PLANNING COMMISSION WORK SESSION AGENDA
Monday, April 25, 2022 - 6:00 PM
City Hall, Council Chambers, 169 SW Coast Hwy, Newport, OR 97365

All public meetings of the City of Newport will be held in the City Council Chambers of the Newport City Hall, 169 SW Coast Highway, Newport. The meeting location is accessible to persons with disabilities. A request for an interpreter, or for other accommodations, should be made at least 48 hours in advance of the meeting to Peggy Hawker, City Recorder at 541.574.0613, or p.hawker@newportoregon.gov.

All meetings are live-streamed at https://newportoregon.gov, and broadcast on Charter Channel 190. Anyone wishing to provide written public comment should send the comment to publiccomment@newportoregon.gov. Public comment must be received four hours prior to a scheduled meeting. For example, if a meeting is to be held at 3:00 P.M., the deadline to submit written comment is 11:00 A.M. If a meeting is scheduled to occur before noon, the written comment must be submitted by 5:00 P.M. the previous day.
To provide virtual public comment during a city meeting, a request must be made to the meeting staff at least 24 hours prior to the start of the meeting. This provision applies only to public comment and presenters outside the area and/or unable to physically attend an in person meeting.

The agenda may be amended during the meeting to add or delete items, change the order of agenda items, or discuss any other business deemed necessary at the time of the meeting.

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1. CALL TO ORDER

Jim Patrick, Bill Branigan, Bob Berman, Jim Hanselman, Gary East, Braulio Escobar, Dustin Capri, and Greg Sutton.

2. NEW BUSINESS

2.A Draft Request for Proposals to Redevelop the 2.3 Acres Property at 35th & US 101.

Memorandum
Draft Request for Proposals
South Beach / US 101 Refinement Plan, Nov. 2021
Refinement Plan Appendices

2.B Transportation System Plan Part I – Comprehensive Plan Changes.

Memorandum
Updated Transportation Section of the Newport Comprehensive Plan
Updated Transportation Goals and Policies
Newport TSP Executive Summary, Mar 2022
Newport TSP Full Document, Feb 2022
Tracking Sheet of Pending TSP Edits
Jeff Bertuleit Public Comment
Wendy Engler Public Comment

3. UNFINISHED BUSINESS

4. ADJOURNMENT

City of Newport

Community Development Department

Memorandum

To: Planning Commission/Commission Advisory Committee

From: Derrick I. Tokos, AICP, Community Development Director

Date: April 22, 2022

Re: Draft Request for Proposals to Redevelop the 2.3 Acres Property at 35th & US 101

Enclosed is a draft copy of a Request for Proposals (RFP) for redevelopment of the Newport Urban Renewal Agency's 2.3 acre property in South Beach. It builds upon the work and outreach undertaken to complete the South Beach / US 101 Refinement Plan last fall.

Please take a moment to review the draft and consider whether or not there are changes that could be made to improve the document before it is released to prospective developers. A draft will be presented to the Newport Urban Renewal Agency in May, and I'll look to incorporate your feedback into the document in advance of that meeting. The refinement plan and its appendices are enclosed for reference.

Attachments
Draft Request for Proposals
South Beach / US 101 Refinement Plan, Nov. 2021
Refinement Plan Appendices

Request for Proposals
2.3-Acre Development Opportunity
US 101 and 35th Street, Newport

Urban Renewal Agency of the
City of Newport, Oregon
_____, 2022

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INTRODUCTION

The Urban Renewal Agency of the City of Newport, Oregon ("Agency") is seeking to partner with a private developer(s) to redevelop 2.3 acres in the City's South Beach neighborhood with retail service uses to serve those that live, work or visit the area. Potential uses may include a specialty grocer, general merchandiser, micro-restaurant/food carts, or small-scale mixed retail/office/service uses.

Nestled on the south side of the Yaquina Bay Bridge, South Beach is developed with a mix of regional institutions, recreational facilities, neighborhoods, and retail businesses, including the popular Oregon Coast Aquarium, Hatfield Marine Science Center, OMSI's Camp Gray, Oregon Coast Community College, Newport Municipal Airport, and the Port of Newport's South Beach Marina and RV Park. The City's largest residential planned development is also located in South Beach, known as the "Wilder" community.

Agency's property is situated at the northeast corner of the newly signalized intersection of US 101 and 35th Street. The few remaining buildings will be removed, and the site will be made available in a ready to develop condition with requisite utilities and public services. The site frontage is fully developed with new driveway approaches, sidewalk, a multi-use path, underground utilities and street lighting.

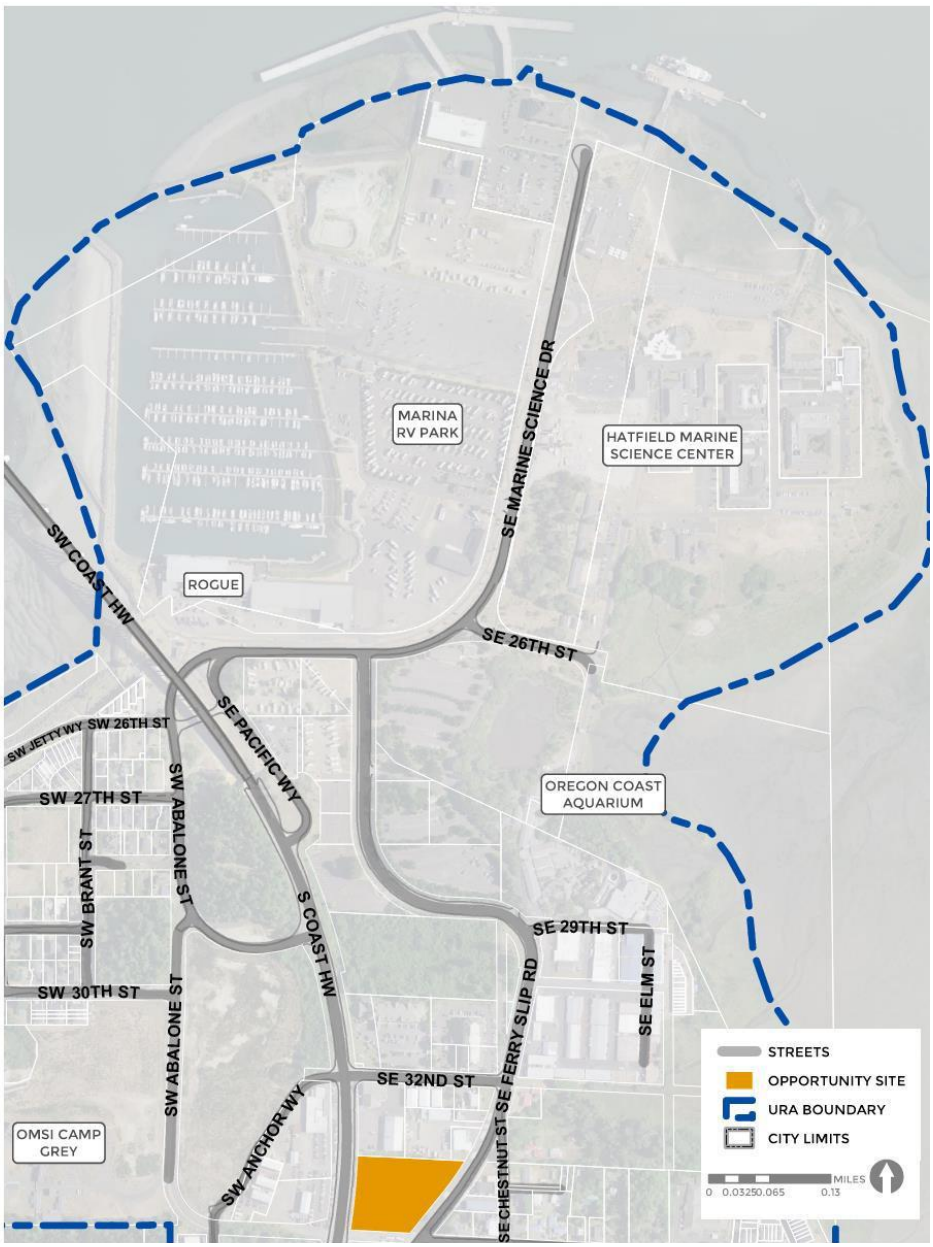
Through development and sale of the site, Agency seeks to achieve one or more of the following objectives (1) create a neighborhood hub and gateway to South Beach, (2) support food entrepreneurs and surrounding businesses, (3) provide a gathering space for residents and visitors with a variety of retail and/or restaurant choices; and (4) create a stopping point for users of the South Beach pedestrian and cycling network that connects the site with key destinations.

SITE CONTEXT

Agency's vision for the 2.3 acre site and surrounding area is that it will be become a gateway to South Beach. Its visible and central location on US 101 could attract investments in buildings that could house additional services or retail (e.g. specialty grocery, restaurants, shops) as well as a central gathering space for eating and convening of groups to serve South Beach area residents and employees.

The site will also serve as a key node along South Beach's iconic bicycle and pedestrian loop, which connects all of the key destinations in the area, including the Newport Aquarium, Hatfield Center, South Beach State Park, Rogue's pubs, OMSI's Camp Gray, and Aquarium Village.

There are opportunities and challenges associated with redevelopment of the site, and developer(s) are encouraged to consider them when preparing proposals. Those identified by the Agency include:



Opportunities	Challenges
○ Highly visible with lots of through traffic on a corner intersection	○ Far from downtown and other commercial activity
○ Close to key destinations	○ Context is arterial/commercial
○ Can be part of the South Beach brand	○ No existing building as centerpiece for adaptive reuse
○ Can be a key node for multimodal path	○ Development must weather coastal conditions

DEVELOPMENT CONSIDERATIONS

There are a number of factors that may have an impact on the redevelopment of this site. This section provides an overview of these considerations, which should be taken into account as interested parties explore their vision and ideas for the property.

Site Availability: Agency has two tenants subject to month-to-month leases. South Beach Church occupies a 6,598 square foot structure at the northeast corner of the property. The other tenant is the Oregon Coast Community Forest Association that is utilizing a portion of a 3,500 square foot storage building. Both tenants will vacate by _____, 2023. Developer(s) should plan for the site to be available for construction spring of 2024.

Site Preparation/Services: The above referenced buildings will be removed and the site will be leveled at Agency expense. Water, wastewater, storm drainage, power, and fiber are all available to the site. The property possesses one driveway approach onto US 101 and two on SE Ferry Slip Road. These should be the assumed points of access for redevelopment of the property.

Environmental: The property is free of environmental constraints. In the 1980's a portion of the property was developed with convenience store and card lock fueling station. That building, later converted to a restaurant, has been demolished and the tanks removed consistent with Oregon Department of Environmental Quality requirements. A 1,200 gallon underground concrete holding tank is situated immediately north of the building occupied by South Beach Church. That building had previously been used as an automotive repair shop. The holding tank has been cleaned and sealed, and it will be removed by Agency as part of the site preparation work. Anderson Geological performed Phase I and Phase II Site assessments in 2014 prior to Agency acquiring the property. Those documents and associated records can be made available upon request.

Development Charges: The City of Newport provides a dollar for dollar System Development Charge (SDC) credit for development existing on a property within the last 10 years. Given the extent of previous development on this property, which in addition to the above included a 4,675 square foot restaurant and 240 square foot drive through coffee establishment, SDCs will not be payable. A

School Construction Excise Tax, Affordable Housing Excise Tax, and building permit fees will apply to new development.

Zoning: The property is currently zoned I-1/"light industrial," a designation that allows commercial/retail uses envisioned at this location. The I-1 zoning; however, requires a 50-foot setback from US 101 that would limit the development area on the site. Additionally, surrounding I-1 properties could develop with actual light industrial uses, such as vehicle repair or self-storage, that could be incompatible with the atmosphere desired for the site. Agency is committed to addressing these zoning limitations prior to redevelopment.

Gateway: Agency is committing up to $1.0 million in additional funding to enhance placemaking in South Beach to help promote a development concept for this 2.3 acre site, and transform the southern entrance to Newport. That effort will be in concert with, and parallel to, the redevelopment of this site and will include public art, wayfinding, and landscaping improvements (example below)

Investment opportunity: Left - Existing multi-use path along Ferry Slip Rd.
Right – Example of trail improvements: Indianapolis Cultural Trail is a 3-mile trail connecting Downtown Indianapolis with **integrated art and landscaping. *Photos compiled by SERA Architects.***

Public/Private partnership: Depending upon the value proposition offered by the selected developer(s), Agency could offer up to the full cost of the land as a write down. The Agency prefers the potential land write down not exceed $750,000 but the decision would be subject to the development proposals solicited as part of the RFP process. Development concepts for this site should incorporate a public restroom and rest area as a user amenity given the site's proximity to the City's looped multi-use path network. Agency is prepared to cover the cost of those improvements and will coordinate an ongoing maintenance agreement with the City.

Public outreach: A significant amount of outreach has been undertaken by the Agency, the results of which are outlined in the South Beach/US 101 Refinement Plan a copy of which is included in the appendices. Developer(s) are encouraged to review that document and anticipate public vetting of their vision for the property before a proposal is selected by the Agency.

EXAMPLE CONCEPTS

Agency has worked closely with South Beach stakeholders to identify three, potentially market viable redevelopment concepts to illustrate the types of end uses the community hopes to see at this location. The concepts were informed by outreach to individuals that live, work or visit the area and were vetted with business professionals familiar with the Newport market.

Alternative A: "Food Destination" Specialty Grocery Plus Micro-Restaurants.

The Agency-owned site will host a small/medium grocery with prepared food, a deli, and perhaps small counter-service dining. Adjacent to the grocery will be a cluster of food carts with possible structured shelter and partial indoor space, and a micro-restaurant pod with an indoor/outdoor blend.

Credit: SERA Architects

Alternative B: Mixed Retail.

The Agency-owned site will host a cluster of smaller retail/service/office uses, such as food carts, offices, coffee shop, retail, small medical, and similar uses. Ideal retailers should be oriented to serving the local community, in addition to visitors, and filling gaps in the South Beach market.

Credit: SERA Architects

Alternative C: "Go Big" Large Anchor and Retail.

The 2.3-acre Agency-owned site north of 35th Street will host a major tenant like a Bi-Mart style general retailer/grocery on roughly 75% of site. The rest of the site will fill out with detached additional retail and/or open space with trail amenities.

The southern parcels, which currently contain Airrow Heating, Columbia Distributing, and Hoover's Pub and Grill, will contain a small retail cluster and single large stand-alone Restaurant (new or refresh). The southern parcels are privately owned, and concepts will be influenced by ongoing conversations with the current business and property owners. Agency has reserved funding to facilitate redevelopment of these sites including removal of the two legacy billboards.

Credit: SERA Architects

SUBMISSION AND EVALUATION

Agency seeks to select a developer(s) with the most creative and compelling vision for redevelopment of the property that is both market viable and in line with the stated community objectives. Further, the developer(s) must demonstrate that they have the capacity to implement the concept they envision for the site. With that in mind, responses to this RFP will be evaluated using the following criteria:

1. Vision for the site accomplishes community objectives.
2. Development proposal is financially feasible.
3. Developer(s) success in previous public-private partnerships.
4. Quality of representative projects.
5. Qualifications of the project team members.

Written responses should be succinct. There is no formal page limit on the length of a proposal; however, Agency suggest that the submittal not exceed 20 pages, excluding appendices. Resumes, cut sheets, and other marketing materials may be included in an appendix. Content should be organized as outlined in the table below.

Proposal	Submittal Requirements	Suggested Page Limit	Total Points
Development Team	Identify the developer(s) and describe their role(s). If possible, include potential joint venture partners or others who would play a significant role in implementing the development.	2 pages	5
Vision	Provide a concise description of your vision for redevelopment of the site and how the concept aligns with community objectives. This should include a written business plan, an illustrative site plan, and elevation drawing or photographs of planned site improvements. Identify probable development phasing (if applicable).	12 pages	50
Financial Capacity	Include a statement regarding the capability of developer(s) to secure financing necessary to implement the development project, including: ○ Description of ownership and operating model ○ Conceptual sources and uses of financing	2 pages	20
Development Team Experience	Describe development team qualifications and experience in development of up to three (3) high quality, successful development projects. For each, please provide: ○ Project name and location ○ Description of project ○ Total development cost ○ Total building area by use ○ Developer(s) role in project ○ Financing structure ○ Development partners ○ Demonstrated use of local contractors and/or minority and women owned businesses ○ Project timeline (site control through occupancy) ○ Images of project	3 pages	20

References	Contact information for at least three (3) individuals that developer(s) have partnered or contracted with to construct past projects.	1 page	5
Appendices	May include supporting materials to supplement above responses, such as resumes of key personnel, non-binding letters of support from financial partners, and testimonials from partners or stakeholders.	No limit	0

Interested developer(s) may submit proposals electronically by email to Community Development Director Derrick Tokos, AICP at d.tokos@newportoregon.gov. Proposal may also be submitted in hard copy form to the attention of the Community Development Director at Newport City Hall (169 SW Coast Hwy, Newport, Oregon 97365).

Evaluation Schedule, Process, and Award

June 7, 2022: Request for proposals released.

July 7, 2022: Deadline for questions.

July 14, 2022: Deadline for Agency to issue addenda (this will include a summarized list of questions and answers).

August 1, 2022: Responses due by 5pm PST.

August: Selected developers(s) will be invited to present their proposal to the Agency. This may be in person or on a digital platform like ZOOM.

September: Selection announced.

The site is publicly accessible and available for self-guided tours at any time.

