



OR 99W (Linfield to McDonald) Active Transportation Concept Plan - Amendment to the TSP

> City Council Ordinance No. 5107 (Docket G 4-21)

**December 14, 2021** 

# **Tonight's Consideration**

Recommendation of the Planning Commission, October 21, 2021, you can approve their recommendation, request a public hearing, or choose not to support their recommendation.

### **Ordinance No. 5107:**

- ❖ Amends the McMinnville Comprehensive Plan by adopting the OR 99W (Linfield to McDonald) Active Transportation Concept Plan as a supplemental document to the McMinnville Transportation System Plan.
- Amends the McMinnville Transportation System Plan by adding "Buffered Bike Lanes" and "Neighborhood Greenways" to Chapter 6, Bicycle System Plan, as bicycle facility types to utilize in McMinnville.



# Logistics

- ☐ From August 2020 to April 2021, a Project Management Team (PMT) worked with a Project Advisory Committee (PAC) and the consultants on evaluating existing conditions and recommending a draft OR 99W Active Trans Plan from NE McDonald Lane to Linfield Avenue.
- ☐ Joint work session on April 27, 2021, with McMinnville City Council and the Planning Commission
- □ Notice was provided to DLCD on September 15, 2021.
- ☐ Notice was published in the News Register on October 12, 2021.
- □ October 21, 2021, Planning Commission hosted a public hearing. 26 letters of support were received.
- □ Planning Commission voted unanimously to recommend the proposed amendments to City Council.



# City Council Strategies

**GOAL: CITY GOVERNMENT CAPACITY** – Strengthen the City's ability to prioritize and deliver municipal services with discipline and focus.

**OBJECTIVE: Develop and foster local and regional partnerships.** 

GOAL: GROWTH AND DEVELOPMENT CHARACTER – Guide growth and development strategically, responsively, and responsibly to enhance our unique character.

**OBJECTIVE: Educate and build support for innovative and creative solutions.** 

**ACTION:** Establish a program to promote and implement pilot projects.



# Background

- ❖ Recently ODOT adopted the "Blueprint for Urban Design" or (BUD) to establish a framework for determining how their facilities are used in urban situations for motorists, freight, transit, bicyclist and pedestrians.
- To implement the program, ODOT looked for a pilot project and approached the City of McMinnville:
  - McMinnville bicycle and pedestrian stakeholders invited Jenna Berman, ODOT Region 2, Active Transportation Liaison, to discuss opportunities to improve bicycle and pedestrian infrastructure on ODOT facilities in McMinnville.
  - Highway 99W in McMinnville identified as a "high-risk" corridor for people walking and biking in ODOT's statewide systemic safety analysis.
- Kittleson & Associates was hired.



### **Project Advisory Committee**

#### Members of the Project Advisory Committee:

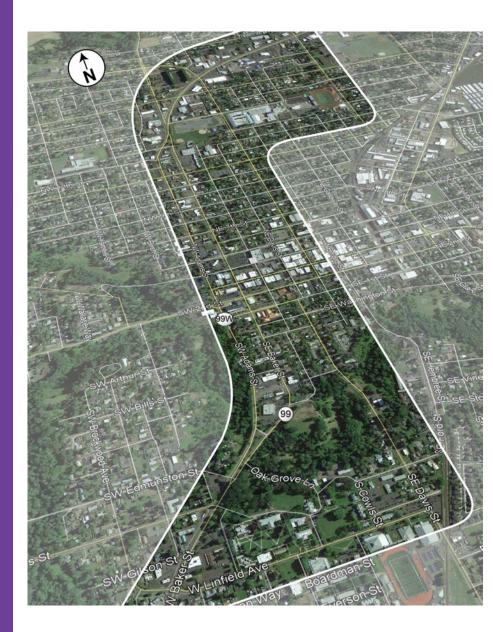
Name of Member	Representation
Jack Crabtree	McMinnville School District
Jamie Fleckenstein	McMinnville Planning Department / Avid Cyclist
Zack Geary	McMinnville City Council
Peter Higbee	Bicyclist Community
Charles Hillestad	Community Member / Accessibility Advocate
Barb Jones	Accessibility Advocate
Steve Macartney	McMinnville Police Department
Cole Mullis	ODOT District Manager
Bahram Refael	Linfield University
Dave Rucklos	McMinnville Downtown Association
Cyrus Scarboro-Ford	McMinnville High School Student
Lori Schanche	Planning Commission, Retired Active Transportation Planner



