



Milford City Hall Council Chambers 201 South Walnut Street Milford DE 19963

## CITY COUNCIL AGENDA Wednesday, August 23, 2023

Per the Limited Public Health Emergency Declaration issued by Governor John Carney on March 1, 2022, and the virtual meeting provisions provided in Senate Bill 94, Milford City Council Meetings and Workshops will be held in the Council Chambers at City Hall. Attendees are welcome to participate virtually as well. Public Comments are encouraged on the agenda items designated with a ©. Virtual attendees may alert the City Clerk that they wish to speak by submitting their name, address, and agenda item via the Zoom Q&A function or by using the Raise Your Hand function during the meeting. Those attending in person may comment when the floor is opened for that purpose.

All written public comments received prior to the meeting will be read into the record.

*This meeting is available for viewing by the public by accessing the following link:*

<https://zoom.us/j/95859380584>

*or*

<http://www.cityofmilford.com/553/Watch-Public-Meetings>

*Members of the public may also dial in by phone using the following number:*

*Call 301 715 8592 Webinar ID: 958 5938 0584*

### 6:00 PM

#### 15-Minute Public Comment Period

Virtual attendees must register prior to start time of meeting by calling 302-422-1111 Extension 1300 or 1303, or by sending an email to [cityclerk@milford-de.gov](mailto:cityclerk@milford-de.gov) and providing your name, address, phone number, and the specific agenda item you wish to comment on. Persons in attendance must sign up prior to the start of the meeting.

## WORKSHOP

### Springboard Collaborative/Pallet Village South Walnut Street Traffic Calming Study Presentation <sup>1</sup>

**ALL SUPPORTING DOCUMENTS MUST BE SUBMITTED TO THE CITY CLERK IN ELECTRONIC FORMAT NO LATER THAN ONE WEEK PRIOR TO MEETING. NO PAPER DOCUMENTS WILL BE ACCEPTED, DISTRIBUTED, OR PRESENTED AT MEETING ONCE PACKET HAS BEEN POSTED ON THE CITY OF MILFORD WEBSITE. ANY MATERIALS UTILIZED DURING THE MEETING SHALL BE FROM THE COUNCIL PACKET AND REFERENCED BY PRESENTER USING AUDIO AND VISUAL MEANS TO ENSURE VIRTUAL PARTICIPATION BY ALL IN ATTENDANCE.**

\*Time Limit is three minutes per speaker, not to exceed a total of fifteen minutes for all speakers prior to start of meeting/workshop.

© After official meeting begins, public comment accepted on designated items only; Up to three minutes per person will be accepted.

080423 081823

'082123 Agenda Item Name & Day Corrected

082223 Agenda Item Removed/Request of City Manager

**Jeff Ronald**  
Co-Founder, Board Chairman

**Dr. Cydney Teal**  
Board Secretary

**Ronald Barron**  
Board Treasurer

**Tish Anshen**  
Board Member

**Kim Brockenbrough**  
Board Member

**Steve Dignan**  
Board Member

**Mayor Bill West**  
Board Member

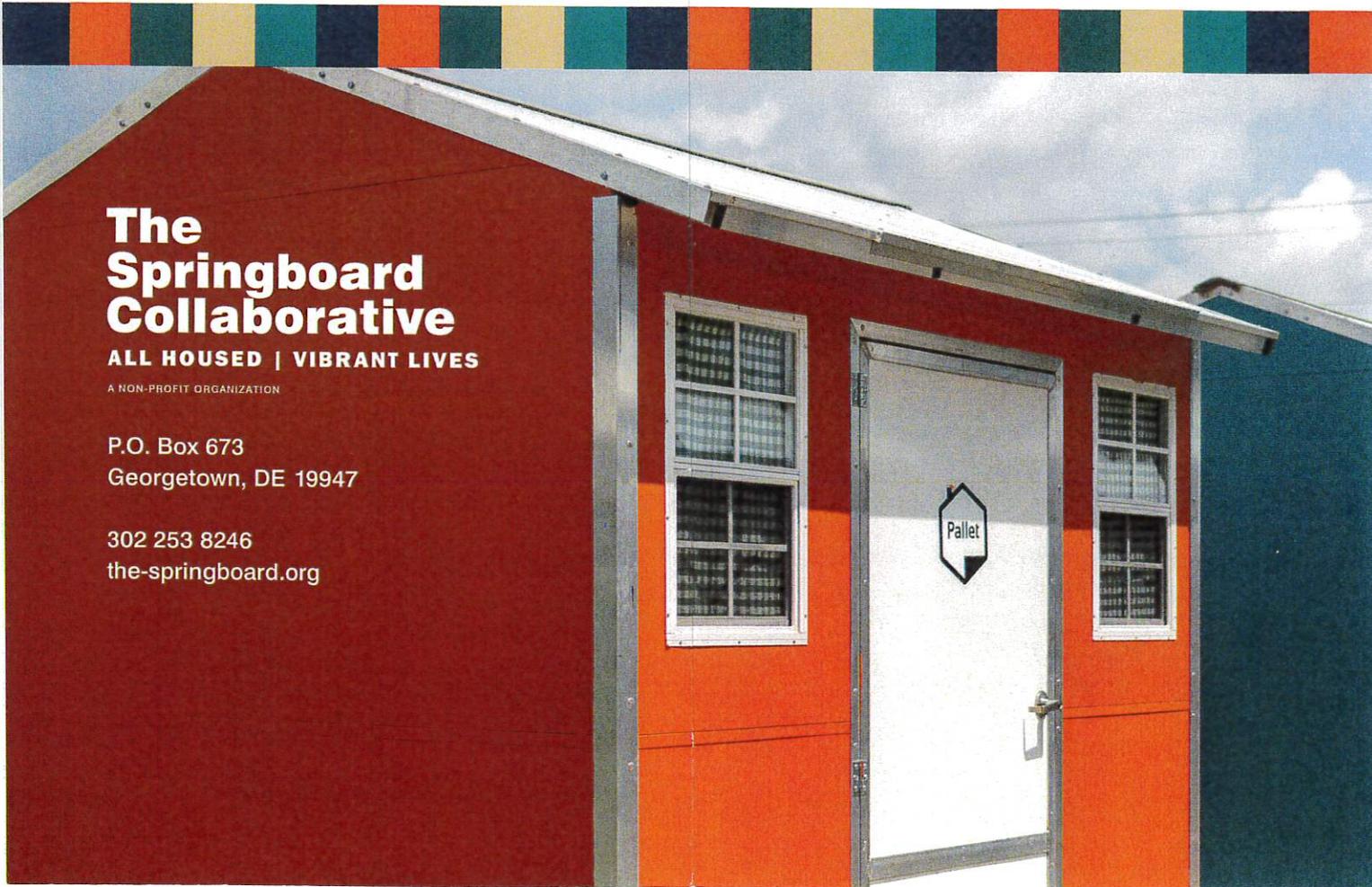
**Judson Malone**  
Executive Director

## **SPRINGBOARD Pallet Village**

A model non-profit program to help  
homeless people become self-sufficient.

# **The Springboard Collaborative**

**ALL HOUSED | VIBRANT LIVES**



## **The Springboard Collaborative**

**ALL HOUSED | VIBRANT LIVES**

A NON-PROFIT ORGANIZATION

P.O. Box 673  
Georgetown, DE 19947

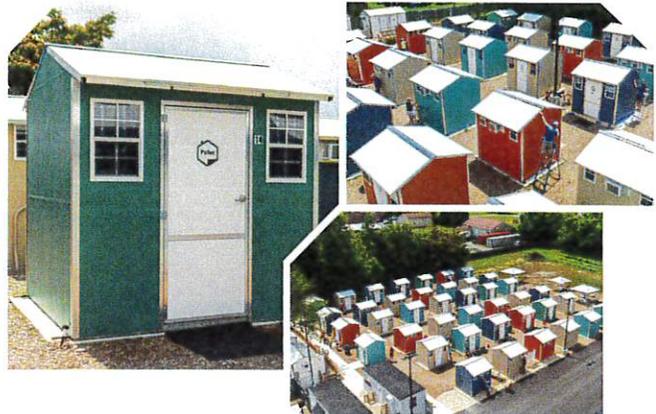
302 253 8246  
[the-springboard.org](http://the-springboard.org)

More than 100 communities nationwide are finding success with the Pallet Shelter Village model.

