



Public Draft Memorandum #2: Existing and Future Conditions

Cottage Grove Pedestrian and Bicycle Plan

Task 2.3

March 27, 2023



Contents

1	Introduction.....	1
2	Facility Ownership.....	3
3	Existing Physical Conditions.....	5
	3.1 Existing Walkways.....	5
	3.2 Existing Bikeways.....	10
	3.3 Existing Traffic Control Devices.....	13
4	Activity Nodes and Linkages.....	15
	4.1 Activity Nodes.....	15
	4.2 Transit Linkages.....	17
	4.3 School Linkages.....	18
	4.3.1 Qualitative Route Assessment.....	19
5	Crash History.....	21
	5.1 Crash Summary.....	21
	5.2 Crash Frequency by Severity.....	22
	5.3 Contributing Factors.....	22
6	Long-Range Planning and Regulatory Framework.....	24
	6.1 Land Use Designations and Zoning.....	24
	6.2 Demographics and Population Forecast.....	27
	6.2.1 Current Demographic Profile.....	27
	6.2.2 Population Forecast.....	29
	6.3 Buildable Lands Inventory.....	30
	6.4 Recent Land Use Activity.....	32
	6.5 City Standards for Walkway and Bikeway Facilities.....	34
7	Conclusion.....	36

Tables

Table 5-1. Crash Frequency by Severity, 2016-2020.....	22
Table 5-2. Crash Frequency by Contributing Factor, 2016-2020.....	22
Table 6-1. Cottage Grove Zoning Designation Descriptions.....	27
Table 6-2. Demographic Profile of Cottage Grove.....	28
Table 6-3. Cottage Grove Population Forecasts (% growth).....	30
Table 6-4. Development Status of Properties in the Cottage Grove UGB – Number of Parcels by Land Use Type.....	32
Table 6-5. Development Status in the Cottage Grove UGB – Number of Acres by Land Use Type.....	32
Table 6-6. Residential Development in Cottage Grove, 2019-2022.....	33
Table 6-7. Existing City Street Standards (Pedestrian and Bicycle Elements).....	34

Figures

Figure 2-1. Pedestrian and Bicycle Plan Study Area	2
Figure 2-2. Existing Roadway Ownership	4
Figure 3-1. Sidewalk on W Main Street in Downtown Cottage Grove	5
Figure 3-2. Intermittent Sidewalk Gap	6
Figure 3-3. Existing Pedestrian Network Gaps (Arterial and Collector Streets)	7
Figure 3-4. Typical Sidewalk on OR 99	8
Figure 3-5. Sidewalk Gap on 6th Street	8
Figure 3-6. Example of Deteriorating Conditions on a Local Sidewalk	8
Figure 3-7. Example of Excessive Weed Growth on a Local Sidewalk	8
Figure 3-8. Missing Curb Ramps along Quincy Avenue	8
Figure 3-9. Recently Upgrade Curb Ramps near Lincoln Middle School	8
Figure 3-10. Shared Use Path in Bohemia Park	9
Figure 3-11. Row River Trail east of Downtown	9
Figure 3-12. Swinging Bridge at Madison Avenue	9
Figure 3-13. Typical Striped Bike Lane and Supplemental Signage	10
Figure 3-14. Typical Shared Roadway	10
Figure 3-15. Rural Shoulder Bikeway on OR 99 in Southern Cottage Grove	10
Figure 3-16. Typical Multi-Use Path (Row River Trail)	10
Figure 3-17. Existing Bicycle Network Gaps (Arterial and Collector Streets)	11
Figure 3-18. Existing Bike Lane on W Main Street.	12
Figure 3-19. Typical Bike Lane Conflict	12
Figure 3-20. Typical Signalized Intersection with Marked Crossings on W Main Street	13
Figure 3-21. Typical Stop-Controlled Intersection with Marked Crossings on W Main Street	13
Figure 3-22. Typical Marked Crosswalk on 6th Street	13
Figure 3-23. Typical Midblock Crosswalk on Taylor Avenue	13
Figure 3-24. Enhanced Crosswalk on E Main Street	14
Figure 3-25. Enhanced Crosswalk with Flashing LED Sign	14
Figure 3-26. Marked Crosswalk with RRFB and Median Refuge on Row River Road	14
Figure 4-1. Existing Pedestrian/Bicycle Activity Nodes and Transit Stops	16
Figure 4-2. Typical Route 98 Bus Stop	17
Figure 4-3. S 8th Street Corridor	19
Figure 4-4. Recent and Future Safe Routes to School Investment Areas	18
Figure 4-5. S 10th Street Corridor	19
Figure 4-6. Quincy Avenue Corridor	20
Figure 4-7. Taylor Avenue Corridor	20
Figure 4-8. Johnson Avenue Corridor	21
Figure 5-1. Reported Collisions Involving People Walking or Bicycling, 2016-2020	23
Figure 6-1. Cottage Grove Comprehensive Plan Designations	25
Figure 6-2. Cottage Grove Zoning Designations	26
Figure 6-3. Cottage Grove Buildable Land Inventory	31
Figure 6-4. Development Activity in Cottage Grove, 2019-2022	35

Acronyms and Abbreviations

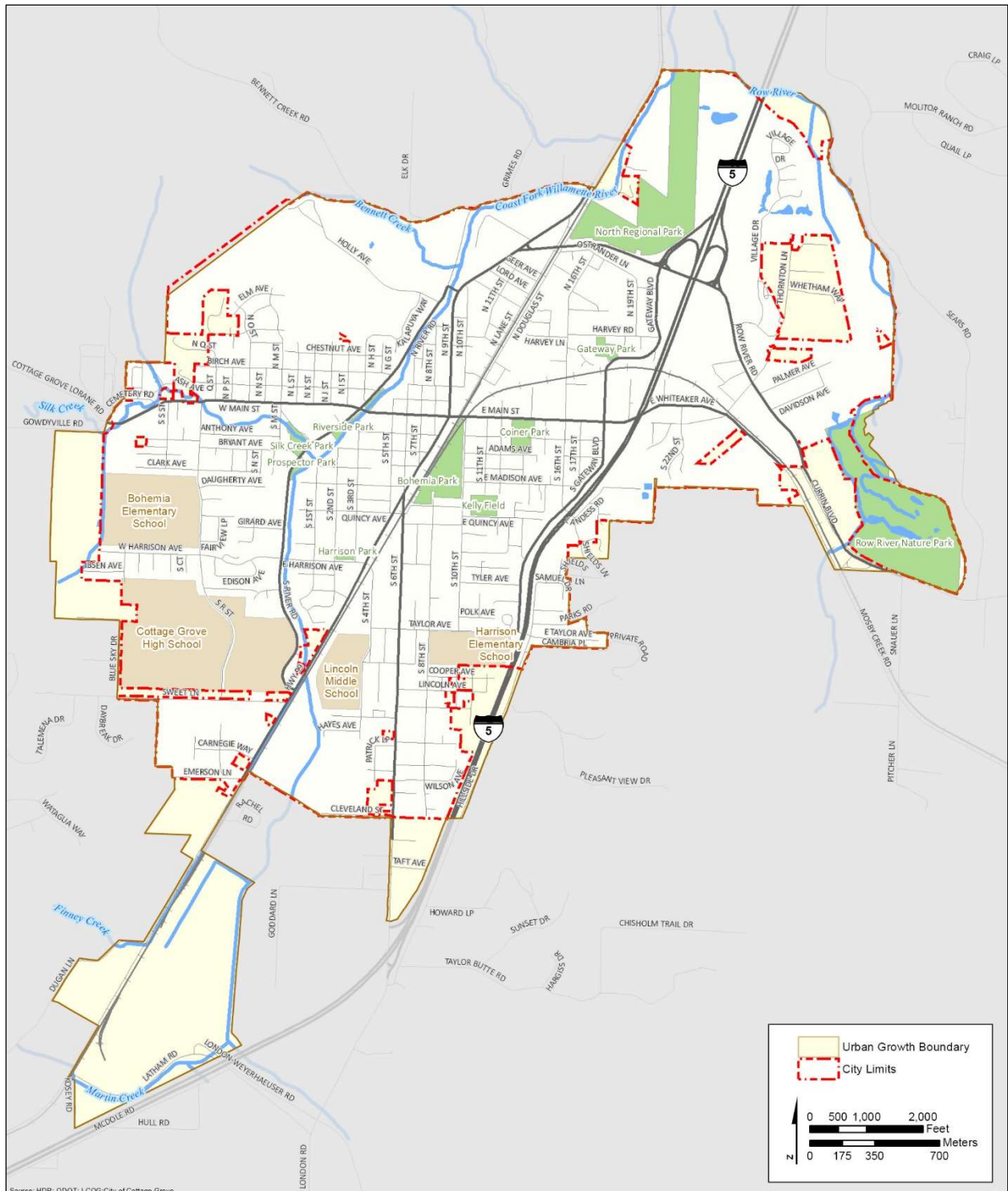
ADA	Americans with Disabilities Act
BLM	Bureau of Land Management
EFU	Exclusive Farm Use
I-5	Interstate 5
LTD	Lane Transit District
ODOT	Oregon Department of Transportation
PRC	Portland State University Population Research Center
RRFB	Rectangular Rapid Flashing Beacon
SLW	South Lane Wheels
UGB	Urban Growth Boundary

1 Introduction

This memorandum presents a high-level overview of Cottage Grove's current active transportation environment, which will ultimately inform the identification of future projects and other opportunities to improve conditions for people walking and bicycling. Specifically, this memorandum describes current conditions along the arterial and collector streets within Cottage Grove's Urban Growth Boundary (UGB), as well as other key facilities such as multi-use paths and transit linkages. The narrative also provides a high-level overview of key activity nodes, such as schools, job centers, and recreation areas that likely have higher proportions of walking and bicycling activity. A description of documented collisions involving vulnerable roadway users follow, as well as a summary current and future population and development trends.

Figure 1-1 depicts the Pedestrian and Bicycle Plan study area, consisting of the entirety of Cottage Grove's UGB.

