



# Nehalem Bay **TSP**

Wheeler

VOLUME 4

Wheeler

FEHR & PEERS

ADOPTED DECEMBER 6, 2023



# TABLE OF CONTENTS

Volume 4: Executive Summary .....	6
Chapter 1: Existing & Future Conditions .....	11
Chapter 2: Goals & Policies .....	20
Chapter 3: Wheeler's Transportation System .....	25
Chapter 4: Projects .....	34
Chapter 5: Funding & Implementation.....	47



## LIST OF FIGURES

Figure 1   Wheeler’s Planning Area.....	14
Figure 2   Existing Bicycle & Pedestrian Network.....	15
Figure 3   Existing Roadway Network.....	16
Figure 4   Historical Crash Data (2014-2018) .....	17
Figure 5   Transportation Needs in Wheeler.....	20
Figure 6   Roadway Functional Classification.....	28
Figure 7   Wheeler Minor Collector Cross-Section.....	29
Figure 8   Wheeler Local Roadway Cross-Section.....	30
Figure 9   Bicycle Network .....	31
Figure 10   Sharrow Cross-Section.....	32
Figure 11   Advisory Bike Lanes Cross-Section .....	32
Figure 12   Shared Use Path Cross-Section.....	33
Figure 13   On-Street Bicycle Lane.....	33
Figure 14   Pedestrian Network.....	34
Figure 15   Project Locations .....	37



## LIST OF TABLES

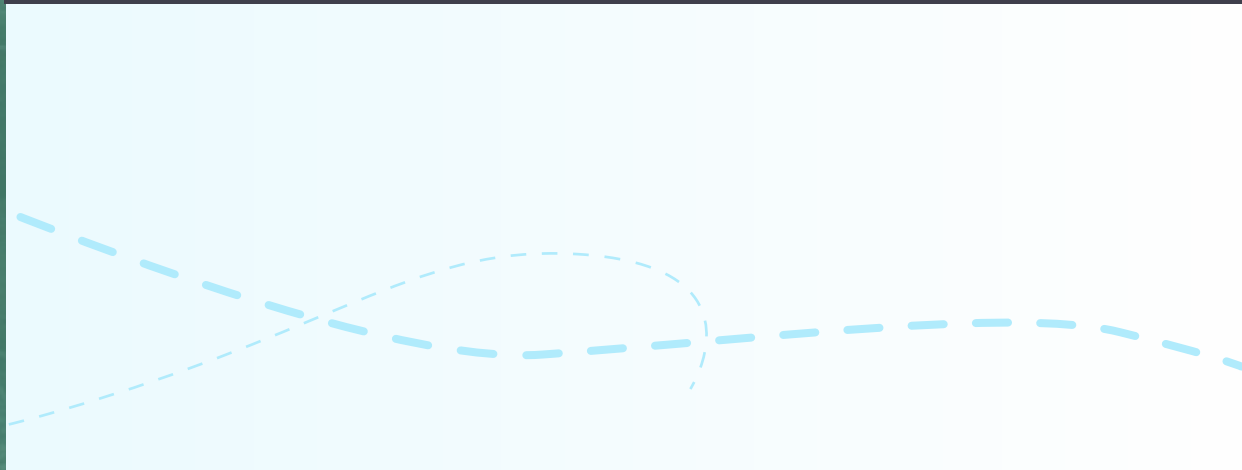
Table 1   Goals & Objectives .....	8
Table 2   High Priority Projects .....	11
Table 3   Historical and Forecasted Population Growth in Wheeler .....	18
Table 4   Goals & Objectives .....	21
Table 5   Evaluation Criteria .....	24
Table 6   Wheeler Roadway Standards by Functional Class.....	29
Table 7   Timeline for Implementation .....	36
Table 8   Wheeler TSP Projects.....	38
Table 9   Wheeler 20-Year Financial Plan.....	48



Nehalem  
Bay **TSP**



# VOLUME 4: WHEELER TSP





# ACKNOWLEDGEMENTS

## Project Team

### **City**

Mary Johnson

### **Oregon Department of Transportation**

Caroline Crisp  
James Feldmann  
Ken Shonkwiler

### **Fehr & Peers**

Briana Calhoun  
Kara Hall  
Sarah Peters

### **JLA**

Kalin Schmoltdt

### **MIG**

Clinton “CJ” Doxsee  
Darci Rudzinski

## Planning Commission

Anna St. John  
Chantelle Hylton  
Doni Mitchell  
Doug Proctor  
Joseph Kelly

## City Council

Clif Kemp  
Deanne Ragnell  
Doug Honeycutt, Mayor  
Gordon Taylor  
Karen Matthews



# VOLUME 4: EXECUTIVE SUMMARY

## Transportation System Plan Introduction

Wheeler’s Transportation System Plan (TSP) establishes a vision for the transportation system in Wheeler and serves as a long-range planning tool to bring that vision to fruition. This Volume of the Nehalem Bay TSP addresses the unique context and needs within the City of Wheeler.

Within Wheeler, this TSP serves to:

- Define regional transportation needs based on input gathered from the community throughout the process
- Document existing transportation infrastructure
- Identify transportation improvements that will be needed in the future as the region continues to grow
- Identifies potential funding sources for transportation projects
- Identifies high-priority projects

While the TSP serves as a guide for future investments, it does not include:

- Project refinement and design
- Specific timing for when projects will be designed and constructed
- Allocation of funding to any recommended projects

## Community Involvement

Throughout development of the TSP, community members, business owners, and visitors were engaged to help shape the future of transportation in Wheeler. Input from community members was gathered through a Planning Advisory Committee (PAC) and a series of online and in-person open-houses that were open to all community members.

The PAC, which was comprised of members from each of the three cities and a representative from Tillamook County, met at key milestones throughout the project and helped to provide local context while serving as a sounding board for components of the TSP including the Goals, Objectives, and Recommended Projects.

Throughout the TSP process community members had the opportunity to participate in three open-houses:

- **Community Touchpoint #1** provided an opportunity to for community members to share their issues and concerns with travel in Wheeler





and provide feedback on the Goals and Objectives.

- **Community Touchpoint #2** provided an opportunity for participants to provide feedback on the projects identified and included community conversations which provided an opportunity to share feedback directly with the project team.
- **Community Touchpoint #3** provided an opportunity for community members to help identify high priority projects included in the TSP.

There were four goals developed to help guide regional investment and two unique goals developed to address the unique challenges and desires within Wheeler. This six goals were used to evaluate all projects within Wheeler to ensure that recommendations in the TSP will address the issues, needs, and desires shared by the community.

## TSP Goals

Table 1| Goals & Objectives


Goal	Objectives
 <p><b>GOAL #1: QUALITY OF LIFE</b> Create a transportation system that provides equitable multimodal access for underserved and vulnerable populations and balances the needs of local travelers and regional through-traffic.</p>	<ol style="list-style-type: none"> <li>1. Provide equitable access for underserved and vulnerable populations by requiring Americans with Disabilities Act (ADA) compliance for new transportation infrastructure and upgrading existing infrastructure that does not meet ADA standards.</li> <li>2. Increase connections to recreational opportunities by supporting the development of planned regional bicycle and pedestrian trails, including the Salmonberry Trail, Oregon Coast Trail, and Tillamook County Water Trail.</li> <li>3. Create comfortable downtown spaces by identifying appropriate streetscape improvements, including landscaping, pedestrian scale lighting, benches, and street trees.</li> <li>4. Reduce vehicle travel between cities by exploring options for visitors to 'park once', such as a regional shuttle service or water taxi.</li> </ol>







Table 1| Goals & Objectives

Goal	Objectives
 <p><b>GOAL #2: CREATE SAFE CONNECTIONS</b> Create safer connections between the Nehalem Bay communities for people walking, biking, or using other non-auto modes and identify strategies to reduce crashes for all users when traveling on U.S. 101.</p>	<ol style="list-style-type: none"> <li>1. Identify key non-motorized routes between the Nehalem Bay communities and prioritize pedestrian and bicycle facilities on these routes.</li> <li>2. Connect businesses and recreational destinations with neighborhoods by enhancing pedestrian and bicycle crossings on U.S. 101.</li> <li>3. Improve areas with higher crash risk by improving the visibility of transportation users in constrained areas, such as on hills and blind curves.</li> <li>4. Address known safety issues at locations with fatal or severe injury crashes, crashes involving a bicyclist or pedestrian, and vehicles entering and exiting U.S. 101.</li> <li>5. Collaborate with the Oregon Department of Transportation (ODOT) to implement engineering and traffic calming strategies on U.S. 101, where appropriate, to reduce vehicle speeds.</li> </ol>
 <p><b>GOAL #3: PLAN FOR THE FUTURE</b> Collaborate with ODOT and Tillamook County to create a transportation system that is resilient to extreme weather events, able to safely accommodate evacuation and recovery efforts, and consistent with the goals and objectives of each City, Tillamook County, and the state.</p>	<ol style="list-style-type: none"> <li>1. Maintain local infrastructure so that facilities can withstand extreme weather events and aid in evacuation efforts.</li> <li>2. Improve traffic circulation and access for fire and emergency vehicles.</li> <li>3. Collaborate with ODOT to develop and implement improvements to U.S. 101 that fit the land use context and are consistent with ODOT’s Highway Design Manual (HDM) and other local and regional planning efforts.</li> </ol>
 <p><b>GOAL #4: SUPPORT FISCAL RESPONSIBILITY</b> Plan for a transportation system that is financially viable with consideration for life cycle costs by identifying new funding sources to make local dollars go farther.</p>	<ol style="list-style-type: none"> <li>1. Develop transportation solutions that are cost effective.</li> <li>2. Identify outside funding sources for transportation projects such as grants, developer contributions, or transportation system charges.</li> <li>3. Prioritize investments and maximize partnerships to provide maximum benefit and return on investment for the associated cost.</li> <li>4. Consider future operation and maintenance costs in investment choices.</li> </ol>





Table 1| Goals & Objectives

Goal	Objectives
 <p><b>GOAL #5: CREATE MORE TRAVEL OPTIONS</b> Improve walking and biking safety, connections, and wayfinding within Wheeler.</p>	<ol style="list-style-type: none"> <li>1. Provide safer connections for residents and visitors that want to access key destinations by building out sidewalks and crossings in the commercial core.</li> <li>2. Create a sense of place by enhancing pedestrian-scale signage, lighting, landscaping, and amenities.</li> </ol>
 <p><b>GOAL #6: ENHANCE ECONOMIC VIBRANCY</b> Support economic vibrancy by creating connections to recreational opportunities and new forms of local tourism while protecting the natural beauty that draws visitors to Wheeler.</p>	<ol style="list-style-type: none"> <li>1. Improve wayfinding to direct visitors to recreational opportunities and water access points.</li> <li>2. Encourage new forms of local tourism such as rail bikes or a water taxi that can use the existing transportation right-of-way or local waterways.</li> <li>3. Travel modes that minimize environmental impacts.</li> </ol>

## High Priority Regional Projects

The TSP includes 25 projects that will improve how people travel in Wheeler over the next 20 years. The projects listed in **Table 2** were identified as high priority projects for Wheeler based on alignment with the TSP goals and input from community members. For the full list of recommended projects and locations, see **Table 8** and **Figure 15** in **Chapter 4**.



Table 2 | High Priority Projects

ID	Project Name & Description	Extents	Category	Cost	Timeline
W1	<b>CITYWIDE SIDEWALK IMPROVEMENTS:</b> Improve access to local destinations and ADA access by improving existing sidewalks on U.S. 101, Gregory Street, and Rorvik Street.	Citywide	Bike/Ped Enhancement	\$370,000	LONG-TERM
W2	<b>ENHANCE U.S. 101 CROSSINGS:</b> Enhance existing U.S. 101 crossings by providing high-visibility crosswalks and improving illumination.	Gregory Street/Rorvik Street & Rector Street	Bike/Ped Enhancement	\$340,000	LONG-TERM
W4	<b>RAILROAD CROSSING:</b> Extend the existing sidewalk on the north side of Rector Street to provide a connection for people walking and accessing transit across the railroad crossing.	-	Bike/Ped Enhancement	\$110,000	MEDIUM-TERM
W21	<b>U.S. 101 GATEWAY INTERSECTIONS:</b> Construct intersection improvements, potentially a roundabout, to improve safety and slow vehicles creating a "gateway" to Wheeler at the Hemlock Street and Paradise Cove intersections. An Intersection Control Evaluation will be required to determine the most appropriate intersection control.	U.S. 101 & Hemlock Street	Roadway	\$1,500,000	LONG-TERM
W22	<b>U.S. 101 PLACEMAKING:</b> Improve safety and comfort of users by enhancing U.S. 101 with traffic calming and adding placemaking enhancements such as painted crosswalks, planter boxes and other features on the local streets to create a sense of place.	Hall Street to Hemlock Street	Bike/Ped Enhancement	\$300,000	LONG-TERM
W23	<b>SALMONBERRY TRAIL:</b> Construct the portion of the Salmonberry Trail within the City of Wheeler. This shared use path will follow the railroad and create a new connection for people walking and bicycling within the City.	Wheeler City Limits	New Bike/Ped Connection	\$6,000,000	LONG-TERM
W24	<b>IDENTIFY NEW WATERFRONT CONNECTIONS:</b> Complete a study to identify where new trails can be constructed to connect people from U.S. 101 to the waterfront until the Salmonberry Trail can be constructed.	-	Other	\$40,000	MEDIUM-TERM





# CHAPTER 1: EXISTING & FUTURE CONDITIONS

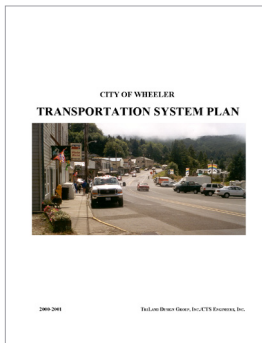
This chapter documents the local context and transportation system in Wheeler today and how conditions are expected to change over the next 20 years.

