

Application to the
BUILD Transportation Grant Program – 2019

Cottage Grove Main Street Revitalization Project



Project Title: Cottage Grove Main Street Revitalization Project
Location: Cottage Grove, Lane County, Oregon
Urban/Rural: Rural
Project Type: Capital, road reconstruction project
Applicant: City of Cottage Grove
DUNS Number: 060594223
BUILD Request: \$12,855,133

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	Website: www.cottagegrove.org/cd/page/main-street-revitalization-project-0	

Attached files:

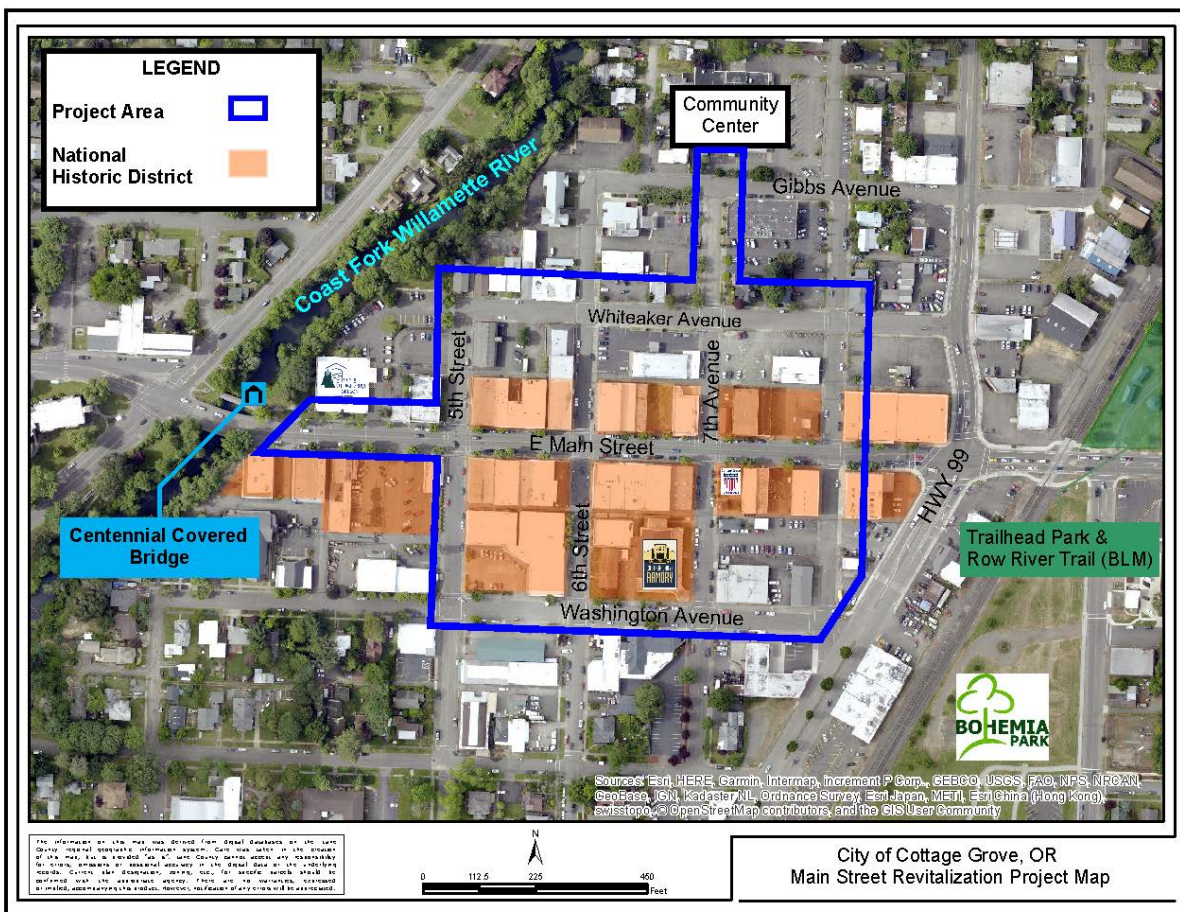
2019 BUILD Information Form [2019buildinfoform.xlsx]
 BUILD Grant Application Narrative [Narrative.pdf]
 Project Maps (including: Regional Map, Project Area Map, Surrounding Area map, Street Conditions, Current & Proposed Utilities, Motor Vehicle Accident Map) [All Maps.pdf]
 Main Street Revitalization Project Phased Budget [Budget.pdf]
 Main Street Revitalization Project Phased Timeline [Schedule.pdf]
 Main Street Revitalization Project Build Cost Analysis [BCA Sheet.pdf]
 2016 Adopted Main Street Refinement Plan [MainStPlan.pdf]
 2018 Housing Needs Analysis [HNA.pdf]**
 2016 Transportation System Plan [TSP.pdf]**
 2009 Economic Opportunities Analysis [EOA.pdf]**
 BUILD Grant Application Letters of Support [Letters.pdf]
 Cottage Grove Council Resolution in support of BUILD Grant [Res 1990.pdf]
 City of Cottage Grove, Ordinance to Amend Comprehensive Plan to Adopt the Main Street Refinement Plan [Ord 3053.pdf]
 Photos of current sidewalk conditions from within the Project Area [Images.pdf]
 Federal Wage Rate Certification Letter [FED WAGE CRT.pdf]

**Web-link only

I. PROJECT DESCRIPTION

The Cottage Grove Main Street Revitalization Project [the Project] will enhance safety, accessibility, multi-modal opportunities and economic competitiveness within the Downtown Cottage Grove Commercial Historic District, which is the civic, commercial and entertainment heart of Cottage Grove, Oregon.

This “Complete Street” Project focuses upon pavement, sidewalk, streetscape and infrastructure improvements on Main Street and its adjacent streets between Hwy 99 and N. River Road, to Whiteaker Avenue on the north and Washington Avenue on the south. The center of this project area is the Downtown Cottage Grove Commercial Historic District, a National Register Historic District along five blocks of Main Street, the city’s principal transportation corridor.



The 2015 *Main Street Refinement Plan*, adopted by City Council as a refinement plan to the *Transportation System Plan* following extensive public involvement in 2016, is the foundation for the Project. The Project’s primary objectives are to:

- Make the right-of-way accessible to all users, regardless of age, ability or mode of transportation.

- Enhance the safety of the public right-of-way for pedestrians and bicyclists.
- Improve the economic vitality of Main Street for businesses and residences.
- Incorporate the use of green approaches in design and construction to improve the long-term environmental performance of the street and the uses along it.
- Promote understanding of historic preservation and restoration.
- Enhance the attractiveness of the business district through design improvements that trigger a reinvestment of public and private dollars downtown.
- Create a consistent and memorable image for the district that reflects its history and character.
- Make the district a safe, attractive and comfortable place to bike or walk as part of the Covered Bridges Scenic Bikeway.
- Retain the mobility of Main Street as a freight route.

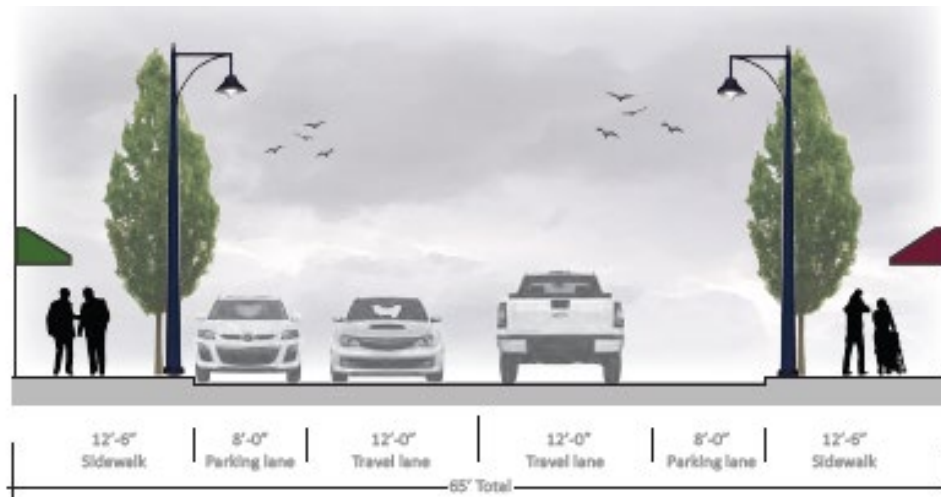
The proposed Project mitigates existing conditions that are hazardous to pedestrian safety, incompatible with the needs of alter-abled people, and detrimental to economic development and the historic character of the Commercial Historic District and the surrounding commercial area, including:

- Excessive crowning and deterioration of Main Street road surface
- Sidewalks that limit pedestrian flow and outside uses by businesses
- Lack of ADA compliance (path of travel, curb height, ramps, slope, surface)
- Sidewalks in deteriorating/hazardous condition, with missing or damaged curb ramps and curbs of varying height
- Alleys with deteriorated pavement, crisscrossing overhead power lines and no lighting
- Street trees in undersized wells, breaking and undermining sidewalk, street and adjacent building foundations
- Lack of infrastructure on Main Street, including lack of water or electrical service
- Outdated (75–100 year old) water and sewer infrastructure systems within commercial core
- Lack of access to high speed internet or fiber within historic district
- Limited wayfinding
- Lack of bicycle parking
- Conflicts between pedestrians, bicyclists and vehicles, particularly with large freight vehicles and logging truck traffic
- Untreated stormwater that is conveyed to the river; cross-connections within historic storm/sewer system in alleys