Figure 1-1. Pedestrian and Bicycle Plan Study Area



2 Facility Ownership

Figure 2-1 illustrates publicly owned roadways in Cottage Grove that generally fall under the jurisdiction of one of the following three entities:

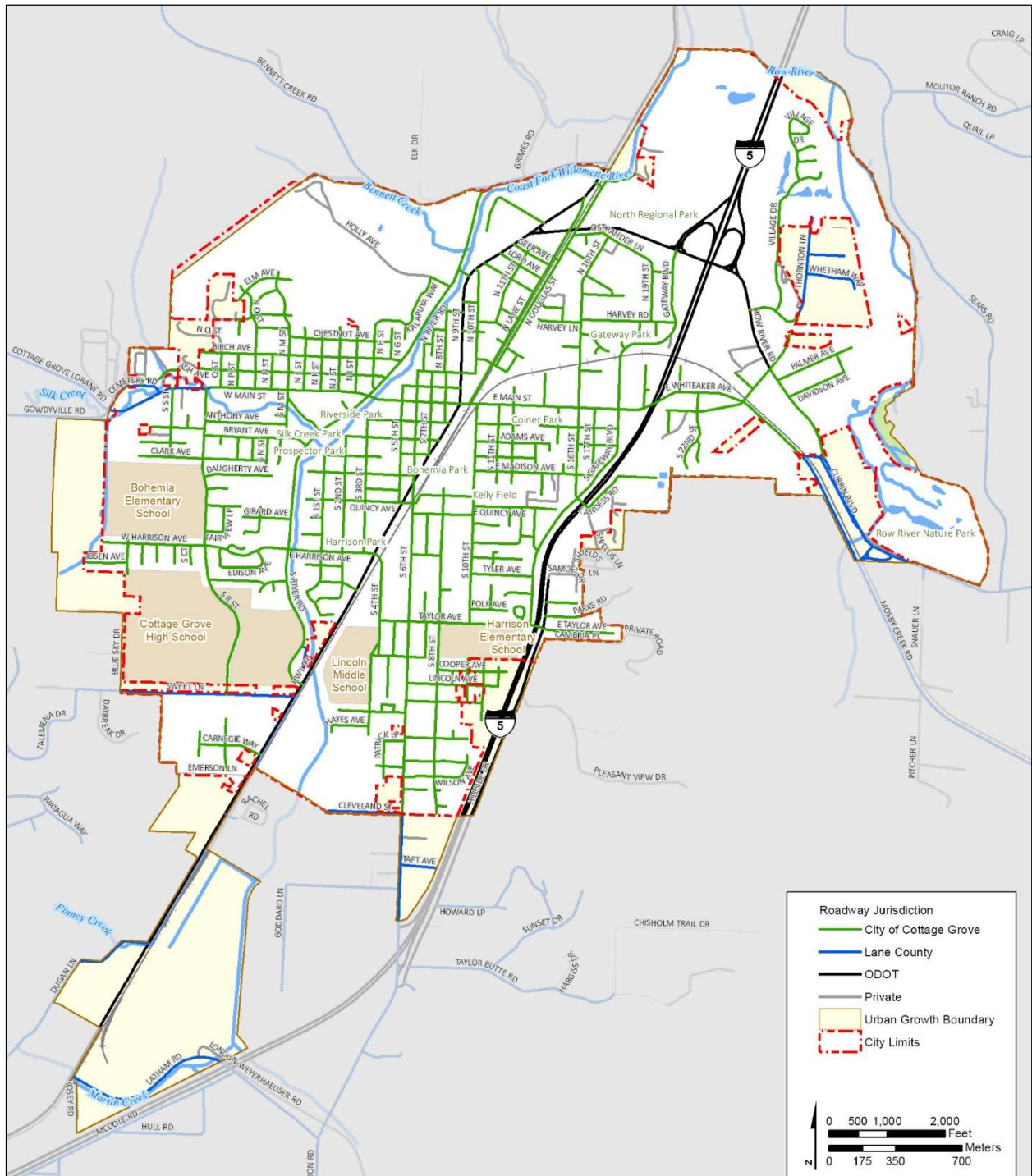
- The **Oregon Department of Transportation** (ODOT) has jurisdiction over State Highways in Cottage Grove: Interstate 5 (I-5) and Highway 99. In addition, ODOT has jurisdiction over the following roadways:
 - The Cottage Grove Connector under the I-5 interchange west to Highway 99
 - The northern portion of Row River Road between the I-5 interchange and Thornton Lane
 - Hillside Drive, and
 - The portion of Taylor Avenue under I-5 between Hillside Drive and Gateway Boulevard.
- **Lane County** has jurisdiction over several roadway segments in the outskirts of Cottage Grove that are within the UGB but outside the city limits, such as portions of W Main Street and Mosby Creek Road.
- The **City of Cottage Grove** (City) has jurisdiction over most other streets, ranging from arterial to collector roadways.

A small collection of private streets provides local access to properties both within and outside the city limits.

The varying ownership of roadway facilities reinforces the need for collaboration among partner agencies to improve conditions for people walking and bicycling while creating a and seamless and consistent network.

Multi-use paths within City parks generally fall under the City's jurisdiction. The Row River Trail, a 14-mile-long paved path along the abandoned Oregon Pacific & Eastern Railroad, is under the City's jurisdiction for approximately 3 miles from its origin in Cottage Grove, with the remaining portion under the U.S. Bureau of Land Management's (BLM) purview.

Figure 2-1. Existing Roadway Ownership



3 Existing Physical Conditions

Cottage Grove benefits from a robust and well-connected street network providing nonmotorized connectivity throughout the community. However, several major barriers present connectivity challenges, particularly for east-west travel. These barriers to connectivity include natural features, specifically the Coast Fork Willamette River and steep topography in the northwest and southwest quadrants of Cottage Grove. Manmade barriers vary in their degree of permeability and include I-5, Highway 99, and the Central Oregon & Pacific Railroad. In particular, the Coast Fork Willamette River, I-5, and the railroad provide limited and challenging crossing opportunities for people on foot or bike. As a result, all modes of travel rely on relatively few connections across these barriers. Highway 99, on the other hand, is integrated into the local street network and thereby provides a higher degree of permeability.

Cottage Grove also benefits from a renowned multi-use path network serving both transportation and recreational users. The path system extends beyond the City limits and provides regional recreational opportunities with direct connections to the heart of Cottage Grove and its array of locally owned businesses. This path network, portions of which include the Covered Bridges Scenic Bikeway and several historic covered bridges, are also tourist attractions drawing visitors from throughout the Willamette Valley and beyond.

The following sections describe Cottage Grove's existing walkways and bikeways in greater detail.

3.1 Existing Walkways

Cottage Grove's downtown consists of a dense grid of streets, a complete network of sidewalks, and frequent crossing opportunities (Figure 3-1). The neighborhood street networks immediately surrounding the downtown generally consist of a connected grid with a range of block sizes, though dead-end streets within larger blocks exist. Local streets in some neighborhoods have incomplete sidewalk coverage, with intermittent gaps or entire blocks without any sidewalk coverage (Figure 3-2). Recently developed areas, on the other hand, generally provide a continuous sidewalk network that meets current standards and include Americans with Disabilities Act (ADA)-compliant curb ramps at intersections.

Figure 3-1. Sidewalk on W Main Street in Downtown Cottage Grove



The presence of sidewalks along Cottage Grove’s collector and arterial street network varies by location (Figure 3-3). In some instances, gaps exist along shorter stretches within otherwise complete corridors. In other areas, gaps are continuous, notably along a 2-mile stretch of Highway 99 south of Harrison Avenue, and along the Cottage Grove Connector between the I-5 interchange and Highway 99. Figure 3-4 depicts a typical sidewalk along Highway 99, nominally providing space for people walking but lacking in width, separation from vehicular traffic, and accessible crossing opportunities. Figure 3-5 shows a typical sidewalk gap along 6th Street, necessitating pedestrians to either cross the street or walk within the roadway to maintain their path of travel.

In addition to sidewalk network gaps, other conditions along the roadway network may pose challenges for people walking, particularly people with disabilities. Deteriorating concrete results in uneven walking surfaces that could be a tripping hazard (Figure 3-6). Along some streets, excessive weed growth present on the sidewalk can create a slick surface while complicating travel for people using mobility assistance devices (Figure 3-7). Although missing curb ramps can make intersections challenging or impassable for some pedestrians (Figure 3-8), the City has achieved significant progress toward bringing intersections up to current accessibility standards, as evidenced in recent Safe Routes to School improvements (Figure 3-9).

Figure 3-2. Intermittent Sidewalk Gap



Figure 3-3. Existing Pedestrian Network Gaps (Arterial and Collector Streets)

