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Grants Pass to Rogue River Multimodal Plan



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01.

What is the Rogue River Greenway Multimodal Plan?

The Grants Pass to Rogue River Multimodal Plan (Plan) is a longstanding community vision to connect the cities of Grants Pass and Rogue River by an extension of the Rogue River Greenway.

This Plan is a multijurisdictional and collaborative effort between the Oregon Department of Transportation (ODOT), the City of Grants Pass, the City of Rogue River, Jackson County, and Josephine County. It aims to establish a continuous multimodal trail extending from the eastern edge of the City of Grants Pass in Josephine County to the Depot Street Bridge in the City of Rogue River in Jackson County. The Plan summarizes the findings of a comprehensive study to determine the best suited trail alignment, prioritizing connectivity, safety, and mobility for people walking and biking and other non-motorized users.



02 The Regional Greenway Vision



The Rogue River Greenway is an integral component of Southern Oregon's active transportation network. The regional vision is to provide a greenway and trail connection extending from Grants Pass to Ashland, linking the Rogue River Greenway with the Bear Creek Greenway. This connection aims to provide a continuous, accessible route designed to accommodate users of all ages and abilities.

This vision has been adopted as part of the Jackson County Transportation System Plan and explored as a part of the Rogue River Greenway in the Josephine County Transportation System Plan.

The Grants Pass to Rogue River Multimodal Plan trail is a key link in Southern Oregon's active transportation network. Filling this gap is a crucial component of the larger regional active transportation system.

As part of the Rogue River Greenway, it will extend 30 miles to Central Point, connecting with the 20-mile Bear Creek Greenway for a continuous route from Ashland to Grants Pass. These multi-use trails enhance mobility, support recreation, and provide safe and sustainable connections between communities, parks, schools, and transit hubs.

Figure 1 shows the vicinity and regional context of the proposed trail.

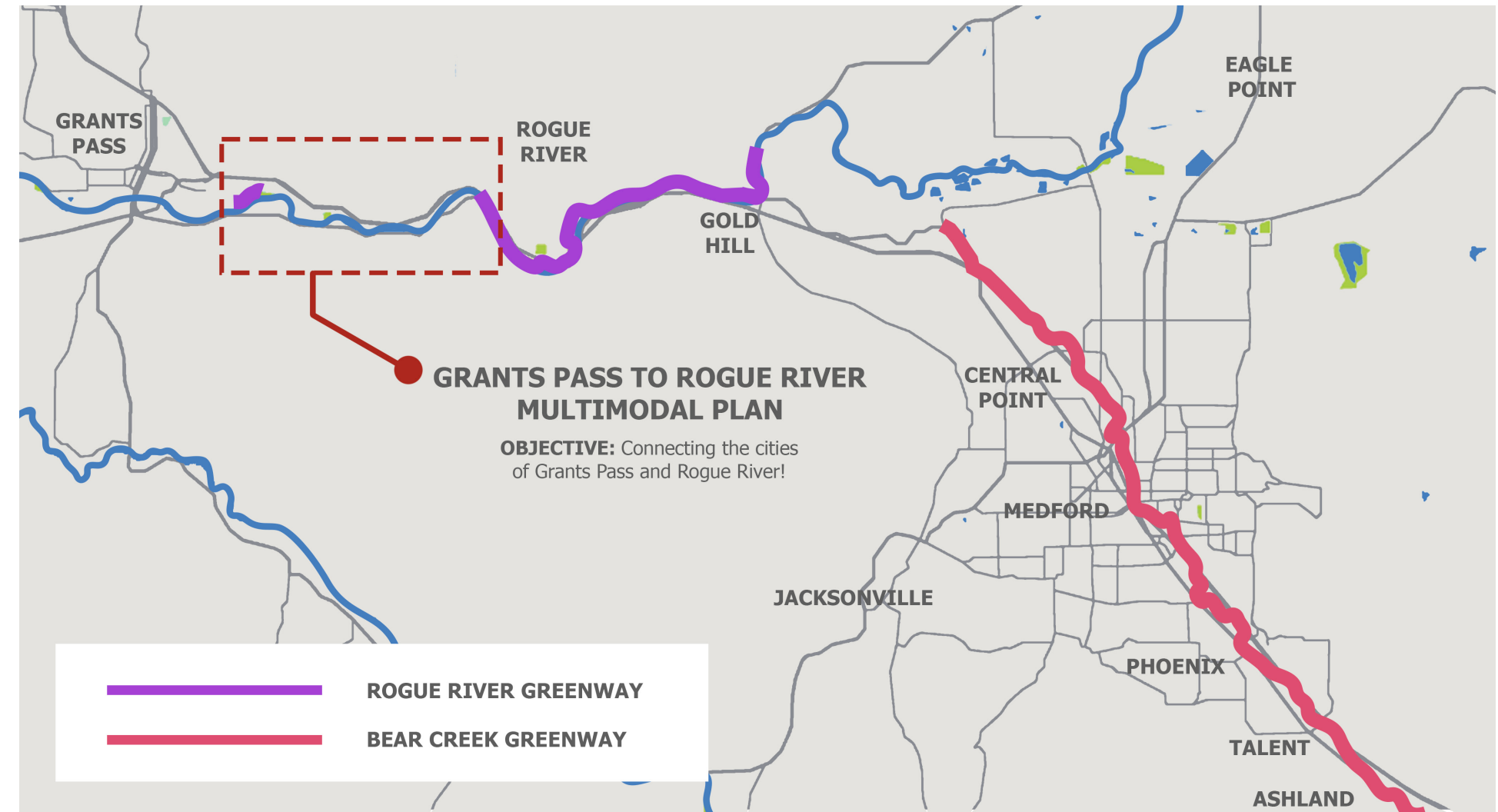


Figure 1. Regional Context Map

Focus Area for Greenway Improvements

The Plan focus area is the approximately 8-mile corridor between the City of Grants Pass and City of Rogue River' consisting of Rogue River Highway (OR99) and Foothill Boulevard.

Goals and Objectives

The primary goal of the Plan is to create a multimodal connection between the cities of Grants Pass and Rogue River. The plan is guided by two main objectives:

- 1

Identify the best-suited route for the trail along the general vicinity of Foothill Boulevard (north of the Rogue River) or Rogue River Highway (south of the Rogue River). The selected route will best achieve the objective of providing a safe, convenient, aesthetically pleasing, and conducive facility for commuting and recreation.
- 2

Refine the route selected, capitalize on the existing aesthetic resources of the area, and advance the concept design for a future trail.

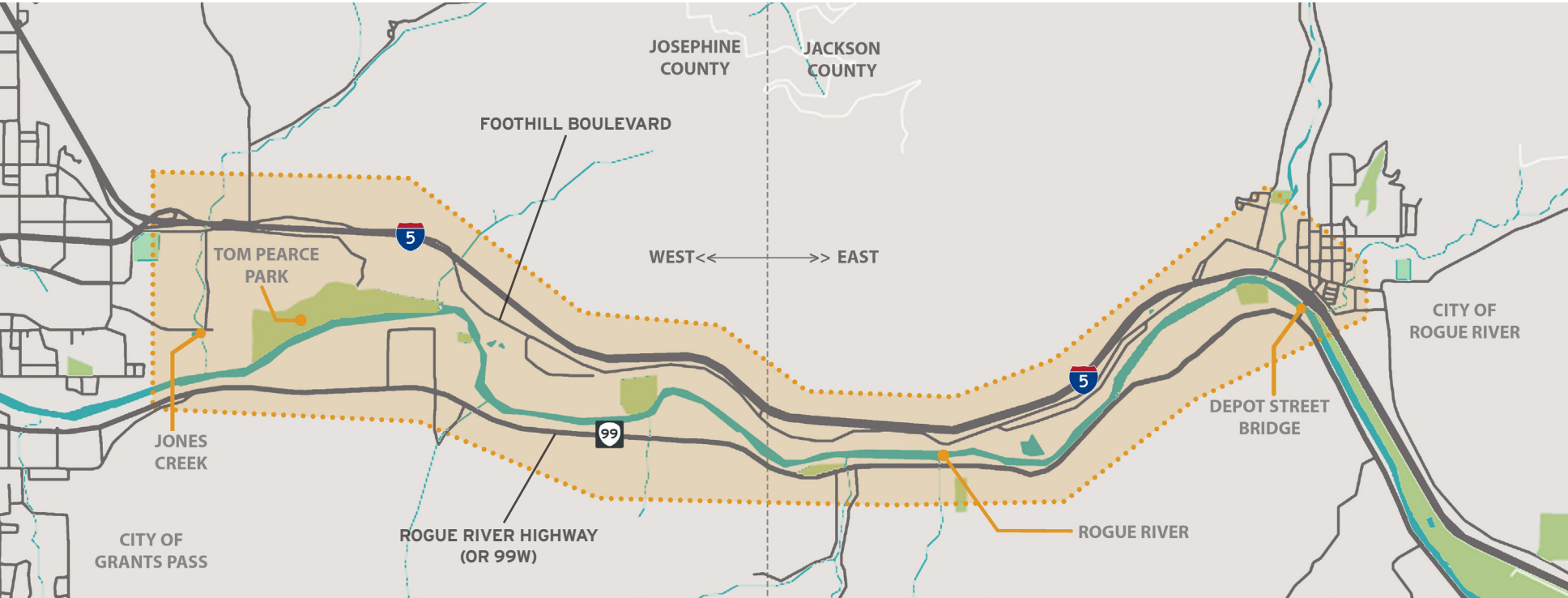
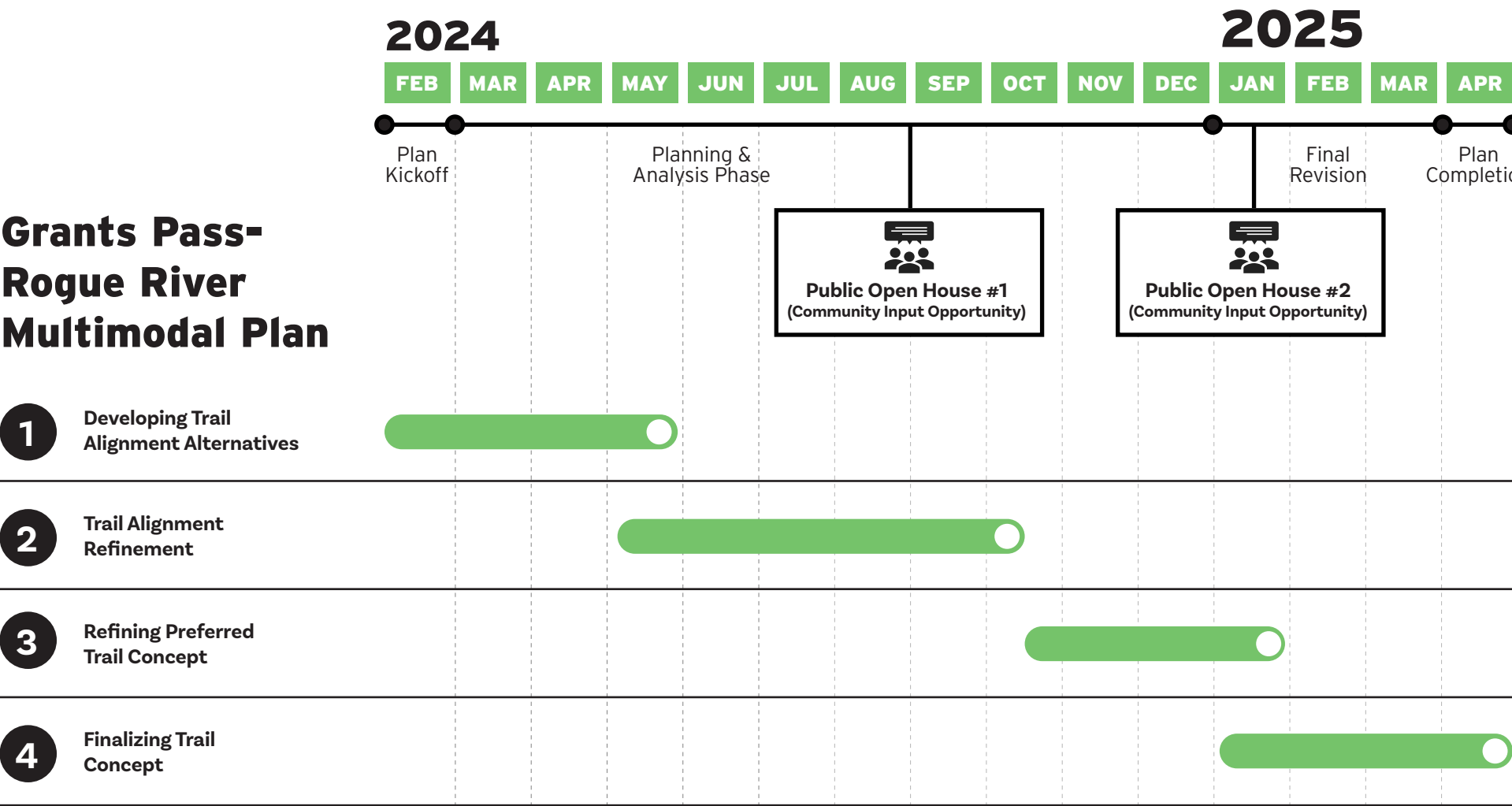