### How Does it Work?

The village provides each participant with a comfortable, safe, and sanitary small dwelling with food, health care, and personal counseling services.

After a recovery period, case workers help each person create a “life plan” with accompanying counseling, medical support, education, training, and housing assistance. On average, 60% of Pallet Village residents achieve self-sufficiency within six months’ time.



### Who is Paying for our Village?

The one-time capital costs to create the Village have been paid for by a grant from Georgetown Town Council for the shelters, private and foundation donations.

The funding for Village operations (staff, food, utilities, etc.) must be raised from public agencies, private donations from foundations, businesses, service clubs, and individuals.

Our 3-year objective is for the success of the Village approach to encourage its replication in other Delaware communities, plus obtain support for operations from city, county, state and Federal funding sources.

Medical care, counseling, education, training and housing assistance are provided by various state and county agencies and other non-profit organizations whose service delivery is done in a village environment.

The Springboard Pallet Shelter program is the first program of intervention to resolve the fundamental problems leading to homelessness.

### How Can I Help?

Please consider a generous gift to help support capital and annual operating costs for the Village. Serving an estimated 100 people per year costs approximately \$1,200,000 in operating expenses, or just \$2,000 per person/month or \$66.66 per person/day to return our participants to self-sufficiency.

All donations are tax-deductible. You can make a general gift or choose to sponsor any of the specified Village needs. Thank you for your kind consideration.

PLEASE MAIL YOUR GIFT TO:

Springboard Collaborative  
P.O. Box 673 | Georgetown, DE 19947

Online donations can be made at:  
**[the-springboard.org](http://the-springboard.org)** - or scan below!

For in-kind donations and to inquire about available sponsorships, please contact Springboard at 302-253-8246.

For more information about supporting the Village, please call 302-644-0107.

*Scan Here  
to Make a  
Donation!*





# The Springboard Collaborative

**ALL HOUSED | VIBRANT LIVES**

*Vision!*  
2029!

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# Springboard Villages



## A stepping stone out of homelessness

**Our goal is to build villages to stabilize those experiencing unsheltered homelessness throughout the State.**

**These cabin dwellings provide a safe, comfortable stepping stone on the path to permanent housing.**

The **Georgetown Village** consists of 40 individual sleeping cabins manufactured by Pallet, a social purpose company in Everett, WA.

It is located on the property of **First State Community Action Agency** at their Georgetown headquarters.

# Springboard Villages

## Features

Springboard Village dwellings are dignified cabins with privacy, security, and a lockable door.

In the village, the personal autonomy of participants is uplifted and respected. Participants have access to care navigation, connecting them with community programs and services.

### Cabins

- + Heat, A/C
- + 1-2 beds and storage in each unit
- + Partners may room together
- + Pets are welcome
- + Secure storage provided
- + An address to conduct personal and professional business
- + A dwelling fostering well-being



### Village

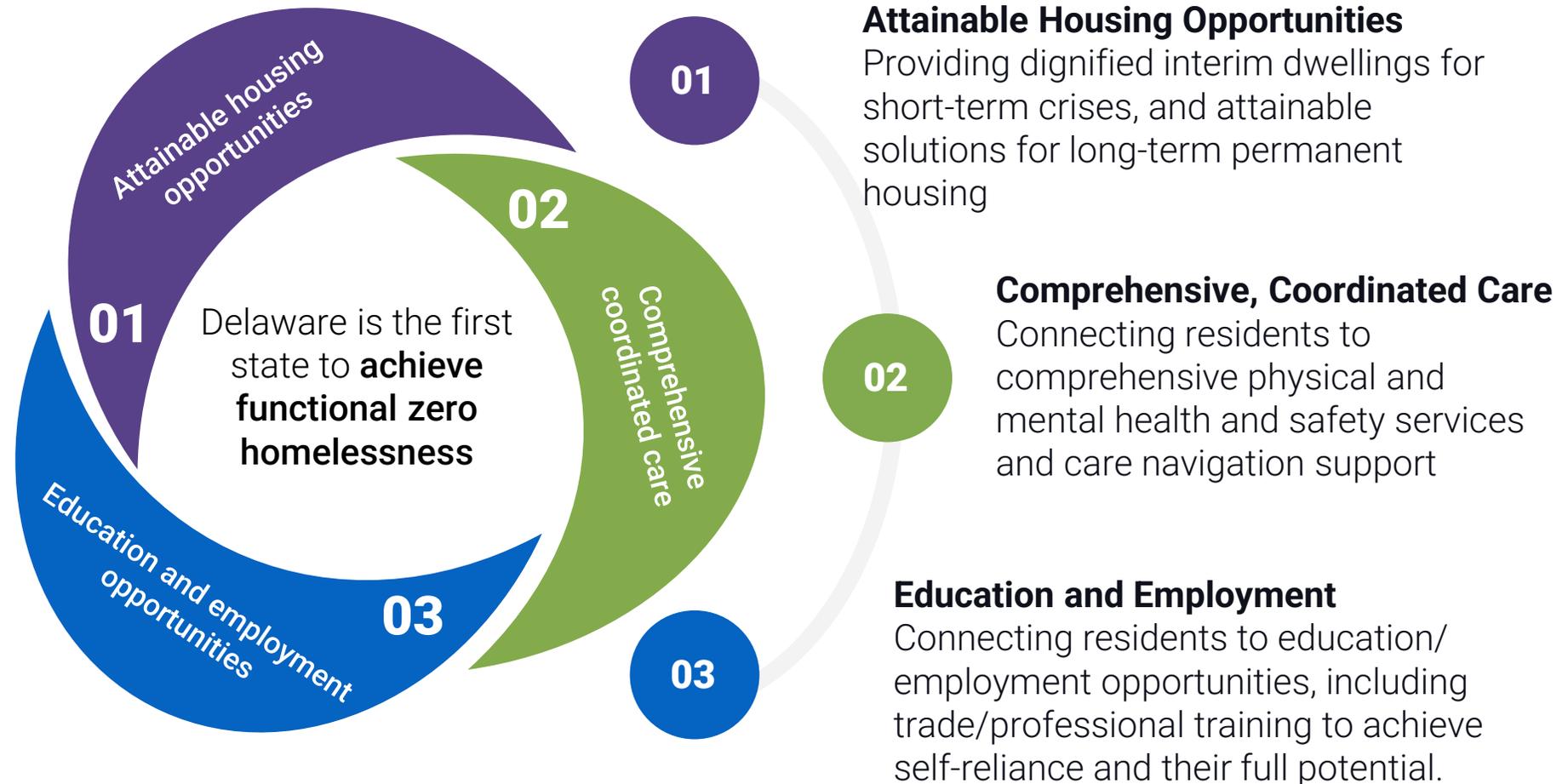
- + Separate facility for showers & restrooms
- + Central facility for food service, offices
- + Fenced and monitored by on-site staff 24 hrs per day
- + Connection to coordinated care and services



# An all housed solution

## Our three-pronged systems approach

The Springboard Collaborative serves as the **Navigator** to coordinated care and wrap around services from different provider partners.



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# Comprehensive Coordinated Care Partners

- **FSCAA** - wrap-around case management.
- **La Red Health Center** - medical, dental, and mental health counseling,
- **Marigold** - online anonymous peer support
- **NET Centers** - Medicaid, Food Stamps, and state phones.
- **Brandywine Valley SPCA** - Veterinary care
- **Bone and Yarn** – Pet food
- **Del-One Credit Union** - savings accounts, credit counseling services

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# Comprehensive Coordinated Care Important Collaborations

- The DSAMH Bridge Clinic
- PROMISE and the ACT Teams
- Brandywine Counseling and Community Services
- Highmark Health
- BeeBe Health Care
- Georgetown Police Clinicians
- Joyfully Connected Foundation

# *A Hand Up, Not A Handout*

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## **SUCCESSFUL EXITS**

Of the 33 people who have exited from the Pallet Village in the first six months:

- 11 (33%) have found permanent housing.
- Another 4 (13%) have entered substance abuse treatment.