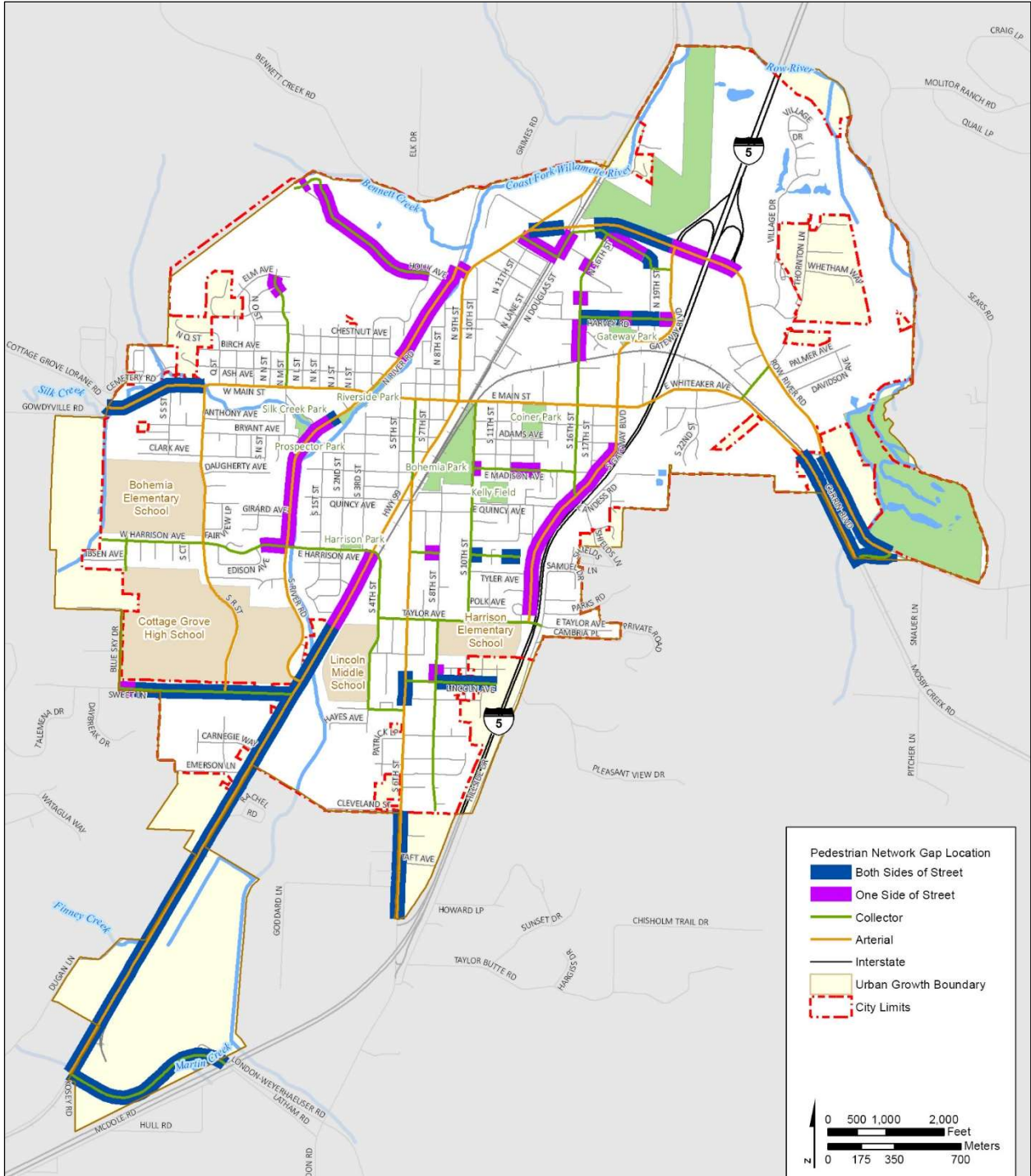


Figure 3-4. Typical Sidewalk on Highway 99



Figure 3-5. Sidewalk Gap on 6th Street



Figure 3-6. Example of Deteriorating Conditions on a Local Sidewalk



Figure 3-7. Example of Excessive Weed Growth on a Local Sidewalk



Figure 3-8. Missing Curb Ramps along Quincy Avenue



Figure 3-9. Recently Upgrade Curb Ramps near Lincoln Middle School



Cottage Grove's sidewalk network is complemented by several multi-use paths serving recreational and transportation purposes (Figure 3-10 and Figure 3-11). Some of these paths are contained within city parks, such as the paths in Bohemia Park. The trailhead of the Row River Trail is located at the north end of Bohemia Park just across Main Street and is a short walk from downtown businesses. The Row River Trail is also part of the Covered Bridges Scenic Bikeway. This corridor includes several bridges, including three within Cottage Grove (Figure 3-12). In northern Cottage Grove, a multi-use path provides access to North Regional Park and the adjacent Middlefield Golf Course. Cottage Grove also enjoys the enviable position of having regional recreational amenities reaching directly into the downtown core, allowing people to easily frequent downtown businesses and restaurants before or after a walk, run, or bike ride.

Figure 3-10. Shared Use Path in Bohemia Park



Figure 3-11. Row River Trail east of Downtown



Figure 3-12. Swinging Bridge at Madison Avenue



3.2 Existing Bikeways

Cottage Grove's existing bikeway network generally consists of conventional on-street bike lanes (Figure 3-13), shared roadways with markings or signage (Figure 3-14), rural roadway shoulders (Figure 3-15), and multi-use paths (Figure 3-16). The community network of lower-volume/lower-speed streets, though not formalized as bikeways, also serve as an informal bikeway network.

Figure 3-17 highlights the gaps in the bikeway network along collector and arterial streets, which includes sizable gaps on major thoroughfares such as Highway 99 south of downtown. The Cottage Grove Connector/Row River Road also has only intermittent bike lane coverage. The gap analysis indicates that Cottage Grove's core is reasonably accessed by bicycle – either via shared facilities on

lower-volume/lower-speed streets or conventional bike lanes on higher-order roads. The gap analysis also suggests that challenges exist for people accessing a sizable portion of the community to the north and south of the City's core and east of Highway 99, where only the most experienced and confident bicyclists may feel comfortable riding in traffic along major roadways without formalized bicycle facilities. Additionally, Lane County recently completed a Bicycle Master Plan that identified several routes in and out of Cottage Grove as primary routes, including Cottage Grove-Lorane Road, a westward continuation of Main Street, and London Road, a southward extension of 6th Street, reinforcing the significance of gaps along these streets.

Figure 3-13. Typical Striped Bike Lane and Supplemental Signage



Figure 3-14. Typical Shared Roadway



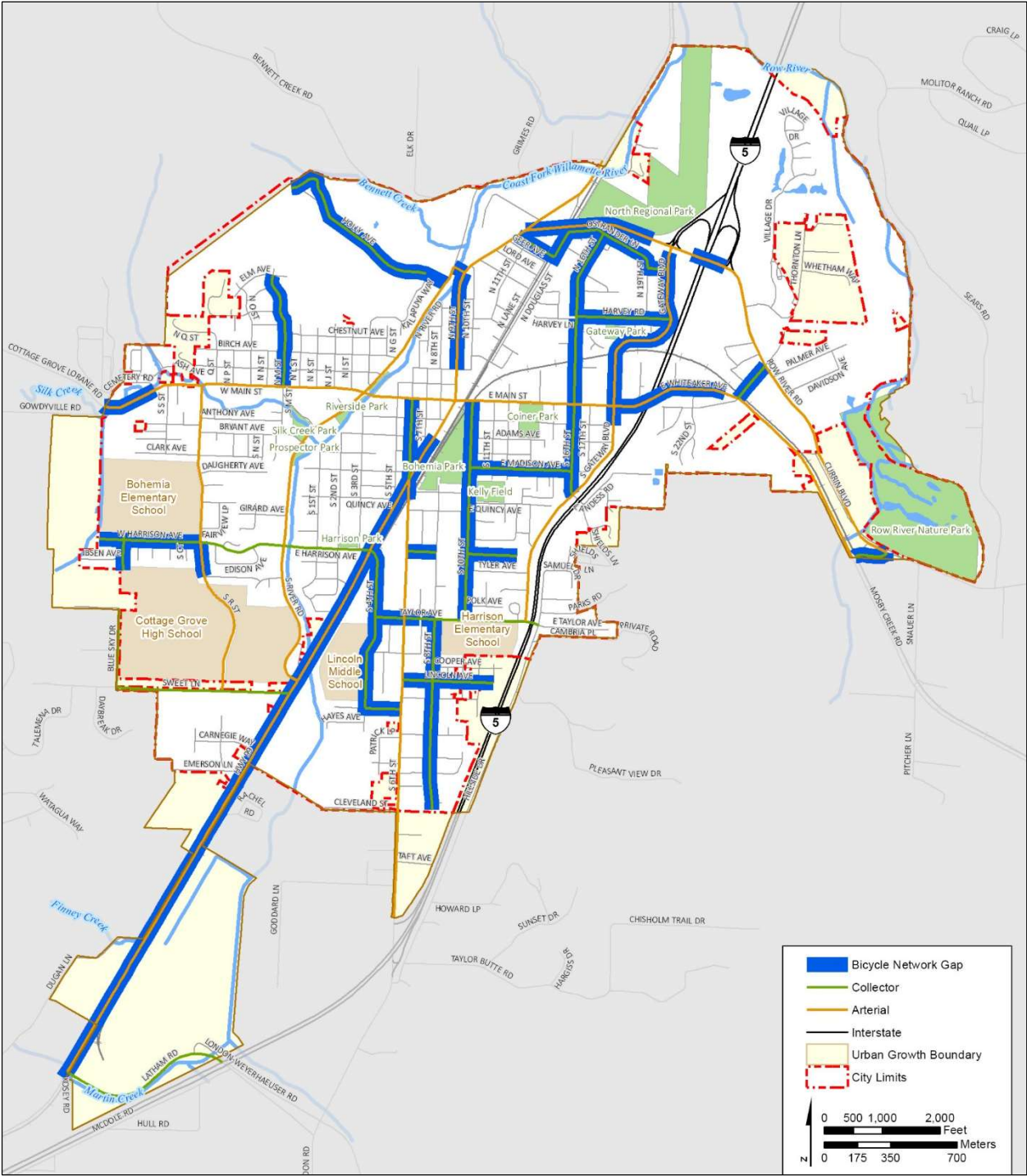
Figure 3-15. Rural Shoulder Bikeway on Highway 99 in Southern Cottage Grove



Figure 3-16. Typical Multi-Use Path (Row River Trail)



Figure 3-17. Existing Bicycle Network Gaps (Arterial and Collector Streets)



In addition to network gaps, additional on-the-ground observations include the following:

- Narrow bike lanes with minimal separation from motor vehicle traffic may be uncomfortable for less confident or experienced riders (Figure 3-18)
- Obstructions of bike lanes by parked vehicles, trash receptacles, or other objects force people on bicycles to maneuver into adjacent travel lanes, which can create unpredictable movements for all roadway users (Figure 3-19)
- While shared roadways on lower-volume/lower-speed streets are typically comfortable for a range of bicycle user types, sharing the road with motor vehicles on major streets such as downtown's Main Street may be uncomfortable for less experienced riders (Figure 3-14). Due to the previously described barriers to connectivity, all but the shortest bike rides would require bicyclists to use a collector or arterial street at some point in their trip, either by crossing it or riding along it for a distance. This may deter less confident riders.

Figure 3-18. Existing Bike Lane on W Main Street.



Figure 3-19. Typical Bike Lane Conflict



3.3 Existing Traffic Control Devices

A variety of traffic control devices on Cottage Grove’s street network facilitates connectivity and access for people on foot and bike. Traffic signals facilitate crossings at intersections of major thoroughfares (including several intersections along Highway 99 and Row River Road) and at several downtown intersections (Figure 3-20). Other intersections are stop-controlled on multiple or all legs, and either include transverse crosswalks (Figure 3-21) or higher-visibility continental crosswalks (Figure 3-22). The City has also installed midblock crossings at key locations, particularly along major walking routes where street intersections do not exist (Figure 3-23).

Figure 3-20. Typical Signalized Intersection with Marked Crossings on W Main Street



Figure 3-21. Typical Stop-Controlled Intersection with Marked Crossings on W Main Street



Figure 3-22. Typical Marked Crosswalk on 6th Street



Figure 3-23. Typical Midblock Crosswalk on Taylor Avenue



Several types of enhanced crossings also exist in Cottage Grove, such as:

- Marked crosswalks with high-visibility markings (Figure 3-24)
- Marked crosswalks with flashing LED signs alerting motorists to the crossing (Figure 3-25)
- Marked crosswalks with a median refuge islands and rectangular rapid flashing beacons (RRFB), (Figure 3-26).

Figure 3-24. Enhanced Crosswalk on E Main Street



Figure 3-25. Enhanced Crosswalk with Flashing LED Sign



Figure 3-26. Marked Crosswalk with RRFB and Median Refuge on Row River Road



4 Activity Nodes and Linkages

This section provides a high-level description of areas within Cottage Grove where higher concentrations of walking and bicycling activity can be expected. The narrative also provides an overview of existing public transit services in and their linkages to the walkway and bikeway network. Finally, this section concludes with a qualitative assessment of several key streets near schools that may be the focus of future Safe Routes to School investments.

