
Staff Report

**Newport South Beach
Findings to Support Comprehensive
Plan and Code Amendments**

Prepared for
City of Newport

November 1, 2012

CH2MHILL®

Angelo
planning group

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Requested Action

The City is considering amending the Comprehensive Plan to update the Transportation System Plan section to include the findings, recommendations, and policies supporting the multi-modal transportation system in South Beach. To fully implement the TSP, the City is also considering making specific amendments to the Zoning Ordinance. A summary of the proposed plan and code amendments are listed in the following section.

Summary of Proposed Plan and Code Amendments

The following actions are requested:

- Amend Chapter 5 Transportation of the Comprehensive Plan, including:
 - New background language describing the South Beach transportation system planning process.
 - New Table 1: Roadway Improvement Projects (replaces Tables 1, 2 and 2A) to include South Beach improvements and implement the Coho / Brant Refinement Plan.
 - New Table 2: Transportation Management System (TSM) Improvement Projects (replaces Tables 3 and 3A) to include South Beach improvements.
 - New text supporting signals at the intersections of US 101 at SE 35th Street, SW 40th Street, and South Beach State Park/New SW 50th Street and the removal of the signal at SE 32nd Street (stop sign, right in/right out) once 35th Street intersection widening is complete/signal installed.
 - New Table 3: Functional Classification of Roadways Modifications, including amendments to functional classifications of specific roadways and new Road Functional Classification maps (Map 1: North; Map 2: Downtown; Map 3: South)
 - Description of issues specific to South Beach and the implementation of the Trip Budget Program (including New Table 4: South Beach Overlay Zone Trip Budget Totals).
 - Updated Pedestrian Facility Improvements and Bicycle Facility Improvements text and new Table 5: Recommended Pedestrian and Bicycle Improvements (Replaces Tables 5, 6, and 6A) to include South Beach improvements.
 - Updated Table 6: Recommended Transit Improvements and new description of Lincoln County Transit service.
 - Revised Goals and Policies section to include updated policies related to South Beach specifically, as well as general system planning and development-related guidance.
- Amend the Zoning Ordinance to include:
 - New Chapter 43, South Beach Transportation Overlay Zone (SBTOZ)
 - New Chapter 44, Transportation Standards
 - New Chapter 45, Traffic Impact Analysis (TIA)

Staff Recommendation

Staff recommends amending the Comprehensive Plan and the Zoning Ordinance, consistent with the list of actions noted in the Summary of Proposed Plan and Code Amendments. Findings of support for these actions are found in the Findings section of this report.

Transportation System Plan Documentation

Overview

Planning Process

The City of Newport, Lincoln County, and ODOT have been working on an update of the Newport Transportation System Plan (TSP) for the South Beach area between the Yaquina Bay Bridge and SW 62nd Street. Traffic growth associated with the anticipated development in this area over the next twenty years will contribute to very high traffic volumes on the Yaquina Bay Bridge and along US 101. Transportation analysis has shown that these volumes would significantly exceed existing highway and bridge capacity, resulting in long traffic queues extending away from the bridge. The South Beach Urban Renewal District's plan includes street improvements that will provide critical components of the new system, but transportation funding from the State or other sources is not likely to provide a solution to bridge capacity constraints within the next twenty years. Additional transportation system network and capacity are needed in South Beach if the existing transportation performance targets are to be met as development occurs.

The first step in developing a plan for South Beach was to identify the transportation-related problems and the constraints, and at the same time set goals and objectives to ensure that the preferred solution sufficiently addressed the identified issues. Applicable State and local plans and policies were reviewed to determine the appropriate guidelines for the South Beach planning process, and past planning efforts to address alternative mobility targets in Newport, as well as examples from elsewhere in the state, were reviewed. The elements of alternative mobility targets specific to South Beach were then identified, and a range of potential solutions was developed, including both infrastructure and policy solutions for US 101 and the local transportation system. The details of the process can be found in technical memoranda referenced in the TSP amendments; a summary is included in the following sections of this report.

A separate infrastructure refinement plan has been prepared for the Coho / Brant neighborhood concurrent with the preparation of the TSP. That plan identifies specific needed improvements to local and collector streets in the neighborhood. The plan is consistent with the transportation network identified in the TSP update for the South Beach area.

US 101 Alternative Mobility Target

Through the transportation planning process it has been determined that developing a transportation system sufficient to handle complete development of the South Beach area is not feasible within the next 20-years. The system is limited by the capacity of the Yaquina Bay Bridge, South Beach wetlands, and the cost of the system infrastructure. Newport's planned community development in South Beach cannot be accommodated with the mobility targets in the Oregon Highway Plan. The transportation planning process resulted in a recommendation to adopt of alternative mobility standards for three intersections on US 101 (South 35th Street, Southeast 40th Street, and Southeast 50th Street/South Beach State Park). The proposed alternative standards will allow more traffic congestion on US101 if authorized by the Oregon Transportation Commission (OTC). The OTC will consider adopting alternative standards after the City adopts supporting local policy and transportation improvements through this plan amendment process.

South Beach Local Transportation System

A set of projects creating a preferred road network has been developed from a series of open houses and meetings between Newport, Lincoln County, ODOT and other concerned state agencies. The Planning Commission considered these projects as part of a July 9, 2012 work session. The alternative mobility targets developed for US 101 assume the improvement projects proposed for inclusion in the TSP, as described in the project tables and illustrated on the functional classification maps.

The local and state actions and improvements that are identified for South Beach are the reasonable limits of what can be done to address congestion on US 101, short of building more capacity into the Yaquina Bay Bridge. The City is committed to finding long-term solutions of the existing structure that affect the bridge's ability to carry vehicles and pedestrians. To this end, the City will continue to engage ODOT in conversations regarding future project planning and funding that would lead to improvements to, and possibly replacement of, the Yaquina Bay Bridge.

Policy and Code Language

The City and ODOT worked together to identify a transportation system and management strategy that will support future growth in South Beach, one that includes alternative mobility targets for US 101, strategic improvements to the state highway, and improvements to the local road system and the pedestrian and bicycle system. The City is proposing to update the Comprehensive Plan, Transportation System Plan, and the Newport Development Code to reflect the outcomes of this planning process. The update proposes policies that will guide management of development in South Beach by using an overlay zone and a trip budget program. The update also supports adoption of alternative mobility targets by the OTC. The following is an overview of the proposed amendments to the Comprehensive Plan and the Zoning Ordinance.

Transportation System Plan

Proposed Comprehensive Plan amendments that update the Newport Transportation System Plan (Comprehensive Plan Chapter 5) are in Exhibit C of Newport Ordinance No. 2045. Proposed amendments provide planning context, a policy framework, and a list of transportation projects needed over a 20-year planning period for the future transportation system in South Beach. Proposed amendments include:

- Background sections documenting the development of the proposed South Beach transportation system;
- New text providing a policy framework for the implementation of a Trip Budget Program;
- Policy statements supporting the planned transportation system in South Beach; and
- Updated transportation project lists include needed projects south of the bridge. Updated tables include a description of the roadway, bicycle and/or pedestrian project, along with cost estimates, and the priority in which the projects should be built.

Proposed background sections explain the context of transportation planning in South Beach and new policies reflect the findings and recommendations of that planning process.

New text and policies highlight the following:

- A significant amount of the City's new development is anticipated in South Beach area (south of the Yaquina Bay Bridge).
- A combination of anticipated 2030 levels of land development in South Beach and increasing through traffic volumes on US 101 will result in greater congestion levels.
- The capacity of the Yaquina Bay Bridge will continue to be the major constraint and will strongly influence the operation of the transportation system south of the bridge.
- Due to limited State transportation funding, bridge expansion or replacement is not expected in the next 20 years.
- The City and ODOT worked together to identify a transportation system and management plan to support future growth in South Beach. The plan includes alternative mobility targets for US 101, strategic improvements to the state highway, and improvements to both the local roadway system and the pedestrian and bicycle system.
- The local and state actions and improvements that are identified for South Beach represent the limits of what can be done to address traffic congestion within reasonable funding expectations.

- The City desires to find long-term solutions to address existing capacity deficiencies on the Yaquina Bay Bridge and to continue to engage ODOT in conversations regarding future project planning and funding that would lead to improving, and possibly replacing, the existing bridge.

South Beach Transportation Overlay Zone

The South Beach Transportation Overlay Zone, or SBTOZ, is applicable to developable property between the Yaquina Bay Bridge and SE 62nd Street. The SBTOZ, as described in Exhibits D and E of Newport Ordinance No. 2045, is being proposed as an overlay on the City of Newport Zoning Map. The SBTOZ is needed to manage future development so that the planned transportation system will be able to serve future land use needs. The SBTOZ will allow the City to track trip generation from future development and to assess new growth and compare it to the assumptions upon which the transportation system and improvements are based.

As proposed, anyone who is planning an expansion of an existing use, a change in use, or an improvement on a parcel or parcels within the SBTOZ that requires City land use or development approval will need to comply with requirements specific to the overlay. Proposed development on parcels within the SBTOZ will be limited to the number of PM peak hour trips that are budgeted for the Traffic Analysis Zone (TAZ) in which the parcel is located, except when a development proposes to use the Trip Reserve Fund (see following *Trip Budget Program* section). A development that results in a change in the number of vehicle trips being generated to or from a property must submit a Trip Assessment Letter. If certain threshold conditions are met, a more detailed Traffic Impact Analysis (TIA) would need to be submitted to the City for review and approval.

Land use applications in the SBTOZ will be reviewed and approved consistent with existing requirements, according to the type of proposal. Approval of the trip allocation is a ministerial, or administrative, action and can be approved by staff when sufficient trips are available to be allocated from the TAZ Trip Budget in which the development is proposed. If sufficient trips cannot be allocated from the TAZ Trip Budget, the proposal can include a request to use the Trip Reserve Fund. Such a request will involve a Planning Commission decision.

Trip Budget Program

As documented through the South Beach transportation planning process, developing a transportation system sufficient to handle complete development of the area is not feasible within the next 20-years due to physical constraints and system infrastructure costs related to the Yaquina Bay Bridge. The South Beach Trip Budget Program provides the City with a way to track and manage the number of trips generated by new development to make sure that the planned transportation system can operate at an acceptable level with the new growth in South Beach. The Trip Budget Program is a tool to track the pace at which at which highway capacity is consumed.

The benefit of a trip budget program is a high level of predictability for development. By tracking trips, and making decisions based on the status of the availability of trips within a TAZ, the City can ensure that transportation facilities are available to accommodate new trips and can continue to approve development in South Beach. This certainty, however, entails monitoring and enforcement and adds a level of administrative work to the City's existing responsibilities. Coordination with Lincoln County will also be necessary for development proposals in South Beach that are within the urban growth boundary, but outside city limits. The County will be undergoing Comprehensive Plan policy amendments that support the Trip Budget Program and coordination with the City (ref: June 20, 2012 Memorandum, Transportation Planning in South Beach: Proposed Lincoln County Comprehensive Plan Amendments (attached)).

Additional Code Amendments

A transportation impact analysis would apply when a proposed development or use includes one or more "triggers," such as generating more than 50 PM peak hour trips on US 101. Requiring a TIA for proposed development that meets thresholds related to expected transportation impacts is another way to ensure that the planned transportation system in the City can accommodate future development. The new Zoning Code Chapter

45 (Exhibit G of Newport Ordinance No. 2045) proposed for adoption clarifies the City's process for assessing the impacts of proposed development on the transportation system and providing needed infrastructure. New code provisions enhance predictability in the development approval process, while at the same time ensure that the transportation system can meet the needs of existing and future users.

Other proposed development requirements related to proposed transportation standards are found in a new Chapter 44 (Exhibit F of Newport Ordinance No. 2045). New development standards relate to access easements, street curves and grades, and acceptance of future improvement guarantees in lieu of street improvements. Proposed standards are intended to compliment similar subdivision requirements. The proposed standards give the City the ability to address impacts from development when land divisions are not involved.

Findings

Statewide Planning Goals

Goal 1: Citizen Involvement

Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.

Response: Opportunities for public involvement were provided through information sessions and public open houses. The first information session was held February 28, 2011 at a joint meeting of the Newport and Lincoln County Planning Commissions. A second information session occurred June 27, 2011 at a Newport Planning Commission meeting. A third session was a joint meeting of the Newport and Lincoln County Planning Commissions held June 25, 2012. Information sessions with the Newport Planning Commission also occurred on July 9, 2012 and July 23, 2012. Citizens also were invited to three open houses during the project, all of which were held at Newport City Hall. The first, held on May 5, 2011, presented information describing the future transportation issues and gave the public an opportunity to provide feedback and to prioritize concerns. Open House #2 was held on July 27, 2011. Information about future transportation projects considered to be feasible for improving the local street system and the operation of US 101 was presented. A technique to coordinate land development and transportation projects using trip budgets also was presented at the conceptual level. Open House #3 was held on May 24, 2012 and gave the public an opportunity to review and comment on proposed changes to Newport's Transportation Systems Plan, Comprehensive Plan, and Municipal Code, as well as proposed changes to the Oregon Highway Plan.

Citizens were also afforded the opportunity to participate in the public adoption process. Public notice of the first evidentiary hearing for the proposed amendments to the Newport Comprehensive Plan, Transportation Systems Plan and Development Code was provided to the Department of Land Conservation and Development on July 9, 2012. Parties who attended the open houses or otherwise advised the City that they would like to receive notice of upcoming hearings received such notice by mail on August 10, 2012. Newspaper notice of the Planning Commission hearing was published on August 17, 2012.

Goal 2: Land Use Planning

This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.

Response: At the onset of the project there was a review and analysis of the applicable state, regional, and local transportation and land use plans, policies, regulations and local ordinances. The City of Newport, Lincoln County, and ODOT policies and requirements that influence the development, adoption, and implementation of transportation standards and projects within South Beach were reviewed. Findings in this report document how the proposed Comprehensive Plan and code amendments are consistent with other adopted documents. [ref: Technical Memos #1 through #13, prepared by Parametrix from 2006 to 2012]

Because of the interrelatedness of the jurisdictional authority over the transportation system in South Beach, the recommendations considered for adoption are the result of a high level of state and local coordination. The City, Lincoln County, Department of Land Conservation and Development and ODOT representatives met formally three times as part of a project and technical advisory group and have been providing feedback at critical decision points during the process. An initial briefing on the project was provided to the Lincoln County Planning Commission at a joint meeting with the Newport Planning Commission on February 28, 2011; a second joint meeting was held June 25, 2012 to discuss the project outcomes and adoption process.

Goal 9: Economic Development

This goal requires that local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.

Response: The proposed multi-modal transportation system for South Beach, including necessary local transportation improvement projects paired with proposed changes related to US 101, has been developed and designed to reasonably accommodate the expected growth in the 20-year planning horizon. The proposed change to mobility targets on US 101 as a result of planning done in 2011-12 is part of the transportation solution within the given planning horizon. The new targets will allow more traffic from development and from through travel, thereby accommodating more development in South Beach than the existing targets would allow. By adopting the recommended transportation improvements in South Beach and language that is supportive of the US 101 alternative mobility targets, the City considers a higher level of congestion on US 101 as an acceptable trade-off for accommodating economic development and reduced costs of total transportation system improvements associated with development.

Goal 10: Housing

This goal requires the City to plan and provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.

Response:

The analysis of the transportation system's capability to support existing and future growth accounted for background traffic growth (e.g., through traffic) and anticipated development within the South Beach area. Determining future transportation demand included determining the amount of growth in future residential trips. Access to residential areas in South Beach is dependent upon US 101 and area roads. Improvements to mobility or safety on these facilities benefit existing and future residents. The proposed roadway, bicycle, and pedestrian system and associated improvement projects will provide essential access to new and developing residential areas.

Goal 11: Public Facilities and Services

Goal 11 requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Response: Transportation facilities are considered a primary type of public facility. The TSP documentation includes existing conditions and future needs for the transportation system (ref: Parametrix Tech Memos); improvements and implementation measures are proposed to meet the future needs in South Beach. Proposed new transportation policies in the Comprehensive Plan formalize the City's intent to develop transportation facilities in an efficient and timely manner, consistent with the planned system in the TSP.

Goal 12: Transportation

Goal 12 requires cities, counties, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through development of Transportation System Plans based on inventories of state, regional and local transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule ("TPR").

Response: This Goal has been met; see the "Oregon Administrative Rule 660-012: the Transportation Planning Rule" section of this document for findings of compliance with the TPR.

Oregon Highway Plan

The Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the Oregon Transportation Plan. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The OHP provides the policy level guidance for improvements on US 101 and developing alternative mobility targets. Alternative mobility targets must be adopted by the Oregon Transportation Commission as an amendment to the OHP before they can be used for future decision-making. The goals and policies applicable to the Newport TSP amendments are addressed below.

Goal 1: System Definition

Policy 1A (Highway Classification) develops a state highway classification system to guide ODOT priorities for system investment and management.

Response: US 101 is classified as a Statewide Highway and a National Scenic Byway and part of the National Highway System (NHS). Inside Newport city limits, US 101 is functionally classified as a Principal Arterial. Statewide Highways are intended to provide inter-urban and inter-regional mobility and connections to larger urban areas, ports, and major recreation areas not directly served by Interstate Highways. The management objective for Statewide Highways is to provide safe and efficient, high-speed, continuous-flow operation along the corridor, with minimal interruptions to flow in constrained or urban areas. The amendments to the TSP achieve a balance between Newport's growth and development needs and objectives in South Beach and the state's mobility and safety objectives for US 101.

Policy 1B (Land Use and Transportation) recognizes the need for coordination between state and local jurisdictions.

Response: To assist in the development of the transportation system plan for South Beach, a Project Advisory Committee was established that included the City of Newport, Lincoln County, Department of Land Conservation and Development, and ODOT.

In accordance with this policy, an analysis of planned future land uses has been performed and was an integral part of determining the preferred alternative mobility target for US 101 to balance mobility and local development needs. Recommended implementation measures, such as the adoption of the Trip Budget Program and TIA requirements, provide the city with information regarding the impacts of land use actions on the transportation system and a formalized process by which to coordinate with ODOT.

Policy 1F (Highway Mobility Standards) sets mobility targets for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards.

Response: The South Beach transportation planning process determined that OHP mobility targets for US 101 cannot be met by the end of the planning period (2030). Policy 1F allows ODOT and local jurisdictions to consider different target levels and methodologies for measuring mobility where it is "infeasible or impractical" to meet the OHP mobility targets. The City supports alternative mobility targets for US 101 as a way to balance land development and traffic congestion on the highway. Local support includes adopting the TSP policy amendments, the South Beach Overlay Zone and Trip Budget, and the identified local transportation improvements in South Beach. Alternative mobility targets acknowledge that congestion on the highway, especially in the summertime peak tourist season, is expected and inevitable for in Newport. Adoption of the alternative targets for US 101 by the Oregon Transportation Commission will provide the City with more flexibility to approve future development, while continuing to coordinate future improvements in the corridor with ODOT based on an expectation of higher congestion levels.

Policy 1G (Major Improvements) requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.

Response: The recommended US 101 improvements, as well as the local roadway, pedestrian and bicycle improvements, are intended to help the state improve efficiency and safety on US 101. Transportation system management improvement projects (new TSP Table 2) are prioritized with the intent of maximizing system efficiency before more costly capacity improvements, such as highway widening, are needed.

Goal 2: System Management

The focus of the System Management policies is on creating an increasingly seamless transportation system by maintaining highway functionality and integrity, meeting local mobility and accessibility needs and enhancing system efficiency and safety. Such a system can be developed by establishing cooperative partnerships to effectively and efficiently use available resources, provide state assistance to local jurisdictions when such assistance is a cost-effective way of improving highway operations, address appropriate management responsibilities for roads, by ensuring that opportunities to provide input into transportation decisions are provided to everyone, improving safety of highway users and improving rail-highway compatibility.

Response: Through the South Beach TSP update, the City has coordinated with the State and Lincoln County to ensure that recommended transportation improvements will be implemented in a most effective and efficient manner. Local, off-system improvements in South Beach, including the proposed local street system and access modifications at highway intersections, will improve mobility and safety along US 101.

Goal 3: Access Management

Policy 3A (Classification and Spacing Standards) seeks to balance access to developed land while ensuring movement of traffic in a safe and efficient manner. This policy addresses the location, spacing, and type of road and street intersections and approach roads on state highways.

Response:

Improvements recommended for South Beach, including closing the US 101/Ferry Slip Road intersection and modifying the US 101/32nd Street to right-in/right-out traffic movements, are consistent with this OHP goal.

Goal 4: Travel Alternatives

Policy 4B (Alternative Passenger Modes) articulates the State's intent to advance and support alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

Response: The bicycle and pedestrian improvements recommended for adoption (see new TSP Table 5), as well as the proposed transit-related policies, support alternative modes of transportation in South Beach and have the potential to relieve automobile trips on US 101.

Oregon Administrative Rule 660-012: the Transportation Planning Rule

The Transportation Planning Rule ("TPR") implements Oregon's Statewide Planning Goal 12 (Transportation) and promotes the development of safe, convenient, and economic transportation systems that reduce reliance on automobile travel. The TPR requires local jurisdictions to prepare TSPs to plan for the transportation system needed in twenty years and to create performance standards for that system. In Newport, the City's TSP provides the standards for city streets and the Oregon Highway Plan (OHP) governs state highways. Local standards and State performance targets are then used to determine what, if any, additional system improvements should be provided within that twenty-year period. Public investments in the system can then be developed to meet those standards and targets. The TPR guides the development of a TSP and lists required elements (Sections 660-12-0020 through -0040) and details how local jurisdictions are required to implement the TSP (660-012-0045).

Recommended changes to the TSP and the related zoning ordinance amendments and are consistent with the TPR, as demonstrated by the following findings.