# *Empower all to lead successful lives!*

## **PERSONAL IMPACTS OF A PALLET VILLAGE STAY**

Of all 73 people who have stayed in the Pallet Village in the first six months:

- **58 (79%)** have not returned to unsheltered homelessness.
- **36 (52%)** received Substance Use or Mental Health Services.
- **30 (41%)** have found or maintained jobs.
- **22 (30%)** opened Del-One bank accounts.
- **17 (23%)** have been connected to new medical providers.
- **6 (8%)** attended GED classes or training programs.
- **5 (7%)** were entrusted to the care of their Assertive Community

Treatment Teams due to significant care needs beyond what the shelter could provide.

- **1 (1%)** died of non-substance abuse-related causes.

# *Homelessness is solvable*

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## **POSTIVE IMPACTS**

During the first six months of the Pallet Village's operation:

- **45** pieces of identification were obtained for participants.
- **14** health situations necessitating ER visits occurred.
- **9** calls to 911 were made that necessitated an EMS response.
- **2** overdoses were successfully reversed
- **0** overdose fatalities occurred.

# By the numbers

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Of the 73 people who stayed at the Pallet Village:

- **73 (100%)** previously lived in encampments in Georgetown.

- **Gender breakdown:**

Female **60%**  
Male **38%**  
Non-Binary **2%**

- **Age range:**

19 to 25 **9%**  
25 to 59 **71%**  
60+ **20%**

- **Race/Ethnicity breakdown:**

White/Caucasian (non-Hisp.) **44%**  
Black/African American (non-Hisp.) **43%**  
Hispanic (any race) **10%**  
Other **3%**



A scalable & efficient solution to solving the street homelessness crisis

# SPRINGBOARD VILLAGE 2.0





*Porch decks in front of each house*



*Community spaces*



# A Place to Call Home

- Designed and built for dignified living
- Heavy duty steel walls and roof
- Vaulted 8.5' pent roof ceilings
- Home Grade Insulation - R17 walls/R21 Roof
- Double pane aluminum windows
- Meets CBC structural requirements
- Meets Title 24 Energy requirements
- Fire rated FM Class 1: Highest fire rating for building materials and self-extinguishing
- ADA Ready
- 20+ year life span
- Durable, hygienic and dignified spacious homes (optional private bathrooms)



# Our Cubez

## Sizes to meet every need

- Cube64 | One Room
- Cube85 | One Room
- Cube144 | One Room, Two Room, Ensuite (private bathroom)
- Cube170 | One Room, Two Room, Ensuite (private bathroom)
- Cube288 | One Room, Two Room
- HCD Bathrooms & Laundry
- ADA Ready Options





# Easy Delivery

- Built on Site System kits shipped to the job site



# Easy Installation

- 3 people | 2 days | basic skills required
- The BOSS panelized system rapidly locks together for a livable community in weeks





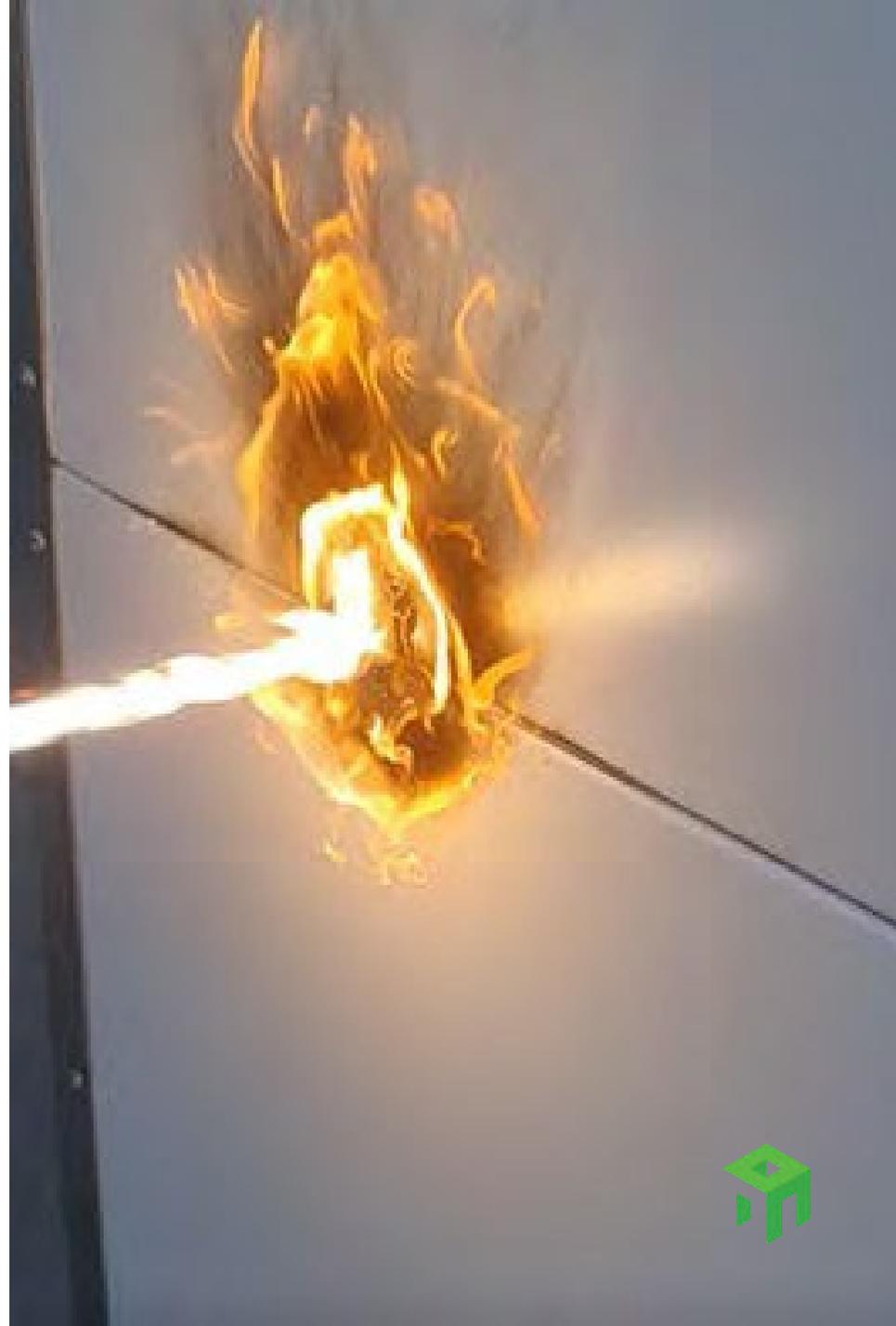
## Easy to Relocate + Reuse

- Conveniently relocatable
- When its time to move to the next site, pick up with a forklift
- No cranes required
- On average preserving 75% of initial community build investment



# Fire Safety

- FM Class 1 Fire Rating
- Highest fire rating for building materials
- Self extinguishing
- Communities with high density