## Local Plans

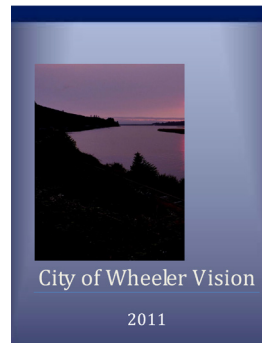
Four local plans served as a starting point for Wheeler’s TSP Update. Those plans include, Wheeler’s TSP, the Waterfront Development Plan, the Comprehensive Plan, and Wheeler’s Vision.

The following sections in this chapter include:

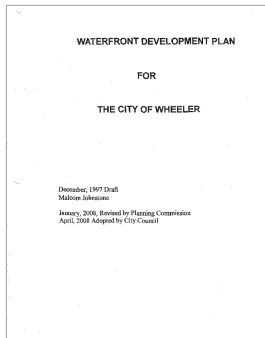
- A summary of local plans that served as a starting point for Wheeler’s TSP update
- An inventory of transportation infrastructure in wheeler today
- How Wheeler will grow over the next 20 years and the transportation system’s ability to accommodate that growth
- Feedback from community members that informed development of the goals and needs the TSP should address



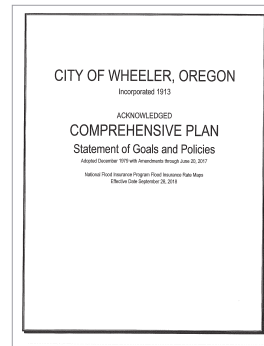
The **current TSP**, adopted in 2001, serves as Wheeler’s guide for the development of a safe, convenient, and efficient transportation system that promotes livability and economic prosperity for all Wheeler residents.



The **City of Wheeler Vision** was developed in 2011 to guide City Council decisions over the next 10 years on a variety of issues. The Vision set updated priorities for Wheeler which are focused on maintaining Wheeler’s small-town environment, environmental stewardship, and maintaining the natural beauty the surrounds Wheeler.



The **Waterfront Development Plan**, which was developed in 1997 but not adopted until 2008, establishes a vision for redevelopment of Wheeler’s waterfront area, including improving access to the waterfront and identifying roadways with inadequate capacity to support future development.



Wheeler last updated its Comprehensive Plan in 2017. As the **City of Wheeler Comprehensive Plan** serves as the City’s guide for achieving its vision on a wide variety of topics, including transportation, this document informed development of goals and policies.

## Wheeler Today

Wheeler is the southern-most city in Nehalem Bay, with a population of 436 people and is located on the Nehalem River. Today, most of the developed land in Wheeler consists of medium-density residential uses to the south and east of U.S. 101, while commercial uses are located on U.S. 101. There is also a small amount of industrial land along the river, along with a public marina for boat access to the river. While most of the businesses and all the residential areas are located on the south side of U.S. 101, most of the parking in Wheeler is located on the north side of U.S. 101 and accessing the marina, a popular destination for residents and visitors, requires crossing U.S. 101. **Figure 1** on the following page shows the City’s planning area.

Today, Wheeler’s transportation system primarily serves people driving, with few facilities dedicated to people walking, biking, or taking transit. As shown on **Figure 2**, sidewalks are limited to the south side of U.S. 101 and there are no facilities with space allocated to people biking. For people using transit, there are three stops in Wheeler, served by the NW Connector operated by Tillamook County Transportation District (TCTD). Stops are located at the Rinehart Clinic, U.S. 101 and Rector Street in the southbound direction, and U.S. 101 and Hemlock Street in the northbound direction.

**Figure 3** shows the city’s existing roadway network. As shown, U.S. 101 through Wheeler is identified as a Principal Arterial, as its primary purpose is to serve regional trips. Wheeler has five minor collectors (Hemlock Street, Gregory Street, Hospital Road, S. Pennsylvania Avenue, and Dubois Street) which provide access from local roads to U.S. 101.

Traffic operations analysis completed as part of the existing conditions assessment, found that all study intersections and roadway segments in Wheeler have adequate capacity today.

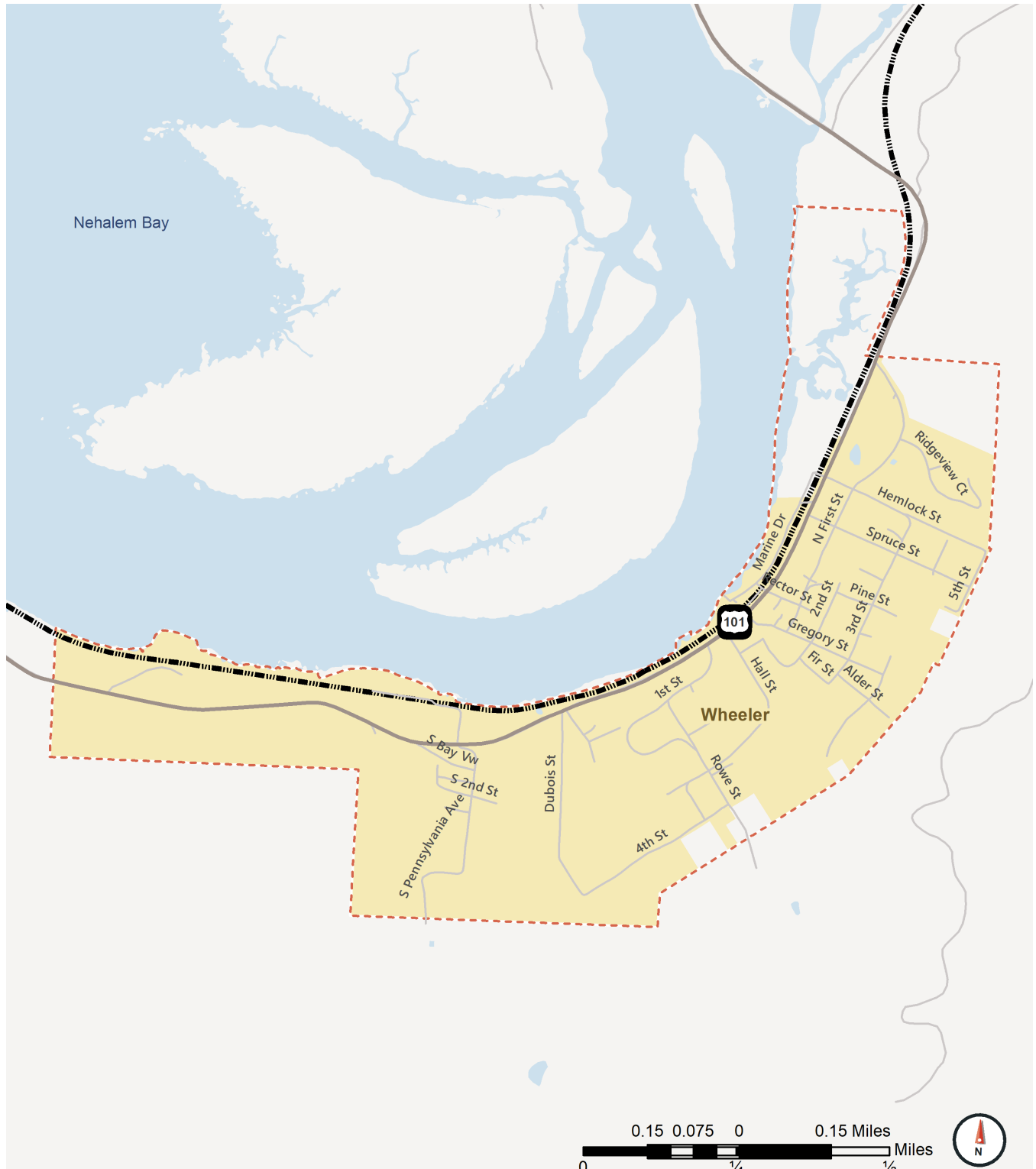
Crash data was also evaluated to identify any locations where improvements may be needed to improve safety. In Wheeler, the most common cause of crashes between 2014 and 2018 resulted from improper turning. During that time period, 66 percent of the crashes resulting from improper turning occurred at the U.S. 101 and Rector Street intersection. The location and severity of all crashes that occurred in Wheeler between 2014 and 2018 are shown on **Figure 4**.

For more detail on the existing conditions assessment, see **Technical Memorandum (TM) #5: Existing Conditions Assessment**, provided in Volume 5.





Figure 1 | Wheeler's Planning Area



- U.S. 101
- Local Street
- Railroad
- City
- Urban Growth Boundary (2019)