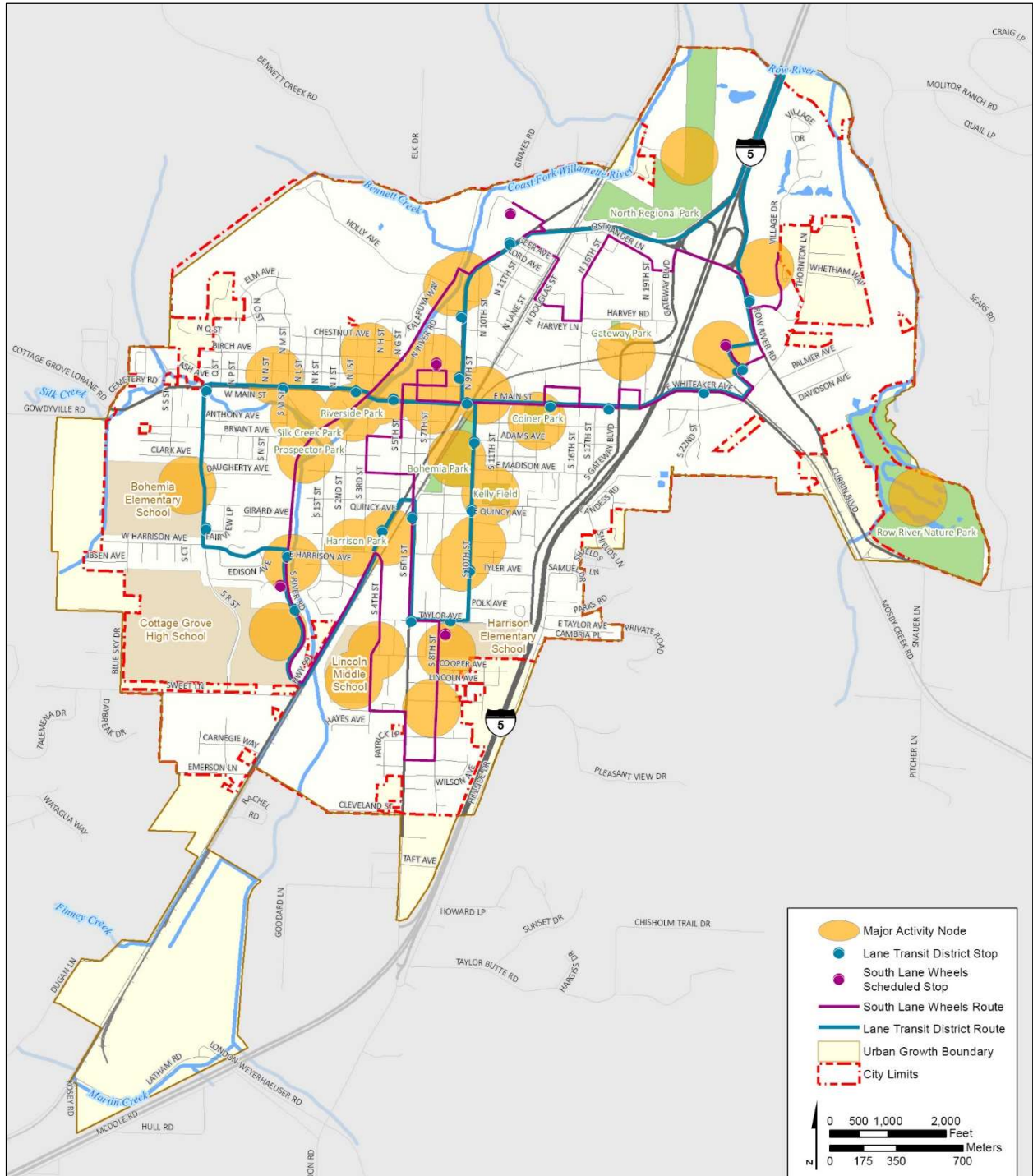
4.1 Activity Nodes

A variety of land use types attract higher concentrations of foot and bicycle traffic in Cottage Grove. As shown in Figure 4-1, many of these nodes are clustered near the downtown core, while other nodes are predominantly located in the western half of the community.

Schools and public parks are the most frequent uses generating foot and bike traffic. Others include civic uses (e.g., Cottage Grove Public Library, City Hall, post office), institutional uses (e.g., PeaceHealth Medical Center), and recreational attractions such as the covered bridges and Cottage Grove Museum.

Downtown Cottage Grove is a fairly dense cluster of commercial and civic land uses generating non-motorized traffic, likely the result of a compact and well-connected layout that is easily accessible on foot or bike. Even for people driving, this land use composition supports “park-once” behavior, where motorists park their vehicle once and walk to multiple destinations within the downtown area, such as combining a trip to the library and City Hall. Similarly, visitors may combine a museum visit with lunch on Main Street and a stroll across the Centennial Covered Bridge.

Figure 4-1. Existing Pedestrian/Bicycle Activity Nodes and Transit Stops



4.2 Transit Linkages

Two public transit providers offer service in Cottage Grove: Lane Transit District (LTD) and South Lane Wheels (SLW).

LTD operates Route 98, the only fixed-route bus service in Cottage Grove. Route 98 connects Cottage Grove with Eugene and makes a loop around Cottage Grove, with bus stops well dispersed throughout the city (Figure 4-1). SLW operates the LTD Connector shuttle service within Cottage Grove city limits, a mobile app-operated on-demand rideshare service that allows for scheduled pick-ups. LTD's ADA paratransit service, RideSource, also serves Cottage Grove, providing scheduled door-to-door transportation for qualifying customers.

SLW also offers a local door-to-door service, a scheduled rideshare service operating in Cottage Grove and the surrounding area. SLW's Metro Shuttle service complements the local door-to-door service by offering trips outside the local service area. SLW's Lane-Douglas Connector provides regional service from scheduled bus stops.

Many of the activity nodes described above are located within walking distance of a transit stop, suggesting that trip chaining may be possible. LTD's Route 98 connects many of the major activity nodes – schools, parks, and the downtown commercial area – increasing accessibility to these areas for people who live beyond a reasonable walking or biking distance. While LTD Route 98 provides broad geographic coverage throughout Cottage Grove, service frequency is limited with only five weekday trips and even less frequent service on weekends. Furthermore, Route 98 operates on a one-way loop in Cottage Grove, which, depending on a customer's trip origin and destination, may involve circuitous routing.

LTD and SLW vehicles are equipped with bike racks, enabling customers to combine a bike ride with a transit trip. While some transit stops in Cottage Grove include shelters providing weather protection, most transit stops consist of a route sign with attached seating (Figure 4-2).

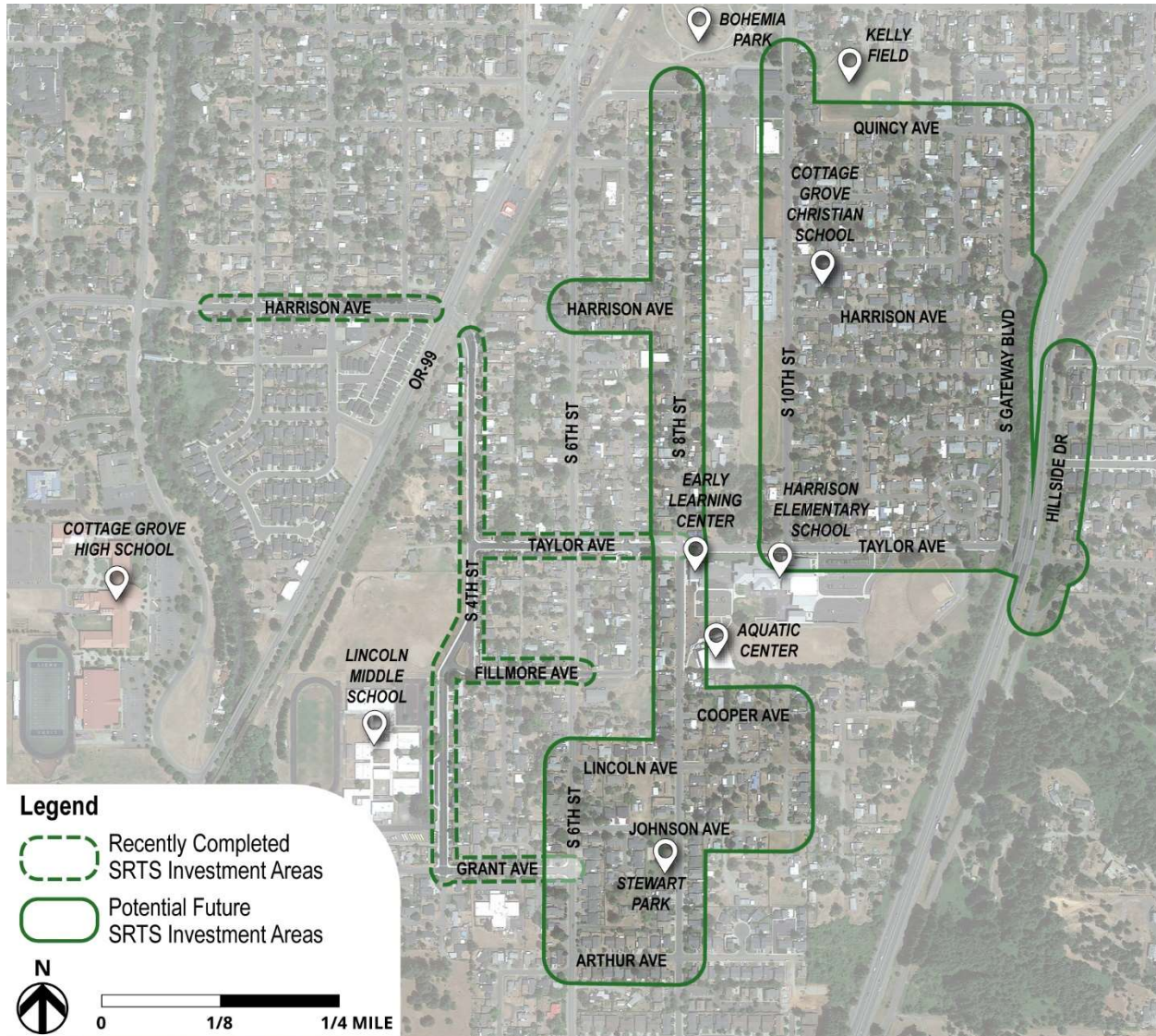
Figure 4-2. Typical LTD Route 98 Bus Stop



4.3 School Linkages

This section broadly describes the pedestrian and bicycle environment near schools, with a particular focus on areas where the City has expressed a focused interest for its next round of infrastructure investments (Figure 4-3).

Figure 4-3. Recent and Future Safe Routes to School Investment Areas



Over the past decade, Cottage Grove has achieved significant progress toward improving active transportation linkages to schools, notably sidewalks and crossing enhancements along S 4th Street, Fillmore Avenue, Grant Avenue, and Harrison Avenue near Lincoln Middle School.