Section 660-012-0020 through 660-012-0040: Elements of Transportation System Plans; Determination of Transportation Needs; Evaluation and Selection of Transportation System Alternatives; Transportation Financing Program

Response: The transportation system plan update focused on the needs of South Beach; the proposed action is to update the TSP to include policies and projects that provide for the expected future growth in this area of Newport. The analysis on which the proposed TSP amendments are based is consistent with the requirements of the TPR and can be found in [ref: Parametrix Tech Memos]. System alternatives were evaluated to meet future transportation needs and the recommended approach – improvements on the US 101 corridor in tandem with an alternative mobility target for this facility plus local street, pedestrian and bicycle system improvements - was devised to improve mobility and safety within the limits of available technology and funding. The City is proposing updated improvement project tables for all modes; each project listed includes a cost estimate. Note that new projects recommended for inclusion are supported by the transportation system planning in South Beach, as well as the Coho/Brant Refinement Plan. In addition, new functional classification maps incorporated into the TSP amendments and corresponding updated tables are being recommended for adoption.

660-012-0045: Implementation of the Transportation System Plan

Response: The City is proposing to update the Zoning Ordinance to implement the recommended transportation system in South Beach. The proposed requirements for the SBTOZ (Chapter 43), new development (Chapter 44) and the transportation impact analysis requirements (Chapter 45) all provide the City with information to determine the development-related impacts on transportation facilities. These code amendments also provide the regulatory tool that allows the City to require that development-related transportation impacts are mitigated consistent with the identified design and function of the impacted facility in the TSP. Consistent with this TPR requirement, the SBTOZ and TIA requirements ensure coordination with ODOT when development occurs in South Beach, or when a proposed development impacts US 101.

The proposed South Beach sidewalk and bike lane projects identified in TSP Table 5 will implement a transportation system that will facilitate non-motorized modes of transportation. The Zoning Ordinance has existing requirements for providing bike and pedestrian connections where roadways are not required or feasible and no additional code requirements are being proposed to implement the bicycle and pedestrian circulation and plans for South Beach.

The City adopted street standards as part of the 1997 TSP update. While no changes to these standards are recommended as part of this action, proposed policy amendments acknowledge that the City will implement street cross-section designs that deviate from adopted street classification system standards through a Refinement Planning process (see proposed TSP Policy 2.A.3).

Comprehensive Plan Policies (Administration of the Plan)

Text Amendments

Changes to the text of the plan shall be considered legislative acts and processed accordingly. These include conclusions, data, goals and policies, or any other portion of the plan that involves the written word.

Response: The proposed action will update the text of the Transportation Chapter of the City's adopted Comprehensive Plan.

Map Amendments

There are three official maps within this plan. They are (1) the General Land Use Plan Map (commonly called the "Comp Plan Map"), (2) the Yaquina Bay Estuary and Shorelands Map (page 272), and (3) the Ocean Shorelands Map (page 50).

The first involves wide areas of the map and many different properties, and these are considered major, legislative changes [...].

[...]

Major, minor, and error amendments to any of the three maps shall be processed consistent with the procedure established in 2-6- 1/"Procedural Requirements" of the Zoning Ordinance (No. 1308, as amended). Major, minor, and error amendments to the maps shall be accompanied by findings addressing the following:

A. Major Amendments:

- 1.) A significant change in one or more goal or policy; and*
- 2.) A demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities; and*
- 3.) The orderly and economic provision of key public facilities; and*
- 4.) Environmental, energy, economic, and social consequences; and*
- 5.) The compatibility of the proposed change with the community; and*
- 6.) All applicable Statewide Planning Goals.*

Response: The proposed adoption of the SBTOZ includes an amendment to the Comprehensive Plan Map that identifies the geographic extent of the overlay. Because the SBTOZ involves a wide area and many different properties and the action of adopting the overlay is considered a major amendment.

Local Ordinance (Chapter 43 Procedural Requirements)

CHAPTER 14.36 AMENDMENTS TO THE ZONING ORDINANCE

14.36.010 General. Whenever the public necessity and the general welfare require, the City Council of the City of Newport may, on its own motion, or on petition, or on recommendation of the City Planning Commission, (after said Planning Commission and City Council gives public notice and holds public hearings), amend, supplement, or change the regulations or the districts of this ordinance herein established.

14.36.020 Initiation of Amendment. An amendment, supplement, or change in this ordinance may be initiated by:

A. A motion of the City Council.

B. A motion by the City Planning Commission.

C. A petition of the property owner or authorized representative to either the Planning Commission or the City Council.

D. Referral to the Planning Commission. All requests for amendments, supplements, or changes in this ordinance shall, whether initiated with the City Council or otherwise, first be referred to the City Planning Commission.

Response: The proposed addition of new chapters to the City's Zoning Ordinance (Chapter 43, South Beach Transportation Overlay Zone; Chapter 44, Transportation Standards, and; Chapter 45, Traffic Impact Analysis (TIA) is being initiated by the Community Development Department and referred to the Planning Commission for this body's consideration and recommendation. In making a recommendation to the City Council, the Commission should consider whether or not the proposed changes, on balance, constitute a public necessity and promote the general welfare of the community.

Memorandum

Date: June 20, 2012

To: Onno Husing, Planning and Development Director, Lincoln County

From: Darci Rudzinski, AICP
Frank Angelo

cc: John deTar, ODOT Region 2
Derrick Tokos, City of Newport
Sumi Malik, CH2M HILL

Re: Transportation Planning in South Beach: Proposed Lincoln County
Comprehensive Plan Amendments

Introduction

This memorandum provides information to County staff in anticipation of a County Board of Commissioners action regarding transportation system planning in the South Beach Area, between the Yaquina Bay Bridge and Southeast 62nd Street. The following provides information to support adoption of new County Comprehensive Plan policies (attached) that are consistent with the City of Newport's draft Transportation System Plan (TSP) and the proposed modification of mobility standards on US 101.

Background

The City of Newport, Lincoln County, and ODOT have been working on an update of the Newport Transportation System Plan (TSP) for the South Beach area between the Yaquina Bay Bridge and SW 62nd Street. Traffic growth associated with the anticipated development in this area over the next twenty years will contribute to very high traffic volumes on the Yaquina Bay Bridge and along US 101. Transportation analysis has shown that these volumes would significantly exceed existing highway and bridge capacity, resulting in long traffic queues extending away from the bridge. Transportation funding from the State or other sources is not likely to provide a solution to bridge capacity constraints within the next twenty years. Additional transportation system network and capacity are needed in South Beach to make the system functional as development occurs; it is not possible to meet the existing Oregon Highway Plan (OHP) performance targets until additional travel lanes can be provided on the bridge.

Oregon's Transportation Planning Rule (Oregon Administrative Rule 660-012) requires the Oregon Department of Transportation to prepare a transportation plan for the State, and requires cities and counties to prepare TSPs to plan for the transportation system needed in twenty years. Measuring performance of the system is one of the elements of the plan. The OHP provides performance targets for state highways. Within Newport and the UGB, the



Newport TSP provides the performance standards for other roads. State targets and local performance standards are then used to determine what, if any, additional system improvements should be provided within that twenty-year period. Future public and private investments in the system can then be developed to meet those standards.

The OHP allows modifications to performance targets under certain conditions. OHP Action 1F.3 establishes that different target levels, methods, and measures for assessing mobility may be considered, in particular where state targets do not match local expectations for a specific facility or may not reflect the surrounding land use, environmental, or financial conditions. Analysis of likely future development in South Beach in combination with the high seasonal traffic and the costs of providing additional bridge capacity led to the conclusion that the OHP mobility targets could not be met within the twenty year planning period. Alternative targets have been developed to provide for future community development and maintain a level of performance on US 101 that, while not desirable, is a more realistic expectation given the funding limitations and environmental consequences. Alternative highway mobility targets are proposed to be measured at three locations on US-101: 35th Street, 40th Street, and a realigned 50th Street, located opposite the connection to South Beach State Park. If adopted by the Oregon Transportation Commission (OTC), these targets will change how transportation conditions are evaluated in South Beach. The changes will:

1. adjust the period during which transportation conditions are measured to the annual average weekday PM peak hour instead of summertime traffic conditions, and
2. increase the mobility targets used to evaluate traffic congestion.

The new targets will allow more traffic from development and from through travel, thereby accommodating more development in South Beach than the existing targets would allow.

The City of Newport supports of the alternative mobility targets and is proposing amendments to both the Newport Comprehensive Plan (the Transportation System Plan – “TSP” - element), as well as to the Zoning Ordinance, consistent with this approach. TSP amendments include adopting roadway and bicycle/pedestrian projects that will enhance local mobility and connectivity and policy statements in support of a package of transportation improvements in South Beach. Central to the balance of future land development and planned transportation improvements is a Trip Budget Program, described in the TSP and codified in a South Beach Overlay Zone (SBOZ). The Trip Budget Program provides a method for the City to track and manage the number of vehicle trips generated by new development to ensure that development is progressing in line with TSP assumptions and that planned improvements continue to be adequate to serve growth and meet the new mobility targets in South Beach. Information pertaining to the SBOZ and the Trip Budget Program were presented at a Public Open House on May 24, 2012. Handout #2 and #3 from the Open House are included in Attachment A.



Lincoln County Coordination

Lincoln County Planning staff has been participating in the City of Newport's TSP update process, both on a Technical Advisory Committee and at public events associated with the project. An initial briefing on the project was provided to the Lincoln County Planning Commission at a joint meeting with the Newport Planning Commission on February 28, 2011. Plans for the transportation system south of the Yaquina Bay Bridge involve the county in the following ways:

- Adoption of the proposed alternative mobility targets on US 101 will have implications for County residents and landowners, particularly those who may benefit from future growth in South Beach and those who will be impacted by the level of congestion on US 101.
- Proposed changes to the transportation system in South Beach are not confined to land within the city limits. Some proposed improvements within the UGB are in unincorporated Lincoln County.
- The City proposes to track and manage the number of vehicle trips generated by new development through the SBOZ and Trip Budget Program. There are a limited number of parcels in the SBOZ that are currently outside of city limits where redevelopment or development could be permitted through the County development approval process.

A map of the proposed SBOZ is included as Attachment B.

Lincoln County Acknowledgement/Adoption Approach

The Lincoln County Comprehensive Plan calls for coordination between the County and other jurisdictions to provide coordinated planning.¹ The following items need to be addressed by the County in order to be consistent with the City of Newport's transportation planning in South Beach:

- Consistency between County policy and the proposed alternative mobility standards.
- Consistency between the County's TSP and the proposed local street system and bicycle/pedestrian improvements in South Beach.
- Land use permitting within the South Beach Overlay Zone (SBOZ): ensuring that growth within the designated SBOZ, but currently outside city limits, is accounted for through the Trip Budget Program.

¹ County participation is consistent with the County's Intergovernmental Coordination Policies, which state that the "County shall work with all local, state and federal agencies districts owning and managing property within Lincoln County to assure coordinated comprehensive planning" (Comprehensive Plan Section 1.0020).



Updating policies in the County's Comprehensive Plan will ensure that City and County local planning processes in South Beach are consistent and that future growth and development is consistent with long-range transportation plans.

Proposed amendments to the Comprehensive Plan (Chapter 1 of the Lincoln County Code) are found in Attachment C of this memorandum. Proposed language is underlined. New language is proposed in Section 1.0005, Introduction, and Section 1.0145, Transportation Policies. The new language can be characterized in the following ways:

- A description of the County's participation.
- An overview of the County's interests and where the County's jurisdiction and responsibilities overlap with the City's (e.g., land use permitting, local street system outside City limits/inside UGB).
- A confirmation that the County accepts the identified implementation measures (the local policies, procedures, and local improvements) that support the alternative mobility standard on US 101. Specifically:
 - Lincoln County development approval for areas within the SBOZ but outside city limits will require documentation of compliance with the City's adopted Trip Budget Program.
 - Lincoln County will rely on the City of Newport's adopted TSP for future alignments and locations of planned transportation improvements in South Beach, including local roadway, bicycle, and pedestrian facility improvements.

Recommendation

The City of Newport's TSP update has resulted in a creative solution to monitor future impacts to the transportation system in South Beach. The two key components to ensure that the land use and transportation system in South Beach are in balance are the alternative mobility standards, to be adopted by the Oregon Transportation Committee, and the Trip Budget Program, which is to be implemented locally by Newport. Since Lincoln County has land use permitting authority within the boundaries of the SBOZ, County participation will be necessary to help track the pace at which highway capacity is consumed by future trips associated with development in South Beach. The successful implementation of the South Beach TSP is reliant on the Trip Budget Program, coordinated and implemented by both the City and County. It is recommended that the Board of County Commissioners adopt supportive Comprehensive Plan policies through a legislative amendment to Chapter 1 of the Lincoln County Code. These amendments will provide the necessary local commitment to the proposed alternative mobility targets and the local transportation system improvements and implementation steps. Lack of local support could jeopardize the adoption of the alternative mobility targets at the state level.



Transportation Planning in South Beach: Proposed Lincoln
County Comprehensive Plan Amendments – June 18, 2012

ATTACHMENT A



Handout #2: South Beach Overlay Zone (“SBOZ”)

Purpose: To promote development in the South Beach area of Newport in a way that maintains an efficient, safe, and functional transportation system.

Where is it applied? Generally to developable property between the Yaquina Bay Bridge and SE 62nd Street, in an area identified as the South Beach Overlay Zone, or SBOZ. The area will be adopted as an overlay on the City of Newport Zoning Map. The attached map shows the proposed area.

Why is it needed? The SBOZ is needed to manage future development so that the planned transportation system will be able to serve future land use needs. The SBOZ will track the consumption of trips from future development. It is a tool to assess new growth and compare it to the assumptions upon which the transportation system and improvements are based.

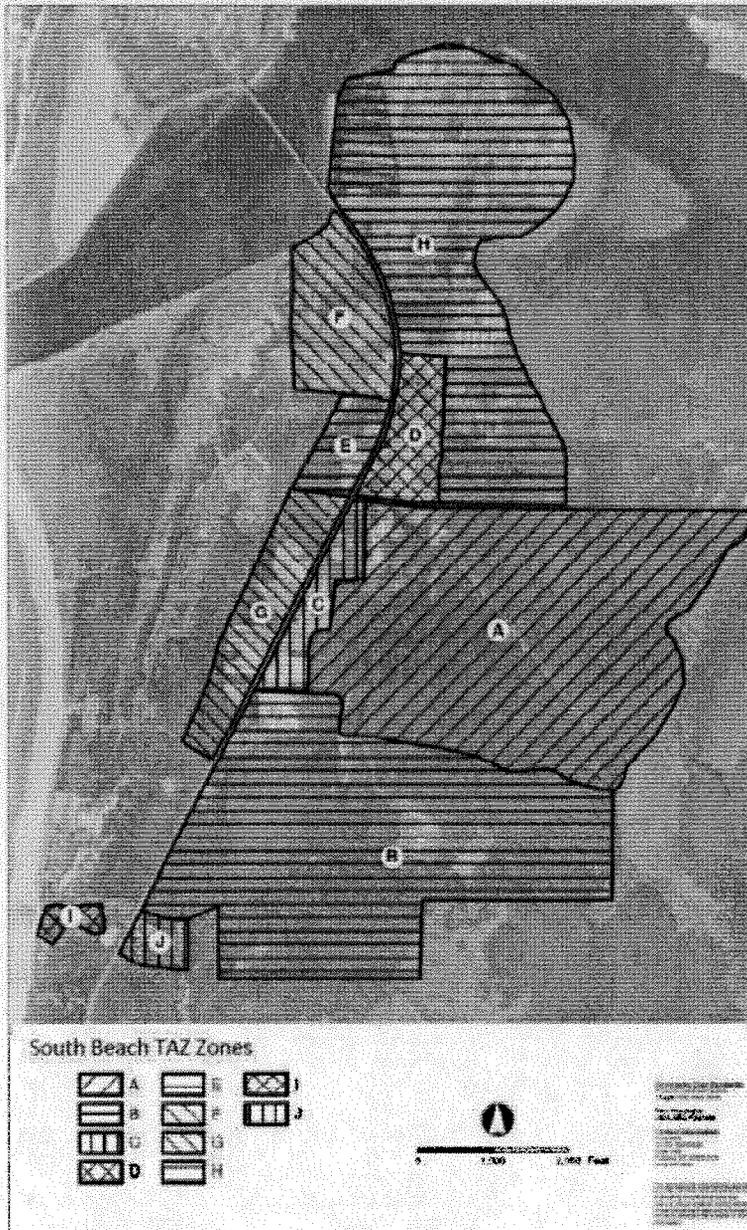
Who does it affect? Anyone who is planning an expansion of an existing use, a change in use, or an improvement on a parcel or parcels within the SBOZ that requires City land use or development approval. Proposed code provisions would apply to any land use application for a parcel within the SBOZ.

What are the development requirements? Proposed development on parcels within the SBOZ are to be limited to the number of PM peak hour trips than are budgeted for the Traffic Analysis Zone (TAZ) in which the parcel is located, except when a development proposes to use the Trip Reserve Fund (see Handout #3). A development that results in a change in the number of vehicle trips being generated to or from a property must submit a Trip Assessment Letter. If certain threshold conditions are met, a more detailed Traffic Impact Analysis (TIA) would need to be submitted to the City for review and approval through a Type III process.

What is the approval process? Land use applications in the SBOZ will be reviewed and approved consistent with existing requirements, according to the type of proposal. Approval of the trip allocation is a ministerial, or administrative, action and can be granted when sufficient trips can be allocated from the TAZ Trip Budget in which the development is proposed. If sufficient trips cannot be allocated from the TAZ Trip Budget, the proposal can include a request to use the Trip Reserve Fund (see Handout #3). Such a request will involve a Planning Commission decision.

Handout #2: South Beach Overlay Zone ("SBOZ")

Figure 1: South Beach Overlay Zone¹



¹ Figure 2-2 from *Newport Transportation System Plan Update - Alternate Mobility Standards Final Technical Memorandum #12*.

Handout #3: South Beach Trip Budget Program

Purpose: To provide a method for the City to track and manage the number of vehicle trips generated by new development to ensure that it is progressing in line with TSP assumptions and that planned improvements continue to be adequate to serve growth in South Beach.

Where is it applied? To the area identified as the South Beach Overlay Zone, or SBOZ (see Handout #2).

Why is it needed? Developing a transportation system sufficient to handle complete development of the area is not feasible within the next 20-years. The system is limited by the capacity of the Yaquina Bay Bridge, given its physical constraints as well as system infrastructure costs. The South Beach Trip Budget Program provides the City with a way to track and manage the number of trips generated by new development to make sure that the planned transportation system can operate at an acceptable level with the new growth in South Beach. The Trip Budget Program is a tool to track the pace at which highway capacity is consumed.

What does it affect? Any development that requires City land use review or development approval.

How will the city track new trips on the transportation system? New submittal requirements are being proposed that would apply to development proposals and requests for land use changes. All such applications would need to document expected future trips through a Trip Assessment Letter; large developments would need to provide a more detailed Traffic Impact Analysis (TIA).

How does it work? The program is based on the future number of PM peak hour trips projected to be generated from new development in South Beach at the 20-year time horizon. Transportation Analysis Zones (TAZs) have been identified in South Beach to forecast future trips. The number of new trips expected to be generated by new development in each TAZ then was identified as a "trip budget" for each TAZ. The expected future PM peak hour trips created by the new development are subtracted from the total trips that have been "budgeted" in the individual TAZ in which the development is located.

What happens when the trip budget for a TAZ is exhausted? In the future, if there aren't enough trips available to accommodate a proposed development in any given TAZ, an applicant can apply to use trips from the "Trip Reserve Fund." The number of trips held in reserve is 10% of the total PM peak hour trips available within the South Beach Overlay Zone (SBOZ). The Newport Planning Commission would make decisions about using the Trip Reserve Fund. Trip Reserve Fund trips may be allocated to any development that is permitted by the underlying zoning as long as there are sufficient trips available in the Trip Reserve Fund and the decision is supported by the findings of a transportation impact analysis. The proposed program includes required re-evaluation to recalibrate the system, if needed, whenever development within a TAZ reaches 65% of the trip budget for that TAZ. A separate, automatic review of the program also will occur in 10 years.

Newport South Beach Public Open House – May 24, 2012



Transportation Planning in South Beach: Proposed Lincoln
County Comprehensive Plan Amendments – June 18, 2012

ATTACHMENT B



Transportation Planning in South Beach: Proposed Lincoln
County Comprehensive Plan Amendments – June 18, 2012



Transportation Planning in South Beach: Proposed Lincoln
County Comprehensive Plan Amendments – June 18, 2012

ATTACHMENT C

The following amendments to the Lincoln County Comprehensive Plan (Lincoln County Code, Chapter 1) are recommended to support transportation system planning in the South Beach Area. Proposed new language is underlined.

CHAPTER 1

Land Use Planning

COMPREHENSIVE PLAN

1.0001	Title and Purpose
1.0005	Introduction
1.0010	Land Use Planning Goals
1.0015	Land Use Planning Policies
1.0020	Intergovernmental Coordination Policies
1.0025	Citizen Involvement Policies
1.0030	Urbanization Policies
1.0040	Air, Land, and Water Quality Goals
1.0045	Air, Land, and Water Quality Policies
1.0050	Natural Hazards Goals
1.0055	Natural Hazard Policies
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1.0100	Beaches and Dunes Goals
1.0105	Beaches and Dunes Policies
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1.0138	Adoption of Lincoln County Transportation System Plan
1.0140	Transportation Goals
1.0145	Transportation Policies
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1.0160	Housing Goals
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1.0170	Recreation Goals
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1.0180	Public Facilities Goals
1.0185	Public Facilities Policies
1.0190	Plan Designations

...