Figure 2 | Existing Bicycle & Pedestrian Network

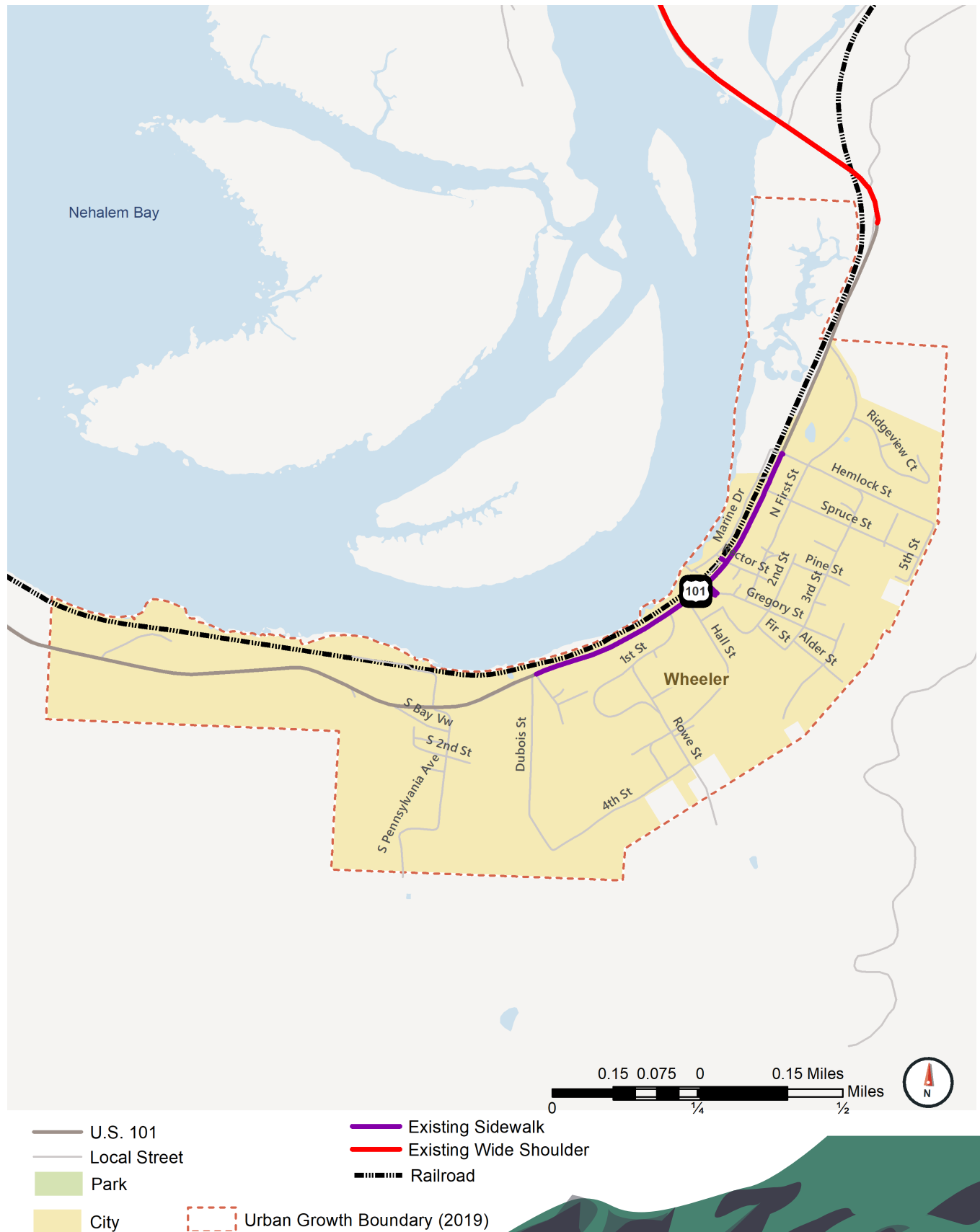




Figure 3 | Existing Roadway Network

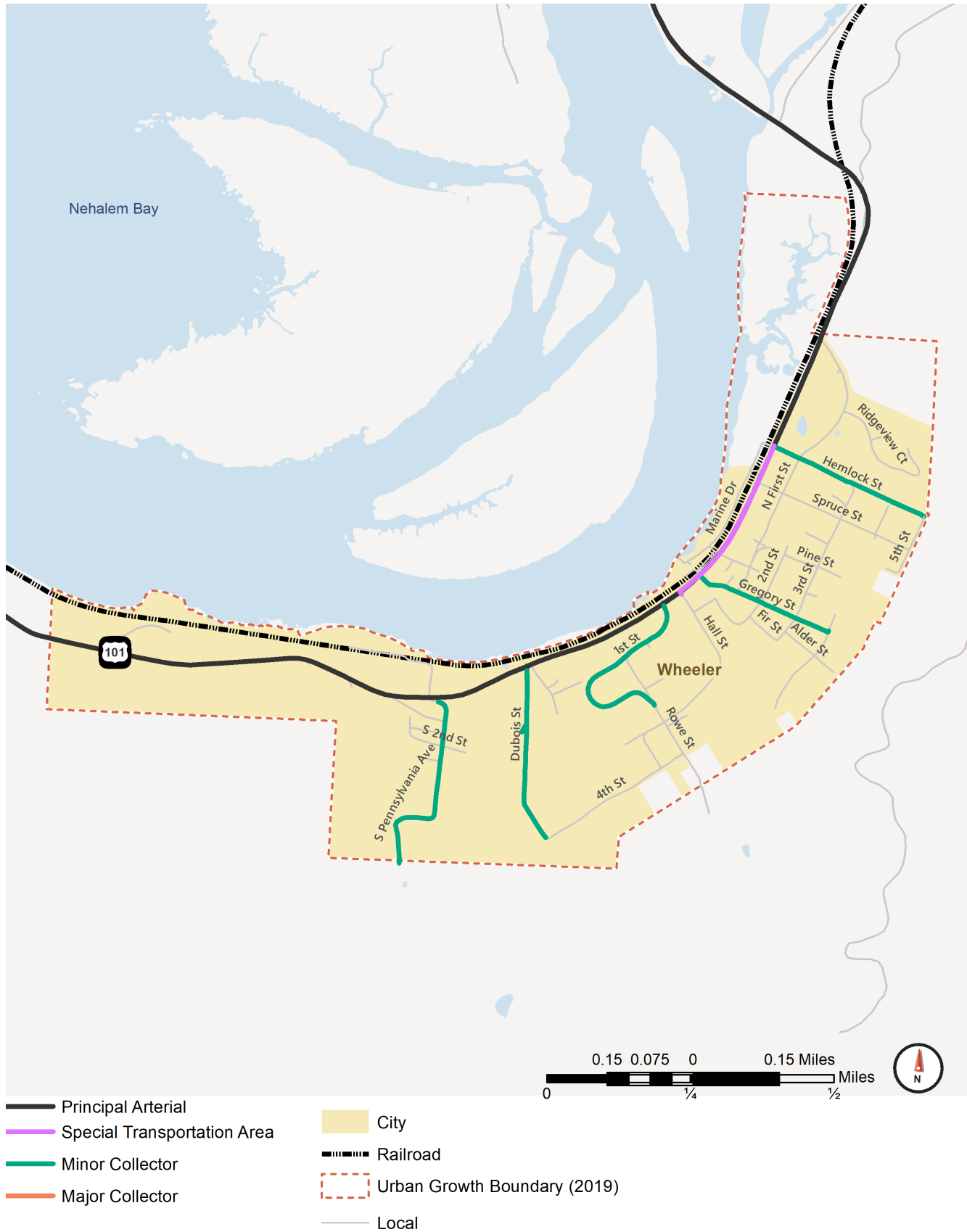
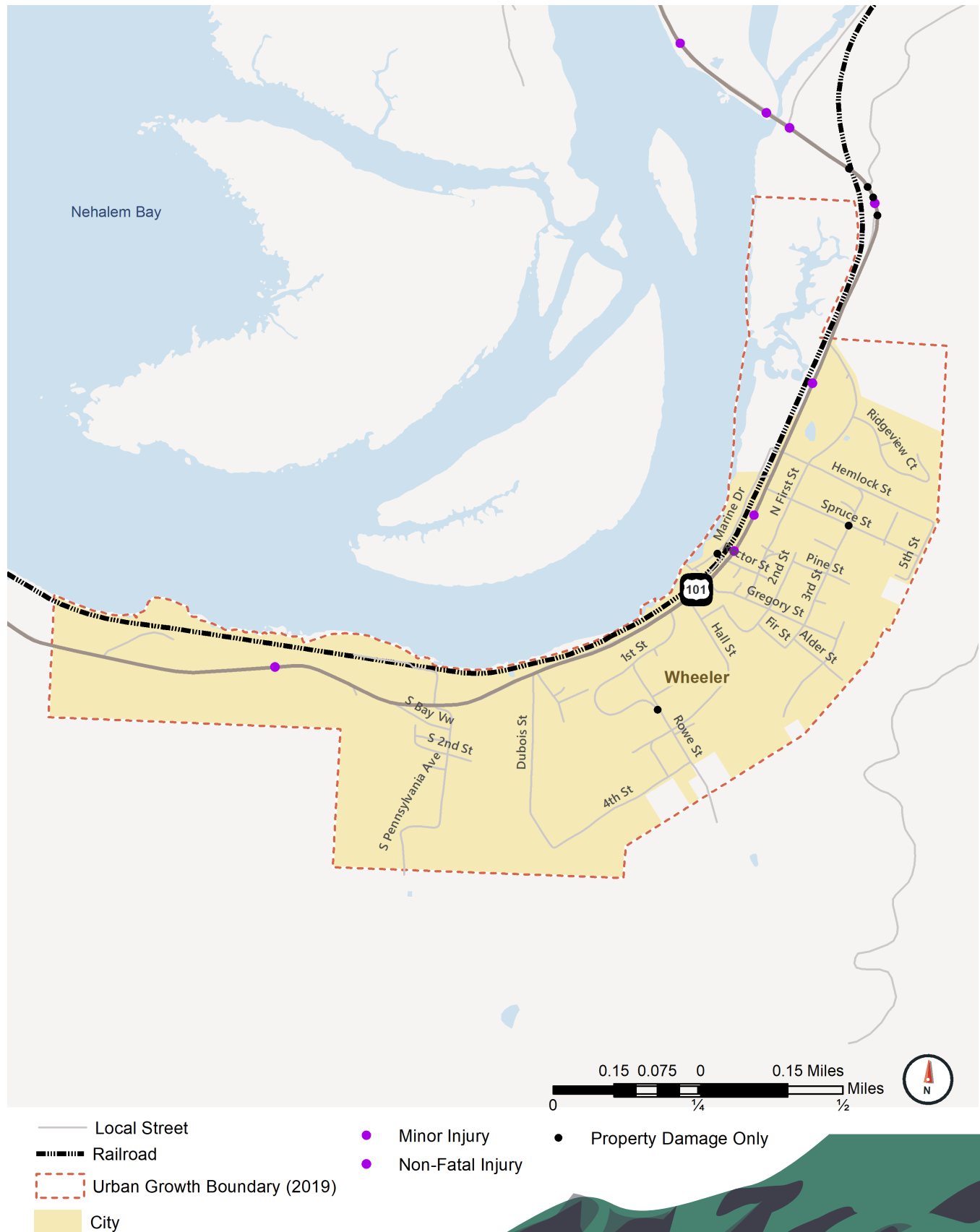






Figure 4 | Historical Crash Data (2014-2018)





# Wheeler in 2040

Future transportation conditions in Wheeler were analyzed based on growth forecast to occur in the region. As land use and the population grows, additional pressure will be put on the transportation network to accommodate this new growth. The pattern of growth can also change transportation patterns and the need for new infrastructure – for example, a new housing development in an otherwise undeveloped area might prompt the need for additional roads, sidewalks, or bicycle facilities that aren't necessary under current conditions.

## Land use

Due to development occurring in Manzanita and Nehalem, Wheeler is also experiencing an increase in demand for housing. While there are no planned housing developments, future forecasts assume some growth will occur in the City as a result of new development over the next 20 years.

## Population

The Population Research Center at Portland State University publishes historical population trends and estimated future population growth for cities and counties throughout the state. In 2017, growth estimates from 2017 to 2067 were published.

Historically, Tillamook County's population grew at an average rate of 0.4 percent per year between 2000-2010. However, it is predicted that the County's population will grow at a slightly faster pace through 2035 and will increase by more than 2,800. Wheeler saw higher growth from 2000-2010 than the County average and is predicted to grow at a faster rate through 2035 as shown in **Table 3**.

## Planned Transportation Projects

As there are no local transportation projects with funding identified at this time, no transportation improvements were assumed in the baseline analysis for 2040 conditions.

## System Operations & Needs

Using the growth rates shown below and expected growth on U.S. 101 based on forecasts developed by ODOT, traffic forecasts were developed for 2040. These forecasts were used to evaluate if the transportation system will be able to accommodate the expected growth and identify deficiencies in the existing system.

Table 3 | Historical and Forecasted Population Growth in Wheeler

Location	historical			Forecast			AAGR <sup>1</sup> (2017-2035)	AAGR <sup>1</sup> (2035-2067)
	2000	2010	AAGR <sup>1</sup> (2000-2010)	2017	2035	2067		
Tillamook County	24,262	25,250	0.4%	26,071	28,879	32,747	0.6%	0.4%
Wheeler Urban Growth Boundary	391	420	0.7%	408	474	539	0.8%	0.4%

Source: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center, Portland State University  
<sup>1</sup>Average Annual Growth Rate (AAGR)



Similar to existing conditions, traffic operations analysis found that all study intersections and roadway segments have enough capacity to accommodate expected growth.

Key needs that were identified as part of the future conditions assessment and used to inform the recommended projects include:

- Improvements to slow vehicle speeds through Wheeler
- Sidewalk improvements to address existing deficiencies and ensure that facilities are consistent with the ADA standards

- Enhanced crossing to improve visibility at U.S. 101 intersections
- More connections to the waterfront for people walking and biking

For more detail on the future conditions assessment and transportation needs, see **TM #6: Future Traffic Forecast Methodology and Results** and **TM #7: Future Transportation Conditions & Needs**, included in Volume 5.

## What We Heard

The first touchpoint with the community provided an opportunity for community members to share their experience traveling in Wheeler, including issues and barriers to travel, and to review the draft Goals & Objectives following vetting by the PAC.

Input was gathered through an online open-house which presented an opportunity for community members to both review the data that had been collected and share their feedback through an online survey.

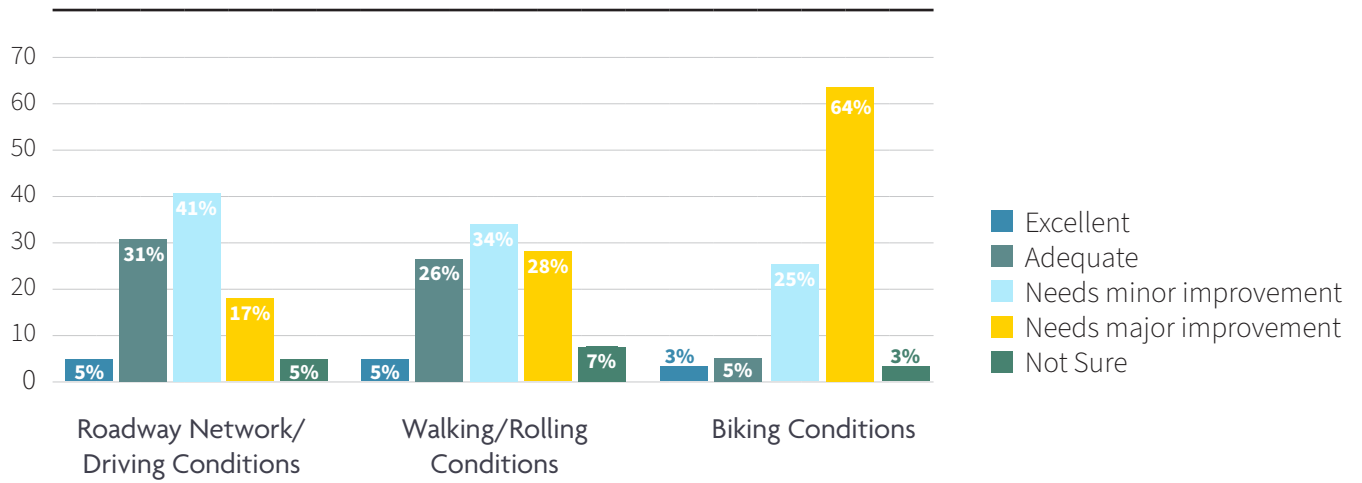
This event was held from August 2 to August 20, 2021. During this time, 225 community members viewed the site. Of the over 200 community members that visited the site, 66 visitors responded to the survey questions, of which 7 (11 percent) stated their primary residence was in Wheeler.

While most community members agreed with the draft goals for the TSP, the need to improve the conditions for people biking was a key takeaway that informed the project list developed for Wheeler. As shown in **Figure 5**, when asked about conditions of the existing infrastructure, 65 percent of respondents said that conditions for people biking need major improvement, illustrating the public's desire for enhanced active transportation infrastructure. For people walking and driving, most respondents said only minor improvements are needed.

As part of each touchpoint, efforts were made to reach people whose voices are not typically heard. A summary of how Title VI and Environmental Justice was incorporated in the community engagement for this project, see the summary included in **Volume 1**.



Figure 5 | Transportation Needs in Wheeler





# CHAPTER 2: GOALS & POLICIES

This chapter presents the goals, objectives, policies, and evaluation criteria that were developed to align the outcomes of this TSP with the needs, desires, and vision for Wheeler’s transportation system. The goals, objectives, and evaluation criteria were developed based on input from the PAC. Community members also vetted the goals and objectives as part of the first touchpoint with the community.

## Goals & Objectives

Six goals were established for the TSP. These goals aim to address existing needs and barriers to travel for people walking, biking, and rolling while maintaining

Wheeler’s unique character and surrounding natural beauty.