Figure 2. Focus Area

Plan Timeline

The development of the Plan spanned roughly 1 year and 2 months, from February 2024 to April 2025. The process was organized into four key stages:





03.

Who Participated in the Planning Process?

Gathering community input was central to the development of the Plan. Community members and interested parties were invited to share their ideas for the trail, including route alignment selection, priorities, design, and implementation considerations.

Engaging the Public

Public engagement played a critical role in selecting the preferred trail alternative, ensuring that the priorities of both the public and project partners were considered. Public outreach and engagement events took place on August 29, 2024, and January 14, 2025. The events also had an online counterpart, allowing remote participants to vote, voice concerns, and access more information regarding the Plan.

Targeted Partner Outreach

Two rounds of targeted Partner Outreach were conducted with local indigenous groups, local infrastructure representatives, and local and state Greenways and Parks representatives. Partner Outreach #1 included a series of focus group interviews relevant to the project and the study area. The interviews primarily focused on gathering insights related to the trade-offs between the two best-suited trail alignments and other potential concerns.

Partner Outreach #2 also included a series of focus group interviews structured to gather new insights from attendees, reflecting the project's progress and analysis. This event was designed to cover topics such as maintenance and operations, phasing, funding, challenges, and next steps in the design phase.

Project Management Committee (PMT)

The Project Management Team (PMT) comprised officials from each participating city and county, playing a crucial role in the planning process. PMT expertise provided invaluable insights into their respective jurisdictions, assisted the consultant team in gathering essential information, and ensured that the planning efforts were informed by local knowledge and priorities.

Project Advisory Committee (PAC)

The Project Advisory Committee (PAC) consisted of a range of community, agency, and other partners with a keen interest in transportation in the Rogue Valley region. The PAC met in August 2024 to discuss the technical analysis and the two best-suited alignments of the Plan and again in January 2025 to indicate a preference for developing a trail along the north side of the Rogue River Highway. The PAC meetings were followed by Decision Maker Meetings (DMM) to finalize decisions and advance the Plan with well-informed guidance.

"I am delighted the Northern [shoulder] route was selected since I currently follow much of that route. **It would be so much safer to have more separation from the cars than the current shoulder.**"



"It is a great opportunity to host running and bicycling events as well as helping Rogue River High School attain the greatness it used to hold in the running community."

"Would be a great alternative than having to ride the highway alongside cars."

“What We Heard

"I also live on Rogue River Highway in Grants Pass and work in Rogue River, from my perspective **it would be nice to be able to cycle commute between the two cities.**"

"I'm excited this may actually happen! The trail to Gold Hill is safe and a beautiful ride. I look forward to being able to ride all the way there from GP."

"I frequently see children walking and riding along HWY 99 towards Grants Pass, that's dangerous. It'll be great when this project is completed."

"I'm very excited for the completion of this project. We currently drive to rogue river to access the greenway for biking or walking."

"Safety is always my biggest concern so having a trail that is accessed by bikes & pedestrians only is important."



Trails are great, would love to see ways for the trail to be visible to keep it safe.

It will help create a cohesive Rogue River Valley.

Just hoping for a good size buffer so it is comfortable to take the kids.

I'd like to see the trail completed as quickly as possible. It will be a tremendous addition to the biking infrastructure in the Rogue Valley.

At the end of the day, connecting Grants Pass to the rest of the Rogue Valley's Greenway is the most important goal, and while this may not be the most serene section of trail, **it will be a critical corridor connecting the two communities.**

It's great to be encouraging people to be outside, moving around, and having fun.





04.

Planning the Rogue River Greenway Trail

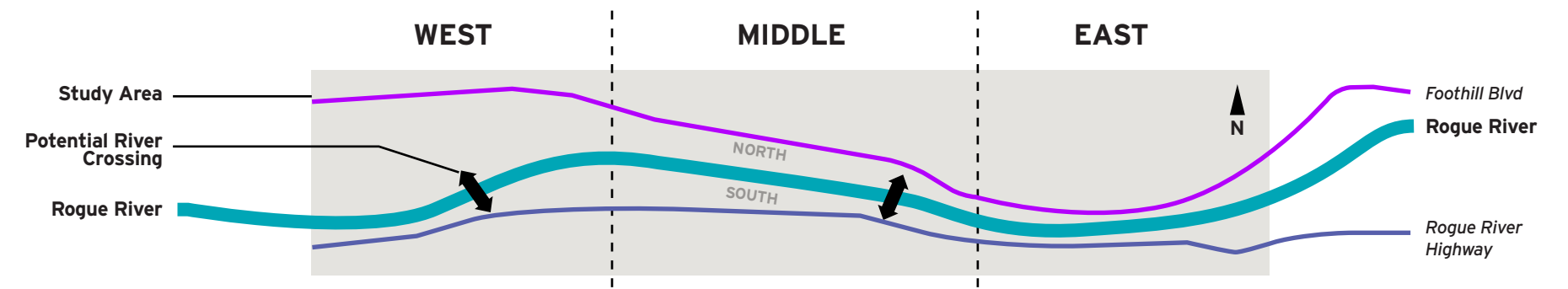
A comprehensive process was undertaken to identify the most suitable and feasible trail alignment between Grants Pass and Rogue River. The process began with identifying several potential routes, which were evaluated through a two-step screening process: a preliminary screening, followed by a detailed evaluation process. This assessment narrowed the options to two optimal alignments—one north and one south of the Rogue River. Feedback from the PMT, partners, and the public led to the selection of the preferred trail alignment. The graphic below illustrates each step of this process.



Developing Potential Trail Alignments

Sixteen potential trail alignment alternatives were identified based on a review of background documents and materials; site visits and a walking tour conducted on March 4, 2024; input from the PMT; and community outreach efforts, including discussions with local organizations.

The preliminary alignment alternatives were grouped into north and south alignments based on their proximity to the Rogue River. The north alignments generally follow Foothill Boulevard, while the south alignments follow Rogue River Highway. To provide a more detailed assessment, the study area was divided into three segments: west, middle, and east (shown below). Opportunities for potential river crossings via pedestrian and bicycle bridges were conceptually explored.



The segmentation allowed for a thorough evaluation of each alignment alternative. The specific segment's alignment alternatives and extents are described below:

West Alignment Alternatives

The West Alignment extends from Jones Creek to Averill Drive, near Grants Pass. This segment included six alignment options—three on each side of the river—with connections to existing trails, such as the Tom Pearce Park Trail, and key destinations like Riverside Park.

Middle Alignment Alternatives

The Middle Alignment covers the area from Averill Drive to Fielder Lane, spanning the boundary between Josephine and Jackson counties near the Grants Pass Irrigation District. This segment featured five alternatives—three on the north side and two on the south.

East Alignment Alternatives

The East Alignment runs from Fielder Lane to the Rogue River Greenway trailhead near Depot Street Bridge. This segment consisted of five alternatives—four on the north side and one on the south.

The preliminary trail alignments followed a range of corridor types and opportunities including roadways, railroads, and waterway canals. Four potential river crossings were identified in the study area that could provide a north-south connection across the Rogue River.

