



TOWN OF GRAY, MAINE

**Cumberland County  
Community Development  
Block Grant Program**

General Program Application  
2011

**GRAY VILLAGE PEDESTRIAN IMPROVEMENTS**

Submitted by the Gray Community Economic Development Committee  
Dick Barter, Anne Gass, Don Hutchings, Ed Libby, Rick Licht, & Lew Mancini

Prepared by  
George Thebarg AICP  
GEOplan Consulting, Windham, Maine



**CUMBERLAND COUNTY COMMUNITY DEVELOPMENT PROGRAM**

**CDBG GENERAL PROGRAM APPLICATION – 2011**

Lead Community \_\_\_\_\_ Town of Gray \_\_\_\_\_

Additional Communities \_\_\_\_\_

Contact Information: Name: \_\_George Theborge \_\_\_\_\_; Tel. \_\_657-3112\_\_\_\_\_

Address: \_\_Town of Gray, 24 Main Street, Gray Maine 04039\_\_\_\_\_

E-mail: \_\_\_\_\_townplanning@graymaine.org, gtheborge@roadrunner.com \_\_\_\_\_

Project Title: \_\_Gray Village Pedestrian Improvements\_\_\_\_\_

**Program Category:** Public Service \_\_\_\_; Public Infrastructure/Facility \_\_X\_\_;  
Housing \_\_\_\_; Downtown Revitalization \_\_X\_\_; Economic Development \_\_\_\_

**Select your CDBG “National Objective”:**

Low/moderate income: Area-wide \_\_X\_\_; Limited Clientele \_\_\_\_; Direct Benefit  
Presumed Group \_\_\_\_\_ (identify group)  
Slum/Blight: Area-wide \_\_\_\_; Spot Basis \_\_\_\_

Amount of CDBG funds requested \$ \_\_154,000\_\_\_\_\_

Total estimated project cost \$ \_\_242,000\_\_\_\_\_

Name of Authorized Official: \_\_Deborah Cabana, Town Manager\_\_\_\_\_

Signature of Authorized Official: \_\_\_\_\_



**GENERAL GRANT PROGRAM APPLICATION – 2011**  
**GRAY VILLAGE PEDESTRIAN IMPROVEMENTS**

**1) Provide a brief summary (200 words maximum) of the proposed project. - 10 points**

The Town is trying to upgrade crosswalks at Shaker Rd/Main St/Brown St, one of the busiest intersections in Gray. A new crosswalk will be added on the north side of the intersection that will be shorter and avoid left turning Route 26 traffic. This crossing will connect the east and west sides of Main Street, allowing safe pedestrian access to the Library and an elementary school, and will improve access to the Pennell Municipal Complex, including Newbegin Gym and outdoor recreational facilities. All other existing crosswalks will be upgraded to current MDOT standards. **(See Attached Photos)**

The sidewalk along Main Street on the east side up to the Pennell Municipal Complex (734 ft.) is in very poor condition and will be upgraded to accommodate safe pedestrian traffic. The lack of sidewalk in front of a convenience store presents hazards to pedestrians at that busy location. Limited storm drainage is in place on that side of Main Street and road runoff frequently floods the sidewalk, causing heaving. Road curbing is needed to convey drainage into catch basins. A small esplanade will be added as is present on the west side of Main Street. **(See Attached Photos)**

**2) Provide a response to the three questions concerning management of the proposed activity – 10 points**

**a. Define who and how the grant funded project will be managed.**

The Town Engineer will provide design services and construction oversight of the project. The Town's Economic Development Director and financial staff will provide administrative support for the grant funding.

**b. Explain the experience of the applicant in undertaking projects of similar complexity.**

The Town of Gray successfully completed the Clark Block project on Main Street, where the existing sidewalk was upgraded, overhead utilities placed underground, and five building facades revitalized (See Photos Page 2). Two pedestrian landings for the intersection currently targeted for additional improvements were included in that 2008-2009 project.