COMPREHENSIVE PLAN

1.0001 Title and Purpose

Chapter One shall be known and may be cited or pleaded as the Lincoln County Comprehensive Plan and Zoning Regulations. This chapter applies to all that area of Lincoln County subject to county jurisdiction under the provisions of ORS 215.130 and subsequent amendments to the Oregon Revised Statutes. The purpose of this chapter is to promote the public health, safety and general welfare and to implement the goals and policies of the Lincoln County Comprehensive Plan, LCC 1.0005 to 1.0190.

1.0005 Introduction

The comprehensive plan is a statement of Lincoln County's overall policies regarding the nature of future growth and development in the County. This policy reflects a consideration of the County's problems and needs as well as its social, environmental and economic values. The purpose of comprehensive planning is to allow the public to make decisions in advance about the development of the County and the use and conservation of its resources. The resulting plan is a document upon which public agencies and private firms and individuals can rely so their decisions and investments can be made with confidence. People buying homes can do so, assured that their community will grow and develop in an orderly fashion. Businesses can invest in new sites, confident that they can be used for their intended purpose and that needed services will be provided. Public investments in water systems, sewer systems, schools, roads, etc., can be made in an orderly and cost effective manner. At the same time, the comprehensive plan is not intended to be a static document; rather it is intended to be dynamic in nature. Periodic review and revision is a necessary part of the planning process in order to respond to changing social and economic needs and circumstances. The Lincoln County Comprehensive Plan consists of four primary elements: The Comprehensive Plan Inventory; the Comprehensive Plan Policies; the Comprehensive Plan Maps; and the Lincoln County Transportation System Plan adopted pursuant to LCC 1.0138. The Comprehensive Plan Inventory provides the background information, data and other factual base material concerning the social, economic and environmental resources of the County. The Comprehensive Plan Policies are the formal binding policy statements which direct future growth and development and which are derived from the problems and needs identified in the Comprehensive Plan Inventory. The Comprehensive Plan Maps assign land use designations to all areas of the County in accordance with the requirements of the Comprehensive Plan Policies. It should be emphasized that these three elements of the County Comprehensive Plan must be considered together in analyzing a specific application of the plan. For example, the policy provisions for Forest Lands are in response to resources and conflicts identified in the inventory, and are in turn applicable to those resources defined in the inventory and delineated on the plan maps. In order to provide a better understanding of this linkage between the inventory and policy elements of the Comprehensive Plan, the relevant conclusions of the various inventory sections have been summarized below:

[...]

(20) Transportation:

Transportation in Lincoln County centers primarily on the use of the private automobile. It is anticipated that this reliance will continue, and the focus of transportation planning for the planning period will be on design, improvement and maintenance of public roads and highways. Mass transit opportunities in Lincoln County appear to be extremely limited during the planning period. The small number of potential users and their low concentration combine to make any such project economically unsound. It is likely that the importance of air travel will increase during the planning period, commensurate with projected population increases. The probability of commercial air service to the Newport area is anticipated and plans for significant improvements at the airport are being formulated. Rail service and commercial shipping activities are both confined to serving industrial wood products operations in the Newport-Toledo area.

In 2011-12, Lincoln County participated in a planning process that addressed transportation and land use issues in South Beach, an area south of the Yaquina Bay Bridge that includes land both within the City of Newport and outside city limits, within Lincoln County. A significant amount of new development in the Newport area is expected in this area. Forecasted traffic volumes along US 101 are anticipated to result in greater congestion levels, particularly during the summertime peak. However, traffic growth is likely to be high enough that significant congestion also will be experienced at other times of the year. The limited state funding available for bridge improvement and replacement causes the Yaquina Bay Bridge to become the major constraint in the operation of the transportation system south of the bridge.

Newport and ODOT, in consultation with Lincoln County, have worked together to identify a transportation system and management strategy that will support future community development in South Beach. The strategy includes alternative mobility standards for US 101, strategic improvements to the state highway and to the local street system and a variety of improvements to the pedestrian and bicycle system. A South Beach Overlay Zone (SBOZ) has been created that creates a Trip Budget Program to track vehicle trips generated by future development. The City has adopted the SBOZ and Trip Budget Program to track the trips from future development so that the planned transportation system will be able to serve future land use needs. The County will rely upon the City's adopted TSP to identify the necessary and appropriate improvements to the transportation system. The County will participate in the SBOZ and Trip Budget Program by continuing to use the conditional use permit process for all development proposed on land designated Industrial within the SBOZ. This process provides the City of Newport with an opportunity to comment on any land use proposal. This process will provide the City of Newport with the means to ensure that trips are available in the City's Trip Budget Program to support developments in South Beach.

[...]

1.0138 Adoption of Lincoln County Transportation System Plan

(1) The Lincoln County Transportation System Plan, consisting of Volume 1 (Plan) and Volume 2 (Appendixes, Tables and Figures), is hereby adopted and made a part of the Lincoln County Comprehensive Plan. The Plan, Volumes 1 and 2, are incorporated herein as if fully set forth. Copies of the Plan, Volumes 1 and 2, shall be placed in the Lincoln County Clerk's Office and kept in the Department of Planning and Development's offices.

(2) To the extent that provisions in the Lincoln County Transportation System Plan diverge from this Chapter or subsequent amendments to the Comprehensive Plan, this Chapter or subsequent amendments to the Comprehensive Plan shall supersede those inconsistent provisions. [2008 o.456 §3]

1.0140 Transportation Goals

Transportation goals:

- (1) To plan for a safe, convenient and economic transportation system.
- (2) To provide an efficient and aesthetically pleasing system of public roads.
- (3) To develop a transportation system which enhances the County's economy.
- (4) To encourage energy conserving transportation modes.
- (5) To conserve energy in transportation.

1.0145 Transportation Policies

(1) Lincoln County shall coordinate its transportation plans with state transportation plans, and the city comprehensive plans.

(2) The Lincoln County Road Committee shall recommend capital improvement plans for road construction, major road improvements and maintenance. Priorities shall be established on the basis of road condition, road capacity, traffic volume and effectiveness toward reducing accidents.

(3) Lincoln County shall review improvements to the state highway system within the county for consistency with this plan.

(4) Lincoln County shall classify roads as major and minor arterials, collectors and residential streets and designate county and public roads.

(5) Major arterials shall provide regional access between communities and areas of the county and state.

(6) Access to major arterials shall be via fully improved streets except where no alternative exists. Developments adjacent to arterials shall provide through access via collector or residential streets to adjacent developable lands.

(7) In response to applications for highway access permits for abutting properties from the State of Oregon, Lincoln County shall respond with the following condition: "This highway access permit shall be valid only as long as alternative access from a collector or local street is not available. Upon development or improvement of a collector or local street, this permit shall be terminated and the driveway shall be abandoned."

(8) Adequate setbacks from arterial and collector roads shall be required in order to provide for future purchase of additional right-of-way.

(9) Existing rights-of-way shall be used where appropriate and future needed rights-of-way shall be designated to improve the safety of vehicular circulation within the county.

(10) Lincoln County shall work to preserve existing rights-of-way that have been identified as having future potential as transportation corridors.

(11) Lincoln County shall adopt minimum standards for road construction, improvements and maintenance for county and public roads.

(12) Lincoln County shall work with road districts through inter-governmental agreements to provide programs for improvement and continual maintenance.

(13) Lincoln County shall work with existing road districts to ensure improvement of public roads to minimum county standards.

(14) Lincoln County may share in public road maintenance and improvement with abutting property owners. The County share shall be based upon benefit, road use, classification and priority of the County road capital improvement plan.

(15) A condition of final development approval shall be that public roads providing access to proposed development be improved to minimum County standards.

(16) Lincoln County shall initiate vacation or closure of county or public roads which are no longer necessary for access or which cannot be maintained as determined by the County Engineer except where such roads abut the ocean.

(17) Lincoln County may reduce county roads to public road status.

(18) Set-backs for development shall provide for the planned right-of-way width.

(19) The establishment of private road rights-of-way to accommodate land partitioning shall be to minimum county road standards except when no further partitioning or subdividing is possible.

- (20) Lincoln County shall encourage the improvement of existing airports.
- (21) Lincoln County shall work with citizens, the Department of Transportation Aeronautics Division, and cities to develop zones which designate surrounding land uses compatible with airports.
- (22) Development of heliports, except for emergency use, shall be restricted to commercial, industrial, forest, and agricultural areas and residential areas where the approach and departure occur over areas where there is no potential for residential use.
- (23) The Lincoln County Airport Advisory Committee shall advise the County on all land use matters pertinent to airport and aircraft safety.
- (24) Lincoln County shall encourage:
- (a) Improved transportation choices including opportunities for those who are aged or incapable due to physical or mental disorder;
 - (b) Establishment of a commuter airline service;
 - (c) Improvement and maintenance of marine facilities, where appropriate, such as docks, jetties and channels; and
 - (d) Designation and improvement of pedestrian and bicycle routes.
- (25) Lincoln County shall promote the expansion of the railway system capability.
- (26) Lincoln County shall review proposals to locate high voltage electrical transmission lines and high volume natural gas or oil pipelines. The review shall take into consideration land uses along and adjacent to these transmission corridors, weighing public benefit, environmental safety and the economics of alternative proposals.
- (27) Transmission lines and pipelines serving and linking residential, commercial, and industrial users shall be located along common corridors where feasible
- (28) Lincoln County shall encourage the licensing of bicycles by State of Oregon to increase revenues for bike way facilities.
- (29) Lincoln County shall encourage the Oregon Department of Transportation to widen and improve valley access highways.
- (30) Lincoln County shall require designation of car pool parking areas as part of access management plan for intersections near major collectors.
- (31) Permanent access to that portion of NE Harney Street between NE 32nd Street and NE 36th Street shall be limited to lands within the City of Newport Urban Growth Boundary. Access to lands outside the Urban Growth Boundary shall be limited to temporary access for forest management purposes.
- (32) Lincoln County shall support programs providing transportation choices and reduction of single-occupancy vehicle trips.
- (33) Lincoln County shall work to improve mass transit and inter-city transit links. [1998 o.379 § 2; 2008 o.456 §5]
- (34) Lincoln County supports optimizing the transportation system in Newport's South Beach area between the Yaquina Bay Bridge and SE 62nd Street through improvements to US 101 and the local transportation system as identified in the City of Newport's TSP. The capacity of the Yaquina Bay Bridge is expected to continue to be the major constraint in the operation of the transportation system south of the bridge, and funding for a new or expanded facility is not likely in the foreseeable future.
- (35) Lincoln Count supports adoption of alternative mobility standards by the Oregon Transportation Commission on US 101 at the future signalized intersections of South 35th Street, Southeast 40th Street and Southeast 50th Street/South Beach State Park to accommodate planned community development in Newport's South Beach area. These standards will allow a higher level of congestion than would be acceptable without the alternative standards. The alternative standards will support economic development and reduce the costs of total transportation system improvements associated with development in South Beach.
- (36) Lincoln County shall participate in monitoring the transportation impacts of development in South Beach by noticing the City of development proposals outside City limits.

within the City of Newport's adopted South Beach Overlay Zone (SBOZ). The county shall coordinate with the City of Newport through the development approval process to ensure that County-approved trips are recorded in the City's SBOZ Trip Budget Program. Documentation of compliance with the SBOZ Trip Budget program, as adopted in the City of Newport TSP, will be required prior to County development approval.

(37) Lincoln County will use the City of Newport's adopted TSP to identify necessary and appropriate improvements to the transportation system in Newport's South Beach area.

(38) Lincoln County, in coordination with the City of Newport, shall continue to engage ODOT in conversations regarding future project planning and funding that would lead to improvements to, and possibly replacement of, the Yaquina Bay Bridge. The county is supportive of finding long-term solutions sufficient to address existing capacity and structural limitations that affect the bridge's ability to carry vehicles and pedestrians

Exhibit B1

Newport TSP Amendments

File No. 2-CP-11

**Newport Transportation System Plan
Technical Memorandum #5 –
South Beach Existing Conditions**

Prepared for

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CITATION

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and State of Oregon funds.

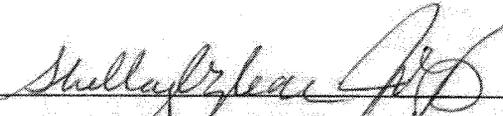
The contents of this document do not necessarily reflect views or policies of the State of Oregon.

Parametrix. 2006. Newport Transportation System Plan Technical Memorandum #5
– South Beach Existing Conditions.

Prepared by Parametrix, Portland, Oregon. November 2006.

CERTIFICATION

The technical material and data contained in this document were prepared under the supervision and direction of the undersigned, whose seal, as a professional engineer licensed to practice as such, is affixed below.


Prepared by John Evans and Shelley Oylear, E.I.T.


Checked by Anne Sylvester, P.T.E.


Approved by Anne Sylvester, P.T.E.



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ACRONYMS

ADA	Americans with Disabilities Act
ADT	Average Daily Traffic (volumes)
DLCD	Department of Land Conservation and Development
HDM	Highway Design Manual
LOS	Level of Service
MEV	Million Entering Vehicles
MVMT	Million Vehicle Miles of Travel
OAR	Oregon Administrative Rules
OBPP	Oregon Bicycle and Pedestrian Plan
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
ORS	Oregon Revised Statutes
OTC	Oregon Transportation Commission
OTP	Oregon Transportation Plan
PDO	Property Damage Only
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (2005)
STIP	State Transportation Improvement Program
Synchro	HCM compatible traffic analysis software for intersections
TPAU	Transportation Planning and Analysis Unit
TPR	Transportation Planning Rule
TSP	Transportation System Plan
UGB	Urban Growth Boundary
V/C	Volume-to-Capacity (ratio)

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1. INTRODUCTION

This report provides analysis of existing transportation conditions for the South Beach study area as part of the update process for the City of Newport Transportation System Plan (TSP), known as the South Beach TSP Refinement Plan. This report is divided into three sections. Chapter 1 is this introduction. Chapter 2 provides a review of the existing street system, traffic operations, crash history, Yaquina Bridge, roadway access, and public transportation. Chapter 3 provides a summary of all applicable plans, policies and programs relevant to this portion of the TSP update. A separate analysis of existing bicycle and pedestrian transportation conditions is provided in Technical Memorandum #3.

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2. INVENTORY OF EXISTING CONDITIONS

2.1 OVERVIEW

The analysis of existing traffic conditions in the South Beach study area included an inventory of current transportation system conditions. Infrastructure characteristics reviewed include intersection geometry, bridge conditions, and access features. Analyses were made of existing traffic operations and crash histories at key intersections. Assessments of other transportation-related area functions include a review of truck traffic volumes, available transit and location of pedestrian attractions in the South Beach area.

The South Beach system inventory in this memo serves as a basic framework for evaluation of future transportation facilities needs.

2.2 STUDY AREA

For purposes of this project, the South Beach study area is bisected by the US 101 corridor and largely lies south of the Yaquina Bay Bridge. The boundaries of the study area include the Pacific Ocean to the west, Yaquina Bay to the east, Abbey Street to the north and South 65th Street to the south. This study will incorporate work currently being conducted on the urban growth boundary (UGB) expansion in this area and other plans for further economic development.

2.3 EXISTING STREET SYSTEM

This section describes the physical characteristics of state highways in the Newport transportation system, and discusses the features of study area streets. The inventory includes functional classification, number of lanes, posted speeds, destinations served, and surrounding land uses. An inventory of bicycle and pedestrian facilities on and near study area streets is included in Technical Memorandum #3.

US 101

US 101 is the main transportation facility in South Beach area and along the Oregon Coast. This highway is classified by the Newport Transportation System Plan (TSP) as a Principal Arterial and by the Oregon Department of Transportation (ODOT) as a Statewide Highway. The Oregon Highway Plan (OHP) also classifies US 101 as a scenic byway. The highway carries the highest volume of traffic of any facility in the South Beach area. The pavement condition in the study area is rated as fair in the 2004 Oregon State Highway System Pavement Conditions report. US 101 has one through traffic lane in each direction, with left-turn lanes at some intersections. A summary of the lane widths along US 101 are included in Table 2-1 below.

One of the proposed projects in the Newport TSP is the widening of US 101 from two to four through lanes from the Yaquina Bay Bridge south to 123rd Street.

Local Streets

Abalone Street and Pacific Way lie at the south end of the Yaquina Bay Bridge and function as both northbound and southbound entrance and exit ramps to US 101. Abalone Street and Pacific Way are classified as minor arterial roadways. They provide connections to Marine Science Drive, the Port of Newport, and the South Jetty recreation area. Both roadways consist of one travel lane in each direction and have posted speeds of 25 mph.

Table 2-1. 2003-2005 South Beach Area Lane Widths

Segment of US 101	Southbound		Center Lane Median (feet)	Northbound	
	Bike Lane (feet)	Travel Lane (feet)		Travel Lane (feet)	Bike Lane (feet)
South End of Bridge to Pacific Way/ Abalone Street	0	12 & 12	1	12 & 12	0
Pacific Way to 32nd Street	6	12	14	12	6
32nd Street to Ferry Slip Road	6 to 10	12	14	12	6
Ferry Slip Road to 50th Street	6	12	0	12	6

Source: ODOT 2004. US 101: Yaquina Bay Bridge-SE 123rd & US 20: US 101-John Moore Rd. Grading, Drainage, Paving Signing & Signal Project.

SE 32nd Avenue is a signalized intersection about 0.25 miles south of the Yaquina Bridge. From US 101 to Ferry Slip Road, 32nd Avenue is classified as a collector street. The two-lane roadway is posted at 25 mph and serves residential, industrial, and commercial land uses. A new street is proposed to connect 32nd Street from Anchor Way to Abalone Street, offering a local route parallel to US 101.

Ferry Slip Road is classified as a minor arterial with a posted speed of 30 mph. The two-lane roadway connects US 101 to residential, shopping, employment, and recreational activity areas. The intersection of Ferry Slip Road with US 101 has a sharp angle and irregular geometric configuration.

SE 50th Street is currently classified as a local street that provides access to the City's wastewater treatment plant and Mike Miller Park. The posted speed is 25 mph. The street does not have centerline striping, but accommodates two-way traffic. There has been a proposal to re-align and combine the 50th Street and South Beach State Park access points into a single intersection with US 101.

2.4 EXISTING (2006) TRAFFIC OPERATIONS

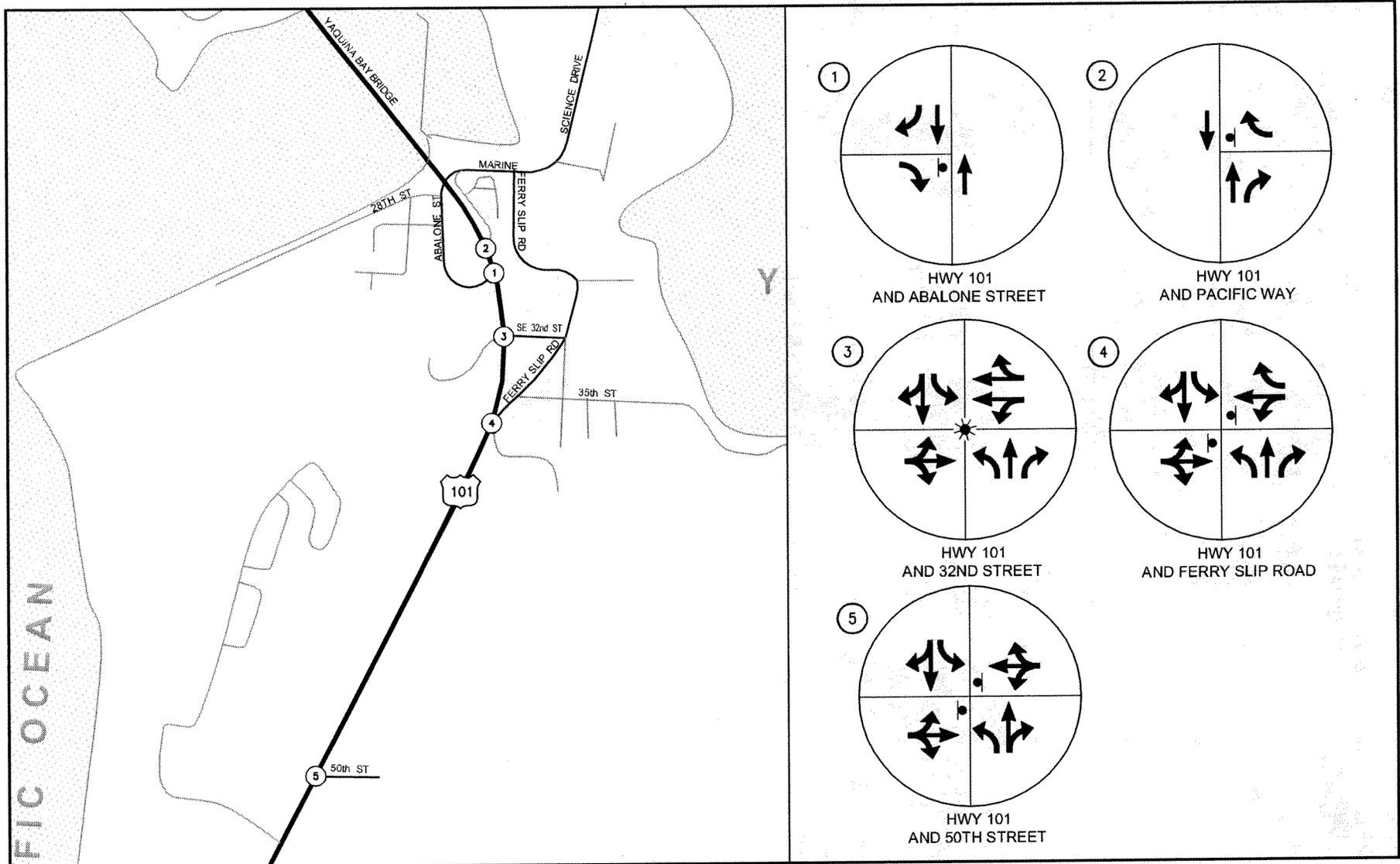
This section addresses existing transportation system volumes and operations on US 101 at key study area intersections in the South Beach area. The inventory and analysis described in this section will serve as a basic framework for evaluation of future transportation facilities needs.