Public Records Disclosure

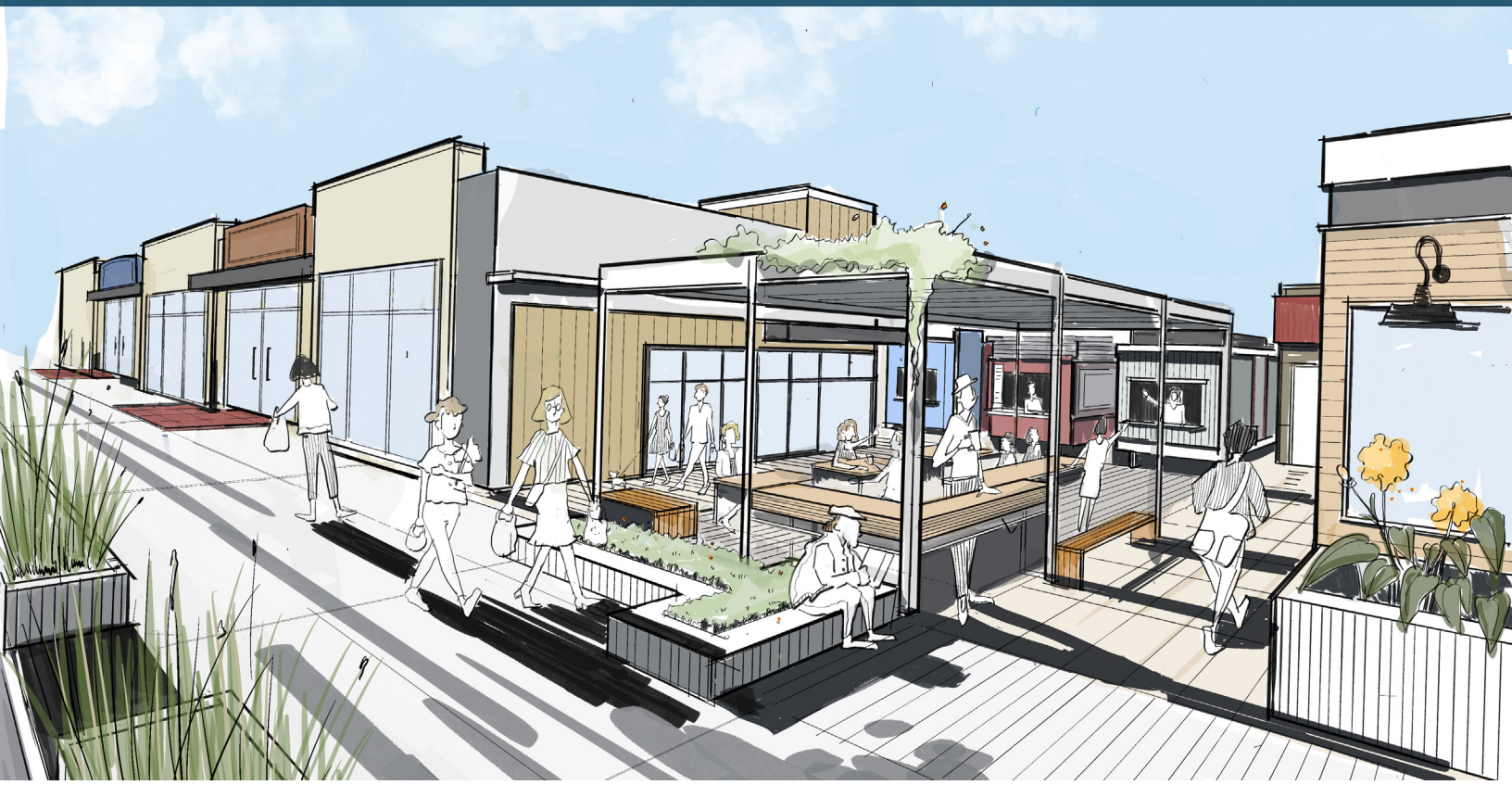
Information provided to the Agency will become property of the Agency and will be subject to public inspection after completion of the evaluation in accordance with Oregon Public Records Law, ORS 192.410. If an entity responding to this RFP believes that a specific portion of its response constitutes a "trade secret" under Oregon Public Records Law (ORS 192.501(2)) and is; therefore, exempt from public disclosure, the entity must clearly identify that specific information as a "trade secret." Identification of information as a "trade secret" does not necessarily mean that the information will be exempt from disclosure. The agency will make that determination based upon the nature of the information and the requirements of Oregon Public Record Law.

Designated Contact

For questions regarding this RFP please contact Derrick I. Tokos, AICP, Community Development Director, City of Newport, at d.tokos@newportoregon.gov or 541-574-0626.

APPENDICES

(Attach South Beach US 101 Refinement Plan)



SOUTH BEACH / US 101
REFINEMENT PLAN

Newport, OR

November 2021

NEWPORT
OREGON

Acknowledgements

City Staff:
Andrew Grant, Wastewater Treatment Plant Supervisor
Chris Janigo, Acting City Engineer
Sherri Marineau, Executive Assistant
Spencer Nebel, City Manager
Clare Paul, Assistant City Engineer
Derrick Tokos, Community Development Director

Urban Renewal Agency:
Beatriz Botello
Aaron Collett
Dietmar Goebel
CM Hall, Council President
Cynthia Jacobi
Ryan Parker
Dean Sawyer, Mayor

City Committees:
Airport Committee
Planning Commission
Public Arts Committee

Interviewees:
Laura Anderson, Local Ocean
Ann Armstrong, Yaquina Bay Economic Foundation
Jeff Bertuleit, Bertuleit Donald J Trustee
Charlotte Boxer, Commercial Developer
John Bungay, Bungay Properties, LLC
Bob Cowen, Hatfield Marine Science Center
Garrett Bush, Airrow Heating
Brett Fox, White-Fox LLC
Peggy Hawker, Public Arts Committee
Travis Henry, Henry Point Development, LLC
Phillis & Marvin Hoover, Commercial Property Owners
Carrie Lewis, Oregon Coast Aquarium
Jonathan Ledesma, Project PDX
Lyle Mattson, JC Market Thriftway
Paula Miranda, Port of Newport
Bonnie Serkin, Landwaves, Inc
Lance Vanderbeck, Newport Airport Committee
Jack Waibel, Rogue Brewery
Alan Wells, Commercial Real Estate Broker

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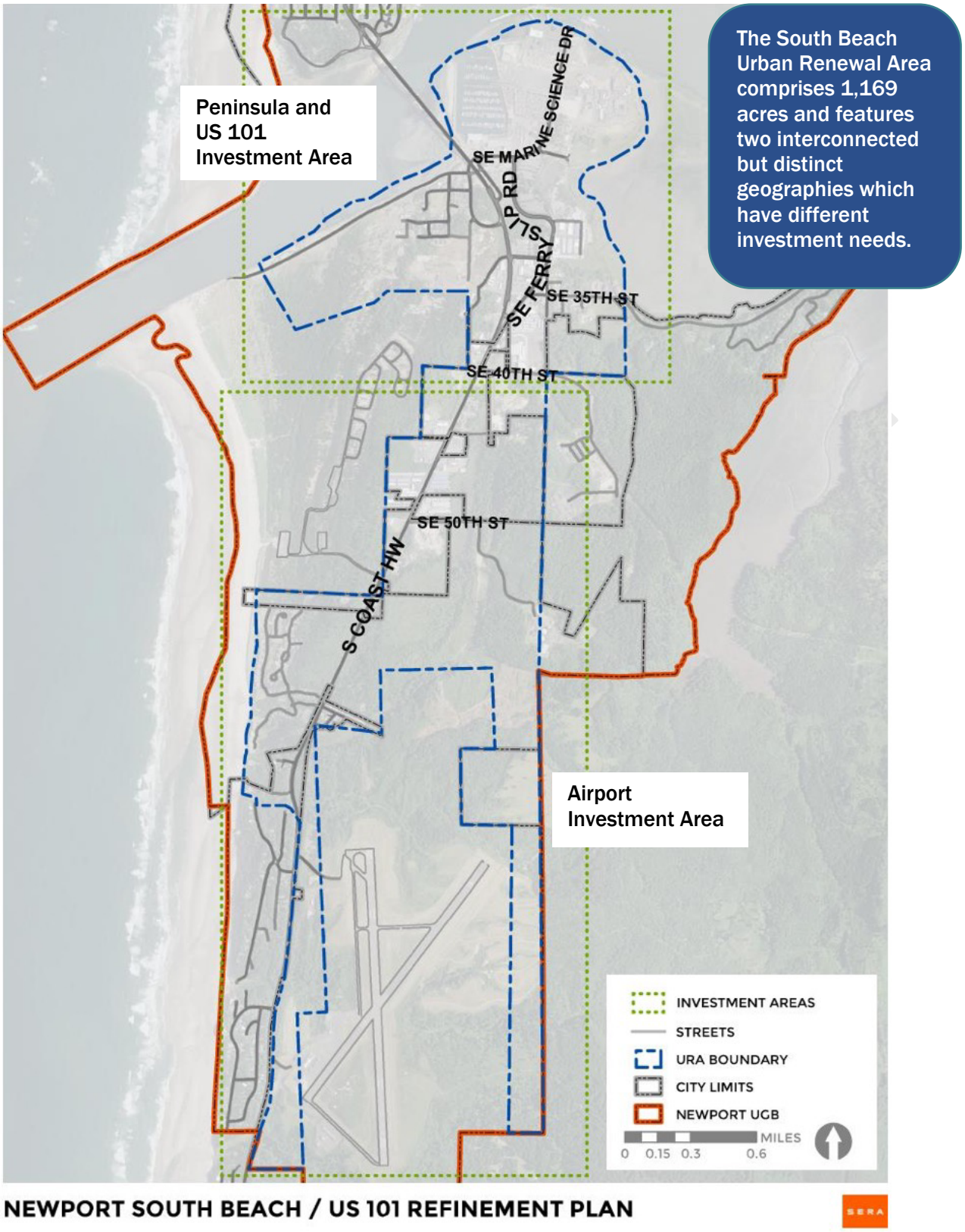
Exhibit 1. Urban Renewal Investment Areas



1. Plan Purpose and Background

Nestled on the south side of the Yaquina Bay Bridge, Newport's South Beach provides a mix of regional institutions, recreational facilities, neighborhoods, and retail businesses. The area has changed substantially since 1983, when the City of Newport established an urban renewal district in the area to address the lack of transportation connections, urban infrastructure, and public amenities.

Since then, the Urban Renewal Agency ("the Agency") has helped to complete the area's transportation network, fund the creation of a wastewater treatment plant, spur the development of the popular Oregon Coast Aquarium, and as of 2021, is in the process of making improvements to US 101 that will reconfigure key intersections to ease congestion. In addition to the Aquarium, the area features a mix of institutions, including the Hatfield Marine Science Center, OMSI's Camp Gray, Oregon Coast Community College, Newport Municipal Airport, and the Port of Newport's South Beach Marina and RV Park.

The South Beach Urban Renewal Plan is nearing its expiration at the end of 2025 and the Agency acknowledges that the area still faces key transportation, redevelopment, and placemaking barriers. This Urban Renewal Refinement Plan is an Action Plan that identifies a set of impactful projects that the Agency could invest in with its remaining $5.15 million to $8.97 million of funding.[1] Each of these projects was vetted for public support and ability to achieve the objectives of the Urban Renewal District. The Agency's goal is to distribute funds to provide the greatest benefit to the tax base including area residents, visitors, and employees while also helping to remove development barriers on the remaining underutilized parcels in the area.

The new intersection of US 101 and SE 35th Street that was installed as part of the 2021 US 101 improvements in South Beach creates an opportunity for redevelopment for adjacent parcels, including the Agency-owned site on the NE corner. *Credit: City of Newport*

[1] The Agency would have up to $5.15 million for future projects costs if it proceeded with a "pay as you go" scenario acquiring no new debt. The Agency would have up to $8.97 million if it takes out an additional loan in 2025.

South Beach Urban Renewal Plan Objectives

Project concepts for the final phase of Urban Renewal investments must be consistent with the following South Beach Urban Renewal Plan (1983) objectives:[2]

- Preserve forest, water, wildlife, and other natural resources
- Identify sites for public use such as the OSU Marine Science Center
- Complete a Port-facilitated marine recreation area
- Encourage marine oriented activities on the northern Shorelands
- Assure the development of complementary uses adjacent to the Airport
- Plan new sewer, water, and transportation capacity
- Allocate a major part of South Beach to heavy commercial and light industrial uses

South Beach Blighting Conditions (1983)

The South Beach Urban Renewal Plan was created to reduce or eliminate blighted conditions in South Beach, including:

Sub-standard street improvements, rights of way, and traffic signalization and management

Incomplete pedestrian/bicycle circulation systems and Tsunami evacuation routes

Inadequate water storage capacity and distribution lines

Undersized or absent sanitary sewer collection service lines

Incomplete winter storm water management systems

Inadequate neighborhood recreation facilities and open space

Source: South Beach Urban Renewal Plan Amendment 5

South Beach in 2021: While the Agency has made progress in solidifying the area as a functional district within the city, several constraints remain:

- While US 101 runs through the area as the key transportation spine, South Beach's most charming attractions are hidden from view.
- South Beach's many bike paths provide an alternative to car transport, but the network feels patchy in places.
- South Beach lacks a strong sense of place and could use landscaping and public art installments more effectively.
- Invasive species are a problem in South Beach, and current management is insufficient.
- Residents, visitors, and employees in the area point to a lack of retail services in the area, requiring them to cross the Yaquina Bay Bridge for any goods or services they might need.
- Traffic congestion remains a concern, especially at 40th Street, which is poised to see growth as the Wilder residential area builds out.
- At the district's southern end, lack of sewer infrastructure limits development opportunities on industrial and commercial properties near the Airport.

[2] The Benkendorf Associates Corp, "Substantial Amendment Five to the South Beach Urban Renewal Plan 5", City of Newport, Oregon Urban Renewal Agency (September 2008).

Plan Investment Priorities

Since the urban renewal area has existed for close to 40 years, the refinement plan acknowledges the progress the Urban Renewal Agency has made in achieving its objectives as well as the changed conditions and user base in the area. The Agency has established the following investment priorities for the 2021 refinement plan to create a framework for how the Agency will operate in the remaining life of the urban renewal area. They are based on conversations with stakeholders, the Staff Technical Advisory Committee (composed of key public works, planning, and management staff), and the Agency. They also reflect broader City priorities as part of the Newport Vision 2040.

1. Promote a sense of place for residents and visitors that reflects the South Beach identity.
2. Improve connectivity for bicyclists and pedestrians to South Beach destinations.
3. Attract new development that can meet the service and retail needs of South Beach residents.
4. Invest in overcoming market and development barriers on underutilized or vacant sites.
5. Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the Airport.
6. Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.

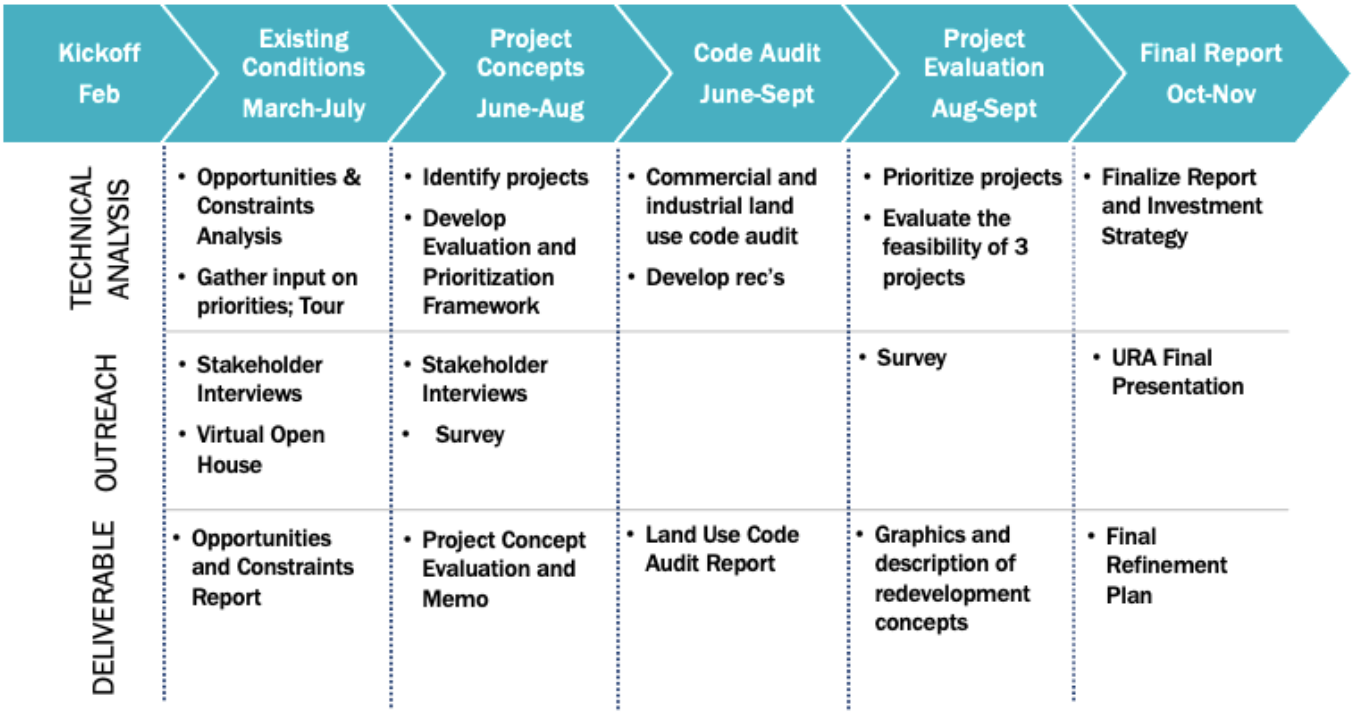
> The City and Urban Renewal Agency are interested in helping South Beach to contribute to the overall vision for Newport:
>
> "In 2040, the Greater Newport Area is an enterprising, livable community that feels like home to residents and visitors alike. We have carefully planned for growth with well-maintained infrastructure, affordable housing for all income levels, robust public transportation, diverse shopping opportunities, and distinct, walkable districts and neighborhoods."
>
> Source: Newport Vision 2040

Aquarium Village offers an eclectic blend of makerspaces and businesses serving visitors, such as gift shops and restaurants. *Credit: ECONorthwest*

Refinement Plan Process and Public Involvement

The Urban Renewal Refinement Plan ("the Plan") draws from many sources to identify priorities and projects, including technical analysis of the development and infrastructural needs in the community and significant community and stakeholder outreach. Exhibit 2 shows the key elements of the planning process and overall project timeline.

Exhibit 2. Refinement Plan Timeline and Tasks



Engaged with the community. While COVID-19 restrictions prevented in-person engagement, the planning team, which consisted of four consultants/subconsultants as well as City partners, conducted community outreach throughout the entire planning process with:

- **18 interviews** with individuals and committees completed by the City and the consultant team. Participants included local business and property owners, real estate brokers and developers, committees, community members, and economic development professionals.
- **4 participants** in a Marine Resource focus group conducted over the summer.
- **23 community members** participated in a Community Workshop held online on August 26, 2021. Attendees were encouraged to prioritize project concepts and specific investments.
- **466 respondents** to two surveys that were released in July and September 2021. The first survey was developed to understand key issues and priorities for community members. The second survey was designed to generate feedback on specific project concepts.

Analyzed the Area's Opportunities and Constraints. The Opportunities and Constraints Report in Appendix A provides background information on key constraints for revitalization, stakeholder priorities, and points to potential opportunities for Agency investment in the area. JET Planning conducted a **code audit** to further understand potential barriers associated with land use regulation.

Evaluated Project Concepts. The existing conditions research and community outreach informed a list of potential improvements and infrastructure projects for implementation. The team, with Agency support, developed an Investment Framework (Appendix B) for evaluating and prioritizing those projects to ensure that all projects met the goals and priorities of the Urban Renewal Plan.

How do people perceive South Beach? Survey respondents indicated that South Beach suffers from traffic congestion and lacks a sense of place.

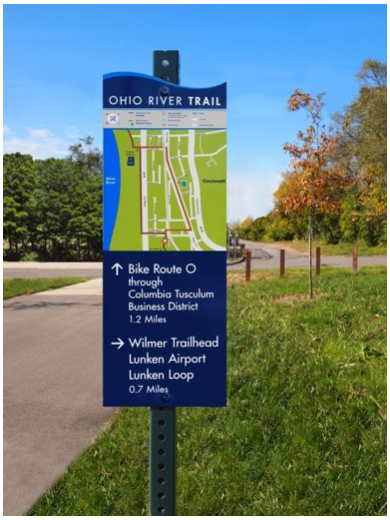
"No identity, just a place from which businesses operate."

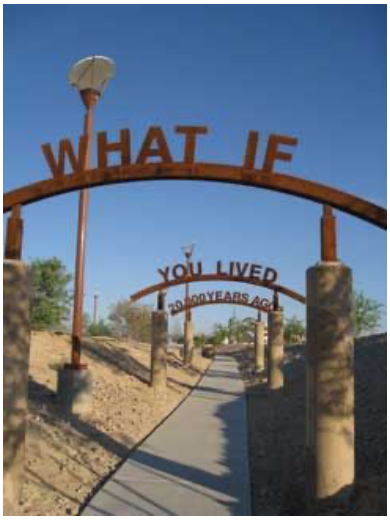
"Traffic nightmare"

However, many respondents also indicated that the area has natural amenities and untapped potential

"Potential to be the fun…district of Newport."