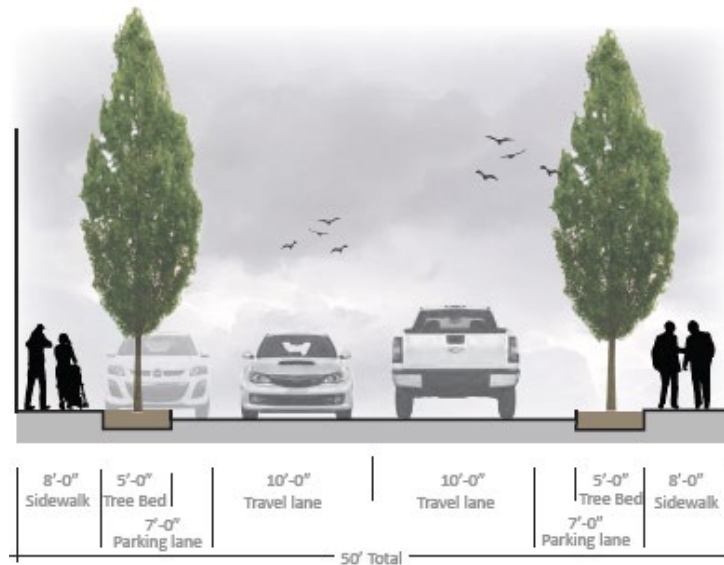


The City's intent is to utilize BUILD funds to implement the adopted *Main Street Refinement Plan* design and to extend the goals of this plan, as identified above, to the side streets to the north and south of Main Street, to improve the accessibility and safety of the City's commercial core. This "Complete Street" Project includes the following components:

- Reconstruction of five blocks of Main Street. The proposed street cross-section includes: 12' wide shared travel lanes; 8' wide parking lanes of permeable concrete, with a 12" concrete band dividing parking from travel lanes; 12'6" sidewalks, with decorative brick landscaping and furnishing zones at back of curb; and street trees in a continuous planting well along Main Street (within landscaping zone).



- Reconstruction of side streets within Historic District. The proposed street cross-section includes: 10' wide travel lanes; 7' wide parking lanes; 8' wide sidewalks; 5' tree islands within traffic-calming bulb outs in parking lanes.



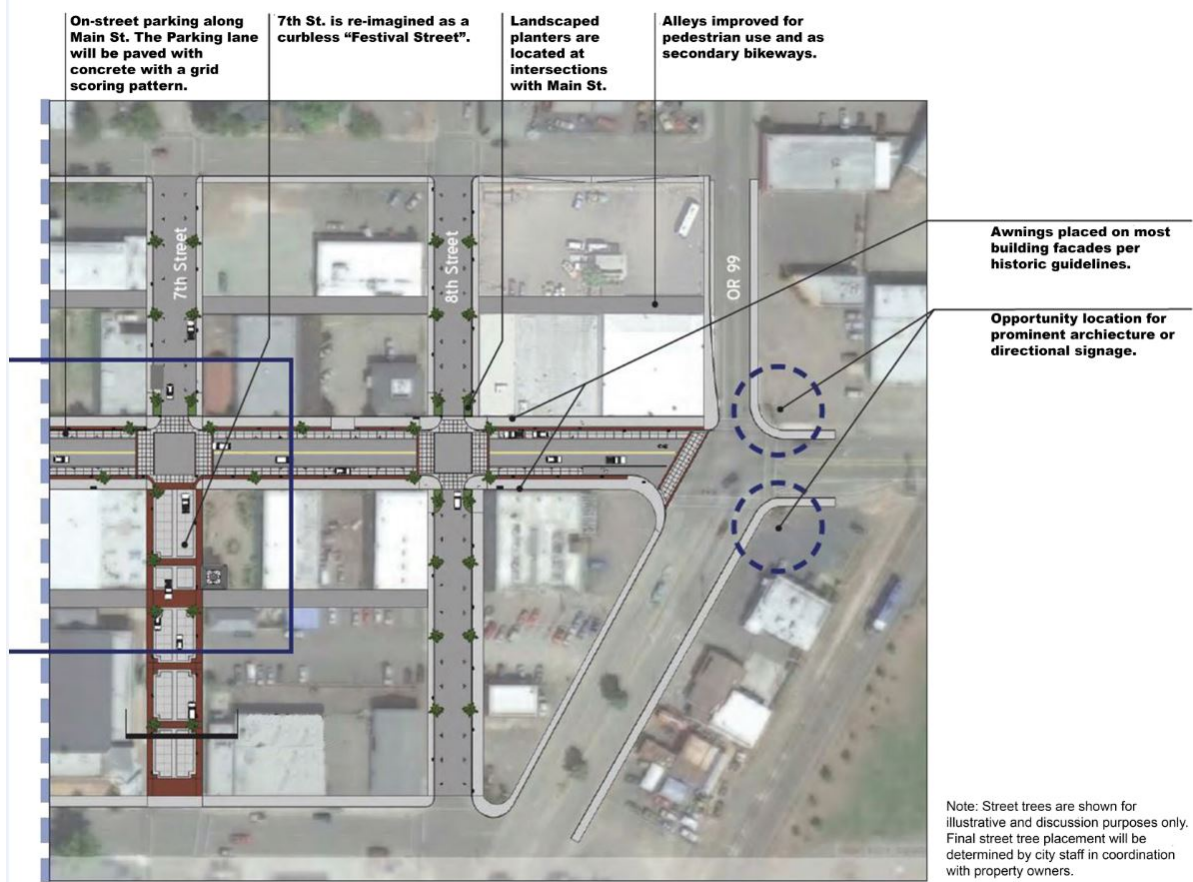
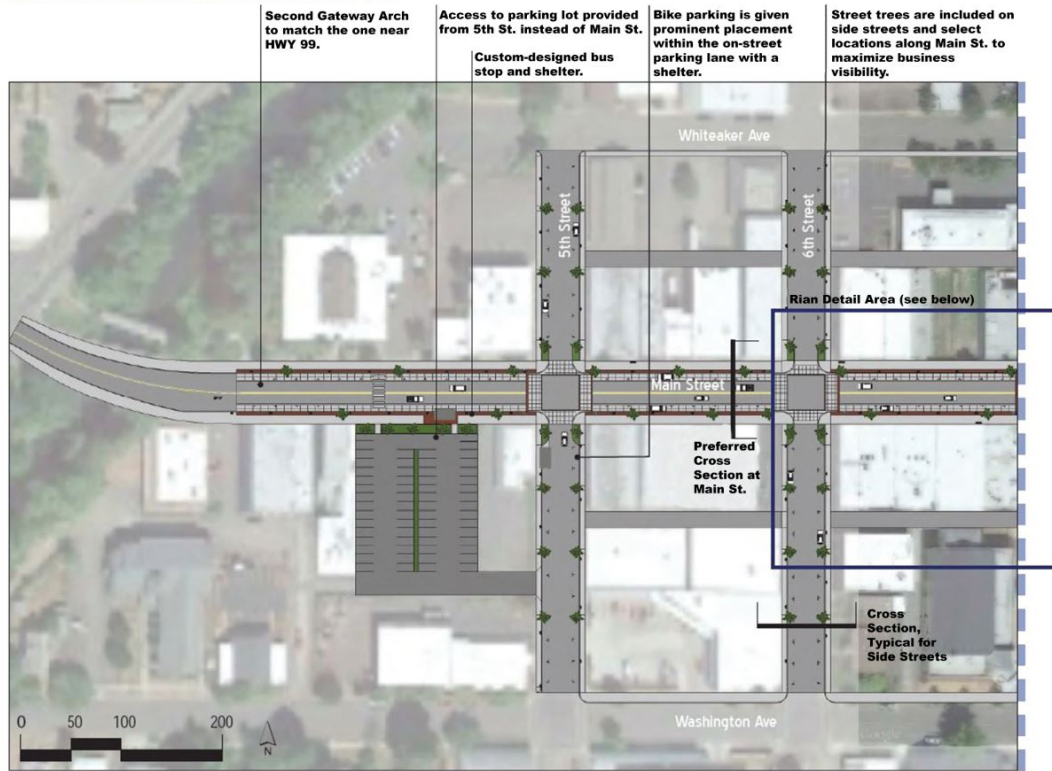
Section, typical for side streets.

- Construction of curb-less Festival Street between Main and Washington Avenue on 7th Street (adjacent to All-America City Square and Armory), including: level surface between sidewalk; parking lane and travel lanes, separated by bollards; decorative brick demarcating pedestrian zone; street trees in wells at edge of pedestrian zone; underground utilities.
- ADA sidewalk and crosswalk improvements on east and west side streets within Main Street Refinement Plan Project Area (Washington, Whiteaker, Gibbs) and along the route to the senior center/library from Main Street along N. 7th Street to Gibbs Avenue.
- Improved utilities on Main Street and within commercial district, including: water service main lines and underground power on Main Street; fiber on Main Street (looped with existing fiber on Whiteaker); undergrounded power and cable lines in alleys.