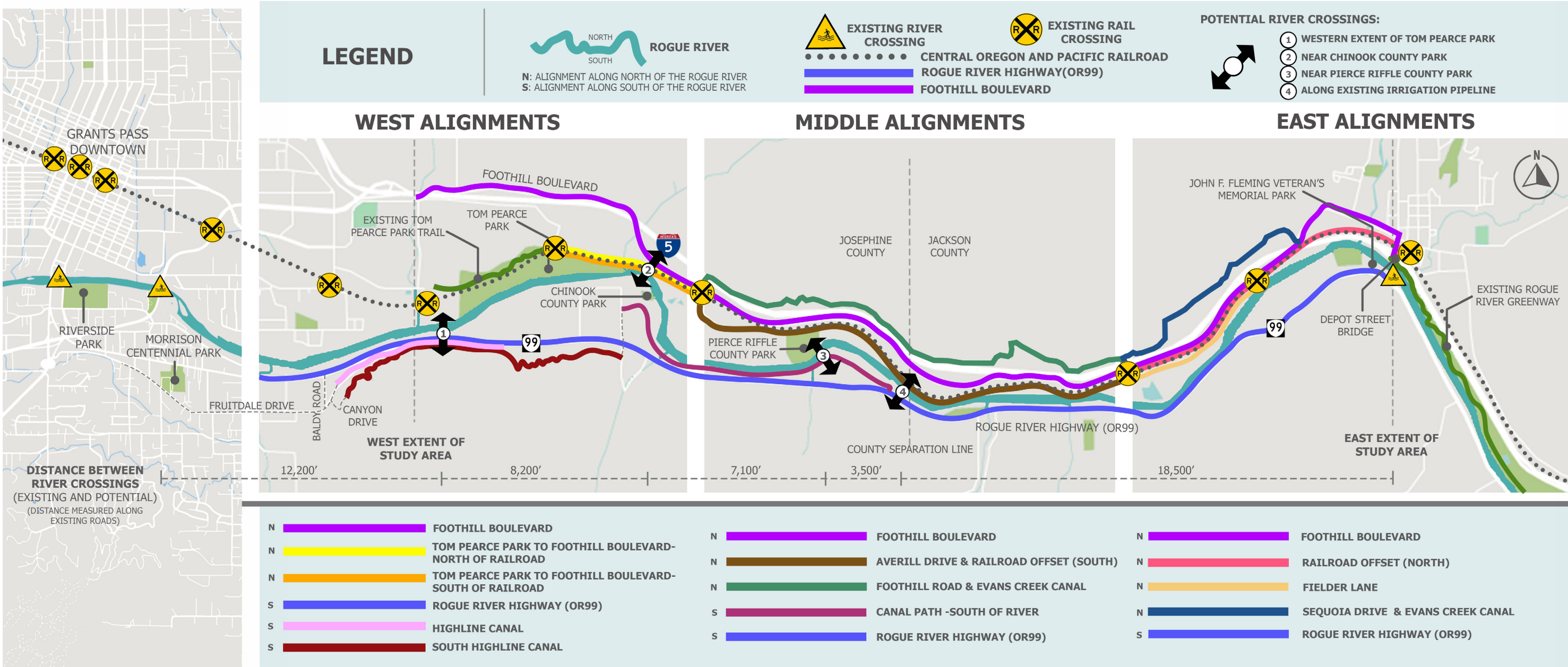


Figure 3: West, Middle and East Alignments

Evaluating the Trail Alignment Alternatives

STEP 01

Preliminary Screening

A preliminary evaluation screening was applied to the initial set of alignment alternatives. This initial screening narrowed the alternative list from 16 potential trail alignments to 10. Each alignment presented unique challenges and opportunities. The purpose of the preliminary evaluation screening was to identify fatal flaws of the preliminary alignment alternatives before advancing into a detailed evaluation. The preliminary evaluation screening eliminated alignments based on the following criteria:



Magnitude of Cost

Assessed based on planning-level qualitative infrastrucure, earth work and right-of-way needs.

Alignments were eliminated if they required unfrastucture or earthwork that was unattainable.



Feasibility

Assessed based on the consideration and anticipated barriers to implementation as they relate to railroad impacts and coordination, private property impacts and canal access.

Alignments were eliminated if they exceeded grades of 5% or required access to an unobtainable right-of-way.



Alignment Continuity

Assessed based on an alignment's ability to continuously connect and traverse the full length of the study area.

Alignments were eliminated if they only covered a segment of the study area and could not connect trails or existing routes.

STEP 01

	Section	Alternative Alignment					Screening Results
North of Rogue River	West		Foothill Blvd	✓	✗	✓	Remove
			Tom Pearce Park to Foothill North of Railroad	✓	✓	✓	Advance
			Tom Pearce Park to Foothill South of Railroad	✓	✓	✓	Advance
	Middle		Foothill Blvd	✓	✓	✓	Advance
			Averill Drive + Railroad Offset (South)	✓	✓	✓	Advance
			Foothill Road and Evans Creek Canal	✓	✗	✗	Remove
	East		Foothill Blvd	✓	✓	✓	Advance
			Railroad Offset (North)	✓	✓	✓	Advance
			Fielder Lane	✓	✓	✓	Advance
			Sequoia Drive and Evans Creek Canal	✓	✗	✗	Remove
South of Rogue River	West		Rogue River Highway (OR99W)	✓	✓	✓	Advance
			Highline Canal	✓	✗	✗	Remove
			South Highline Canal	✓	✗	✗	Remove
	Middle		Rogue River Highway (OR99W)	✓	✓	✓	Advance
			Canal Path	✓	✗	✗	Remove
	East		Rogue River Highway (OR99W)	✓	✓	✓	Advance

Table 1. Preliminary Screening Process Results

Results

Based on the preliminary screening, six alignment alternatives were eliminated.

STEP 02

Detailed Evaluation

Evaluation criteria and performance measures were used to assess the trade-offs of each alternative and determine which alignment alternatives best align with the project vision and goals. The evaluation criteria are consistent with best practices in trail design and user experience, and they reflect considerations observed through field observations and familiarity with the study area.



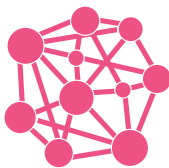
Safety & Security

The alignment provides the greatest degree of separation and security.



User Experience

The alignment is the most convenient, comfortable, and easy alignment to traverse for all ages, abilities, and types of users.



Connectivity

The alignment connects to existing trail connections and is the most direct route with the least amount of out-of-direction travel.



Feasibility

The alignment requires the least amount of railroad, private property, environmental, and cultural impacts and coordination.



Implementation

The alignment requires the least amount of infrastructure needs and has a cost that can be met with funding sources.

Performance Measures

- Level of separation from motor vehicle traffic
- Number of potential motor vehicle conflict points

Performance Measures

- Level of traffic stress
- Grade (percentage)
- Number of destinations served

Performance Measures

- Opportunity to leverage existing connections
- Directness of route

Performance Measures

- Number of railroad crossings
- Number of private property impacts
- Environmental considerations
- Potential impacts to known historic or cultural resources
- Feasibility of anticipated collaboration amongst agencies

Performance Measures

- Phasing opportunities
- Cost
- Infrastructure requirements

STEP 02

	Section	Alignment Alternative						Total
North of Rogue River	West	Tom Pearce Park to Foothill North of Railroad	+3	+6	+2	+3	-1	+13
		Tom Pearce Park to Foothill South of Railroad	+3	+6	+2	+2	-1	+12
	Middle	Foothill Boulevard and Railroad Offset (North)	+1	+1	0	+3	+2	+7
		Averill Drive and Railroad Offset (South)	+1	+3	0	0	+5	+9
	East	Foothill Blvd and Railroad Offset (North)	0	+2	0	+3	+2	+7
		Fielder Lane and Railroad Offset (South)	+1	+2	0	+4	+5	+12
South of Rogue River	West	Rogue River Highway (OR99W)	+1	+2	0	+3	+2	+8
	Middle	Rogue River Highway (OR99W)	+1	+3	0	+2	+2	+8
	East	Rogue River Highway (OR99W)	+2	+4	+2	+3	+2	+13

Table 2. Evaluation Summary

Each trail alignment was given a score between -1 to +2 for each performance measure, reflecting the extent to which an alternative achieves the performance measures. These performance measure scores were added together to create a total score for each evaluation criteria.

Most Promising Trail Alignments

Based on the evaluation screening, two alignment alternatives were identified as the most promising: One along the north side of the Rogue River and one along the south side of the Rogue River.

The two most promising alternatives are different in character, pros/cons, and trail user experience. Both align well with the project goals, objectives, and evaluation criteria but for different reasons. Figure 4 shows the two best suited alignments:

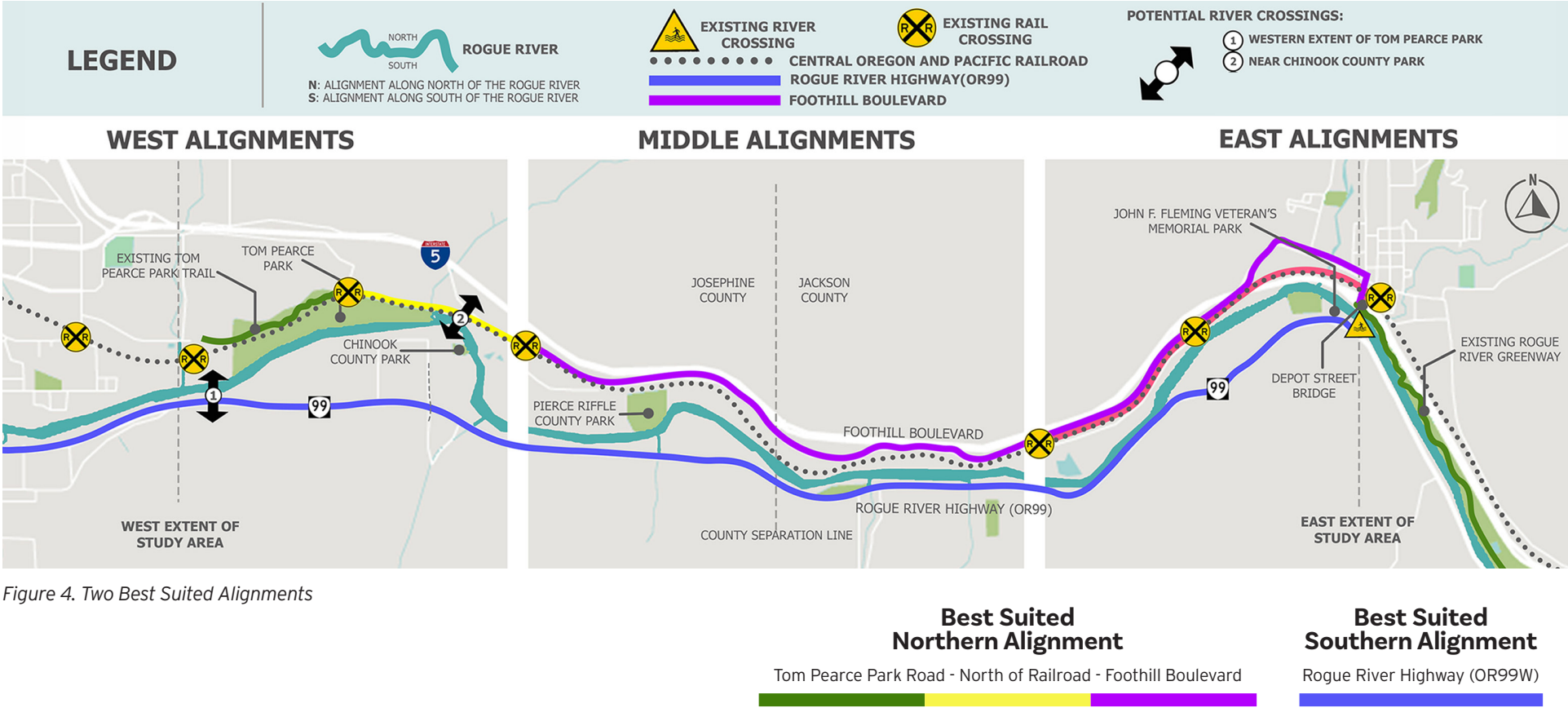


Figure 4. Two Best Suited Alignments

Comparing the Most Promising Trail Alignments

The two most suitable alignments were analyzed using the established evaluation criteria, which serve as a strong baseline for a technical comparison. This assessment considers the trade-offs between the alignments, ensuring a comprehensive evaluation. The results of these comparisons are presented in the table below.

	 Safety & Security	 User Experience	 Connectivity	 Feasibility	 Implementation
Best Suited Northern Alignment Tom Pearce Park Road - North of Railroad - Foothill Boulevard	Foothill Boulevard is a comparatively lower-speed, lower-volume roadway. Although the trail would be physically separated, proximity to Foothill Boulevard may impact safety and security.	- Grades vary; includes moderate hills. - Vehicular noise may be less prevalent in comparison to the best-suited southern alignment.	This trail alignment connects to major recreational parks like Tom Pearce Park and Pierce Riffle County Park; however, it does not connect to other key destinations including restaurants, RV parks, taverns, places of historical significance, Chinook County Park, and John F. Fleming Memorial Park.	- Anticipated to include more right-of-way impacts. - The alignment would run parallel to Foothill Boulevard in locations but is also anticipated to deviate between Foothill Boulevard and the railroad.	- Anticipated to include more cut-and-fill efforts to implement the trail. - Multiple agency and jurisdictional needs are required to establish trail alignment. - Potentially slower implementation time. - Lower likelihood to be constructed in a single phase.
Best Suited Southern Alignment Rogue River Highway	Rogue River Highway is a comparatively higher speed, higher-volume roadway. Although the trail will be physically separated, the proximity to Rogue River Highway may impact safety and security.	- Generally flat; with minimal grades. - Vehicular noise may be less prevalent in comparison to the best-suited northern alignment.	This trail alignment connects multiple key destinations, including restaurants, RV parks, taverns, places of historical significance, Chinook County Park, and John F. Fleming Memorial Park. However, it does not connect other major recreational parks like Tom Pearce Park and Pierce Riffle County Park.	- Anticipated to include fewer right-of-way impacts. - The alignment would generally run parallel to Rogue River Highway.	- Anticipated to include fewer cut-and-fill efforts to implement the trail. - Minimal agency and jurisdictional needs are required to establish trail alignment. - Potentially faster implementation time. - Higher likelihood to be constructed in a single phase.

Selecting the Recommended Trail Alignment

While both alignments align well with project goals and evaluation criteria, they offer distinctly different advantages and challenges in terms of functionality, user experience, and feasibility. A comparative analysis was conducted assessing the strengths and weaknesses of each alignment. Feedback from the public, decision-makers, and project advisory groups was gathered through open houses and meetings to inform the final recommendation.



05.

Recommended Trail Alignment

Based on the technical evaluation and priorities expressed by the community and partners, Rogue River Highway provides a more feasible option for constructing a trail connection with the least number of disruptions and impacts. It has lower anticipated risks, impacts, and cost, and increased funding opportunities, comparatively to Foothill Boulevard.

The recommended trail alignment is proposed to run along the north side of Rogue River Highway.

Why the North Side of Rogue River Highway?

The analysis found that the north side of Rogue River Highway would result in fewer private property impacts and cut-fill requirements, would be more cost sensitive and would provide access to more key destinations as compared to the south side of Rogue River Highway.

The result of the analysis is summarized in Figure 5. Establishing the trail on the north side of Rogue River Highway provides scenic views of the Rogue River, easier access to destinations (Chinook County Park, Riverfront RV Park, Bridge View RV Resort, Chinook Winds RV Park, and Riverside Park access to the Depot Street Bridge without crossing Rogue River Highway, which connects trail users to the Rogue River Greenway toward Gold Hill.

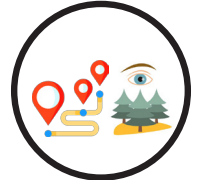
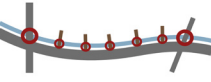
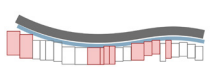
ROGUE RIVER HIGHWAY	 Right-of-Way Considerations	 Topography Considerations	 Driveway/ Access Points	 Other Considerations
	- A preliminary right-of-way (ROW) review was conducted using tax lot data for parcels along Rogue River Highway. - This exercise assessed and quantified potential ROW impacts for a trail along the north vs south sides of the highway.	- A topographical review was conducted using Google Earth imagery and field observations along Rogue River Highway. - It assessed the difficulty of building a trail on side of the highway and evaluated existing shoulders for feasibility.	- An access management review was conducted to quantify the number of access points on the north vs south side of the highway. - Each access point poses potential conflicts between trail users and drivers.	- Qualitative factors were considered while determining the location of the trail on the north vs south side of the highway. - Viewsheds, access to destinations, and connectivity to existing infrastructure including the Depot Street Bridge.
NORTH				
SOUTH				

Figure 5. Preliminary Analysis



Typology & Cross-Sections

The typical cross-section of the preferred trail alignment along Rogue River Highway is envisioned as a separate path with a buffer between the roadway and the trail. Physical separation of vehicles and active transportation modes increases safety for trail users. The buffer can be landscaped and may vary in width based on ROW availability. Figure 6 shows the recommended typical cross-section of a trail along Rogue River Highway with minimum widths for a trail with a buffer. The measurements of a typical shared-use path section (or trail) adjacent to a highway are based on ODOT's Highway Design Manual (HDM).

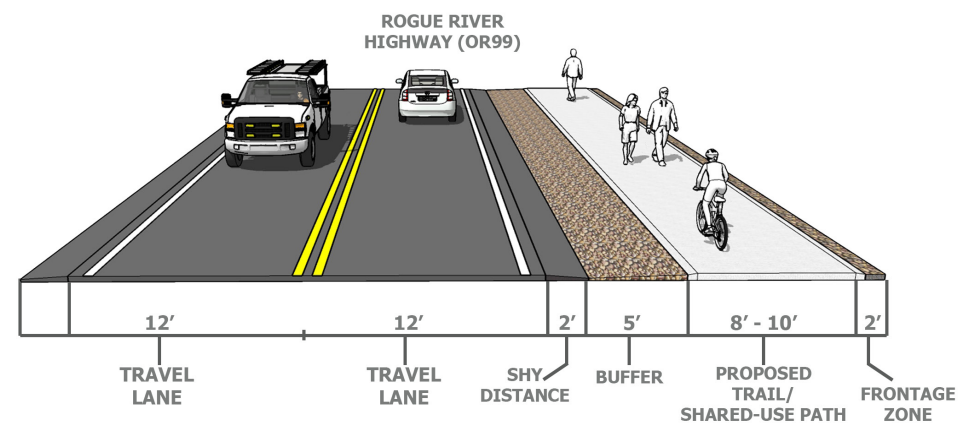


Figure 6. Typical Section of Preferred Trail Facility

Public Services on Rogue River Highway

Design for accommodating public services currently operating along Rogue River Highway, such as mail delivery and trash pickup are an important part and will be included as part of the final trail design. The frontage zone outlined in the recommended cross-section can accommodate mailboxes and trash bin storage. County and city partners should ensure the trail design integrates these services effectively. Additionally, one of the proposed plan phases includes identifying designated spaces for restructuring essential services—such as mail delivery posts, garbage bins, and other utility placements—to enhance efficiency, accessibility, and minimize disruptions to public areas.

Trail Benefits to the Local Community and Region

The proposed trail offers numerous benefits to the local community and the broader region. It will enhance connectivity between the cities of Grants Pass and Rogue River, providing a safe, accessible route for pedestrians, cyclists, and other users.

The trail will promote active transportation, encouraging healthier lifestyles and reducing traffic congestion. Additionally, it will boost local tourism by offering access to scenic viewpoints and natural resources, attracting visitors to explore the area. The trail's development will also create economic opportunities, supporting local businesses and providing a space for recreational activities that enhance the quality of life for residents, commuters and visitors.