Intersection Traffic Control and Geometrics

Five intersections were evaluated as part of the analysis of the existing conditions:

- US 101 at Abalone Street (unsignalized)
- US 101 at Pacific Way (unsignalized)
- US 101 at SE 32nd Street (signalized)
- US 101 at Ferry Slip Road (unsignalized)
- US 101 at SE 50th Street (unsignalized)

Each of the unsignalized intersections is stop-controlled on the minor street approach. Only the US 101/SE 32nd Street intersection operates with traffic signals. Existing lane configurations and traffic control for the five study area intersections are shown in Figure 2-1.



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Figure 2-1
South Beach Existing Lane Characteristics

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Intersections Operational Standards

Within the state of Oregon traffic operations are evaluated based on two sets of criteria or standards. The operative standard used by ODOT for state highways is the volume-to-capacity (V/C) ratio, and is expressed in terms of a ratio between traffic volumes and the roadway or intersection's capacity. Many local communities assess the quality of traffic performance in terms of intersection or roadway levels of service (LOS). These two operational standards are described below.

Volume-to-Capacity Standard

As adopted in the 1999 Oregon Highway Plan (OHP), ODOT uses V/C ratios to measure state highway performance rather than intersection or roadway levels of service. A V/C ratio expresses the relationship between traffic volumes and the roadway or intersection's theoretical capacity. Various V/C thresholds are applied to all state highways based on functional classification of these facilities.

US 101 in the South Beach area is classified as a Statewide Highway. The peak hour, maximum V/C standards for US 101 inside the Urban Growth Boundary (UGB) boundary with speeds less than or equal to 35 mph is 0.85.

Intersection Levels of Service

Another measure of intersection operating performance during peak travel periods is based on average control delay per vehicle entering the intersection. This delay is calculated using equations that take into account turning movement volumes, intersection lane geometry and traffic signal features, as well as characteristics of the traffic stream passing through the intersection, including time required to slow, stop, wait, and accelerate to move through the intersection. Various levels of delay are then expressed in terms of level of service (LOS) for either signalized or unsignalized intersections. The various LOS range from LOS A (free-flow conditions) through LOS F (operational breakdown). Between LOS A and LOS F, progressively higher LOS grades reflect increasingly worse intersection performance, with higher levels of control delay and increased congestion and traffic queues. Characteristics of each LOS are briefly described below in Table 2-2.

Table 2-2. Level of Service Definitions

Level of Service	Average Delay/Vehicle (sec.)		Description
	Signalized	Unsignalized	
A (Desirable)	<10 seconds	<10 seconds	Very low delay; most vehicles do not stop.
B (Desirable)	>10 and <20 seconds	>10 and <15 seconds	Low delay resulting from good progression, short cycle lengths, or both.
C (Desirable)	>20 and <35 seconds	>15 and <25 seconds	Higher delays with fair progression, longer cycle lengths, or both.
D (Acceptable)	>35 and <55 seconds	>25 and <35 seconds	Noticeable congestion with many vehicles stopping. Individual cycle failures occur.
E (Unsatisfactory)	>55 and <80 seconds	>35 and <50 seconds	High delay with poor progression, long cycle lengths, high V/C ratios, and frequent cycle failures.
F (Unsatisfactory)	>80 seconds	>50 seconds	Very long delays, considered unacceptable by most drivers. Often results from over-saturated conditions or poor signal timing.

Source: 2000 Highway Capacity Manual, Transportation Research Board.

Traffic Volumes

ODOT provided PM peak hour turning movement counts for the South Beach study intersections, based on data that had been collected between February 2004 and April 2006. An adjustment to the count data was required to translate data from previous years so that they all represented 2006 volumes. Additionally, as traffic volumes vary with the seasons, further adjustments were required for counts taken outside of the peak season to ensure that they reflect “typical” conditions for use in assessing design and improvement options. The traffic count data is summarized in Figure 2-2 and reflects seasonally adjusted PM peak traffic volumes. The methodology for the adjustments is summarized in Appendix A.

Adjusted 2006 average daily traffic volumes (ADT) that have been balanced between intersections are illustrated in Figure 2-3. Heavy truck volumes for the study intersections were extracted from the 14 and 16 hour classification counts provided by ODOT. Figure 2-4 illustrates the PM peak and daily heavy truck volumes along US 101 at the study intersections.

Pedestrian-Oriented Areas

Figures 2-5 and 2-6 illustrate the pedestrian-oriented attractions in the South Beach area. These attractions include the following locations:

- Oregon Coast Aquarium
- Hatfield Marine Science Center
- Rogue Brewery
- South Beach State Park
- Fishing Pier

Traffic Operations

The analysis of existing PM peak hour traffic operations was conducted using a Synchro traffic simulation model developed specifically for the study area intersections. This model includes field-verified geometrics and other relevant physical data for each intersection. Analysis procedures follow guidelines in the ODOT Transportation Planning and Analysis Unit (TPAU).

Table 2-3 summarizes existing (2006) traffic operations for the PM peak hour at the five intersections in the South Beach study area. Data in these tables includes the overall intersection V/C ratios, average intersection delay, and intersection levels of service (LOS). V/C ratios above 1.0 are useful indicators of potential concerns such as sub-optimal signal timing or inadequate turn lane storage. Intersection analysis worksheets are included in Appendix B. Currently, the intersections generally experience minimal delays and operate within acceptable LOS standards. None of the intersections studied exceeded the state V/C threshold. However the minor street approaches at Ferry Slip Road showed substantial delay.

Table 2-3. 2006 PM Peak Traffic Operations

Signalized Intersection	V/C Ratio	Critical Delay (sec/vehicles)	Critical LOS
US 101 @ 32 nd Street	0.75	13.6	B
Unsignalized Intersection/ Critical Movement			
US 101 @ Pacific Way			
Westbound Right	0.73	40.2	E
US 101 @ Abalone Street			
Eastbound Right	0.17	18.7	C
US 101 @ Ferry Slip Road			
Eastbound	0.38	71.3	F
Westbound Left	0.32	56.7	F
US 101 @ 50 th Street			
Eastbound	0.11	31.7	D
Westbound	0.09	27.2	D

Note 1: V/C ratio is a ratio between traffic volumes and the roadway or intersection's capacity.

Note 2: LOS means intersection level of service.

Note 3: "Critical Delay" and "Critical LOS" refers to the delay or LOS experienced for the specific intersection traffic movement listed.

2.5 CRASH HISTORY

Crash data for the study area intersections were provided by the ODOT for 4-year period from January 1, 2002, through December 31, 2005. Analysis of this data was conducted for both roadway segments through the study area and the key intersections.

Roadway Segment Crash Analysis

Roadway segment crash data is analyzed on the basis of accidents per million vehicle miles of travel (MVMT), which considers both the number of crashes and the level of exposure to crashes expressed in terms of the total traffic volume carried along the roadway segment.

Table 2-4 identifies crash data and calculates crash rates for three segments along US 101 in the study area: Fall Street to Pacific Way (1.25 miles), Pacific Way to Ferry Slip Road (0.30 miles), and Ferry Slip Road to SE 50 Street (0.75 miles). Using 4-year crash data, analysis indicates that each segment experienced crash rates less than 1.0/MVMT. This compares with the 2005 crash rate of 2.05 for all urban principal arterial highways in Oregon. A review of the roadway segment crash data indicates that many of the collisions are rear end or turning movement crashes at public and private access points.

Table 2-4. 2002-2005 South Beach Area Segment Crash History

Intersection	Crash Type					Crash Severity			Total	
	Rear-end	Turn	Angle	Side-swipe	Other	PDO	Injury	Fatal	Reported Crashes	Crash Rate/MVMT
Along US 101										
Fall Street to Pacific Way	9	3	0	3	6	13	8	0	21	0.88
Pacific Way to Ferry Slip Road	3	0	0	0	1	3	1	0	4	0.47
Ferry Slip Road to 50th Street	2	1	0	1	2	4	2	0	6	0.47

Source: ODOT 2006.

Note 1: PDO means Property Damage Only. "Other" crashes include backing, pedestrian collisions, and hitting fixed objects.

Note 2: MVMT means million vehicle miles of travel

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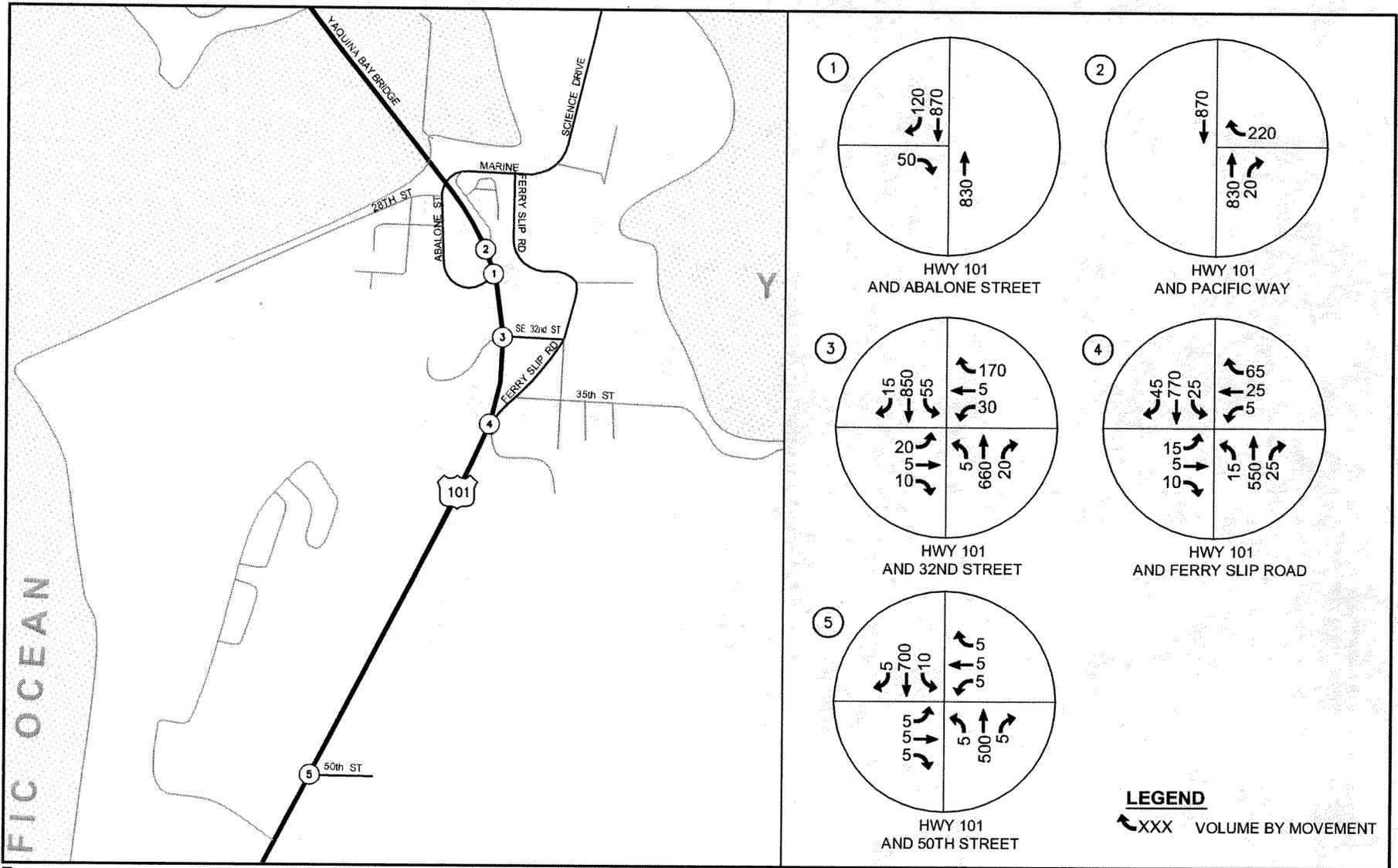


Figure 2-2
2006 PM Peak Volumes

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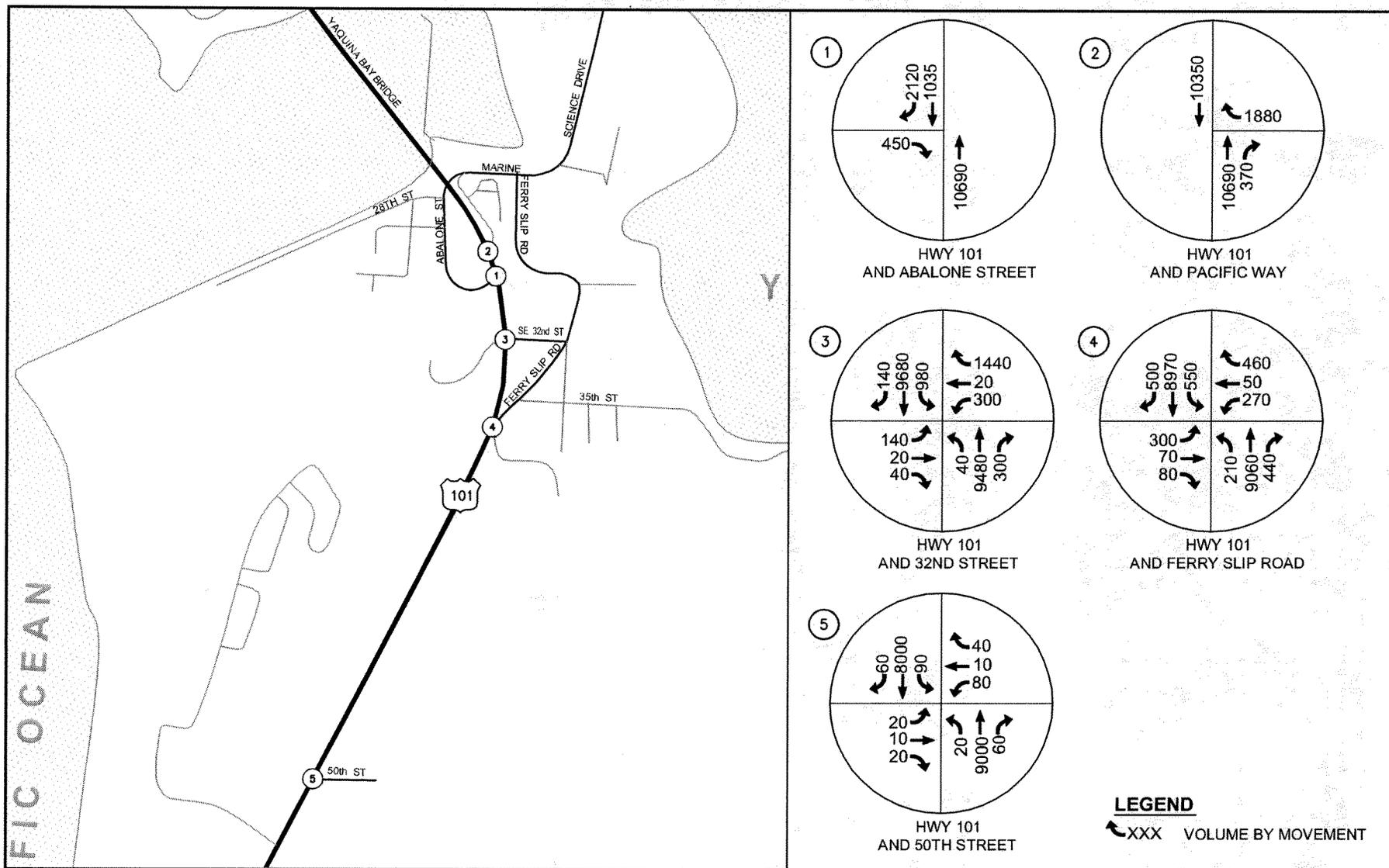


Figure 2-3
2006 Daily Volumes (ADT)

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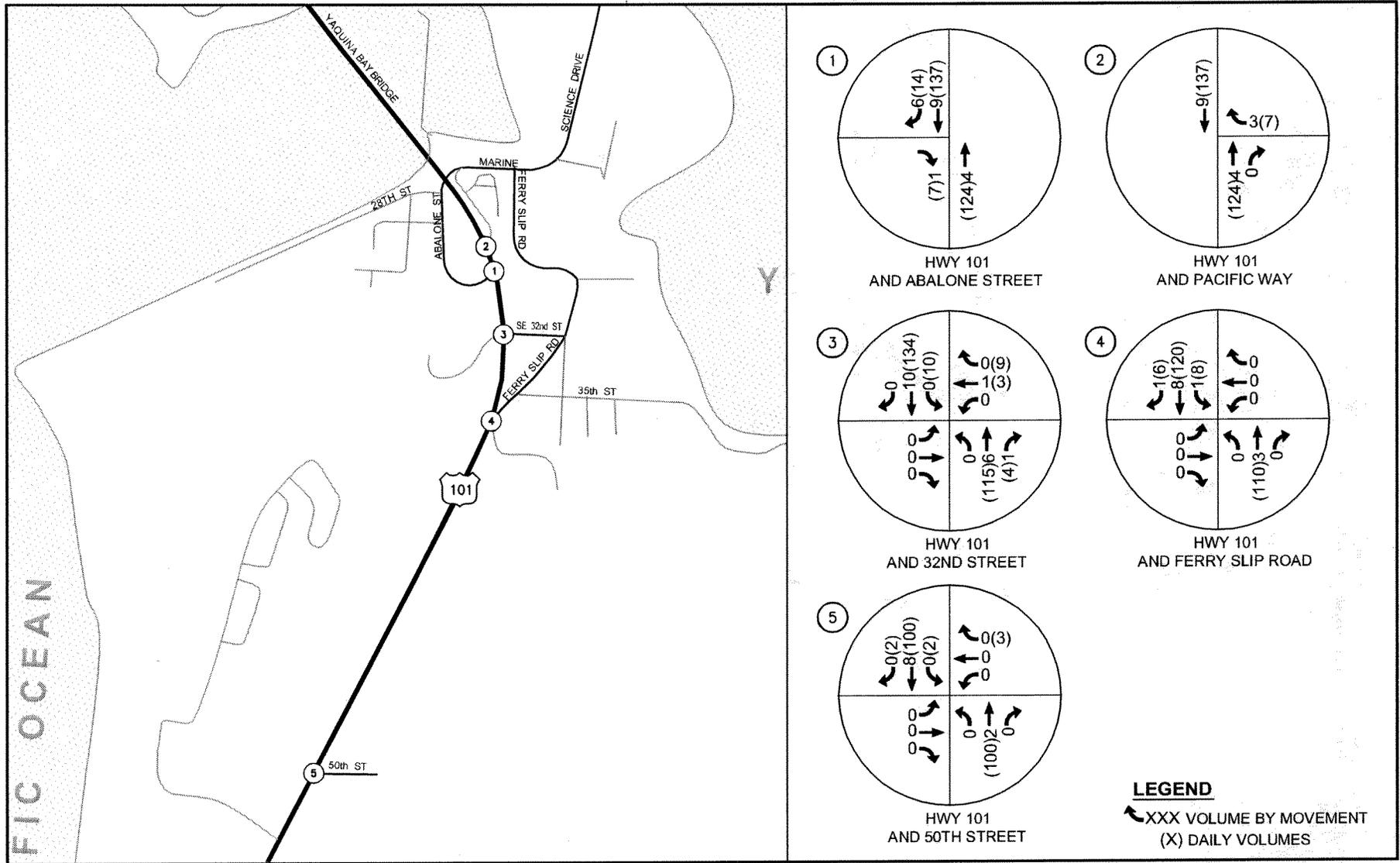


Figure 2-4
PM Peak And Daily Heavy
Truck Traffic Volumes

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Figure 2-5
South Side
Pedestrian Attractions

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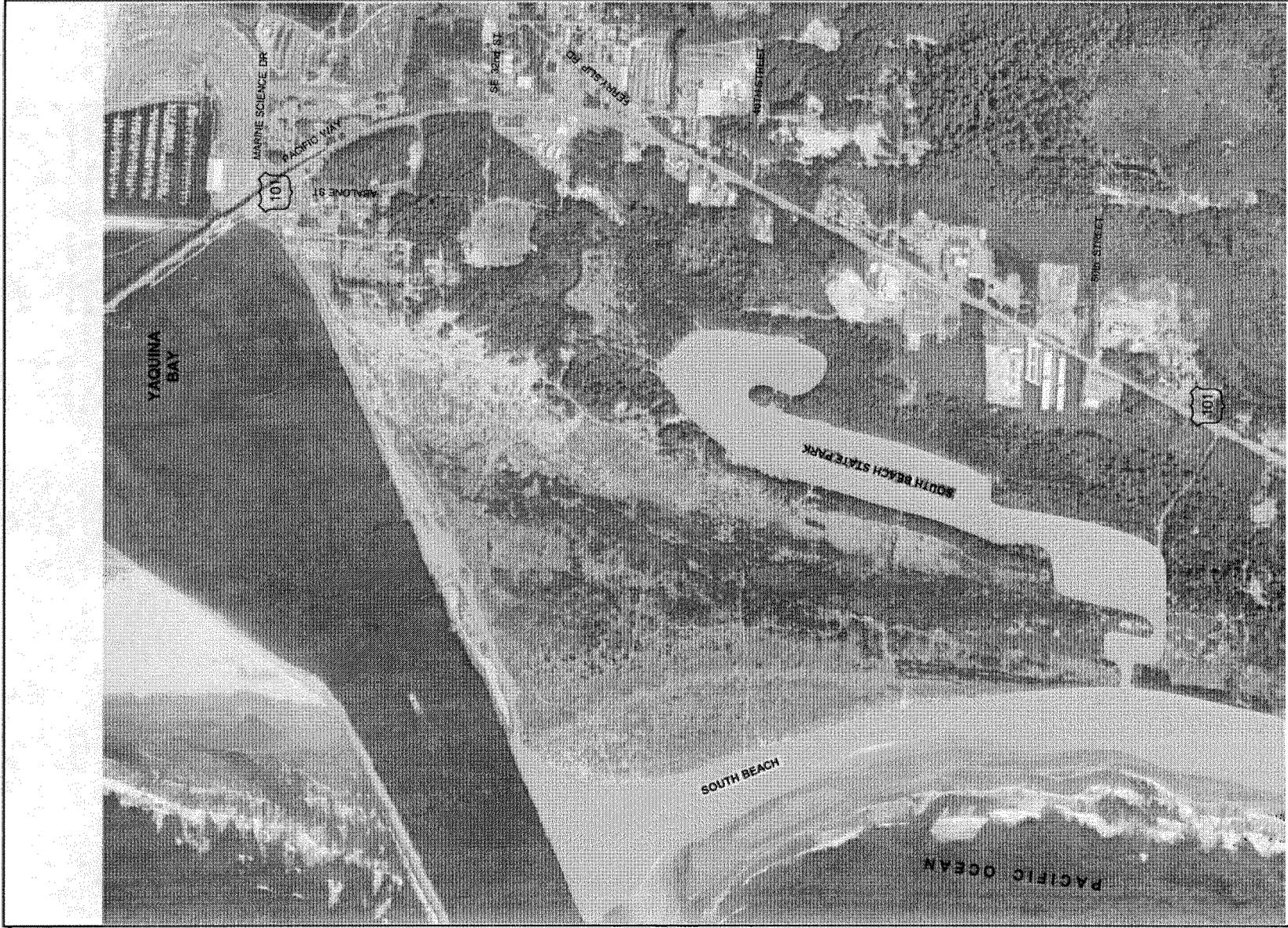


Figure 2-6
South Beach
Pedestrian Attractions

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Intersection Crash Analysis

The number of crashes per million entering vehicles is used to calculate an intersection's "crash rate." A rate greater than 1.0 crashes per million entering vehicles (MEV) is commonly used as a threshold to identify locations that warrant further analysis, potentially leading to implementation of measures to improve safety. Table 2-5 identifies crash rates and types and severity at study area intersections. None of the study intersections exceeded the 1.0 MEV rate and only one intersection recorded any crashes at all during the 2002 to 2005 period.