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Study Area

S. Walnut Street between McCoy Street and S. Maple Avenue



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

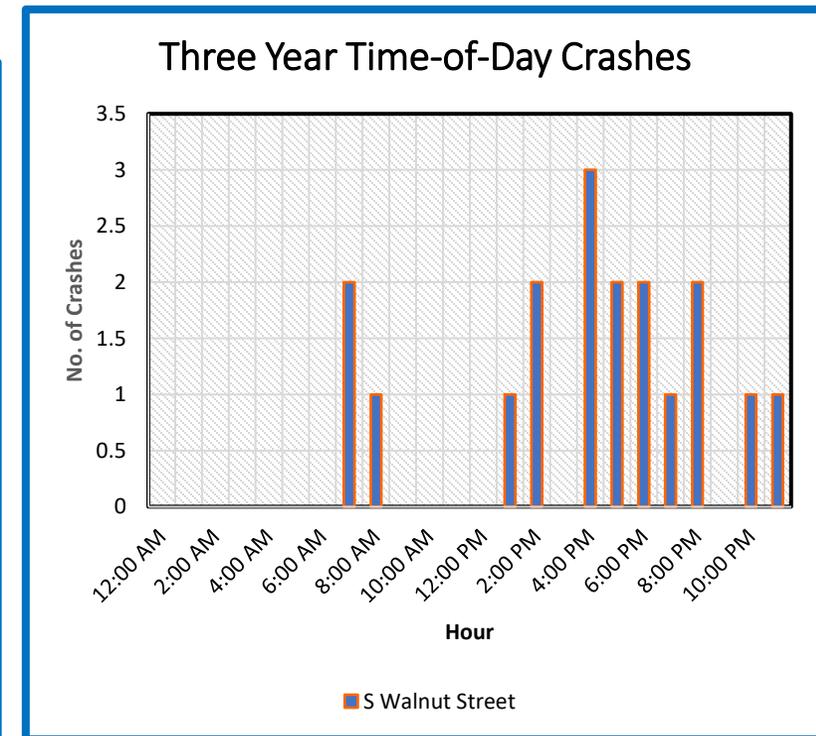
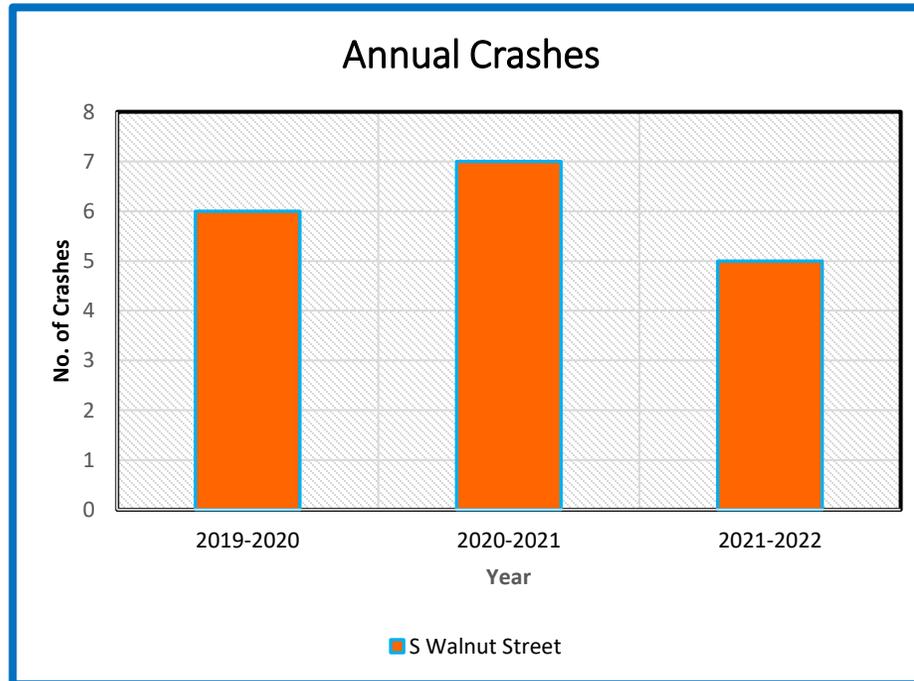
## Project Goals

- Improve bicycle and pedestrian connectivity along S. Walnut St
  - New shared use path
  - Complete gaps in existing sidewalks
- Provide traffic calming measures and reduce traffic speeds
- Improve pedestrian crossing at Seabury Ave and W. Clarke Ave
- Improve S. Walnut St intersection with railroad

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Existing Crash Data

- Crash data analyzed from September 27, 2019, to September 27, 2021
- 18 crashes occurred
- No fatal crashes



# S. Walnut Street Traffic Calming & Bike/Pedestrian Improvement Project

## Traffic Calming Study

- Current posted speed: 25 mph
- Analyzed speed data from September 11, 2022 through September 19, 2022
  - Average speed: 27 mph
  - 85<sup>th</sup> percentile speed: 31 mph
- 62.6% of all recorded vehicles were traveling at speeds greater than the posted speed limit
- Half of all crashes occurred at two main intersections:
  - S. Walnut Street and McCoy Street
  - S. Walnut Street and Seabury Avenue/Clarke Avenue

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Existing Crash Data



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## First Community Workshop

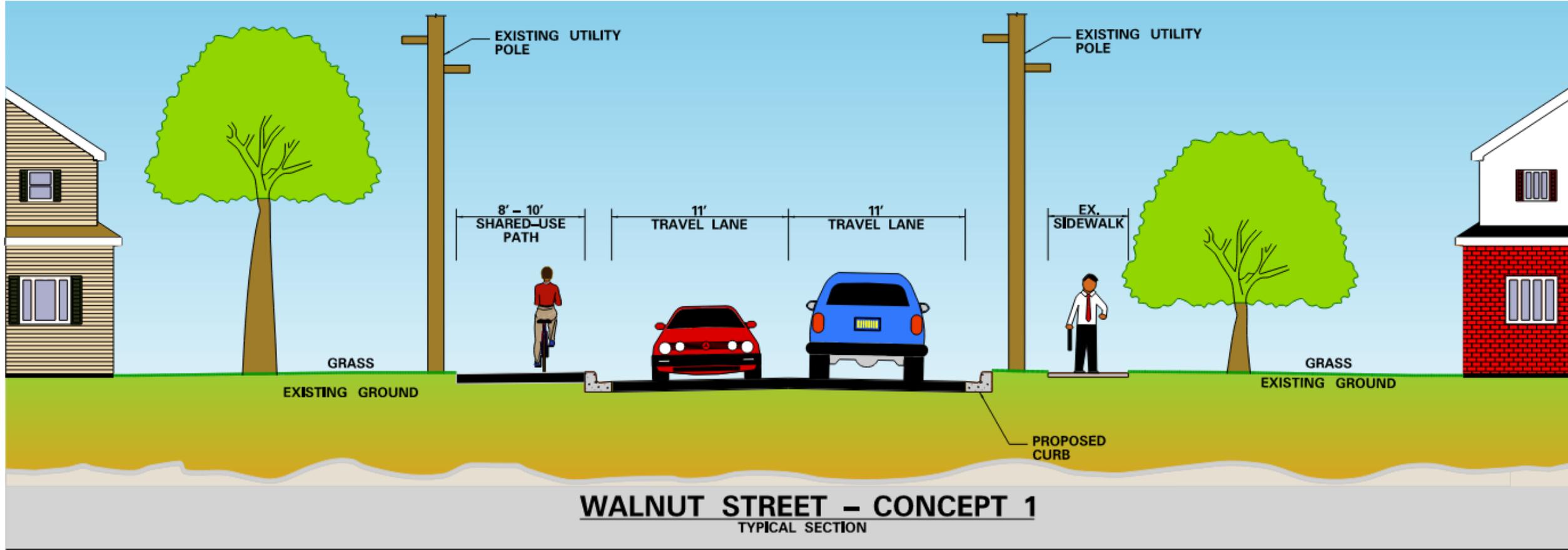
December 15, 2022

- Milford City Hall
- Advertised through City of Milford and Dover/Kent MPO
- 26 attendees
- Two concept plans that will alleviate speeding were presented
- Feedback was gathered through conversation, questionnaires, and comment forms
- Boards presented were posted on the City of Milford's website
- Overwhelming request from community was stop signs