### Study Area:

OR 99 between NE McDonald Road (north) and Linfield Avenue (south)

Parallel side streets considered as alternative bicycle routes





### **Corridor Vision Statement:**

"The primary purpose of the McMinnville Active Transportation Concept Plan is to identify improvements in the OR 99W corridor that will result in a safer, more comfortable, and attractive place to walk, bike, roll and facilitate transit use"



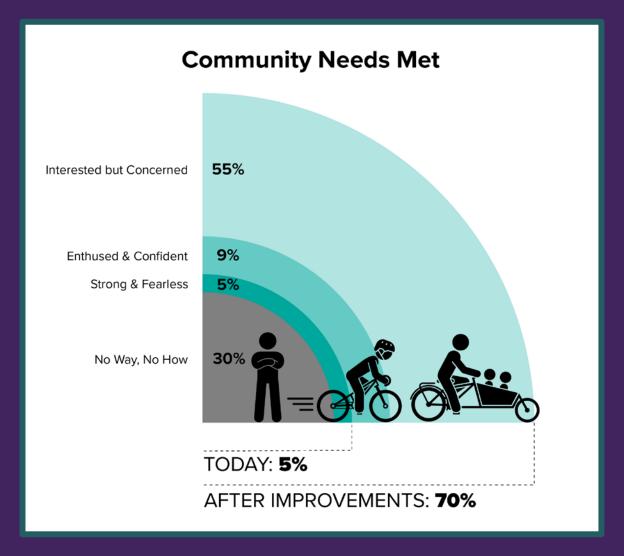








# What does this mean to the community?





### Gaps and Barriers in the Walking Network

# NW BAKER CREEK RD Pedestrian Risk Analysis Exceeds Recommended LTS Intersection Exceeds Recommended LTS

### Gaps and Barriers in the Biking Network





# Overview of Bicycle Design Concepts

Concept 1: Two-Way Separated Bike Lane on Adams Street Concept 2: Buffered Bike Lanes on Adams Street and Baker Street Concept 3A: Neighborhood Greenway on Davis Street Concept 3B: Neighborhood Greenway on Evans Street







# OR 99W Concept Evaluation

Evaluation Criteria	Concept 1: Two- Way Separated Bike Lane	Concept 2: Buffered Bike Lanes	Concept 3A: Davis Street Greenway	Concept 3B: Evans Street Greenway
Complete Streets	+1.5	+1	+2	+2
Multi-Modal Transportation System	+1	+1	+1	+1
Connectivity	+2	+2	+1.7	+2
Safety	+1.8	+1.8	+2	+1.9
Equity	+1	+ 0.8	+1	+1
Livability	+1.5	+1.5	+1.5	+1.5
Design Feasibility	-1	0	+1	0
Total Score	7.8	8.1	10.2	9.4

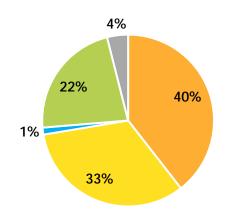


### Virtual Open House and Public Preferences



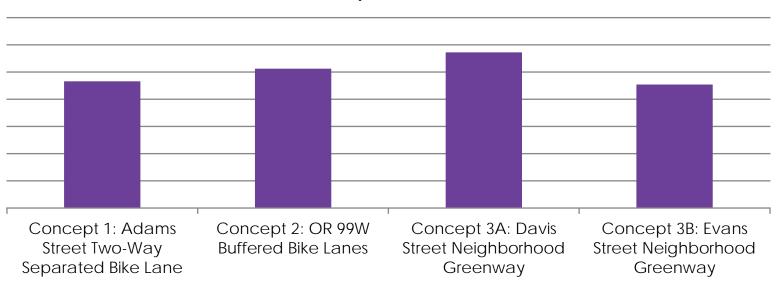
### Virtual Open House and Public Preferences