A review of the data in Table 2-5 indicates that about 67 percent of the collisions at the intersection of US 101 with 32nd Street are rear end, and 33 percent involve turning movements at or in the immediate vicinity of the intersection. These crashes may be related to the lone traffic signal along this highway segment. With respect to crash severity, 33 percent of the intersection collisions involved only property damage while 67 percent experienced an injury. The injury percentile at intersections is lower than for roadway segments as a whole, indicating that most of the injury collisions are occurring at roadway access points between the intersections. As also indicated in the table, there were no fatal collisions at study area intersections during the 2002 to 2005 time period.

Table 2-5. 2002-2005 South Beach Study Area Intersection Crash History

Intersection	Crash Type					Crash Severity			Total	
	Rear-end	Turning	Angle	Side-swipe	Other	PDO	Injury	Fatal	Reported Crashes	Crash Rate/MEV
US 101 @ Pacific Way	0	0	0	0	0	0	0	0	0	0.00
US 101 @ Abalone Street	0	0	0	0	0	0	0	0	0	0.00
US 101 @ 32nd Street	2	1	0	0	0	1	2	0	3	0.12
US 101 @ Ferry Slip Road	0	0	0	0	0	0	0	0	0	0.00
US 101 @ 50th Street	0	0	0	0	0	0	0	0	0	0.00

Source: ODOT 2006.

Note: PDO means Property Damage Only and MEV means Million Entering Vehicles. "Other" crashes include sideswipes and head-on collisions.

2.6 YAQUINA BAY BRIDGE CONDITION

The Yaquina Bay Bridge is an historically significant, iconic steel bridge spanning Yaquina Bay. ODOT bridge inspection report assessment identifies the bridge as functionally obsolete. The bridge roadway width is 27 feet, accommodating one lane in each direction. The bridge has a sufficiency rating of 46.2 out of 100 points and, accordingly, is eligible for federal funding for bridge rehabilitation. Currently there are no load restrictions on the bridge. The National Bridge Inventory rates the deck and superstructure as satisfactory. Currently, there are no major structural issues with the bridge; however, it continues to receive extensive ongoing maintenance for corrosion prevention.

2.7 ACCESS MANAGEMENT AND CONDITIONS

The term access management refers to the process of balancing the need for vehicle access to parcels of land adjacent to roadways with the need for safe and efficient through movement of vehicular traffic on the roadway. Access management can be implemented by a variety of means. These include median controls (e.g., raised concrete medians); driveway spacing and/or driveway consolidation (so that there are fewer driveways serving one parcel or

multiple parcels), requiring that driveways be placed on lower order streets where a parcel abuts both higher and lower order streets; and intersection spacing to reduce the number of conflict points or signal-controlled locations along a street, as the frequency of these locations can reduce the benefits of effective signal timing progression.

Access management is closely related to street functional classification. Typically, when access controls are in place, the frequency of driveways and intersecting streets is more restrictive along state highways and major arterials where the movement of traffic takes a higher priority. Access controls are less restrictive along collector streets where there is greater balance between access and mobility. Access controls are restricted only by safety considerations along local streets where property access is the primary function of the street.

Frequent driveway and cross-street access can significantly degrade traffic operations along major streets as motorists must contend with people slowing to turn into adjacent property or attempting to get back onto the major street from a side access location. Not only do frequent driveways adversely affect the operational capacity of a road, they also affect safety since each driveway or intersecting street represents a potential conflict point for through-moving vehicles. The strip development that often occurs as a result of the lack of access control is often inhospitable to pedestrians and bicyclists, and its dispersed uses make efficient transit service difficult.

Access management can be most effectively implemented during the land development process when access locations and localized street improvements can be adapted to ensure that adjacent street traffic-carrying functions are not degraded. Access management controls are more difficult to implement along streets with developed property due to possible right-of-way limitations and/or the concerns of property owners about business or on-site circulation impacts. In these cases, access controls can be incorporated into a roadway improvement project.

Along state highways, access is commonly controlled by ODOT through the purchase of access rights. New access to/from a state highway is provided consistent with the standards adopted in the OHP for each highway classification, its location within an urban or rural area, and its posted speed. Access management guidelines for state highways are published in OAR 734-051. Access management standards along US 101 within the Newport area are shown in Table 2-6.

Figure 2-7 illustrates the number of private and public access points along US 101 in the South Beach study area. No driveways are present from the south end of the bridge to 32nd Street. On the approximate 1-mile segment of US 101 from 32nd Street to 50th Street, there are 35 access points.

Table 2-6. Access Management Spacing Standards for Approaches on US 101

Posted Speed (mph)	Public and Private Approach Spacing ^a
≥ 55	1,320 feet
50	1,100 feet
40 & 45	990 feet
30 & 35	720 feet
≤ 25	520 feet

Source: OAR 734-051-00115 Table 2.

^a Measurement of the approach road spacing is from center to center on the same side of road.

2.8 EXISTING TRANSIT OPERATIONS

Currently, two public transit systems operate in the South Beach area. The City of Newport provides a free shuttle and Lincoln County runs a bus service linking Newport with Yachats (Figure 2-8).

The Free Bay & Beach Shuttle currently operates year round, linking major business areas and tourist attractions in the city. During the summer months (July, August and September), the Shuttle operates between 9 am to 9 pm. The rest of the year the Shuttle runs on weekends (Saturday and Sunday) only, from 10 am to 5 pm. The Shuttle began operating in 2006 and is widely used by both local residents and visitors. The Shuttle currently makes five stops in the South Beach study area. Crossing the Yaquina Bay Bridge from the north, the Shuttle stops at the following locations before returning north across the Bridge:

- Aquarium Village
- Aquarium
- Marine Science Center
- Port RV Park
- Rogue Ales Lot

Lincoln County's bus service operates year round, Monday through Saturday. All services originate at the Newport City Hall. The cost of this service is based on the number of zones traveled. The county bus routes through South Beach include the following:

- The Newport-to-Yachats service makes various stops between Newport and Yachats. The only stops within the South Beach study area are South Beach Marina, South Beach Market, and Espresso-South Beach. This route continues south to Yachats.

This route runs on an individual schedule (see Appendix C for routing and schedule information).

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LEGEND

- ⊗ STUDIED INTERSECTIONS
- PUBLIC STREETS
- ▲ DRIVEWAYS

**Figure 2-7
South Beach Newport
Driveway Inventory**

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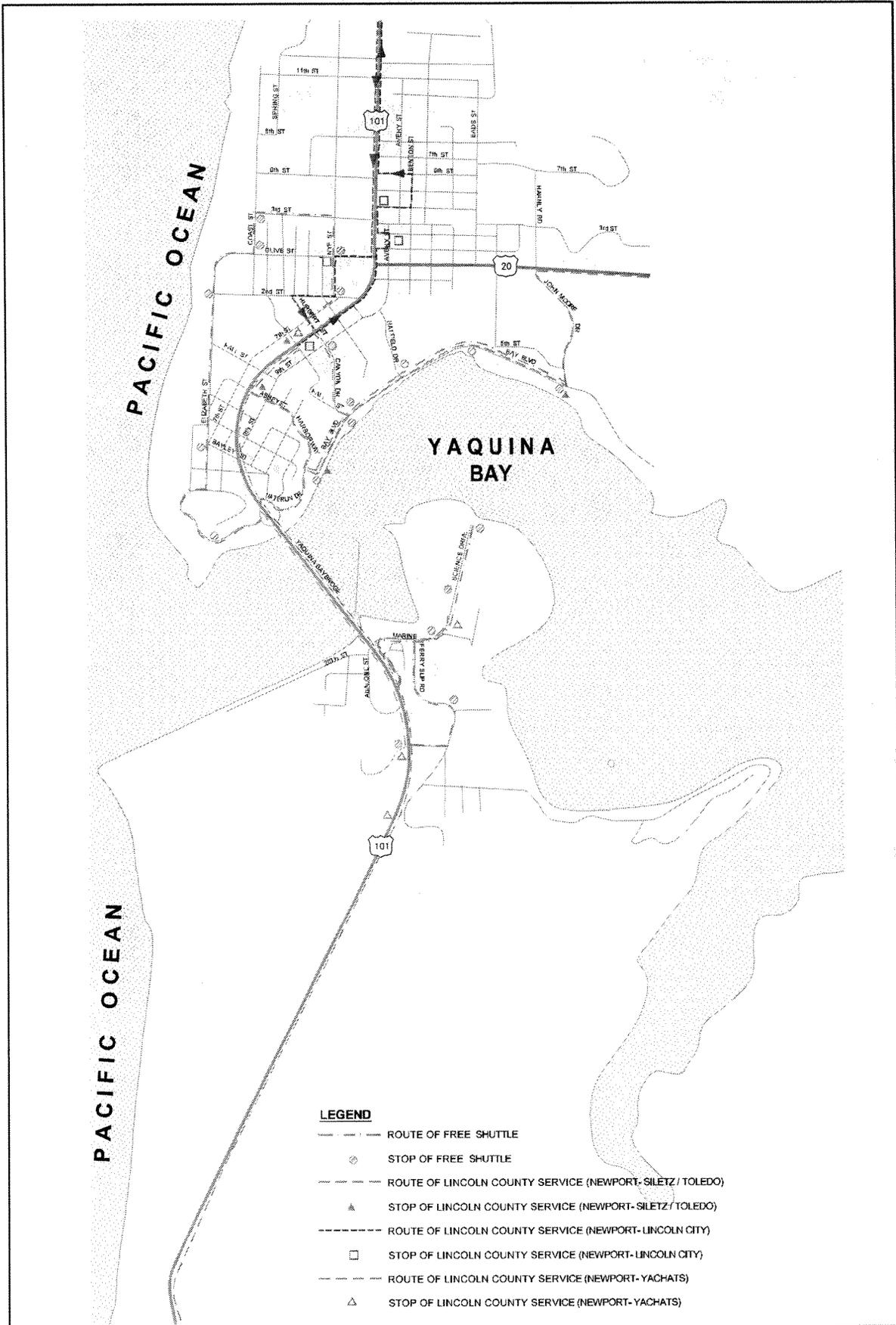


Figure 2-8
Existing Transit Systems
North and South Newport

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3. PLANS, POLICIES AND PROGRAMS

3.1 OVERVIEW

The purpose of this section is to identify and review existing plans, policies and programs that need to be considered in the development of the TSP Refinement Plan for the South Beach area. Several new major development projects are planned for South Beach, with a variety of project specific plans, policies and accompanying analysis. The guiding planning document for the study area is the South Beach Neighborhood Land Use Plan adopted in 2005.

Additionally, all local transportation improvements are subject to numerous state and federal requirements, transportation studies, transportation plans, and other transportation-related documents and standards. The relevance of each of the many planning documents to the South Beach TSP Refinement Plan varies widely. This chapter will provide a synopsis of the following:

- Federal Americans with Disabilities Act (ADA)
- Oregon Transportation Planning Rule
- Oregon Transportation Plan (2006)
- All state modal plans
- Freight Moves the Oregon Economy report (1999)
- Oregon Administrative Rules regarding access management
- Statewide Transportation Improvement Program (STIP) 2006-2009
- Draft Lincoln County TSP (1997)
- City of Newport Comprehensive Plan (1991)
- City of Newport TSP; US 101 Corridor Plan (2002 – not adopted), and
- South Beach Neighborhood Land Use Plan (2005)

3.2 SUMMARY OF PLANS, POLICIES AND PROGRAMS

Federal Americans with Disabilities Act

The federal ADA and its implementing regulations lay out guidance for the development of pedestrian facilities within public rights-of-way that are *“readily accessible to and usable by people who have disabilities.”* These regulations apply to all facilities constructed or altered after January 26, 1992, and include sidewalks, street crossings, and other elements of the public rights-of-way. The technical provisions of the regulations describe the characteristics of an accessible element, such as the slope of a curb ramp, the turning space required at a landing, mounting heights for operating hardware (such as pedestrian push buttons for a signal), and other features.

In November 2005, the federal Access Board issued new draft guidelines for public rights-of-way that will address accessibility issues in greater detail than previous guidance. Included are such issues as access for blind pedestrians at street crossings, wheelchair access to on-

street parking, and various constraints posed by space limitations, roadway design practices, slope, and terrain. The new guidelines will cover pedestrian access to sidewalks and streets, including crosswalks, curb ramps, street furnishings, and pedestrian signals (including provision for disabled pedestrian crossings at roundabouts, parking, and other components of public rights-of-way). The Access Board developed these draft guidelines based on recommendations from an advisory committee it had chartered. The Public Rights-of-Way Access Advisory Committee was composed of representatives from disability organizations, public works departments, transportation and traffic engineering groups, the design and civil engineering professions, government agencies, and standards-setting bodies. The draft guidelines were revised in January 2006 and are currently undergoing additional review and comment.

Oregon Transportation Plan (2006)

ODOT utilizes several planning documents to guide transportation planning efforts and transportation system improvements in the state. The OTP is ODOT's overall policy guiding document. The OTP and its modal elements represent a statewide TSP and drive all transportation planning in Oregon. The plans provide a framework for cooperation between the ODOT and local jurisdictions and offer guidance to cities and counties for developing local modal plans. Table 3-1 lists established modal plans and the year each plan was adopted by the Oregon Transportation Commission (OTC).

Table 3-1. Adopted Elements of the Oregon Transportation Plan

Oregon Transportation Plan or Plan Element	Year Adopted
Aviation System Plan	2000
Bicycle and Pedestrian Plan	1995
Transportation Safety Action Plan	1995
Public Transportation Plan	1997
Highway Plan	1999 with subsequent amendments
Rail Freight and Passenger Plan	2001

First adopted in September 1992, the OTP has three elements: (1) Goals and Policies; (2) Transportation System; and (3) Implementation. The OTP meets a legal requirement that the OTC develop and maintain a plan for a multimodal transportation system for Oregon. Further, the OTP implements the Federal Safe Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU, 2005) requirements for the state transportation plan. The OTP also meets land use and transportation planning requirements for state agency coordination, and serves as the implementing policy element of Statewide Goal 12, "Transportation". Goal 12 requires Oregon jurisdictions to cooperatively plan and develop balanced transportation systems.

Oregon Transportation Planning Rule (1991)

The Oregon Transportation Planning Rule (TPR) interprets the OTP policies. As applicable to the City of Newport, it requires local jurisdictions to develop a TSP to accommodate future travel demand resulting from adopted land use. The TPR requires the plan to accommodate all travel modes in use within the City, be consistent with the larger programs contained in the OTP, and be coordinated with federal, state and local agencies, as well as various transportation providers.

In brief, TPR requires every local TSP to assess existing facilities for their adequacy and deficiencies; develop and evaluate system alternatives needed to accommodate land uses in the acknowledged comprehensive plan; and adopt local land use regulations to support implementation of the preferred alternative. The City TSP must also ensure that its functional classification system is consistent or compatible with those applying to facilities maintained by adjacent jurisdictions.

Oregon Aviation System Plan (2000)

The Aviation System Plan provides forecasts and inventories for public access airports in the state. Given expected population growth along the Coast, the Plan identifies a need to protect and invest in the existing air transportation network. Some of the Plan's Policies and Actions relevant to the Newport TSP include:

- 2.1. Guide local jurisdictions in implementing the land use and zoning requirements regarding airports contained in ORS 836.600 to 836.630 and in OAR Chapter 660 Division 13.
- 2.2. Revise, adopt, and implement the state-level Oregon Airport Land Use Compatibility Guidelines, November 1994, to help local jurisdictions establish zoning and land use regulations that preserve airports and avoid future land use conflicts.
- 2.3. Guide local jurisdictions to develop appropriate zoning as required by Department of Land Conservation and Development (DLCD) rules to keep runway protection zones free of all structures.
- 5.2. Develop a comprehensive approach to airport ground access as part of local and regional transportation system plans, of corridor planning, and of modal planning.
- 5.3. Provide information to airport owners on highway and other surface mode planning and programming efforts affecting airports.
- 5.4. Encourage and support the integration of airports into local corridor and regional planning.
- 6.3. Coordinate with local jurisdictions to ensure that compatible land use is implemented within appropriate distances from airports.

The Plan also includes a matrix of airport deficiencies. The matrix includes nine deficiencies for the Newport State Airport, including a deficient length and width for the primary runway.

Oregon Bicycle and Pedestrian Plan (1995)

The Oregon Bicycle and Pedestrian Plan (OBPP) provides guidance for planning, design and operation of facilities for bicycle and pedestrian travel. This Plan is divided into two sections. Section One: Policy & Action provides background information and addresses the goals, actions, and implementation strategies ODOT proposes to improve bicycle and pedestrian transportation. Section Two: Bikeway & Walkway Planning, Design, Maintenance & Safety, provides guidelines to ODOT, cities and counties in designing, constructing and maintaining pedestrian and bicycle facilities. The OBPP is often used by local governments as a guide for the planning and design of facilities for these travel modes. The 2003 Highway Design Manual (HDM) also contains sidewalk and bicycle lane standards that are inconsistent with, and in some cases more stringent than, those found in the 1995 OBPP. An update of the OBPP is currently under way and is expected to be completed in 2007. This update will modify the standards in the OBPP to bring them into consistency with the HDM.

Oregon Transportation Safety Action Plan (1995)

This plan established the safety priorities for Oregon by identifying 70 actions relating to all modes of transportation, the roadway, drivers and vehicles. This plan includes specific actions regarding the way safety issues should be considered in local transportation planning including the following:

- Involvement in the planning process of engineering, enforcement, and emergency service personnel, as well as local transportation safety groups.
- Development of Safety objectives.
- Resolution of goal conflicts between safety and other issues.

Oregon Public Transportation Plan (1997)

The plan is primarily focused on public transportation in metropolitan and urban areas. The minimum public transportation level of service standards (for communities with a population of at least 2,500 located within 20 miles of an urban central city) that will apply to Newport by 2015 are as follows:

- Coordinate intercity senior and disabled services with intercity bus and van services open to the general public.
- Coordinate local public transportation and senior and disabled services to intercity bus services.
- Provide an accessible ride to anyone requesting services.
- Provide at least 1.7 annual hours of public transportation service per capita with fixed-route, dial-a-ride or other service types.
- Provide at least one accessible vehicle for every 40 hours of service.
- Provide backup vehicle for every 3.5 miles.
- Provide daily peak hour commuter service to the core areas of the central city.
- Provide a guaranteed ride home program to all users of the public transportation system and publicize it well.
- Provide park and ride facilities along transit route corridors to meet reasonable peak and off-peak demand for such facilities.
- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach suggested retirement age.
- Establish ridematching and demand management programs in communities of 5,000 where there are employers with 500 or more workers who are not already covered by a regional ridematching/demand management program.
- Establish ridematching and demand management programs in communities of 10,000.

In addition to intra-city public transportation, the plan also describes minimum level of service standards for intercity bus and passenger rail.

Oregon Highway Plan (1999 – with subsequent amendments)

This plan defines policies and investment strategies for Oregon's state highways for the next 20 years. It further refines the goals and policies of the Oregon Transportation Plan and is a key component of the OTP. The Highway Plan has three main elements:

1. The Vision presents a vision for the future of the state highway system; describes economic and demographic trends in Oregon and future transportation technologies; summarizes the policy and legal context of the Highway Plan; and contains information on the current highway system.
2. The Policy Element contains goals, policies, and actions in five policy areas: system definition, system management, access management, travel alternatives, and environmental and scenic resources.
3. The System Element contains an analysis of state highway needs, revenue forecasts, a description of investment strategies, an implementation strategy, and performance measures.