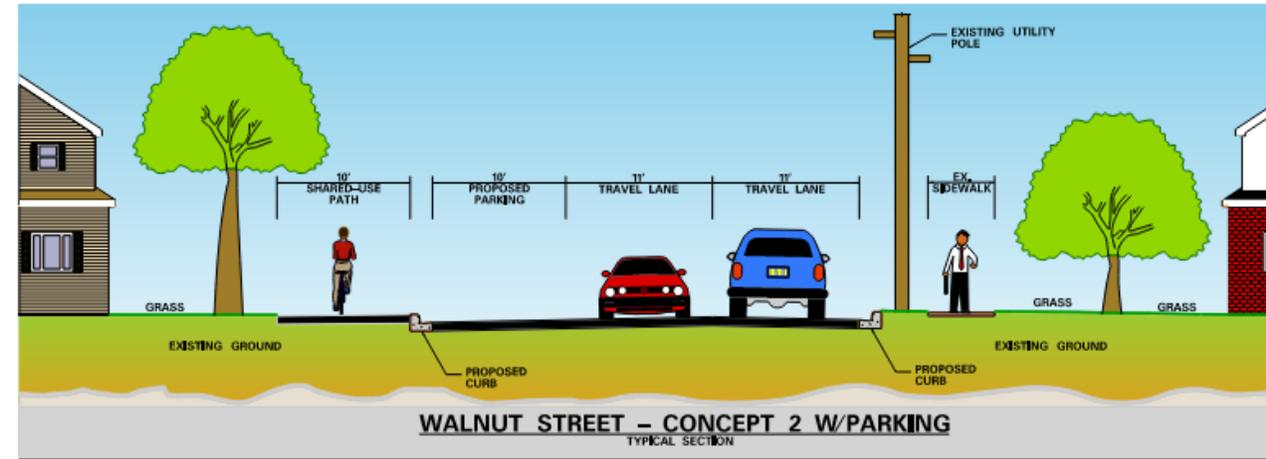
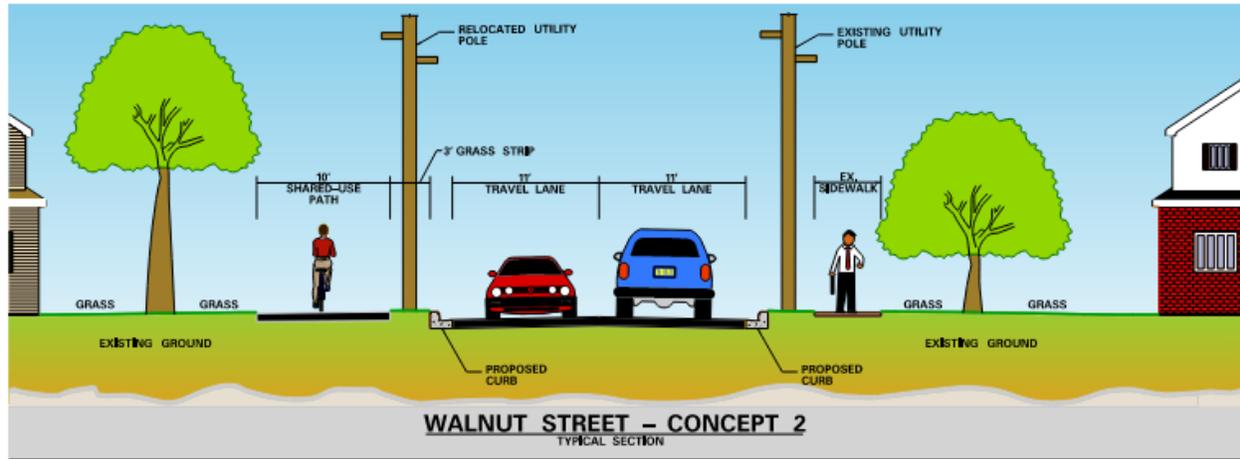
# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## First Community Workshop



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## First Community Workshop



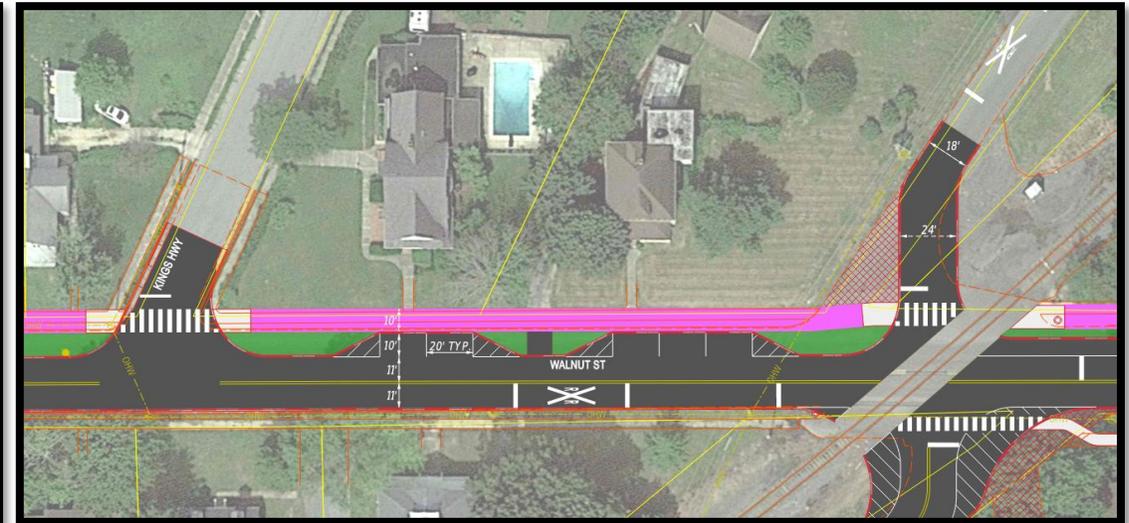
# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## First Community Workshop

Option 1



Option 2



# S. Walnut Street Traffic Calming & Bike/Pedestrian Improvement Project

## Comparison of Option 1 and Option 2

Bicycle Infrastructure Improvements	Adds a shared use path on southbound side of S. Walnut Street	Adds a shared use path on southbound side of S. Walnut Street
Pedestrian Infrastructure Improvements	In addition to a shared use path on southbound side of S. Walnut Street; this project completes missing sidewalk gaps on the northbound side of S. Walnut Street	In addition to a shared use path on southbound side of S. Walnut Street; this project completes missing sidewalk gaps on the northbound side of S. Walnut Street
Right of Way Impacts	Minimal to none	May require temporary construction easements and permanent easements
Parking Impacts	Removes all existing parking along S. Walnut Street	Reduces overall number of parking spaces along S. Walnut Street
Utility Impacts	No	Yes
Added Green Space	Areas where existing sidewalk is replaced with the shared use path will have some additional green space	A 3' grass buffer has been added through the project limits
Grass Buffer	No	Yes
Traffic Calming Measures	Yes: Realigned / Reconfigured Intersections, Lateral Shift of S. Walnut Street, Lane Width Reduction, and Striping / Lane Markings	Yes: Realigned / Reconfigured Intersections, Lateral Shift of S. Walnut Street, Lane Width Reduction, and Striping / Lane Markings

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Stop Sign Warrant Analysis

✓ Engineering analysis performed for a multiway Stop Sign installation

✓ Considered the following criteria

1. Crash Analysis
  - a) Were there 5 or more crashes in a 12-month period that are susceptible to correction by a multiway stop installation (right and left turn collisions as well as right angle collisions)?
2. Volume Analysis:
  - a) Major Street approach: at least 300 vehicles per hour, total for both approaches, for any 8 hours of an average day
  - b) Minor Street approach: Combined vehicular, pedestrian, and bicycle volumes, total for both approaches, averages at least 200 units per hour for the same 8 hours with an average delay to minor-street vehicular traffic of at least 30 seconds per vehicle during the highest hour
3. Other Criteria
  - a) Is there a need to control left-turn conflicts?
  - b) Is this intersection near an area that generates high pedestrian volumes (i.e., church, school, etc.)?
  - c) Is this intersection a location where a road user, after stopping, cannot see conflicting traffic and is not able to reasonably safely negotiate the intersection unless conflicting cross traffic is also required to stop?
  - d) Is this intersection of two residential neighborhood collector (through) streets of similar design and operating characteristics where multiway stop control would improve traffic operational characteristics of the intersection?