Table 4 | Goals & Objectives


Goal	Objectives
 <p><b>GOAL #1: QUALITY OF LIFE</b> Create a transportation system that provides equitable multimodal access for underserved and vulnerable populations and balances the needs of local travelers and regional through-traffic.</p>	<ol style="list-style-type: none"> <li>1. Provide equitable access for underserved and vulnerable populations by requiring ADA compliance for new transportation infrastructure and upgrading existing infrastructure that does not meet ADA standards.</li> <li>2. Increase connections to recreational opportunities by supporting the development of planned regional bicycle and pedestrian trails, including the Salmonberry Trail, Oregon Coast Trail, and Tillamook County Water Trail.</li> <li>3. Create comfortable downtown spaces by identifying appropriate streetscape improvements, including landscaping, pedestrian scale lighting, benches, and street trees.</li> <li>4. Reduce vehicle travel between cities by exploring options for visitors to ‘park once’, such as a regional shuttle service or water taxi.</li> </ol>





Table 4 | Goals & Objectives

Goal	Objectives
 <p><b>GOAL #2: CREATE SAFE CONNECTIONS</b></p> <p>Create safer connections between the Nehalem Bay communities for people walking, biking, or using other non-auto modes and identify strategies to reduce crashes for all users when traveling on U.S. 101.</p>	<ol style="list-style-type: none"> <li>1. Identify key non-motorized routes between the Nehalem Bay communities and prioritize pedestrian and bicycle facilities on these routes.</li> <li>2. Connect businesses and recreational destinations with neighborhoods by enhancing pedestrian and bicycle crossings on U.S. 101.</li> <li>3. Improve areas with higher crash risk by improving the visibility of transportation users in constrained areas, such as on hills and blind curves.</li> <li>4. Address known safety issues at locations with fatal or severe injury crashes, crashes involving a bicyclist or pedestrian, and vehicles entering and exiting U.S. 101.</li> <li>5. Collaborate with ODOT to implement engineering and traffic calming strategies on U.S. 101, where appropriate, to reduce vehicle speeds.</li> </ol>
 <p><b>GOAL #3: PLAN FOR THE FUTURE</b></p> <p>Collaborate with ODOT and Tillamook County to create a transportation system that is resilient to extreme weather events, able to safely accommodate evacuation and recovery efforts, and consistent with the goals and objectives of each City, Tillamook County, and the state.</p>	<ol style="list-style-type: none"> <li>1. Maintain local infrastructure so that facilities can withstand extreme weather events and aid in evacuation efforts.</li> <li>2. Improve traffic circulation and access for fire and emergency vehicles.</li> <li>3. Collaborate with ODOT to develop and implement improvements to U.S. 101 that fit the land use context and are consistent with ODOT’s HDM and other local and regional planning efforts.</li> </ol>
 <p><b>GOAL #4: SUPPORT FISCAL RESPONSIBILITY</b></p> <p>Plan for a transportation system that is financially viable with consideration for life cycle costs by identifying new funding sources to make local dollars go farther.</p>	<ol style="list-style-type: none"> <li>1. Develop transportation solutions that are cost effective.</li> <li>2. Identify outside funding sources for transportation projects such as grants, developer contributions, or transportation system charges.</li> <li>3. Prioritize investments and maximize partnerships to provide maximum benefit and return on investment for the associated cost.</li> <li>4. Consider future operation and maintenance costs in investment choices.</li> </ol>



Table 4 | Goals & Objectives

Goal	Objectives
 <p><b>GOAL #5: CREATE MORE TRAVEL OPTIONS</b> Improve walking and biking safety, connections, and wayfinding within Wheeler.</p>	<ol style="list-style-type: none"> <li>1. Provide safer connections for residents and visitors that want to access key destinations by building out sidewalks and crossings in the commercial core.</li> <li>2. Create a sense of place by enhancing pedestrian-scale signage, lighting, landscaping, and amenities.</li> </ol>
 <p><b>GOAL #6: ENHANCE ECONOMIC VIBRANCY</b> Support economic vibrancy by creating connections to recreational opportunities and new forms of local tourism while protecting the natural beauty that draws visitors to Wheeler.</p>	<ol style="list-style-type: none"> <li>1. Improve wayfinding to direct visitors to recreational opportunities and water access points.</li> <li>2. Encourage new forms of local tourism such as rail bikes or a water taxi that can use the existing transportation right-of-way or local waterways.</li> <li>3. Travel modes that minimize environmental impacts.</li> </ol>

# Transportation Policies

The policies listed below reflect the TSP goals and objectives. These policies will ensure that future land use and transportation decisions in Wheeler help to bring the transportation system envisioned in this document to fruition.

1. Additional access points to U.S. 101 shall be discouraged including those within new residential developments. Access to commercial uses should be provided by a consolidated access point.
2. The City will support equitable access for underserved and vulnerable populations through compliance with ADA standards for new transportation infrastructure improvements and upgrades to existing infrastructure that does not meet ADA standards.
3. The City will support the development of planned regional bicycle and pedestrian trails, including the Salmonberry Trail, Oregon Coast Trail, and Tillamook County Water Trail.
4. The City will support streetscape improvements to improve downtown areas, including, but not limited to, improved landscaping pedestrian scale lighting, benches, bicycle racks, and street trees.
5. The City will support alternative travel modes that reduce vehicle travel between cities, including, but not limited to, regional shuttle services or water taxis.
6. The City will prioritize improvements to non-motorized routes that include pedestrian and bicycle facilities between Nehalem Bay communities.
7. The City should prioritize enhancing pedestrian and bicycle crossings on U.S. 101 that connect businesses and recreational destinations with neighborhoods.



- 8. The City will support improvements that increase visibility of transportation users in constrained areas, such as hills and blind curves.
  - 9. The City shall prioritize improvements that address known safety issues at locations with fatal or severe injury crashes, crashes involving bicyclists or pedestrian, and vehicles entering and exiting U.S. 101.
  - 10. The City will coordinate with ODOT to implement engineering and traffic calming strategies, where appropriate, on U.S. 101 to reduce vehicle speeds and are consistent with ODOT’s HDM and other local and regional planning efforts.
  - 11. The City should maintain transportation infrastructure so that facilities can withstand extreme weather events and aid in evacuation efforts.
  - 12. The City will support improvements to traffic circulation and access for fire and emergency vehicles.
  - 13. The City shall prioritize cost-effective transportation improvements.
  - 14. The City will prioritize building out sidewalks and crossings in the commercial core to support safer connections for residents and visitors that want to access key destinations.
  - 15. The City should support, and provide where able, improvements such as but not limited to wayfinding, pedestrian scale signage, lighting, landscaping, and amenities to create a sense of place.
- For more information on the policies, see **TM #12: Implementing Ordinances**, included in Volume 5.

# Evaluation Criteria

The evaluation criteria, presented in **Table 5**, were used to evaluate each potential project’s alignment with the TSP goals. Evaluation criteria was vetted by the PAC and City staff to ensure that the evaluation process resulted in projects that aligned with the desired outcomes of the TSP process.

Table 5 | Evaluation Criteria







Goal	Evaluation criteria
 <b>1. QUALITY OF LIFE</b>	Project improves access for underserved or vulnerable populations.
	Project improves a route predominately used by local travelers off U.S. 101.
	Project improves the experience of people traveling through Nehalem Bay.
 <b>2. CREATE SAFE CONNECTIONS</b>	Project addresses a location with a history of fatal/severe injury crashes and/or bike/ped crashes.
	Project creates new connections off U.S. 101 for active transportation modes between Nehalem Bay communities.
	Project includes a traffic calming element aimed at slowing vehicle traffic to improve safety and comfort for active transportation users.
 <b>3. PLAN FOR THE FUTURE</b>	Project addresses a location with a latent risk of crashes.
	Project maintains or rebuilds critical infrastructure; or improves access for emergency vehicles.
	Project includes a maintenance component on local roads.
	Project improves U.S. 101 consistent with ODOT’s Highway Design Manual or other regional planning efforts.





Table 5 | Evaluation Criteria

Goal	Evaluation criteria
 <p><b>4. SUPPORT FISCAL RESPONSIBILITY</b></p>	<p>Project builds on investments in transportation funded primarily by entities other than the cities. (state, regional, county, grants, or development impact fees).</p>
 <p><b>5. CREATE MORE TRAVEL OPTIONS</b></p>	<p>Project decreases future operation and/or maintenance costs.</p>
 <p><b>6. ENHANCE ECONOMIC VIBRANCY</b></p>	<p>Project builds sidewalks or crossings in the commercial core or as a connection to key local destinations.</p> <p>Project includes streetscape improvements.</p> <p>Project would improve walking, biking, or watercraft access to natural areas and/or parks</p> <p>Project preserves and minimizes impact on ecological resources.</p>





# CHAPTER 3: WHEELER'S TRANSPORTATION SYSTEM

One desire that was consistently shared by community members throughout development of the TSP was the desire for a transportation system that offers more options to travel and provides safe and comfortable connections to the Nehalem River. To achieve this, the TSP includes proposed networks for pedestrian, bicycles, and vehicles. This chapter presents the proposed network for each of these modes.

## Autos

**Figure 6** shows the proposed roadway network for Wheeler. This is followed by **Table 6** which defines each roadway functional class. The cross-section for each functional classification is shown on **Figures 7** and **8** below.

Only one change to Wheeler's current roadway classification is included in this TSP: designating Hemlock Street as a Local Street rather than a Minor Collector. This change was made due to the poor condition of Hemlock Street and investment required to repair the street. Instead, this TSP designates Spruce Street as a Minor Collector, responsible for connecting people from residential areas to U.S. 101.

Within Wheeler, U.S. 101 is designated as a Special Transportation Area (STA). STAs, first created as part of Policy 1B in the Oregon Highway Plan and later adopted in the ODOT HDM, designate districts of compact development located on a state-owned roadway where local access outweighs the considerations for highway mobility. State-owned roadways with an STA designation should facilitate mobility for people walking, bicycling, and taking transit to connect to local destinations in addition to serving regional through-trips.

When determining the needs that must be met by a specific road, relying on the surrounding land use context results in a context-sensitive approach to determining the appropriate cross-section and facilities that should be incorporated in a specific roadway. Based on the six urban contexts, with the term urban applying to any area within an Urban Growth Area, the area surrounding U.S. 101 in Wheeler is identified as Rural Community. This land use context was used to identify the appropriate elements and dimensions for U.S. 101, identified as a Principal Arterial, within Wheeler. The recommended elements and dimensions are shown in **Table 6**. As the Salmonberry Trail, which is included in the TSP as a high-priority regional project, will ultimately provide a low-stress alternative for people bicycling through Wheeler, a Tier 2 facility is proposed on U.S. 101. Until the Salmonberry Trail is constructed, 1<sup>st</sup> Street, which parallels U.S. 101 from Hall Street to just south of the city limits, could be designated as a low-stress parallel route as it is a low-speed local street.



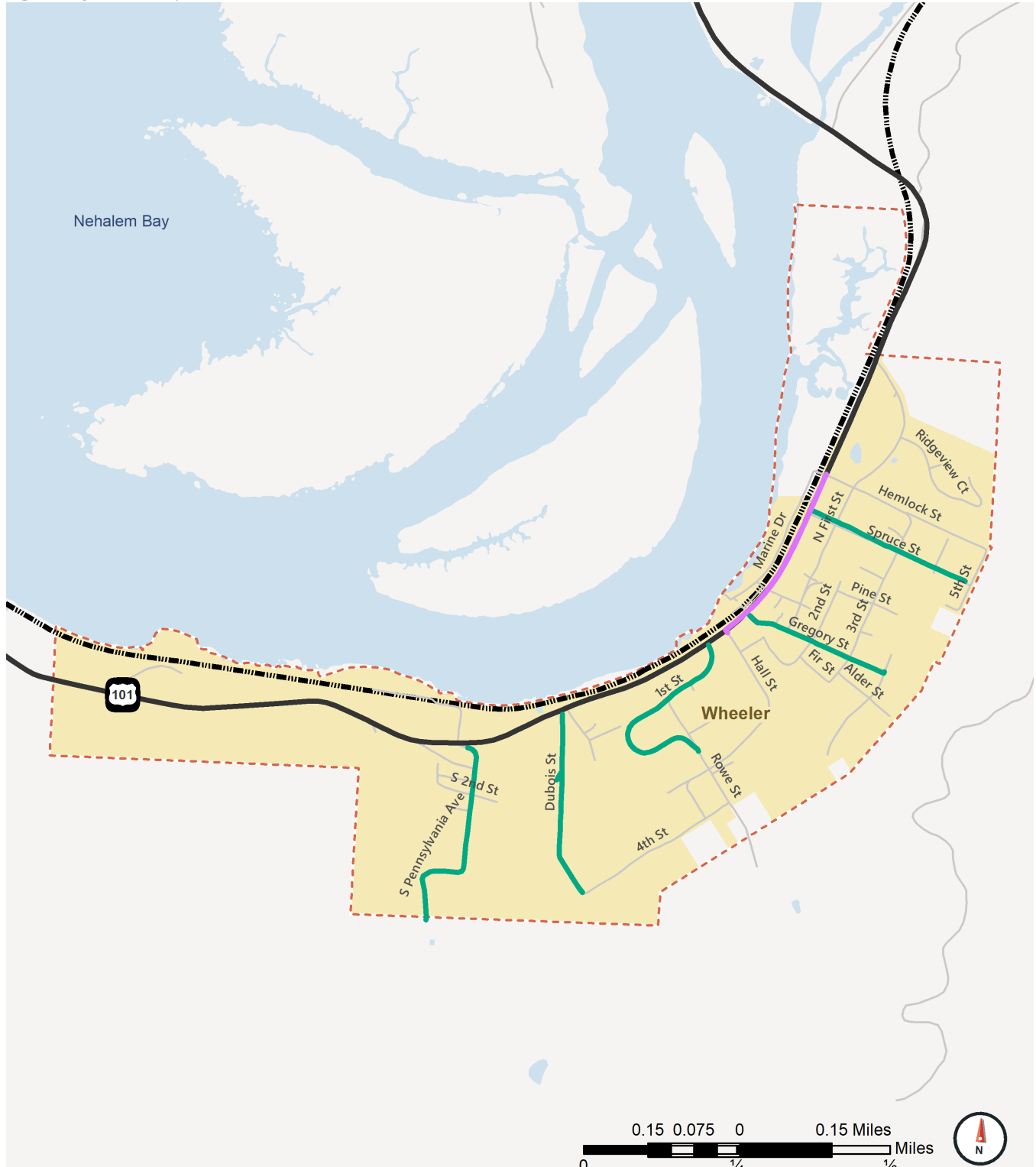
December 2023

The TSP also proposes to add Private Streets to Wheeler’s functional classifications. These streets would be a sub-class of Local Streets that provide connections to either specific properties or a small number of residences and could be built to provide minimal infrastructure, as long as emergency access standards are met. As these streets would not be maintained by the City, they are not addressed in the TSP.