The Highway Plan gives policy and investment direction to corridor plans and transportation system plans that are being prepared around the state, but leaves the responsibility for identifying specific projects and modal alternatives to these plans.

Specifically relevant to the Newport area are the level of service and access management standards for US 101 and US 20.

Oregon Rail Freight and Passenger Plan (2001)

This plan presents an overview of the rail system in Oregon. It outlines the state rail planning process and examines in detail specific rail lines that may be eligible for state or federal financial assistance. The plan assesses the trend of service on low-density rail lines increasingly provided by the short haul (Class III) railroads. In addition, the plan describes minimum level of service standards for freight and passenger rail systems in Oregon. The previously adopted Passenger Policy and Plan (1994) is now a component of the Oregon Rail Freight and Passenger Plan.

Relative to the Newport area, this plan describes use patterns of the Portland and Western Railroad that runs through nearby Toledo. Passenger rail service is not presently available in the area.

In 1994, the Oregon Transportation Commission adopted policies relating to rail service that are especially relevant to the Newport TSP project and are described below.

Policy 3: Protect abandoned rights-of-way for alternative or future use.

1. Ensure that political jurisdictions and private groups are familiar with how to preserve and convert abandoned rail rights-of-way for Public Use and Interim Trail Use, as allowed under federal law.
2. Use federal, state and local funds to preserve rail rights-of-way for future transportation purposes.

Policy 4: Integrate rail freight considerations into the state's land use planning process.

1. Work with communities to minimize conflicts between railroad operations and other urban activities.
2. Assist in removing constraints to improved railroad operating efficiency within urbanized areas. Work with communities to consolidate or close existing grade crossings and prevent the establishment of unjustifiable new grade crossings.

Oregon Administrative Rules Regarding Access Management (OAR 734-051)

The Oregon Department of Transportation (ODOT) manages access to the highway facilities of the state to the degree necessary to maintain functional use, highway safety, and the preservation of public investment consistent with the 1999 OHP and adopted local comprehensive plans. The purpose of Oregon's Access Management Rules is to govern the issuing of construction, operation, maintenance and use permits for approaches onto state highways, state highway rights-of-way and properties under the state's jurisdiction. These rules also govern closure of existing approaches, spacing standards, medians, variances to the standards, appeal processes, and grants of access.

Through these rules, the state indicates its policy to manage the location, spacing and type of road and street intersections and approaches on state highways to assure the safe and efficient operation consistent with their classification, and the designation of the particular highway segment. OAR 734-051 contains policies and standards regulating access, and generally holds that access control should be considered where beneficial, such as when:

- Protecting resource lands,
- Preserving highway capacity on land adjacent to an urban growth boundary, or
- Ensuring safety on segments with sharp curves, steep grades or restricted sight distance or those with a history of accidents.

Legal and policy guidelines for access are also covered in the Oregon Revised Statutes (ORS 374), the OHP, and the OTP. Oregon's access management rules and standards apply to US 101 and US 20 in Newport.

Freight Moves the Oregon Economy (1999)

This publication succinctly states that *"freight plays a major role in moving the Oregon economy. Most freight moves by truck, rail, waterway, air, and pipeline with trucks accounting for the greatest volume."* It indicates common problems on highways on the State Highway Freight System, including congestion, access, pavement in poor condition, and inadequate bridges. Related to congestion, the publication also notes those problems experienced by freight haulers between local roads and highways, especially with turning movements.

Statewide Transportation Improvement Program 2006-2009

Oregon's STIP is the state's transportation capital improvement program, which fulfills the requirements of the federal Safe, Accountable, Flexible, Efficient, and Transportation Equity Act: a Legacy for Users (SAFETEA-LU, 2005). The STIP lists the schedule of transportation projects for the four-year period from 2006 to 2009. It is a compilation of projects utilizing various federal and state funding programs, and includes projects on the state, county and city transportation systems as well as projects in the National Parks, National Forests, and Indian Reservations.

The STIP is not a planning document; it is a project prioritization and scheduling document developed through various planning processes involving local and regional governments, transportation agencies, and the interested public. Through the STIP, ODOT allocates resources to those projects that have been given the highest priority in these plans.

Lincoln County TSP (Draft, expected adoption in spring 2007)

The Lincoln County TSP will be adopted by the Lincoln County Board of Commissioners in early 2007. Currently the Lincoln County TSP is under revision by the Lincoln County Planning Commission and Board of Commissioners. The Lincoln County TSP is a multimodal transportation plan that includes automobile, walking, bicycle, transit, air, rail, water and pipeline. The following goals and objectives from the draft TSP are relevant to the Newport TSP update.

Goal 1

“To provide a safe, convenient and economic multimodal transportation system that serves the needs of residents, businesses, visitors and freight transport.

- *Objective 1-1. Provide a network of arterials and collectors that are interconnected, appropriately spaced and reasonable direct.*
- *Objective 1-2. Maintain functional classification standards and criteria.*
- *Objective 1-3. Balance the simultaneous needs to accommodate local traffic and through-travel.*
- *Objective 1-4. Minimize travel distances and vehicle-miles traveled.*
- *Objective 1-5. Move motor vehicles, pedestrians, bicyclists, transit, trucks, and trains to and through the County safely, efficiently and economically.*
- *Objective 1-6. Develop and adopt design standards for major collectors, minor collectors and arterials describing minimum right-of-way width, pavement pedestrian service, bicycle travel and other design elements.*
- *Objective 1-7. Recognize and balance freight needs for local circulation, safety and access.*
- *Objective 1-8. Promote rail freight transportation between Toledo and the Willamette Valley.*
- *Objective 1-9. Balance the need for truck access to industrial and waterfront areas with the desire for minimization of disruptions to urban areas.*
- *Objective 1-10. Improve signage for streets, bicycle and pedestrian ways, and trails as well directional signs to points of interest.*
- *Objective 1-11. Promote through-movement on US 101.*
- *Objective 1-12. Require developers to bear the entire cost of new development infrastructure for roads, bicycle and pedestrian facilities associated with their development, or impacted by their development.*
- *Objective 1-13. Investigates high accident locations and locations involving traffic fatalities to determine if road improvements might benefit the safety of travel.”*

Goal 2

“To provide a transportation system that balances transportation system needs with the community desire to maintain a pleasant, economically viable county.

- *Objective 1-1. Minimize adverse social, economic and environmental impacts created by the transportation system, including balancing the need for road capacity improvements and the need to minimize impacts to existing neighborhoods.*
- *Objective 1-3. Work to develop alternate transportation facilities natural features and historic sites.*
- *Objective 1-4. Minimize congestion for travelers and goods movements.*
- *Objective 1-5. Ensure the tourist based businesses are allowed sufficient access to the county arterials network to promote tourist spending in Lincoln County.*
- *Objective 1-6. Require developers to provide landscaping along roads and within parking lots."*

Goal 3

"To maintain a TSP that is consistent with the goals and objectives of Lincoln County, Lincoln County jurisdictions and the state.

- *Objective 1-1. Provide a transportation system that is consistent with other elements and objectives of the Lincoln County Comprehensive Plan.*
- *Objective 1-2. Coordinate land use and transportation decisions to efficiently use public infrastructure investment to maintain the mobility and safety of the roadway system, foster compact development patterns, encourage the availability and use of transportation alternatives, and enhance livability and economic competitiveness.*
- *Objective 1-4. Establish and maintain zoning standards that will prevent the development of incompatible or hazardous uses around airports.*
- *Objective 1-5. Work to protect airspace corridors and airport approaches.*
- *Objective 1-6. Support the maintenance and expansion of port and harbor facilities to keep them a viable part of Lincoln County's economy.*
- *Objective 1-7. Support expansion of local boating and shipping activities in the County's cities and ports.*
- *Objective 1-8. Work with the Director of Newport Municipal Airport to develop grant applications to improve airport infrastructure and support establishment of scheduled air service into the area, consistent with the facility's master plan.*
- *Objective 1-9. Coordinate with utility service providers when planning new roadway or expanding or upgrading existing roadway to explore efficient location of utilities that can be located in the public right-of-way."*

Goal 4

"To provide cost-effective and safe public transportation options and access to alternative transportation modes to county residents.

- *Objective 1-1. Ensure an appropriate level of county support for public transportation.*
- *Objective 1-2. Support Lincoln County Transit's efforts to work with ODOT to secure Federal funding for the County Transit System in a regular and on-going basis.*

- *Objective 1-3. Ensure appropriate lock-up and storage facilities for bicycles at destinations within Lincoln County.*
- *Objective 1-4. Work to improve the signage and amenities at transit stops and stations.*
- *Objective 1-5. Work with Lincoln County Transit to expand transit service as necessary during summer months of peak travel.*
- *Objective 1-6. Support Lincoln County Transit's coordination efforts with local jurisdiction to meet the transit needs in Lincoln County communities."*

Goal 5

"To provide for an interconnected system of pedestrian and bicycle facilities in Lincoln County to serve residents and recreational users.

- *Objective 1-1. Continue to implement the County Bicycle Plan to provide needed shoulder width for cycling and pedestrian use in rural areas.*
- *Objective 1-2. Ensure consistency between county and city plans for bicycle and pedestrian improvements.*
- *Objective 1-3. Ensure consistency between county standards and city standards for bicycle and pedestrian facilities within urban growth boundaries.*
- *Objective 1-4. Develop bicycle lanes or shoulder bikeways on all arterial streets, major collectors and minor collectors.*
- *Objective 1-5. Adopt, implement and maintain appropriate design and construction standards for pedestrian access in new subdivisions, office parks, shopping centers and public building developments.*
- *Objective 1-6. Ensure adequate pedestrian access on all streets in commercial zones.*
- *Objective 1-7. Use unused rights-of-way for greenbelts, walking trails along the waterfront.*
- *Objective 1-8. Improve public access to the waterfront and trails along the waterfront.*
- *Objective 1-9. Establish signage to indicate trail access points and rules.*
- *Objective 1-10. Promote multimodal connections where appropriate.*
- *Objective 1-11. Promote increased bicycle awareness and support safety education and enforcement programs.*
- *Objective 1-12. Support and encourage increased levels of bicycling and walking.*
- *Objective 1-13. Develop safe and convenient pedestrian and bicycle systems that link all land uses provide connections to transit facilities and provide access to publicly-owned land intended for general public use, such as the beach or park facilities.*
- *Objective 1-14. Adopt and maintain development standards that support pedestrian and bicycle access to commercial and industrial development, including (but not limited to) direct pathway connections, bicycle parking facilities and signage where appropriate."*

Goal 6

"To provide a transportation system that serves the needs of all members of the community.

- *Objective 1-1. Coordinate with Lincoln County Transit to encourage programs that serve the needs of the transportation disadvantaged.*
- *Objective 1-2. Provide for the transportation disadvantaged by complying with state and federal regulations and cooperating with Lincoln County Transit and other agencies to provide transportation services for the disadvantaged.*
- *Objective 1-3. Upgrade existing transportation facilities and work with public transportation providers to provide services that improve access for all users."*

Goal 7

"To provide a transportation system that balances transportation services with the need to protect the environment and significant natural features.

- *Objective 1-1. Promote a transportation system that encourages energy conservation, in terms of efficiency of the roadway network and the standards developed for road improvements.*
- *Objective 1-2. Encourage use of alternative modes of transportation and encourage development that minimizes reliance on the automobiles.*
- *Objective 1-3. Work to balance transportation needs with the preservation of significant natural features.*
- *Objectives 1-4. Minimize transportation impacts on wetlands and wildlife habitat and promote the protection of rare and endangered plant and animal species.*
- *Objective 1-5. Help promote the Lincoln County Public Transit system to increase its ridership."*

Goal 8

"To work to ensure that development does not preclude the construction of identified future transportation improvements and the development mitigates the transportation impacts it generates when appropriate.

- *Objective 1-1. Require developers to aid in the development of the transportation system by dedicating or reserving needed rights-of-way, by constructing half or full street improvements needed to serve new development and by constructing off-street pedestrian, bicycle and transit facilities when appropriate.*
- *Objective 1-2. Consider transportation impacts when land use decisions, and consider land use impacts (in terms of land use patterns, densities and designated uses) when making transportation-related decision.*
- *Objective 1-3. Ensure that development does not preclude the construction of identified future transportation improvements.*
- *Objective 1-4. Discourage through-traffic and high speeds in residential areas.*
- *Objective 1-5. Maintain bridges as a priority that provides community lifelines, specifically connectivity for commerce and access to hospitals by emergency vehicles."*

Goal 9

"To provide a transportation system that has sufficient capacity to serve the needs of all users.

- *Objective 1-1. Protect capacity on existing and improved roads to provide acceptable service levels to accommodate anticipated demand.*
- *Objectives 1-2. Limit access points on highways and major arterials, and use techniques such as alternative access points when possible to protect existing capacity.*
- *Objective 1-3. Minimize direct access points onto arterial rights-of-way by encouraging common driveways or frontage roads.*
- *Objective 1-4. Update and maintain County access management standards to preserve the safe and efficient operation of roadways, consistent with functional classification.*
- *Objective 1-5. Establish and maintain access spacing standards to protect capacity.*
- *Objective 1-6. Consider acceleration/deceleration lanes and other special turning lanes for capacity maintenance where appropriate."*

Goal 10

"To provide reasonable and effective funding mechanisms for County transportation improvements identified in the TSP.

- *Objective 1-1. Develop a financing program that establishes transportation priorities and identifies funding mechanism for implementation.*
- *Objective 1-2. Develop and implement a transportation impact fee program to collect funds from new developments to be used for off-site and on-site transportation improvements.*
- *Objective 1-3. Identify funding opportunities for a range of projects and coordinate with county, state and federal agencies."*

Goal 11

"To provide a transportation system that maintains adequate levels of safety for all users.

- *Objective 1-1. Undertake, as needed, special traffic studies in problem areas, especially around tourist destination sites, to determine appropriate traffic controls too effectively and safety manage vehicle and pedestrian traffic.*
- *Objective 1-2. Work to improve the safety of rail, bicycles and pedestrians routes and crossings.*
- *Objective 1-3. Identify safe connections for vehicles, bicycles and pedestrians across US 101.*
- *Objective 1-4. Coordinate lifeline and tsunami/evacuation routes with local, state and private entities."*

City of Newport Comprehensive Plan 1990-2010 (1991)

The City of Newport Comprehensive Plan was adopted in 1991. The purpose of the Comprehensive Plan is to guide growth and land development in the City of Newport. The Comprehensive Plan is the City's highest tier policy document, and establishes the policy framework for future growth decisions. It establishes the goals and policies by which the City will grow over a 20-year period.

The Comprehensive Plan Goals relevant to the Newport TSP are listed below.

Goal: Physical Description

"To protect and, where appropriate, enhance the natural and scenic beauty of the Newport area."

Policies include encouraging neighborhood commercial areas to reduce trip-making and, thus, conserve energy, and encouraging the development of high density residential areas near high capacity transit corridors to achieve the same objectives.

Goal: Economics

"To maintain an adequate supply of land within the Newport city limits and urban growth boundary to accommodate the anticipated need."

Relevant policies speak to the need to address commercial property development within the City's UGB.

Goal: Airport Facilities

Airport facility goals include maintaining Approach and Clear Zone areas through acquisition of adjacent property at the north and south ends of Runway 16-34 and the northeast end of Runway 2-20. A further goal would involve initiation of commuter air carrier service to the Newport area.

Goal: Transportation

"To provide for safe and efficient transportation facilities for the Newport urbanizable area."

Key policies address street design standards, street classification, service to transportation disadvantaged persons, development of bicycle and pedestrian routes, coordination with ODOT to develop and implement the State Transportation Improvement Program (STIP), and additional coordination with ODOT to formulate and implement access management programs along US 101 and US 20.

Goal: Public Facilities

"To assure adequate planning for public facilities to meet the changing needs of the City of Newport urbanizable area."

Relevant policies speak to the development of public facility master plans and the use of these plans in capital improvement planning, the orderly and cost efficient extension of public facilities and services, and the siting of public services (including streets) with sufficient capacity before development approvals are granted.

City of Newport TSP (1997)

The City of Newport TSP was adopted in 1997. It is a multi-modal transportation system plan that addresses automobile, bicycle, pedestrian, transit, air, water, rail and pipeline transportation. This document will serve as an update to the 1997 TSP. The following TSP goals and policies are of significance to the current Newport TSP revision.

Goal 1

"To provide a safe and efficient multi-modal transportation system consistent with the TSP.

- *Policy 2. To develop implementing ordinances and funding options consistent with the following:"*

Street System Plan

- *"New roadway projects, transportation management system improvements and improvements to existing roadways shall be consistent with the TSP subject to available funding.*
- *The City does hereby adopt the classification system contained in the TSP as guidelines and shall develop implementing ordinances consistent with the classifications. However, the topography of the City of Newport limits the ability to develop streets that are totally consistent with the classification system at all times. It is therefore imperative that the classification system be flexible in its application to account for specific circumstances.*
- *The City shall require that any change to the acknowledged Comprehensive Plan land use designations must make a finding that the change will not reduce the function of streets, especially Highway 101 and Highway 20, as identified in the TSP.*
- *Because the cost of a new bridge the capability of the City of Newport, the City shall, within two years, prepare a refinement plan to develop a strategy for dealing with increased traffic across the Yaquina Bay Bridge."*

Pedestrian System Plan

- *"The City shall provide a continuous pedestrian network consistent with the TSP, to the greatest extent possible considering funding limitations, topographic constraints and existing development patterns.*
- *The City shall provide a safe walking environment.*
- *The City shall provide a pedestrian-oriented urban design especially on the Bay Front, in the City Center and in Nye Beach."*

Bicycle System Plan

- *"The City shall provide a safe and efficient bicycle network consistent with the TSP, considering funding limitations, topographic constraints and existing development patterns."*

Transit System Plan

- *"The City shall support the Lincoln County Transit Service consistent with the TSP considering funding limitations, topographic constraints and existing development patterns.*

- *The City shall explore the possibility of providing a shuttle service during the busy tourist season to help reduce traffic congestion, i.e. on the Yaquina Bay Bridge subject to the availability of funding.”*

Access Management Plan

- *“The City shall implement an access management strategy for the established and developing areas of the City of Newport along Highway 101, Highway 20 and other arterials that supports the City's Transportation Goal and ensures that those streets can accommodate traffic in a safe and efficient manner as traffic increases.*
- *In established areas of the City of Newport as identifies in the TSP, the City shall encourage consolidation or reduction of accesses as possible during property redevelopment and/or frontage improvements. Spacing goals for the established areas are 500 feet for driveways, ¼ mile for public roads and ½ mile for signals. As redevelopment occurs, these spacing standards and access management tools should be evaluated and applied as appropriate to the specific needs of the project.*
- *In developing areas of the City of Newport as identified in the TSP, as sites develop or redevelop, accesses shall be planned, consolidated and/or reduced to meet the spacing standards to the greatest extent possible. Spacing standards for primary arterials in developing areas are 800 feet for driveways, ½ mile to one mile for public roads, and ½ mile to one mile for signals.*
- *The City shall develop specific ordinance provisions to further this access management plan.”*

Funding Plan

- *“The City shall increase system development charges to a more comparable rate with surrounding communities.*
- *The City shall seek one or more of the local funding options discussed in the TSP (i.e., local gas tax, street utility fee, general obligation bonds, local improvement districts, developer exactions)*
- *The City shall carefully prioritize capital improvement projects through the development, maintenance and implementation of the TSP and Capital Improvement Program.*
- *The City shall aggressively pursue federal and state funding options for capital improvement projects, especially for Highways 101 and 20.”*

Highway 101 Corridor Plan (2002 – not adopted)

The US 101 Corridor Plan, drafted in 2002, was not taken through the adoption process. However, it contains guidance that will be useful in developing the South Beach study. The Plan found that while the corridor was mostly developed, a case could be made for additional development and/or redevelopment activity in the area. The Plan's purpose was to outline the process for managing development along the Corridor. It primarily focused on land use issues, but also considered the importance of economic development.

Employment Lands and Conceptual Land Use Planning Project, and South Beach Neighborhood Plan (2005)

This project includes several planning and analysis products to guide the growth of Newport's economy in general. Specifically, it provides land use, transportation and utility plans for the South Beach Neighborhood.

The report provides a vision for Newport's economy, with specific goals intended to enhance economic development while also improving community livability. A Strategic Action Plan is included which establishes both short- and long-term objectives and strategies. An analysis of existing national, state, county and city economic conditions is compiled and analyzed as the basis for the economic development program. The resulting document was incorporated into the City's Comprehensive Plan and served as an update to the Economic section of the Plan.

The report identifies the South Beach neighborhood as directly linked to the City's new economic development program because of its intended role in accommodating a considerable portion of the forecasted commercial and industrial land needs. The South Beach Neighborhood Plan is included in the report to guide the development of this part of the City. The plan is supported by proposed transportation and utility improvements.

The South Beach Neighborhood Plan is intended to significantly change the land use character of the South Beach area from that currently called for in the Comprehensive Plan. The new plan focuses on commercial, residential and institutional uses that are more consistent with existing uses in South Beach rather than the industrial development identified in the existing Comprehensive Plan. The Plan indicates that South Beach has not been developed with industrial uses as planned in the 1980s because of natural constraints such as steep slopes, wetlands, and a lack of infrastructure to serve industrial users.

The following are the key transportation issues, policies, and recommendations from the South Beach Neighborhood Plan.