**c. Demonstrate that an ongoing commitment exists to continue the maintenance and operation of the activity or facility.**

Since 2007, Gray has been pursuing implementation of the Gray Village Master Plan. In addition to the Clark Block revitalization project that restored a block of historic buildings, taxpayers approved a \$2.4 million bond issue to restore Pennell Institute, a building on the National Register of Historic Places, as the new Municipal Building. The Town is currently preparing a master redevelopment plan for the Monument Square Block that contains the Old Post Office (vacant for 10 years) and former Town offices. These multiple projects and the major investments in downtown revitalization demonstrate the commitment of the Town to the maintenance and operation of the proposed facility improvements.



Clark Block transformation on Main Street

**3) Implementation schedule for project. See attached schedule form. 10 points**

**4) Demonstrate that the project is ready to proceed – 10 points**

The Town's planning consultant has done a qualitative analysis of the sidewalk conditions that is summarized in this application. The Town Engineer, who designed the drainage and sidewalk improvements on the west side of Main Street has reviewed the planning analysis and confirmed the scope of work needed to upgrade the facilities and estimated the costs of completing them, which are included in this application.

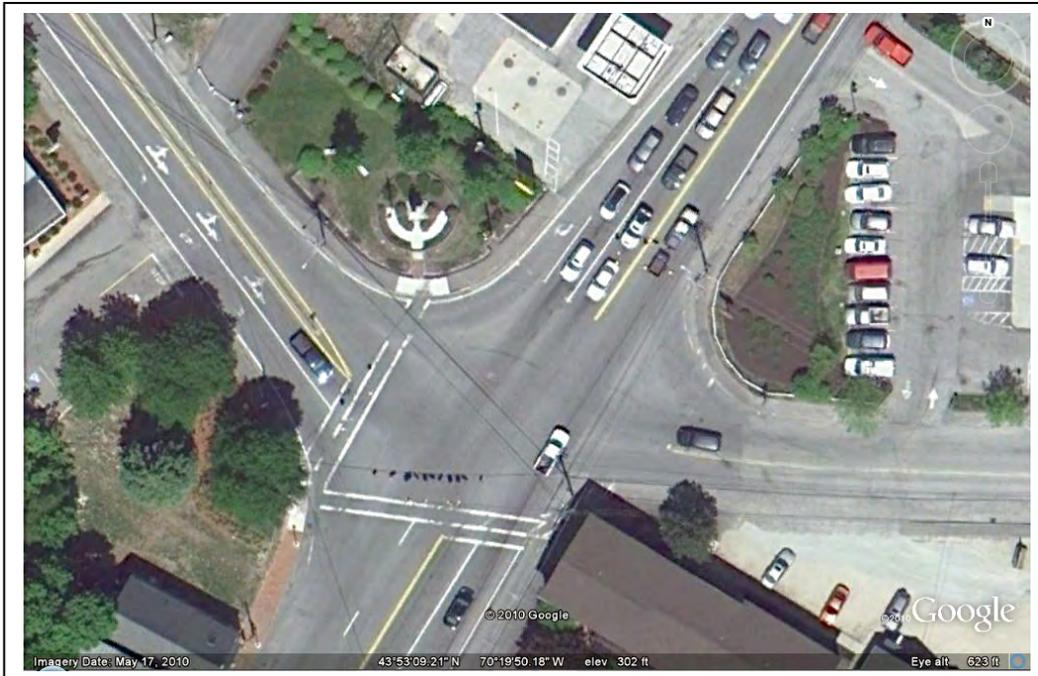
Once funding is approved by the County, taxpayers will be asked in the June election to appropriate \$38,000 in matching funds. The MDOT has already approved the \$50,000 Safe Routes to School funding included for the intersection improvements. Upon approval of all needed funding, the Town Engineer will design the drainage, curbing, esplanade grading, and sidewalk improvements. Those designs will be submitted for review and approval by MDOT. MDOT has already approved the intersection crosswalk improvements.