Figure 6 | Roadway Functional Classification



- Principal Arterial
- Minor Collector
- Local
- Special Transportation Area
- Railroad
- Urban Growth Boundary (2019)
- City



Table 6 | Wheeler Roadway Standards by Functional Class

Functional Class	Pedestrian realm	Transition Realm			Travelway Realm		
	Sidewalk	Bicycle facilities	Buffer zone	Minimum on-Street Parking Width	Number of travel lanes	Minimum Lane Width	Median/Center Turn Lane
Principal Arterial <sup>1</sup>	6 to 10 feet	6 feet	-	8 feet	2	11 to 12 feet	11 to 12 feet
Minor Collector <sup>3</sup>	6 feet	Sharrows or Advisory Bike Lanes	None	None	2	11 feet	None
Local <sup>2,3</sup>	None	None or Advisory Bike Lanes	None	None	1	22 feet	None

<sup>1</sup> As the only Principal Arterial in Wheeler is U.S. 101, which is under the jurisdiction of ODOT, values presented above are consistent with recommendations for a Rural Community roadway based on guidance in the ODOT HDM. Widths shown provide a range of options based on local context consistent with the HDM. As 1<sup>st</sup> Street provides a low-stress alternative to U.S. 101 today and the planned Salmonberry Trail will provide an off-street alternative route, the cross-section recommendations above are consistent with a Tier 2 Bikeway.

<sup>2</sup> While local roadways only require one lane, the width would allow for two-way travel.

<sup>3</sup> The Wheeler Bicycle Network Map (Figure 12) identifies the appropriate bicycle facilities for Minor Collectors and Local roadways in the City.

Figure 7 | Wheeler Minor Collector Cross-Section

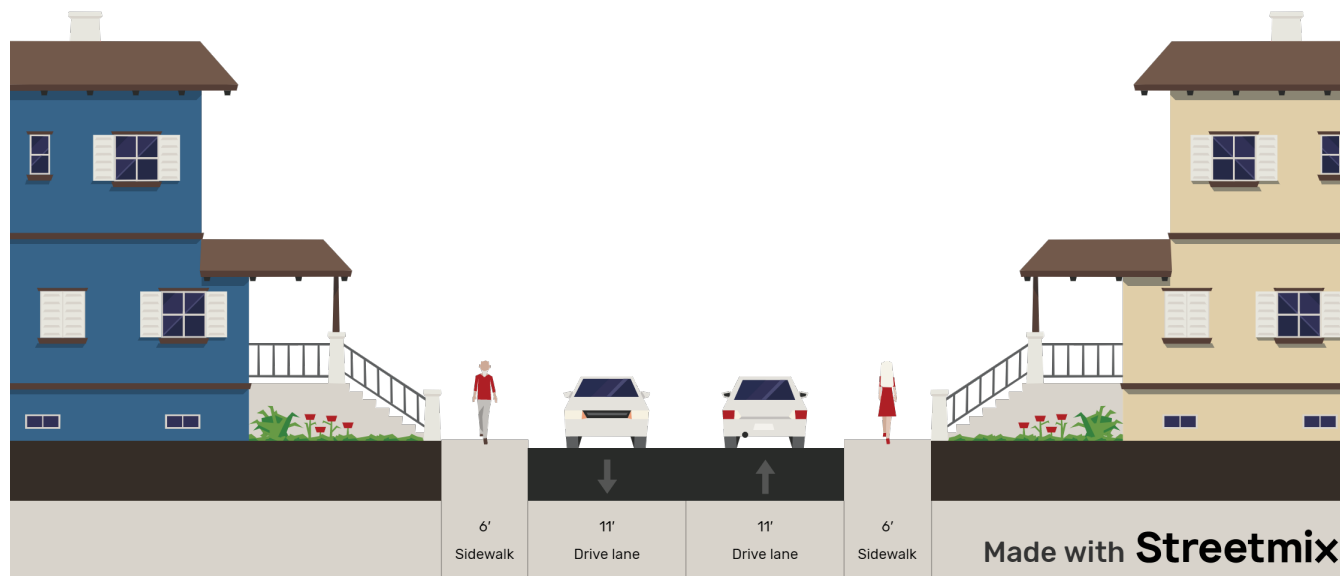




Figure 8 | Wheeler Local Roadway Cross-Section



## Bicycles

The proposed bicycle network, shown on **Figure 9**, within the City of Wheeler relies on four types of facilities:

- **Sharrows:** These are quiet slow streets that prioritize bicycles and automobiles. The shared lane marking (sharrows) indicate that bicycles and automobiles should share the lanes and are typically used when there is a sidewalk or other space allocated for people walking and to complete the bicycle network.
- **On-Street Bike Lane:** On-Street Bike Lanes are part of the street that is designated for bicycle travel but are not separated from vehicles by a vertical street buffer.
- **Advisory Bike Lanes:** These are quiet slow streets that prioritize bicycles and pedestrians. A shoulder, available for use by bicyclists and pedestrians, is delineated by striping allowing for vehicles to use the shoulder when no pedestrians or bicyclists are present to pass oncoming vehicles.
- **Shared Use Path:** Shared Use Paths provide space for people walking and bicyclists. Shared Use Paths have dedicated right-of-way and connect people between regional destinations. While trails may parallel a roadway, they may also create a new connection for people walking and bicycling and are typically constructed using a hard-surface.



Figure 9 | Bicycle Network



- Existing Wide Shoulder
- Proposed Bicycle Lanes
- Proposed Shared Use Path
- Proposed Sharrows

- Railroad
- Urban Growth Boundary (2019)
- City

Proposed Advisory Bike Lanes



Figure 10 | Sharrow Cross-Section

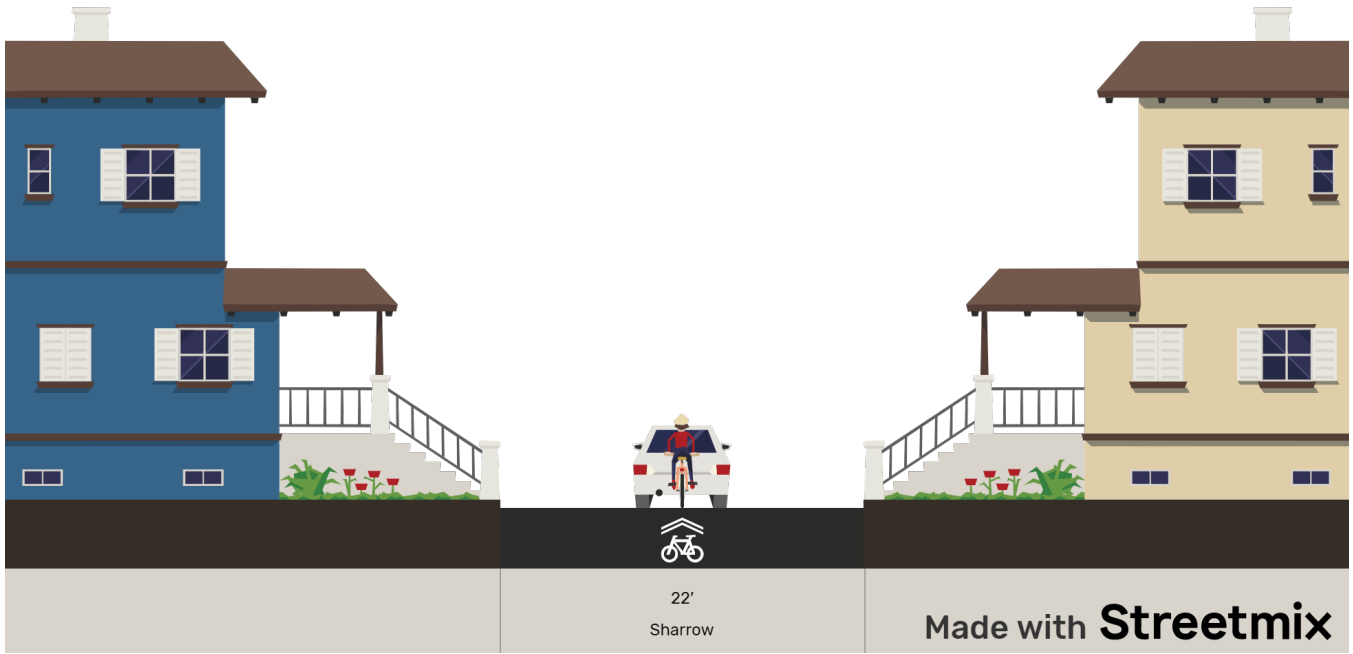


Figure 11 | Advisory Bike Lanes Cross-Section

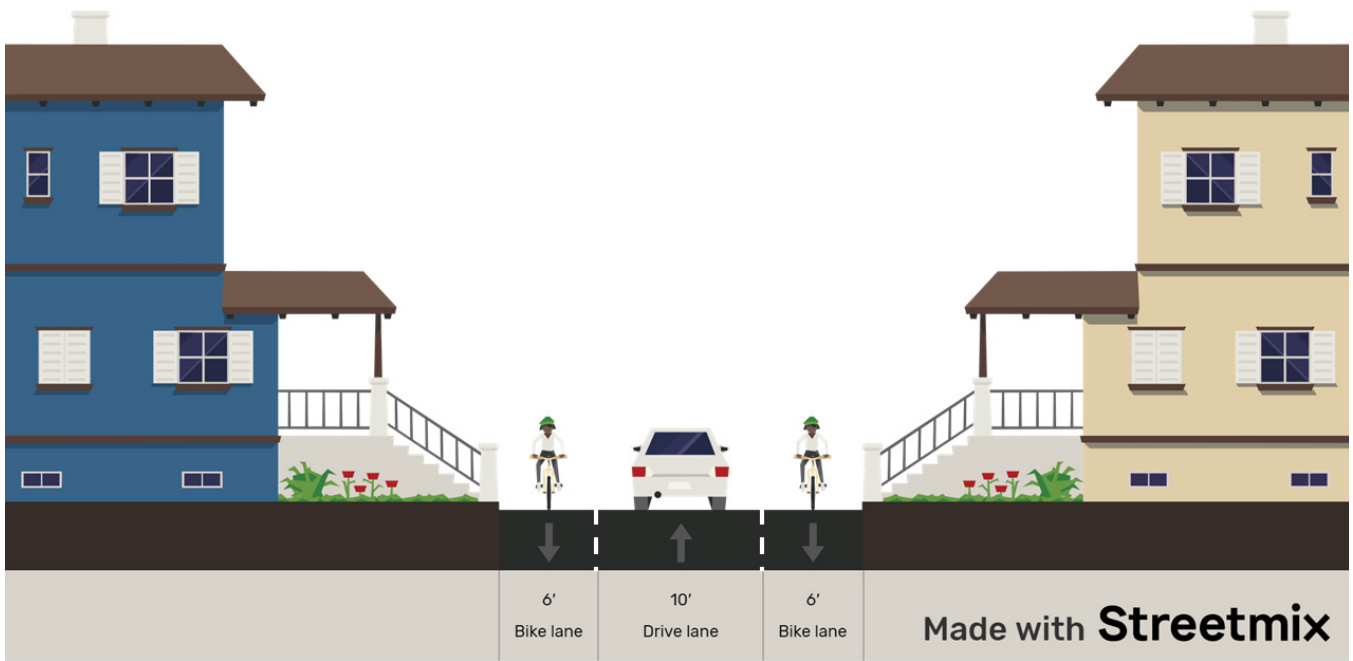


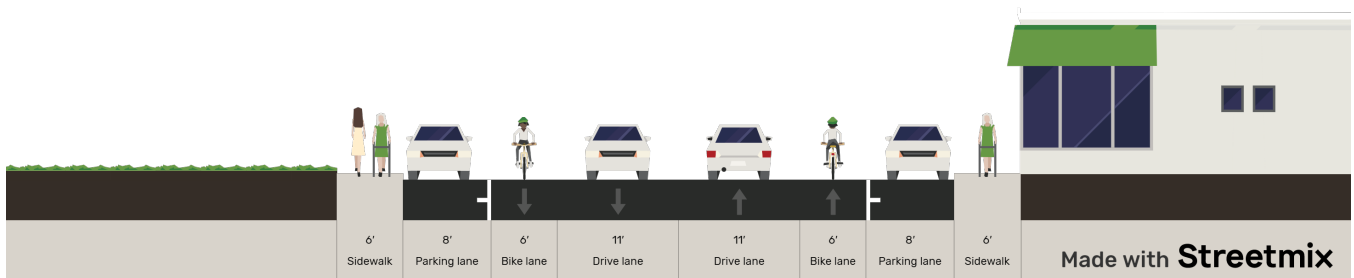




Figure 12 | Shared Use Path Cross-Section



Figure 13 | On-Street Bicycle Lane



# Pedestrians

The proposed pedestrian network for Wheeler is shown on **Figure 14**. Within the City of Wheeler, U.S. 101 is identified as the primary connection for people walking. The proposed cross-section for U.S. 101, including the appropriate pedestrian realm, is provided in the roadway cross-sections above.