- ❖ 76 Survey Responses



- Adams Street Two-Way Separated Bike Lane
- OR 99W Buffered Bike Lanes
- No preference
- I would only like the neighborhood greenway to be constructed
- I would not like the neighborhood greenway to be constructed

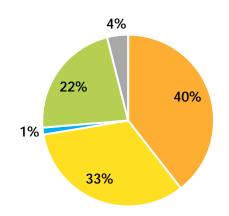
### **Concept Preference**



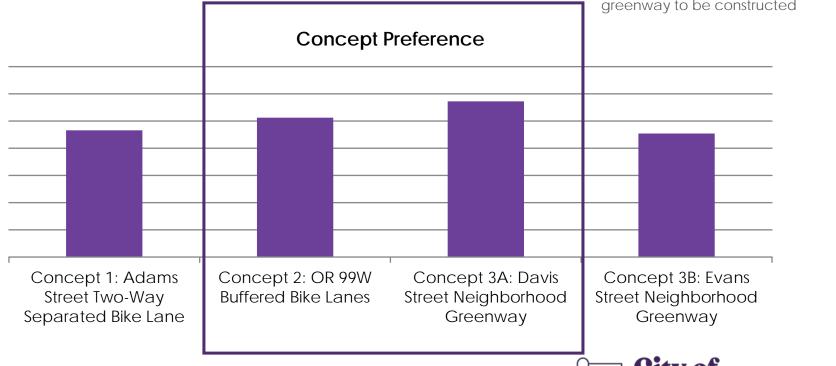


# Virtual Open House and Public Preferences

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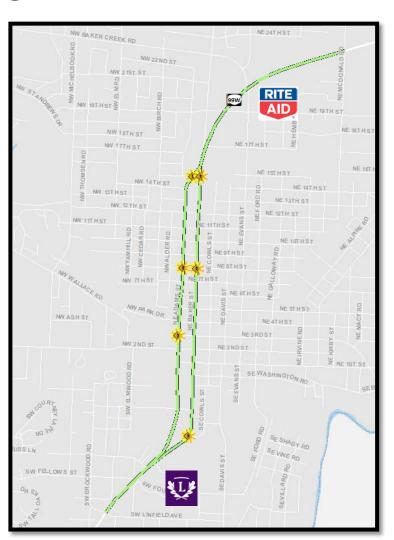
# **Enhanced Crossing Study and Plan**





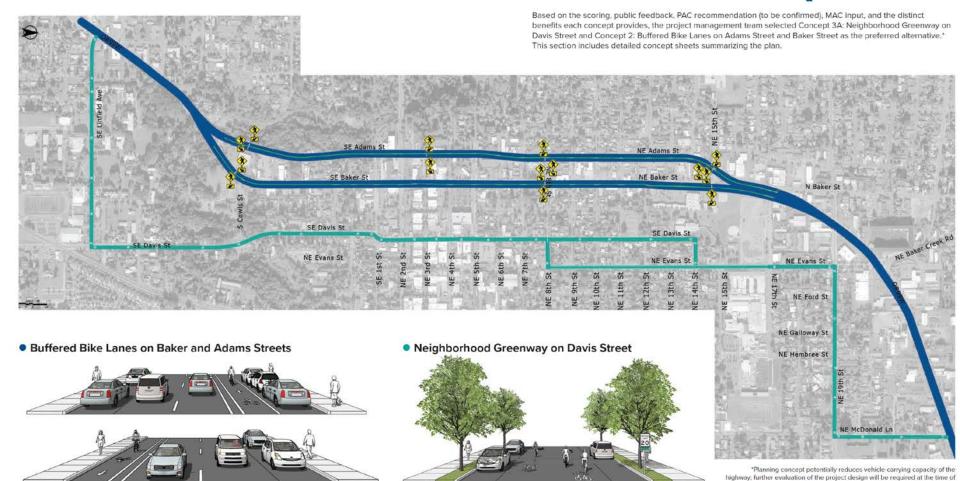
# Enhanced Crossing Recommended Locations