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Stop Sign Warrant Analysis- Crash Analysis

- Minimum number of 5 crashes in a 12-month period that are susceptible to correction by a multiway stop installation
  - Right and left turn collisions
  - Right angle collisions

S. Walnut Street and McCoy Road	S. Walnut Street and W. Clarke Avenue	S. Walnut Street and Kings Highway
0	1	1
Stop Sign Not Warranted	Stop Sign Not Warranted	Stop Sign Not Warranted

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Stop Sign Warrant Analysis- Volume Analysis

- Major and minor road approaches

Major Street: S Walnut Street  
 Minor Street: McCoy Street

Orientation:   
 Orientation:

ENTER TRAFFIC VOLUMES IN THE TABLE BELOW

Time	S Walnut Street			McCoy Street				
	North	South	Total	East	West	Pedestrians	Bicycles	Total
6 - 7 AM	82	181	263	0	109	0	0	109
7 - 8 AM	82	181	263	0	109	0	0	109
8 - 9 AM	41	112	153	0	80	0	0	80
9 - 10 AM	50	143	193	0	104	0	0	104
10 - 11 AM	50	143	193	0	104	0	0	104
11 AM - 12 PM	59	174	233	0	128	0	0	128
12 - 1 PM	64	162	226	0	114	0	0	114
1 - 2 PM	56	185	241	0	98	0	0	98
2 - 3 PM	66	216	282	0	116	0	0	116
3 - 4 PM	76	246	322	0	133	0	0	133
4 - 5 PM	66	250	316	0	165	0	0	165
5 - 6 PM	14	187	201	0	133	0	0	133

**Condition C.1 and C.2**  
 A minimum of  vehicles per hour required on the major street and  
 A minimum of  units per hour required on the minor street  
 A total of  hours meet conditions C.1 and C.2

**NOT WARRANTED**

Major Street: S Walnut Street  
 Minor Street: Clarke Avenue

Orientation:   
 Orientation:

ENTER TRAFFIC VOLUMES IN THE TABLE BELOW

Time	S Walnut Street			Clarke Avenue				
	North	South	Total	East	West	Pedestrians	Bicycles	Total
6 - 7 AM	173	120	293	35	25	0	0	60
7 - 8 AM	173	120	293	35	25	0	0	60
8 - 9 AM	157	135	292	28	14	0	0	42
9 - 10 AM	146	142	288	28	17	0	0	45
10 - 11 AM	146	142	288	28	17	0	0	45
11 AM - 12 PM	134	149	283	28	20	0	0	48
12 - 1 PM	135	161	296	50	15	0	0	65
1 - 2 PM	141	164	305	40	32	0	0	72
2 - 3 PM	156	188	343	42	37	0	0	78
3 - 4 PM	170	211	381	43	41	0	0	84
4 - 5 PM	171	203	374	35	42	0	0	77
5 - 6 PM	171	203	374	35	42	0	0	77

**Condition C.1 and C.2**  
 A minimum of  vehicles per hour required on the major street and  
 A minimum of  units per hour required on the minor street  
 A total of  hours meet conditions C.1 and C.2

**NOT WARRANTED**

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Stop Sign Warrant Analysis- Volume Analysis

- Major and minor road approaches

Major Street: S Walnut Street Orientation:    
 Minor Street: Kings Highway Orientation:

ENTER TRAFFIC VOLUMES IN THE TABLE BELOW

Time	S Walnut Street			Kings Highway				
	North	South	Total	East	West	Pedestrians	Bicycles	Total
6 - 7 AM	136	180	316	63	0	0	0	63
7 - 8 AM	136	180	316	63	0	0	0	63
8 - 9 AM	135	155	290	46	0	0	0	46
9 - 10 AM	130	138	268	50	0	0	0	50
10 - 11 AM	130	138	268	50	0	0	0	50
11 AM - 12 PM	124	121	245	54	0	0	0	54
12 - 1 PM	144	141	285	43	0	0	0	43
1 - 2 PM	131	127	258	59	0	0	0	59
2 - 3 PM	156	144	300	64	0	0	0	64
3 - 4 PM	180	161	341	69	0	0	0	69
4 - 5 PM	181	168	349	68	0	0	0	68
5 - 6 PM	173	176	349	61	0	0	0	61

**Condition C.1 and C.2**

A minimum of	300	vehicles per hour required on the major street and
A minimum of	200	units per hour required on the minor street
A total of	0	hours meet conditions C.1 and C.2

**NOT WARRANTED**

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Stop Sign Warrant Analysis- Other Criteria

Other criteria that may be considered in a stop sign warrant analysis include:

- The need to control left-turn conflicts
- The need to control vehicle/pedestrian conflicts near locations that generate high pedestrian volumes
- Locations where a road user, after stopping, cannot see conflicting traffic and is not able to reasonably/safely negotiate the intersection unless conflicting cross traffic is also required to stop
- An intersection of two residential neighborhood collector (through) streets of similar design and operating characteristics where multiway stop control would improve traffic operational characteristics of the intersection

**S. Walnut Street and McCoy Road - NOT WARRANTED**

**S. Walnut Street and W. Clarke Avenue – NOT WARRANTED**

**S. Walnut Street and Kings Highway – NOT WARRANTED**

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Stop Sign Warrant Analysis

- What happens if a Stop Sign is installed when not warranted?
  - Results in poor compliance by motorists
  - More aggressive/abrupt motorists behaviors to recover “lost time”
  - Queues backing up at the Kings Highway approach of N. Walnut St. could extend back to railroad tracks
- What can be implemented to slow traffic if a Stop Sign is not installed?
  - Traffic calming measures
    - Narrowing lanes and introducing roadway curves
  - Speed enforcement by police officers

# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Second Community Workshop

April 4, 2023

- Milford City Hall
- Advertised through City of Milford and Dover/Kent MPO
- 27 attendees
- Overall attendees were positive toward option 2 with revisions based on comments from the first workshop
- Main concern is over the narrowing of the road
- Presented stop sign warrant analysis

Preferred Alternative: Option 2  
**\$4 Million fee** including:

- Construction
- Contingency
- Utility relocations
- Construction engineering
- Right of way
- Preliminary engineering

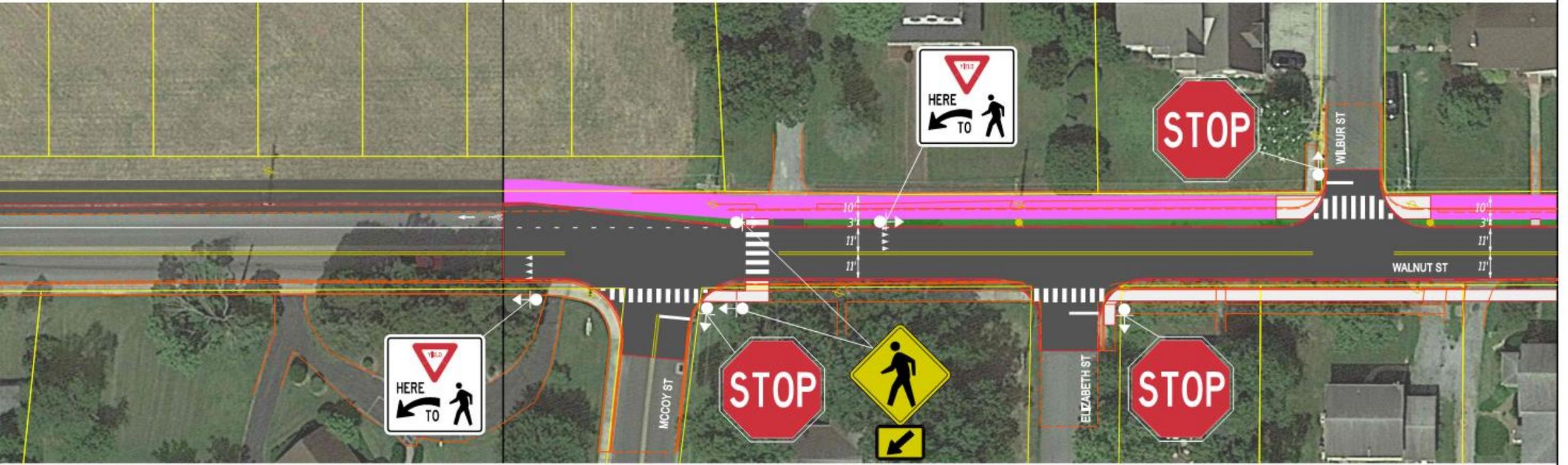
# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