Roadway Configuration

The recommended roadway configuration includes the following improvements:

- Construction of a new loop roadway through Area A (this is the area east of US 101 between 50th Street at the south, and Stocker Road at the north)
- Widening of US 101 to four through lanes from the Yaquina Bridge through the 50th Street intersection
- Realignment of Ferry Slip Road and Ash Street to provide a continuous street
- Elimination of the intersection of Ferry Slip Road and US 101
- Turn restrictions at the intersection of US 101 and 35th Street
- Installation of a traffic signal on US 101 at 40th Street
- Installation of a traffic signal on US 101 at 50th Street

Roadway Improvement Priorities

The Plan acknowledges that the order in which roadway improvements should be constructed will depend to a large extent on the sequencing of land development, and indicates that future development will depend on market conditions and financing availability. To assure an

orderly development process and to facilitate implementation of the land-use plan, the Plan provides the following recommendations for roadway improvement priorities:

- Begin to procure right-of-way based on preliminary design.
- Construct the north portion of the loop roadway through Area A, from US 101 at 40th Street to a point within Area A. It may be constructed initially as two lanes, but should be designed for ultimate expansion to a four-lane parkway. This will allow development of Area A to begin.
- Widen US 101 from Yaquina Bridge to a point south of 40th to four lanes with a center median. This will accommodate the increased traffic volumes between downtown Newport and Area A.
- Realign and reconstruct Ferry Slip Road and Ash Street to provide a continuous street parallel to and east of US 101 from 32nd Street to the loop roadway.
- Construct the remaining portion of the loop roadway to an intersection with US 101 at 50th Street.
- Widen US 101 to four lanes with a center median from 40th to a point south of 50th. The transition from four lanes to two lanes should be south of 50th so that four lanes of capacity are provided through the intersection.

Traffic signals on US 101 at 40th and at 50th should be installed when traffic volumes meet the traffic signal warrants. Turn lanes at the intersections, as specified in this report, should be constructed when needed if they are not built as part of the initial roadway construction.

Area B Access

The Plan identifies that the development of about 14 acres of commercially-zoned land is proposed for Area B an area in the southeast quadrant of the intersection of US 101 and 50th Street. To avoid safety and congestion issues on US 101, it recommends that primary access to Area B be from 50th Street rather than US 101. Depending on the layout of future development, the Plan states that it may be possible to include a right-in right-out access to US 101 near the south end of Area B.

The plan further states that locating the primary access on 50th Street will allow development traffic to use the future signal at the 50th/101 intersection. To assure that all trips within Area B will have access to the 50th Street signal, it will be necessary to have a master plan for the area so that all parcels within Area B will have access to 50th Street.

Other Issues Identified

The report summarizes the existing South Beach transportation network, identifies the existing poor condition of South Beach area residential streets, accessibility problems with existing industrial land parcels, and an area need for a 25% increase in local and regional roadways by 2025 to serve commercial and industrial uses.

APPENDIX A

Methodologies for Adjustment and Analysis of Traffic Volumes

ADT Raw Counts

INTNAME	DATE	INTID	SBL	SBT	SBR	WBR	WBL	WBT	NBT	NBR	NBL	EBL	EBT	EBR
32nd St. & Hwy 101	4/5/2005	1	762	7491	103	1113	234	11	7335	235	30	110	11	32
Hwy 101 & Ferry Slip Rd	3/23/2006	2	404	5881	383	312	208	39	6012	348	164	166	54	63
Abalone St. & Hwy 101	4/5/2006	5		8016	1669	0	0	0	8295		0	0		353
Hwy 101 & Pacific Way	4/5/2006	6	0	8016	0	1478	0	0	8295	287	0	0	0	0
50th Street & Hwy 101	2/26/2004	8	63	5066	41	26	55	3	5443	44	15	15	2	10

Adjusted ADT 2006

INTNAME	DATE	INTID	SBL	SBT	SBR	WBR	WBL	WBT	NBT	NBR	NBL	EBL	EBT	EBR	Adj. Factor
32nd St. & Hwy 101	4/5/2005	1	985	9680	135	1440	300	15	9475	305	40	140	15	40	1.2920
Hwy 101 & Ferry Slip Rd	3/23/2006	2	510	7425	485	395	265	50	7590	440	205	210	70	80	1.2626
Abalone St. & Hwy 101	4/5/2006	5	0	10165	2115	0	0	0	10515	0	0	0	0	450	1.2678
Hwy 101 & Pacific Way	4/5/2006	6	0	10165	0	1875	0	0	10515	365	0	0	0	0	1.2678
50th Street & Hwy 101	2/26/2004	8	85	6905	55	35	75	5	7420	60	20	20	5	15	1.3635

Balanced 2006 ADT

INTNAME	DATE	INTID	SBL	SBT	SBR	WBR	WBL	WBT	NBT	NBR	NBL	EBL	EBT	EBR
32nd St. & Hwy 101	4/5/2005	1	980	9680	140	1440	300	20	9480	300	40	140	20	40
Hwy 101 & Ferry Slip Rd	3/23/2006	2	510	8970	550	460	270	50	9060	440	210	300	70	80
Abalone St. & Hwy 101	4/5/2006	5	0	10350	2120	0	0	0	10690	0	0	0	0	450
Hwy 101 & Pacific Way	4/5/2006	6	0	10350	0	1880	0	0	10690	370	0	0	0	0
50th Street & Hwy 101	2/26/2004	8	90	8000	60	40	80	10	9000	60	20	20	10	20

Raw Counts

Intersection Name	DATE	INTID	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
32nd St. & Hwy 101	4/5/2005	1	17	1	6	23	1	132	4	527	14	41	691	10
Hwy 101 & Ferry Slip Rd	3/23/2006	2	5	5	7	5	20	21	12	375	19	20	515	35
Abalone St. & Hwy 101	4/5/2006	5	0	0	38	0	0	0	0	654	0	0	688	93
Hwy 101 & Pacific Way	4/5/2006	6	0	0	0	0	0	174	0	654	17	0	688	0
50th Street & Hwy 101	2/26/2004	8	2	0	1	5	0	2	0	310	3	6	512	3

Adjusted Counts

Intersection Name	DATE	INTID	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	Adjustment
32nd St. & Hwy 101	4/5/2005	1	22	1	8	30	1	171	5	681	18	53	893	13	1.2920
Hwy 101 & Ferry Slip Rd	3/23/2006	2	6	6	9	6	25	27	15	473	24	25	650	44	1.2626
Abalone St. & Hwy 101	4/5/2006	5	0	0	48	0	0	0	0	829	0	0	872	118	1.2678
Hwy 101 & Pacific Way	4/5/2006	6	0	0	0	0	0	221	0	829	22	0	872	0	1.2678
50th Street & Hwy 101	2/26/2004	8	3	0	1	7	0	3	0	423	4	8	698	4	1.3635

Balanced Counts

Intersection Name	DATE	INTID	NBL	NBT	NBR	SBL	SBT	SBR	EBL	EBT	EBR	WBL	WBT	WBR
32nd St. & Hwy 101	4/5/2005	1	5	660	20	55	850	15	20		10	30	5	170
Hwy 101 & Ferry Slip Rd	3/23/2006	2	15	550	25	25	770	45	15	5	10	5	25	65
Abalone St. & Hwy 101	4/5/2006	5		830			870	120			50			
Hwy 101 & Pacific Way	4/5/2006	6		830	20		870							220
50th Street & Hwy 101	2/26/2004	8	5	500	5	10	700	5	5	5	5	5	5	5

Traffic Analysis Methodology

Traffic Counts

14 and 16 hour traffic counts were provided by ODOT. The peak period was selected based on the highest volume hour. This was from 4-5 PM for all but one of the intersections.

PHF and Truck Percentages

For existing conditions analysis a default values of 0.92 was used since 15 minute counts were not available. Truck percentages were calculated from count data and applied to the approaches.

Saturation Flow Rate

A saturation flow rate of 1800 pcphgl was used.

Signal Timing

ODOT provided signal timing for study area intersections was utilized in modeling for the 2006 condition.

Seasonal Adjustment

The ODOT traffic counts were seasonally adjusted for both the peak and ADT cases.

ATR table was reviewed for the nearest ATR locations.

2005 ATR Characteristics

SEASONAL TRAFFIC TREND	AREA TYPE	# OF LANES	WEEKLY TRAFFIC TREND	2005 AADT	OHP CLASSIFICATION	ATR	COUNTY	HIGHWAY ROUTE, NAME, & LOCATION	MP	STATE HIGHWAY NUMBER
COASTAL DESTINATION	SMALL URBAN	5	WEEKDAY	19200	STATEWIDE HIGHWAY - SCENIC BYWAY	21-009	LINCOLN	US 101, OREGON COAST HWY, NORTH OF NEWPORT	139.11	9

Conclusion: Newport –Small urban–Coastal Destination–weekday

From the Seasonal Trend Table

Peak Period Seasonal Factor	0.8472		
Count Date Factor		Adjustment Factor	
April 1	1.0741		1.2678
April 1-March 15	(1.0653+1.0741)/2		1.2626
March 1-February 15	(1.1013+1.0855)/2		1.2906

Seasonal Adjustment Factor = Count Date Factor / Peak Period Seasonal Factor

Annual Growth Adjustment

The traffic count data from 2004 and 2005 required growth adjustment to yield 2006 volumes. The ODOT Future Volume Table for Hwy 101 was reviewed to calculate annual growth rate.

Hwy	MP	Description	2003	2025	Annual Growth Rate
9	142.22	0.11 mile south of SE Pacific Way	15500	22000	0.0191

9	142.40	0.06 mile north of Ferry Slip Road	13800	22400	0.0283
9	142.51	0.05 mile south of Ferry Slip Road	13200	21400	0.0282

ADT Volumes

The traffic count data provided 24 hour volumes by applying a multiplier to the 16 hour count data. The volumes were seasonally and annually adjusted, balanced. These

Crash Analysis

Crash data was supplied by ODOT for the years of 2002-2005. The ADT volume data was used in the calculations.

Trucks Volumes Data:consists of heavy trucks, single, double, and triple trailer

Truck Volumes (PM, ADT)	DATE	N-E	N-S	N-W	E-N	E-S	E-W	S-N	S-E	S-W	W-N	W-E	W-S	Seasonal Adj. 24 hr	
														Factor	Factor
32nd St. & Hwy 101	4/5/2005	0	8	0	0	1	0	5	1	0	0	0	0	1.292	
ADT		7	97	0	6	2	0	113	3	0	0	0	0	1.292	1.1
Hwy 101 & Ferry Slip Rd	3/23/2006	1	6	0	0	0	2	2	0	0	0	0	0	1.263	
ADT	4/5/2006	6	89	1	80	3	81	79	0	0	0	0	0	1.263	1.1
Abalone St. & Hwy 101	4/5/2006	0	7	5	0	0	0	3	0	0	0	0	1	1.268	
ADT		0	98	10	0	0	0	90	0	0	0	0	5	1.268	1.1
Hwy 101 & Pacific Way	4/5/2006	0	7	0	2	0	0	3	0	0	0	0	0	1.268	
ADT		0	98	0	5	0	0	90	0	0	0	0	0	1.268	1.1
50th Street & Hwy 101	2/26/2004	0	2	0	0	0	0	1	0	0	0	0	0	1.363	
ADT		1	49	1	2	0	0	56	0	0	0	0	0	1.363	1.25

Adjusted Heavy Truck Volumes		N-E	N-S	N-W	E-N	E-S	E-W	S-N	S-E	S-W	W-N	W-E	W-S
32nd St. & Hwy 101	DATE	0	10	0	0	1	0	6	1	0	0	0	0
ADT		10	138	0	9	3	0	161	4	0	0	0	0
Hwy 101 & Ferry Slip Rd	3/23/2006	1	8	0	0	0	3	3	0	0	0	0	0
ADT	4/5/2006	8	124	1	111	4	113	110	0	0	0	0	0
Abalone St. & Hwy 101	4/5/2006	0	9	6	0	0	0	4	0	0	0	0	1
ADT		0	137	14	0	0	0	126	0	0	0	0	7
Hwy 101 & Pacific Way	4/5/2006	0	9	0	3	0	0	4	0	0	0	0	0
ADT		0	137	0	7	0	0	126	0	0	0	0	0
50th Street & Hwy 101	2/26/2004	0	3	0	0	0	0	1	0	0	0	0	0
ADT		2	84	2	3	0	0	95	0	0	0	0	0

Balanced Heavy Truck Volumes		N-E	N-S	N-W	E-N	E-S	E-W	S-N	S-E	S-W	W-N	W-E	W-S
32nd St. & Hwy 101		0	10	0	0	1	0	6	1	0	0	0	0
ADT		10	134	0	9	3	0	161	4	0	0	0	0
Hwy 101 & Ferry Slip Rd		1	8	0	0	0	3	3	0	0	0	0	0
ADT		8	120	1	111	4	113	110	0	0	0	0	0
Abalone St. & Hwy 101		0	9	6	0	0	0	4	0	0	0	0	1
ADT		0	137	14	0	0	0	126	0	0	0	0	7
Hwy 101 & Pacific Way		0	9	0	3	0	0	4	0	0	0	0	0
ADT		0	137	0	7	0	0	126	0	0	0	0	0
50th Street & Hwy 101		0	8	0	0	0	0	2	0	0	0	0	0
ADT		2	100	2	3	0	0	100	0	0	0	0	0

APPENDIX B

2006 Intersection Analysis Worksheets

2: Ferry Slip Rd & Hwy 101

2006
30 HV 2006 Balanced

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕	↗	↖	↕	↗	↖	↕	
Sign Control		Stop			Stop			Free			Free	
Grade		0%			0%			0%			0%	
Volume (veh/h)	15	5	10	5	25	65	15	550	25	25	770	45
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	16	5	11	5	27	71	16	598	27	27	837	49
Pedestrians												
Lane Width (ft)												
Walking Speed (ft/s)												
Percent Blockage												
Right turn flare (veh)												
Median type		None			None							
Median storage veh												
Upstream signal (ft)											951	
pX, platoon unblocked												
vC, conflicting volume	1630	1573	861	1535	1571	598	886			625		
vC1, stage 1 conf vol												
vC2, stage 2 conf vol												
vCu, unblocked vol	1630	1573	861	1535	1571	598	886			625		
tC, single (s)	7.1	6.5	6.2	7.1	6.5	6.2	4.1			4.1		
tC, 2 stage (s)												
tF (s)	3.5	4.0	3.3	3.5	4.0	3.3	2.2			2.2		
p0 queue free %	70	95	97	94	74	86	98			97		
cM capacity (veh/h)	54	105	356	85	105	502	760			952		
Direction, Lane #	EB 1	WB 1	WB 2	NB 1	NB 2	NB 3	SB 1	SB 2				
Volume Total	33	33	71	16	598	27	27	886				
Volume Left	16	5	0	16	0	0	27	0				
Volume Right	11	0	71	0	0	27	0	49				
cSH	85	101	502	760	1700	1700	952	1700				
Volume to Capacity	0.38	0.32	0.14	0.02	0.35	0.02	0.03	0.52				
Queue Length (ft)	38	31	12	2	0	0	2	0				
Control Delay (s)	71.3	56.7	13.3	9.8	0.0	0.0	8.9	0.0				
Lane LOS	F	F	B	A			A					
Approach Delay (s)	71.3	27.0		0.3			0.3					
Approach LOS	F	D										
Intersection Summary												
Average Delay			3.3									
Intersection Capacity Utilization			60.8%		ICU Level of Service					B		
Analysis Period (min)			15									

5: Abalone St. & Hwy 101



Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations		↗		↑	↑	↗
Sign Control	Stop			Free	Free	
Grade	0%			0%	0%	
Volume (veh/h)	0	50	0	830	870	120
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	0	54	0	902	946	130
Pedestrians						
Lane Width (ft)						
Walking Speed (ft/s)						
Percent Blockage						
Right turn flare (veh)						
Median type	None					
Median storage veh						
Upstream signal (ft)	392					
pX, platoon unblocked						
vC, conflicting volume	1848	946	1076			
vC1, stage 1 conf vol						
vC2, stage 2 conf vol						
vCu, unblocked vol	1848	946	1076			
tC, single (s)	6.4	6.2	4.1			
tC, 2 stage (s)						
tF (s)	3.5	3.3	2.2			
p0 queue free %	100	83	100			
cM capacity (veh/h)	81	316	644			
Direction, Lane #	EB 1	NB 1	SB 1	SB 2		
Volume Total	54	902	946	130		
Volume Left	0	0	0	0		
Volume Right	54	0	0	130		
cSH	316	1700	1700	1700		
Volume to Capacity	0.17	0.53	0.56	0.08		
Queue Length (ft)	15	0	0	0		
Control Delay (s)	18.7	0.0	0.0	0.0		
Lane LOS	C					
Approach Delay (s)	18.7	0.0	0.0			
Approach LOS	C					
Intersection Summary						
Average Delay				0.5		
Intersection Capacity Utilization	58.3%			ICU Level of Service	B	
Analysis Period (min)	15					

6: Pacific Way & Hwy 101

2006
30 HV 2006 Balanced

Movement	WBL	WBR	NBT	NBR	SBL	SBT
Lane Configurations		↗	↑	↖		↑
Sign Control	Stop		Free			Free
Grade	0%		0%			0%
Volume (veh/h)	0	220	830	20	0	870
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	0	239	902	22	0	946
Pedestrians						
Lane Width (ft)						
Walking Speed (ft/s)						
Percent Blockage						
Right turn flare (veh)						
Median type	None					
Median storage veh						
Upstream signal (ft)	762					
pX, platoon unblocked						
vC, conflicting volume	1848	902			924	
vC1, stage 1 conf vol						
vC2, stage 2 conf vol						
vCu, unblocked vol	1848	902			924	
tC, single (s)	6.5	6.3			4.1	
tC, 2 stage (s)						
tF (s)	3.6	3.4			2.2	
p0 queue free %	100	27			100	
cM capacity (veh/h)	80	329			735	
Direction, Lane #						
	WB 1	NB 1	NB 2	SB 1		
Volume Total	239	902	22	946		
Volume Left	0	0	0	0		
Volume Right	239	0	22	0		
cSH	329	1700	1700	1700		
Volume to Capacity	0.73	0.53	0.01	0.56		
Queue Length (ft)	135	0	0	0		
Control Delay (s)	40.2	0.0	0.0	0.0		
Lane LOS	E					
Approach Delay (s)	40.2	0.0		0.0		
Approach LOS	E					
Intersection Summary						
Average Delay			4.6			
Intersection Capacity Utilization			67.2%	ICU Level of Service	C	
Analysis Period (min)			15			

8: 50th Street & Hwy 101

2006
30 HV 2006 Balanced

												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕		↗	↘		↗	↘	
Sign Control		Stop			Stop			Free			Free	
Grade		0%			0%			0%			0%	
Volume (veh/h)	5	5	5	5	5	5	5	500	5	10	700	5
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	5	5	5	5	5	5	5	543	5	11	761	5
Pedestrians												
Lane Width (ft)												
Walking Speed (ft/s)												
Percent Blockage												
Right turn flare (veh)												
Median type		None			None							
Median storage (veh)												
Upstream signal (ft)								869				
pX, platoon unblocked												
vC, conflicting volume	1348	1345	764	1348	1345	546	766			549		
vC1, stage 1 conf vol												
vC2, stage 2 conf vol												
vCu, unblocked vol	1348	1345	764	1348	1345	546	766			549		
tC, single (s)	7.4	6.8	6.5	7.1	6.5	6.2	4.1			4.1		
tC, 2 stage (s)												
tF (s)	3.8	4.3	3.6	3.5	4.0	3.3	2.2			2.2		
p0 queue free %	95	96	98	96	96	99	99			99		
cM capacity (veh/h)	106	131	362	121	150	539	843			1016		
Direction, Lane #	EB 1	WB 1	NB 1	NB 2	SB 1	SB 2						
Volume Total	16	16	5	549	11	766						
Volume Left	5	5	5	0	11	0						
Volume Right	5	5	0	5	0	5						
cSH	151	179	843	1700	1016	1700						
Volume to Capacity	0.11	0.09	0.01	0.32	0.01	0.45						
Queue Length (ft)	9	7	0	0	1	0						
Control Delay (s)	31.7	27.2	9.3	0.0	8.6	0.0						
Lane LOS	D	D	A		A							
Approach Delay (s)	31.7	27.2	0.1		0.1							
Approach LOS	D	D										
Intersection Summary												
Average Delay			0.8									
Intersection Capacity Utilization			49.2%	ICU Level of Service	A							
Analysis Period (min)			15									



Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕		↖	↗	↖	↗	↖	↗
Ideal Flow (vphpl)	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800	1800
Total Lost time (s)		4.0			4.0		4.0	4.0	4.0	4.0	4.0	
Lane Util. Factor		1.00			0.95		1.00	1.00	1.00	1.00	1.00	
Frt		0.95			0.88		1.00	1.00	0.85	1.00	1.00	
Flt Protected		0.97			0.99		0.95	1.00	1.00	0.95	1.00	
Satd. Flow (prot)		1647			2914		1660	1748	1485	1660	1743	
Flt Permitted		0.56			0.90		0.95	1.00	1.00	0.95	1.00	
Satd. Flow (perm)		958			2656		1660	1748	1485	1660	1743	
Volume (vph)	20	0	10	30	5	170	5	660	20	55	850	15
Peak-hour factor, PHF	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	22	0	11	33	5	185	5	717	22	60	924	16
RTOR Reduction (vph)	0	10	0	0	169	0	0	0	6	0	0	0
Lane Group Flow (vph)	0	23	0	0	54	0	5	717	16	60	940	0
Heavy Vehicles (%)	1%	1%	1%	2%	2%	2%	3%	3%	3%	3%	3%	3%
Turn Type	Perm			Perm			Prot		Perm	Prot		
Protected Phases		4			8		5	2		1	6	
Permitted Phases	4			8					2			
Actuated Green, G (s)		7.4			7.4		0.8	60.8	60.8	4.7	64.7	
Effective Green, g (s)		7.4			7.4		0.8	60.8	60.8	4.7	64.7	
Actuated g/C Ratio		0.09			0.09		0.01	0.72	0.72	0.06	0.76	
Clearance Time (s)		4.0			4.0		4.0	4.0	4.0	4.0	4.0	
Vehicle Extension (s)		3.0			3.0		3.0	3.0	3.0	3.0	3.0	
Lane Grp Cap (vph)		84			232		16	1252	1063	92	1328	
v/s Ratio Prot							0.00	0.41		c0.04	c0.54	
v/s Ratio Perm		0.03			c0.08				0.01			
v/c Ratio		0.27			0.23		0.31	0.57	0.01	0.65	0.71	
Uniform Delay, d1		36.2			36.1		41.8	5.8	3.5	39.3	5.2	
Progression Factor		1.00			1.10		1.00	1.00	1.00	1.00	1.00	
Incremental Delay, d2		1.8			0.5		10.9	1.9	0.0	15.4	3.2	
Delay (s)		38.0			40.1		52.6	7.7	3.5	54.7	8.4	
Level of Service		D			D		D	A	A	D	A	
Approach Delay (s)		38.0			40.1			7.9			11.2	
Approach LOS		D			D			A			B	
Intersection Summary												
HCM Average Control Delay			13.6				HCM Level of Service			B		
HCM Volume to Capacity ratio			0.75									
Actuated Cycle Length (s)			84.9				Sum of lost time (s)			12.0		
Intersection Capacity Utilization			68.5%				ICU Level of Service			C		
Analysis Period (min)			15									

c Critical Lane Group

APPENDIX C

Transit Systems Data

SAT-SUN 10-5 • BAY & BEACH

FREE SHUTTLE NEWPORT, OREGON BAY & BEACH

Saturdays and Sundays
10AM to 5PM
Through June 30, 2007

Stops at Beaches,
Major Attractions, Museums,
Galleries, Shops, Hotels,
Restaurants,
and so much more!