Other details include:

- Full ADA compliance within entire planning area, including: sidewalks with maximum slope of 1.5% percent; crosswalks, pedestrian ramps and street cross-section with max slope of 7.5%; grade improvements and audible signals where warranted
- Decorative crosswalks to delineate intersections and provide improved pedestrian safety
- Alleys repurposed as “people places” and secondary bikeways, with new pavement, undergrounded utilities, suspended lighting, and decorative gateways at each block
- Consistent street furniture and amenities designed to fit in with historic character of district, such as planters, bubblers, benches, trash cans, bollards, and bike shelters
- Streetscape lighting to improve lighting coverage and safety throughout district
- Wayfinding and interpretive signage
- Covered bike parking
- Sheltered ADA-compliant bus stop
- Second Gateway Arch at west end of Historic District
- Removal of driveway curb cuts onto Main to reduce conflicts and reconfiguration of public parking lot at S. 5th Street and Main Street
- Street trees planted in block-long “landscaping strips,” with cantilevered sidewalks
- Improved stormwater infrastructure in alleys, with 8 eliminated cross-connections

MAIN STREET PREFERRED STREETScape PLAN



Project Background:

Main Street's infrastructure is a product of overuse, age and rural disinvestment. ([Click here for current conditions photo log.](#)) The street has been patched and overlaid so many times that the center of Main Street crowns as much as 8-12", with up to 4% slopes in the crosswalks. The crowning of the road has led to sidewalk curbs of varying heights (from 6" to 12"), causing dragging car doors and tripping hazards. Accessible curb ramps are almost non-existent (only 5 out of 54 meet current ADA standards). Street trees were planted in 1985 in 2' square holes cut into the 1930s-era sidewalks. These trees have now broken the sidewalks, curbs, gutters and foundations of the neighboring buildings. City employees continuously grind down broken sidewalk edges to remove tripping hazards. However,



numerous injuries—including one fall-related fatality in 2017—have been linked to these uneven and broken sidewalks. Conflicts between motorists, pedestrians and bicyclists within the street right-of-way are frequent due to the crowning of the road, lack of clear sight lines at intersections, lack of ADA-accessible curb ramps at corners and lack of access management controls. There have been 59 vehicle accidents in the Historic District in the last 10 years alone. ([Click here for accident map.](#))

Maintenance costs on the public infrastructure have doubled and tripled over the last decade, as the City struggles to keep the 75–100-year-old water and sewer pipes functioning. Underground utilities such as water, sewer and stormwater follow their original, turn-of-the-last-century-era paths down the alleys to the north and south of Main. Wooden water lines from 1910 still exist in some places. Overhead power lines down the alleys, along with choppy, broken pavement and elevated storm gutters, combine to make alleyways uncomfortable for pedestrians and hazardous for bikes. Storm drainage is piped, without treatment, directly into the Coast Fork Willamette River. Cross-connections between sewer and storm lines also contaminate this nearby waterway.



The condition of the streetscape has led to disinvestment from property owners and a backlog of building maintenance that runs into the millions of dollars. Failure to repair and replace the crumbling infrastructure is leading to the disintegration of the historic fabric of the district, which is one of the primary reasons tourists visit Cottage Grove. If residents are to see a positive future for Cottage Grove and the surrounding area, they must reinvest in the fabric that makes it both functional and unique.

The City of Cottage Grove began to look seriously at these issues in 2003. Through a Transportation & Growth Management Grant (TGM) with the Oregon Department of Transportation, the City adopted a *Downtown Revitalization & Refinement Plan* (2005) ([Click here](#)). The goal of this document was to improve the functionality, safety and appearance of two

intersections (Main/Hwy 99 and Main/10th), and provide an enhanced streetscape plan for the Downtown Historic District, focusing on the gateway to the district and the development of a public entertainment space.

The City worked over the next 7 years to implement this plan. In 2008, the non-profit Economic Business Improvement District (EBID) created All-America City Square at 7th and Main Street.



In 2010, the City was successful in obtaining a \$2.6 million Transportation Enhancement Grant to implement the Hwy 99/Main Street intersection area improvements. This pedestrian and bicycle enhancement project was constructed in 2013–14. Many other elements of the *Downtown Revitalization & Refinement Plan*, including the Gateway Arch, new street furniture, and new Design Guidelines and architectural standards for the historic district, were also completed.

With these efforts, downtown began to see a slow revitalization. It was clear by 2014, however, that the *Downtown Revitalization & Refinement Plan* did not go far enough to address the issues facing Main Street and the surrounding commercial core. The streetscape of Cottage Grove’s commercial heart remained inaccessible to many users, particularly those with mobility impairments, and lacked a cohesive design that would enhance, rather than detract from, the economic competitiveness of the district. Hence Phase II, the *Main Street Refinement Plan*, was created through another ODOT Transportation & Growth Management Grant in 2014–15.

The 2015 *Main Street Refinement Plan* ([Click Here](#)) focuses on the streetscape and infrastructure of Main Street and its adjacent cross streets between Hwy 99 and N. River Road. Its goals are to: enhance the economic vitality of downtown; create a safe, multi-modal, accessible streetscape; and integrate the concepts of the Main Street Program into a “Complete Street” redesign for the historic commercial core of Cottage Grove. The *Main Street Refinement Plan* was adopted as a component plan to Cottage Grove’s *Transportation System Plan* in 2016 ([Click Here](#)). It forms the basis for this BUILD grant request to redevelop five blocks of Main Street and surrounding cross/parallel streets within the downtown commercial district within the next five years.

The City’s intent is to utilize BUILD funds to implement the adopted *Main Street Refinement Plan*. The primary objectives of this plan-turned-project, titled the Main Street Revitalization Project, are to perform a “Complete Street” reconstruction of Main Street and adjacent side streets within the plan area. The Project includes the extension of the ADA sidewalk and curb cut

improvements planned for the Historic District throughout the adjacent commercial district to ensure that the commercial heart of Cottage Grove is fully accessible and safe for pedestrians and bicyclists. It also includes the repair and improvement of utilities within the Project area to take advantage of roads being rebuilt. Utility improvements include looping fiber service throughout the District, adding water and power into Main Street, replacing aging water and sewer infrastructure and undergrounding overhead power and cable lines in the alleys. ([Click here for proposed utilities map.](#))

The proposed Revitalization Project will build on infrastructure improvements that the City has done since the adoption of the 2015 *Main Street Refinement Plan*, including the reconstruction of three bridges over the Coast Fork Willamette River and improvements to two railroad crossings within ¼ mile of the project area. These safety improvements were integral to the City's proposed transformation of Main Street.

The proposed project will also benefit from the recently completed city-wide inventory of sidewalk and street conditions, and our soon-to-be completed ADA Transition Plan, which will be adopted as part of our Bicycle & Pedestrian Master Plan in 2020. The City Council has also funded an Urban Renewal Plan in the 2019-2020 fiscal year, which will help establish additional funding mechanisms for supporting downtown revitalization upon the completion of the BUILD grant project.

Implementation of this project will have significant local and regional impacts for the next 100 years. The reconstruction of the road and sidewalk system and the installation of new water, sewer and electric utilities will reduce money spent on pavement preservation, right-of-way revitalization, and utility repairs for the next 20 years. The Project will provide improved streets for freight, auto, bicycle and pedestrian traffic, and it will reduce traffic accidents and conflicts between multi-modal users. It will bring the City into compliance with the requirements of the Americans with Disability Act and make the entire downtown area accessible to people of all motilities. This will greatly improve the quality of life for residents throughout southern Lane County, as increasing the efficiency of the road system through this central nexus will reduce the cost of doing business, improve regional connectivity, and provide greater access to essential services for rural residents. The Project will also improve the economic competitiveness of the Historic District, encouraging greater private investment in Cottage Grove's historic core. We expect at least 50 new long-term jobs will be developed as a result of this investment. Similarly, we expect to double the number of multi-family housing units within the downtown area, which will go a long way towards meeting our needs for affordable housing within walking distance of services and amenities.

BUILD grant implementation:

If the BUILD grant is awarded, City staff will develop engineering and construction documents necessary for the completion of the Project, and obtain necessary permits and environmental approvals. A City Council-appointed Advisory Committee will be formed to work with staff to refine the details of the Project as engineering and survey work is finalized, ensuring that the goals of the *Main Street Refinement Plan* are met within the confines of the existing built environment and meet current adjacent property owner and community needs and desires.

Engineering and construction documents and all environmental and local permitting will be complete by June 2021.

Once funds are obligated, a contracting firm will be hired to complete the construction work. City planning staff will work with the contractor and stakeholders to develop a construction schedule and business survival plan to achieve the Project's goals with the least impact to existing businesses and residents. Contractor selection and contract development will be complete by 2022. Construction, including all phases, will be complete by 2024. Phasing will be designed to limit loss of access to businesses or residents. Based upon determined construction requirements, support may be provided to impacted businesses through Urban Renewal funding.

The total cost of the Project will be \$13,975,646. Engineering, permitting, and project management will be in-kind match from the City, of \$1,120,513 value. Our BUILD Discretionary Transportation grant funding request is for \$12,855,133.

Key aspects of the Project are as follows:

- 1) BUILD funds will enable the small, rural city of Cottage Grove to make necessary freight, auto, pedestrian and bicycle transportation improvements to its commercial core.
- 2) The Project meets all five Merit Criteria identified by USDOT.
- 3) The Project will be ready to build by June 2021. All improvements are within existing public right-of-ways, and no right-of-way acquisition is necessary. Environmental permits will be limited to a 1200 C stormwater permit, which can be issued by the City of Cottage Grove. Utility partners are prepared to work with the City for electric undergrounding and fiber installation.
- 4) The Project is fully supported by local, regional and state partners and the community of Cottage Grove, as evidenced by numerous letters of support and commitments to partner. Cottage Grove City Council and Lane County Board of County Commissioners adopted the *Main Street Refinement Plan* for the Project in 2016, and reaffirmed their commitment to the Project in support of this grant application in July 2018 and June 2019. Lane County and the Oregon Department of Transportation are prepared to partner in this Project. Local partners include South Lane Fire & Rescue District, South Lane Wheels, Lane Transit District, Main Street Cottage Grove, Economic & Business Improvement District, Cottage Grove Chamber of Commerce, and Partners in History.