- 15<sup>th</sup> St/Adams & Baker St
- 8<sup>th</sup> St/Adams & Baker St
- 3<sup>rd</sup> St/Adams St
- Cowls St/Baker St





# Preferred Solution Concepts

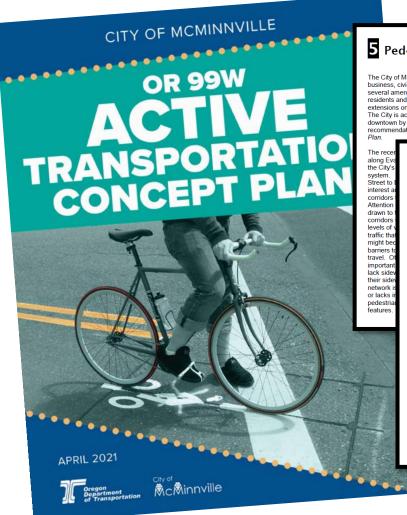


implementation to ensure compliance with ORS 366.215.

Concept	Near-Term Recommendations	Long-Term Recommendations
Neighborhood Greenway on Davis Street	<ul><li>Sharrows</li><li>Signage</li><li>Traffic calming</li></ul>	<ul> <li>Evaluate success of traffic diverters and consider adding additional traffic calming features</li> <li>Expand the network of neighborhood greenway routes in McMinnville</li> <li>Potential connections include a multiuse path on Evans Street between 17th Street and OR 99W and bike lanes or sharrows along Lafayette Avenue, 3rd Street, 4th Street, 5th Street, Birch Street, and Alder Street.</li> </ul>
Buffered Bike Lanes on Adams Street and Baker Street	<ul> <li>Construct buffered bike lanes with repaving project</li> <li>Provide vertical separation at intersections with high-turn volumes along Adams Street and consistently south of 2<sup>nd</sup> Street where there are no driveway conflict points.</li> </ul>	Explore additional opportunities for vertical separation



### Findings to Support Action



5 Pedestrian System Plan

The City of McMinnville has long valued its downtown as a regional business, civic and cultural center. Downtown McMinnville hosts several amenities that make walking easy, safe and enjoyable for residents and visitors. Street trees, wide sidewalks and curb extensions on Third Street all contribute to a 'walkable' environment. The City is actively working with community leaders to enhance the downtown by fine-tuning and implementing the findings and recommendations of the recently completed *Third Street Streetscape Plan*.

6 Bicycle System Plan

McMinnville commuters reacted to recent increases in the price of gasoline in a couple of ways: some long-distance commuters piend carpools or switched to intercity bus services (see Chapter 7), while other local commuters switched to riding their bicycle to work. Historical bicycle volume counts are unavailable, but the rise in local bicycle traffic was noticeable, if even by anecdotal observation. Also noticeable were the concerns raised by commuter, recreational and

student cyclists relating to the number of significant gaps in McMinnville's bicycle system.

Fluctuating gas prices are partly responsible for the increase in bicycle traffic. Given the city's relative compact geography, generally flat topography, future population (compared to larger cities), and increasing costs for driving, cycling will likely become a larger, more popular and viable alternative. Further, as growth generates more vehicle and bicycle traffic in the city there will be increased desire and need to complete McMinnville's bicycle system.



The Bicycle System Plan outlines recommended steps and projects to increase the role of the bicycle with a system of connected and well-maintained facilities in McMinnville.