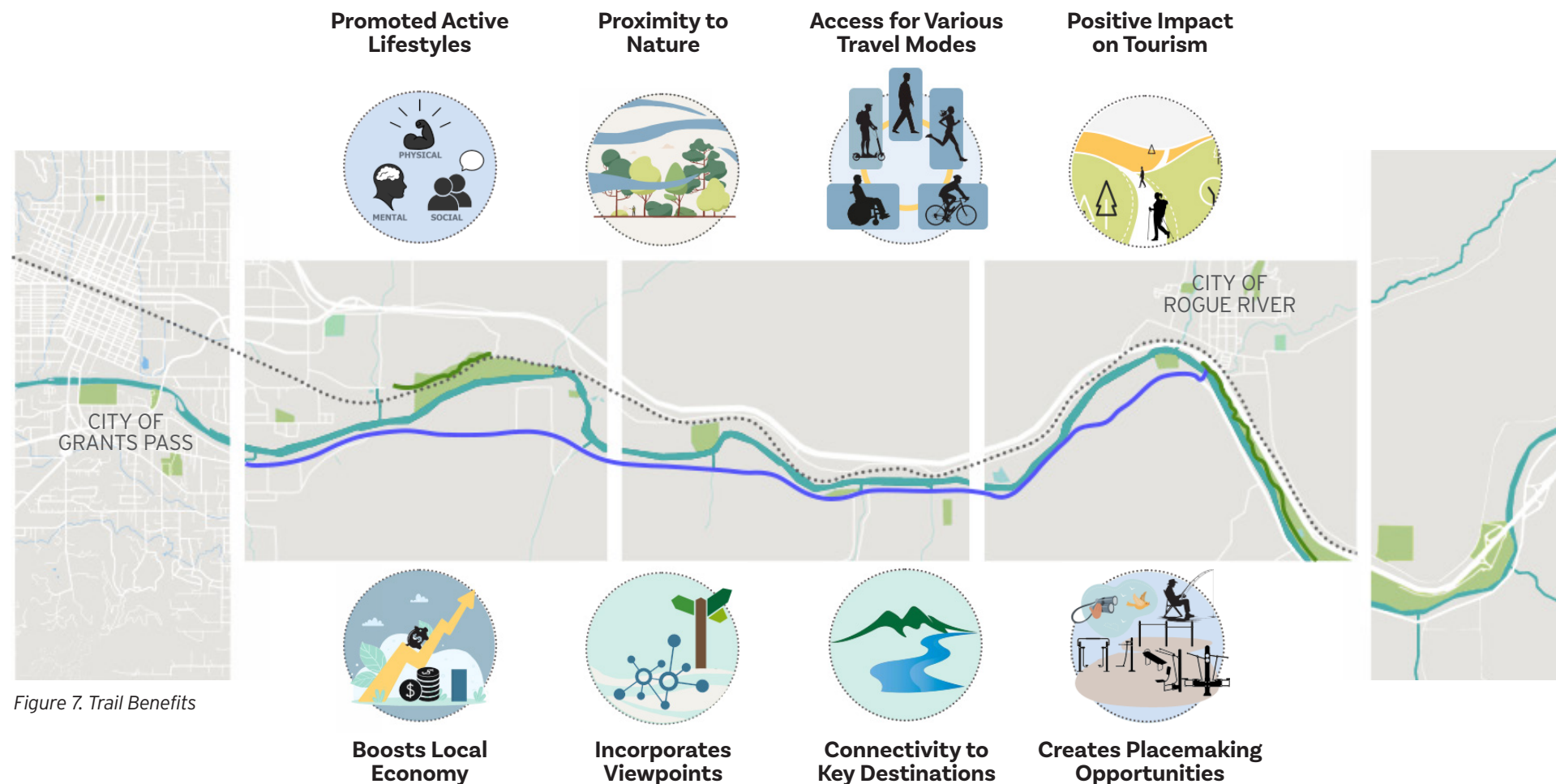


Figure 7. Trail Benefits

Where Could the Trail Connect in the Future?

The recommended trail alignment provides several opportunities for future connections to further increase bicycle and pedestrian connectivity in the region.

1-Mile Connecting Segment

To complete the vision of a regional active transportation connection to Grants Pass, it is recommended that the City of Grants Pass and Josephine County address the gap in pedestrian and bike infrastructure connectivity between Jones Creek and Fruitdale Creek. The gap, shown in Figure 8, is between the western extent of the trail study area and the existing sidewalk in Grants Pass.

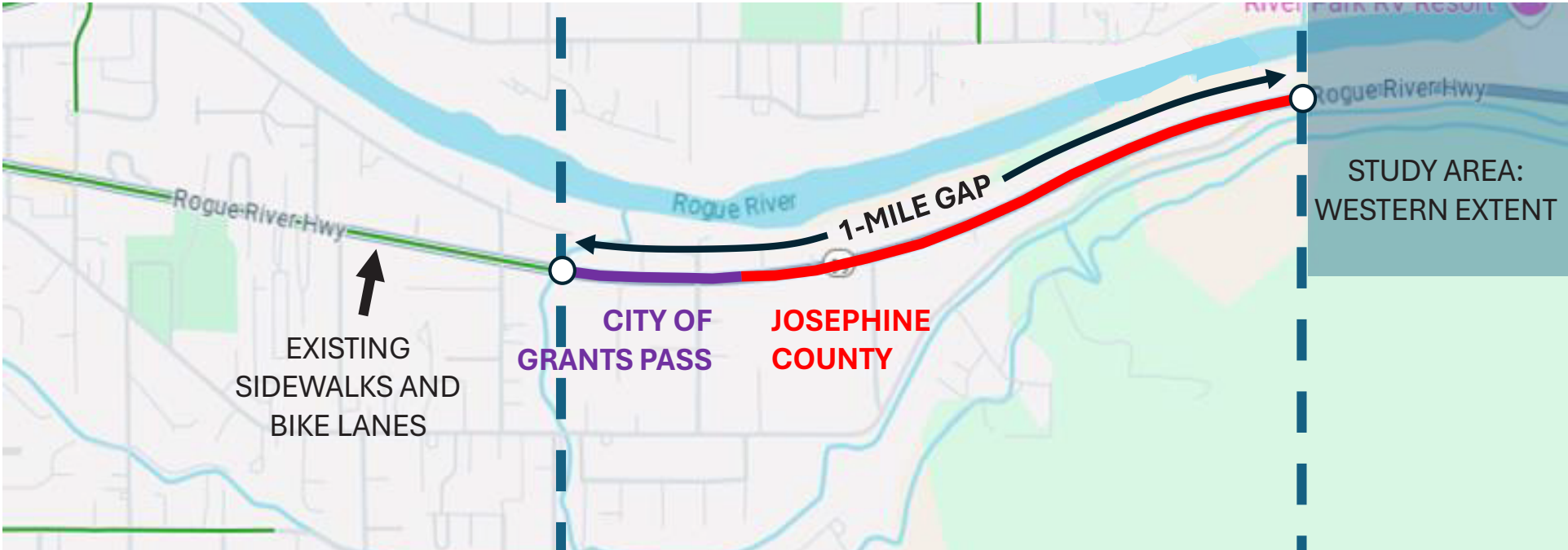


Figure 8. 1-Mile Connecting Segment

Tom Peace Park

During public engagement, some community members supported a trail connection to Tom Pearce Park on the north side of the Rogue River. This connection would require a pedestrian bridge over the Rogue River and should be considered in future Transportation System Plan updates.

06 Looking Ahead

This section covers the maintenance and operations of the trail, along with proposed trail amenities and other opportunities it creates. It also provides a cost estimate for building each trail segment, discusses the adoption process, recommended phasing and the next steps of the Plan.

Maintenance and Operations

Maintenance and operations will be critical to the success of the Grants Pass to Rogue River Multimodal Plan. The recommended trail alignment spans multiple jurisdictions, with trail sections physically located in the City of Rogue River, Jackson County, and Josephine County. In addition to these jurisdictions, partners for trail maintenance and operation could include non-profit organizations such as the Rogue River Greenway Foundation, Josephine County Parks, Jackson County Parks, and the Oregon Parks and Recreation Department.

Maintaining and operating a trail in optimal condition over time presents significant challenges. To address these, establishing a Memorandum of Understanding (MOU) is an effective approach. An MOU clearly defines the terms and duration of maintenance and operational responsibilities; the interests and benefits of involved parties; jurisdictional and agency agreements; and legal guidance, including clauses on liability limitations, indemnification, general provisions, and termination.

Daily Operations (Mail, Trash, Deliveries)

As the design for the trail is developed, specific attention will be placed on developing solutions that accommodate mail delivery and trash pickup. The frontage zone identified in the recommended cross-section can serve as a space for mailboxes and trash bin storage. County and City partners should ensure the design of the trail accommodates these services as needed.

ADA Features

In accordance with ADA guidelines, design for the trail will provide accessible features. This may include ADA-compliant curb ramps at road crossings and ADA informational signage.

Other Trail Amenity Opportunities

Trail amenities refer to the infrastructure, facilities, and enhancements that improve the functionality, accessibility, safety, and overall user experience of a trail system. These amenities support a range of users, including pedestrians, cyclists, and other recreationalists, while also contributing to environmental sustainability and community connectivity.

The recommended alignment passes near the Rogue River, which may provide opportunities for viewpoints or resting areas. These viewpoints could include amenities such as benches and picnic tables, signage, bike racks, or waste bins. A list of proposed trail amenities can be found in Appendix B.

The PMT voiced support of leveraging the Rogue River as a natural amenity to increase the trail's community benefit.

Cost Estimates

The total estimated project cost for the preferred trail alignment is \$23.8 million. This cost estimate did not include any engineering and included only a limited technical analysis based on assumptions about the trail characteristics, existing conditions, and construction practices. The major assumptions of this estimate are as follows:

- The trail section includes 4 inches of asphaltic concrete pavement (ACP) over 6 inches of aggregate base.
- ROW acquisition is needed where the paved width of the trail impacts private property.
- The trail is 10 feet wide with a 5-foot-wide buffer and standard shoulder.
- The trail length is 34,000 feet (6.4 miles).

More detailed assumptions used in the cost estimate, including those related to earthwork, stormwater conveyance, and retaining walls, are included in the detailed cost estimate (Appendix C).

Cost by Trail Segment

The proposed trail has been divided into segments that can be constructed separately in phases. Figure 9 shows the segments of the proposed trail- Segment A, B, C and X, and Table 3 shows the estimated cost to construct each segment. The proposed trail cost per mile is \$3.7 million.