Quantifiable estimated public benefits of the Main Street Revitalization Project include:

- Generate total benefits of \$42,320,295 during the first 20 years, for a benefit cost ratio of 1.15 at a 7% discount rate and 2.02 at a 3% discount rate
- Reduce roadway rehabilitation costs by over \$13,800,000, enabling the City of Cottage Grove, Lane County and the State of Oregon to repurpose funds to critical infrastructure needs elsewhere in the state
- Maintain Main Street as a Freight Route, deferring need to rebuild bridges at other river crossings (Woodson & Harrison bridges), for a savings of \$24,250,000
- Reduce costs of water system replacements and water main breaks by \$1,260,000 over 20 years

- Reduce costs of sanitary sewer replacements and cross connection repairs by \$900,000 over 20 years
- Reduce costs of storm drainage replacements and DEQ fines for spills caused by cross connections by \$795,000 over 20 years
- Reduce net accident costs by over \$10,000,000 including avoiding pedestrian fatalities by replacing sidewalks (rate of 1 per 20 years)
- Avoid costs of ADA ramp replacements per legal settlements
- Create approved ADA access to 4,950 linear footage of streetscape (8,800' of sidewalk)
- Create over 50 new jobs in a State-identified Economically Distressed Area
- Create opportunities for at minimum doubling the number of apartments (from 75 to 150) in the downtown Historic District, meeting the need for affordable multi-family housing.
- Create opportunities for new investments in downtown core, with potential additional tax revenue (7 vacant lots, 15+ renovation/rehabilitation opportunities)
- Spur use of Urban Renewal tools such as revolving loans and grants for restoration and renovation of historic buildings, and construction of new affordable housing

The City of Cottage Grove has developed a website for this BUILD grant application. The website, www.cottagegrove.org/cd/page/main-street-revitalization-project-0, contains a project overview, informational video, project details, area maps, existing conditions photo log, project budget, project timeline, letters of support, Main Street Refinement Plan, and applicable adopted plans.

II. PROJECT LOCATION



Cottage Grove is a small, rural city of 10,005, in Lane County, Oregon, approximately 25 miles south of the nearest urbanized area. Originally the home of the Kalapuya tribe, the area was populated in the late 19th century by gold miners and settlers following the Applegate Trail into the Willamette Valley. By the time the City of Cottage Grove was founded in 1895 at the confluence of the Coast Fork Willamette River and the Row River, timber had become the major industry. By 1950 there were 11 timber mills within city limits, and Cottage Grove had a thriving commercial district serving a large rural area. The crash of the timber industry in the 1980s left the community struggling to survive.

Diversification of the local economy has occurred slowly over the last several decades. Focus has been upon taking advantage of the historic resources within the city and the natural resources of the surrounding area. Tourism is now the leading industry, followed by wood products manufacturing, agriculture (wine, nurseries, forestry), government, social services, etc. Although

identified as “economically distressed” by the State of Oregon, Cottage Grove continues to act as the social and economic hub for southern Lane County and northern Douglas County, with the regional hospital, school district, fire district, library, senior center, mental health facilities and other social services for the greater region located within its center.



Most of these services are located within the Downtown Commercial Historic District, along the five blocks of Main Street in the center of Cottage Grove ([Maps Linked Here](#)). The Downtown Cottage Grove Commercial Historic District, a National Register Historic District, is one of the most intact collections of early twentieth century buildings in Lane County. It is also a primary traffic nexus, connecting Interstate 5, Hwy 99 (the original north-south interstate), and the OP&E railroad to Cottage Grove/Lorane Highway, the primary county highway connecting the Lorane Valley to the Willamette Valley. Freight traffic, log trucks, tourists and residents are all funneled through this five-block district on their way to Interstate 5 to the east, the lumber mills to the south along Hwy 99, Eugene to the north, or around the community.



Bicyclists on the Oregon Covered Bridges Scenic Bikeway or on the Row River Trail, a National Scenic Bikeway, join local bicyclists in the shared right-of-way of Main Street. The library and senior center are two blocks north of Main Street; the Armory, our community center, is one block south. City Hall and the Cottage Grove Police

Department are located at the west end of the District along the Coast Fork Willamette River; on the east end runs Hwy 99 and the railroad. Two major parks, Bohemia Park, a 14-acre community park with amphitheater, and the Row River Trailhead, are just on the other side of the tracks. Restaurants, cafés and shops located in the historic buildings on Main Street bring

tourists and locals downtown during the day to mix with over 440 employees that work within the district. Seventy five apartments within the 10 block district keep the shops open into the evening, and keep pedestrian traffic high all week long.

Approximately 13,000 people in the immediate area and another 10,000 rural residents from Douglas County, Drain, and Creswell utilize the essential services in Cottage Grove’s historic district or access health care and other critical needs in the Cottage Grove area. Main Street is the cross-roads for southern Lane County.

III. GRANT FUNDS, SOURCES AND USES OF PROJECT FUNDS

The total project cost is \$13,975,646. The non-federal match includes \$1,120,513 in engineering, environmental permitting, construction design and construction management, which is 8% of the project cost. The City of Cottage Grove requests \$12,855,133 to complete all proposed improvements documented in the project description.

The Main Street Revitalization Project budget shows a phased approach to the implementation of the Project. The budget shows a three year construction window, with sidewalk and utility work proposed on the outside, peripheral streets to be completed before work begins on Main Street. The Main Street portion of the project is divided into two sections. This phasing plan may change under the guidance of the Technical Advisory Committee during the refinement of the construction drawings, to further mitigate concerns by business owners. However, the total project budget is not expected to be impacted by this schedule alteration.

Main Street Revitalization Project Budget & Funding Sources

Project Component	Total Project Cost	Total BUILD request	Matching Funds	Matching Source
Engineering				
Surveying (Boundary and Topographic)	\$ 150,000		\$ 150,000	Cottage Grove general fund
Engineering	\$ 330,000		\$ 330,000	Cottage Grove general fund
Construction Engineering	\$ 466,000		\$ 466,000	Cottage Grove general fund
Public Engagement	\$ 64,513		\$ 64,513	Cottage Grove general fund
Miscellaneous	\$ 100,000	\$ 100,000		
Administrative & Legal Expenses	\$ 85,000		\$ 85,000	Cottage Grove general fund
Environmental Permitting	\$ 25,000		\$ 25,000	Cottage Grove general fund
Project Inspection fees	\$ 50,000	\$ 50,000		
Construction, including 20% contingency				

Phase 1 -2022				
E Washington Avenue	\$ 2,062,902	\$ 2,062,902		
E Whiteaker Avenue	\$ 1,544,203	\$ 1,544,203		
N 7th Street Extension	\$ 751,719	\$ 751,719		
Phase 2 -2023				
7 th Street Plaza	\$ 1,231,174	\$ 1,231,174		
Side Streets/N&S Alleys	\$ 3,319,799	\$ 3,319,799		
Main St (East Half)	\$ 1,897,667	\$ 1,897,667		
Phase 3 -2024				
Main Street (West Half)	\$ 1,897,667	\$ 1,897,667		
Total	\$ 13,975,646	\$ 12,855,133	\$1,120,513	\$ -

IV. MERIT CRITERIA

Safety

The primary goal of the Main Street Revitalization Project is to foster a safe transportation system for the movement of goods and people within the commercial center of Cottage Grove.

The project will repair 8,800 linear feet of broken, cracked and uneven sidewalk, constructing an ADA-accessible sidewalk system designed to make the entire area accessible to people of all motilities. This will remove existing hazards that have led to numerous injuries, including one tragic fatality in 2017. The shocking loss of a 45-year-old owner of a local antique store to a brain injury after a fall on the cracked sidewalk in front of her store added weight to years of reports of smaller fall-related injuries within the area, and galvanized the search for funds to implement this Project.



The Project will install 69 ADA-compliant ramps at street and alley intersections. This will make the new sidewalks fully accessible for the first time in the City's history. The ADA improvements will extend from the senior center/public library on Gibbs Avenue south to the Cottage Grove Armory on Washington Avenue, linking our two community centers. The City of Cottage Grove has higher-than-average populations of



young families and senior citizens, two demographics that will highly benefit from this improved accessibility along 7th Street and within the District as a whole. Enhanced, level crosswalks and audible signals at traffic lights and reduced

vehicle/pedestrian/bike conflicts within the right-of-way will make the street significantly safer for all.

Equally, reducing the dramatic crown of the road surface along Main Street will reduce motor vehicle accidents and multi-modal conflicts, improving safety. Main Street crowns as much as 8-12", with up to 4% slopes in the crosswalks. The crowning of the road has led to sidewalk curbs of varying heights (from 6" to 12"), causing dragging car doors and tripping hazards. The crowning also causes vehicles to ride further away from the centerline of the street than necessary, towards the parked cars and pedestrians along the sides of the street. By removing this crown, we can reduce conflicts within the street cross-section, as drivers will feel more comfortable driving closer to the center. We have seen 59 motor vehicle accidents in the Project Area in the last ten years ([Click Here](#)). Removing the crown will reduce conflicts between parked cars and motor vehicles and improve sight lines, improving safety for all. Planned improvements to the alleys, including enhanced lighting, repaving and undergrounding of utilities, will enhance the sense of safety and security of pedestrians and bicyclists within the District. We intend to transform the alleys into "people spaces" that feel safe for pedestrians and bicyclists, to encourage shop owners and apartment tenants to use these spaces more frequently and encourage bicyclists to consider alleys as secondary routes around the Districts, removing their need to use sidewalks.

Other design details proposed to reduce or eliminate accidents within the District include the use of access management strategies and enhanced street lighting. We have had five motor vehicle accidents on the west end of Main Street in front of City Hall/Police Department in the last few years, as there are six curb cuts and two crosswalks in this block alone. Removing two parking lot entrances immediately across the street from City Hall will reduce the likelihood of vehicle



accidents at this location, and improve the safety of pedestrians and bicyclists sharing the road. We are also proposing to remove four other access points onto Main Street and a total of ten curb cuts within the District. Finally, we are installing denser, uniform street lighting within the District, using globe-style streetlights that match the historic streetlights. Dark, rainy nights are the prime time for accidents in Oregon. Enhanced street lighting will make the streets safer throughout the year, particularly during the winter when it starts getting dark at 4:30 pm.