#### **Bicycle System Policies**

The Bicycle System Plan goal for McMinnville emphasizes the importance of providing a completed system of direct on-street bicycle facilities, and on increasing the percentage of trips made by hirvele

The Pedestrian System Plan targets priority corridors where important sidewalk and pedestrian improvement features are needed.

#### **Pedestrian System Policies**

Studies<sup>1,2</sup> have shown that increased street and non-motorized connectivity can reduce vehicle travel by reducing travel distances between destinations and by supporting alternative modes of travel. Increased connectivity tends to improve bicycling and walking conditions where paths provide shortcuts, so walking and cycling are relatively faster than driving. Improved connectivity directly supports transit use. A U.S. EPA study in 2004 <sup>4</sup> found that increased street

#### Bicycle System Goal

To provide a comprehensive system of connecting and direct on-street bicycle facilities that will encourage increased ridership and safe bicycle travel.

Three objectives are recommended in the TSP to help the City of McMinnville achieve its bicycle system goal:

- Create a comprehensive and connected system of bicycle facilities:
- Encourage programs that support bicycle systems and promote cycling activity; and,
- · Encourage programs that enhance bicycle safety.

Each objective is to be met through applying policies that pursue particular strategies, develop specified programs, or engage in defined courses of action. The policies for McMinnville's bicycle system are developed consistent with federal policy guidelines and the Oregon Bicycle and Pedestrian Plan.

To increase the role of the bicycle as a viable mode of transportation a system of connected and well-maintained facilities should be provided.

- Provide Bicycle Facilities on Arterials and some Collector Streets – To the extent possible, arterial and some collector streets undergoing overlays or reconstruction will either be restriped with bicycle lanes or sharrow (bicycle/auto shared-lane) routes as designated on the Bicycle System Plan Map (see Exhibit 6-3). Every effort will be made to retrofit existing arterials and selective collectors with bicycle lanes, as designated on the Bicycle System Plan Map.
- Eliminate Barriers to Bicycle Travel The City will actively pursue a comprehensive system of bicycle facilities through designing and constructing projects, as resources are available.



As noted in the Street System Plan, pavement conditions have deteriorated on Adams and Baker streets. At some point in time, both streets will likely need to be reconstructed to safely carry future traffic demand. McMinnville should coordinate with ODOT to define and program the reconstruction of Adams and Baker streets in the future update of the Statewide Transportation Improvement Program (STIP), including with it a number of pedestrian and bicycle access and safety enhancements:



#### Pedestrian System Goal

TO PROVIDE A COMPREHENSIVE SYSTEM OF CONNECTING SIDEWALKS AND WALKWAYS THAT WILL ENCOURAGE AND INCREASE SAFE PEDESTRIAN TRAVEL.

Additional policies are identified to help guide the Pedestrian System Plan, supplementing those policies in the McMinnville Comprehensive Plan (see Appendix E) and Chapter 2 of the TSP.

- System Inventory the City shall inventory and map existing pedestrian facilities. Facility inventories and selected inventory updates should be performed every five years to determine the success or failure of meeting the Plan's pedestrian goal, objectives, and policies. The City has already partially met this policy objective having completed the walking inventory of all public streets as part of the TSP
- Formalize New Sidewalk Construction Program

   to complete the pedestrian facility network, the
   City will formalize a New Sidewalk Construction
   Program that reflects the City's funding resources.

   This program will give priority to the construction of missing sidewalks in already developed areas of the city that would provide improved access to schools, parks, shopping, and transit services.
- Ensuring Future Sidewalk Connections all future development must include sidewalk and walkway construction as required by the McMinnville Zoning Ordinance and City Code. All street construction or renovation projects shall include sidewalks. The City will support, as resources are available, projects that would remove identified barriers to pedestrian travel or safety.