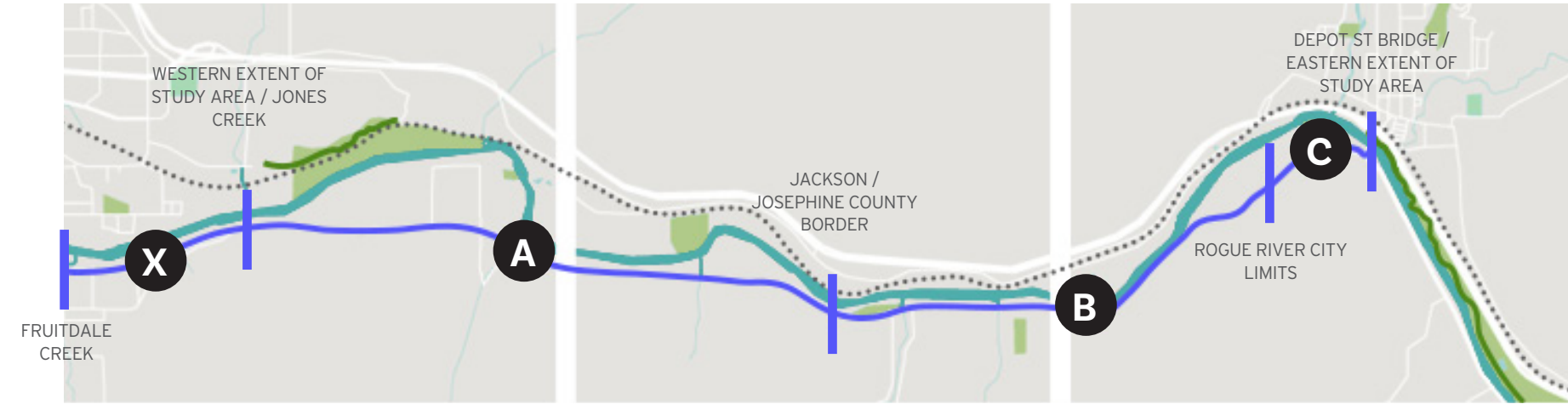


Figure 9. Cost Estimate Segments

Assuming a consistent cost per linear foot, the estimated cost of the full length of trail is approximately \$27.5 million. This value includes segment X, which, although outside the study area, is a critical connecting segment between the existing infrastructure and the proposed trail infrastructure outlined in the Plan.

Phase/ Segments	Extents of each Phase/Segment	Approximate Distance of Trail (GIS Data)	Estimated Share of Total Cost*
A	Western extent of study area - Josephine/ Jackson County border	16,400 feet (3.1 miles)	\$11.5 million
B	Josephine/ Jackson County border - Rogue River City limits	15,800 feet (3.0 miles)	\$11.0 million
C	Rogue River City limits - Depot St Bridge	1,800 feet (0.34 miles)	\$1.3 million
X	Fruitdale Creek to Jones Creek (western extent of study area - western edge of the 1-mile gap)	5330 feet (1.0 mile)	\$3.7 million
	Total	39,330 feet (7.4 miles)	\$27.5 million

Table 3. Approximate Cost by Segment

Implementation & Funding

Implementing the recommended trail alignment is likely to rely on a variety of funding sources, most notably local funding mechanisms and state/federal grant opportunities. The cities of Grants Pass and Rogue River as well as Jackson and Josephine counties will need to continue developing a strategy to fund the recommended trail alignment. Potential funding sources for trail design and construction are included in Appendix D. Many of the sources have been previously identified in jurisdictional Transportation System Plans.

Adoption Process

This Plan represents the PMT’s recommendations based on information provided by the project team, PAC guidance, project partners, and interested party feedback received throughout the planning process. The Grants Pass to Rogue River Multimodal Plan will be presented to Jackson and Josephine County staff for adoption as an amendment into their respective Transportation System Plans.

For the purposes of adoption, The Grants Pass to Rogue River Multimodal Plan will be split into two Volumes: Volume 1, West Segment, which includes Josephine County, and Volume 2, East Segment, which includes Jackson County and the City of Rogue River. Figure 10 shows the geographic split between Volumes 1 and 2.

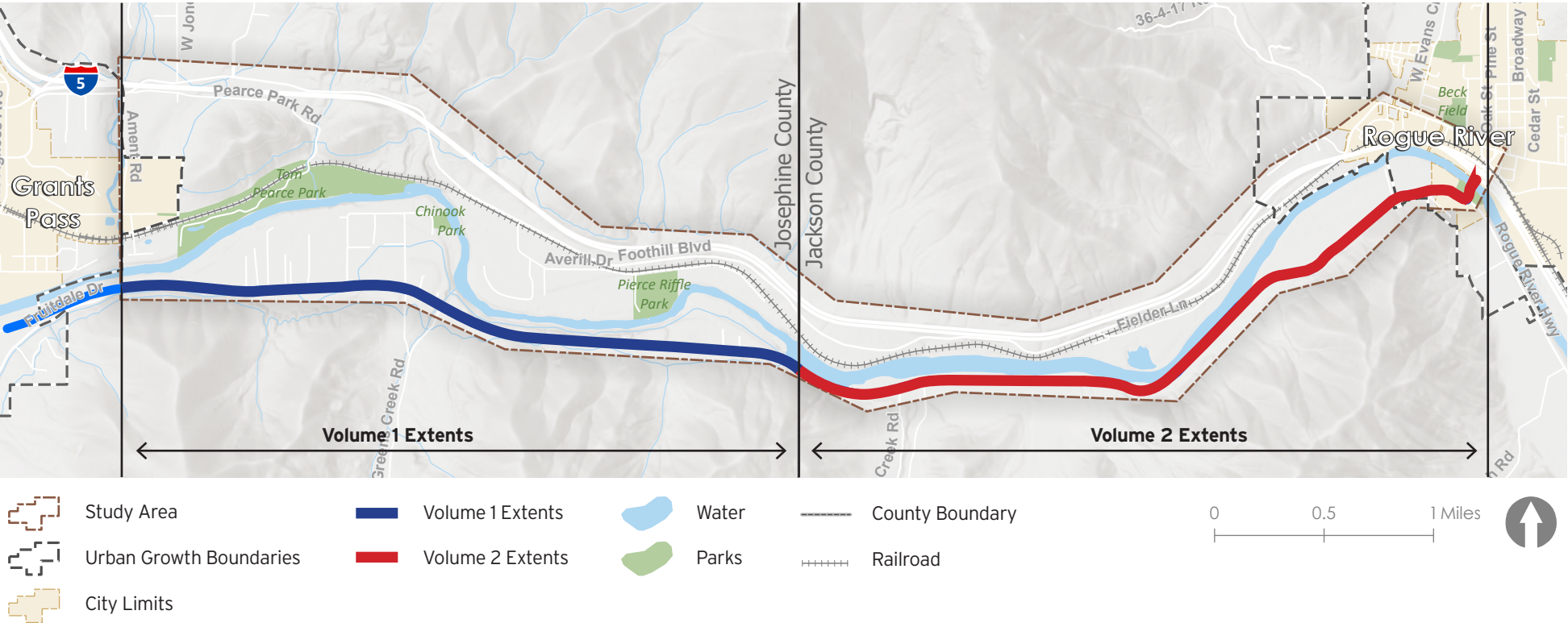


Figure 10. Volume 1 and 2 Split

Recommended Phasing

Although the trail alignment is split between multiple local jurisdictions, the Rogue River Highway is owned by ODOT. It is recommended that this project is completed in one phase, but if budget constraints prevent this, phasing could take place as follows:

Phase 1

Establish right-of-way and trail footbed. This includes purchasing permanent easements, filling in narrow shoulders, and building retaining walls and guard rails.

Phase 2

Identify designated spaces for the restructuring of essential services, including mail delivery posts, garbage bins, and other utility placements, to ensure efficiency, accessibility, and minimal disruption to public areas.

Phase 3

Build out the full trail. This includes paving the trail and completing any necessary stormwater control measures.

What Happens Next?

The following steps are recommended to continue advancing the implementation of the Grants Pass to Rogue River Multimodal Plan:

- Partners will pursue local, state, and federal funding opportunities for the development of an operations and maintenance plan and preliminary design phase. The management plan will outline jurisdictional responsibilities and the operation and maintenance responsibilities of the trail.
- Partners will discuss and address the connectivity gap in pedestrian and bike infrastructure between Jones Creek and Fruitdale Creek.
- Partners will implement and construct the Grants Pass to Rogue River Multimodal Plan.
- ODOT, county, and city partners will continue identifying gaps and opportunities for additional trail connections to establish a well-connected recreational and transportation trail network.





Supporting Documents

A. Background Document Review

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This section summarizes the existing plans, regulations, and policies relevant to the Grants Pass to Rogue River Multimodal Plan. The summary describes the relevance of each document to the Grants Pass to Rogue River Multimodal Plan identifying potential issues and considerations that will guide the development and evaluation of the trail alignment alternatives.