State of Good Repair

The Main Street Revitalization Project is intended to implement the *Main Street Refinement Plan*, adopted in 2016 by City Council as a refinement plan to the City's *Transportation System Plan*. The goal of the Project is to bring the transportation facilities within the Historic

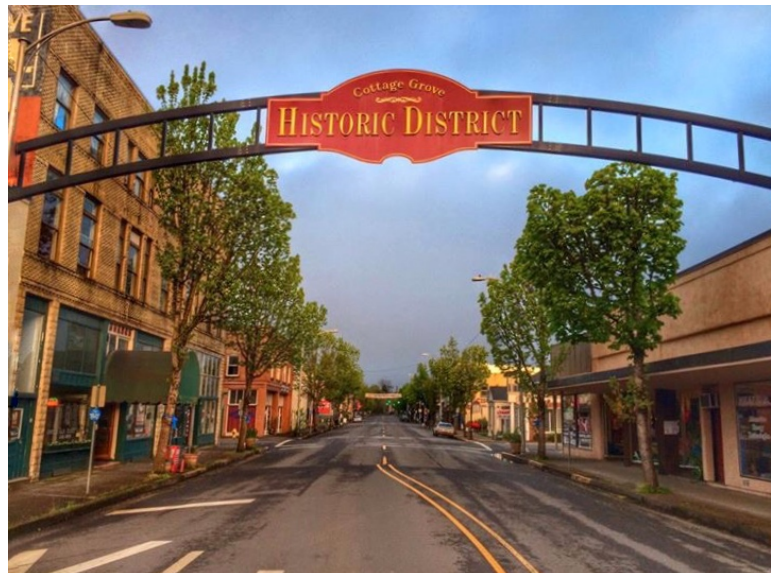
Commercial District into a state of good repair, and address current and projected concerns related to years of neglect and disinvestment.

The proposed design mitigates existing conditions that are hazardous to pedestrian safety, incompatible with the needs of alter-abled people, and detrimental to economic development and the historic character of the Historic Commercial District, including:

- Excessive crowning and deterioration of road surface
- Sidewalks in deteriorating/hazardous condition, with missing or damaged curb ramps and varying curb heights
- Lack of ADA compliance (path of travel, curb height, ramps, slope, surface)
- Alleys with deteriorated pavement, crisscrossing overhead power lines, and no lighting
- Street trees in undersized wells, breaking/undermining sidewalk, street and adjacent building foundations
- Lack of infrastructure on Main Street, including lack of water or electrical service
- Outdated (75–100 year old) water and sewer infrastructure systems
- Lack of access to high speed internet or fiber within commercial district
- Limited wayfinding
- Lack of bike parking at principal stop along National and State-designated Scenic Bikeway
- Conflicts between pedestrians, bicyclists and vehicles
- Untreated stormwater that is conveyed to the river; cross-connections within historic storm/sewer system in alleys

If left unimproved, the poor condition of the streets and sidewalks within the Downtown Commercial Historic District threatens future transportation network efficiency throughout southern Lane County. Main Street is a principal arterial connecting Lorane Valley with the Willamette Valley. Over 13,000 people within Cottage Grove’s urban growth boundary and twice that number of rural residents use this road to make important transportation connections.

The crowing of the road, extra high curbs and lack of accessible sidewalks force pedestrians and bicyclists into the travel lanes, causing direct conflicts between freight and logging trucks, automobiles, and pedestrians and bicyclists. These conditions also greatly affect the accessibility and mobility of people within the commercial core, limiting access to shops, restaurants, government services, social services and more. Numerous injuries, and at least one fall-related fatality, have been attributed to the existing sidewalk condition.



The Main Street Revitalization Project uses a “Complete Streets” concept to repair the streetscape of Cottage Grove’s commercial core and ensure the good condition of this important transportation nexus. Main Street and its cross streets within the five-block area will be rebuilt to current standards; ADA accessibility improvements will extend to a further two blocks of side streets within the Project Area. The Project will also bring the utility systems within this area up to a state of good repair, replacing 70–100-year-old infrastructure with new water, sewer, electric, fiber and stormwater infrastructure that will be designed to encourage new development, reduce maintenance and restoration costs, and improve the environmental performance of these systems. The City of Cottage Grove has the capacity and financing through local gas tax revenue and proposed Urban Renewal funds to maintain the new transportation and infrastructure systems in good repair.

The reconstruction of Main Street will also ensure that its functionality as a freight route is retained. The City recently repaired the Main Street Bridge, at the western end of the project area, to repair undercutting and extend the longevity of the bridge. However, if Main Street is not reconstructed within the next 10 years, the street will no longer be able to accommodate large trucks, including log trucks, winery tankers and freight delivery vehicles going to the industrial sites located to the north, south and west of Cottage Grove via Main Street. These vehicles will have to be rerouted down River Road, on the west bank of the river, and make the connection to Hwy 99 and Interstate 5 either by crossing Woodson Bridge, 1 mile north, or Harrison Bridge, 2 miles south. These bridges would have to be either reconstructed (Harrison) or replaced (Woodson) to meet Freight traffic weight and turning requirements. The reconstruction of 5 blocks of Main Street alleviates the need to replace these two bridges, saving the City, County and State of Oregon millions of dollars (up to \$25 million).

Economic Competitiveness

Enhancing the economic competitiveness of Main Street for businesses and residences is a primary objective of the *Main Street Refinement Plan* and this Project. By improving the movement of goods and people through this key transportation and freight corridor, we will increase the efficiency of shipping and reduce costs to doing business throughout the region, benefiting everyone from wineries and wood product companies throughout Lane and Douglas County to furniture store owners on Main Street. We will also improve regional freight connectivity, reduce the burden of commuting and improve overall community well-being.

Main Street and several of its cross streets within the project area were listed as Poor or Very Poor in our recent city-wide street condition survey ([Click here for Street Condition Map](#)). These poor conditions increase transportation costs for those who must use this important transportation nexus through damage to vehicles and additional fuel costs. Improvement of these road surfaces through the rebuild will decrease transportation costs and increase economic productivity. This will ensure reliable and efficient freight movement and improve the long-term efficiency and reliability of the region’s transportation system.

We will improve multi-modal connectivity in the area, improving the commuting experience and providing access to essential services and job opportunities for a greater range of users. Main Street is a part of the regional bicycle trail system, which is used by both commuters and tourists. Annually 10,000 bicyclists visit the Row River Trail, a National Scenic Trail that starts just to the east of Main Street, or the Oregon Covered Bridges Scenic Bikeway, which includes the Main Street corridor. The Coalition for Bicycle Safety is a strong supporter of this project due to its potential to improve conditions for bicyclists within this shared road. Slower speeds, shared-road markings, better visibility at intersections, improved paving conditions, and improved ADA accessibility will all improve the bicycle commuting and touring experience, and the increased number of bike parking spaces within the historic district will encourage more of these bicyclists to stop and spend money downtown.



Improvements to the streetscape will greatly facilitate transit service to the area as well, which will provide greater accessibility to rural residents and to those without private transportation. In the last six months (January-June, 2019), South Lane Wheels, our transit provider, saw 636 stops in the project area. South Lane Wheels' 2019 Transit Demand Plan forecasts an increase in transit stops in the project area with the successful completion of the project, especially as more people live, work and spend leisure time in the district area. Vehicle parking may also become constrained, which will make transit a more attractive option. The greater accessibility provided by the project will make the use of transit more accessible to a wider variety of users.

The Main Street Revitalization Project will attract private economic development through a reinvestment in the public infrastructure within the commercial heart of Cottage Grove. The degraded condition of our streetscape has become a major liability for the City. As evidenced by the letter of support submitted by Len Blackstone, Windermere Real Estate Broker ([Click Here](#)), it has become increasingly challenging to secure financing for real estate improvement projects in our Historic District over the last decade due to the condition of the streetscape and the apparent lack of concern the broken sidewalks, degraded street and run-down buildings portray to outsiders. Out-of-town banks visit Cottage Grove, see the condition of our downtown Main Street infrastructure, and then refuse to lend money for building rehabilitation or new construction. Three projects have failed to obtain financing within the last year. These projects would have brought more than 20 new apartments to downtown and over six new businesses. We currently have 7 vacant lots downtown. These lots could be redeveloped to accommodate 7-21 new businesses and 75-100 apartments.



We are confident that if we invest in making improvements to the street, sidewalks, water/sewer/storm infrastructure and overall aesthetics of Main Street, we will see these projects and many others take off. This will have a direct, positive impact upon long-term job creation in Cottage Grove, and substantially increase the economic productivity of the vacant lots and existing, vacant or under-utilized buildings within the Commercial Historic District. Given the number of vacant or underutilized lots downtown, we have the potential to double or triple the number of businesses and residents downtown, which will have a huge impact on the economy of southern Lane County.

According to our 2018 *Housing Needs Analysis* ([Click Here](#)) we easily have the capacity for 70-150 new apartments within the Project Area. These apartments would meet almost all of our documented need for high-density residential housing within the next 20 years. They would also be perfect for addressing our lower income and work force housing needs, as the residents would have direct access to social and governmental services, local and regional public transportation, and shopping and restaurants. This will keep their transportation costs to a minimum, and improve their access to employment and job opportunities. Providing multi-family housing within the district will also provide a natural clientele for local restaurants and businesses, increasing pedestrian activity within the district throughout the day and evening. We expect at least 50 new jobs will be developed as a result of this investment. Similarly, we expect to double the number of multi-family housing units within the downtown area, which will go a long way towards meeting our needs for affordable housing within walking distance of services and amenities.

The provision of fiber throughout the Commercial Historic District will also bridge gaps in this service in Cottage Grove, supporting our local and regional economic competitiveness. The “Complete Street” reconstruction of Main Street provides the perfect opportunity to bring this service to the District, which will connect Main Street to existing fiber along Highway 99 and allow us to extend fiber to the west side of town along Cottage Grove/Lorane Highway. This has the potential of improving economic opportunities for all of southern Lane County.