**5) Provide a response to the four questions defining and justifying the need for the activity. 20 points**

**a. Convey the magnitude and severity of the issue to be addressed**

The current paved sidewalk along the east side of Main Street from the intersection with Brown Street and Shaker Road is little more than a paved shoulder. It is at grade with the roadway, and has only a shallow gutter separating it from the highway, which serves a high proportion of truck traffic. The gutter conveys stormwater to a series of catch basins that are mostly dry wells and lack the capacity to carry the volume of storm water that comes off the roadway. In significant rainfalls, water backs up over the sidewalk and in winter covers the pedestrian facility with ice. Seepage of water into the ground beneath the sidewalk and frost heave cycles have broken up the sidewalk paving and rendered it hazardous to pedestrian travel. **(See Attached Photos)**

The painted crossings at the Main Street intersection are inadequate to provide safe and adequate delineation for pedestrians or motorists. The diagonal alignment of the southerly crossing on Main Street extends its distance (85 ft.) beyond the fact that it crosses four traffic lanes. It cannot be shortened due to the limited distance to the next intersection (200 ft.) and need for vehicle stacking at the intersection. The proposed project will add “Duratherm” semi-permanent pavement markings and will add a Main Street crosswalk on the north leg of the intersection that will be shorter and safer. Pedestrian signals will be upgraded.



Pedestrian crossings at Main Street intersection

**b. Identify the number of people & the number of low/moderate income people affected.**

Gray Village has a high percentage of households with low to moderate income. The two census block groups contain 1052 individuals in that category (2000 Census). The downtown revitalization projects currently underway will provide services and employment opportunities for those households within walking distances, thereby reducing dependence on automobiles, financially and environmentally.

In order for the downtown revitalization to work for low and moderate-income families, they must be able to access the new and redeveloped facilities being pursued by the Town and private development interests. Upgrading the substandard sidewalk along the east side of Main Street and the busy intersection will remove pedestrian travel barriers and increase accessibility of low to moderate-income households to facilities and services.

**c. Describe the extent the project makes in the long-term measurable difference in the economic and social health of the region.**

For small projects like these public facilities improvements, it is difficult to make claims of regional benefits. The overall revitalization of Gray Village is a needed catalyst for economic development in the community. Gray is becoming a sub-regional service center, and its downtown revitalization will support surrounding communities. The successful revitalization of Gray's downtown will also serve as a model for other communities in the County.

**d. Construction related activities: Convey how the project relates to the community's long-range planning and capital improvement needs.**

Like most Maine communities, Gray struggles to find adequate resources to make needed improvements to critical infrastructure. The Town upgraded the sidewalk on the west side of Main Street 5 years ago, and the proposed project will continue and complete pedestrian improvements along the main thoroughfare. It will provide safe and comfortable pedestrian travel to the recently renovated Pennell Municipal Complex that provides needed services to Village residents. It will provide continued momentum in the long-term implementation of the Gray Village Master Plan.

**6) Provide a response to the four questions demonstrating the need for CDBG program funds. 15 points**

**a. What will be the consequence if the CDBG funds are not received?**

Gray applied for CDBG funding for the sidewalk project in 2008 but was not successful in getting a grant. It put the crosswalk work out to bid as a stand alone project in 2009 and received bids that were twice the amount of the available budget. If the CDBG funds are not awarded, the Town will not have a project and it will lose \$50,000 in Safe Routes to School funding.

**b. What will be the consequence of partial project funding?**

Recognizing the stiff competition for limited CDBG funding, the Town has already reduced its grant request from the pre-application amount of \$188,000 to \$154,000 by eliminating the sidewalk section in front of the Pennell Municipal Complex. Further dividing the sidewalk and crosswalk projects will compromise pedestrian safety and prevent effective bidding by contractors on either component of the project.

**c. Why are CDBG funds critical for the project to proceed and be successful?**

Funding for the sidewalk improvements on the west side of Main Street came from the State through MDOT five years ago. The State's current budget crisis and repeated efforts by Gray to obtain funds for other needed road related improvements indicate there is little if any chance of gaining access to outside funding for the Main Street sidewalk improvements. Gray taxpayers recently took on a \$2.4 million bond issue for redevelopment of the Pennell Complex, so their ability to fund the improvements beyond a small but significant match is tapped out.