"Natural beauty"





This Plan proposes to enhance South Beach's sense of place by investing in landscaping, improving wayfinding, and adding amenities including public art (See Project Sheet F for details). Eighty-five percent of survey respondents indicated that new wayfinding and public art should include water-based themes related to existing uses in the area. *Photos compiled by SERA Architects.*

2. Opportunities and Constraints Summary

As a foundation for action, this chapter describes the opportunities and constraints present in South Beach that serve as a basis for project needs and prioritization.

South Beach is home to some of Newport's most visited institutional and recreational organizations, many of which have potential to expand in the near future. Residential development is also underway with Wilder planning to add twenty-six houses this year. Each of these plans for growth provide opportunities for South Beach, but also raise concerns about current capacity.

The Oregon Coast Community College serves around 2,000 students and employs 45 faculty. *Credit: ECONorthwest*

Opportunities exist throughout the study area but especially on the Peninsula and along US 101 to improve a sense of place and visitor experience in South Beach. Stakeholders identified opportunities to improve South Beach through an overhaul of the area's visual identity, signage consolidation, and other wayfinding and placemaking improvements. The City could improve the visibility of destinations from US 101 by consolidating wayfinding signage, catalyzing redevelopment of City-owned parcels, and/or the utilizing the US 101 Ferry Slip Road closure to create a southern gateway. Buying out billboards could also help to remove visual clutter.

The right-of-way closure at the US 101 and Ferry Slip Rd. provides a location for a southern gateway to Newport. *Credit: ECONorthwest*

Lack of infrastructure, developer uncertainty, and negative public perception is limiting development of Airport industrial sites. Lack of sewer facilities, low water flows, and limited road access limit the type of industries that can function on the Airport sites. Additionally, developers are uncertain about the City's plans for the site and whether they will be able to build what they want if they do invest in the property. Investing in infrastructure and clarifying the City's intentions would go a long way in promoting development.

Funding projects that enable new development and job creation at the Airport was not a priority for survey respondents.

Only 7% identified it as very important while 40% indicated it was not important at all.

Limited and disconnected multimodal infrastructure and traffic congestion remain key challenges in South Beach. While there are many multimodal pathways, sidewalks, and bike lanes in the area, South Beach lacks a cohesive, signed, multimodal network. Additionally, traffic congestion, especially during peak periods, make it difficult to cross the Yaquina Bay Bridge and access key points along the Peninsula. Recent improvements, including the relocation of the traffic signal to US 101 and 35th Street, provide a strong start to addressing these issues.

This Plan proposes a new traffic signal at the intersection of US 101 and 40th St. to improve safety and ease of access to the Wilder Development, Oregon Coast Community College, and the planned OSU student housing development (see Project Sheet H). *Credit: ECONorthwest*

Planning and development efforts in South Beach should consider the natural and geologic hazards for which the area is at risk. Various systems (electric, sanitary sewer, etc.) may be impacted by a tsunami or other seismic events. Upgrades to these systems or new projects should take resiliency into consideration. The Yaquina Bay Bridge is of particular concern – in the event of bridge damage due to a natural disaster, the residents of South Beach would be cut off from all the essential services and resources north of the bridge. Development of essential services (access to food, fuel, and/or healthcare) in South Beach would provide some fundamental resiliency to the area if the bridge were impassible.

While there were other challenges and opportunities identified in South Beach, this plan focuses on those most relevant for urban renewal investment

The full Opportunities and Constraints Report is in Appendix A and includes opportunities and constraints maps with corresponding tables.

Land Use Policies, Zoning and Regulations Audit

Land use policies and regulations impact development possibilities in South Beach. The land use code audit determined how existing land use plans, maps, and regulations impact development in South Beach. It also identified potential revisions that could be enacted to better align with area goals and investments. The detailed audit can be found in Appendix E. Exhibit 3 summarizes key findings and recommendations.

Exhibit 3. Land Use Audit Findings and Recommendations

Key Findings	Recommendations
Mapping - The mix of commercial and light industrial zones along US 101 generally aligns with Urban Renewal District goals. There is potential for select re-designation from industrial to commercial for key areas.	▪ Expand commercial district along US 101 to encompass the SE 35th St gateway site and surrounding properties. ▪ Rezone the NE corner of SE 40th St and US 101 for commercial taking advantage of potential new signal. ▪ Rezone parcel on south side of SE 40th St from heavy industrial to light industrial to reduce potential use conflicts. Identify sites for heavy industrial farther south.
Annexation - Nearly 25% of the district is outside of the City limits and cannot yet be developed to urban levels of intensity or served by urban infrastructure. More than half of these areas are designated for industrial uses.	▪ Actively pursue annexation of industrial properties using island annexation provisions coupled with financial incentives to offset infrastructure costs, engaging with individual property owners to understand priorities and needs. ▪ Engage with Lincoln County to complete the Urban Growth Management Agreement to ensure an orderly transition from County to City zoning and infrastructure.
Zoning - The City's Zoning Code clearly delineates zones with use standards and site development standards. The prevalent Light industrial zone benefits from allowing a flexible mix for industrial and commercial uses however this can result in uncertainty about the compatibility of future development.	▪ Limit uses inconsistent with district development goals by prohibiting uses associated with low employment for all or highway-abutting light industrial sites. ▪ Introduce a 15-foot setback with required landscaping for both industrial and commercial properties along US 101. ▪ Develop landscape screening, buffering and/or fencing standards to improve compatibility of light industrial uses. ▪ Maintain existing land use and building permit procedures, which minimize discretionary reviews.
Other Considerations - The City should continue to monitor issues such as parking demand and trip allocation within South Beach and adjust as appropriate.	▪ Review the employment and tax generation potential of uses permitted within the district to determine if future modification of permitted uses is justified within the light industrial zone ▪ Consider using development agreements for greater certainty on proposed development for select sites ▪ Monitor parking demand and implication of current parking ratios for site development feasibility. Explore options for shared parking on individual sites and district-wide parking reductions. ▪ Review the impact of commercial rezoning on the SBTOZ trip budgets and reallocate trips within the district as necessary.

South Beach Opportunity Sites

South Beach has several potential opportunity sites for new development. There is a cluster of vacant/underutilized sites on US 101 near the Agency-owned site at 35th St. Two sites near the NOAA facility that currently house dredge spoils or vacant warehouses could be redeveloped for complementary uses. There are also limited industrial development opportunities on vacant sites near the Airport.

Community engagement and market analysis revealed key service gaps in South Beach including:

Grocery stores

Gas stations

General retail

Casual restaurants

All the sites in the tsunami evacuation zone could be developed with commercial uses, while sites in the upland areas out of the evacuation zone (including near Wilder) could be developed with housing. Future demand drivers for the area include an increase in student housing, expansion plans for the Wilder residential area, and other sites that might draw new employers near the Airport. These new residents and employees are going to drive a changing retail demand landscape.

This Plan proposes to promote development of the Agency-owned 35th Street site with uses that meet community needs. The Barley Pod in Portland is an example of a food cart pod anchored by a brewing company, a concept that could work well on the site. *Credit: ECONorthwest*

Agency-Owned 35th Street Site

The US 101 and 35th Street Agency site offers an opportunity for the Agency to help promote a development concept that meets community goals. Coupling these improvements with gateways and public art would help to transform the southern entrance to Newport making this site a "go-to" South Beach destination.

Exhibit 4. Opportunities and Challenges for the Agency-Owned 35th Street Site

Opportunities	Challenges
• Highly visible with lots of through traffic on a corner intersection • Close to key destinations • Can be a part of the South Beach brand • Can be a key node for multimodal path	• Far from Downtown and other commercial activity • Context is arterial/commercial • No existing building as centerpiece for adaptive reuse

Determining potential uses and vetting potential concepts was a key part of refining this project. Four uses rose to the top as desirable and feasible for this site[3]:

- General Merchandiser
- Specialty Grocery
- Microrestaurants/foodcarts
- Retail

Taking these four uses, the planning team compiled three potential concepts for development on the site detailed below. Ultimately the City will use these concepts in a Request for Qualifications (RFQ) to be released in Spring 2022.

Project Sheet A includes additional details that will inform the 2022 RFQ including:

Development objectives for the site

Public private partnership potential

Zoning considerations

Community preferences on development concepts.

Community Preferences

Which uses were most popular for the 35th Street site? Survey respondents who were South Beach residents and employees favored a small or specialty grocer whereas those who lived in Newport or elsewhere identified food carts or microrestaurants as their top choice.

Which concept was most popular for the 35th Street site? Survey respondents indicated that they would like the site to become a "Food Destination" with specialty grocery and microrestaurants

"The realignment of the traffic signals [at US 101 and 35th] and the location just south of the bridge is an opportunity to give South Beach a 'go-to' destination for a new type of shopping experience" - South Beach Stakeholder

[3] While a gas station was identified as a need both during community engagement and technical analysis, it was determined that it would not contribute to the "gateway" envisioned on this site. A gas station may be better situated near 40th St.

Illustrative Site Plans

Alternative 1: "Go Big" Large Anchor and Retail. The 2.3-acre Agency-owned site north of 35th Street will host a major tenant like a Bi-Mart style general retailer/grocery on roughly 75% of site. The rest of the site will fill out with detached additional retail and/or open space with trail amenities.

The southern parcels, which currently contain Airrow Heating, Columbia Distributing, and Hoover's Pub and Grill, will contain a small retail cluster and single large stand-alone restaurant (new or refresh). The southern parcels are privately owned, and concepts will be influenced by ongoing conversations with the current business and property owners. The site should leverage adjacency to the Ferry Slip gateway site.

Economic Considerations: Recruiting a large grocer may prove challenging on the site if the potential market is considered insufficient to sustain operations. Additionally, receiving supplies on the Coast could be costly for potential tenants especially if they do not have other stores nearby. However, a large anchor can draw other retail tenants to the area and the Agency may want to consider partnership opportunities on this site to make it feasible long term.

Exhibit 5. Alternative 1: "Go Big" Large Anchor and Retail

Credit: SERA Architects

Alternative 2: "Food Destination" Specialty Grocery Plus Microrestaurants. The Agency-owned site will host a small/medium grocery with prepared food, a deli, and perhaps small counter-service dining. Adjacent to the grocery will be a cluster of food carts with possible structured shelter and partial indoor space, and a microrestaurant pod with an indoor/outdoor blend.

Economic Considerations: The market area would likely be sufficient to sustain a small grocery although the tenant will need to be familiar with the challenges of delivering to the coast. This site could provide an ideal opportunity for a local grocer to expand.

Food cart pod / microrestaurant considerations

Tenanting/rightsizing will be important with 8-10 unique concepts being the ideal. More would be too difficult to manage and less would not provide enough choices.

The City should gauge interest among local entrepreneurs or existing restaurants for satellite locations.

The City should consider recruiting a master lessee to operate/manage subleases and establish ground rules.

Exhibit 6. Alternative 2: "Food Destination" Specialty Grocery Plus Microrestaurants

Credit: SERA Architects

Alternative 3: Mixed Retail. The Agency-owned site will host a cluster of smaller retail/service/office uses, such as food carts, offices, coffee shop, retail, small medical (i.e., Zoom+Care), and other uses popular in the community survey. This site should aim to add urban appeal by concealing parking behind, providing access from Ferry Slip (which currently has just one curb cut on US 101), and including open space or park use, assuming the small commercial does not consume the entire 2.3 acres.

Economic Considerations: Without an anchor, some retailers may be hesitant to locate to this site. Retailers that do locate here should be local-serving and fill gaps in the South Beach market.

Exhibit 7. Alternative 3: Mixed Retail

Credit: SERA Architects

3. Investment Framework

The opportunities and constraints identified in Chapter 2 make it clear that South Beach is well-positioned for growth but needs targeted investment to reach its potential. This chapter establishes an evaluation framework to help frame the Agency's decisions about which projects to evaluate further, and ultimately advance for urban renewal funding. It also provides a structure for implementation.

Who: The Agency and Partners

For all the projects evaluated, the Agency assumes it will be leading investment or providing matching investment, given the limited time remaining in the life of the district. Bringing new private investment into the community is a key goal of this Action Plan, provided such efforts can be coordinated before the plan closes to new projects. Successful implementation will require time and energy from many partners within the City.

Established in 1983, the South Beach Urban Renewal Plan has an original maximum indebtedness of $38,750,000. Key recent milestones include:

2009: The URA was extended at a reduced size for the purpose of upgrading the infrastructure and acquiring land to support economic development. With public input, a new project list was developed with the 2009 extension, to be funded with revenue bonds over three six-year phases.

2018: The URA completed a substantial amendment of this plan to move the deadline for awarding projects from December 31, 2020, to December 31, 2025. This amendment extends the date after which no bonded indebtedness can be issued with respect to the Plan.

Where: Two Investment Areas

Agency investments will span two investment areas within the Urban Renewal Area: The Peninsula/US 101 Investment Area and the Airport Investment Area

- The Peninsula/US 101 Investment Area is home to the area's major institutions, attracts visitors from around the United States and beyond, and is home to the area's retail establishments and hotels. The projects focused on this area include Projects A, B, E, F, G, and H.
- The Airport Investment area includes the Municipal Airport and publicly and privately owned land that is zoned for industrial development. The projects focused in this area include Projects C and D.

When: End of 2025

If the Agency is to execute on its priority investments by 2025, it will need to be strategic about the choices it makes and poised to act quickly. All projects must be awarded by December 31, 2025.

How Much: Up to $9 million

As a part of the planning process, the Agency weighed the priority of each project against its potential cost and discussed the merits of the different funding scenarios. The Agency ultimately decided that all the projects are important and is willing to take out an additional loan in 2025 in order to accomplish all projects. The Agency should aim to leverage funding from regional, state, and federal partners as grant dollars might be available which will impact how much funding is needed.

Funding Scenarios

Pay as you go - $5.15 million
The Agency collects TIF dollars through FYE 2025 and pays directly for projects without acquiring new debt. This scenario could complete most projects with limited incentives. Tax increment would return to the districts in FYE 2026.

Additional Loan - $8.97 million
The Agency collects TIF through FYE 2027 by taking out a loan prior to 2025 to leverage last two years of TIF. This scenario could fully fund all projects. Tax increment would return to the districts in FYE 2028.

2021 Forecasts by Tiberius Solutions

Why/How: Investment Criteria

Evaluation criteria included:

1. Can the Agency award the project by 2025?
2. Will the project necessitate a substantial amendment?
3. Does the project align with the objectives from the 1983 South Beach Urban Renewal Plan?
4. Does the project advance the 2021 investment priorities for the urban renewal area?
5. How much community support did the project receive?

Each project was evaluated against the first three specific criteria to ensure it met threshold requirements. Projects that did not meet these requirements were excluded from further consideration. Projects were further prioritized by their alignment with 2021 priorities, community feedback and cost to determine the importance of the different projects.

Investment opportunity: Left - Existing multi-use path along Ferry Slip Rd.
Right – Example of trail improvements: Indianapolis Cultural Trail is a 3-mile trail connecting Downtown Indianapolis with integrated art and landscaping. *Photos compiled by SERA Architects.*

4. Action Plan Projects

Attracting new development to South Beach will take a coordinated effort by the City, businesses, and private investors. Because limited public funds are available for capital projects and programs, it is necessary to prioritize these investments. With targeted investments and partnerships, South Beach could achieve its vision for a more active commercial corridor and increased opportunities for jobs. The strategic use of urban renewal funds can help to improve visitor experience and increase private sector confidence in investing in the District. It will also provide a bridge for pioneering development projects to overcome the significant financial gap for new development in South Beach.

This chapter outlines eight projects that can help South Beach achieve this vision. Some projects benefit the tax base directly by removing market or infrastructural barriers for businesses, while others focus on investments to placemaking, public art, landscaping and other visualization improvements that help establish a sense of place. These projects also benefit the economy by promoting tourism and local spending. Likewise, multimodal improvements that cater to pedestrians and cyclists enhance the sense of place and encourage people to spend time and money in the local community.

What's included in the project sheets?

A description of the project

Rationale for including the project on the list

Alignment with South Beach's 2040 vision

Implementation Steps

Outreach considerations

Potential partners for the City to engage on the project

Planning cost estimates and

Additional funding considerations

Final Project Selection

All projects included in this plan met the threshold evaluation criteria. The following table shows:

- **Community support:** These scores are based on how the projects ranked in the community surveys and other engagement.
- **Strength of alignment with priorities:** Projects that clearly advanced one or more priorities were moved forward.
- **Cost:** Projects were considered high cost if they were $1M+, medium cost if they were between $500K and $1M, and low cost if less than $500K.

Two projects were removed from the list during prioritization and do not have project sheets.

Provide transportation access to east Airport properties - these properties are unlikely to develop soon and therefore do not have a pressing need for transportation access

Install a traffic signal at SE 50th and US 101 - demand for this signal is very low at this time

Additional details on project evaluation can be found in Appendix B.

Exhibit 8. Refinement Plan Projects to be Funded with Remaining Tax Increment

Key	Project	Rationale	Meets Priorities	Public Support	Estimated Cost
A	Redevelop 35th Street site to meet community needs providing strategic investments in neighboring properties to promote redevelopment concepts	Promote development that meets public goals combined with a gateway that improves the arrival experience and business / destinations visibility. Potential for strategic investments in part	Yes	High	$1.3 million ($300K for public restroom and path user amenities $1 million for investments in neighboring properties; land write down of up to $1.5 million not included; would be variable depending on the dev't concept)
B	Incentivize annexation of unincorporated properties with a focus on US 101 industrial sites, and target predevelopment assistance to vacant or underutilized sites	Assist in annexing unincorporated properties within the plan boundaries and condition issues with vacant or underutilized sites to help meet community needs and improve the area's vibrancy.	Yes	Medium	Up to $500,000 (assumes all eligible properties are annexed at the same time)
C	Provide sewer infrastructure to industrial sites near Newport Municipal Airport	Expand the types of development possible and reduce developer uncertainty.	Yes	Low	$600,000 - $2 million (depending on technology used)
D	Improve fire suppression capability at Airport industrial sites	Expand the types of development that would be able to locate at the Airport	Yes	Low	$150,000 - $500,000 (preliminary estimate)
E	Install redundant Yaquina Bay water pipeline	Improve South Beach's resiliency to water line failure	Yes	Medium	$750,000 (if grant unsuccessful, Agency could pay closer to $3 million; surplus from other projects could be directed here to fully fund)
F	Enhance South Beach placemaking through improvements to landscaping, public art, and gateways	Bolster the area's sense of identity through targeted improvements.	Yes	Medium	$1 million ($150-250K in consulting fees, up to $850,000 in improvements)
G	Enhance mobility for cyclists and pedestrians through South Beach Loop path improvements	Improve mobility for cyclists and pedestrians while enhancing sense of place and navigability. It would also improve disaster preparedness	Yes	High	$1.3 – 1.45 million (high priority projects only, excluding ROW acquisition)
H	Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101	Open the door for planned development and ease congestion	Yes	High	$1.5 million (not including bike/ped improvements, which are included in Project G)
Total Project Costs					**Up to $9 million**

Detailed Project Sheets

The following sheets provide details for each of the proposed projects.

A Redevelop SE 35th Street site to meet community needs providing strategic investments in neighboring properties to promote redevelopment concepts.