Implementation of this project will have significant local and regional impacts for the next 100 years. The Project will reduce money spent on pavement preservation, right-of-way revitalization, and utility repairs for the next 20 years, saving up to \$42 million that City could use on needed improvements elsewhere in the community. The project will also augment the attractiveness of the business district through design improvements, triggering a reinvestment of private dollars in downtown and increased tourism.

Environmental Protection

The Main Street Revitalization Project will have multiple environmental benefits.

A primary objective of the Project is to improve water quality in the Coast Fork Willamette River through the use of green approaches in design and construction. We will work closely with the Coast Fork Willamette Watershed Council to design a stormwater treatment system that ensures aquatic resources are enhanced as part of this Project.



Untreated storm runoff is conveyed directly to the Coast Fork Willamette River within the 37 acres covered by the BUILD Grant application. This conventional system limits groundwater recharge, increases runoff peak volumes and velocities, and conveys contaminants directly into this 303(d) listed river. Our Project proposes to reduce contaminant discharge and runoff volumes significantly through the installation of green infrastructure following Low Impact Development (LID) practices that will include rain gardens, permeable pavement in parking strips, and engineered, trapped catch basins. Over the course of a one-hour storm, approximately 64 ft³/s



storm water will be treated through these facilities, reducing sediments, heavy metals such as zinc, copper and mercury, and phosphorus contamination, all of which is typically discharged to the river from the site. These facilities are extremely beneficial; for example, approximately 90% of the sediments, 80% of the phosphorus, and up to 20% of heavy metals will be removed. Stormwater retention and aquifer recharge will also reduce the peak flows of the river and hence reduce municipal infrastructure vulnerability downstream.

Project elements will also have a positive impact upon air and water quality. Reduced vehicle emissions and increased energy efficiency will be gained over the long term by reducing vehicle/pedestrian conflicts, improving crosswalks and intersection visibility, as well as making safe space for bicycles within the right-of-way.

The installation of 131 street trees will reduce the heat island effect within the historic district, reducing stormwater temperatures and improving the quality of the pedestrian experience. We also plan to eliminate known sewer/storm sewer cross-connections in the alleys that dump untreated sewage through the storm lines into the rivers as part of the reconstruction plan.

Quality of Life

The Main Street Revitalization Project will enhance the quality of life for residents of Cottage Grove and southern Lane County.

The Project is designed to make the right-of-way accessible to all users, regardless of age, ability or mode of transportation. The “Complete Streets” reconstruction of Main Street allows for the removal of the extreme crown on the street and the replacement of broken and deteriorated sidewalks, over-height curbs, and non-accessible curb returns with a fully accessible sidewalk and crosswalk system. This will greatly increase transportation choices for individuals with and without mobility impairments living in, working in, or visiting the Commercial Historic District. For the first time, a young mother will be able to push a stroller from the public library to the Armory or City Hall without being forced into the street. Our elderly population will be able to once again enjoy dinner at a downtown restaurant without having to fight 7–12” curbs or crosswalks with up to 4% slopes. As it is critical that people can safely and comfortably reach the critical destinations within downtown, improving the accessibility of our downtown area is vital to the retention and improvement of our quality of life.



The Project will also enhance the safety of the public right-of-way for pedestrians and bicyclists and improve the quality of the bicycling & pedestrian experience. Main Street is part of the Oregon Covered Bridges Scenic Bikeway, and on a good weekend in the summer, sees dozens of long-distance bicyclists. Bike races frequently start from All-America City Square, at the corner of 7th and Main. Making the District a safe, attractive and comfortable place to bike or walk through travel lane pavement improvements, new sidewalks, enhanced intersection safety, better signage, alley improvements, wayfinding and increased bicycle parking will increase the use and enjoyment of the Covered Bridges Scenic Bikeway. This will draw more locals and more visitors to the area. It will also improve bicycle commuting for Cottage Grove residents and encourage rural residents to explore multi-modal options, including transit, to get to and from the historic district.

Public reinvestment in downtown will support the economic vitality of Main Street and improve the quality of life for Lane County by enhancing our primary gathering spaces. All-America City Square, a public space at the intersection of 7th and Main Street originally proposed in the 2005 *Downtown Revitalization & Refinement Plan*, will be linked to the improved streetscape in the Project through a “festival street” treatment in the 7th Street right-of-way. Though the street will function as a normal side street throughout the majority of the year, it will be able to be sectioned off and turned into a destination for celebrations and events, such as the weekly Farmer’s Market and Cottage Grove High School Homecoming Parade. This festival street treatment will link All-America City Square Park to the Cottage Grove Armory, our community center, furthering the area’s potential for large civic gatherings. For the last three years, the Armory has averaged 250 days of use/year. We project that the Revitalization Project will drive 50-75 more days of use/year to the Armory, which will allow this building to become self-sustaining.



Public reinvestment will also hopefully encourage existing and potential property owners to restore their buildings and invest in improvements that have been long overdue. To capitalize upon the BUILD grant investment and trigger private investment, the City intends to create an Urban Renewal District in downtown. Funds from Urban Renewal will be used to maintain the transportation infrastructure installed through the BUILD grant, and make further improvements to public facilities within the District, such as rehabilitation of the Armory as a fully-functional Community Center/Conference Center. Urban Renewal will also provide funding for a revolving loan fund, land bank and other incentives designed to foster private investment downtown. We estimate that there are 15 historic buildings that could be restored/renovated with these funds, translating into at least \$3 million in private investment. New development on 7 vacant lots within the district that would be supported by urban renewal could bring in many more millions of dollars in private investment into the district. This urban renewal program will only be possible with BUILD grant support of the larger street and infrastructure system improvements.



The economic and social gains made possible through the provision of fiber throughout the Commercial Historic District are an example of how much these infrastructure improvements will help southern Lane County. It will provide an essential service to local and regional residents and businesses. The Complete Street reconstruction of Main Street provides the perfect opportunity to bring this service to the District, which will connect Main Street to existing fiber

along Highway 99 and allow us to extend fiber to the west side of town along Cottage Grove/Lorane Highway.

Innovation

The “Complete Streets” reconstruction of Main Street and its adjacent streets proposed through the Main Street Revitalization Project gives us the unique opportunity to address a wide range of unrelated but interlaced problems. While the street is torn up, we will lay water and power lines down Main Street, which will give us water to irrigate stormwater planter beds and street trees as well as electricity to provide improved street lighting. Undergrounding electricity in the alleys gives us the opportunity to address almost century-old sewer and stormwater problems. We will also install a looped fiber network within the commercial business district, linking Cottage Grove to a broader regional network and improving our economic potential.

This Project requires innovative project delivery. We know that the breadth of the construction project will have serious impacts upon the people who live and work within the area. We must be conscientious of their needs while stewarding public funds. We have initiated the Main Street Revitalization Project Construction Mitigation Program, which will help businesses deal with the disruptions to their normal traffic flow. This program will be partially funded by a newly created Urban Renewal District. It will include tools such as revolving loans and façade grants as well as district-wide marketing and website development to help businesses survive and thrive in spite of the construction. We have also developed an innovative phasing plan for the implementation of the Project to minimize disruption to businesses and residents. We will work with a City Council-appointed Advisory Committee to perfect this phasing plan before June 2021 as part of the construction plan development.

Partnership

Planning for this Project began in 2003, as a partnership between the City of Cottage Grove and the Oregon Department of Transportation (ODOT). An ODOT Transportation & Growth Management grant provided the funding for our first attempt to address the downtown’s transportation issues, the 2005 *Downtown Revitalization & Refinement Plan*. This plan focused upon bicycle and pedestrian improvements within the gateway intersection to the Historic District (Highway 99 and Main Street) and programmatic improvements that could be made to improve the downtown streetscape. A federal Transportation Enhancement Grant provided the funds to make the Hwy 99/Main intersection improvements in 2013.

The *Main Street Refinement Plan*, the nexus of this Project, was developed after Phase 1 was complete, and was designed to more holistically address the issues facing Main Street through a Complete Streets reconstruction. An extensive public involvement program included more than 1,900 residents in the planning process before this plan was adopted in 2016. The Oregon State Historic Preservation Office, Oregon Department of Transportation, Lane County, Coast Fork Willamette Watershed Council, Chamber of Commerce, Economic Business Improvement District, Cottage Grove Main Street, South Lane School District, South Lane County Fire & Rescue District, Lane Transit District, Friends of Mt. David, Cottage Grove Historical Society, and others participated in the Technical Advisory Committee and approved the plan

unanimously. The plan was adopted as part of the 2016 *Transportation System Plan*, and co-adopted by Cottage Grove and Lane County ([Click Here](#)). Both the City of Cottage Grove City Council and the Lane County Board of County Commissioners reaffirmed their commitment to the goals of the plan prior to this BUILD grant application in July 2018.

The components of this *Plan* were influenced by ongoing planning and capital improvement efforts. The 2009 *Economic Opportunities Analysis* contained many strategies that directly influenced the creation of the *Main Street Refinement Plan* and the Main Street Revitalization Project, including those recommending targeted infrastructure improvements, tax abatement programs and other assistance within the Historic District to retain existing businesses and encourage new development ([Click Here](#)). Our 2018 *Housing Needs Analysis*, adopted by Council in January 2019, recommends developing public-private partnerships and other programs to increase housing opportunities within the downtown commercial district. This document shows a need for 69 additional high-density residential housing units, which we hope to meet within the downtown commercial district, as these residents would have direct access to social services, transit, employment, shopping, restaurants, etc., reducing their dependence upon motor vehicles.

This Project is a part of our regional transportation planning efforts. Lane County Transportation Planning staff have expressed their firm support for the project and their intent to partner with us in its successful implementation. Main Street is a critical connection to Lane County's rural roadway known as Cottage Grove Lorane Highway. As its name implies, this highway connects Cottage Grove to the unincorporated community of Lorane. The town of Lorane is home to local winery industries, such as King Estates and Iris Hill, and the rural school district, Crow-Applegate-Lorane. Cottage Grove is the nearest community for Lorane residents to access goods and services. The Cottage Grove Lorane Highway is the means of transportation between the two communities. This highway transitions into Main Street within Cottage Grove. Lane County strongly supports this project as it supports rural communities that have limited resources and are dependent upon Main Street to meet their daily needs.