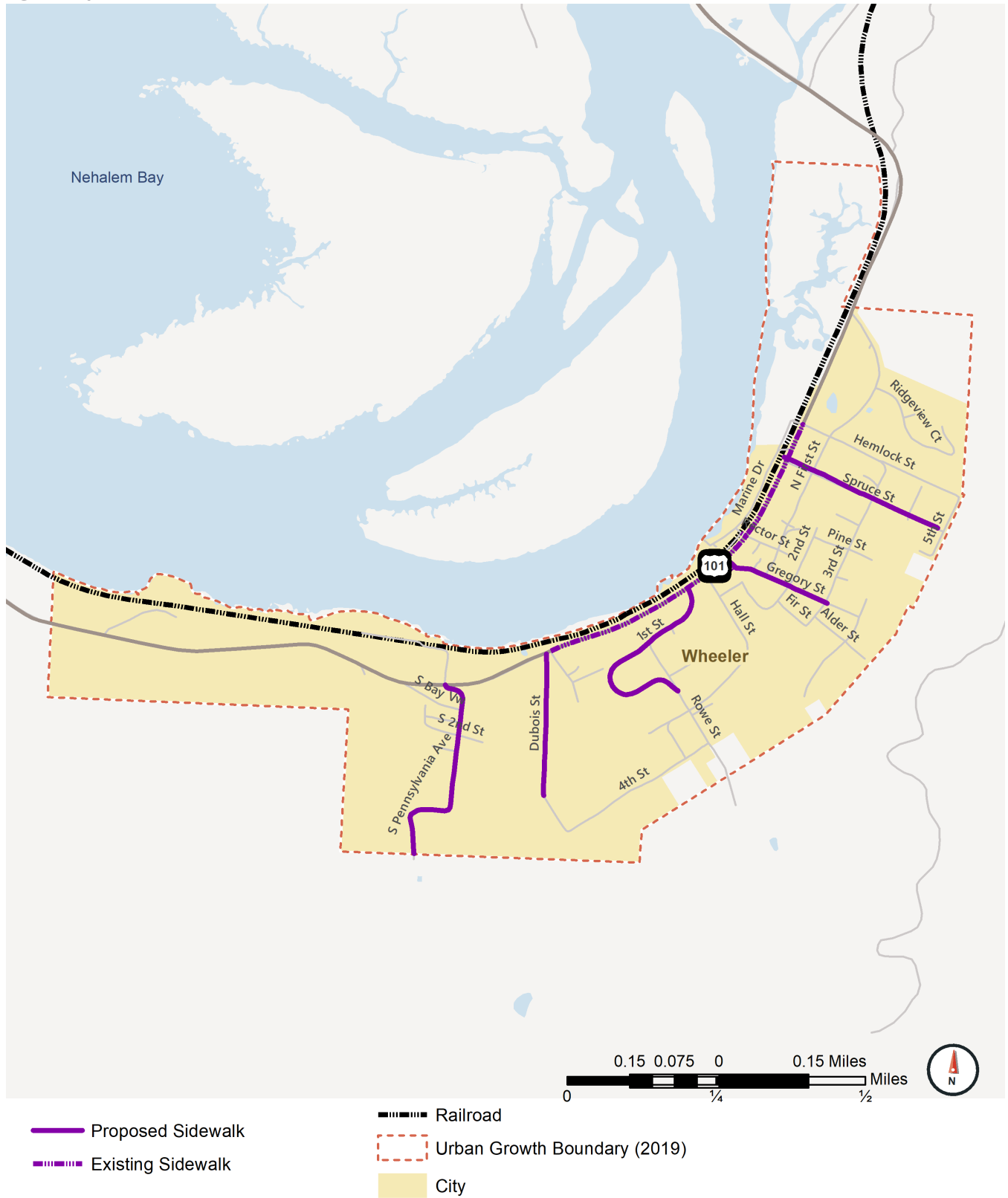
The ADA requires that transportation facilities accommodate the needs of people with varying abilities. By building a pedestrian network that meets the needs of people with varying abilities improves accessibility and results in a high-quality system for all users. To achieve this, the City should incorporate the following features when building new sidewalks or improving existing sidewalks:

- Ensure that sidewalks are free of obstructions. While objects up to 27 inches above the ground can be detected by a white cane, objects between 27 and 80 inches in the pedestrian circulation area may cause injury to blind and low vision users. If objects must protrude into the pedestrian circulation area, detectable delineation to warn users should be provided.
- Provide yellow detectable warning surfaces at curb ramps, railroad crossings, and transit stops.
- Design sidewalks to include firm and level surfaces, adequate clear width, and limited cross-slope.
- Provide an accessible sloped entrance and exit to transition to and from the walkway where the facility begins and ends.





Figure 14 | Pedestrian Network



# CHAPTER 4: PROJECTS

This chapter begins with a summary of community input that informed development of the TSP project list. This is followed by the 25 projects that have been identified for the TSP project list based on community input and alignment with the TSP goals.

## Community Input

The second and third touchpoints with the community informed development of the project list and identification of high priority projects.

### Community Touchpoint #2 – Draft Project List

The second community touchpoint, which took place in January and February 2022, was also held online due to the ongoing COVID-19 pandemic. This touchpoint included a community listening session, which allowed community members to share feedback directly and ask questions about the proposed projects. The community conversation was followed by an online open-house which allowed community members to review the project list and provide feedback through an online survey.

Six community members joined the Wheeler community conversation and another eight respondents provided input on the proposed projects in Wheeler through the online survey.

While 75 percent of respondents said that the proposed list of projects would advance the City's transportation goals, additional issues that were identified for inclusion on the project list include:

- A focus on improving U.S. 101 crossings
- Removing the proposed project that would add sharrows on U.S. 101 as a near-term solution
- More projects that include traffic calming, specifically through Wheeler's downtown

### Community Touchpoint #3 – High Priority Projects

The third community touchpoint included multiple opportunities for community members to share their feedback in-person in addition to an online open-house. These events, which occurred in June and July 2022, shared the proposed TSP project list and asked community members to provide input that was used to identify high priority projects.

In Wheeler, 70 percent of respondents agreed with the draft project list either as presented or with some changes. When asked to identify projects they viewed as high-priority within the community the following projects were identified by community members:

- Salmonberry Trail
- Projects that included multiuse paths separated from the existing roadway
- Addition of walking paths along the waterfront



# The Projects

Based on the evaluation that was completed for alignment with the goals and feedback from the community, a set of high-priority projects were identified. High-priority projects are those that address multiple needs and are essential to moving the city towards its vision for a safe and connected transportation system for all users. The following pages provide more detail on the recommended projects, beginning with the high-priority projects.

A timeline for implementation was also identified for each of the projects. The timeline for implementation was determined based on complexity of the project, the amount of coordination required with multiple agencies for implementation, and cost.

*Table 7 | Timeline for Implementation*




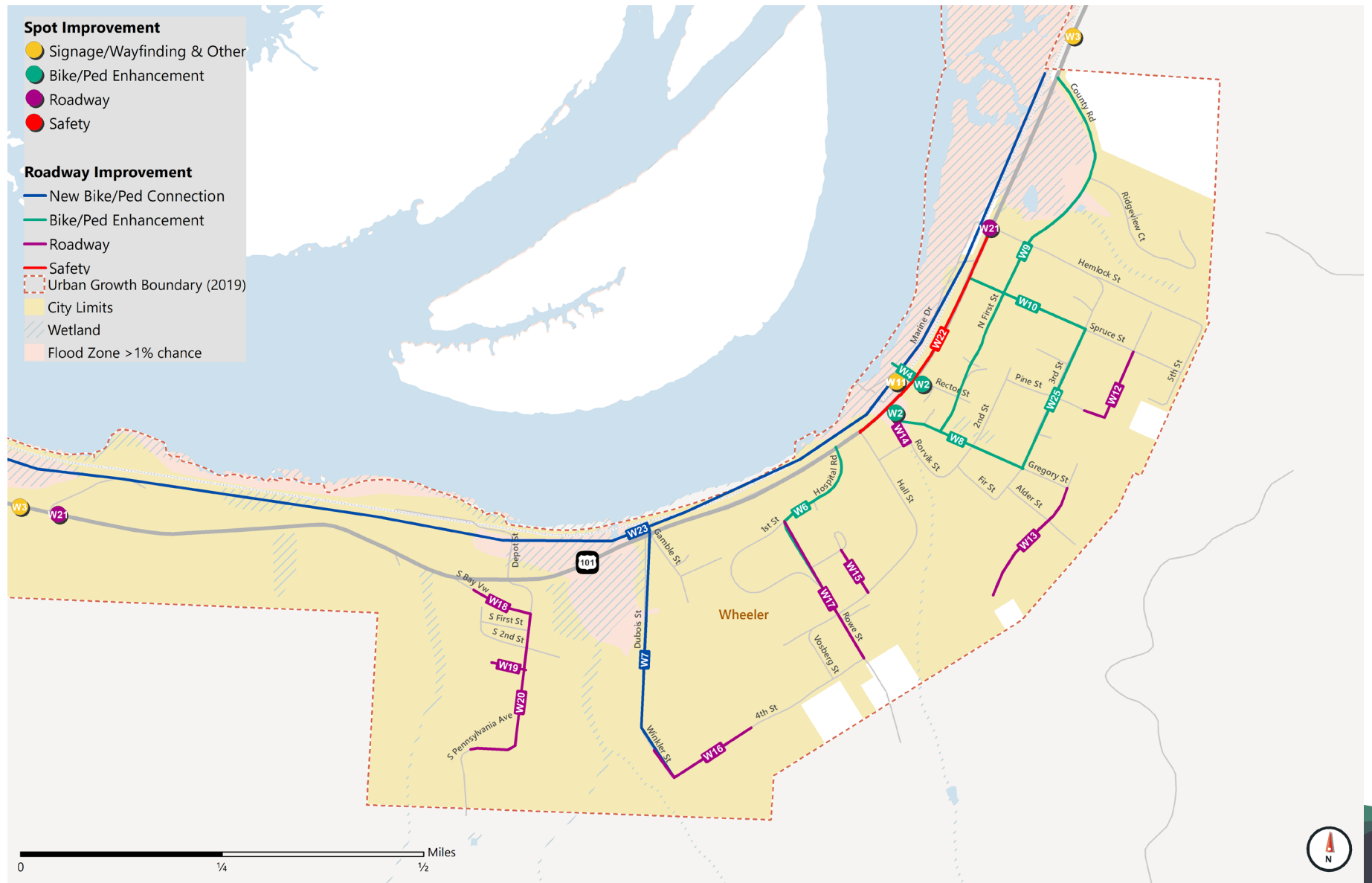
Timeline	Description
 <b>1. NEAR-TERM</b>	Projects identified for <b>near-term</b> implementation are those that could be implemented within the next five years. These projects generally improve existing facilities or improve spot locations and are programmatic in nature.
 <b>2. MEDIUM-TERM</b>	Projects identified for <b>medium-term</b> implementation are likely to require between five and 10 years to implement based on cost and complexity. These projects may cross jurisdictional boundaries, requiring coordination between multiple agencies to implement, require more substantial upgrades to existing facilities or would require construction of off-street facilities.
 <b>3. LONG TERM</b>	Projects identified for <b>long-term</b> implementation are high-cost projects that will require more than 10 years to secure funding and design. Long-term projects are those that would construct new facilities on or parallel to U.S. 101 and would require substantial coordination with agencies and community members in the region.