Project Description	Lead
The Agency-owned site at 35th Street could be South Beach's neighborhood hub and the gateway to South Beach, given that the site sits at the District's entrance to the key destinations of the Newport Aquarium, Hatfield Center, South Beach State Park, Rogue's pubs, OMSI's Camp Gray, and Aquarium Village. Community members have expressed a desire to see this area transformed to better reflect the many attractions and natural beauty of South Beach. **Development objectives:** ▪ Serve as a neighborhood hub and gateway to South Beach. ▪ Provide stopping point for users of South Beach Loop path. The site will also serve as a key node along South Beach's iconic bicycle and pedestrian loop, which connects all of the key destinations. ▪ Provide gathering spaces for residents and visitors, with lots of retail and restaurant choices. ▪ Support food entrepreneurs and surrounding businesses. ▪ Build upon the gateway opportunity at the closed ROW at the former entrance to Ferry Slip. **Potential uses:** The highly visible and central location could attract investments in buildings that house services or retail (e.g., specialty grocery, restaurants, shops) and offer a central gathering space for eating and convening groups to serve South Beach area residents and employees. **Partnership with adjacent property owners:** ▪ *Expanded development concept:* On the southern parcels, which currently contain Airrow Heating, Columbia Distributing, and Hoover's Pub and Grill, Alternative A shows a small retail cluster and single large stand-alone restaurant (new or refreshed Hoover's). The southern parcels are privately-owned, and concepts will be influenced by ongoing conversations with the current business and property owners. ▪ *Partnership with adjacent businesses:* Prior to RFQ release, the City should reach out to South Beach Market, Barrelhead, Columbia Distributing, Airrow Heating, and other restaurants to get feedback on the concepts, answer questions, discuss compatibility with potential commercial concepts, and gauge interest in partnerships. ▪ *Billboard removal:* Two legacy billboards on the Hoover's site constrain redevelopment opportunities on this site and detract from the desired village feel of the 35th Street site. The Agency will consider paying out the remaining contract that Hoover's has with the billboard company to remove the billboards and allow for more flexible reuse of the site.	Urban Renewal Agency / Community Development / City Manager's Office

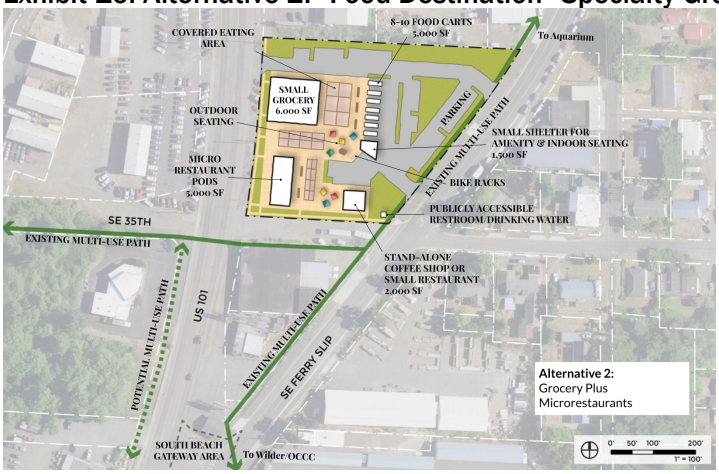
Rationale	
Because the Agency controls the 35th Street site, it can help promote a development concept that meets public goals. Coupling these improvements with gateways and public art would help transform the southern entrance to Newport. Currently there is no clear indication that a visitor has arrived in the community when driving north on Hwy 101 into South Beach.	
Alignment with Vision 2040	A3. Transportation Corridors [Partner] A13. Strategic Investments and Partnerships [Lead] A14. Developable Land [Partner] *Depending on businesses recruited:* E2. Medical Professionals and Specialists [Support] E12. Access to Health Food [Support]
Implementation Steps	▪ Consider adjusting zoning to accommodate desired development type (from industrial [I-1] to commercial [C-1]). The commercial/retail uses proposed here are all permitted outright in the I-1 district. There is concern, however, that surrounding I-1 sites could be developed with actual light industrial uses, including things like vehicle repair or storage, self-storage, warehousing, and distribution, that could be incompatible with the atmosphere desired for this site. The I-1 zone also requires a 50-foot setback from Hwy 101 that would limit the development area on this site. This could be addressed through rezoning to commercial (C-1) that has no front setback requirement or revising the setback for the I-1 district as recommended in the code audit. ▪ Continue to discuss potential partnership with property owners of Hoover's and Airrow Heating sites, which could provide a cohesive gateway to South Beach. Acquire additional properties, if feasible, to develop the desired program. ▪ Release RFQ to attract a developer in Spring 2022, using development objectives developed through the refinement plan process. ▪ Analyze cost implications for the city of ongoing maintenance for the gateway.
Public or stakeholder outreach needed	The City conducted outreach with developers, existing restauranteurs, potential tenants, key stakeholders, and the public as part of the refinement plan to develop objectives and vet concepts. The City will reach out to property owners of parcels that may need to be acquired. The City may also coordinate with the Urban Renewal Agency to seek their input on site programming goals.
Partners	Potential developers, South Beach businesses, and organizations
Estimated Cost	**Funding Considerations**
Up to $1.3 million ($300K for public restroom and path user amenities and $1 million for investments in neighboring properties) (land write down of up to $1.5 million not included; would be variable depending on the dev't concept)	Funding for public-private partnerships on the site will come from urban renewal funds, with technical assistance from the City. ▪ **Land write down:** Depending on the value proposition offered by the selected development team, the Agency could offer up to the full value of the land cost as a write down. The city prefers the potential land write down not exceed $750,000 but the decision would be subject to the development proposals solicited as a part of the RFQ process. The Agency would need to evaluate the cost of public amenities and be receptive to developer feedback about the cost and time required to develop commercial buildings on the coast. ▪ **Direct subsidy:** The Agency may consider providing direct support to help pay for public amenities like a public restroom and Loop path user amenities.

ILLUSTRATIVE SITE PLANS

Exhibit 9. Alternative 1: "Go Big" Large Anchor and Retail

Credit: SERA Architects

Exhibit 10. Alternative 2: "Food Destination" Specialty Grocery Plus Microrestaurants



Credit: SERA Architects

Exhibit 11. Alternative 3: Mixed Retail

Credit: SERA Architects

Community Feedback

The community provided feedback on the types of uses they would most like to see at the 35th Street site in a survey that was distributed from September 20th to October 17th, 2021. The survey, which received 154 responses, indicated that the most popular uses for the site were:

1. A small or specialty grocery
2. Food carts or microrestaurants
3. An array of neighborhood serving retail services.

The survey also asked respondents to rank three concepts (see Illustrative Site Plans) that incorporated these uses in varying ways. Alternative 2: "Food Destination" was the most popular choice followed by Alternative 3: Mixed Retail.

ZONING CONSIDERATIONS

As a part of the Refinement Plan process JET Planning conducted a code audit to further understand potential barriers associated with land use regulation. Findings relevant to the 35th Street site are detailed below (see Appendix E for more details).

- Recently updated provisions allow food carts individually and in pods of four or more throughout the South Beach area. (NMC 14.09, updated September 2021.) Food cart pods on private property are required to provide permanent utility connections and pay system development charges (SDCs), provide covered seating and trash receptacles, and provide access to a restroom.
- The potential development scenarios will require between 87-114 parking spaces on the 35th Street site which could constitute nearly 40% of the site at an estimated 350 square feet per space on the 2.3-acre site (NMC 14.14.030). However, it is likely that many uses in South Beach will be primarily served by auto access so parking availability will be important.
- Current zoning of Light Industrial permits retail and restaurant uses; however, the site is surrounded by properties that are zoned Light Industrial that the Agency does not control. This could detract from the site's appeal if developed with incompatible uses.
- Potential development can likely meet the landscaping requirements. The landscaping requirement is 10% of the overall site, concentrated along the frontages, similar to the proposed sketches.
- There are no requirements for screening or buffering between uses on the site (NMC 14.18.) There are no limitations on outdoor storage or location of parking or loading areas, nor specific screening and buffering that would apply beyond a requirement for 5% of the parking area to be landscaped (NMC 14.19.050(D)(1)).
- No other architectural or site design standards apply to commercial and industrial properties within South Beach (NMC 14.30.010).

USE EVALUATION

Exhibit 12 provides an evaluation of the different uses that could take place on the site. The criteria are intended to provide the Agency with a better understanding of the support different uses might need as well as the benefits they can provide the community.

We considered each use according to:

- Its level of community support as determined through stakeholder interviews, focus groups, and two surveys
- Whether it would require local partners for development and/or financing
- How much financial support would be needed from the Agency to make it feasible
- The level of tenant management required
- Its ability to foster entrepreneurship on the site

Exhibit 12. 35th Street Site Use Evaluation Matrix

	General Merchandiser	Specialty Grocery	Microrestaurants / Foodcarts	Retail
Community Support	Medium	High	High	Medium
Local Partner(s) Required for Dev't/Financing	No	No	Yes	Maybe
Potential Agency Contribution	Likely High	Likely High	Medium	Low
Tenant Management Required	Low	Low	High	Medium
Entrepreneurship Potential	Low	Low	High	Medium

PRECEDENT IMAGERY

The images below illustrate the types of developments that could occur on the US 101/35th Street opportunity site.[4]

[4] Photos compiled by SERA Architects

RESTAURANTS, FOOD CARTS, GROCERY, RETAIL, COMMUNITY SPACE

Restaurant with outdoor plaza (Wilsonville, OR)

New/Renovated Commercial Strip (Portland, OR)

Latino Food Hall in renovated building (Portland, OR)

Pop-up event space and food cart pod (Oakland, CA)

Restaurant/Brewery Manufacturing and dining (Bend, OR)

Brewpub with outdoor dining on busy commercial street (Bozeman, MT)

The Ocean food hall (Portland, OR)

Small restaurant conversion (Portland, OR)

Restaurant with outdoor seating on sharp angle corner site (Portland, OR)

Container pod restaurants and shops (Albuquerque, NM)

Food Cart Pod (both mobile and permanent-installed dining shed with bar and firepits) (Bend, OR)

Food cart pod (St. Johns, Portland, OR)

New-construction corner businesses: stores and offices above

Retail strip (St. Johns, Portland, OR)

Indoor/outdoor farmers market

Electric Island charging hub
(Swan Island, Portland, OR)

Full-service grocery (Portland, OR)

Micro-grocery (Portland, OR)

B Incentivize annexation of unincorporated properties with a focus on US 101 industrial sites, and target predevelopment assistance to vacant or underutilized sites

Project Description	Lead
Approximately 25% of land within the South Beach URA is outside of City of Newport limits, which makes it difficult for the City to provide key services to large parts of South Beach. Through a predevelopment fund, the City would provide an incentive to annex into the city for US 101 property owners that are outside of city limits but inside of the URA boundary. The City would prefer to discuss annexation potential with property owners to ensure it meets their goals. However, properties that are surrounded by the city can be annexed without consent using the island annexation provisions under ORS 222.750 and would be best served by annexation assistance (see Exhibit 13 for unincorporated properties). Key to this strategy would be working with those property owners to annex the unincorporated properties into the City all at once, which would reduce overall costs. The City could cover the annexation expenses, which includes survey costs and old bond debt that the Seal Rock Water District accrued when it provided service to these properties (the properties now receive City water service). The City could also provide incentives for these properties to connect to City sewer service by agreeing to (a) pay wastewater SDCs for existing uses that would otherwise be payable upon connection and (b) provide a rebate of up to $10,000 to reimburse owners for the construction of new residential service laterals and $15,000 for commercial/industrial service laterals. Beyond the annexation and SDC costs, the Agency could offer additional assistance to help those property owners overcome market or infrastructure development barriers related to site preparation/grading, removal of invasive species (Scotch Broom), and adding or improving utility and transportation infrastructure.	Community Development, Planning Commission

Rationale

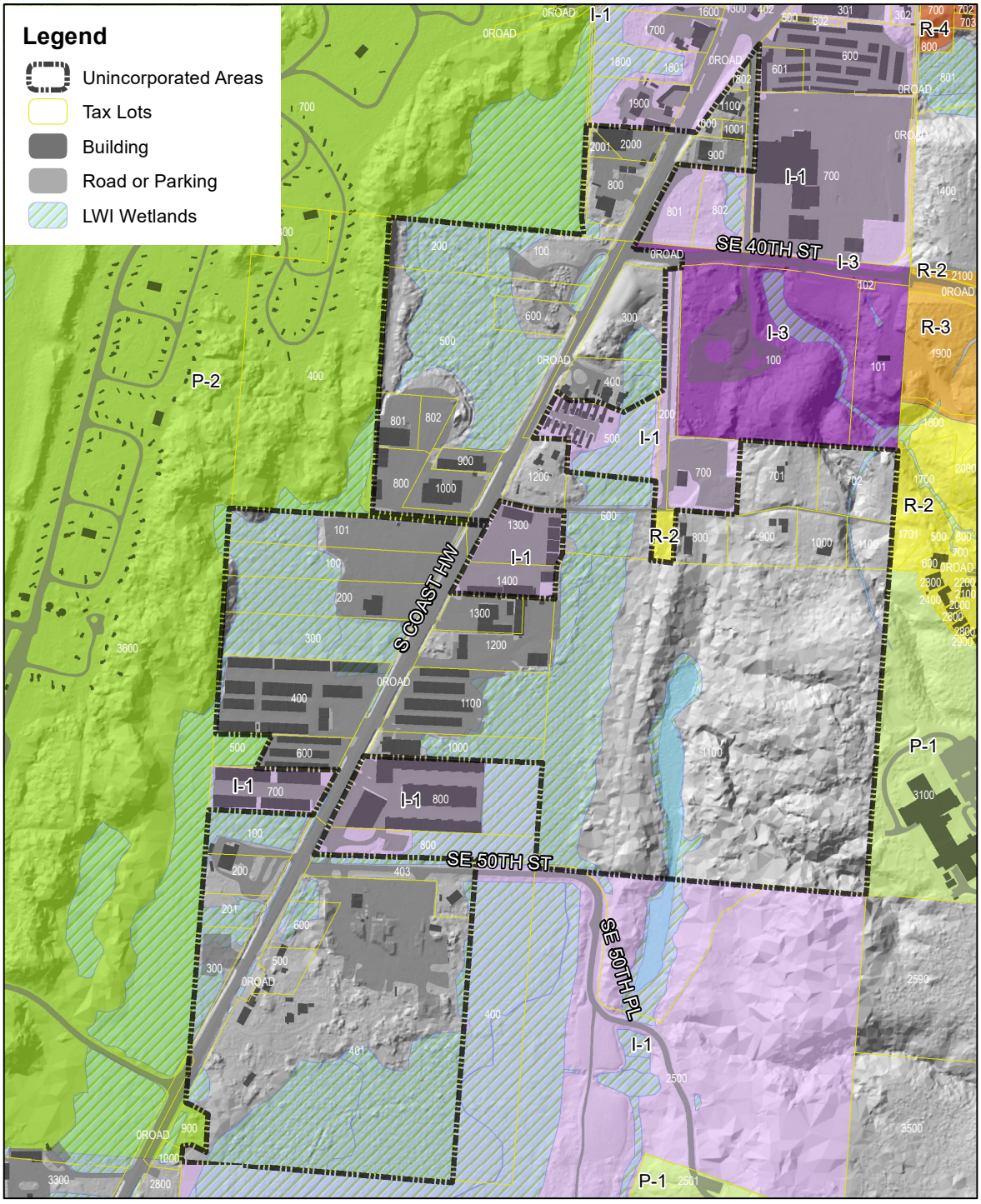
Annexing properties outside of city boundaries would:

- Make it easier for the City to provide infrastructure and services to those properties.
- Help to increase the desirability of those properties for industrial development.
- Help the City to achieve its economic development goals by enabling development at urban intensities and limiting development under County regulations that may be less compatible with urban renewal development goals.
- Normalize the municipal boundaries for emergency service providers.
- Create a condition where urban scale development can occur, improving the tax base for all taxing districts.
- Prevent property owners from having to retire old Seal Rock Water District debt for services they no longer receive.

Alignment with Vision 2040	A14. Developable Land [Partner] C8. Local Businesses Support [Support] E6. Disaster Preparedness [Lead]
Implementation steps	▪ Refine the list of potential properties for outreach.

	▪ Discuss predevelopment needs and annexation potential with identified property owners. ▪ Engage with Lincoln County to coordinate review of any development within the UGB to ensure that it is consistent with City goals and standards upon future annexation. ▪ Determine which zones are desired upon annexation to provide greater certainty and transparency for landowners and developers. ▪ Explore options for "island annexation" under ORS 222.750. ▪ Conduct outreach with property owners. ▪ Before proceeding with annexation: o Calculate specific amount of annexation expenses the City will cover. o Calculate the specific incentives needed to connect the property to the City's sewer. o Develop language for agreements and a plan to have all properties annexed at one time to reduce costs. ▪ Coordinate with Lincoln County to complete the Urban Growth Management Agreement to ensure an orderly transition from County to City zoning.
Public or stakeholder outreach needed	Outreach with property owners to is needed to determine development interest and whether the timing for that development would fall within the Agency's investment window of 2022-2025. The City should engage with property owners to better understand specific concerns or uncertainties about annexation and encourage annexation. One approach could include developing informational resources for property owners highlighting development potential within the City compared to existing County regulations. In addition to tax and financial implications, these resources could outline any financial incentives for infrastructure development that could be available through the urban renewal area.
Partners	Conduct outreach with property owners to gauge interest in joining the City.
Estimated Cost	**Funding Considerations**
Up to $500,000 (Preliminary estimate from the City of Newport; assumes all eligible properties are annexed at the same time)	Completing annexation of all willing properties at one time as opposed to piecemeal can reduce the overall costs associated with the annexation survey and staff time.

Exhibit 13. South Beach Unincorporated Areas within the Urban Renewal Boundary



C Provide Sewer Infrastructure to Industrial Sites Near Newport Municipal Airport

Project Description	Lead
The City will help implement sewer infrastructure investments to facilitate industrial development at the Airport. Based on a preliminary evaluation of the investment alternatives, the two that are most feasible are (1) Expand Airport Septic System (LOSS) and (2) Onsite Treatment WWTP (Package Plant w/Land Application) as determined in the Opportunities and Constraints Report.	Lincoln County concurrent with Animal Shelter project (with reimbursement from Agency).

Rationale

Currently the sewer main stops at 50th Avenue and there is no sewer access to the Airport. This limits the types of industries that can function on nearby sites. Certain development projects that have been envisioned for the Airport industrial sites include airport hangars, flex warehouse, and industrial condominiums among others as noted in the Opportunities and Constraints Report. Sewer infrastructure would expand the realm of possibilities for these sites and reduce developer uncertainty around dealing with effluent.

Alignment with 2040 Vision	A1. Infrastructure Investments [Lead] A14. Developable Land [Partner] B1. Sewer and Stormwater Management [Lead] C4. Airport Improvements [Lead]
Implementation steps	The LOSS is the most cost effective solution; however more detailed analysis is needed to confirm feasibility, including: ▪ Discuss implementation steps and process with WWTP. ▪ For the LOSS, evaluate suitability of soils for a drain field, working with County sanitarian. ▪ Refine cost estimates against the agency's funding capacity; factor in additional operations and maintenance expenditures. ▪ Determine if regulatory barriers can be overcome – both alternatives require permitting and the LOSS requires FAA review. ▪ Analyze cost implications for the city for ongoing maintenance of the system. ▪ Pursue installation of LOSS, preferably through development agreement with Lincoln County, if system is viable. Fully vet package plant option only if LOSS is not viable. ▪ Identify fee structure for future system connections that is equitable to all users.
Public or stakeholder outreach needed	The City will conduct outreach with property owners where appropriate.
Partners	Urban Renewal Agency, City of Newport Public Works, Airport Committee, property owners
Estimated Cost	**Funding Considerations**
Planning estimates: LOSS - $594,000 Onsite Treatment WWTP - $1,960,000	Leveraging a development agreement with a lessee that would otherwise have to construct their own septic system will reduce Agency costs; the balance of funding would be from Urban Renewal. The lessee benefits because land they would otherwise have to dedicate to a septic system, drainfield, and replacement drainfield area can be dedicated to other uses.