- Complete Connections with Crosswalks all signalized intersections must have marked crosswalks. School crosswalks will be marked where crossing guards are provided. Subject to available funding, and where appropriate, marked crosswalks, along with safety enhancements (medians and curb extensions), shall be provided at unsignalized intersections and uncontrolled traffic locations in order to provide greater mobility in areas frequently traveled by persons with limited mobility. Marked crosswalks may also be installed at other high volume pedestrian locations without medians or curb extensions if a traffic study shows there would be a benefit to those pedestrians.
  - Connecting Shared-Use Paths the City will continue to encourage the development of a connecting, shared-use path network, expanding facilities along parks and other rights-of-way.
  - Compliance with ADA Standards the City shall comply with the requirements set forth in the Americans with Disabilities Act regarding the location and design of sidewalks and pedestrian facilities within the City's right-of-way.
  - Maintaining Quality of Facilities the City will establish standards for the maintenance and safety of pedestrian facilities. These standards should include the removal of hazards and obstacles to pedestrian travel, as well as maintenance of benches and landscaping.



Promoting Walking for Health and Community Livability - the
City will encourage efforts that inform and promote the health,
economic, and environmental benefits of walking for the
individual and McMinnville community. Walking for travel and
recreation should be encouraged to achieve a more healthful
environment that reduces pollution and noise to foster a more
livable community.



#### Adams and Baker Street Corridor

The portion of Highway 99W through the downtown McMinnville area operates as a one-way couplet along Adams Street and Baker Street. Adams and Baker Streets are both classified as *major arterials*. By City standards, major arterials are intended to provide connection through McMinnville, carry higher traffic volumes, provide bicycle lanes and sidewalks, and provide planting strip as buffers (wherever possible).

Both Adams and Baker Streets include two travel lanes (for each direction of the one-way couplet) and on-street parking on both sides of the street. At some intersections there are special turn lanes and traffic signals. Sidewalks have been constructed along both sides of Adams and Baker Streets. Typically the sidewalks are located adjacent to the curb. From the pedestrian's perspective, the onstreet parking stalls serve as a buffer to highway traffic. Intersecting streets along the one-way couplet also have sidewalk connections, linking neighboring land uses to or across the one-way couplet corridor.

In general, while the sidewalks along Adams and Baker Streets are fairly contiguous and in decent shape, they are too narrow (four-five feet) to carry substantial pedestrian traffic, and there are many

obstructions and obstacles within the sidewalk area that impede safe pedestrian travel. Several of the intersections along Adams and Baker Streets include curb ramps that do not meet Americans with Disabilities Act (ADA) guidelines.

Also, many of the intersections in the corridor have storm-water drain inlets near the apex of the curb. In addition, the utility poles that carry overhead power lines are often located in the middle of the sidewalk along the east side of Baker Street or at the corner of major intersections, and can impede pedestrian circulation and safety.

Land uses along the Highway 99W corridor include a mix of commercial, civic, park and residential activity. These uses have historically developed with orientation to automobile access and circulation within and through the corridor.

Within the last 10-15 years, vehicular traffic on Highway 99W in McMinnville has grown to levels that make pedestrian crossings more difficult. Today, the Adams and Baker Street one-way couplet carries more than 33,000 vehicles per day. From 8:00 AM until well after 6:00 PM, both Adams and Baker carry in excess of 1,000

vehicles per hour. The total distance to cross either street, from curb to curb, is about 60 feet. This wide area, coupled with the sheer volume of Highway 99W traffic, tends to intimidate pedestrians walking along or across the corridor.

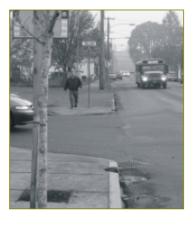
Some of the major intersections along the couplet, like Second, Third and Twelfth Streets, have traffic lights that regulate highway traffic flow for pedestrian crossings. At unsignalized intersections, pedestrians must wait for gaps in traffic on Adams and Baker to cross.

With few exceptions, the street lights along Adams and Baker Streets are antiquated and designed primarily to illuminate intersections for automobile traffic.

A number of factors, when combined, form a barrier to pedestrian traffic accessing or crossing this Highway 99W corridor:

- · heavy highway traffic volume
- physical width of Adams and Baker Streets
- absence of pedestrian amenities, and
- presence of physical barriers to pedestrian travel.