Figure 15 | Project Locations



Projects not shown include: W1, W5, and W24



Table 8 | Wheeler TSP Projects

ID	Project Name & Description	Extents	Category	Cost	Timeline
W1	<b>CITYWIDE SIDEWALK IMPROVEMENTS:</b> Improve access to local destinations and ADA access by improving existing sidewalks on U.S. 101, Gregory Street, and Rorvik Street.	Citywide	Bike/Ped Enhancement	\$370,000	LONG-TERM
W2	<b>ENHANCE U.S. 101 CROSSINGS:</b> Enhance existing U.S. 101 crossings by providing high-visibility crosswalks and improving illumination.	Gregory Street/Rorvik Street & Rector Street	Bike/Ped Enhancement	\$340,000	LONG-TERM
W3	<b>GATEWAY TO WHEELER:</b> Create a gateway to Wheeler by enhancing signage, and adding landscaping and/or local artwork to alert people that they have entered city limits.	Wheeler City Limits	Signage/Wayfinding	\$15,000	NEAR-TERM
W4	<b>RAILROAD CROSSING:</b> Extend the existing sidewalk on the north side of Rector Street to provide a connection for people walking and accessing transit across the railroad crossing.	-	Bike/Ped Enhancement	\$110,000	MEDIUM-TERM
W5	<b>ENHANCED WAYFINDING SIGNAGE:</b> Connect people to local destinations by providing enhanced wayfinding signs to downtown, the dock, and other key local destinations.	Citywide	Signage/Wayfinding	\$6,000	NEAR-TERM
W6	<b>HOSPITAL ROAD ENHANCEMENTS:</b> Enhance Hospital Road with advisory bike lanes to identify space for people walking and biking.	U.S. 101 to Rowe Street	Bike/Ped Enhancement	\$10,000	NEAR-TERM
W7	<b>VOSBURG CREEK TRAIL:</b> Construct a trail parallel to Vosburg Creek from Fourth Street to Nehalem Bay.	Vosburg Creek to Nehalem Bay	New Bike/Ped Connection	\$300,000	LONG-TERM
W8	<b>GREGORY STREET BICYCLE &amp; PEDESTRIAN ENHANCEMENTS:</b> Enhance Gregory Street with sharrows and signage to indicate that people biking should use the travel lane.	U.S. 101 to 3 <sup>rd</sup> Street	Bike/Ped Enhancement	\$20,000	NEAR-TERM
W9	<b>1<sup>ST</sup> STREET BICYCLE &amp; PEDESTRIAN ENHANCEMENTS:</b> Add advisory bike lanes to identify space for people walking and biking.	Gregory Street to U.S. 101	Bike/Ped Enhancement	\$30,000	MEDIUM-TERM

High Priority Projects

<sup>1</sup> Costs shown are based on 2023 dollars.



Table 8 | Wheeler TSP Projects






ID	Project Name & Description	Extents	Category	Cost	Timeline
W10	<b>SPRUCE STREET BICYCLE &amp; PEDESTRIAN ENHANCEMENTS:</b> Add Sharrows to identify where people biking should travel.	U.S. 101 to 3 <sup>rd</sup> Street	Bike/Ped Enhancement	\$20,000	NEAR-TERM
W11	<b>MARINE DRIVE PARKING LOT ENHANCEMENTS:</b> Pave the parking lot located off Marine Drive.	-	Other	\$60,000	MEDIUM-TERM
W12	<b>4<sup>TH</sup> STREET CONNECTION:</b> Connect 4 <sup>th</sup> Street from Spruce Street to Pine Street.	Spruce Street to Pine Street	Roadway	\$100,000	LONG-TERM
W13	<b>4<sup>TH</sup> STREET PAVING:</b> Pave 4 <sup>th</sup> Street from Gregory Street to its terminus.	Gregory Street to Terminus	Roadway	\$180,000	LONG-TERM
W14	<b>RORVIK STREET PAVING:</b> Pave Rorvik Street from 1 <sup>st</sup> Street to 2 <sup>nd</sup> Street.	1 <sup>st</sup> Street to 2 <sup>nd</sup> Street	Roadway	\$80,000	MEDIUM-TERM
W15	<b>AKIN STREET PAVING:</b> Connect and Pave Akin Street from 2 <sup>nd</sup> Street to 3 <sup>rd</sup> Street.	2 <sup>nd</sup> Street to 3 <sup>rd</sup> Street	Roadway	\$60,000	MEDIUM-TERM
W16	<b>WINKLER STREET IMPROVEMENTS:</b> Improve the condition of Winkler Street from 4 <sup>th</sup> Street to Dubois Street.	4 <sup>th</sup> Street to Dubois Street	Roadway	\$210,000	LONG-TERM
W17	<b>ROWE STREET IMPROVEMENTS:</b> Repave Rowe Street to improvement pavement condition.	1 <sup>st</sup> Street to 4 <sup>th</sup> Street	Roadway	\$70,000	MEDIUM-TERM
W18	<b>BAYVIEW PAVING:</b> Pave Bayview between Oregon Avenue and Pennsylvania Avenue.	Oregon Avenue to Pennsylvania Avenue	Roadway	\$70,000	MEDIUM-TERM
W19	<b>RIVER VIEW PAVING:</b> Pave River View from Pennsylvania Avenue to its terminus.	Pennsylvania Avenue to Terminus	Roadway	\$50,000	MEDIUM-TERM
W20	<b>PENNSYLVANIA AVENUE PAVING:</b> Pave Pennsylvania Avenue from 1 <sup>st</sup> Street to Dichter Drive.	1 <sup>st</sup> Street to Dichter Drive	Roadway	\$140,000	LONG-TERM

High Priority Projects  
 1 Costs shown are based on 2023 dollars.





Table 8 | Wheeler TSP Projects

ID	Project Name & Description	Extents	Category	Cost	Timeline
W21	<b>U.S. 101 GATEWAY INTERSECTIONS:</b> Construct intersection improvements, potentially a roundabout, to improve safety and slow vehicles creating a "gateway" to Wheeler at the Hemlock Street and Paradise Cove intersections. An Intersection Control Evaluation will be required to determine the most appropriate intersection control.	U.S. 101 & Hemlock Street	Roadway	\$1,500,000	 LONG-TERM
W22	<b>U.S. 101 PLACEMAKING:</b> Improve safety and comfort of users by enhancing U.S. 101 with traffic calming and adding placemaking enhancements such as painted crosswalks, planter boxes and other features on the local streets to create a sense of place.	Hall Street to Hemlock Street	Bike/Ped Enhancement	\$300,000	 LONG-TERM
W23	<b>SALMONBERRY TRAIL:</b> Construct the portion of the Salmonberry Trail within the City of Wheeler. This shared use path will follow the railroad and create a new connection for people walking and bicycling within the City.	Wheeler City Limits	New Bike/Ped Connection	\$6,000,000	 LONG-TERM
W24	<b>IDENTIFY NEW WATERFRONT CONNECTIONS:</b> Complete a study to identify where new trails can be constructed to connect people from U.S. 101 to the waterfront until the Salmonberry Trail can be constructed.	-	Other	\$40,000	 MEDIUM-TERM
W25	<b>3<sup>RD</sup> STREET BICYCLE &amp; PEDESTRIAN ENHANCEMENTS:</b> Enhance 3 <sup>rd</sup> Street with sharrows and signage to indicate that people biking should use the travel lane.	Gregory Street to Spruce Street	Bike/Ped Enhancement	\$20,000	 NEAR-TERM



High Priority Projects

1 Costs shown are based on 2023 dollars.





# Citywide Sidewalk Improvements

## PROJECT W1

### CATEGORY

*Bicycle and Pedestrian Enhancement*

### COST

\$370,000

### TIMELINE



*Mid-Term*

### PROJECT LOCATION

Citywide

### PROJECT DESCRIPTION

The need to improve access to local business and enhance connections to the waterfront was shared by community members in Wheeler that participated in the TSP process. While U.S. 101, Gregory Street, and Rorvik Street all have sidewalks today, the sidewalks are in poor condition and are not ADA compliant. This project would improve access to local destinations by reconstructing existing sidewalks to provide comfortable, accessible, and connected access to key areas within Wheeler.

### GOALS THIS PROJECT ADVANCES



*Enhance Quality of Life*



*Create Safe Connections*



*Plan for the Future*



*Support Fiscal Responsibility*



*Create More Travel Options*



*Enhance Economic Vibrancy*





# Enhance U.S. 101 Crossings

## PROJECT W2

### CATEGORY

*Bicycle and Pedestrian Enhancement*

### COST

\$340,000

### TIMELINE



*Long-Term*

### PROJECT LOCATION

Gregory Street/Rorvik Street & Rector Street

### PROJECT DESCRIPTION

Many community members shared a desire to be more connected to the waterfront, which is located on the north side of U.S. 101. The existing U.S. 101 crossings at Rector Street and Gregory Street can feel uncomfortable due to the speed of vehicles and lack of elements aimed at improving visibility and safety for people crossing U.S. 101. This project would enhance the existing crossings by providing high-visibility crosswalks and pedestrian scale lighting, improving access to the waterfront.

### GOALS THIS PROJECT ADVANCES



*Enhance Quality of Life*



*Create Safe Connections*



*Support Fiscal Responsibility*



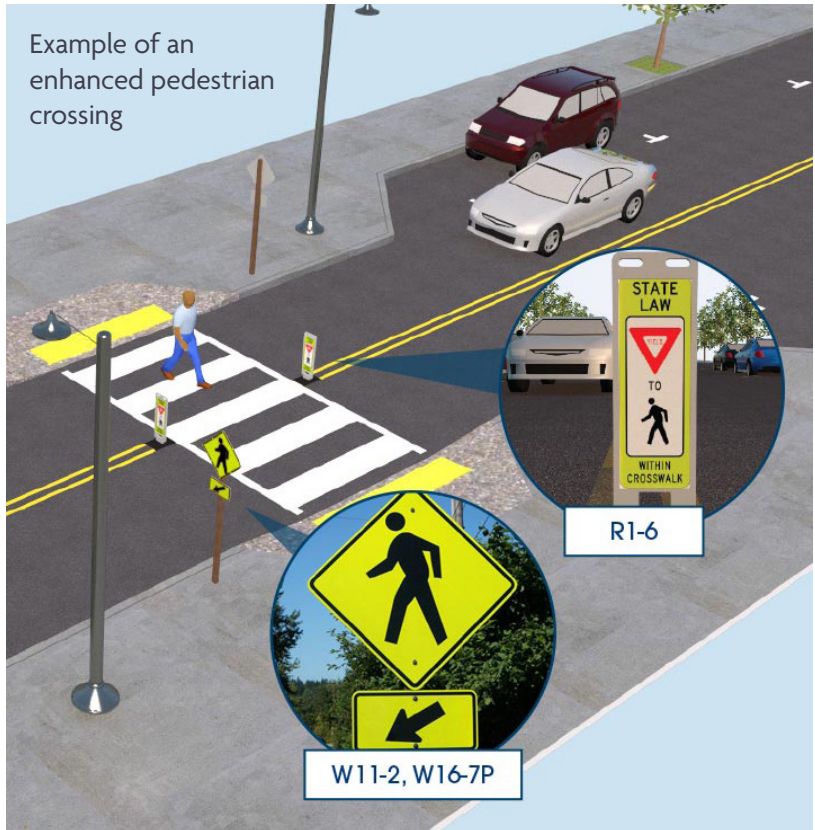
*Plan for the Future*



*Create More Travel Options*



*Enhance Economic Vibrancy*



Example of an enhanced pedestrian crossing

Source: FHWA



# Railroad Crossing

## PROJECT W4

### CATEGORY

*Bicycle and Pedestrian Enhancement*

### COST

*\$110,000*

### TIMELINE



*Mid-Term*

### PROJECT LOCATION

Citywide

### PROJECT DESCRIPTION

Improving access to the waterfront was shared as a priority for community members who provided input for the TSP. Connecting people walking and using transit across the railroad tracks is a key component of achieving this. Today, the existing sidewalk ends at the transit stop located at Rorvik Street forcing people who cross at Rorvik or use transit to cross again before continuing to the waterfront. This project would extend the existing sidewalk creating an ADA compliant connection from U.S. 101 and the transit stop to the businesses and recreational areas north of U.S. 101.

### GOALS THIS PROJECT ADVANCES



*Enhance Quality of Life*



*Create Safe Connections*



*Plan for the Future*



*Support Fiscal Responsibility*



*Create More Travel Options*



*Enhance Economic Vibrancy*





# U.S. 101 Gateway Intersections

## PROJECT W21

### CATEGORY

Roadway

### COST

\$4,000,000

### TIMELINE



Long-Term

### PROJECT LOCATION

Paradise Cove & Hemlock Street Intersections

### PROJECT DESCRIPTION

High speeds as drivers enter Wheeler was a concern shared by almost all community members that participated in the TSP process. The local context changes quickly from rural highway to local main street as drivers enter Wheeler and today there is very little change in context to alert them that they are in Wheeler until they reach downtown. This project would construct intersection improvements, potentially roundabouts, at both intersections that act as a gateway to Wheeler. This project would slow speeds as vehicles enter Wheeler making U.S. 101 safer and more comfortable for everyone who uses it. Coordination with ODOT would be required to implement this project and an Intersection Control Evaluation would be required to determine the most appropriate intersection control.

### GOALS THIS PROJECT ADVANCES



Enhance Quality of Life



Create Safe Connections



Plan for the Future



Support Fiscal Responsibility



Create More Travel Options



Enhance Economic Vibrancy



# U.S. 101 Placemaking

## PROJECT W22

### CATEGORY

*Bicycle and Pedestrian Enhancement*

### COST

\$300,000

### TIMELINE



*Mid-Term*

### PROJECT LOCATION

Hall Street to Hemlock Street

### PROJECT DESCRIPTION

Speeds on U.S. 101 were identified as a concern for people in Wheeler throughout the community engagement process. Community members shared that people traveling on U.S. 101 often don't slow down enough to align with the local main street context of U.S. 101 as it passes through Wheeler. This project would support U.S. 101's context as a main street by enhancing U.S. 101 with appropriate traffic calming and incorporating enhancements on the local streets such as placemaking, painted crosswalks, planter boxes, and other features to create a sense of place. When implemented, this project would define U.S. 101 as Wheeler's main street, helping to slow vehicles and improving peoples sense of safety and comfort when walking and bicycling on U.S. 101.

### GOALS THIS PROJECT ADVANCES



*Enhance Quality of Life*



*Create Safe Connections*



*Plan for the Future*



*Support Fiscal Responsibility*



*Create More Travel Options*



*Enhance Economic Vibrancy*



Source: portwashington-news.com

Example of transportation improvements that slow traffic and create a sense of space.