Building on the Taylor Avenue sidewalks improvements as part of the Harrison Elementary School construction project, the City has identified several areas north and south of the school that could also benefit from improved walking and cycling connections. Tying into the existing walkway and bikeway network, additional

enhancements in these areas would streamline connections to Harrison Elementary School, South Lane Early Learning Center, Warren H. Daugherty Aquatic Center, and Cottage Grove Christian School.

4.3.1 Qualitative Route Assessment

The sections below present a qualitative assessment of walking and bicycling conditions along the corridors within the potential future investment area boundaries. These include key north-south streets (S 8th Street and S 10th Street), and generally shorter stretches of east-west streets providing connections to these two key corridors.

4.3.1.1 S 8th Street

S 8th Street provides a direct active transportation link between Bohemia Park (including the park's multi-use path network) and Harrison Elementary School and the adjacent aquatic center. South of the aquatic center, the corridor provides access to the surrounding residential areas and ties into the previously improved pedestrian/bicycle connections to Lincoln Middle School (Figure 4-4).

Figure 4-4. S 8th Street Corridor



A continuous sidewalk exists along the west side of S 8th Street, with a short gap in vicinity of the Aquatic Center. Intermittent sidewalks exist on the east side, interrupted by gaps near Monroe Avenue, between Pierce Avenue and Harrison Avenue, and between Cooper Avenue and Lincoln Avenue. Sidewalks north of Taylor Avenue are generally separated from the roadway by planter strips of varying width – some with street trees. South of Taylor Avenue, sidewalks are curb-tight. North of Taylor Avenue the planter strips accommodate driveway aprons, thereby avoiding excessive cross slopes within the pedestrian's path of travel.

4.3.1.2 S 10th Street

S 10th Street's southern terminus is at Harrison Elementary School. The corridor provides a direct connection to Bohemia Park at the northern end, with the street continuing north along the park to E Main Street (Figure 4-5). Due to its connection to E Main Street and Downtown, S 10th Street carries more vehicular traffic relative to other nearby streets.

Figure 4-5. S 10th Street Corridor



Continuous sidewalks exist along both sides of the corridor and are generally separated from the roadway by planter strips. Sidewalks are generally unobstructed, and the planter strips typically accommodate driveway aprons, thereby avoiding excessive cross slopes within the pedestrian's path of travel. Marked crosswalks at multiple locations along the corridor enhance east-west connectivity and linkages to adjacent neighborhoods.

4.3.1.3 Quincy Avenue (east of S 10th Street)

Quincy Avenue connects several residential blocks with S 10th Street and provides access to Kelly Field (Figure 4-6). Sidewalks on Quincy Avenue and the intersecting cross streets are generally absent, with only short stretches of one-sided curb-tight sidewalk present east of S 12th Street.

4.3.1.4 Taylor Avenue/Hillside Drive

Taylor Avenue is a critical east-west connection providing access to neighborhoods east of I-5 (Figure 4-7). The western segment (between S 4th Street and S 8th Street) includes sidewalks recently constructed as part of the Lincoln Middle School Safe Routes to School improvements. Mentioned earlier, the segment between S 8th Street and Gateway Boulevard also includes a sidewalk on the south side, completed as part of the Harrison Elementary School construction project. Intermittent sidewalks exist on the street's north side, separated from the roadway by a narrow planter strip with intermittent street trees. A curb-tight sidewalk along the north side (beneath I-5) provides the only walking connection between Harrison Elementary School and neighborhoods to the east of I-5.

Several marked crossings exist along Taylor Avenue, including at the four-way stop-controlled intersection at S 8th Street, the three-way stop-controlled intersection at S 10th Street, and a marked midblock crossing near S 13th Street.

Hillside Drive parallels I-5 on the east side and provides north-south connections to several neighborhood streets between Samuel Drive and Cambria Place. Hillside Drive lacks sidewalks, though they exist on some of the cross streets. The northside sidewalk on Taylor Avenue between S Gateway Boulevard and Hillside Drive ends shy of the Hillside Drive intersection, leaving people on foot without designated space to continue walking. Marked crossings do not exist along Hillside Drive.

Figure 4-6. Quincy Avenue Corridor



Figure 4-7. Taylor Avenue/Hillside Drive Corridors



4.3.1.5 Johnson Avenue

Providing east-west connectivity within the neighborhoods south of Harrison Elementary School, Johnson Avenue ties directly into the recently improved sidewalk network near Lincoln Middle School (Figure 4-8). Curb-tight sidewalks on both sides accommodate walking along this corridor. Stewart Park, a small neighborhood park, is located at the southwest corner of the intersection with S 8th Street. While marked crosswalks exist on all legs of the intersection, only east-west traffic is stop-controlled. East of S 8th Street, the paved roadway transitions to an unimproved gravel road without pedestrian infrastructure. Particular issues along this corridor include steep driveway apron cross-slopes, periodic sidewalk obstructions, and non-ADA compliant curb ramps.

Figure 4-8.
Johnson Avenue
Corridor



4.3.1.6 Other Roadways

Other local streets within the City's targeted future investment area include Jackson Avenue, Van Buren Avenue, Harrison Avenue, Tyler Avenue, and Polk Avenue (east of S 10th Street), all of which are east-west streets generally without or with very limited pedestrian infrastructure. Cooper Avenue, Lincoln Avenue, and Arthur Avenue primarily provide local access and include segments of curb-tight sidewalks (Lincoln Avenue and Arthur Avenue) or no pedestrian infrastructure (Copper Avenue). S 6th Street between Lincoln Avenue and Arthur Avenue lacks any pedestrian infrastructure north of Johnson Avenue, with curb-tight sidewalks present between Johnson Avenue and Arthur Avenue.

5 Crash History

This section discusses reported collisions involving people walking and bicycling in Cottage Grove. The analysis focuses on the most recent five-year period (2016-2020) of available data from ODOT's Oregon Transportation Safety Data Explorer site¹.

5.1 Crash Summary

Within Cottage Grove's UGB, nine reported collisions involving people walking, and nine reported collisions involving people bicycling occurred during the five-year study period. The 18 total pedestrian and bicycle collisions represent approximately four percent of all total crashes in Cottage Grove reported by ODOT.

Figure 5-1 presents the locations of reported pedestrian and bicyclist crashes. All crashes occurred at or near an intersection. Along W Main Street from N River Road in the west to N 16th Street, five pedestrian and two bicyclist crashes occurred. Two serious injury pedestrian crashes occurred near the connection between the Row River

¹ Oregon Transportation Safety Data Explorer site:
<https://geo.maps.arcgis.com/apps/webappviewer/index.html?id=df0b3cdb2f1149d3bd43436bc1dd4eac>

Trail and the intersection of S 10th Street and Main Street. A total of three pedestrian and bicyclist crashes occurred at the intersection of Gateway Boulevard and Coop Court.

5.2 Crash Frequency by Severity

Table 5-1 presents pedestrian and bicyclist crash frequency by severity within the Cottage Grove UGB for the 2016-2020 time period. Nearly all crashes resulted in some form of injury to the pedestrian or bicycle riders. One fatal pedestrian crash occurred in 2017 near the intersection of Highway 99 at Sweet Lane in dark conditions.

Table 5-1. Crash Frequency by Severity, 2016-2020

Crash Severity	Bicyclist	Pedestrian
Fatal (K)	0	1
Serious Injury (A)	1	2
Minor Injury (B)	5	2
Possible Injury (C)	3	4
Property Damage Only (O)	0	0
Total	9	9

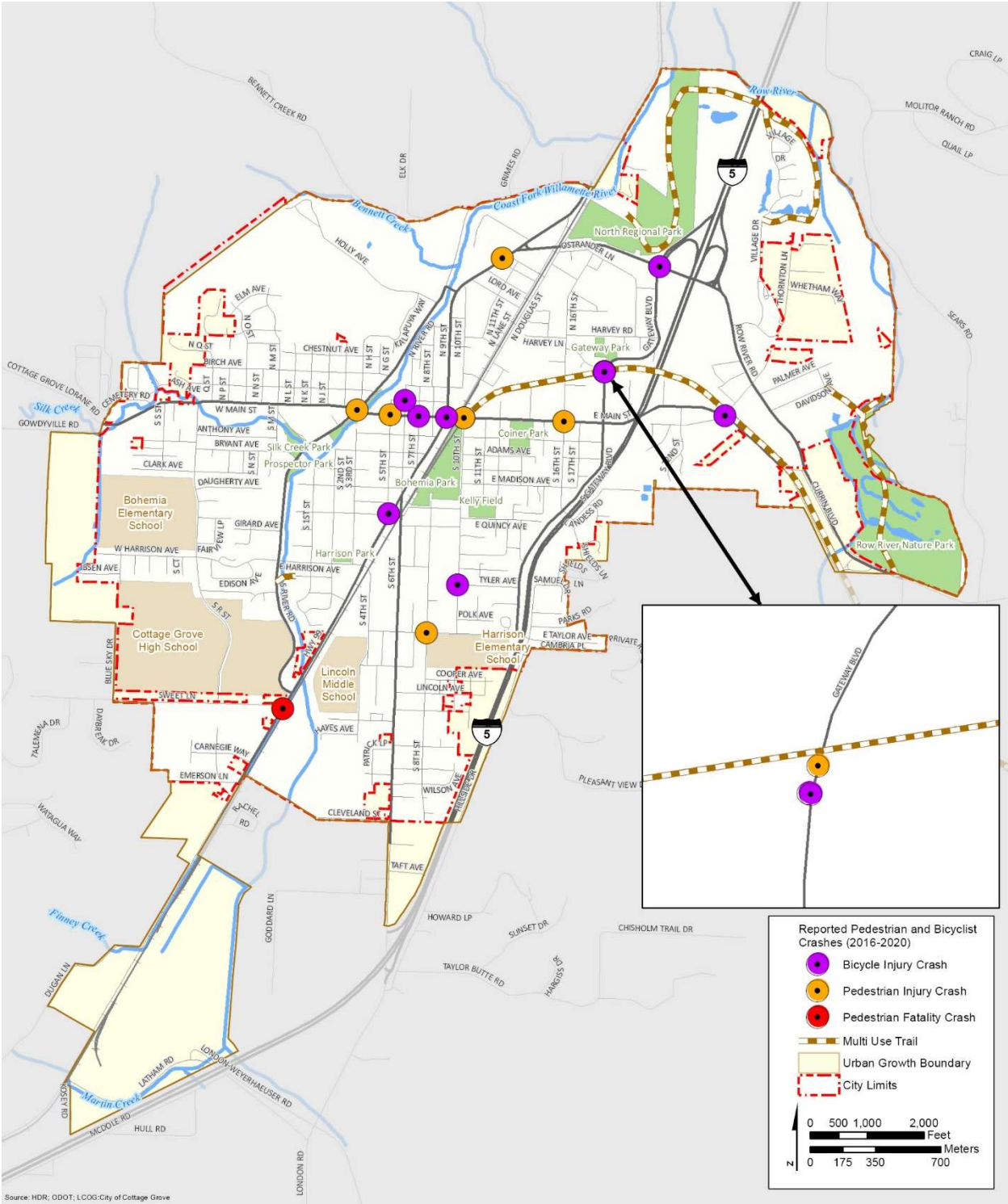
5.3 Contributing Factors

Table 5-2 presents the crash frequency by cause in the study area. Seven bicyclist crashes and four pedestrian crashes occurred due to failure to yield the right-of-way. The data does not specify if the motor vehicle operator or the person walking/bicycling failed to yield. The majority of crashes occurred in daylight under clear weather conditions.