Table 1A. Plans and Policies Reviewed

Document	Key Applications for the Project
Local	
City of Grants Pass Transportation System Plan (TSP)	The City of Grants Pass TSP (2020) outlines goals, objectives, transportation standards and guidelines; impacts of growth; and implementation strategies of the City. It covers information about potential projects that are relevant to the study area and covers various modes such as roads, transit, cycling, and walking. This document also includes a list of projects that are relevant to the study area.
City of Rogue River Transportation System Plan	The Rogue River TSP (2021) outlines needs, goals, objectives, alternatives, impacts, and trade-offs, as well as ways of engaging stakeholders and the public of the City. It covers information about the existing and planned facilities and projects that are relevant to the study area.
Josephine County Rural Transportation System Plan	The Josephine County Rural TSP (2004) 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 intended to serve as a blueprint or master plan to guide transportation decisions to address both short- and long-term needs. This document also includes a list of projects that are relevant to the study area.
Jackson County Transportation System Plan	The Jackson County TSP (2023) outlines the county's goals, policies, and action strategies for developing the transportation system. The TSP provides the vision for a transportation system that accommodates the expected 20-year growth in population and employment in accordance with the County's land use plan as well as the land use plans for cities within Jackson County. This document also includes a list of projects that are relevant to the study area.
City of Rogue River Comprehensive Plan	The City of Rogue River Comprehensive Plan is a collection of data and information about the City that represents the current ideas, plans, policies, and desires of today's community leaders and members. This document is periodically reviewed and modified in order to adjust to new laws and regulations and the changing needs and desires of the community. This document includes a land use and transportation relevance within the study area that the project team will consider.
The Grants Pass and Urbanizing Area Comprehensive Community Development Plan	The Grants Pass and Urbanizing Area Comprehensive Community Development Plan was first adopted in 1982 and last amended in 2023. It includes Location Element, Citizen Involvement, Scenic, Rogue River, Historic & Natural Resources, Wetlands Resources Plan, Environmental Resource Quality Element, Areas Subject to Natural Hazards, Population Element, Recreational Parks and Open Spaces Element, Housing Element, Transportation Element, Housing Policies, Energy Conservation Element sections. Element 11: Transportation within the plan was repealed and replaced by the Grants Pass Urban Area Master Transportation Plan which will inform the Grants Pass to Rogue River Multimodal Plan. The consultant will review and incorporate relevant information from this document into the development and evaluation of trail alignment alternatives.
Jackson County Comprehensive Plan	The Jackson County Comprehensive Plan (Originally created in 1989 with the latest amendment in 2023) is a long-range policy guide for land use in the unincorporated area within the county. It contains policies on rural and suburban lands, urban lands, regional planning, and implementation that address the relationship between land use planning and transportation planning. The county maintains several roads that connect to city streets, including Foothill Boulevard. It also has approval authority for all land uses in the Urban Growth Boundaries in Jackson County. The Urban Growth Management Agreement with Jackson County provides the opportunity for the City of Rogue River to comment on land use actions. The consultant will review and incorporate relevant information from this document into the development and evaluation of trail alignment alternatives.

Document	Key Applications for the Project
Josephine County Comprehensive Plan	The Josephine County Comprehensive Plan (2005) outlines a set of goals and policies for the county in order to guide its development. This document is designed to be a summary of information on a variety of factors over time, including population, economics, forest lands, recreation, public facilities, and natural resources. It represents a commitment to organize and coordinate these complex interrelationships in such a way as to guide development and protect the future health, safety and welfare of the general public. This document includes a Transportation section that explores road systems and transportation modes. The consultant will review and incorporate relevant information from this document into the development and evaluation of trail alignment alternatives.
Rogue River Greenway Foundation	The Rogue River Greenway Foundation is dedicated to the development of a multimodal trail to promote safe, alternative non-motorized modes of transportation for children, adults, and seniors –either residents or visitors. The goal of this organization is to create a “necklace of parks linked by pedestrian, bicycle, and water trails” and to “provide accessible areas to the Rogue River for recreation.” This foundation’s goals and objectives align closely with the Grants Pass to Rogue River Multimodal Plan, the difference being the site extents of the two projects. This foundation will help guide the current Plan.
Bear Creek Greenway Foundation	Bear Creek Greenway Foundation has worked for 35 years to connect the 20 miles of southern Oregon with a non-motorized scenic greenway. This greenway is located within close proximity to the study area. The main mission of the Bear Creek Greenway Foundation is to “mobilize resources to expand, promote, and improve the Bear Creek Greenway.” The purpose of Bear Creek Greenway also aligns closely with the Plan and will help guide its development.
Grants Pass Development Code	The City of Grants Pass has developed a code that covers development standards in the city. The Access section includes guidance regarding streets, sidewalks and pedestrian ways, bikeways that would inform the current Plan. This section will be reviewed and used as relevant to the development of the trail alignment alternatives; particularly when located within Grants Pass city limits.
Rogue River Municipal Code	The Rogue River Municipal Code guides development of Rogue River, based on the City’s Comprehensive Plan. It includes several chapters and titles such as Administration and Personnel, Revenue and Finance, Animals, Health and Safety, Streets, Sidewalks and Public Spaces, Zoning, Buildings and Construction etc. Title 12- Streets, Sidewalks and Public Spaces will be reviewed and used as relevant to the development of the trail alignment alternatives; particularly when located within Rogue River city limits.
Codified Ordinances of Jackson County & Jackson County Land Development Ordinance (LDO)	The Codified Ordinances of Jackson County document is divided into parts like the Administrative Code, The Traffic Code, The Planning and Zoning Code, The Building and Housing Code and the Health and Sanitation Code etc. The relevant codes will be reviewed and used as relevant to the development of the trail alignment alternatives for the current Plan. The Jackson County Land Development Ordinance was created to protect public health, safety, and general welfare, and to implement the policies of the Jackson County Comprehensive Plan and the Statewide Planning Goals. This ordinance applies to all land, buildings, structures, and uses thereof within the unincorporated area of Jackson County to the extent allowed by Federal, State and local laws, including land owned by local, state, or federal agencies. This ordinance includes a land use relevance within the study area that the project team will consider; particularly when located within the Rogue River city limits.
Josephine County Code	The Josephine County Code guides development of Josephine County, It includes several chapters and titles such as Administration and Personnel, Revenue and Finance, Animals, Health and Safety, Streets, Sidewalks and Public Spaces, Zoning, Buildings and Construction etc. Title 12- Streets, Sidewalks and Public Spaces will be reviewed and used as relevant to the development of the trail alignment alternatives; particularly when located within Rogue River city limits.

Document	Key Applications for the Project
State	
Oregon Highway Design Manual (HDM)	The Oregon HDM provides a framework for determining the appropriate alternatives and facility selection based on the established urban context and corridor vision. The urban context that is relevant to the study area will serve as the guideline/benchmark for the Plan's proposed transportation strategies and improvements.
Oregon Transportation Plan (OTP)	The OTP defines the long-range transportation policy through the year 2050 for the movement of people and goods across the state. It seeks to balance the diverse needs of the users and uses of the transportation system and to guide investments, programs, and processes. The OTP's vision and actionable direction is intended for all transportation service and facility providers, including state agencies, regional and local governments, and transit agencies. The Grants Pass to Rogue River Multimodal Plan will refer to the OTP for implementing improvement strategies.
Oregon Highway Plan (OHP)	The OHP (originally published in 1999, includes many registered amendments) is a modal element of the OTP. The OHP addresses efficient management of Oregon's transportation system to increase safety, extend capacity, increase partnerships with local and regional governments, create links between land use and transportation, access management and other transportation modes along with environmental and scenic resources. It also establishes a variety of policies that are directly related to its facilities. OR99 (Rogue River Highway) runs through the study area and is one of the main facilities that the Plan creates alignment alternatives for. The current Plan will use the guidance outlined in the OHP for any bicycle or pedestrian facility improvements or modifications recommended for OR99 highway during the alignment alternatives development phase of the Plan.
Oregon's Statewide Planning Goals	The Oregon Statewide Planning Goals and Guidelines document entails a set of 19 statewide planning goals. The goals express the state's policies on land use and related topics such as transportation, housing, citizen involvement and natural resources. Each of the goals are accompanied by a set of guidelines which provide direction on how a goal can be applied. Local plans developed are required to be consistent with the statewide planning goals. Goal 8 (Recreation Needs) and Goal 12 (Transportation) are directly related to the current Plan due to its multimodal nature and development of recreational facilities that will benefit the public. These goals will inform the current Plan.
Interstate Area Management Plans (IAMP)- 40 & 43	The combined I-5 Exits 40 and 43 Interchange Area Management Plans (IAMPs) examine how the interchanges and surrounding street system operate both now and over the next 20 years. The IAMPs identify strategies to preserve and improve the safety and capacity of the interchanges for the foreseeable future. OR99 (Rogue River Highway) is one of the roadway facilities analyzed in this document which is also a key roadway in the Grants Pass to Rogue River Multimodal Plan's study area. The improvements outlined in the document that apply to the highway will be considered in the current Plan.
Federal	
Americans with Disabilities Act (ADA) Policy	The ADA (legalized in 1990) is a civil rights law that prohibits discrimination against individuals with disabilities in many areas of public life, including jobs, schools, transportation, and many public and private places that are open to the general public. The purpose of the law is to ensure that people with disabilities have the same rights and opportunities as everyone else. One of the main objectives of the current Plan is to provide a safe, convenient, aesthetically pleasing, and attractive facility for commuting and recreation. The trail facility will need to comply with the regulations and design standards set by the ADA Act, particularly as it relates to grades/slopes percentages.

B. Trail Amenities

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A collection of trail features and amenities may be considered for implementation on the recommended trail. Features and amenities provide opportunities to increase the accessibility of the trail, such as American with Disabilities Act (ADA) ramps or wayfinding signage, and improve the appeal of the trail, such as viewpoints along the Rogue River.

Amenities Toolbox

This table outlines a toolbox of potential amenities, including their purpose, spacing recommendations, and planning-level cost estimates.

Type of Amenity	Amenity	Description
Safety and Navigation Amenities	Light fixtures	Appropriate lighting for safety if the trail is open during evening hours. This amenity is recommended since the trail is adjacent to a roadway facility.
	Regulatory and warning signage	Signs that regulate the behavior of trail users, such as "Stop," "Yield," "Slippery When Wet," or others.
	Wayfinding signage	Signs providing directions to trail users. Can be as simple as arrows or include more detailed information such as maps, connectivity to other destinations, and difficulty ratings.
	Informational signage	Signs or a series of signs that include safety and support information such as maps, rules and regulations, warnings, major events, historical information, attractions, or a point of contact.
	Interpretive or educational signage	Information highlighting natural or cultural features of the area. QR codes can be added for digital guides.
	Mile markers	Can help trail users track the distance traveled and determine their location in case of an accident or other emergency.
	Water stations	Drinking fountains or water refill stations.
	Restrooms	Permanent or portable restrooms, including Americans with Disabilities Act-compliant facilities.
	Waste bins	Trash cans and recycling stations.
	Dog waste stations	Waste bags and disposal points for dog owners.
	Public art	Artwork that can create landmarks and placemaking opportunities along the trail.
Recreational Amenities	Exercise equipment	Fitness stations or individual equipment such as a pull-up bar.
	Bike repair stations	Basic tools for bicycle maintenance.
	Bike racks	Secure bicycle parking for cyclists.
	Benches or picnic tables	Rest areas that are placed at intervals along the trail, especially in scenic locations.
	Shelters	Shade structures or pavilions for gathering or protection from weather.