The Oregon Department of Transportation (ODOT), the state agency with jurisdiction over Highway 99, the eastern boundary of our Project Area, has been an unwavering partner in the process to date, and will also be a partner during design and construction of the Revitalization Project. Following reconstruction, we will continue to partner with Lane County and ODOT to ensure the operation and maintenance of the transportation infrastructure.



Our letters of support show the breadth of support from the community ([Click Here](#)).

Our local and regional partners include:

United States House of Representatives, Oregon District 4 (Congressman Peter DeFazio)
United States Senate, Oregon (Senators Ron Wyden & Jeffery Merkley)
Oregon Department of Transportation
Oregon State Historic Preservation Office
Lane County Board of County Commissioners
Cottage Grove City Council
Cottage Grove Chamber of Commerce
Cottage Grove Economic Business Improvement District
Coalition for Bicycle Safety
South Lane County Fire & Rescue District
South Lane Transit
Lane Transit District
Coast Fork Willamette Watershed Council
Main Street Cottage Grove
Main Street businesses & property owners
Cottage Grove Historic Landmark Commission
Cottage Grove Board of Realtors

V. PROJECT READINESS

Analysis and discussion is presented in this section regarding the technical feasibility, project schedule, required approvals, and project risks and mitigation strategies. Based upon this analysis, we are confident that we can manage and deliver a high-quality, cost-effective product on schedule.

Technical Feasibility

The City of Cottage Grove, in partnership with Lane County and the Oregon Department of Transportation (ODOT) and other state, regional and local partners, have devised an innovative plan to restore the economic vitality and improve the accessibility, multi-modal functionality and safety of the Cottage Grove Downtown Commercial Historic District and its surrounding area.

If the BUILD grant is awarded, City staff will develop engineering and construction documents necessary for the completion of the Project and obtain necessary permits and environmental approvals. A City Council-appointed Advisory Committee will be formed to work with staff to refine the details of the Project as engineering and survey work is finalized, ensuring that the goals of the *Main Street Refinement Plan* are met within the confines of the existing built environment and meet adjacent property owner and community needs. This Advisory Committee will also help us finalize the phasing plan for the construction project. State and regional partners such as Lane County, ODOT and State Historic Preservation Office (SHPO) will be part of this Advisory Committee. Engineering and construction documents and all environmental and local permitting will be complete by June 2021.

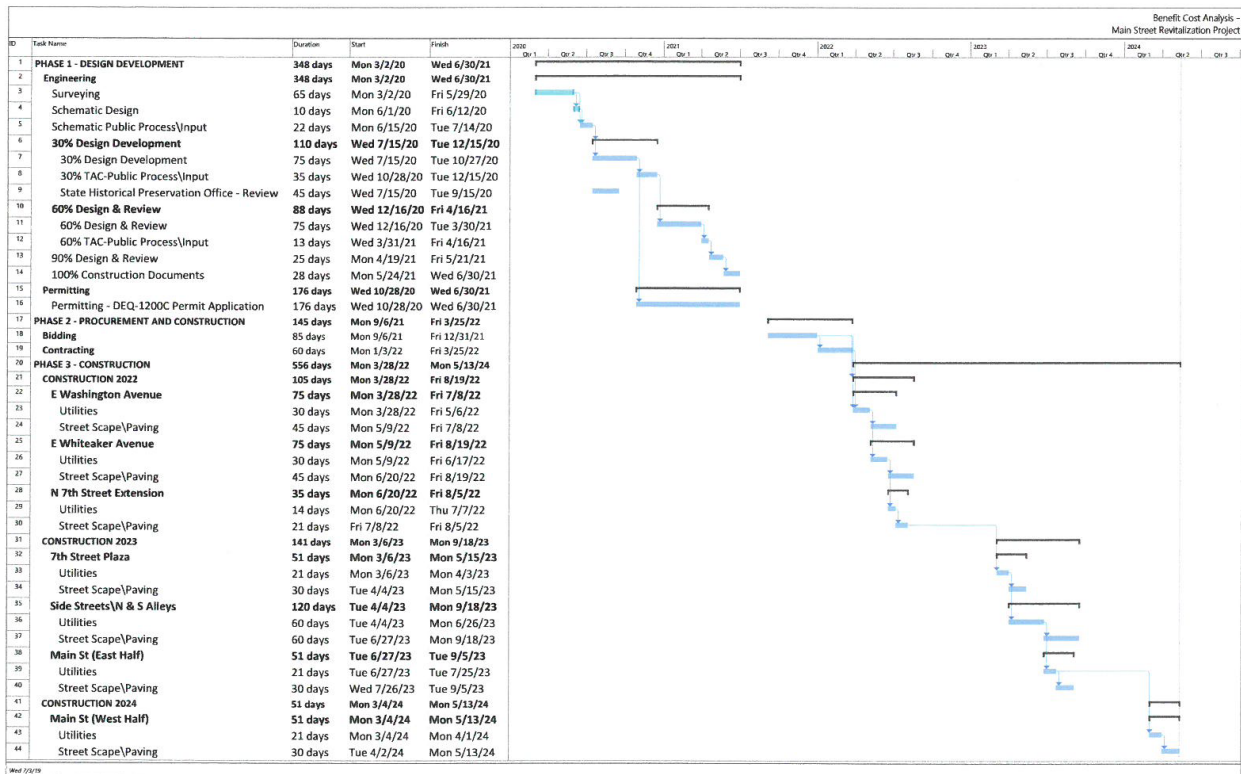
Once funds are obligated, a contracting firm will be hired to complete the construction work. City planning staff will work with the contractor and stakeholders to implement a phased construction schedule to achieve the Project's goals with the least impact to existing businesses and residents. Contractor selection and contract development will be complete by 2022. Construction, including all phases, will be complete by 2024. Phasing will be designed to limit loss of access to businesses or residents. This phasing plan will be designed and implemented in concert with ODOT and Lane County Transportation.

Project schedule

The following project schedule details project milestones, beginning with BUILD grant approval. ([Click Here](#)) The City will begin working on the final surveying, engineering, permit approvals and construction drawings as soon as the BUILD grant is awarded. All necessary activities will be complete to allow BUILD Transportation funds to be obligated sufficiently in advance of the statutory deadline (by June 30, 2021). Contractor solicitation and selection will begin as soon as funds are obligated. Construction will be complete by May 2024.

The work will be done in 3 main phases. In 2022, we will focus upon the sidewalk and infrastructure improvements in the outer streets (Washington, Whiteaker, N. 7th Street Extension). In 2023, we will focus upon the 7th Street Plaza, side streets and north/south running alleys. Once that work is complete, we will work on the east half of Main Street, completing first

the utilities and then the streetscape/paving work on the east half of Main before moving to utilities and streetscape/paving of the west half in 2024. By phasing the project in this manner, we will be able to mitigate impact to the property owners, businesses and tenants as much as possible by ensuring that access is always provided by either the rear or side or front (depending upon the phase) to every property. It will also give us areas within the district that are not under construction throughout the Project for use for parking and construction staging. We are confident that we can complete the entire project, with all phases, by the end of May, 2024.



Required Approvals

Environmental Permits and Reviews

A preliminary assessment of the Project indicates that it does not require any federal or state environmental approval or review, apart from the need for a 1200 C permit from the Oregon Department of Environmental Quality. This permit process will be completed prior to June 2021. The project qualifies for a Categorical Exclusion under NEPA. This approval is pending subject to grant approval, but will be obtained within 60 days of grant approval.

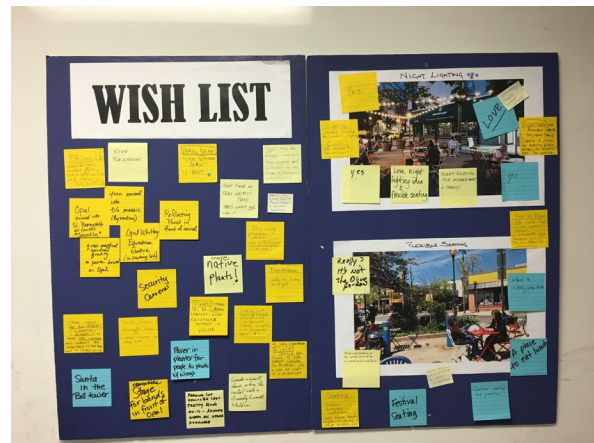
State and Local Approvals

The Project includes a National Register of Historic Places-listed Historic District. As such, all modifications to the streetscape within the district must be approved by the Cottage Grove Historic Landmarks Commission and reviewed by the Oregon State Historic Preservation Office (SHPO). To ensure that the Plan aligned with the goals and regulations of these two agencies,

representatives from the Landmarks Commission and SHPO were included in the Technical Advisory Committee. Both agencies signed off on the final plan prior to its adoption by the City of Cottage Grove City Council in May 2016. The Historic Landmarks Commission approved the 2015 *Main Street Refinement Plan* at a formal public hearing in January 2016. The Oregon Department of Land Conservation & Development (DLCD) approved the plan in 2016 as part of its adoption into the Transportation System Plan.

The Project does not directly impact any of State Highway 99, which is under the jurisdiction of ODOT. All roads within the Project Area are under the jurisdiction of the City of Cottage Grove. However, the City will work closely with ODOT and Lane County throughout the final design and engineering phase to ensure that the construction plans comply with state and county specifications. Lane County and ODOT will be partners throughout the construction process as well. Phasing plans will be coordinated with both jurisdictions.