**d. Have or will you seek funds from other sources?**

The Town has sought and received \$50,000 from the Maine Department of Transportation Safe Routes to School Program.

**7) Budget for project. See attached budget form. 10 points**

**Budget – Construction Projects**

<b>Cost Category</b>	<b>CDBG Funds</b>	<b>Municipal Funds</b>	<b>Other Funds</b>	<b>Total</b>
<b>Design/Engineering</b>	\$11,520	\$2700	\$3780	\$18,000
<b>Land Costs</b>				
<b>Materials/Supplies</b>	\$43,520	\$10,200	\$14,280	\$68,000
<b>Construction Costs</b>	\$92,928	\$21,780	\$30,492	\$145,200
<b>Project Management</b>	\$6032	\$3320	\$1448	\$10,800
<b>Other</b>				
<b>1.</b>				
<b>2.</b>				
<b>3.</b>				
<b>4.</b>				
<b>Total Costs</b>	\$154,000	\$38,000	\$50,000	\$242,000

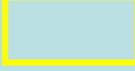
## Project Implementation Schedule

<b>Activity</b>	<b>Q #1 J – S 2011</b>	<b>Q #2 O – D 2011</b>	<b>Q #3 J – M 2012</b>	<b>Q #4 A – J 2012</b>	<b>Q #5 J – S 2012</b>	<b>Q #6 O – D 2012</b>	<b>Q #7 J – M 2013</b>	<b>Q #8 A – J 2013</b>
Contract/ Environmental Review	X							
Reporting		X	X	X	X	X	X	X
PROJECT DESIGN	X							
MDOT APPROVAL	X							
BID PROCESS	X							
BEGIN CONSTRUCTION		X						
COMPLETE WORK				X				
<b>Project Completed:</b>				X				

**GRAY VILLAGE**  
Improvements Projects  
2008 - 2011

**Elementary School**

 Public Buildings & Sites Master Plan

 Private Buildings & Sites Master Plan

 Pedestrian Improvements

Gray

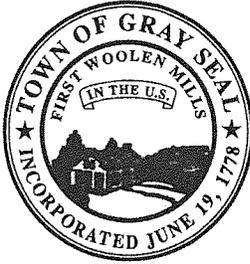
**Clark Block**

**Monument Square Block**

**Pennell Municipal Complex**

**Library**





## TOWN OF GRAY

24 Main Street  
Gray, Maine 04039  
townmanager@graymaine.org

1738  
First Settled

### CERTIFICATION OF THE TOWN CLERK TOWN OF GRAY

I, Deborah S. Cabana, do hereby certify that I am the Town Clerk of the Town of Gray, Maine and that a duly called meeting of the Gray Town Council was held January 25, 2011 at which all five members of the Town Council were present and voting throughout. Town Council support for the 2011 CDBG application was approved as follows:

Item #068-11 To review and act upon a proposed application to the Cumberland County Community Development Block Grant Program for a funding grant to continue the revitalization of Gray Village by reconstructing the sidewalk along the east side of Main Street from Brown Street to the Pennell Municipal Complex and to upgrade pedestrian crossings at the intersection of Main Street, Brown Street, and Shaker Road. The project will involve Community Block Grant funds, MDOT funding for Safe Routes to School, and local Town matching funds.

**Councilor Sturgis moved, Councilor Doughty seconded**

**Option 1: Ordered the Gray Town Council approves submission of a CDBG application to Cumberland County for a \$154,000 grant to continue the Gray Village Facade Improvement Program to continue the revitalization of Gray Village by reconstructing the sidewalk along the east side of Main Street from Brown Street to the Pennell Municipal Complex and to upgrade pedestrian crossings at the intersection of Main Street, Brown Street, and Shaker Road. Project funding will include \$50,000 from the MDOT Safe Routes to School Program and \$38,000 in local matching funds.**

5 Yes

Deborah S. Cabana

Town Clerk

Dated at Gray, Maine

This 26th day of January 2011