## Option 2

← SIMPSONS CROSSING      CONCEPT 2      →

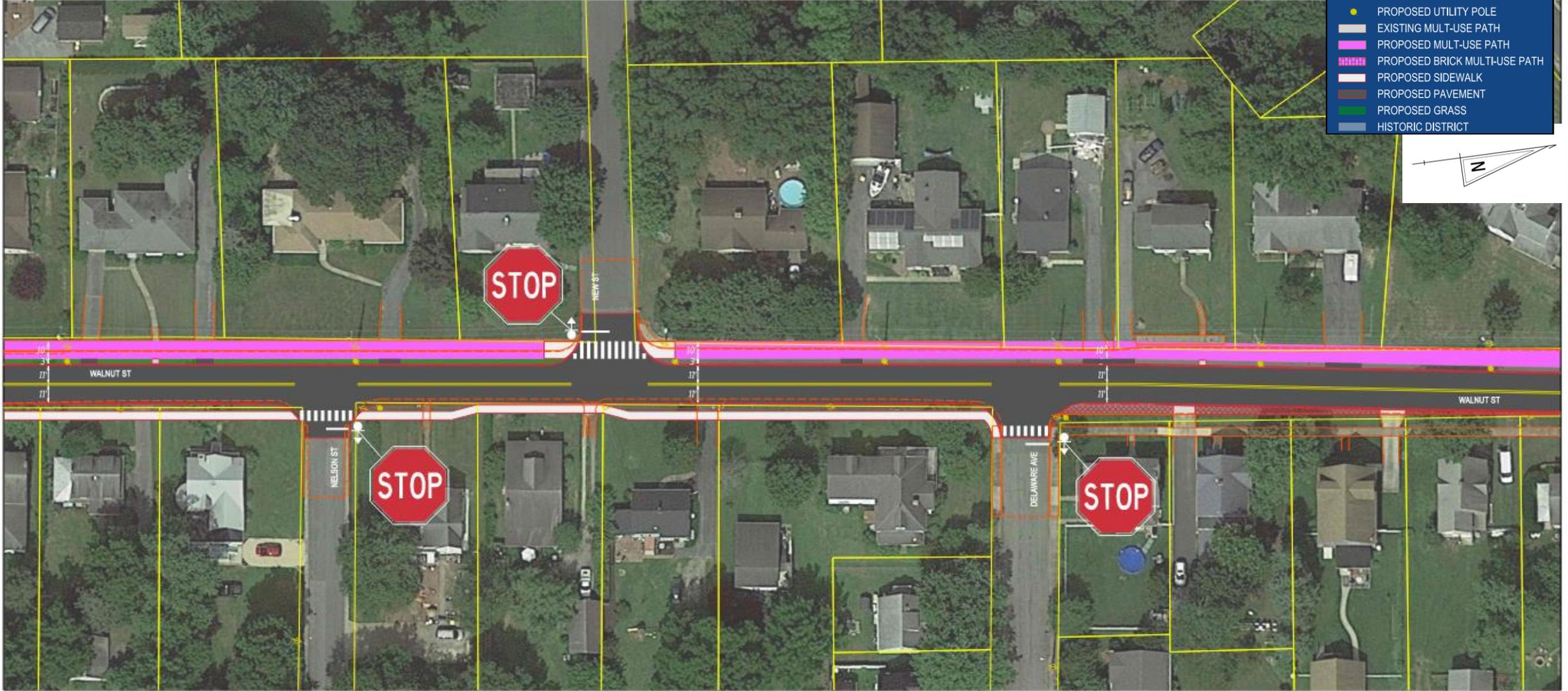
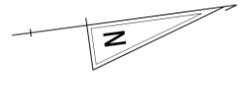


LEGEND	
	PROPERTY LINES
	EXISTING UTILITY POLE
	PROPOSED UTILITY POLE
	EXISTING MULTI-USE PATH
	PROPOSED MULTI-USE PATH
	PROPOSED BRICK MULTI-USE PATH
	PROPOSED SIDEWALK
	PROPOSED PAVEMENT
	PROPOSED GRASS
	HISTORIC DISTRICT



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

LEGEND	
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	EXISTING UTILITY POLE
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	HISTORIC DISTRICT

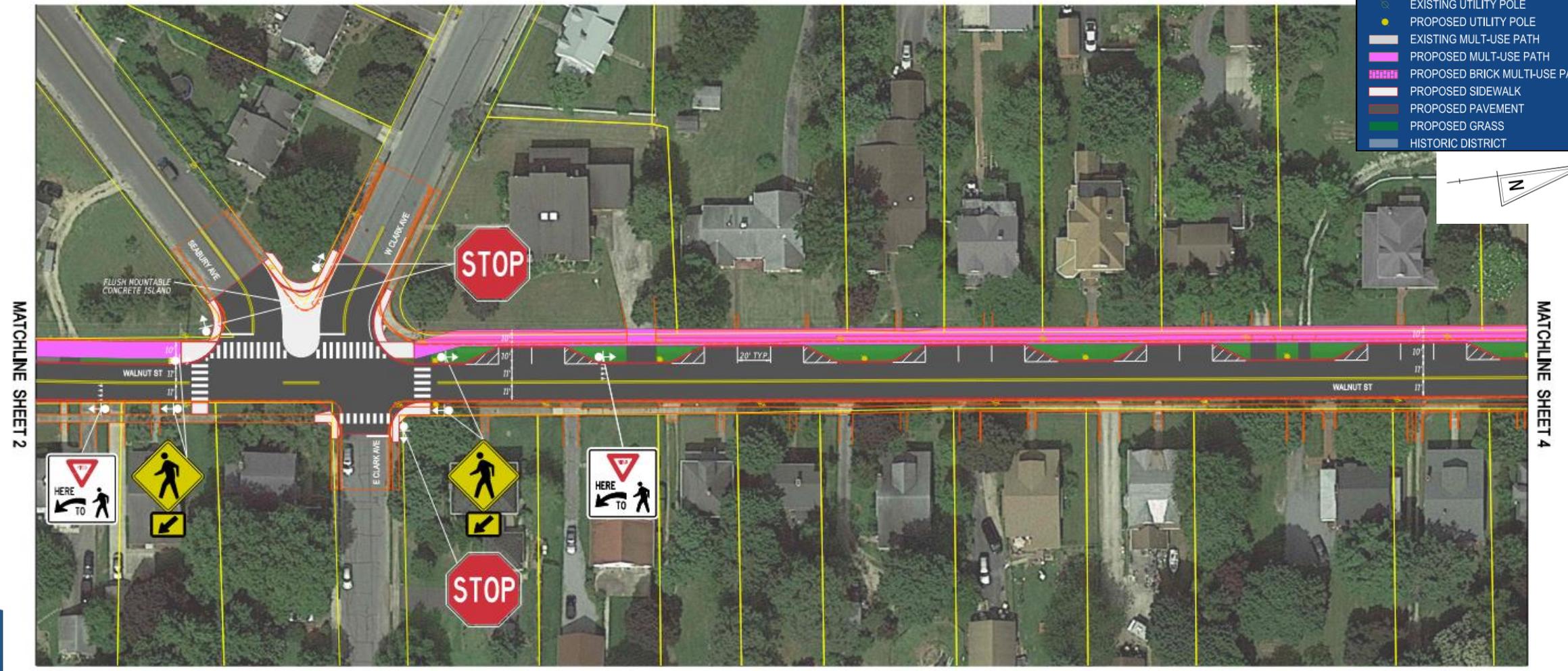
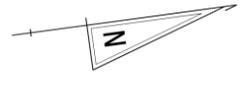