C. Planning Level Cost Estimates

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D. Funding Opportunities

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Funding Options

Implementing the preferred trail alignment is likely to rely on a variety of funding sources, most notably local and federal grant opportunities. The cities of Grants Pass and Rogue River as well as the counties of Jackson and Josephine will need to continue developing a strategy to fund the preferred trail alignment. Potential funding sources for trail design and construction are listed below.

Local Funding Mechanisms

Funding Source	Description
State motor vehicle fuel (gas) tax	Jackson County, Josephine County, the City of Grants Pass, and the City of Rogue River all currently receive State revenues via the State Highway Fund, largely funded by the State motor vehicle fuel tax.
Vehicle registration fees	The Oregon Vehicle Registration Fee is allocated to state, counties, and cities for road funding. In addition, Oregon counties are granted the ability to impose a vehicle registration fee covering the entire county.
Street utility/road user fee	Road user fees are a monthly or yearly assessment charged to residences and nonresidential users of jurisdictional roads. This fee is used in Medford, Ashland, La Grande, and several other jurisdictions. The fee in Medford is based on trip generation models, Ashland's is \$1 per month per residence or business, and La Grande charges \$2.50 per water meter per month. Medford's fee generates about \$1.4 million per year with 18,000 accounts.
System development charges (SDCs)	SDCs are fees assessed on new development for impacts on public infrastructure. All revenue is dedicated to transportation capital improvement projects designed to accommodate growth. Counties or cities can offer SDC credits to developers that provide public improvements beyond the required street frontage, including those that can be constructed by the private sector at a lower cost.
Road districts/property taxes	Counties may adopt property taxes to construct and maintain county roads and bridges. Oregon has 123 road districts, 86 of which receive revenues from dedicated property taxes. These can be used to fund maintenance or be dedicated to service bonded indebtedness (General Obligation Bonds).
Non-property taxes	Oregon counties and cities have the power to devise their own non-property taxes and other local revenue structures without specific state enabling legislation. Transit and transportation districts may levy income taxes up to 1% of payroll and self-employment taxes of up to 0.6%. While no districts currently impose an income tax, Lane County and Tri-Met use payroll and self-employment taxes.
Hotel/motel taxes	Hotel and motel taxes can provide a minor source of funding for transportation. Four jurisdictions currently dedicate revenues from these taxes to transportation projects (Lake Oswego, Lincoln City, Umatilla County, and Union County).
Extraction taxes	Several jurisdictions with significant mining activity have extraction or severance taxes. Extraction taxes are weight-based charges on natural resource operations, such as the removal of timber, coal, or stone. Because these industries use remote roads with few other users, and their heavy trucks cause disproportionate damage to roads, taxation on the removal of natural resources is an important way to finance rural road repair. This tax might be considered a user fee, except that in many places it is also used to fund education and general government services.
General obligation bonds	Bonding is used as a funding alternative to spread project debt over a voter district or districts. Residents vote to levy a special property tax. These bonds are generally used to make improvements benefiting the entire district population. When the bond issue is paid off completely, the levy is finished.
Interfund transfers	The Interfund Transfer process allows jurisdictions to transfer General and Special Revenue funds into the Capital Improvement Program Fund for specific transportation system projects. Funding transportation projects via Interfund Transfers requires a budget amendment process, with expense proposals linked to specific planned projects.

Funding Source	Description
Local gas tax	Cities and counties can provide basic roadway funding through a gasoline tax. Several counties in the State have a local gas tax, including Multnomah and Washington counties. However, with relatively few jurisdictions exercising this tax, an increased cost for gas purchased in Rogue River versus gas purchased in neighboring communities may encourage drivers to seek less expensive fuel elsewhere.
Local improvement districts	The Oregon Revised Statutes allow local governments to form Local Improvement Districts (LIDs) to construct public improvements. LIDs are most often used by cities for projects such as streets, sidewalks, bikeways, or public facilities. The statutes allow the city government or property owners to form a district.
Local parking fees	Local parking fees are a common means of generating revenue for public parking maintenance and development. Most cities have public parking and charge nominal fees for its use. Cities also generate revenues from parking citations. The income generated by parking fees could be used for a variety of transportation projects.
U.S. Forest Service timber receipt funds - Josephine County	Josephine County receives funds from the U.S. Forest Service based on receipts from timber harvest on its public lands. A safety-net mechanism guarantees consistency if reduced timber harvests result from spotted owl protection. Seventy-five percent of funds are earmarked for roads, and 25% for education.
Local transient room tax - City of Rogue River	The City of Rogue River Municipal Code Chapter 3.05 currently requires a 6% transient room tax. The city could the tax policy to see if any revenue could be used for transportation project funding.

State & Federal Grants

Funding Source	Description
State Funding Mechanisms	
Oregon Parks and Recreation Local Grants	Oregon Parks and Recreation Department administers this program using Oregon Lottery revenues. These grants can fund acquisition, development, and major rehabilitation of public outdoor parks and recreation facilities. Local match is required.
Oregon Transportation Infrastructure Bank (OTIB)	A statewide revolving loan fund is available to local governments for many transportation infrastructure improvements, including highway, transit, and non-motorized projects. Most funds made available through this program are federal; streets must be functionally classified as a major collector or higher to be eligible for loan funding.
State Highway Fuel Tax Increase or User Fee	ODOT is currently researching a state user fee for drivers to address steady or declining state gas tax revenues. An increase in the state gas tax or a user fee would need to pass through state legislation and would increase the state's transportation funds.
Multi-modal Active Transportation Fund	This fund invests in multimodal transportation infrastructure improvements across Oregon.
MPO Gas Tax Funding	Metropolitan Planning Organizations (MPOs) allocate gas tax funding to support transportation infrastructure projects, including road maintenance, public transit improvements, and other mobility initiatives. These funds, derived from federal and state fuel taxes, are distributed based on regional transportation plans and priorities. MPOs ensure that projects align with long-term mobility, safety, and sustainability goals.
Surface Transportation Block Grant (STBG)	The Surface Transportation Block Grant (STBG) is a federal funding program that provides flexible transportation funds to states and local governments for various infrastructure projects. It supports road construction, bridge repairs, public transit, pedestrian and bicycle facilities, and safety improvements. MPOs and state agencies distribute STBG funds based on regional and statewide transportation priorities. Eligible projects must generally align with federal transportation goals and applicants typically need to provide matching funds.
Safe Routes to School (SRTS)	SRTS, administered by ODOT, focuses on infrastructure and non-infrastructure programs to improve access and safety for children to walk, roll, and/or bike to school. The preferred trail alignment may include routes to Rogue River elementary, South Valley Academy, or Fruitdale Elementary School.

Funding Source	Description
Oregon Community Paths (OCP)	This State of Oregon program combines funds from the Multimodal Active Transportation Fund, Oregon Bicycle Excise Tax, and federal Transportation Alternatives Program to help communities create and maintain connections with primarily off-street pedestrian and bicycle facilities.
Transportation Options	The TO program focuses on implementation of the Oregon Transportation Options Plan, including managing demand across the transportation system; educating students and the public on travel options and how to safely use them; connecting veterans, low-income populations, communities of color, and others with ways to get to and from work or school; supporting vanpooling; and more.
Statewide Transportation Improvement Fund (STIF) and Public Transportation Funds	STIF is a newer dedicated source of funding under Section 122 of the House Bill (HB) 2017 Transportation Funding Package for improving or expanding public transportation service in Oregon. Funds may be used for pedestrian and bicycle improvements that provide connections to transit services.
State Highway Trust Fund/ Bicycle Bill	When roads are constructed or reconstructed, Oregon law requires walkways and bikeways to be provided. Additionally, all agencies receiving State Highway Funds are required to spend at least 1% of those funds on bicycle and/or pedestrian infrastructure improvements (ORS 366.514). Currently, cities and counties receive 20% and 30% of the state's highway trust funds, respectively, which can be used for walking and biking projects along roads.
Sidewalk Improvement Program (SWIP)	ODOT's SWIP builds pedestrian and bicycle facilities on state roads and local roads that help people moving across or around the state system.
Safety Grantee Resources	The ODOT Transportation Safety Division administers grants that adhere to the mission to deliver transportation safety programs to Oregon citizens. Typically, grants are awarded to states, local governments, colleges and universities, and nonprofit organizations.
Surface Transportation Block Grant (STBG)	The STBG, formerly the Surface Transportation Program, provides flexible funding that may be used by states and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.
Various Public or Private Grant Programs	Many public and private grant programs exist, such as People for Bikes, that offer funding support for transportation infrastructure. New such grant programs are formed often and should be regularly tracked by the City or County.
Federal Funding Mechanisms: Formula Grants (Distributed by the State)	
Transportation Alternatives (TA)	Eligible uses of TA funds include all projects and activities that were eligible under the previous STBG spending bill. This encompasses a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, and safe routes to school projects.
Congestion Mitigation and Air Quality (CMAQ)	CMAQ funds are for projects that help reduce emissions and meet national air quality standards, such as transportation demand management programs, bicycle and pedestrian improvements, public transportation projects, diesel retrofits, and vehicle emission reduction programs. All types of nonmotorized transportation projects are eligible for CMAQ funding. States are required to provide a nonfederal match for program funds (which has not been the case historically for Federal lands highway funding).
Federal Funding Mechanisms: Discretionary Grants (Distributed Federally)	
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	The RAISE Discretionary Grant program invests in road, rail, transit, and port projects that will improve safety; environmental sustainability; quality of life; mobility and community connectivity; economic competitiveness and opportunity including tourism; state of good repair; partnership and collaboration; and innovation. RAISE can provide capital funding directly to any public entity, including municipalities, counties, port authorities, tribal governments, MPOs, or others in contrast to traditional Federal programs which provide funding to very specific groups of applicants (mostly State DOTs and transit agencies).

E. All Technical Memorandums

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F. Open House 1 & 2 Summary

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G. Partner Outreach 1 & 2 Summary

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