Table 5-2. Crash Frequency by Contributing Factor, 2016-2020

Contributing Factor	Bicyclist	Pedestrian	Total
Did not yield the right-of-way	7	4	11
Disregarded other traffic control device	0	2	2
Inattention	1	1	2
Non-motorists illegally in the roadway	0	1	1
Passed stop sign or red flasher	1	0	1
View obscured	0	1	1
Total	9	9	18

Figure 5-1. Reported Collisions Involving People Walking or Bicycling, 2016-2020



6 Long-Range Planning and Regulatory Framework

This section discusses the existing long-range planning and regulatory framework as it applies to Cottage Grove's active transportation environment. The discussion begins with a summary of the City's existing Comprehensive Plan and zoning designations, followed by an overview of current and projected population and employment forecasts. A description of recent land development activity and a buildable lands inventory follow, which will inform where future concentrations of walking and bicycling activity may be anticipated. The section concludes with a description of the City's existing design standards for active transportation infrastructure such as sidewalks and bike lanes.

6.1 Land Use Designations and Zoning

Figure 6-1 displays Cottage Grove's existing Comprehensive Plan land use designations. The Comprehensive Plan includes low-, medium-, and high-density residential designations, which are located throughout the city. Commercially designated land is generally located along arterial and collector corridors in the central portion of the city, including along E Main Street, N River Road, and Highway 99. The Tourist Commercial designation is primarily concentrated near the I-5 interchange in northeast Cottage Grove. The city's employment land is in the Industrial designation, predominantly on the southern end and northeast portion of the UGB. Lands designated for Open Space and Recreation primarily consist of city parks such as North Regional Park, Row River Regional Park, and other smaller parks throughout the community.

Figure 6-2 depicts Cottage Grove's existing zoning designations. Most of the city's residential land is zoned Single-Family Residential, which implements the Low Density Comprehensive Plan Designation and allows duplexes and townhouses in addition to single-family detached housing. Single-Family Residential land is predominantly located west of I-5, but there are residential neighborhoods east of I-5 that create a need for east-west connections across I-5. A limited area zoned as Low Density/Restricted Residential lies near the northwest edge of the city. Multi Family and High Density zones exist throughout Cottage Grove, with a slightly higher concentration in the southeast portion of the community between I-5 and Highway 99.

Cottage Grove's commercially zoned lands are centrally located, with concentrations around E Main Street, N Lane Street, and portions of the I-5 interchange area in the north. The city's industrial areas and Airport zone are mainly concentrated in the northeast portion of the city, and in far southwest Cottage Grove. Table 6-1 lists the city's zoning designations with a brief description and purpose of each district.