There is a need to better link and weave the Highway 99W corridor into the multi-modal fabric of greater McMinnville, with stronger pedestrian connections to Downtown. There is also the need to improve the pedestrian environment along Adams and Baker Streets



Sidewalks and Curb Ramps on Baker Street



# Amend Chapter 6 of the TSP to add Buffered Bike Lanes and Neighborhood Greenways

McMinnville Transportation System Plan

Final Draft - August 2009

**Exhibit 6-1** illustrates the basic forms of bikeway facilities as defined by AASHTO. Pavement markings and signing guidance is provided by the Manual of Uniform Traffic Control Devices (MUTCD). Consistent with the MUTCD, the City of McMinnville should adhere to the following definition of terms concerning bicycle facilities:

#### **Bicycle Facilities**

This is a general term denoting improvements and provisions that accommodate or encourage bicycling, including parking and storage facilities, and shared roadways not specifically designed exclusively for bicycle use.

#### Bikeway

Bikeway is a generic term for any road, street, or path that in some manner is specifically designated for bicycle travel, regardless of whether such facilities are designated for exclusive bicycle use or are to be shared with other travel modes.

#### Bicvcle Lane

A bicycle lane is a portion of a roadway that has been designated by signs and pavement markings for preferential or exclusive use by bicyclists. Bicycle lanes are facilities that are placed on both sides of a street, and they carry bicyclists in the same direction as adjacent vehicle traffic. Bicycle lanes can be buffered from adjacent traffic by vertical barriers or can be

#### Designated Bicycle Routes

identified by lane striping and signage.

Designated bicycle routes consist of a system of bikeways designated by the roadway's jurisdictional authority with appropriate directional and informational route signs, with or without specific bicycle route numbers. Bicycle routes, which might be a combination of various types of bikeways, should



establish a continuous routing. Designated bicycle routes can be divided into **shared roadway** and **shared-use path** facilities.

#### Shared Roadway

On a shared roadway, bicyclists and motorists use the same travel lane. Shared roadway bicycle routes can be placed on streets with wide outside travel lanes, along streets with bicycle route signing, or along local streets where motorists have to weave into the lane in order to safely pass a bicyclist.





#### Shared-Use Path

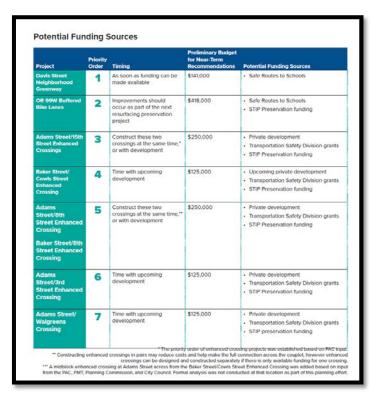
A shared-use path is a bikeway physically separated from motorized vehicular traffic by an open space or barrier, and is either within the public right-of-way or within an independent alignment. Shared-use paths are also used by pedestrians (including skaters, users of manual and motorized wheelchairs, and joggers) and other authorized motorized and non-motorized users. Shared-use paths primarily attract recreational users, because they typically wind through and connect destinations; they also offer an opportunity to function as emergency motorized transportation routes. Shared-use paths may be the preferred facility for any cyclist uncomfortable with riding on public roadways alongside motor vehicles.

#### Neighborhood Greenways

Neighborhood Greenways are residential streets designed to prioritize bicycling and enhance conditions for walking.
Vehicles should travel 20 mph or less. There should be a daily average of approximately 1,000 cars per day with the upper limit set at 2,000 cars. Neighborhood greenways typically include two shared travel lanes and two parking lanes. In order to keep people from jusing neighborhood greenways as automobile cut-through routes, speed bumps and traffic diverters are commonly installed on greenways.