D Improve fire suppression capability at Airport industrial sites

Project Description	Lead
The City will upgrade its water system at the Airport to enable adequate water flow rates for fire suppression. The Airport's current water flow rate is between 400 to 600 gallons per minute at the hydrants. The Oregon State Fire Code adopted by the City of Newport requires that for any new structure being built there must be a minimum water flow rate of 1500 gallons per minute from the hydrants to fight fires. This flow rate might still limit the types of development that could be feasible. Potential options to increase and maintain water flows would include: • A large water holding tank • Building a holding pond with a dry hydrant • Putting in booster stations and larger pipes • Automating the existing intertie between Seal Rock Water District and the City of Newport. The City would meter usage and use software that could pick up a sudden decrease in pressure attributed to hydrant use and automatically open up intertie to compensate.	Public Works

Rationale

There is not enough water capacity to support fire suppression at the Newport Municipal Airport for certain types of development that the area might otherwise be able to attract.

Alignment with 2040 Vision	A1. Infrastructure Investments [Lead] A14. Developable Land [Partner]
Implementation steps	▪ Public Works Department to assess automation options for City of Newport/Seal Rock Water intertie. ▪ Engineering study of the Airport's water system to determine the most cost-effective option to be able to make the minimum 1500 gallons per minute water flow rate and have enough water on hand to fight fires.
Public or stakeholder outreach needed	Existing airport tenants
Partners	City of Newport Public Works, Seal Rock Water District
Estimated Cost	**Funding Considerations**
$150,000 - $500,000 (preliminary estimate)	Principal funding source will be urban renewal dollars. Automating intertie could be supported by water fund, if resources are available.

E Install redundant Yaquina Bay water pipeline

Project Description	Lead
A significant system vulnerability is the single 12-inch ductile iron bay-crossing pipe installed in 1973 which conveys water to all areas south of Yaquina Bay. Per the 2008 Water System Master Plan, the City identified a preferred alignment between McLean Point and Idaho Point for potential horizontal directional drilling installation of a new redundant Bay crossing pipe.	Public Works

Rationale
A failure of this line could not be repaired quickly and would leave the entire area south of the Bay with only the storage in the South Beach Tank.

Alignment with 2040 Vision	A1. Infrastructure Investments [Lead] E5. Disaster Preparedness [Lead]
Implementation steps	▪ Complete detailed cost estimates ▪ Pursue resiliency grant funding (Application is being prepared for FEMA Hazzard Mitigation Grant) ▪ Determine potential funding sources and suitability for remaining funding needed (e.g., FEMA, American Jobs Plan, NOAA Resiliency Grants, etc.)
Public or stakeholder outreach needed	City will need to coordinate with Division of State Lands, the Army Corps of Engineers, and upland landowners to either side of the crossing.
Partners	Lincoln County, Port of Newport, and Yaquina Industrial Park (private owner at north end of crossing).
Estimated Cost	**Funding Considerations**
$750,000 in urban renewal funds (grant match – Total: $3 million)	FEMA or other grants, and water fund; if grants are unsuccessful the Agency could pay closer to $3 million using surplus from other projects.

F Enhance South Beach placemaking through improvements to landscaping, public art, and gateways

Project Description	Lead

The City will enhance South Beach's sense of place by investing in landscaping, improving wayfinding, and adding amenities (including public art).
▪ **Gateways:**
  ○ **Northern**: The City will establish a northern gateway into South Beach that could include wayfinding signage that clearly directs visitors to key South Beach destinations after they exit the Yaquina Bay Bridge. There are two potential locations identified in the Opportunities and Constraints Report: (1) the exit ramp from US 101 onto Abalone Street and (2) the north side of Safe Haven Hill right after the Yaquina Bay Bridge on the east side of US 101.
  ○ **Southern**: The City will establish a gateway into South Beach south of 35th Street to improve the arrival experience into South Beach and help businesses and other destinations off Hwy 101 that currently have limited visibility. The City has an opportunity to create a gateway feature south of 35th Street in the space created by the closure of the connection from US 101 to Ferry Slip Rd. Additional property may need to be acquired to accommodate the desired development program and gateway features.
▪ **Landscaping:** A coherent, complete, and uniformly branded path and trail network is an amenity unto itself and supports the local economy by providing additional ways for people to travel around South Beach.
▪ **Key nodes/rest stops:** The improvements will also identify key starting points for the pathway system for visitors which would include amenities like seating areas, drinking water, and bathrooms. Key locations are identified in Exhibit 14 and could include the SW 26th/Marine Science Drive, Ferry Slip/35th Street, the Hatfield Visitors Center, and the Aquarium Overflow Lot.
▪ **Wayfinding and Public Art:** As the final stage of improvements to transportation infrastructure (trails, gateways, and road infrastructure enhancements), the City would implement updated wayfinding elements and public art at different scales. Signage and public art would incorporate the overall identity for the district. Water-based themes related to the existing uses in the area as well as themes relating to the history of the area were the most popular among survey respondents.
	Public Works, Community Development, Public Arts Committee

Rationale

These improvements provide an opportunity to enhance the identity and sense of place in South Beach through landscaping, signage, and amenities. Visibility of South Beach destinations is limited from US 101. Currently, only standard roadway destination signage (which is often confusing) signals the approach to South Beach and its primary destinations. While destinations are compelling, there is little district-level sense of place. A northern gateway will create a sense of arrival and interconnectedness to the whole area. Additionally, consolidated wayfinding signage will contribute to cohesive navigation assistance and South Beach branding. This will help businesses and other destinations off Hwy 101 that currently have limited visibility.

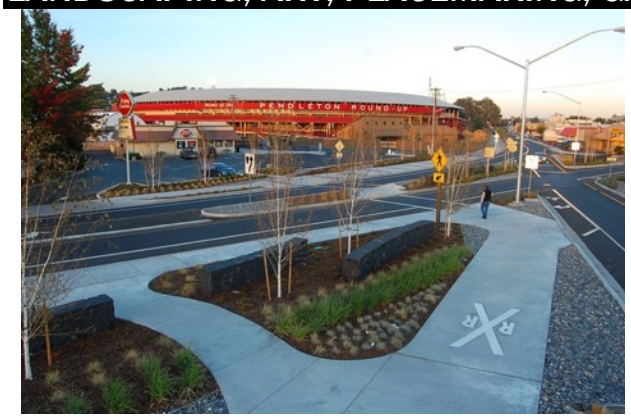
Alignment with 2040 Vision	A4. City Wide Beautification [Lead] B3. Parks and Recreation Needs and Upgrades [Lead] C7. Arts and Cultural Destination [Partner] D3. Art in Public Spaces [Lead],
Implementation steps	▪ Develop an RFP for landscaping, wayfinding, and public art improvements in South Beach. The work completed through this RFP would help to: ○ Design a community engagement plan that homes in on key investments for the area.

	○ Determine design of landscaping along the trail, including opportunities for removal of invasive species in public ROWs (see precedent imagery for examples of how landscaping interacts with multimodal path improvements). ○ Determine the ideal location for the northern and southern gateways connects with other placemaking and mobility/safety projects. Determine the type of gateway feature and other programmatic elements of the site. ○ Evaluate current wayfinding signage and update as necessary. If the current wayfinding system is significantly incomplete, design a new wayfinding signage schema. ○ Identify potential locations for public art installations and work with the Public Arts Committee to commission pieces, develop a plan for wayfinding, public art, and landmarks. The group will confirm priority areas to focus on first (e.g., 35th Street Site). ○ Complete detailed cost estimates and a phasing plan, identifying which projects should be completed with urban renewal dollars. ▪ Based on phasing plan, install new gateway features, landscaping wayfinding, and public art. ▪ Analyze cost implications for the city for ongoing maintenance of the landscaping, public art, and gateways
Public or stakeholder outreach needed	The RFP for services would include stakeholder engagement with area residents, employers, visitors, and key organizations for feedback on location and design alternatives for all placemaking elements. The City could reach out to local artists to commission art along the trail. The City will coordinate with the Public Arts Committee for gateway feature design ideas and execution.
Partners	City of Newport Public Works, Public Arts Committee, South Beach businesses, residents, key organizations in South Beach.
Estimated Cost	**Funding Considerations**
$1 million ($150-250K in consulting fees, up to $850,000 in improvements)	The Urban Renewal Agency would fund key aspects of this project but could seek other funding for public art improvements.

Precedent Imagery

The images below illustrate the types of placemaking that could improve South Beach's sense of place.[5]

LANDSCAPING, ART, PLACEMAKING, GATEWAYS



Landscape Gateway (Pendleton, OR)

Arch Sign Gateway (Bandon, OR)

Monument Sign Gateway (Portland, OR)

Public Space / Park Gateway (Sherwood, OR)

Public Park and sculpture at prominent corner (Troutdale, OR)

Stormwater corridor and gathering space as part of street vacation walkway (Portland, OR)

[5] Photos compiled by SERA Architects

Signage gateway (Tigard, OR)


Trailhead plaza and outdoor museum on Tigard Heritage Trail (Tigard, OR)

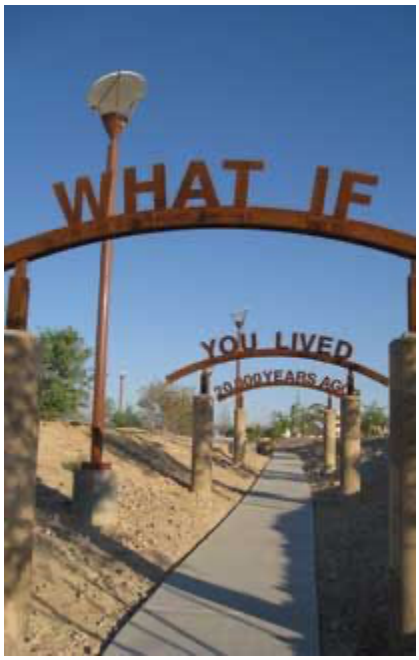

Murals and large-scale art (Eugene, OR)


Trail and community node gateway with seating and art (Clackamas County, OR)


Sidewalk Sculpture Art (Grand Junction, CO)


Fish sculpture along working waterfront and trail (Bandon, OR)

WAYFINDING SIGNAGE




Rails with Trails


Nature's
Mosaic


NEUSE RIVER TRAIL


CANBERRA

G Enhance Mobility for Cyclists and Pedestrians through South Beach Loop Path Improvements

Project Description	Lead
The City will enhance the existing multi-use pathway network in South Beach by installing new segments, improving surfaces, and improving crossing safety. These improvements will provide a safer and more comfortable way to travel by bike or on foot throughout the area.	Public Works, Community Development, Bike and Pedestrian Committee, Parks and Recreation Committee

Rationale

Improvements to the South Beach multi-use path, which connects most of the key destinations in South Beach, could enhance the bike ability and walkability of South Beach. These improvements provide an opportunity to enhance the identity and sense of place in South Beach by creating cohesive trail pavement. A coherent, complete, and uniformly branded path and trail network is an amenity unto itself and helps support the local economy by providing additional ways for people to travel around South Beach.

The current trail network in South Beach is patchy and some parts are not ADA compliant. In the event of a tsunami, residents and visitors alike may struggle to access evacuation sites if trail connections are not improved and maintained. The projects below will fill significant gaps in the mobility network and improve accessibility and navigability to both key destinations and several tsunami assembly areas. To be best qualified for urban renewal funding support, these projects should help to enhance mobility between destinations.

Exhibit 14 and Exhibit 15 provide an overview of the potential connections in South Beach, while Exhibit 16 provides an evaluation of each alignment based on several criteria: whether the alignment completes the multimodal network, community/support (based on investment priorities and focus group conversations), and its focus (recreational or housing/jobs connection). We have prioritized five alignments based on this evaluation.

Alignment with 2040 Vision	A11. Bicycle and pedestrian Safety and Amenities [Lead] A12. Multiuse Paths and Trails [Lead] A15. Complete Streets [Partner] B2. Integrated Shared-Use Trail System [Lead] C6. Tourism Diversification [Partner]
Implementation steps	▪ Coordinate with South Beach State Park on their planned trail connections ▪ Release an RFP that seeks consultant assistance in completing detailed designs and inventorying surface conditions. ▪ Award priority projects by 2025 ▪ Analyze cost implications for the city for ongoing maintenance of the path improvements ▪ Signage costs depend on material cost ▪ 18 regular blade signs on poles ▪ 3 vehicular signs ▪ 1 informational kiosk (map on both sides)

Public or stakeholder outreach needed	The City could seek input from the community on residents' mobility needs (i.e. where they want to go and how they want to get there) and landowners along the trail network.
Partners	City of Newport Public Works, Bike and Pedestrian Committee, local property owners
Estimated Cost	**Funding Considerations**
$1.3 - 1.45 million (high priority projects only, excluding ROW acquisition) Total Cost for all multimodal path improvements: $3 million to $3.4 million+	Given the limited window for completing the projects, it is expected that the bulk of the funding will be urban renewal dollars. The Aquarium, HMSC, OPRD, and ODOT might be contributors for projects that specifically benefit their facilities. Travel Oregon grant funding might be available for wayfinding enhancements.

Exhibit 14. South Beach Multimodal Concepts

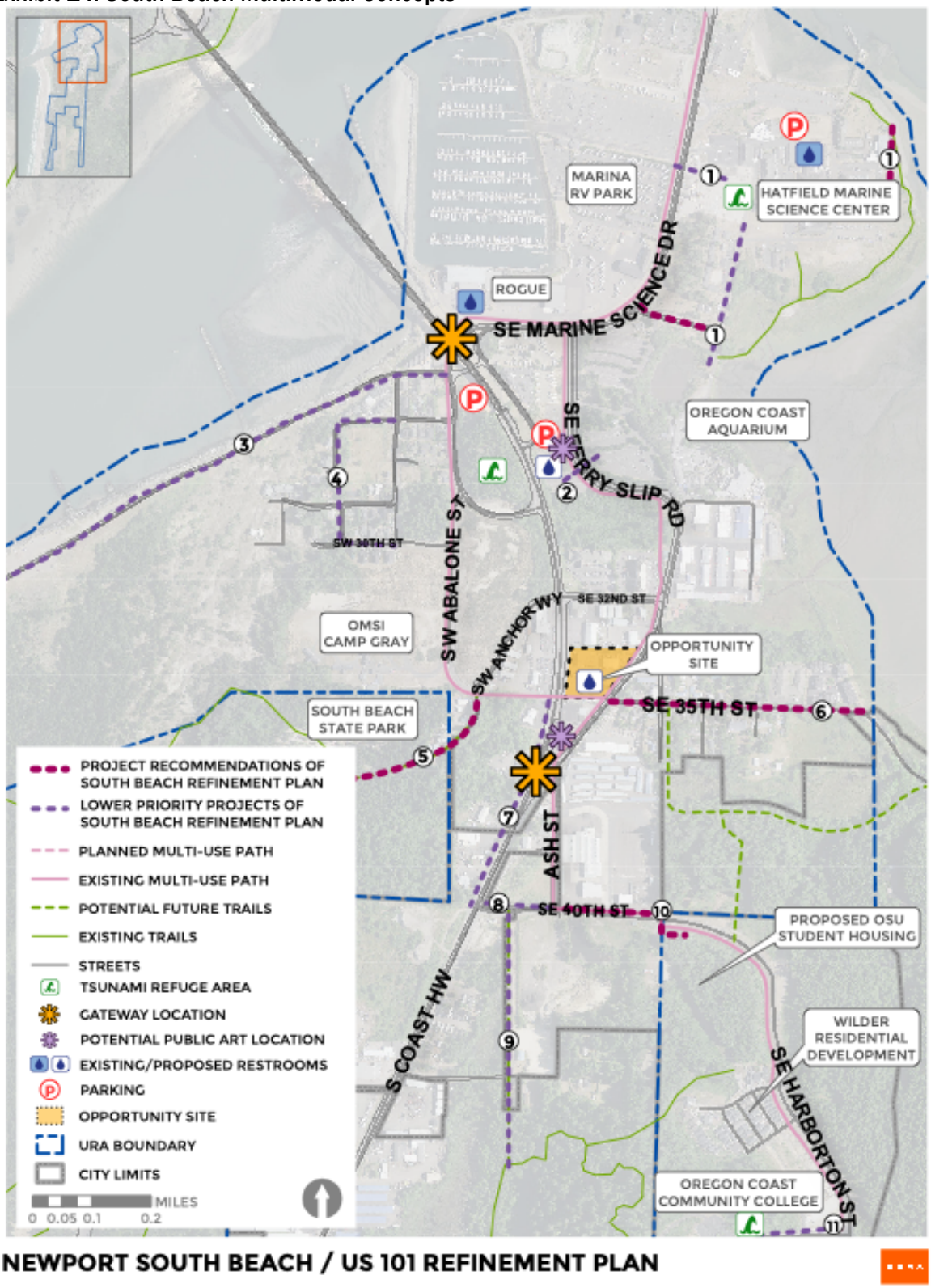


Exhibit 15. Multimodal Connections in South Beach

Map Key	Project	Description	Implementation Considerations	Estimated Cost	Focus
1	**Hatfield Marine Science Center Path**	PRIORITY 1,700-ft eastward path improvement connecting to the Estuary Trail LOWER PRIORITY 1,200-ft path from the Marina RV Park at SE Marine Science Drive along the south side of the new HMSC building and southward on Hatfield Marine Science Center driveway to SE 25th	Verify recently built improvements through the HMSC west side parking lot and links to the path network on the west side of SE Marine Science Dr.	$230,000 (east path to the Estuary Trail) $160,000 (Path along the driveway to the south of the Science Center) TBD on west side connection	Recreation Resiliency
2	**Enhance crossing to Aquarium overflow lot on Ferry Slip Road**	PRIORITY 120-ft new path with one improved street crossing on the south.	Crossing improvements will need to be well-marked and coordinated with traffic operations along the busy access road. Both new path segments will require some tree clearing.	$40,000 for path and marked crossing; add'l $30,000 for crossing warning lights	Recreation
3	**Jetty Multiuse Path**	LOWER PRIORITY Approximately 0.8-mile new multi-use path along SW Jetty Way from SW Abalone to the Yaquina Bay South Jetty trailhead.	Path on south side would be simpler to construct; path of north side would offer greater views of the Bay from the trail but may require extensive shoring and structural work.	$560,000 – for new path site preparation and construction; does not include any right-of-way acquisition	Recreation
4	**Extended shared use path in Coho/Brant neighborhood**	LOWER PRIORITY 350-ft shared-use path along SW 26th to fill the gap between SW Brant and SW Abalone LOWER PRIORITY ¼ mile path extension on SW 27th, SW Coho, and SW 30th connecting to the existing system on SW Brant. The includes both street-adjacent paths and a segment through forested area north of SW 29th Street	May require right-of-way expansion to fit the path on road segment. Off-street segment north of SW 29th St. may be through private or public property (additional investigation needed) Alignment may not be suitable	$50,000+ for segment on SW 26th; largely depends on right-of-way needs and facility design as separated path or in-street allocation $100,000+ for clearing, grading, and construction for segment on SW 27th, SW Coho, and SW 30th; more if land acquisition is needed.	Housing/Jobs Connection Housing/Jobs Connection
5	**Planned trail connection to South Beach State Park**	PRIORITY 950-ft path system both aside a street and as new construction through a forested area. This path will connect South Beach State Park to the growing path system on SW Abalone and throughout South Beach.	Needs coordination with Oregon State Parks department May be eligible for disaster planning funding pending level of improvement to the path linking to the existing SW 35th Street segment.	$150,000- $280,000 depending on trail width, alignment, surface materials, and tree removal or protection needs	Recreation