Figure 6-1. Cottage Grove Comprehensive Plan Designations

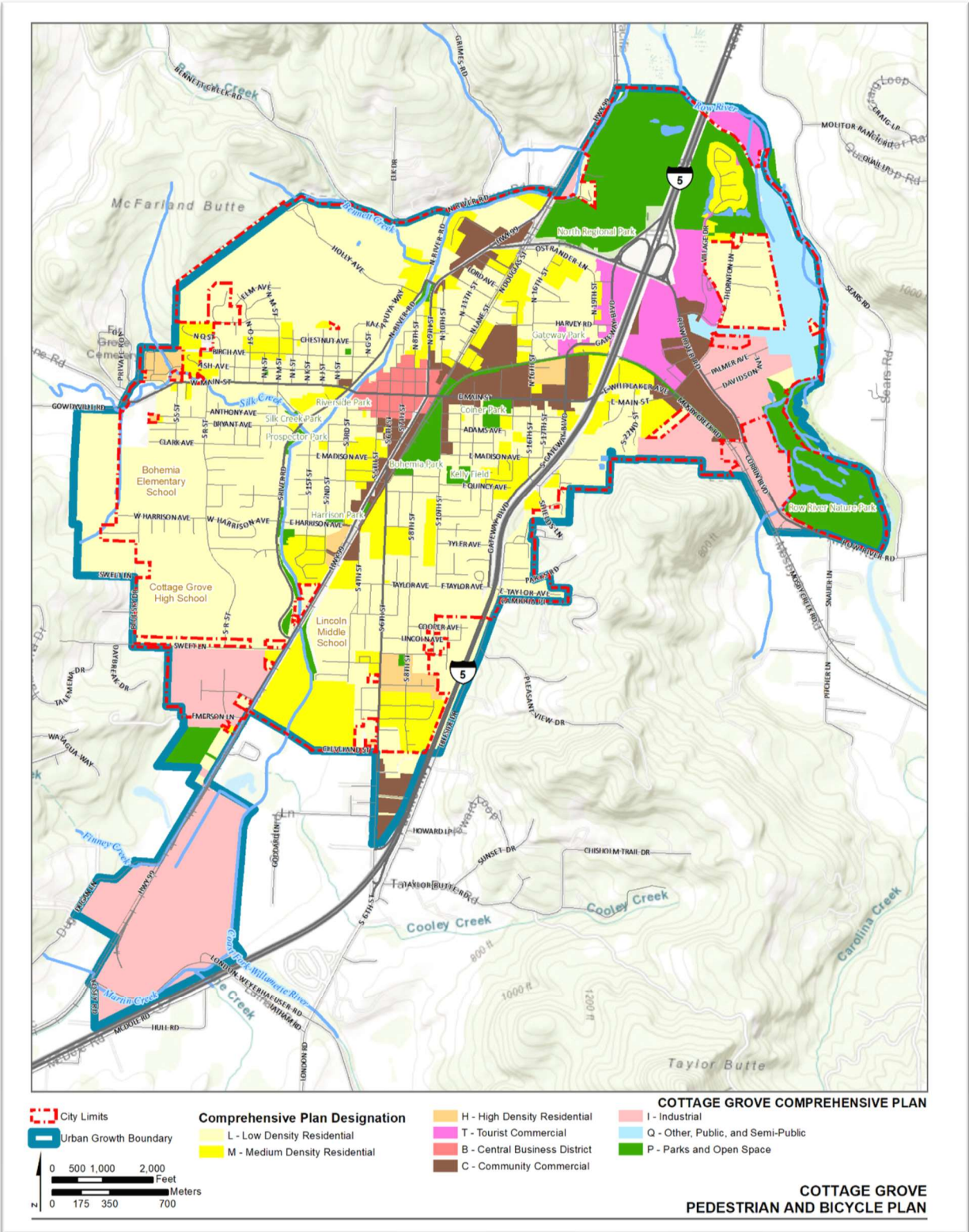


Figure 6-2. Cottage Grove Zoning Designations

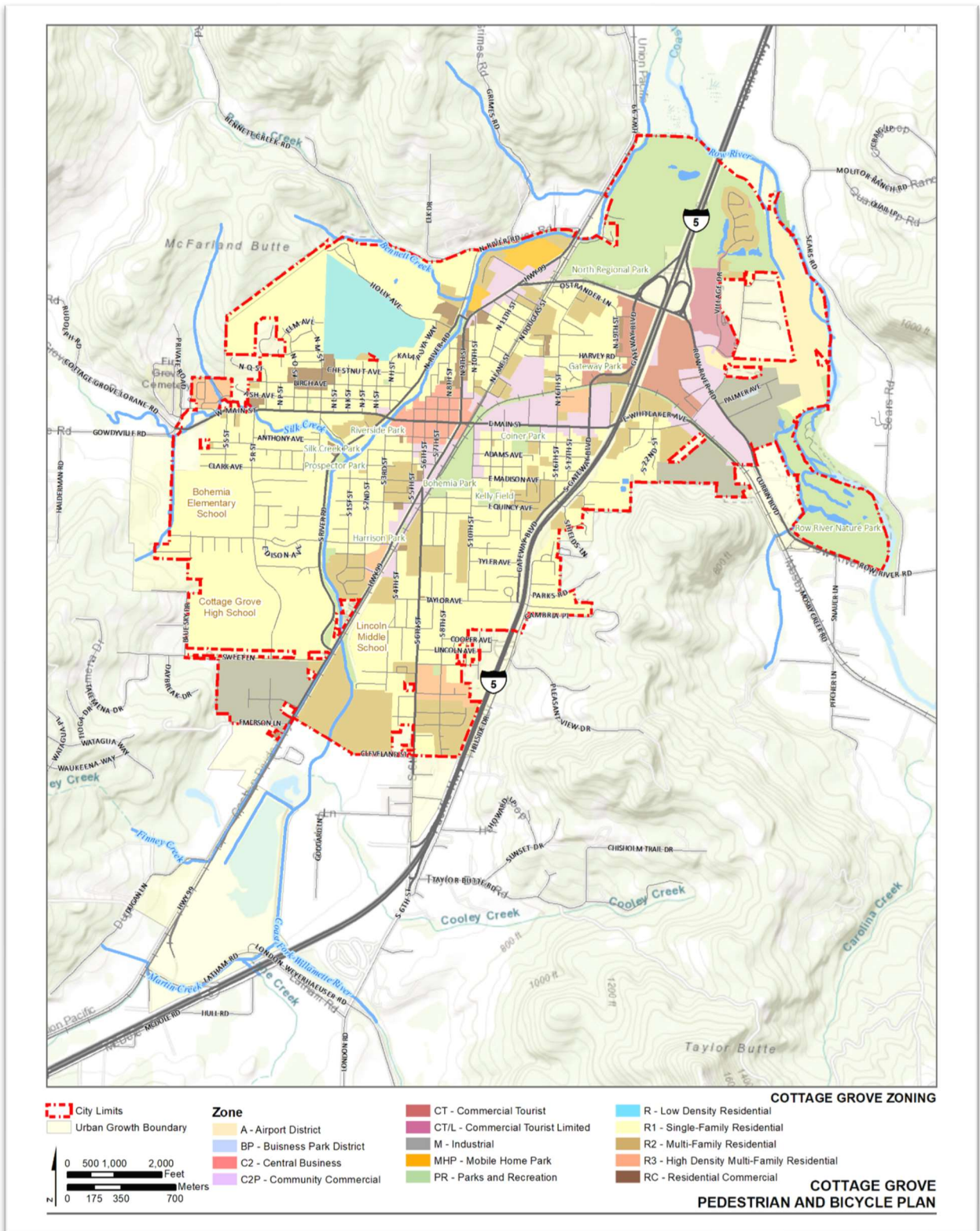


Table 6-1. Cottage Grove Zoning Designation Descriptions

Zone	Zone Purpose
Low Density/Restricted Residential (R)	Intended primarily for household living at lower densities in areas with features that restrict development such as steep slopes.
Single Family Residential (R-1)	Intended primarily for household living at low densities, with parks, schools, places of worship, and other supportive services that are at an appropriate neighborhood scale.
Medium-Density Multiple Family (R-2)	Intended to accommodate a wider variety of housing types and more intensive land use than the R-1 district.
Mobile Home Park (MHP)	Intended to accommodate existing mobile home parks.
High Density Multiple Family Residential (R-3)	Intended to accommodate higher density residential development near commercial areas, with a mix of multi-family housing types adjacent to highways, major arterials, and collector streets.
Residential Commercial (RC)	Intended to combine a variety of housing similar to the R-2 district with public and commercial services at an appropriate neighborhood scale to provide a transitional zone between residential and commercial zones.
Central Business (C2)	Focused on the historic commercial and civic core (e.g., the central business area) of the community.
Community Commercial (C2P)	Applies to commercial areas outside or adjacent to the central business area.
Commercial Tourist (CT)	Applies to commercial areas along Gateway Boulevard and Row River Road adjacent to the I-5 (Exit 174) Interchange.
Commercial Tourist Limited (CT/L)	Applies to the small area in the northeast portion of the community, between I-5, Row River Road, and the Row River, which was brought into the city through an exception process to provide room for a golf course and hospital.
Industrial (M)	Intended to provide suitable locations for heavy industrial uses (e.g., raw materials processing; and manufacturing, assembly, packaging or distribution of heavy or large goods) that would not otherwise be compatible in other districts.
Business Park (BP)	Intended to allow for mixed light industrial and service commercial uses, with limited supporting retail, in a master planned campus-like setting.
Parks and Recreation (PR)	Intended to implement the Parks, Recreation and Open Space element of the Cottage Grove Comprehensive Plan and the adopted Cottage Grove Master Parks Plan. This district includes private and public recreation uses.
Airport (A)	Intended to encourage and support the continued operation and vitality of Cottage Grove State Airport by allowing certain airport-related commercial and recreational uses in accordance with state law.

6.2 Demographics and Population Forecast

6.2.1 Current Demographic Profile

This demographic profile of Cottage Grove informs the development of strategies to ensure fair treatment and meaningful participation in preparation of the Pedestrian and Bicycle Plan. Table 6-2 displays U.S. Census population and demographic data for the City of Cottage Grove. Data is also shown for Lane County and the State of Oregon for comparison. Key demographic findings include the following:

- The largest racial minority group in Cottage Grove is “Hispanic or Latino,” followed by people identifying as “Two or More Races.”
- Compared with Lane County and Oregon (statewide), a larger proportion of Cottage Grove’s population has a disability.
- The data indicate that a higher proportion of Cottage Grove residents are economically disadvantaged compared with the County and State. Median Household Income and Per Capita Income are lower in Cottage Grove compared with Lane County and Oregon, and Cottage Grove has a higher share of Persons in Poverty and Persons without Health Insurance.

Table 6-2. Demographic Profile of Cottage Grove

Demographic Component	Cottage Grove	Lane County	Oregon
Population			
Population, Census, April 1, 2020	10,574	382,971	4,237,256
Population, Census, April 1, 2010	9,686	351,715	3,831,074
Population Growth, 2010-2020	888	31,256	406,182
Population Growth Rate, 2010-2020	9.2%	8.9%	10.6%
Population by Age			
Persons under 5 years	4.7%	4.3%	5.0%
Persons under 18 years	22.0%	17.9%	20.3%
Persons 65 years and over	15.6%	20.5%	18.6%
Population by Race			
White alone	85.8%	88.8%	86.2%
Black or African American alone	1.1%	1.3%	2.3%
American Indian and Alaska Native alone	1.5%	1.6%	1.9%
Asian alone	1.2%	3.1%	5.0%
Native Hawaiian and Other Pacific Islander alone	0.0%	0.3%	0.5%
Two or More Races	7.1%	4.8%	4.2%
Hispanic or Latino	11.6%	9.8%	14.0%
White alone, not Hispanic or Latino	79.3%	80.7%	74.1%

Demographic Component	Cottage Grove	Lane County	Oregon
Housing			
Owner-occupied housing unit rate, 2017-2021	56.4%	59.4%	63.2%
Median value of owner-occupied housing units, 2017-2021	\$236,000	\$303,800	\$362,200
Median selected monthly owner costs - with a mortgage, 2017-2021	\$1,507	\$1,671	\$1,840
Median selected monthly owner costs - without a mortgage, 2017-2021	\$562	\$563	\$587
Median gross rent, 2017-2021	\$924	\$1,093	\$1,250
Persons per household, 2017-2021	2.46	2.37	2.49
Living in same house 1 year ago	78.6%	80.2%	84.2%
Economic Conditions			
Median household income (in 2021 dollars), 2017-2021	\$52,994	\$59,016	\$70,084
Per capita income in past 12 months (in 2021 dollars), 2017-2021	\$23,958	\$33,517	\$37,816
Persons in poverty	21.30%	14.50%	12.20%
In civilian labor force, total of population age 16 years+, 2017-2021	60.90%	60.30%	62.50%
In civilian labor force, female of population age 16 years+, 2017-2021	56.90%	56.70%	58.40%
Education			
High school graduate or higher of persons age 25 years+, 2017-2021	90.40%	92.90%	91.50%
Bachelor's degree or higher of persons age 25 years+, 2017-2021	21.00%	32.50%	35.00%
Health			
With a disability, under age 65, 2017-2021	17.40%	12.80%	10.20%
Persons without health insurance, under age 65	13.20%	8.20%	7.30%

Source: US Census Bureau, 2020

6.2.2 Population Forecast

The Portland State University Population Research Center (PRC) develops long-term coordinated population forecasts for Oregon's communities on a routine basis. The PRC forecasted population figures for Cottage Grove and Lane County are provided in Table 6-3. The PRC population methodology addresses places within a UGB individually; forecasts for areas outside UGBs are consolidated into a single forecast. Cottage Grove is forecasted to grow at a slower rate than the rest of Lane County over the next 20

years. Also, the expected growth rate over the next 10 years (2020 – 2030) is expected to be less than the previous 10 years (2010 – 2020).

Table 6-3. Lane County and Cottage Grove Population Forecasts (% growth)

Area	2010	2020	2030	2040
Lane County	351,715	370,192 (5.2%)	412,045 (11.3%)	434,846 (5.5%)
Cottage Grove UGB	10,249	10,660 (4.0%)	10,921 (2.4%)	11,374 (4.1%)

6.3 Buildable Lands Inventory

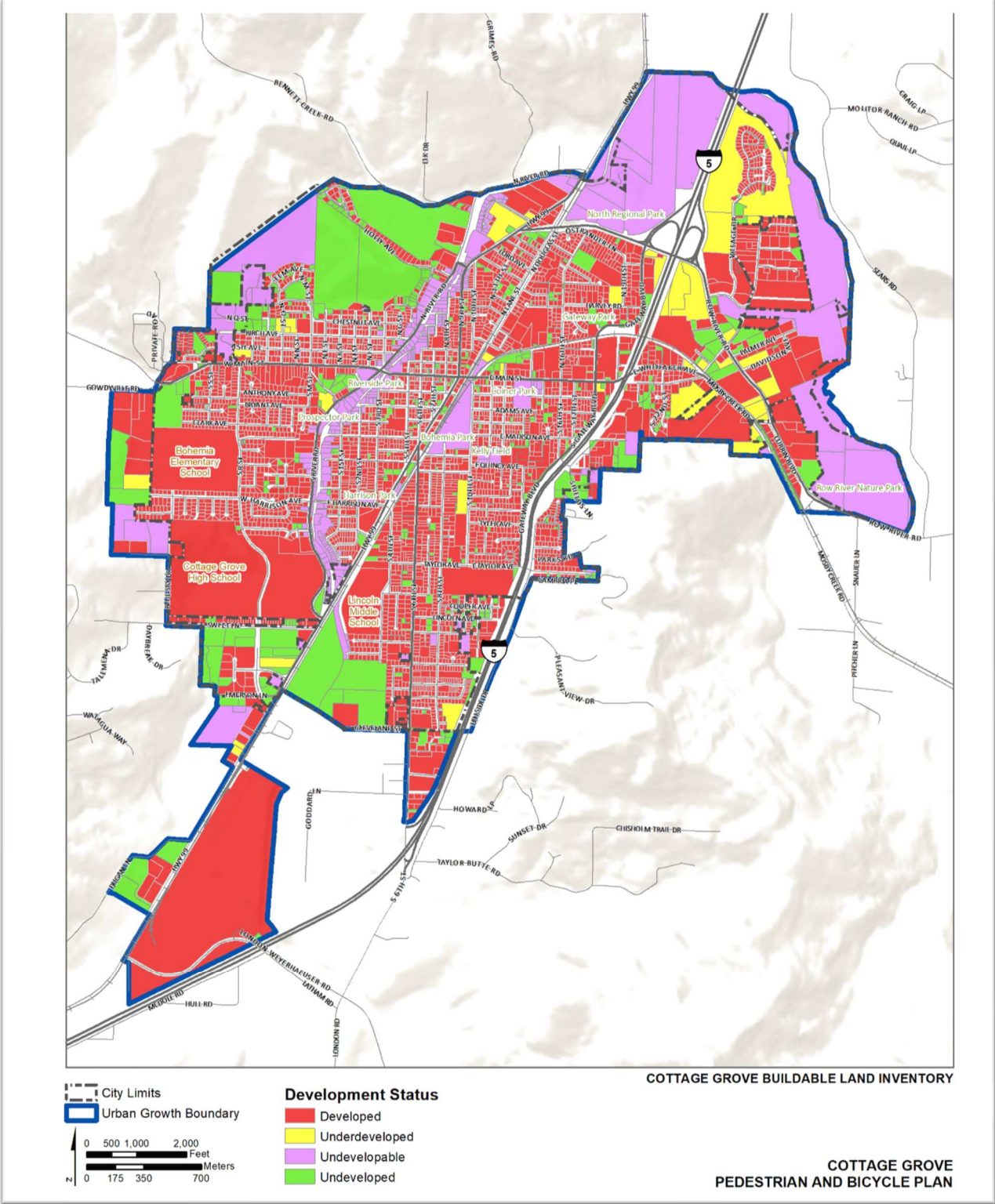
A buildable lands inventory was produced to identify the number of properties and acres that have development potential within the Cottage Grove UGB. This inventory will also inform and identify bicycle or pedestrian policy and/or infrastructure needs in growth areas.