MATCHLINE SHEET 1

MATCHLINE SHEET 3

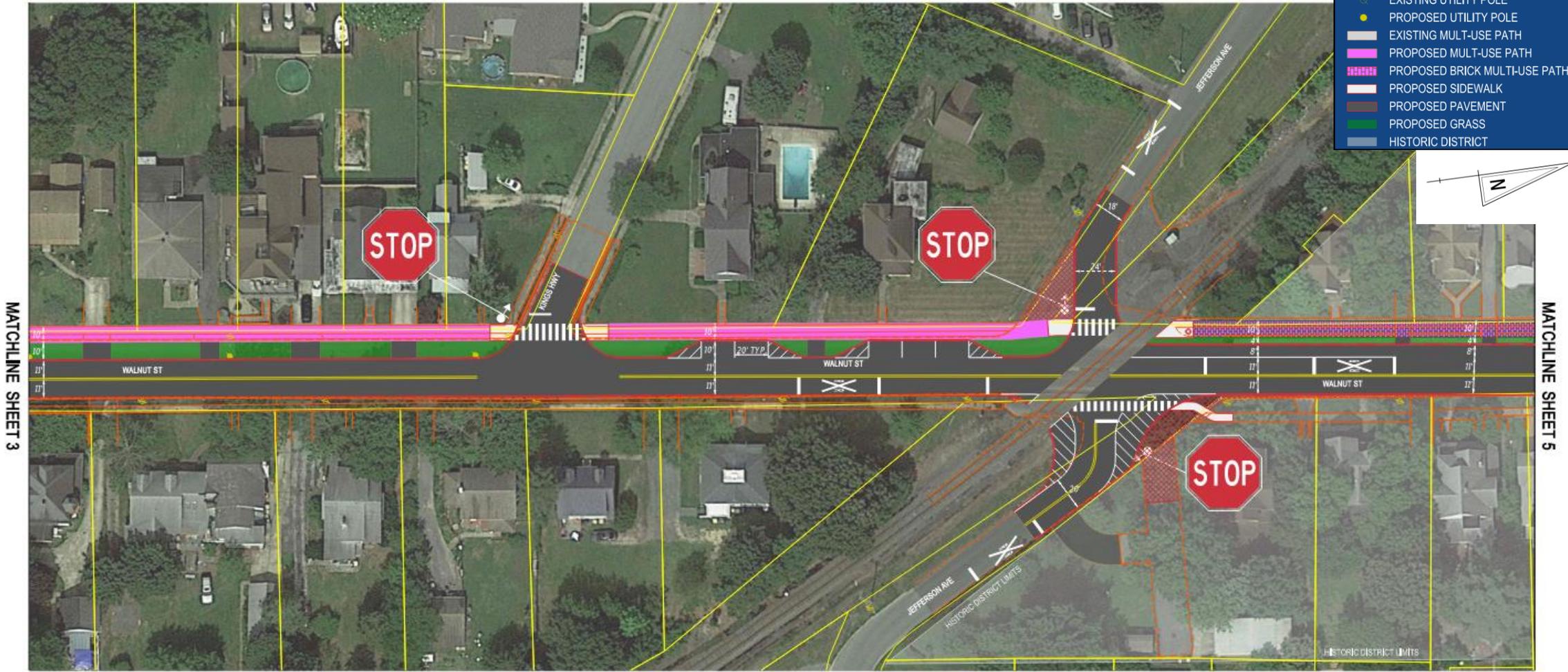
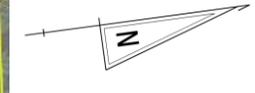
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	PROPOSED SIDEWALK
	PROPOSED PAVEMENT
	PROPOSED GRASS
	HISTORIC DISTRICT



# South Walnut Street Traffic Calming and Bike/Pedestrian Improvement Project

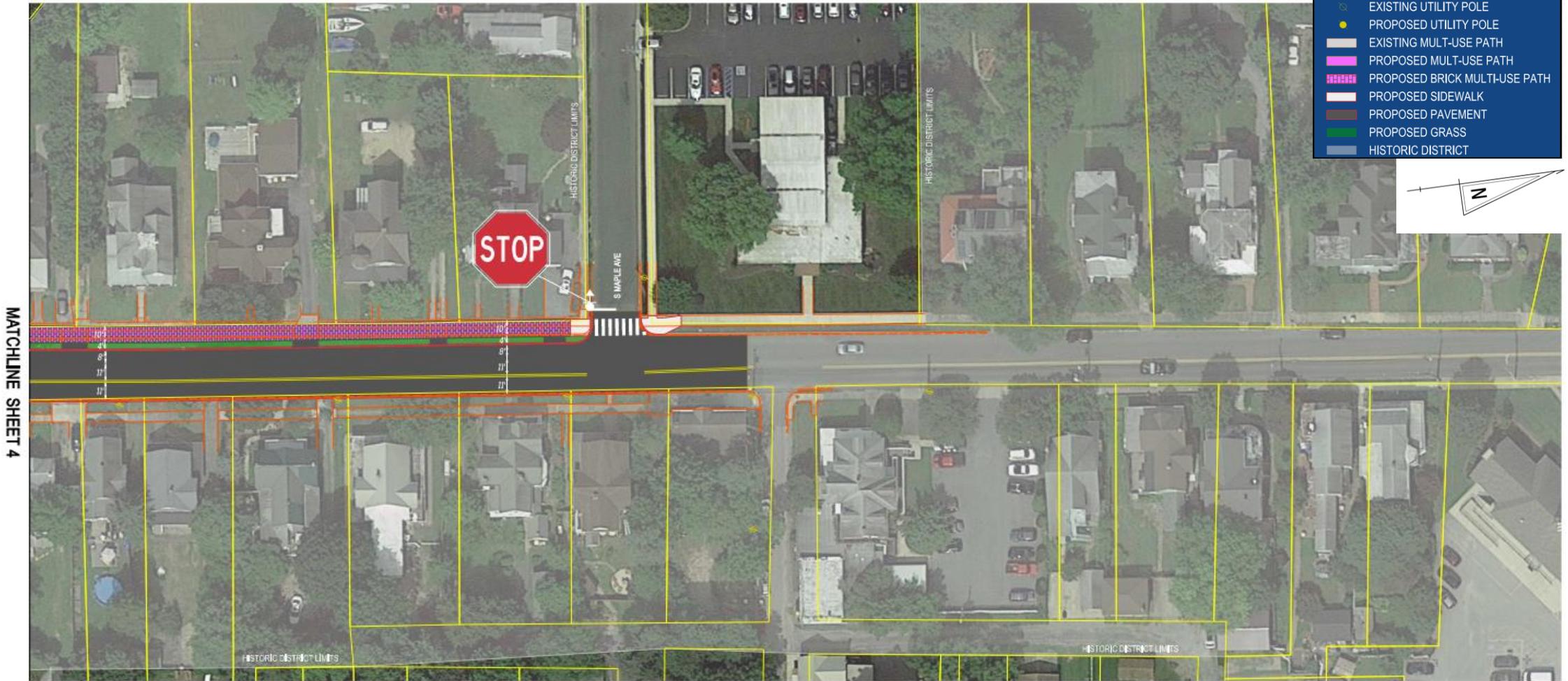
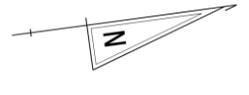
LEGEND	
	PROPERTY LINES
	EXISTING UTILITY POLE
	PROPOSED UTILITY POLE
	EXISTING MULT-USE PATH
	PROPOSED MULT-USE PATH
	PROPOSED BRICK MULT-USE PATH
	PROPOSED SIDEWALK
	PROPOSED PAVEMENT
	PROPOSED GRASS
	HISTORIC DISTRICT



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## LEGEND

- PROPERTY LINES
- ⊗ EXISTING UTILITY POLE
- PROPOSED UTILITY POLE
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- PROPOSED MULT-USE PATH
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THANK YOU!

**Sonia Marichic-Goudy**  
**Century Engineering**  
[smarichicgoudy@kleinfelder.com](mailto:smarichicgoudy@kleinfelder.com)