Map Key	Project	Description	Implementation Considerations	Estimated Cost	Focus
6	**35th Street Sidewalk Improvements**	PRIORITY New sidewalks, curb cuts, and curbs on SE 35th Street between SE Ferry Slip and eastward to the URA Boundary approximately near South Beach Manor Memory Care. This segment is 1,600 ft long.	Urban renewal or CIP funds are the most likely	$750,000 for sidewalks on both sides of street. Does not include right-of-way acquisition, regrading, or stormwater system installation – which could increase costs by several fold.	Housing/Services Connection
7	**Multimodal path west side of Hwy 101 between SE 35th and SE 40th**	LOWER PRIORITY 1,400-ft shared path constructed to provide a separated walking and biking facility along this stretch of busy Hwy 101.	Due to upcoming closure of SE Ferry Slip Rd access to Hwy 101, this segment should face no street crossings other than those at the endpoint streets.	$200,000 for alignment preparation, grading, and new construction	Housing/Services Connection
8	**Multimodal path along SE 40th St. from Hwy 101 to Ash**	LOWER PRIORITY Complete missing segment of the path system along SE 40th by building a 450-ft segment along the north side of the street between Hwy 101 and SE Ash Street.	Land acquisition needed for right-of-way expansion to fit the path.	$70,000 for clearing, grading, and path construction; TBD for land acquisition	Housing/Jobs Connection
9	**Improved trail connection between 40th St. and Mike Miller Park**	LOWER PRIORITY Construct an approximately 1,600-ft path routed along the west side of the minor road between SE 40th and SE 42nd, and extending through forested area to then link to the Mike Miller Park Educational Trail.	May require right-of-way expansion to accommodate the path adjacent to the road segment. To-be-determined routing, land acquisition, and construction complexity through forested land.	$200,000 or more for path segment along the road. Additional cost if land must be acquired for right-of-way. To-be-determined cost for path through forested land.	Recreation
10	**Improved connection from Ash to Wilder along 40th St.**	PRIORITY Complete the missing segment along SE 40th by building a 750-ft segment along the south side of the street from SE Ash to the east connecting to the existing path that is continues to Wilder. This project also includes a marked crossing of the west leg of SE 40th / SE Ash.	Land acquisition to expand right-of-way may be needed. Complex shoring and grading may be needed to support the path near the existing water retention pond.	$120,000 for marked crossing and path construction. Additional $50,000 - $100,000 for slope shoring. TBD for land acquisition if needed.	Housing/Jobs Connection
11	**Oregon Coast Community College Multi-use path**	LOWER PRIORITY New ~400-ft path along SE College Way will complete the connection of the Wilder path network to OCCC and provide improved tsunami evacuation routing	Requires minor tree clearing depending on final alignment. Connection could be extended formally across the parking lot at the west end, adding cost and considerations to reduce conflicts.	$75,000 for tree clearing, grading, and path	Recreation Housing/Jobs Connecting
Total				$2.9 - $3.4 million+*	
Priority				$1.3-$1.45 million+ without ROW acquisition	

* These cost estimates are preliminary and pending review from Public Works and other reviewers.

Exhibit 16. Evaluation of South Beach Multimodal Concepts (Ranked by Community Support and Ability to Complete the Network)

Potential Investment	Prioritized?	Focus	Completes network?	Community support	Funding considerations
5. Planned trail connection to South Beach State Park	Yes, within URA boundary	Completes South Beach "loop", provides better connections to tsunami assembly area	High	High – residents and visitors want to be able to "complete" the loop on foot or bike. This ranked highest on the survey.	Potential funding support from Oregon State Parks and/or disaster preparedness grants. Part of connection is outside of URA boundary.
6. 35th Street sidewalk improvements	Yes	Helps to complete street network serving the neighborhood	High	High – residents want a complete multimodal network in the neighborhood. Scored moderately on the survey	
10. Improved connection from Ash to Wilder along 40th St.	Yes	Connects jobs and housing, increases safety	High	Medium – many residents use the existing path to Wilder however it was lower priority to survey respondents.	Like requires ROW acquisition.
1. Hatfield Marine Science Center Path (public ROW only)	Yes	Increases connectivity near Hatfield, connects to tsunami assembly area	Medium	High – residents would like to improve resiliency and connect to the Estuary Trail for recreation. Ranked high on the survey	Hatfield most likely to complete projects on its campus, except for linkage in public ROW
2. Enhance crossing to Aquarium overflow lot on Ferry Slip Road	Yes	Increases safety near the Aquarium, completes network link	Medium	Medium – residents and visitors would like to improve safe access to the aquarium, scored moderately on survey.	Possible non-URA funding for public art improvements
3. Jetty Multiuse Path	No	Enhances safety for recreational uses on Jetty Road	High	High – residents want to feel safe biking/walking down Jetty Rd. This ranked second highest on survey.	City to pursue ODOT or other grants to explore feasibility (Community Path or All Roads Transportation Safety Program)
9. Improved trail connection between 40th St. and Mike Miller Park	No	Creates recreational trail connection	High	Medium – this came up as a moderate priority in the survey.	
7. Multimodal path west side of Hwy 101 between SE 35th and SE 40th	No	Improves highway safety	Medium	Medium - Ranked moderately on the survey.	ODOT could help to fund these improvements.
4. Extended shared use path in Coho/Brant neighborhood	No	Enhances connectivity in Coho-Brant	Medium	Low– some residents want to complete the multimodal network in the neighborhood. This was ranked lowest in the survey.	URA funding could be available for "high priority section" listed in Exhibit 15, but LID from neighboring property owners would likely be required.
8. Multimodal path along SE 40th St. from Hwy 101 to Ash	No	Completes an infrequently used multimodal link	Low	Low – residents do not frequently use this route; scored fairly low on the survey.	ODOT Community Path Grants and All Roads Transportation Safety Program
11. Oregon Coast Community College Multi-use path	No	Connects to tsunami assembly area, completes recreation path	Low	Low – some residents expressed concerns with resiliency and disaster preparedness; this connection would improve access to tsunami assembly area. This ranked second lowest in the survey	Community college is most likely to implement this project. FEMA hazard mitigation grants; ODOT Community Path Grants and All Roads Transportation Safety Program; Restoration grants for landscaping and roadway beautification

Precedent Imagery

The images below illustrate the types of pathways that could enhance mobility for pedestrians and cyclists.[6]

GENERAL PATHWAYS

Landscaped path

Path enhanced with native plantings

Elevated boardwalk helps protect sensitive ecosystems and seasonal water flows

Trail branding with basalt stone, rest area pullouts, and unique lighting fixtures (Trolley Trail, Clackamas County, OR)

[6] Photos compiled by SERA Architects

Picnic shelter and bike parking stopping point along a trail

Fanno Creek Trail connection to downtown Tigard, Ore., with branding signage

Marked street crossing for multi-use path

Distinct lighting features, path separation markings, and landscape improvements support wayfinding and the sense of place in a trail system. (Vancouver, BC)

Trail/Park restroom (Foothills Park - Lake Oswego, OR)

Trail wayfinding signage (Clackamas County, OR)

Path connection for walking and biking created as part of a street vehicle closure (Portland, OR)

Waterfront trail system with lighting and hearty, native planting

H Install a traffic signal and enhanced pedestrian facilities at 40th Avenue and U.S. 101

Project Description	Lead
The City will install a traffic signal for three approaches, coordinate utilities, and repave the intersection, ADA ramps, striping, signing, and Right-Of-Way (at SW corner, SE corner, and NE segment behind proposed sidewalk extension). A roundabout could be considered if the City cannot meet state requirements for a signal. Additional project elements could include: 1) Extending a 6-foot-wide sidewalk from the ramp at the south end of the crosswalk at SE Ferry Slip along the east side of US 101 to SE 40th. 2) A 10-foot-wide multi-use path from SW 35th St. to SW 40th St.	Community Development, Public Works

Rationale

Signalization at 40th Street will open the door for planned development and ease congestion in South Beach, improving safety and ease of access to the Wilder development, Oregon Coast Community College, and the planned OSU student housing development.

Alignment with 2040 Vision	A10. Street, Highway and Bridge Improvements [Lead] A11. Bicycle and Pedestrian Safety and Amenities [Lead]
Implementation steps	▪ Evaluate the intersection for compliance with ODOT traffic control warrants. ▪ Have the new traffic signal, or roundabout, authorized by the State Traffic Engineer. ▪ Determine the extent of the project – will it include one or both additional multimodal improvements. ▪ Acquire the necessary ROWs. ▪ Develop a construction traffic plan to minimize impacts.
Public or stakeholder outreach needed	The city will need to reach out to landowners to acquire ROWs.
Partners	ODOT, Public Works, neighboring property owners
Estimated Cost	**Funding Considerations**
$1.5 million (intersection improvements only, bike/ped improvements listed in Project G, #8)	It is expected that urban renewal funds will be used to construct the signal. ODOT might contribute to stretch the scope of the project if they conclude that the intersection meets signal warrants.

South Beach / US 101 Refinement Plan Appendices

A. Opportunities and Constraints Report

B. Project Evaluation Process

C. Survey #1 Summary of Results

D. Survey #2 Summary of Results

E. Land Use Code Audit

Appendix A. Opportunities and Constraints Report

Newport South Beach

Opportunities and Constraints Assessment

June 2021

Prepared for: Newport Urban Renewal Agency

ECONorthwest
ECONOMICS · FINANCE · PLANNING

SERA

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1. Purpose & Background

Nestled on the south side of the Yaquina Bay Bridge, Newport's South Beach provides a distinct mix of regional institutions, recreational facilities, neighborhoods, and retail businesses. The area has come a long way since 1983, when the City of Newport established an urban renewal district in the area to address the lack of transportation connections, urban infrastructure, and public amenities. Since then, the Agency has helped to complete the area's transportation network, fund the creation of a wastewater treatment plant, spur the development of the popular Oregon Coast Aquarium, and as of 2021, is in the process of making improvements to US 101 that will reconfigure key intersections to ease congestion. In addition to the Aquarium, the area features a mix of institutions, including the Hatfield Marine Science Center, OMSI's Camp Gray, Oregon Coast Community College, Newport Municipal Airport, and the Port of Newport's South Beach Marina and RV Park.

However, while the Agency has made progress in solidifying the area as a functional district within the city, several constraints remain:

- While US 101 runs through the area as the key transportation spine, South Beach's most charming attractions are hidden from view.
- South Beach's many bike paths provide an alternative to car transport, but the network feels patchy in places.
- South Beach lacks a strong sense of place and could use landscaping and public art installments more effectively.
- Invasive species are problem in South Beach, and current management is insufficient.
- Residents, visitors, and employees in the area point to a lack of retail services in the area, requiring them to cross the Yaquina Bay Bridge for any good or service they might need.
- Traffic congestion remains a concern, especially at 40th Street, which is poised to see growth as the Wilder residential area builds out.
- At the southern end of the district, a lack of sewer infrastructure limits development opportunities on industrial and commercial properties near the Newport Municipal Airport.

The Agency is at an inflection point with between $5 million and $9 million left of funding capacity that it must award by the end of 2025. Its goal is to distribute funds in the most effective way possible to provide the greatest benefit to the tax base including area residents, visitors, and employees while also helping to remove development barriers on the remaining underutilized parcels in the area.

The purpose of this report is to serve as a background document that organizes key issues within South Beach alongside ideas for how to address the area's constraints. The document

also provides a decision-making framework that helps to prioritize limited remaining urban renewal funding from 2022 to 2025. This document is the first step in a larger process that will ultimately recommend a prioritized list of projects for Agency investments, based on stakeholder feedback and technical analysis.

Urban Renewal Plan Objectives

The objectives[1] of the South Beach Urban Renewal Plan (1983) are to:

- Preserve forest, water, wildlife, and other natural resources
- Identify sites for public uses such as the OSU Marine Science Center
- Complete a Port facilitated marine recreation area
- Encouraging marine oriented activities on the northern Shorelands
- Assure the development of complementary uses adjacent to the Airport
- Plan new sewer, water, and transportation capacity
- Allocate a major part of South Beach to heavy commercial and light industrial uses

The South Beach Urban Renewal Plan was created to reduce or eliminate blighted conditions in South Beach, including:

Sub-standard street improvements, rights of way, and traffic signalization and management

Incomplete pedestrian/bicycle circulation systems and Tsunami evacuation routes

Inadequate water storage capacity and distribution lines

Undersized or absent sanitary sewer collection service lines

Incomplete winter storm water management systems

Inadequate neighborhood recreation facilities and open space

Source: South Beach Urban Renewal Plan Amendment 5

Project concepts for the final phase of Urban Renewal Investments must be consistent with these objectives.

US 101 through the area is set to see a significant upgrade in 2021. Most of the parcels that front this busy highway in South Beach are service businesses or vacant lots.

[1] Substantial Amendment Five to the South Beach Urban Renewal Plan 5 The Benkendorf Associates Corp September 2008, City of Newport, Oregon Urban Renewal Agency

2021 Investment Priorities

Since the urban renewal area has been around for close to 40 years, the refinement plan acknowledges the progress the Urban Renewal Agency has made in achieving its objectives as well as the changed conditions and user base in the area. The Urban Renewal Agency has established the following investment priorities for the 2021 refinement plan to establish a framework for how the Agency will prioritize project investments in the remaining life of the urban renewal area. They are based on conversations to date with stakeholders, the Staff Technical Advisory Committee (composed of key public works, planning, and management staff), and the Agency. They also reflect broader City priorities as part of the Newport Vision 2040.

1. Promote a sense of place for residents and visitors that reflects the South Beach identity.
2. Improve connectivity for bicyclists and pedestrians to South Beach destinations.
3. Attract new development that can meet the service and retail needs of South Beach residents.
4. Invest in overcoming market and development barriers on underutilized or vacant sites.
5. Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport.
6. Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.

Exhibit 1 compares the original plan's objectives with the Agency's investment priorities for 2021.

Aquarium Village offers an eclectic blend of makerspaces and businesses serving visitors such as gift shops and restaurants.

Exhibit 1. Urban Renewal Plan Objectives and 2021 Investment Priorities

1983 Urban Renewal Plan Objective* *Any URA investment must meet at least one of these objectives.*	**2021 Refinement Plan Investment Priorities** *Key priorities for Agency investments, based on current conditions and users of South Beach to meet the urban renewal plan objectives.*
1. Preserve forest, water, wildlife and other natural resources	• Objective met through land use planning process.
2. Identify sites for public uses such as the OSU Marine Science Center	*Objective met*
3. Complete a Port facilitated marine recreation area	*Objective met*
4. Encouraging marine oriented activities on the northern Shorelands	*Objective met*
5. Assure the development of complementary uses adjacent to the Airport	• Improve connectivity for bicyclists and pedestrians to South Beach destinations. • Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport. • Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.
6. Plan new sewer, water, and transportation capacity	
7. Allocate a major part of South Beach to heavy commercial and light industrial uses	• Promote a sense of place for residents and visitors that reflects the South Beach identity. • Attract new development that can meet the service and retail needs of South Beach residents. • Invest in overcoming market and development barriers on underutilized or vacant sites.

Source: South Beach Urban Renewal Plan Amendment 5.

Investment Areas

South Beach features two interconnected but distinct geographies which have different investment needs. In this report, we have divided South Beach into two investment areas:

- The Peninsula/US 101 Investment Area is home to the area's major institutions, attracts visitors from around the United States and Beyond, and also is home to the area's retail establishments and hotels.
- The Airport Investment area includes the Municipal Airport, but it also publicly and privately owned land that is zoned for industrial development.

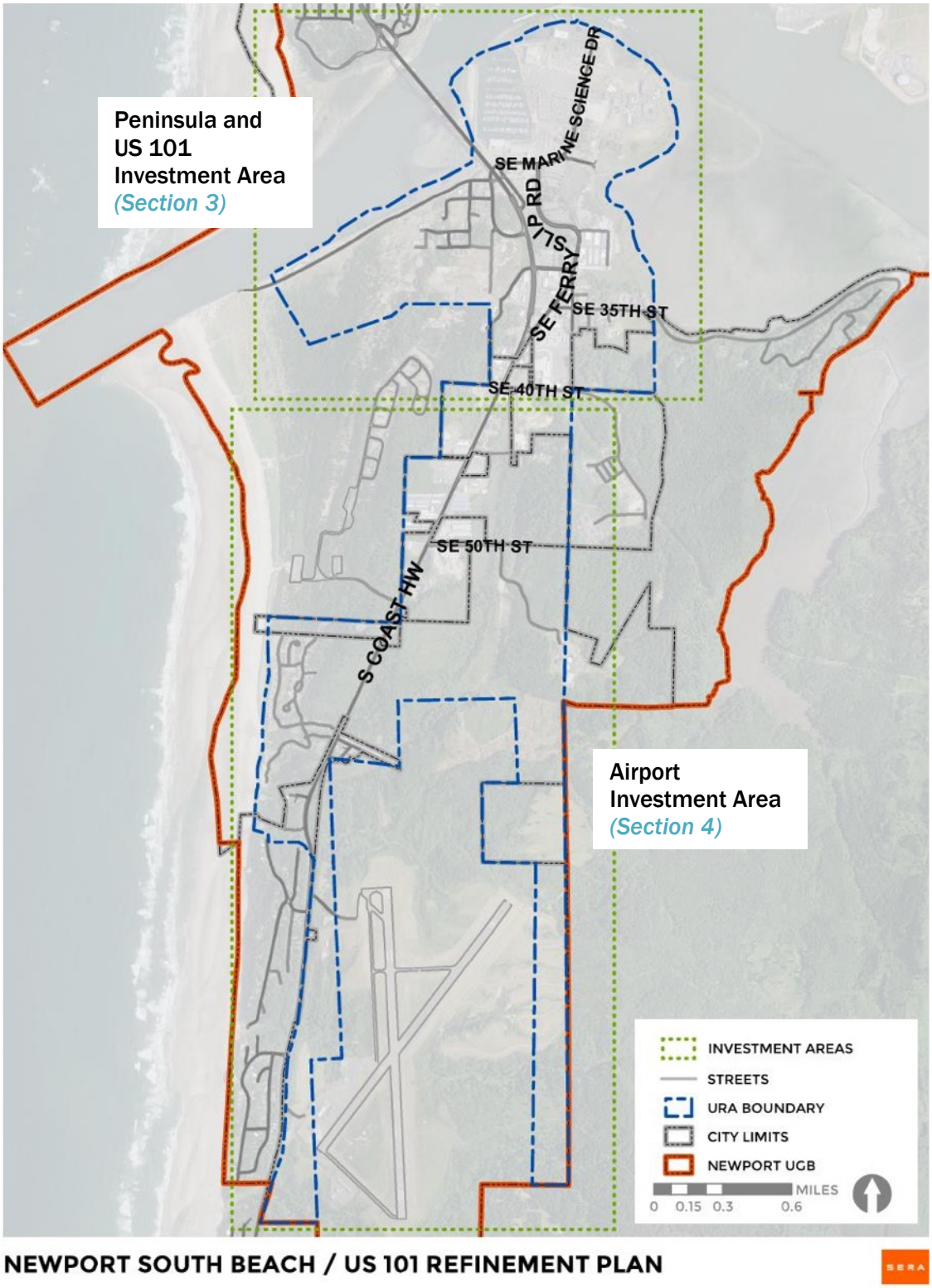
The City and Urban Renewal Agency are interested in helping South Beach to contribute to the overall vision for Newport:

"In 2040, the Greater Newport Area is an enterprising, livable community that feels like home to residents and visitors alike. We have carefully planned for growth with well-maintained infrastructure, affordable housing for all income levels, robust public transportation, diverse shopping opportunities, and distinct, walkable districts and neighborhoods."