County tax assessor data was used to identify and classify properties into the following categories:

- **Undeveloped:** Land with an improvement value less than or equal to \$10,000 and at least 1,400 square feet in size.
- **Underdeveloped:** Land with a land value to improvement value ratio of 2:1 and greater than one-half acre in size.
- **Undevelopable:** Properties (or portions of properties) that are too small to develop or are within parks, farm/forest, open space, or natural resource zoning categories. This includes the following properties:
 - Properties within the Willamette River Greenway
 - Farm/Exclusive Farm Use zoning (EFU 30 and EFU 40)
 - Agricultural Grazing/Timber Raising zoning
 - Forestry/timber related zoning
 - Parks and Recreation zoning
 - Properties under 1,400 square feet (city’s smallest minimum lot size)
- **Developed:** All other land that does not fall under one of the categories above.

As shown in Figure 6-3, most undeveloped properties are located farther from the city center and closer to the city limits and UGB. Most of the underdeveloped land is on larger properties in the northeast portion of the UGB. The undevelopable land mostly corresponds with the city’s parks/open space areas and properties within the Willamette River Greenway.

Figure 6-3. Cottage Grove Buildable Land Inventory



As shown in Table 6-4 and Table 6-5, the city has a relatively modest amount of land and properties that may accommodate future development. An estimated 468 properties and roughly 528 acres are considered developable (this includes “undeveloped” and “underdeveloped” properties), which account for approximately 11 percent of properties and roughly 21 percent of the city’s acreage. Most development potential resides within residential zones, representing about three-quarters of undeveloped properties and acreage in the UGB. Due to the comparatively high volume of vacant (e.g., undeveloped) properties that are in residential zones, it is assumed that most future development will be residential in character.

Table 6-4. Development Status of Properties in the Cottage Grove UGB – Number of Parcels by Land Use Type

Land Use Type	Undeveloped	Underdeveloped	Developed	Undevelopable	Total
Commercial	79	20	269	25	393
Industrial, Public Facilities	23	5	42	5	75
Parks, Farm-Forest, Other	--	--	--	111	111
Residential	329	12	3,235	240	3,816
Total	431	37	3,546	381	4,395

Table 6-5. Development Status in the Cottage Grove UGB – Number of Acres by Land Use Type

Land Use Type	Undeveloped	Underdeveloped	Developed	Undevelopable	Total
Commercial	28	51	132	16	227
Industrial, Public Facilities	55	13	263	5	337
Parks, Farm-Forest, Other	--	--	--	425	425
Residential	310	70	1,065	61	1,506
Total	393	135	1,461	508	2,496

6.4 Recent Land Use Activity

The following analysis of Cottage Grove’s recent development activity summarizes the type of development that is occurring, and which areas of town are growing.

Understanding development trends will help identify the type and location of needed walkway and bikeway improvements. This assessment is based on recent land use permitting records (for both residential and commercial development) provided by the City.

The City provided data for dwelling permits issued from 2019 through 2022. As shown in Table 6-6, most properties and acreage developed for residential use has been single-family detached housing. Conversely, most new units built in Cottage Grove have been part of multi-family developments. Although only four properties were developed for

multi-family housing between 2019 and 2022, these developments yielded more than 37 units. These developments are mapped on Figure 6-4, indicating that most of the single-family development has been in the northwestern portion of the community. All recent multi-family housing development has occurred east of Highway 99, closer to I-5. For example, Cottage Grove’s recent tiny home development – SquareOne Villages – opened in 2020 and is located on E Madison Avenue. Another tiny home development – Legion Cottages – opened in 2020 and includes four cottages located on Ash Avenue at N I Street.

Table 6-6. Residential Development in Cottage Grove, 2019-2022

Development Type	New Developments (properties developed)	New Units	Acres Developed
Single-Family Dwelling	65	65	12.1
Two Family Dwelling (Duplex)	2	4	0.3
Townhouse	1	14	0.8
Multi-Family	4	> 37	4.9
Manufactured Dwelling	9	9	10.7
Tiny Home	1	13	1.2
Total	82	> 142	30.0

The City also provided data for commercial permits issued in 2018 and 2019. Overall, the City issued 248 permits with a total valuation of nearly \$40 million. Of the permits issued, 12 of the approvals included new commercial or industrial construction, changes of use, or major additions (e.g., new structure built on-site). As shown in Figure 6-4, most non-residential development occurred near the core of the city, with many of the developed properties located close to Main Street².

² Note: The format in which the commercial development information was provided does not lend itself to tabular summaries of the development type.

6.5 City Standards for Walkway and Bikeway Facilities

Chapter 14.34 of the City’s Municipal Code contains standards for development of transportation facilities. Table 6-7 presents the pedestrian and bicycle elements of the City’s current street design standards.

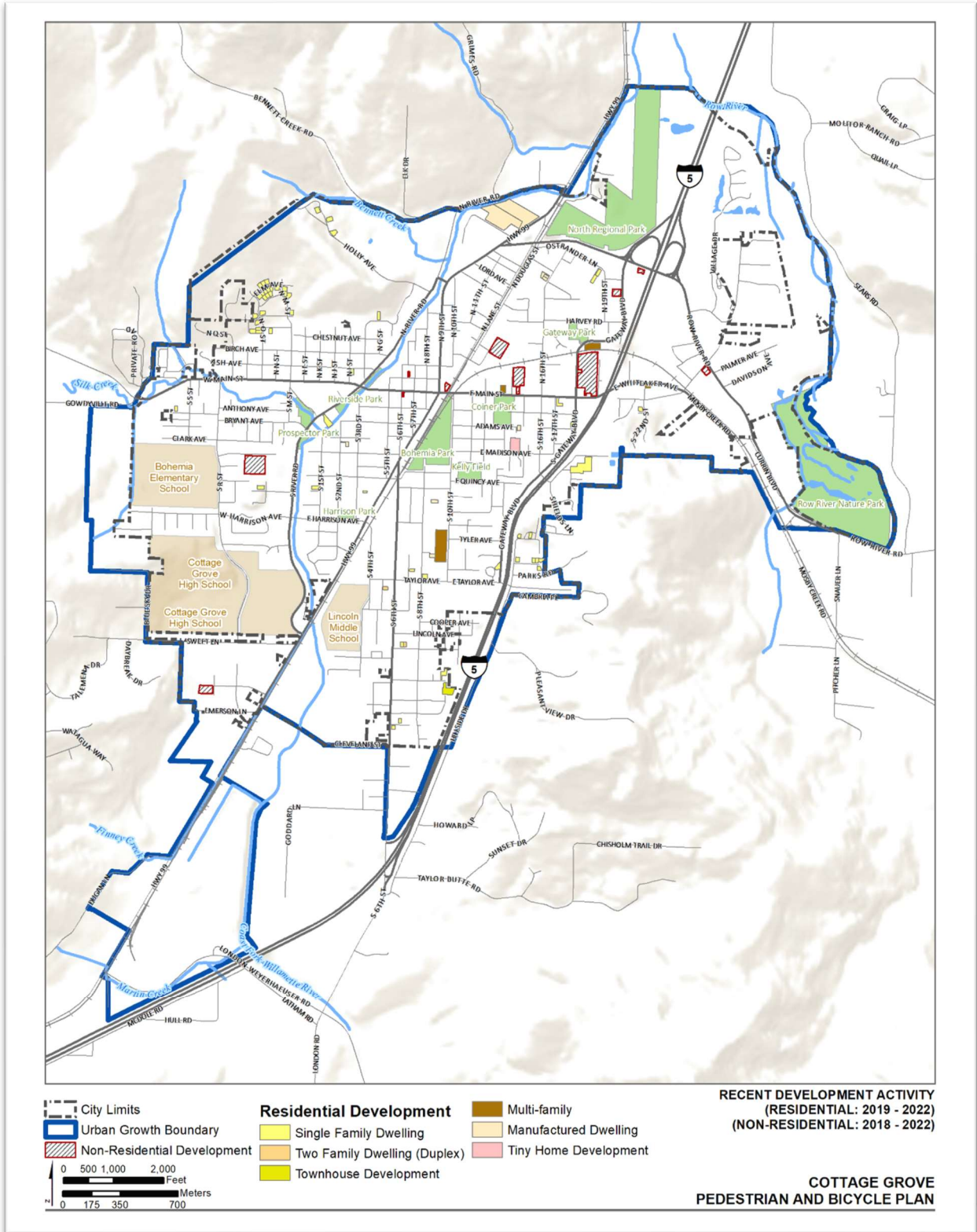
Table 6-7. Existing City Street Standards (Pedestrian and Bicycle Elements)

Street Type	Bike Lane Width	Planter Strip Width	Sidewalk Width
Arterial	5-6’	7’-12’	6’-12’
Residential Collector (no parking)	n/a	7’-8’	6’-12’
Residential Collector (parking one or both sides)	n/a	7’-8’	5’-12’
Commercial Collector	5’-6’	7’-8’	6’-12’
Local	n/a	4’-12’	5’-6’

High-level observations indicate that many streets in Cottage Grove do not currently meet these standards, likely because many of the existing streets pre-date the adoption of the current standards. For instance, planter strips are frequently absent from sidewalk corridors, and where they exist, their width is typically less than the required minimum. Similarly, bike lanes and sidewalks on some streets appear narrower than the required minimum. It should be noted however streets constructed or reconstructed in the recent past are generally consistent with the Municipal Code standards.

Chapter 14.31 of the City’s Municipal Code also includes provisions for ADA compliance, requiring ADA-accessible ramps at all street intersections. As highlighted in previous sections, many intersections currently fail to meet this requirement, however the City has undertaken efforts to upgrade intersections, particularly near schools.

Figure 6-4. Development Activity in Cottage Grove, 2019-2022



7 Conclusion

Cottage Grove holds significant potential to become one of Oregon's premier walking and bicycling communities. The community's relatively compact development patterns, robust network of interconnected streets, and existing linkages to local and regional activity nodes are all favorable factors. As evidenced by the array of recent and ongoing active transportation improvements led by the City and its partner agencies, the commitment to improving walking and bicycling is evident throughout the community. While people walking and bicycling encounter a variety of challenges (with these challenges expected to become more significant in future years if left unaddressed), this Pedestrian and Bicycle Plan presents an opportunity to create a seamless, logical, and intuitive network for people of all ages and abilities.