The *Main Street Refinement Plan*, the nexus of this Project, was approved following an extensive, 18-month public involvement program. More than 1,900 people participated in the public process to adopt this plan in 2016. Since its adoption interim, the City has continued to educate the community about the plan and our hopes for its implementation. This has included posters in street-facing windows downtown, booths at local events, website content, and a video on our BUILD grant application on YouTube ([Click Here](#)). Council held public hearing on July 9, 2018, prior to approving the 2018 BUILD grant application submittal, and held another on June 22, 2019, for the 2019 BUILD grant application submittal. Our letters of support for this application show the breadth and extent of community backing for the Project.



If the BUILD grant is approved, Council has affirmed that they will create a new Technical Advisory Committee, formed of community members, Council and Planning Commission representatives, agency partners, and downtown business owners, to oversee and comment upon the development of the final engineering, phasing and construction drawings. Through this method, we will ensure that current needs and concerns are met in the final Project design. This work will begin within 60 days of BUILD grant approval, and will align with the City Engineering staff’s work program through June 2021. This Advisory Committee will remain as a functioning body throughout the construction project to help the City implement our Construction Mitigation Plan.

Assessment of Project Risks and Mitigation Strategies

Risk Description	Risk Assessment	Risk Value	Mitigation Approaches
Environmental: Potential for construction debris or other hazardous spill to flow into storm drainage system.	Project is within an existing developed area served by an untreated storm drainage system that flows into the Coast Fork Willamette River.	Low	To prevent any contaminants from reaching the river, a 1200 C permit will be applied and standard erosion control measures will be taken to include installing bio swales, filters or plugging storm drains, construction management techniques, etc.
Cultural or Historic Resources: Potential for increased permit processing time due to the National Historic District overlay.	The project area is located within a National Register Historic District.	Low	Historic Landmarks Commission and State Historic Preservation Office to be part of Advisory Committee to review final engineering and construction drawings. Work with Historic Landmarks Commission to ensure any work triggered on listed buildings obtains necessary permits prior to construction start.
Infrastructure: Potential for increased costs if existing infrastructure requires additional work or deemed insufficient.	Project involves stormwater upgrades, undergrounding utilities and adding utilities to new streets/areas within the project area. Existing system 100 years old in some sections.	Low	Budget includes allowances for additional utility work.
Complex Systems Integration/Engineering: Potential for delays or modifications if components require testing, unique manufacturing, and/or design.	Project does not include complex or untested components.	Low	Does not require mitigation.
Business Retention: Potential for businesses to experience prolonged periods of interrupted or altered access as a result of construction phasing, unforeseen delays, or re-work.	Project area includes 30 or more businesses that will potentially be affected by construction actions.	Moderate	The City will adopt and staff the Main Street Construction Mitigation Program to address business retention needs during all phases of construction.

As the above chart shows, the risks we face in the development and construction of this Project are low, apart from moderate concerns over business retention during the construction phase. We

have developed a robust Main Street Construction Mitigation Program to address these concerns, and through this program will work closely with owners, residents, businesses, contractors and our engineering staff to ensure the success of the Project. We are confident that we can successfully mitigate the identified risks with our existing resources, and have the capacity to successfully implement the proposed Main Street Revitalization Project in a timely manner.

VI. PROJECT COSTS AND BENEFITS

The total cost of the Project will be \$13,975,646. Engineering, permitting, and project management will be in-kind match from the City, of \$1,120,513 value. Our BUILD Discretionary Transportation grant funding request is for \$12,855,133.

The Main Street Revitalization Project will provide a wide range of benefits, producing a benefit-cost ratio of 1.15 over the first 20 years at a 7% discount rate, and a ratio of 2.02 at a 3% discount rate. The total aggregate benefits exceed \$42 million against a no build scenario.

The chart below illustrates the benefits Cottage Grove expects to achieve through the reconstruction of Main Street and its surrounding streets. These costs include avoidance of expected costs for repair of these streets, as well as costs saved by the City in the maintenance of this corridor as a Freight Route. If Main Street is not reconstructed within the next 10 years, the street will be no longer be able to accommodate large trucks, including log trucks, winery tankers and freight delivery vehicles going to the industrial sites located to the north, south, and west of Cottage Grove via Main Street. These vehicles will have to be rerouted down River Road, on the west bank of the river, and make the connection to Hwy 99 and Interstate 5 either by crossing Woodson Bridge, 1 mile north, or Harrison Bridge, 2 miles south. Both of these bridges would have to be reconstructed (Harrison) or replaced (Woodson) to meet Freight traffic weight and turning requirements. The reconstruction of 5 blocks of Main Street alleviates the need to replace these two bridges, saving the City, County and State of Oregon millions of dollars (up to \$25 million).

Key benefits also include avoidance of costs associated with repair and replacement of the infrastructure within the street right-of-way. As the water, sewer and storm lines in the Main Street district are 75-100 years old, these facilities can be expected to start failing at frequent intervals over the next 20 years. These failures, which could have catastrophic impacts upon adjacent buildings within a tight streetscape, will be avoided by their systematic replacement in line with the street and sidewalk repairs on Main Street and its side streets. The project will reduce costs over 20 years of water system replacements and water main breaks by \$1,260,000; reduce costs of sanitary sewer replacements and cross connection repairs by \$900,000; and reduce costs of storm drainage replacements and DEQ fines for spills caused by cross connections by \$795,000.

Finally, the Main Street Revitalization Project will reduce the rate of motor vehicle and pedestrian/bicycle accidents within this commercial area, by improving multi-modal safety. We expect the rate of motor vehicle accidents (59 in 10 years) to drop dramatically with the proposed streetscape improvements. We also expect a great reduction in the number of pedestrian fall

injuries and hope to avoid a repeat of the fatal fall that occurred in 2017. We also will be able to address ADA compliance within the historic district, saving the City almost a \$1 million in potential sidewalk improvements forced by legal settlements and in legal fees.

The table below show the benefits (in costs avoided) we expect to see from this project. [\(Click Here\)](#)

Benefit Cost Analysis - Main Street Revitalization Project

Project Year	Total Benefit*		Total Cost		Net Benefit		Discounted NPV Benefits		
							7%	3%	
0	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
1	\$ 528,500	\$ -	\$ 4,794,707	\$ (4,266,207)	\$ (3,987,109)	\$ (4,141,948)	\$ -	\$ -	
2	\$ 953,500	\$ -	\$ 7,093,505	\$ (6,140,005)	\$ (5,362,918)	\$ (5,787,544)	\$ -	\$ -	
3	\$ 862,565	\$ -	\$ 2,087,434	\$ (1,224,869)	\$ (999,858)	\$ (1,120,929)	\$ -	\$ -	
4	\$ 2,899,999	\$ -	\$ -	\$ 2,899,999	\$ 2,212,396	\$ 2,576,612	\$ -	\$ -	
5	\$ 2,279,825	\$ -	\$ -	\$ 2,279,825	\$ 1,625,484	\$ 1,966,597	\$ -	\$ -	
6	\$ 1,613,061	\$ -	\$ -	\$ 1,613,061	\$ 1,074,851	\$ 1,350,913	\$ -	\$ -	
7	\$ 1,793,028	\$ -	\$ -	\$ 1,793,028	\$ 1,116,608	\$ 1,457,896	\$ -	\$ -	
8	\$ 3,590,272	\$ -	\$ -	\$ 3,590,272	\$ 2,089,571	\$ 2,834,194	\$ -	\$ -	
9	\$ 2,537,336	\$ -	\$ -	\$ 2,537,336	\$ 1,380,143	\$ 1,944,657	\$ -	\$ -	
10	\$ 1,158,061	\$ -	\$ -	\$ 1,158,061	\$ 588,700	\$ 861,706	\$ -	\$ -	
11	\$ 13,862,093	\$ -	\$ -	\$ 13,862,093	\$ 6,585,781	\$ 10,014,271	\$ -	\$ -	
12	\$ 13,631,904	\$ -	\$ -	\$ 13,631,904	\$ 6,052,728	\$ 9,561,143	\$ -	\$ -	
13	\$ 2,321,401	\$ -	\$ -	\$ 2,321,401	\$ 963,299	\$ 1,580,761	\$ -	\$ -	
14	\$ 1,392,126	\$ -	\$ -	\$ 1,392,126	\$ 539,891	\$ 920,359	\$ -	\$ -	
15	\$ 1,697,093	\$ -	\$ -	\$ 1,697,093	\$ 615,105	\$ 1,089,299	\$ -	\$ -	
16	\$ 1,338,001	\$ -	\$ -	\$ 1,338,001	\$ 453,227	\$ 833,798	\$ -	\$ -	
17	\$ 1,021,794	\$ -	\$ -	\$ 1,021,794	\$ 323,474	\$ 618,202	\$ -	\$ -	
18	\$ 1,021,794	\$ -	\$ -	\$ 1,021,794	\$ 302,312	\$ 600,196	\$ -	\$ -	
19	\$ 771,794	\$ -	\$ -	\$ 771,794	\$ 213,407	\$ 440,143	\$ -	\$ -	
20	\$ 1,021,794	\$ -	\$ -	\$ 1,021,794	\$ 264,051	\$ 565,742	\$ -	\$ -	
		\$ 13,975,646							
		Total aggregate benefits		\$ 42,320,295					
		Discounted net present total value:				\$ 16,051,140		\$ 28,166,070	
		20 year cost benefit ratio				1.15		2.02	

*2019 dollars

In addition to these economic benefits, we foresee considerable indirect economic development impacts from the Main Street Revitalization Project. This reinvestment in our commercial district infrastructure will reinvigorate private investment in the area by creating opportunities for new investments in downtown core, with potential additional tax revenue (\$1.6 million for just 3 new buildings). We project at minimum 50 new jobs will be created within the district. We also expect between 75-150 new apartments within the district, which will greatly benefit the City as a whole.