Source: Newport Vision 2040 https://www.newportoregon.gov/dept/cdd/documents/Vision2040/Vision2040_Brochure.pdf

Exhibit 2 provides an overview of the two investment areas.

Exhibit 2. Investment Areas



Approach and Methods

We used multiple methods to understand the current opportunities and constraints for revitalization and development in South Beach:

- **Market Analysis**: To understand who South Beach serves, we conducted market research using data gathered from ESRI Business Analyst, U.S. Census OnTheMap, CoStar, and South Beach State Park. Due to the size and location of South Beach, it is challenging to obtain data that accurately reflects current market conditions in the area, so we relied heavily on stakeholder outreach to fill in the gaps.
- **Plan Review:** We also researched local plans to ensure that our work was informed by, and coordinated with, these local plans which included the Transportation and Growth Management (TGM) Refinement Plan and the Sewer Master Plan among others.
- **Stakeholder Outreach:** We conducted interviews with a variety of stakeholders in Spring 2021. The interviewees represent local business and property owners, real estate brokers and developers, community members, and economic development professionals. These interviews helped us understand current market conditions in South Beach as well as community priorities and key opportunities and constraints for development and associated investments.

ECONorthwest and SERA Architects interviewed the following individuals and committees in April 2021. Additional interviews will take place with other stakeholders starting in July 2021.

Exhibit 3. Stakeholder Interview List

Interviewee	Affiliation
Alan Wells	Commericial Real Estate Broker
Bret Fox	Developer
Bob Cowen	Hatfield Marine Science Center
Paula Miranda	Port of Newport
Ann Armstrong	OMSI's Camp Gray/Yaquina Bay Economic Foundation
Bonnie Serkin	Developer
Jeff Bertuleit	Bertuleit Donald J Trustee
Carrie Lewis	Oregon Coast Aquarium
Mark Watkins	Property Owner
Committees	Airport Committee Public Arts Committee

2. Who Does South Beach Serve?

This section summarizes key demographic, economic, and visitor trends in South Beach. It identifies sources of demand for future commercial development along the US 101 and serves as a basis for identifying which investments the urban renewal agency should make with its remaining funding capacity. It provides an overview of the current development conditions rather than an in-depth market analysis for the area.

This section relies primarily on data from ESRI Business Analyst as well as South Beach State Park visitor data, and U.S. Census On the Map data.

South Beach is home to a variety of landmarks and institutions with a diverse employment base. There are also a variety of residential neighborhoods in the area, including RV parks with a high rate of turnover and a population that peaks in the summer months. In addition, the area serves thousands of visitors each year at the Aquarium and its ancillary uses, the Hatfield Center for Marine Science, South Beach State Park, and water-serving uses at the marina, boat launch, and fishing pier.

Residents

South Beach is home to a relatively small share of Newport's overall permanent population, but many residents may not be captured in official data.[2]

In 2020, the estimated population in South Beach was 961, and is projected to grow by 7% to 1,031 people in 2025.[3] Newport overall has a population of 10,396, which is projected to grow by 4% to 10,803 over the same 5-year period. The full population base of South Beach may not be captured in official population estimates, because many residents are temporary, with a permanent address elsewhere.

- South Beach's population is generally older than Newport's population, with a median age of 55 and compared to Newport's 45.
- The average household size in South Beach is smaller (2.04) than Newport (2.27). There are about 470 households in South Beach and 4,431 in Newport overall.

[2] Those that live in transitory locations, such as RV parks and campgrounds, are not captured in the data. However, the Census Bureau has increased their efforts to include this population, and the 2020 Census should provide a more accurate picture of this population.

[3] ESRI population data and projections based on US Census data for South Beach (Census Block Group 9512.002) and Newport (Place)

- Households in South Beach have a higher median income than Newport overall ($80,093 vs. $50,062). Nearly 17% of South Beach's population makes less than $25,000, while about 36% make over $100,000.

Student Housing

The Marine Studies Program at the Hatfield Marine Science Center is expanding its housing which will increase the number of residents that rely on alternative transportation options.

The Marine Hatfield Science Center, which currently has on-site housing for up to 100 students, instructors and researchers is expanding its housing to accommodate an additional 300 students off-site on a 5-acre property in the Wilder community which is outside of the tsunami inundation zone. As noted in stakeholder interviews, more than half the student population lack cars and are reliant on carpools, public transit, and biking/walking. These students currently must cross the bridge to access many services, including groceries and restaurants, which requires planning and coordination. Stakeholders indicated that to ensure student safety it is important to provide services that students can access via multimodal methods, including places where students can walk or bike that are nearby and well lit.

Wilder

Wilder is a growing community in South Beach that is attracting a younger, workforce-oriented population including families with children.

Wilder is a new neighborhood in South Beach that currently has forty houses as well as twenty-eight apartments and a commercial building. This neighborhood is designed to be a sustainable, walkable neighborhood that is developed in phases, with each phase being developed as the need for new housing grows. Twenty-six new houses are expected to be built in Wilder this year. However, it will likely be decades for full buildout. Wilder is attracting a wide demographic to South Beach, including younger, workforce-oriented couples and families with children. While outside of the Urban Renewal Boundary, residents of Wilder will contribute to and benefit from South Beach services.

Workers

South Beach has a diverse employment base. As of 2018, the US Census reported about 773 employees in the South Beach area. The top industry in South Beach is Educational Services, which makes up 19% of total jobs, mainly at the Hatfield Marine Science Center and the Oregon Coast Community College. Arts, Entertainment, and Recreation is the second largest industry followed by Manufacturing, Public Administration, and Accommodation and Food Services.

Rogue Brewery has its world headquarters in Newport which includes a two-story brewpub, a distillery, barrel works and a tasting room. According to stakeholders, the brewery has an interest in expanding.

Exhibit 4. South Beach Employment by Industry, 2018
Source. United States Census On the Map, Census Block 9512.002

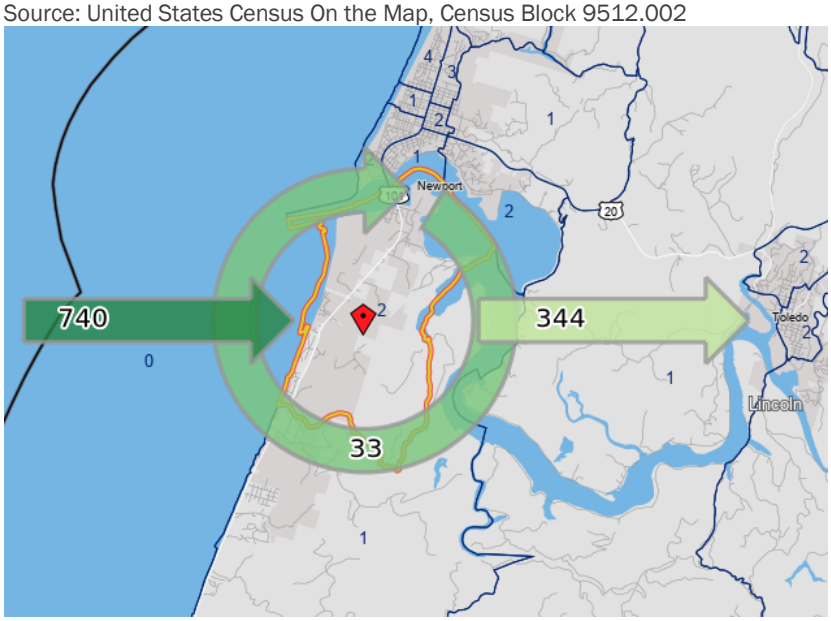
Sector/Industry	Jobs	% of Total Jobs
Educational Services	146	19%
Arts, Entertainment, and Recreation	98	13%
Manufacturing	94	12%
Public Administration	88	11%
Accommodation and Food Services	85	11%
Retail Trade	58	8%
Other Services (excluding Public Administration)	50	6%
Professional, Scientific, and Technical Services	44	6%
Wholesale Trade	27	3%
Real Estate and Rental and Leasing	22	3%
Construction	21	3%
Transportation and Warehousing	14	2%
Admin, Support, Waste Management and Remediation	14	2%
Health Care and Social Assistance	10	1%
Information	1	0.1%
Agriculture, Forestry, Fishing, and Hunting	1	0.1%
Total	**773**	**100%**

South Beach imports workers who may benefit from additional services proximate to their workplace. Most workers commute into South Beach from Newport and beyond. Given the stated expansion plans of several major employers, the number of regular daytime visitors is likely to increase. These workers may benefit from additional services proximate to their workplace.

Most workers in South Beach commute into the area for work.

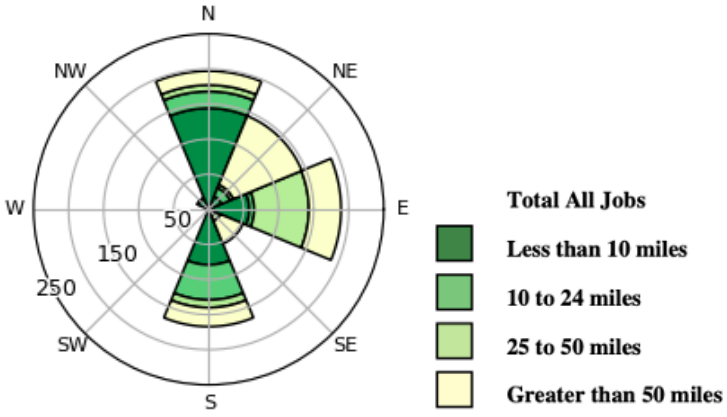
740 people commute into South Beach for work, and 344 people living in South Beach commute out of the area for work. 33 people live and work in South Beach.

Exhibit 5. Commuting Flows, South Beach, 2018
Source: United States Census On the Map, Census Block 9512.002



73% of workers who commute from the north travel less than 10 miles to work compared to 16% to the south.

Exhibit 6. Distance/Direction from Home for South Beach Workers, 2018
Source: United States Census On the Map, Census Block 9512.002



About 42% of people who work in South Beach travel 10 miles or less to get to work

About 30% of people travel over 50 miles to work in South Beach.

Exhibit 7. Distance from Home for South Beach Workers, 2018
Source: U.S. Census Bureau, Census On the Map.

42%	13%	15%	30%
<10 mi	10-24 mi	25-50mi	>50 mi

Marine Science and Research Employment

- **Hatfield Marine Science Center (HMSC)** is Oregon State University's coastal campus and functions as an oceanographic research base for six state and federal agencies. According to stakeholder interviews, the center employs between 400-450 people although there are plans in place to expand the center which would increase the number of employees.
- **National Oceanic and Atmospheric Administration (NOAA)** is a U.S. government agency that studies the conditions of oceans, the atmosphere, and major waterways. Four primary NOAA-based research centers are located on the HMSC campus. According to stakeholder interviews there are approximately 100 scientists and staff working at these centers with an additional 75 on NOAA ships.
- **The Oregon Coast Aquarium** is a top tourist attraction and educational resource for the state committed to promoting ocean literacy, conservation, and animal rehabilitation. According to Carrie Lewis, Oregon Coast Aquarium president and CEO, the aquarium typically employs around 100 people, with closer to 130 in the summer months. As of Spring 2021, the aquarium employed around 50 people, but numbers are expected to return to normal in the future.

Students

South Beach is a center for educational services within Newport. The Oregon Coast Community College (OCCC) serves around 2,000 students and 45 faculty.[4] Of those students, 20% are full-time, and 80% are part-time. In addition, the Hatfield Center for Marine Science houses more than 300 students and researchers.[5]

Visitors

South Beach has several attractions and events that draw visitors to the area. Understanding what brings visitors to South Beach can help the Urban Renewal Agency invest in projects that will improve visitor experience in the future.

South Beach State Park

South Beach State Park attracts visitors year-round, with the highest number of visitors in July and August. November is typically the slowest month for park visitation. Nearly 100,000 people visit the park on average in July. The State Park also contains about 314 year-round campsites[6]

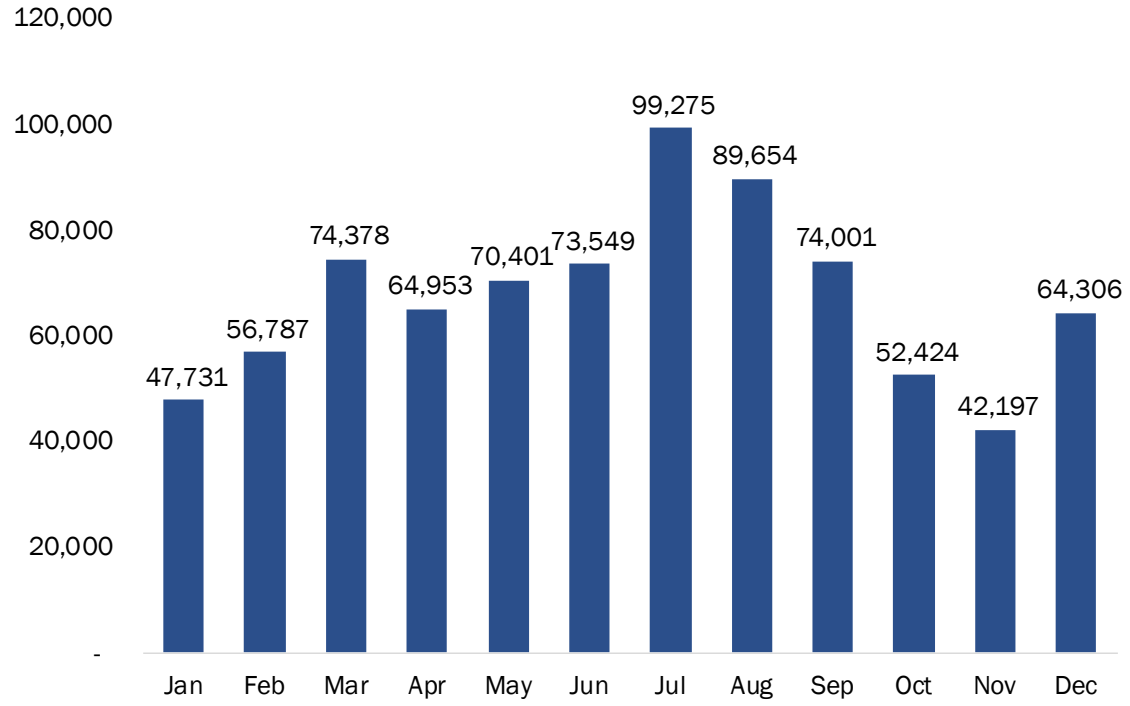
[4] Oregon Coast Community College Fast Facts, 2018. https://oregoncoast.edu/wp-content/uploads/2018/04/FastFacts_040418c.pdf

[5] Oregon Secretary of State Blue Book – Hatfield Center for Marine Science. https://sos.oregon.gov/blue-book/Pages/cultural/science-hatfield.aspx

[6] Oregon State Parks website. Retrieved 5/05/2021 https://stateparks.oregon.gov/index.cfm?do=park.profile&parkId=149

and accommodates about 1,300 guests per night on weekends in the summer (June through September) and about 850 guests per night on weekdays.[7]

Exhibit 8. Average Monthly Visits to South Beach State Park, 2016 - 2019[8]
Source: Oregon Parks and Recreation Department, visitation data



Port Facilities

The Port currently owns and operates a marina, boat launch, two RV parks, and a fish cleaning station. The RV parks contain 144 fully equipped campsites (many designed for large RVs) and 80 dry campsites. An interview with the Port indicated that many people stay the whole summer in the RV Park with the length of stay capped at six months. Many of those staying at the RV Park also have a boat and enjoy having the marina nearby with its approximately 522 slips. Much of the peninsula's western side is covered by parking lots which serve recreational uses associated with the marina and RV park. These lots are also used for community events including the annual Seafood and Wine festival which attracts about 20,000 visitors per year.[9] Parking is challenging in the area and becomes an even bigger problem during Halibut season and during the Seafood and Wine festival with people parking in nearby lots or along the road.

[7] Goettel & Associates inc. 2013. Newport Safe Area "Safe haven Hill" Benefit-Cost Analysis Report. – While these numbers are from 2013, this was the most consolidated readily available data we could find, and conditions have not changed significantly.

[8] 2020 data was not included in the analysis due to COVID which caused variation in visitation patterns

[9] https://www.coastexplorermagazine.com/features/newport-seafood-and-wine-festival-features-oregons-bounty

Oregon Coast Aquarium

The Oregon Coast Aquarium is a one of South Beach's top tourist attractions as well as an educational resource, drawing between 375,000 and 450,000 visitors annually, 40,000 of which are students.[10] The aquarium has plans to make capital improvements including adding a children's play area as well as increasing vantage points to the estuary and creating an amphitheater near the nature trail. They also have a new admissions annex currently under construction, which will allow for expansion of their lobby, cafe and bistro, exhibits and galleries which could draw more visitors throughout the year. A future phase of improvements, currently slated for 2022, will include the construction of a wildlife rehabilitation center south of the existing aquarium facilities along Ferry Slip Rd.

OMSI's Camp Gray

OMSI's Coastal Discovery Center at Camp Gray is a 20-acre marine science camp located adjacent to South Beach State Park. The camp provides residential three- or five-day experiences March 1st through Halloween with programs for 2nd graders all the way up through high school. The camp accommodates 3,000 to 5,000 students (and chaperones) annually with its busiest months April through May where it reaches its capacity of 150 visitors per night. The camp currently uses about half of its 20-acre property and would like to expand both its visitor and staff housing in the future.

Hatfield Marine Science Center

The Hatfield Marine Science Center also operates a Visitor Center which includes exhibits, hands-on activities, and other opportunities to learn about marine animals and coastal issues. This Center attracts about 150,000 visitors annually.[11]

[10] Stakeholders provided the annual visitation numbers. The number of students was retrieved from the Aquarium's website on 5/10/2021 https://aquarium.org/about/

[11] Marine Science Center website. Retrieved on 05/12/2021 from https://seagrant.oregonstate.edu/visitor-center

3. Peninsula and US 101 Investment Area

This investment area is home to some of Newport's most visited institutional and recreational uses. The National Oceanic and Atmospheric Association (NOAA) located to the Peninsula in May 2011 and has made investments into the area including multi-use path improvements. It leases property from the Port of Newport and has the potential to expand onto more Port property. The Oregon Coast Aquarium was founded in 1992 and is currently undergoing capital improvements. The Hatfield Marine Science Center also has plans for expansion of its student base while the Port of Portland considers adding a permanent indoor/outdoor structure on the same land that the Seafood and Wine Festival takes place. Rogue, another staple on the Peninsula, leases land from the Port of Portland to operate a production facility and dine-in restaurant. Rogue is also interested in expanding on the site. Each of these plans for growth provide opportunities for South Beach, but also raise concerns about current capacity.