# Salmonberry Trail

## PROJECT W23

### CATEGORY

*New Bicycle and Pedestrian Connection*

### COST

\$6,000,000

### TIMELINE



*Long-Term*

### PROJECT LOCATION

Railroad alignment through Wheeler

### PROJECT DESCRIPTION

Access to the waterfront was a key desire shared by community members from Wheeler who participated in the process and community members from Nehalem and Manzanita expressed a desire to see the Salmonberry Trail constructed through Wheeler to create a regional connection for walking and bicycling. Within Wheeler, this project would construct the Salmonberry Trail which would include portions of the trail where platforms on piers are likely to be needed and new bridges will be required to cross existing creeks. When constructed, this would create an improved connection to the waterfront for community members who chose to walk and bicycle.

### GOALS THIS PROJECT ADVANCES



*Enhance Quality of Life*



*Create Safe Connections*



*Plan for the Future*



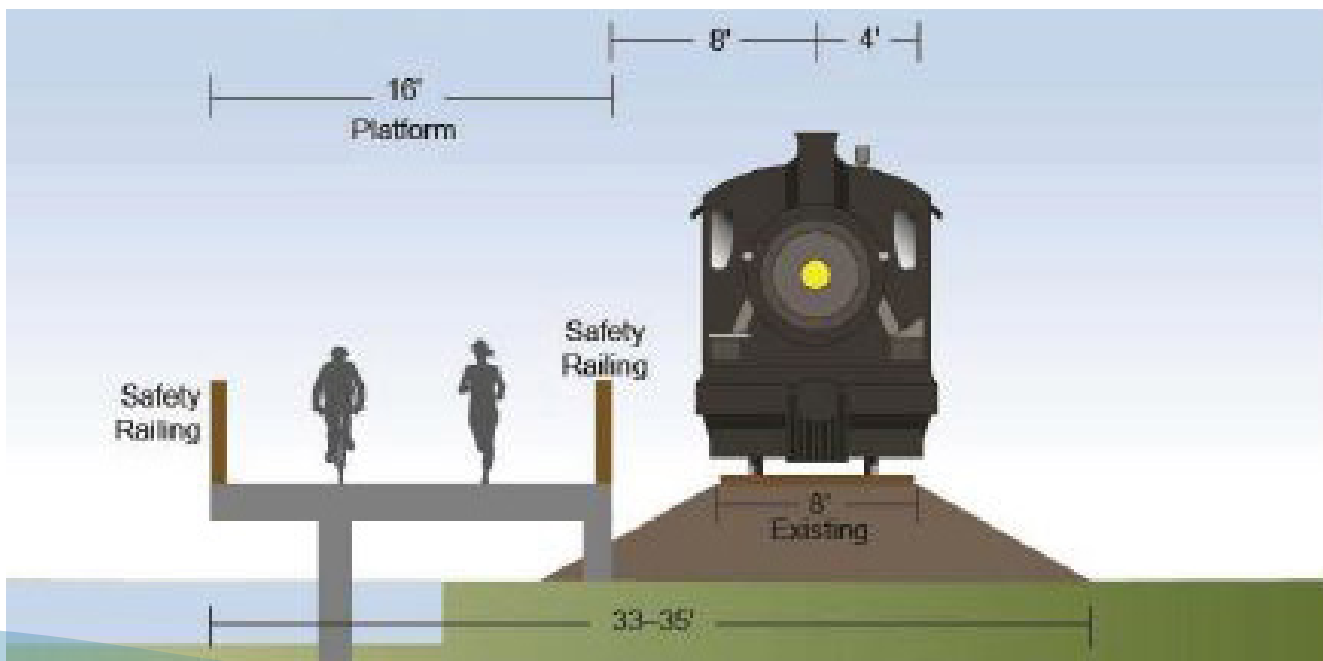
*Support Fiscal Responsibility*



*Create More Travel Options*



*Enhance Economic Vibrancy*



Source: Salmonberry Trail Coast Segment Planning Study Final Plan Report



# Identify New Waterfront Connections

## PROJECT W24

CATEGORY	COST	TIMELINE
Other	\$40,000	 <span>Near-Term</span>

### PROJECT LOCATION

-

### PROJECT DESCRIPTION

Continuing efforts to identify recreational trails that connect community members to the waterfront was identified as a high priority by participants in Wheeler. As much of the property between U.S. 101 and the waterfront that could provide connections to the Waterfront Park and business along the waterfront is privately owned, this project includes a feasibility study to determine where low-cost trails could be constructed ahead of the Salmonberry Trail to create connections to the waterfront in the near to medium-term given the complexity of constructing the Salmonberry Trail.

### GOALS THIS PROJECT ADVANCES



Enhance  
Quality of  
Life



Create Safe  
Connections



Plan for the  
Future



Support Fiscal  
Responsibility



Create  
More Travel  
Options



Enhance  
Economic  
Vibrancy





# CHAPTER 5: FUNDING & IMPLEMENTATION

This chapter presents the forecast for available funding over the 20-year planning horizon for this document along with an overview of how projects identified in the TSP can be implemented over the next 20 years.

## Financial Forecast

Based on historical data, resources for Wheeler’s Street Fund have come from business licenses, 50 percent of franchise fees, grants, and the state motor vehicle tax. **Table 99** presents the annual revenues, expenditures

and the 20-year forecast for transportation related funds based on actual revenues and expenditures from FY 2019/2020 and FY 2020/2021.

Table 9 | Wheeler 20-Year Financial Plan

Line Items	Actuals		Average	20-Year Forecast
	FY 19/20	FY 20/21		
Revenues				
City Business Licenses	\$1,459	\$1,442	\$1,451	\$29,010
Franchise Fees	\$15,422	\$15,902	\$15,662	\$313,240
Grants	\$13,888	\$94,406	\$54,147	\$1,082,940
Motor Vehicle Tax	\$28,331	\$28,778	\$28,555	\$571,090
Earned Interest	\$1,421	\$440	\$931	\$18,610
Miscellaneous Income	\$55	\$50	\$53	\$1,050
<b>Total</b>	<b>\$60,576</b>	<b>\$141,018</b>	<b>\$100,797</b>	<b>\$2,015,940</b>
Expenditures				
Personnel Services	\$24,538	\$21,471	\$23,005	\$460,090
Materials & Services	\$14,811	\$18,211	\$16,511	\$330,220
Transfers to Other Funds	\$5,000	\$5,000	\$5,000	\$100,000
<b>Total</b>	<b>\$44,349</b>	<b>\$44,682</b>	<b>\$44,516</b>	<b>\$890,310</b>
<b>Potentially Available Funds (Revenues-Expenditures)</b>			<b>\$56,282</b>	<b>\$1,125,630</b>





As shown in **Table 8** Wheeler is forecast to have approximately \$56,000 available annually and \$1.1M available of the next 20 years for transportation related projects, including maintenance and repairs. The 20-year forecast, shown in the table above, assumes that revenues and expenditures will not

substantially change over the next 20 years. For purposes of this forecast, available cash on hand was not considered under revenues, and one-time costs (capital outlay) were not included under expenditures.

## Other Funding Options

### System Development Charges

System Development Charges (SDCs) are charges that may be applied to new development within the City. Once in place, these charges may be used to increase the system capacity to accommodate new users. In Oregon, cities may charge SDCs for services including water, transportation, sewer, stormwater, and parks and recreation. If adopted, revenue from SDCs could be used to complete TSP projects that build new transportation facilities, including off-street connections for people walking and biking. Wheeler currently has SDCs for water, storm water, and parks but not for transportation. To increase revenue available for transportation projects, Wheeler should consider updating its SDCs to include funding for transportation facilities.

### Urban Renewal Areas

Urban Renewal Areas (URAs) or Tax Increment Financing (TIF) have been used by communities across the state to fund transportation improvements. Creating a URA is a way to improve poorly developed or under-developed areas using a portion of the revenue generated by property taxes from properties in the URA.

### Transportation Utility Fees

Transportation Utility Fees (TUFs) are monthly fees that are collected from residences and business as part of their water/sewer bills. These fees are applied based on the number of trips the land use is likely to generate. Most cities use these funds to supplement funds for road and sidewalk maintenance, but these funds can be used for one time capital improvements. Based on data gathered in 2011, 19 cities in Oregon have adopted this revenue source, the nearest to Wheeler being Bay City. These are typically assessed as a flat fee for residential uses and either size of commercial space or in some cases, the number of trucks. In cities where TUFs are in place, this revenue contributes to between 15 and 20 percent of the revenue in the city's street fund.

### Statewide Transportation Improvement Program (STIP)

One funding option for projects of regional significance is the STIP. The STIP is ODOT's capital improvement plan for state and federally funded projects. The STIP is developed by the Oregon Transportation Commission and ODOT in coordination with a wide range of stakeholders and the public. The STIP includes the following investment areas:



- Fix-it programs
- Enhance highway programs
- Safety programs
- Non-Highway programs
- Local government programs
- Other functions

Funding allocated by the STIP is typically directed to regionally important projects that will enhance safety and improve operations at the regional level. Projects that may be eligible for funding through the STIP include the U.S. 101 placemaking project and the intersection improvements at U.S. 101 and Hemlock Street.

## Sidewalk Improvement Program (SWIP)

This program distributes State Pedestrian and Bicycle funds to construct projects that improve facilities for walking and biking. For the 2021-2024 State Transportation Improvement Program (STIP) a total of \$22.2M was budgeted for allocation by the ODOT regions. Projects eligible for funding under this program are projects that are:

- Located on or along a state highway
- Located within the public road right-of-way
- Standalone projects or additions on to another project
- Improving conditions for people walking and biking through a safety or access improvement
- A bikeway, walkway, or crossing safety improvement
- Are not a pedestrian or bicycle improvement triggered by a larger project
- Not serving motor vehicles
- In the right-of-way, utility relocations, preliminary engineering, construction, inspection, or project close out phases
- Identified as a need in a plan or in the region's Active Transportation Needs Inventory and support implementation of Oregon Bicycle and Pedestrian Plan policies and priorities

Funds for this program are allocated on a rolling application basis as available. Wheeler should coordinate with the Region 2 Pedestrian and Bicycle Program manager to identify opportunities to apply for funding through this program.

As projects that would be eligible for this must be located on U.S. 101, sidewalk improvements are likely to be the most competitive TSP projects for this grant.

## Grants

In recent years, Wheeler has received grant funding through ODOT to complete transportation improvements. It is expected that these will continue to be the primary way for Wheeler to fund projects identified through the TSP process. Grants that may be available for transportation projects in Wheeler are described in more detail below, along with a brief description of the types of projects that may be eligible.

### Great Streets

This program will leverage funding from the Infrastructure Investment and Jobs Act (IIJA) to improve state highways that run through communities. Funding under this program will be allocated towards state highways that are focused on moving traffic and that do not adequately address pedestrian and bicycle safety needs or support community and economic vitality. While specific criteria for this funding source have not yet been developed, it is expected that the projects identified in this study would be eligible



for funding through this program. Wheeler should continue to track funding opportunities as criteria and the application process are further defined.

As projects that would be eligible for this must be located on U.S. 101, place making projects and sidewalk improvements are likely to be the most competitive TSP projects for this funding source.

## Oregon Community Paths

The Oregon Community Paths program is geared towards helping communities create and maintain connections through shared use paths. Eligible projects to receiving funding under this grant include:

- Continuous paths made up of one or more connected segments that are primarily physically separated from the roadway
- Paths that connect two or more communities, with each community no more than 15 miles apart, or traverses a single large community with a path that is 10 miles or longer
- Paths that will serve as a connection point for people commuting between communities, or is a part of an officially designated walking and bicycling route
- Paths that are endorsed by elected bodies along path alignment

Applications for this grant are on a two-year cycle with pre-applications due in the fall and applications accepted November through January. The proposed Salmonberry Trail project is likely to be competitive for this grant.

## Recreational Trails Program

This federally funded program, which is administered by the Oregon Parks and Recreation Department, provides funds for local agencies to develop, improve, or expand motorized and non-motorized trails and

their facilities. Eligible projects for these funds include:

- Construction of new trails
- Major rehabilitation of existing trails
- Development or improvement of trailhead or other support facilities
- Acquisition of land or easements for the purpose of trail development
- Safety and education projects

The proposed off-street bicycle and pedestrian connections including the Salmonberry Trail and the Vosburg Creek pathway are the projects most likely to be eligible for this funding.

There are many different funding sources available for recreational trails. A full list of recourses is available on ODOT's [Local Government Funding Overview](#).

## Small City Allotment

The Small City Allotment program is an annual allocation of state funds to local transportation projects. Under this program, ODOT sets aside \$5M for incorporated cities with a population of 5,000 or less. Funding received through this program may only be used on streets that are inadequate for the capacity they serve or are in a condition that creates a safety hazard for users. Funding under this program is limited to \$250,000 per project and is awarded through a competitive process, with applications typically due in July.

As Wheeler has a population below 5,000 and would be eligible for funding through this program. Funds received from this program could be used on TSP projects that would repair and enhance existing roadways within the city.



# Implementation

This TSP sets the vision for Wheeler’s transportation system, creates a plan for enhancing the transportation system to better accommodate all modes of travel, and identifies 25 projects, that when implemented, would achieve the goals documented in the TSP. To implement the projects identified in this TSP, Wheeler should explore the funding options above, including applying for grants to secure project funding.

What this TSP does not do is identify funding for the projects included in the project list. While this TSP identifies high-priority projects and timelines for implementation, projects may be implemented in any order when funding is available.

To achieve the vision in this TSP, community members, elected officials, and City staff should use this document as a starting point to advocate for improvements to the transportation in Wheeler.