### **Funding**



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Potential Funding, ATCP

Capital Improvement Program, TSP



### **Funding**

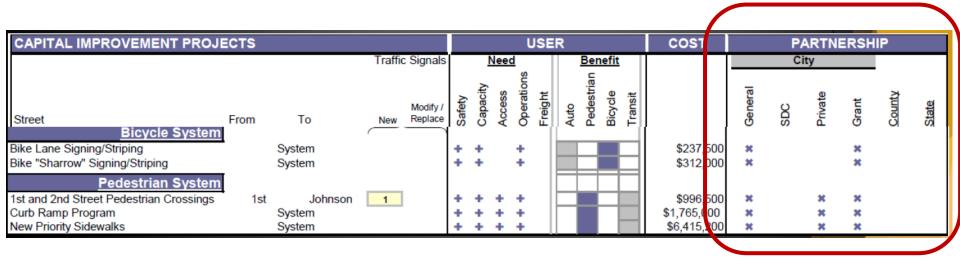
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### **Funding: ODOT**

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Systems Management Central Traffic Signal System Control  Bicycle System Bike Lane Signing/Striping Bike "Sharrow" Signing/Striping  Pedestrian System 1st and 2nd Street Pedestrian Crossings Curb Ramp Program New Priority Sidewalks	Hwy 99W & Sy Sy 1st	stem Johnson stem stem	sys	stem	+ ++ +++	+	+ + +	+ ++ +++	+		\$640,400 \$237,500 \$312,000 \$996,500 \$1,765,000 \$6,415,200	* * * * * * * * * * * * * * * * * * *	×	* * * *	* * * * * * * * * * * * * * * * * * *		×
					TOT	ΓAL	cos	ΣT		Primary Secondary	\$33,832,800						
ODOT Program Coordination  Hwy 99W/McDonald & McDaniel Signal R Yamhill River Bridge Replacement  Adams/Baker One-Way Couplet (Hwy 99)  Highway 18/99W South Interchange Accel  Highway 18 Corridor Plan	eplacement  W) Reconstru	<i>Imp</i>	State Tran	sportation Program? yes no no no	+ + + +	+ + + + +	+ + + + +	+ + + + +	+ + + + +		funded \$8,778,000 \$745,800 \$3,112,600 \$26,000,000		××	××	×		* * * * * * * * * * * * * * * * * * *

### Funding: Local Improvement



### Testimony and Notices

### **Notices:**

- **❖ DLCD**
- News Register

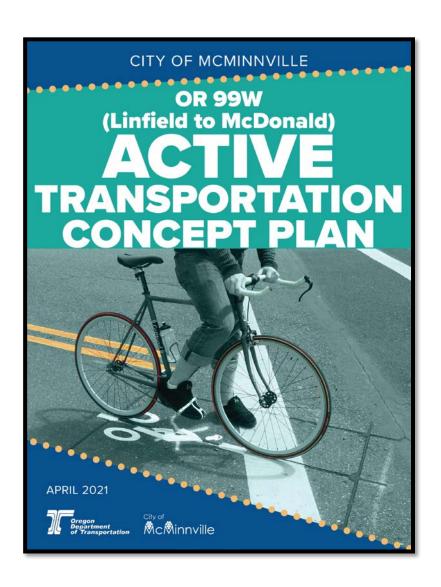
### **Testimony:**

Tara Rich
Lisa Macy-Baker
Jeff Burgess
Katie Baker
Shannon Dunn
Sinell Harney
Kitri McGuire
Amy and Jason Bizon
Matthew Roth

Jill Mann
Ron Baker
Jill Gross
Cole Gross
Ron Baker
Hallie Carpenter
Jas Carpenter
Corey Rich
Lysha Wasser

Travis McGuire
Philip Higgins
Dave Barsotti
Jeff McNamee
Abigail Quist
Kourtney Wessels
Casey Rich
Mary Sue Macy







OR 99W (Linfield to McDonald) Active Transportation Concept Plan - Amendment to the TSP

> City Council Ordinance No. 5107 (Docket G 4-21)

**December 14, 2021**