital, maintenance, operation or repair projects for rural Josephine County in the draft 2004-2007 STIP that would be constructed by ODOT on state highway facilities. One project on the County's rural road system is also included in the STIP, the Grave Creek Bridge project, that will be funded through the federal government's Highway Bridge Replacement and Rehabilitation (HBRR) program. The rural area projects represent a total of \$11.1 million, and include the following improvements and program years (the numbers identify project locations in Figure 2-1):

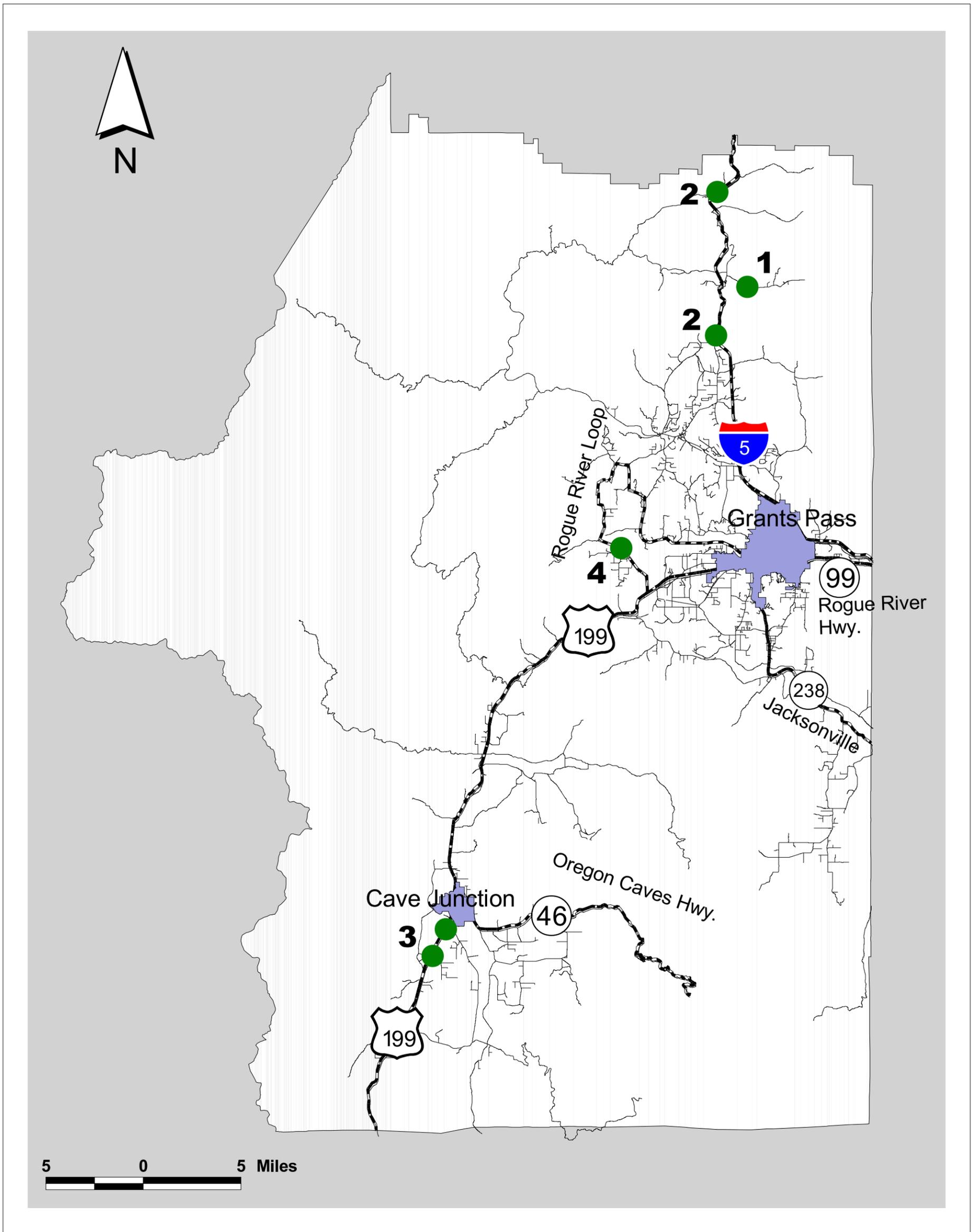


Figure 2-1: STIP Programmed Improvements in Rural Josephine County

- # ODOT Project
- Project Location (see project numbering on page 2-13)
- ≡ State Highways
- ⋄ County Roads
- Urban Growth Boundary

1. Replace the Grave Creek Bridge on Beecher Road (2005, a federal HBRR project)
2. Install a northbound variable message sign (VMS) on I-5 at Hugo and Glendale Roads (2004)
3. Bridge replacements on US 199 at the East and West Forks of the Illinois River (2005)
4. Lower River Road drainage improvement project.

Additional planned improvements that could affect the rural roadway system in Josephine County are included in the Transportation System Plans for Grants Pass and Cave Junction. The *Grants Pass Urban Area Master Transportation Plan* was adopted in December 1997. Recommended improvements that could affect rural Josephine County include:

- A fourth Rogue River bridge connecting Lincoln Road and Allen Creek Road/Flower Lane, in combination with widening Lincoln Road to three-lane arterial standards.
- Widening Allen Creek Road to four lanes.
- Widening OR 238 to 4 lanes from New Hope Road to the Urban Growth Boundary.

In addition to these major projects, recommendations are made for reconstructing several existing streets on the periphery of the City to add sidewalks or sidewalks plus bike lanes. These recommendations, which include City, County and State-maintained roadways, include Cloverlawn Drive, Bridge Street, Dowell Road, Fairgrounds Road, Foothill Boulevard, Fruitdale Drive, G Street, Harbeck Road, Highland Avenue, Hillcrest Drive, Lower River Road, Rogue River Highway, Scenic Drive, Scoville Road, Vine Street, Upper River Road, and Willow Lane.

In the *Cave Junction TSP*, which was adopted in July 2001, the following long-term improvements are recommended, mostly along US 199. Any intersection improvement on US 199 would require approval by the State Traffic Engineer.

- Constructing a southbound left turn lane along US 199 at Laurel Road, potentially including a traffic signal and also requiring widening a bridge to the south over George Creek to accommodate the transition of northbound traffic. This improvement was estimated to cost approximately \$1 million.
- Restriping westbound Caves Hwy (OR 46) at US 199 to provide one eastbound and two westbound lanes. Total cost could be \$15-30,000 or more, depending on how much work is required to achieve adequate width for the right turn lane.
- Potential traffic signal at River Street at US 199: Future volumes were determined to approach capacity of the intersection with existing stop control, and monitoring the intersection was recommended. Design and construction of a new traffic signal would cost approximately \$150,000 but could be less if a signal were moved from another location.
- Installing left turn lanes along US 199 at River Street and Lister Street: Existing volumes meet left turn lane warrants at both intersections, which would require restriping the roadway and reconfiguring on-street parking. (Approximate cost: \$50,000)