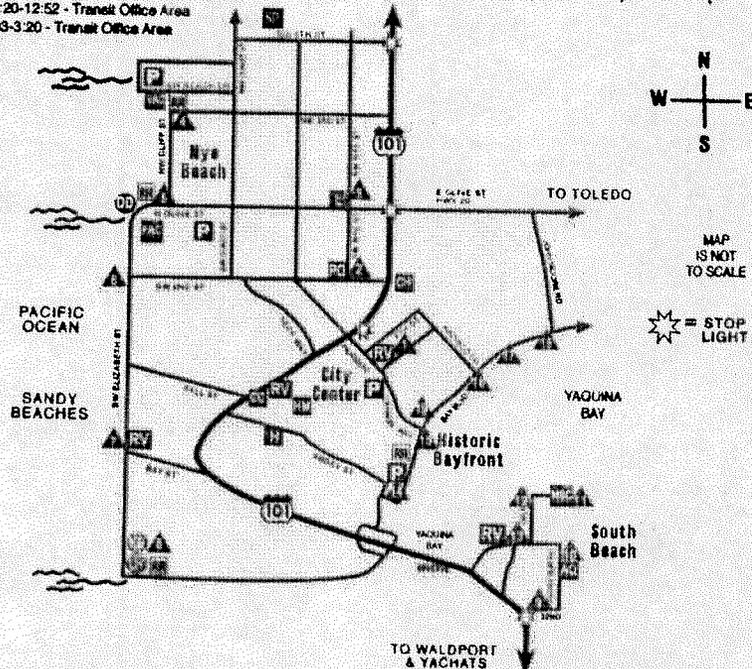
NYE BEACH
BAY FRONT
SOUTH BEACH
CITY CENTER
All in Newport, Oregon

	AM	AM	AM	PM	PM	PM	PM	PM	PM	PM	PM
▲ 9th & Canyon Way RV CC	10:20	11:01	11:42	1:02	1:43	2:24	3:29	4:10			
▲ Post Office 2nd & Nye CC	10:23	11:04	11:45	1:05	1:46	2:27	3:32	4:13			
▲ Library - JC Market CC	10:24	11:05	11:46	1:06	1:47	2:28	3:33	4:14			
▲ 3rd & Coast - Nye Beach SB	10:26	11:07	11:48	1:08	1:49	2:30	3:35	4:16			
▲ Don Davis Pk/PAC P BF	10:27	11:08	11:49	1:09	1:50	2:31	3:36	4:17			
▲ Eliz. St. Inn/Shilo Inn BF	10:28	11:09	11:50	1:10	1:51	2:32	3:37	4:18			
▲ Hallmark/Georgies RV BF	10:29	11:10	11:51	1:11	1:52	2:33	3:38	4:19			
▲ Yaquina Bay State Pk BF	10:31	11:12	11:53	1:13	1:54	2:35	3:40	4:21			
▲ Aquarium Village SB	10:35	11:16	11:57	1:17	1:58	2:39	3:44	4:25			
▲ Aquarium SB	10:37	11:18	11:59	1:19	2:00	2:41	3:46	4:27			
▲ Marine Science Ctr SB	10:39	11:20	12:01	1:21	2:02	2:43	3:48	4:29			
▲ Port RV Park SB	10:42	11:23	12:04	1:24	2:05	2:46	3:51	4:32			
▲ Rogue Ales Lot RV SB	10:43	11:24	12:05	1:25	2:06	2:47	3:52	4:33			
▲ Bay Street Pier BF	10:47	11:28	12:09	1:29	2:10	2:51	3:56	4:36			
▲ Abbey Street Pier BF	10:49	11:30	12:11	1:31	2:12	2:53	3:58	4:38			
▲ Undersea Gardens BF	10:51	11:32	12:13	1:33	2:14	2:55	4:00	4:40			
▲ Port Dock 5 BF	10:52	11:33	12:14	1:34	2:15	2:56	4:01	4:41			
▲ Yaquina Yacht Club BF	10:54	11:35	12:16	1:36	2:17	2:58	4:03	4:42			
▲ Bay Blvd. & Fall St. BF	10:58	11:39	12:59	1:40	2:21	3:26	4:07				

Bay Front = **BF** Ocean Front = **OF** Lunch 12:20-12:52 - Transit Office Area
 City Center = **CC** South Beach = **SB** Break 3:03-3:20 - Transit Office Area
 Nye Beach = **SB** *Mandatory break. Riders are not permitted to stay on the bus during break period.

LEGEND & KEY

- ▲ SHUTTLE STOPS
- ▲ Aquarium
- ▲ Bay Lighthouse
- ▲ Beach Access
- ▲ Chamber of Commerce
- ▲ City Hall
- ▲ Don Davis Park
- ▲ Historical Museum
- ▲ Hospital
- ▲ Library
- ▲ Marine Science Ctr
- ▲ Park & Ride - vehicles
- ▲ Performing Arts Center
- ▲ Post Office
- ▲ Restrooms
- ▲ RV and Vehicle Park & Ride
- ▲ Skate Park
- ▲ Visual Arts Center
- ▲ Yaquina Bay Park



Riding the bus
is as easy as
1 • 2 • 3



1. If you have questions, call Lincoln County Transit at 265-4900 to schedule your trip. We will identify the most convenient bus stop for you.
2. Carry your coupons or the correct change. Drivers cannot make change for you. Fares are low and you can save even more by purchasing ride coupon booklets at the Lincoln County Transit Office or through the bus driver.
3. Remember to get to the bus stop in plenty of time and to allow for minor variations in the schedule. From Newport, you may connect with another route or carrier to continue your trip.

FARE SCHEDULE

Each zone you travel in is \$1.00. For example: Yachats to Wal-Mart is \$4.00. Newport to the Tanger Outlet Center is \$3.00. Yachats to Rose Lodge is \$7.00.

North-South		East-West	
Zone 1	Yachats to Bayshore Drive	Zone 8	Newport City Hall to Toledo
Zone 2	Bayshore Drive to Ona Beach	Zone 9	Toledo to Siletz
Zone 3	Ona Beach to Newport City Hall		
Zone 4	Newport City Hall to Otter Rock		
Zone 5	Otter Rock to 101 & Willow (Lincoln Beach)		
Zone 6	101 & Willow to Price & Pride		
Zone 7	Price & Pride to Rose Lodge		

Ride coupons may be purchased at the Lincoln County Transit Office, 410 NE Harney in Newport or through the Driver.



BUS SCHEDULE



CENTRAL COAST CONNECTIONS

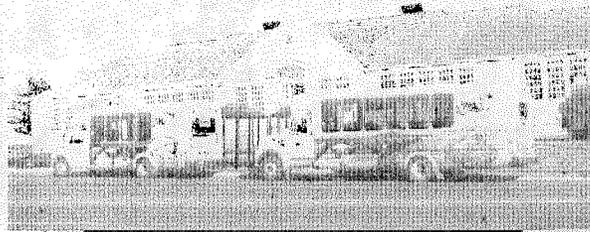
410 NE Harney
Newport, OR 97365
(541) 265-4900

A Coordinated Transportation
Service for Lincoln County
Effective Date March 1, 2006

Newport - Lincoln City

Northbound	Express			
	A.M.	A.M.	P.M.	P.M.
Newport City Hall	5:50	9:00	2:00	6:25
Avery Building	5:51	9:02	2:01	6:26
State Offices-NE 4th		9:05	2:03	6:28
Fred Meyer		9:10	2:11	6:31
Safeway		9:12	2:14	6:33
Wal*Mart		9:15	2:16	6:35
NE 36th & 101 ***		9:18	2:20	6:38
Agate Beach RV Pk		9:20	2:22	6:40
Beverly Beach Store***		9:25	2:27	6:45
Otter Rock Fire Dept***		9:28	2:30	6:48
D. Bay Whistle Stop	6:10	9:35	2:38	6:53
D. Bay Union 76		9:38	2:40	6:55
Lincoln Beach Sentry		9:42	2:45	7:00
Gleneden Beach P.O.		9:46	2:48	7:05
Salishan & 101		9:48	2:51	7:07
Street Car Village		9:53	2:55	7:10
Ace Hardware-Tait	6:23	9:55	3:02	7:14
SE Fleet & Spy glass		9:59	3:05	***
Fast Cash		10:01	3:06	7:17
Tanger Outlet Center		10:05	3:11	7:21
Price & Pride		10:10	3:15	7:24
L. C. Community Ctr		10:15	3:21	7:30
N Lincoln Hospital		10:20	3:26	7:34
Starbuck's & 101		10:25	3:30	7:37
BiMart		10:28	3:34	7:40
Chinook Winds Casino		10:30	3:36	7:43
Safeway		10:33	3:37	7:45
DMV ***		10:35	3:41	
Neotsu P.O.***		10:36	3:42	
Otis P.O.	6:40	10:40	3:45	
Panther Creek/Hillside	6:45	10:45	3:52	
Rose Lodge	6:50	10:50	4:05	

***on call or as needed



Monday through Saturday
Service Only

No Sunday Service

There will be bus service
on all holidays *except*:

- Thanksgiving Day
- Christmas Day

AIRPORT CONNECTION

We provide connecting service with the
Caravan Airport Transportation shuttle
service to the Portland Airport.

Schedule Subject to Change
Without Notice

Dial-A-Ride Service is available
in some areas.

We will take passengers
to and from the Valley Retriever
bus station on request.

Lincoln City - Newport

Southbound	Express			
	A.M.	A.M.	P.M.	P.M.
Rose Lodge	6:55	10:51	4:12	
Rose Lodge Park Store	6:57	10:53	4:15	
Salmon River Mobile Pk	6:59	10:55	4:17	
Otis Post Office***	7:01	10:57	4:20	
Neotsu Post Office***	7:05	11:01	4:22	
DMV***	7:06	11:02	4:24	
BiMart	7:08	11:04	4:27	
Chinook Winds Casino	7:10	11:44	4:29	8:00
Safeway	7:12	11:46	4:31	8:02
Circle K North	7:16	11:49	4:34	
N Lincoln Hospital	7:21	11:54	4:40	
		P.M.		
L. C. Community Center	7:24	12:00	4:44	
NW 17th & 101	7:26	12:02	4:46	
Price & Pride	7:29	12:06	4:49	
Tanger Outlet Center	7:33	12:11	4:53	8:15
Nelscott Strip	7:37	12:17	4:56	
Taft IGA on Hwy 101	7:39	12:20	5:03	
SW 62nd & 101	7:41	12:23	5:05	
Salishan & 101	7:44	12:26	5:08	
Gleneden Beach P.O.	7:46	12:28	5:10	
Willow & 101 ***	7:49	12:33	5:11	
Depoe Bay/Mall 101	7:54	12:37	5:18	8:35
Depoe Bay Fire Dept	7:56	12:39	5:19	
Otter Rock Fire Dept	8:04	12:47	***	
Beverly Beach Store***	8:08	12:51	5:28	
Pacific Shores RV Pk	8:14	12:57	5:30	
Wal*Mart	8:19	1:02	5:33	
Fred Meyer	8:24	1:06	5:37	
Courthouse	8:28	1:10	5:43	
Newport City Hall	8:31	1:14	5:47	9:00
Avery Building	8:34	1:16	***	

***on call or as needed

Yachats - Newport

<i>Northbound</i>	A.M.	A.M.	P.M.	P.M.
Yachats Post Office	7:00	9:35	1:00	4:00
Holiday Market	7:04	9:39	1:04	4:04
Wakeetum Street & 101	7:07	9:42	1:07	4:07
Range Drive & 101	7:09	9:44	1:09	4:09
Crestline Golf Course***	7:11	9:46	1:11	4:11
Espresso 101	7:12	9:47	1:12	4:12
Waldport Post Office	7:15	9:50	1:15	4:15
Lakeside Market ***	7:20	9:55	1:20	4:20
Ray's Market	7:24	9:59	1:24	4:24
Waldport Library	7:26	10:01	1:26	4:26
Bayshore Drive & 101***	7:28	10:03	1:28	4:28
Driftwood Mobile & 101	7:29	10:04	1:29	4:29
Seal Rock Store	7:34	10:09	1:34	4:34
SE 123rd & 101	7:39	10:14	1:39	4:39
Espresso-South Beach	7:45	10:20	1:45	4:45
South Beach Marina***	7:47	10:22	1:47	4:47
Newport City Hall	7:49	10:24	1:49	4:49

Newport - Yachats

<i>Southbound</i>	A.M.	A.M.	P.M.	P.M.
Newport City Hall	8:40	10:45	2:30	5:50
South Beach Marina***	8:43	10:48	2:33	5:53
South Beach Mkt	8:45	10:50	2:35	5:55
Seal Rock Park & 101	8:53	10:58	2:43	6:03
Bayshore Drive & 101***	9:05	11:10	2:55	6:15
Waldport Post Office	9:09	11:14	2:59	6:19
Lakeside Market ***	9:13	11:18	3:03	6:23
Ray's Market	9:17	11:22	3:07	6:27
Waldport Library	9:18	11:23	3:08	6:28
Waldport Clark's Mkt & 101	9:19	11:24	3:09	6:29
Crestline Golf Course***	9:21	11:26	3:11	6:31
Holiday Market	9:25	11:30	3:15	6:35
Yachats Post Office	9:30	11:35	3:20	6:40

***on call or as needed



Stay dry and comfortable in our covered shelters.

Bike racks are on a first come, first served basis.

Look for our colorful busses with scenic murals depicting our communities!



Siletz/Toledo - Newport

<i>Westbound</i>	A.M.	A.M.	P.M.	P.M.
Tribal Housing***	7:00	9:35	1:00	4:00
Tribal Administration	7:04	9:39	1:04	4:04
Siletz Post Office	7:06	9:41	1:06	4:06
Hwy 20 at East Exit***	7:17	9:52	1:17	4:17
Olalla Store	7:21	9:56	1:21	4:21
Toledo JC Thriftway	7:25	10:00	1:25	4:25
SE 2nd & Main Street	7:27	10:02	1:27	4:27
Yaquina Bay Hotel	7:28	10:03	1:28	4:28
Food Fair	7:30	10:05	1:30	4:30
Oregon Coast Bank***	7:38	10:13	1:38	4:38
Abbey Street Pier	7:42	10:17	1:42	4:42
Pacific Comm Hospital	7:45	10:20	1:45	4:45
Newport City Hall	7:49	10:24	1:49	4:49
Fred Meyer	***	10:30		***
Wal-Mart	***	10:33		***

*** on call or as needed

Newport - Siletz/Toledo

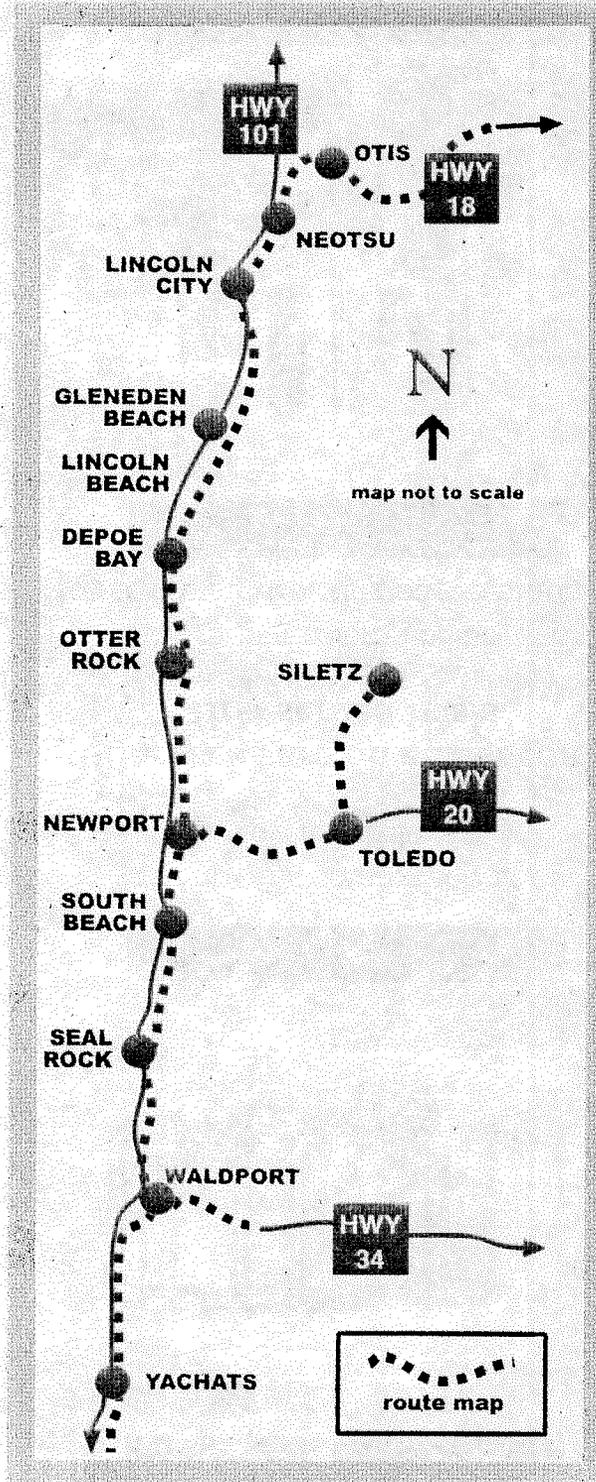
<i>Eastbound</i>	A.M.	A.M.	P.M.	P.M.
Newport City Hall	8:40	10:45	2:30	5:50
Pacific Comm Hospital	8:44	10:49	2:34	5:54
Abbey Street Pier	8:45	10:50	2:35	5:55
Oregon Coast Bank***	8:50	10:55	2:40	6:00
Food Fair	8:59	11:04	2:49	6:09
Yaquina Bay Hotel	9:00	11:05	2:50	6:10
Toledo JC Thriftway	9:02	11:07	2:52	6:12
Olalla Store	9:07	11:12	2:57	***
Hwy 20 at East Exit***	9:11	11:16	3:01	***
Siletz Post Office	9:22	11:27	3:12	6:27
Tribal Administration***	9:23	11:28	3:13	***
Tribal Housing***	9:29	11:34	3:19	***

*** on call or as needed

BUS ETIQUETTE Please...

- Extinguish cigarettes well before boarding the bus.
- Practice good personal hygiene.
- Remember, hazardous objects or weapons of any kind are prohibited.
- For safety reasons, we cannot transport flammable, caustic or poisonous materials.
- Finish food and beverage before boarding or keep them in a closed container.
- Limit radio or tape player use to headphones that cannot be heard by the driver or other passengers.
- As a courtesy, turn off cell phones or turn down ringer and talk quietly.
- Acknowledge "front of the bus" courtesy seating for the elderly and disabled.
- Remember that fighting, boisterous or other behavior that disturbs passengers can result in removal from the bus.
- Be courteous to the driver and other passengers; verbal abuse or physically threatening behavior will not be tolerated.
- Do not bring open containers of alcohol or possess any illegal or controlled substance.
- Do not interfere in the movement of any transit vehicle.
- No unnecessary conversation with the driver while the bus is moving.
- Use designated crosswalks *after* the bus pulls away.
- Always remain seated while the bus is in motion, if possible.
- Shoes and shirts must be worn; please keep your feet on the floor.
- Remember, litter and vandalism are not allowed on the bus.
- We allow a maximum of four grocery size bags per person on the bus at one time.

Thank you for your assistance!



Passenger Assistance:

Drivers may leave the bus to provide minimal passenger assistance in boarding and deboarding.

Off Route Stops:

All off route stops must be scheduled through the dispatcher. Drivers can refuse a stop if they feel the stop is unsafe or could cause damage to the bus.

ALL PASSENGERS MUST PAY A FARE OR PRESENT A COUPON UPON BOARDING.

Children five and under and seniors 90 plus ride for **FREE**.

Ride coupons may be purchased at the Lincoln County Transit Office, 410 NE Harney in Newport or through the Driver.