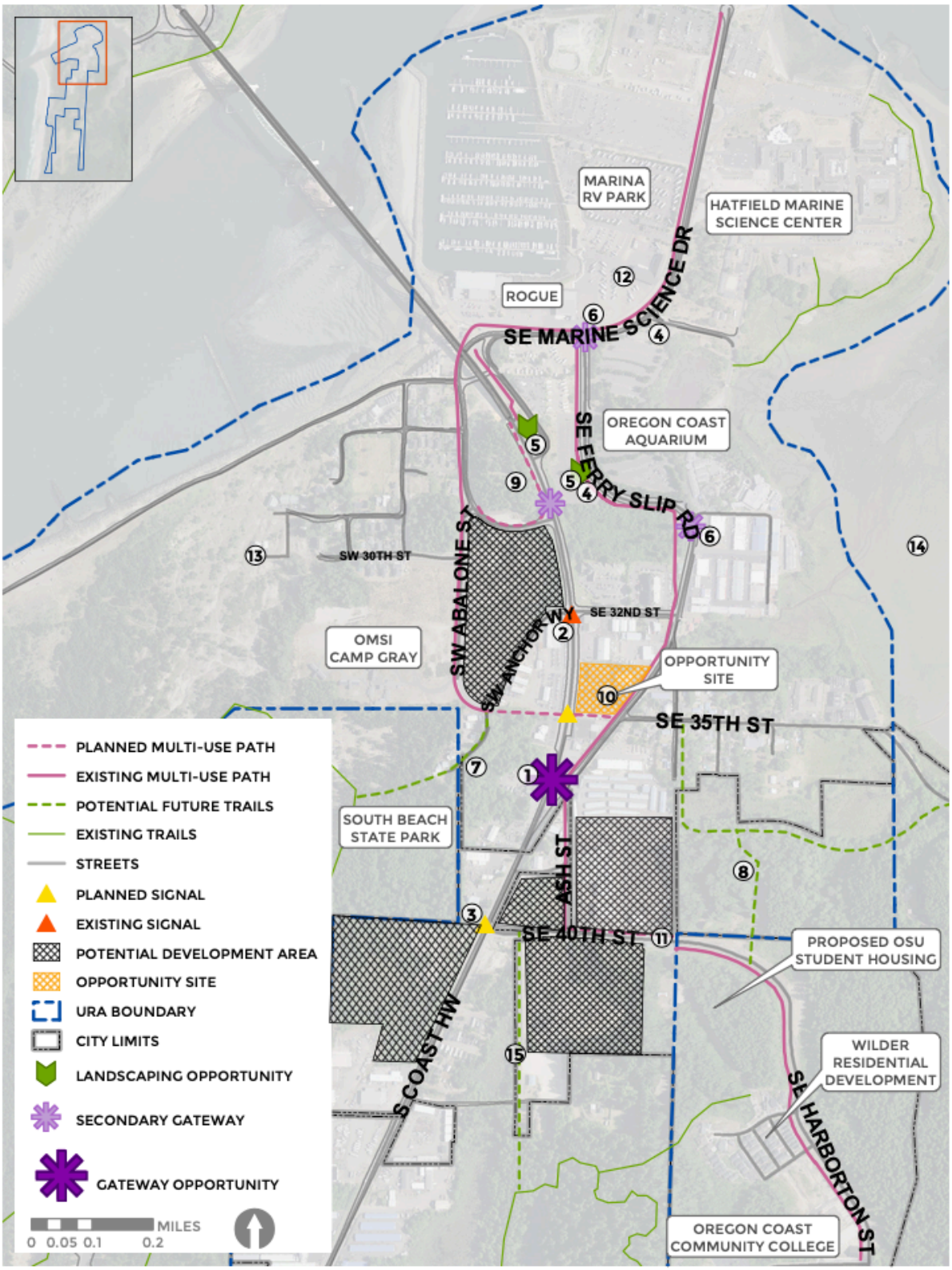
The Oregon Department of Transportation (ODOT) owns and maintains US 101 which runs through South Beach and is the main route in and out of the area. As the main road for tourists and trucks alike, the highway can become congested especially during the summer, and stakeholders noted numerous constraints turning left. Current work is underway to move a traffic signal to 35th St. to alleviate some congestion and provide a better route for trucks. Signalization at 40th St. is also a high priority. Overall US 101 is the gateway into Newport, however the road lacks wayfinding and welcoming signage to make it appealing to visitors.

South Beach will continue to grow. Wilder has plans to expand with twenty-six houses being added this year and Camp Gray is also hoping to expand soon. This growth along with the growth of key tourist attractions and employment centers means that there is great opportunity to invest in the area. In each of the following sections, we provide a summary of key opportunities and constraints discussed in the stakeholder interviews, along with observations from the consulting team.

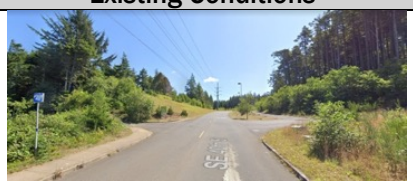
Summary of Opportunities and Constraints

Exhibit 9 highlights key opportunities and constraints of the Peninsula and US 101 investment areas based on stakeholder interviews and consultant team observations.

Exhibit 9. US 101/Peninsula Opportunities and Constraints
Source: SERA Architects, ECONorthwest



Site	Opportunity	Existing Conditions
1	**South Beach Gateway Opportunity.** The connection from US 101 to Ferry Slip Rd. will be closed off, providing space to create a gateway into South Beach. This may require property acquisition to accommodate the desired development program and gateway features.	
2	**Traffic Signal Move.** The traffic signal currently located at the intersection of US 101 and Anchor Way will be moved south to the intersection of U S 101 and 35th St. A new street crossing and multi-use path connection is also planned for this intersection.	
3	**New Traffic Signal Installation.** A new traffic signal is planned to be installed at the intersection of US 101 and 40th St. to improve safety and ease of access to the Wilder Development, Oregon Coast Community College, and the planned OSU student housing development.	
4	**Aquarium Crossing Improvement Opportunity.** There are several opportunities to improve safe access to the aquarium through pedestrian crossing improvements. Key opportunities include both entrances to the RV parking lot on Ferry Slip Rd. and the crossing to the north entrance of the aquarium off of Marine Science Dr.	
5	**Landscaping and Pedestrian Amenity Improvement Opportunities.** At the multi-use path trailhead along Ferry Slip Rd., there are opportunities to improve the landscaping, seating, waste receptacles, and other amenities like public art or interpretive signage.	
6	**Aquarium Arrival Experience & Secondary Gateway Opportunity.** Both the north and south arrival points for the aquarium could be improved to clearly alert visitors they are arriving at the aquarium.	
7	**Planned Trail Connection to South Beach State Park** There is a planned trail connection between the South Beach multi-use path and the trail system at South Beach State Park which would improve the overall connectivity of the South Beach area.	

Site	Opportunity	Existing Conditions
8	**Planned Trail Connection to Wilder Development/OCCC** The planned trail connection between the existing trail network and the Wilder area would improve accessibility of Wilder and the overall connectivity of the South Beach area.	
9	**Wayfinding Improvement & Secondary Gateway Opportunity** To improve area wayfinding, the exit ramp from US 101 onto Abalone St. could be a secondary gateway with wayfinding signage that clearly directs visitors to key South Beach destinations after they exit the iconic Yaquina Bay Bridge. In addition, the southbound gateway sign could be on the north side of Safe Haven Hill right after the Yaquina Bay Bridge.	
10	**Urban Renewal Agency Opportunity Site** This site is owned by the South Beach Urban Renewal Agency and provides an opportunity for development that serves the residents and visitors of South Beach. In combination with adjacent parcels, the area could serve as a gateway to South Beach.	
11	**Potential Multi-modal connection improvements to Wilder along 40th St.** Along the south side of 40th Street, there is a gap in the multimodal path on 40th St. that could be improved.	
12	**Proposed Outdoor Event Space.** On its current dry camping area at its Marina RV Park, the Port of Newport has proposed investment in a large covered outdoor space that could house the Food and Wine Festival and other events.	
13	**Potential shared use path extension in Coho/Brandt Infrastructure Refinement Plan.** This ¼ mile path extension would connect to the existing system on SW Brant. The includes both street-adjacent paths and a segment through forested area north of SW 29th Street	
14	**Redundant water pipeline at Idaho Point.** The only water pipeline serving South Beach was installed in 1973, which presents a significant water system vulnerability if the pipeline fails. As part of the 2008 Water System Master Plan, the City identified the need for 12" water pipeline to serve South Beach.	
15.	**Potential trail connection between 40th St. and Mike Miller Park.** Opportunity for a 1,600-foot path routed along the west side of the minor road between SE 40th St. and SE 42nd St., and extending through forested area to then link to the Mike Miller Park Educational Trail.	

How can Agency investments promote a sense of place and visitor experience in South Beach?

Stakeholders identified opportunities to improve South Beach through an overhaul of the area's visual identity, signage consolidation, and multimodal improvements. Opportunities exist throughout the study area but especially on the Peninsula and along US 101 to improve a sense of place and visitor experience in South Beach. Key challenges and opportunities are detailed below in Exhibit 10.

Exhibit 10. Key Challenges and Opportunities for Public Sector Investment – Stakeholder Feedback

Key Challenges	Initial List of Potential Agency Investments based on Stakeholder Feedback
Visibility of South Beach destinations from US 101	• Consolidate wayfinding signage, which is often confusing, to create a cohesive navigational assistance and South Beach branding. • Catalyze redevelopment of City owned parcels and/or the US 101 Ferry Slip Road closure to create a southern gateway.
Traffic flow through the Peninsula is not straightforward	• Define Ferry Slip Rd. as a primary route through the Peninsula with a multi-use median, landscaping improvements, and additional/improved pedestrian crossings. • Add to and clarify Aquarium wayfinding signage
Billboards detract from sense of place and dilute the impact of visual gateway elements	• Buy out billboards to remove visual clutter.
Destinations are compelling, but there is little district-level sense of place	• Enhance multi-use trails to develop iconic and easily identifiable wayfinding elements that serve as connectors between the different areas/districts within South Beach. • Potential non-Agency actions: public art investments
Getting around as a pedestrian or cyclist can be challenging, with several unsafe crossings and a patchy path network	• Upgrade multi-use trails to improve circulation and safety for bicyclists/pedestrians and provide stronger wayfinding throughout South Beach. Integrating wayfinding signage and public art elements would help make these trails iconic landmarks. • Potential non-Agency actions: public art investments
Finding parking, especially during events	• Potential non-Agency actions: Shared parking strategies, limited paid parking on Peninsula lots
Limited activities for families/kids beyond the aquarium.	• Designate a site for a new soccer field in South Beach. Newport residents have been requesting soccer fields and there are no flat areas in Newport north of the bridge. • Potential non-Agency actions: Promote a family-friendly environment by emphasizing family destinations with a focus on children's activities.
Limited options for food/dining, especially during peak periods.	• Attract casual dining or grab and go options to South Beach.

How can the City emphasize a sense of place?

Several design elements can help to establish a distinct sense of place, including architectural style, landscape, and connection to unique ecological features. Reinforcing sub-areas through distinct design of buildings, pathways, gateways, and the landscape can help visitors navigate from place to place, while unifying pathways and gateways can help give a sense of arrival and interconnectedness to the area as a whole.

South Beach currently has multiple sub-areas with varying uses and character: the Peninsula with its working waterfront and major destinations like the Oregon Coast Aquarium, OSU Hatfield Science Center, and Rogue Brewery; OMSI Camp Grey and the tsunami refuge hill with its strong connection to the natural landscape; the Wilder development and Oregon Coast Community College (OCCC) which is set in a coastal forest setting; and the Newport Municipal Airport to the south.

Visitors access each of these sub-areas from US 101, an Oregon Department of Transportation (ODOT) facility, which is a primary auto and trucking route that connects coastal cities and towns in Washington, Oregon, and California. US 101 through South Beach is designed to move cars quickly and efficiently, and the adjacent properties along its length are largely one-story industrial structures surrounded by surface parking. Billboard advertisements are among the most visually prominent elements of the US 101 corridor and provide no sense of place or arrival. Currently, only standard roadway destination signage signals the approach to South Beach and its primary destinations.

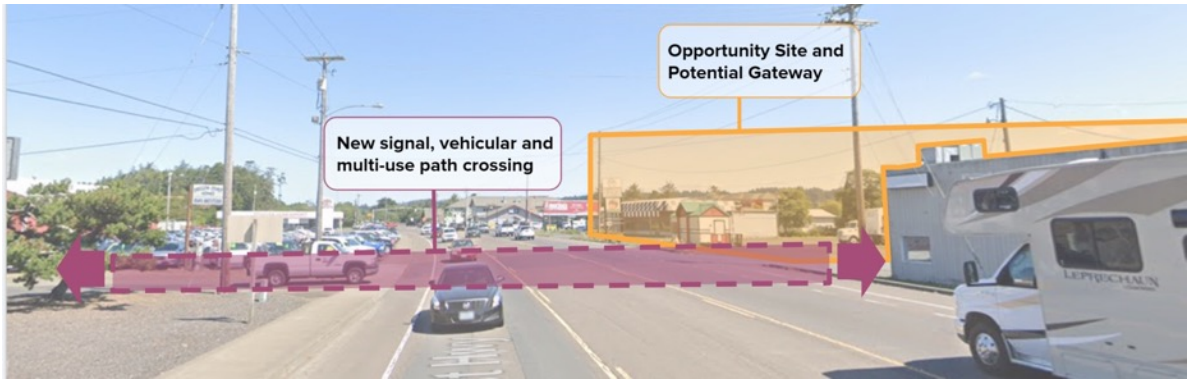
US 101 northbound approaching the intersection with Ferry Slip Rd.

US 101 northbound approaching the intersection of SE 40th St., access to Wilder and the OCCC

While the design of US 101 itself remains within ODOT control and may be difficult to change, there are more immediate opportunities to improve adjacent properties and landscape elements in key locations and introduce new gateways to South Beach.

Opportunity Site at US 101/35th St.

The City-owned property at US 101 and SE 35th St. offers an opportunity to not only introduce needed uses/destinations in South Beach, but with its visually prominent location along US 101, it has the opportunity to become an iconic gateway and offer a sense of arrival for northbound travelers. The planned new signal and vehicular/multi-use path crossing at US 101 and SE 35th St. will reinforce the importance of this site. Gateway opportunities could be further enhanced with acquisition of the parcels south of the current opportunity site, extending the redevelopment and gateway area from 35th St. south to Ferry Slip Rd.



City-owned opportunity site at US 101 and SE 35th St. with new signal and street crossing

Gateways

Gateways are elements in the built environment that indicate entrance into a distinct and different area. They can take the form of unique buildings and development, landscape features, public art, signage, or literal gateway features. The opportunity site at US 101 and SE 35th St. offers a key opportunity for the introduction of a gateway in South Beach which could be enhanced with the acquisition of the southern parcels extending to Ferry Slip Rd., as well as the planned infill of the US 101/Ferry Slip Rd. connection which would eliminate the vehicular connection in that area.

Zipper Building - Portland, OR
Distinct buildings can serve as gateway features and make the most of irregular lot shapes.

Downtown Wayfinding & Gateway Signage - Littleton, CO
Signage at a variety of scales provides wayfinding for automobiles and pedestrians. Wayfinding signs coupled with public art can serve as a gateway.

Gateway Sign - Hickory, NC
Gateway signs can serve as a public art piece that incorporate the culture and identity of the community.

Arched Gateway Sign – North Kansas City, MO
Arched gateway signs are a prominent way to signal arrival to a town or district, with design elements that reflect the identity of the community.

Multi-Use Path Improvements

In addition to US 101, the other primary access and connectivity element is the existing multi-use path. In many areas, the path is distinct from the sidewalks and approximately 6' in width, allowing pedestrians and bicyclist use. There are a few locations where the pathway connections are needed, and other locations where improvements to the landscape and introduction of public art, and signage integration could enhance the path's wayfinding elements. With these improvements, the multi-use path could connect the South Beach destinations while becoming an iconic wayfinding element and South Beach landmark.


Left: Existing multi-use path along Ferry Slip Rd.; Right: Indianapolis Cultural Trail is a 3-mile trail connecting Downtown Indianapolis with integrated art and landscaping.

Prominent identifying elements like wayfinding signage and public art would improve the navigability of South Beach, leading people to key destinations. More passive wayfinding elements like landscaping improvements and a cohesive pallet of other amenities (benches, trash cans, water stations, etc.) create a sense of place and make the path a safe, inviting, and active way to travel through South Beach. Educational signage, public art, and other elements could be incorporated along the path to create a sense of mystery and encourage visitors to further explore the area.



Low-maintenance landscaping and purposefully places amenities like benches create a distinct path edge that is easy to identify from other connections, creating a subtle wayfinding system.


Thematic, educational signage along the multi-use path provides a wayfinding opportunity and reinforces the identity of the area. Art elements could be integrated into the path itself or alongside the path to punctuate significant locations and destinations.

Potential Opportunity: Removing Billboards

There are several large billboards at the gateway to the South Beach area that have the potential to detract from any gateway investment or wayfinding projects. Having large billboard signage at US 101 and 35th St. will significantly detract from attempts to utilize that site as a visible gateway to South Beach and Newport as a whole for northbound travelers. The presence of billboards on the site may also deter development prospects. Working with property owners to identify possible buyout opportunities is one idea that emerged from the opportunities and constraints analysis.

Large billboards at US 101/35th St. intersection in South Beach.

Before and after outdoor signs were removed from development in São Paulo, Brazil.

Billboard removal in Poland has made way for the integration of public art.

What commercial development concepts along US 101 can best serve area residents, workers, and visitors?

South Beach lacks services for residents, workers, and visitors. Stakeholder interviews combined with market analysis reveal key service gaps that could be addressed on Agency-owned sites including grocery stores, gas stations, general retail, and restaurants.

Key Challenges

- **Residents/workers need to cross the bridge for everything** - one key challenge identified by stakeholders was the limitation of having to cross the bridge to access services. This is a pain point for visitors and residents alike. One stakeholder noted that running an errand generally requires crossing the bridge which in the summer can mean 30 to 40 minutes added to a trip. Additionally, needing to cross the bridge for basic services presents a resiliency concern. If an earthquake or other event damages the bridge, people in South Beach could be unable to access basic needs.
- **A lot of traffic, especially on weekends/summer days** - Traffic further limits mobility increasing the time it takes to commute or run errands. Limited ability to access options through walking/biking increases traffic congestion further. Additionally, limited parking, especially during events, leads to street parking and other challenges.
- **No gas station in South Beach -** South Beach stakeholders noted the challenges of travelling across the bridge or south to Waldport for gas stations.
- **No place to buy groceries** - South Beach Grocery, a mini market with limited food selection is currently the only grocery market in South Beach. Residents and visitors alike are forced to travel across the bridge to obtain groceries. This is especially challenging for those with limited access to cars which, as noted in section 2, includes 50% or more of the student population.
- **Few places for casual dining or grab-and-go food options -** Residents and visitors have limited dining options. Current restaurant options are generally full service such as Rogue and may not be meeting the needs of those who need quicker options. Grab-and-go could appeal to boaters from the marina, RV park campers, and general visitors who are looking for a quick meal on their way to/from the beach and other destinations. More casual dining such as a pizza parlor or taqueria may also be attractive to visitors and residents especially as the student population in the area grows.

Potential Development Concepts

Interviews and available data suggest unmet demand for additional retail.

Residents, employees, and visitors must leave South Beach for their retail needs and most basic services, including groceries and gasoline. A retail gap analysis (detailed in Appendix A) found that general merchandise stores, gas stations, health & personal care stores, clothing & accessory stores, and grocery stores are retail areas that might be beneficial to develop in South Beach. Stakeholders interviews further narrowed down potential concepts to:

- A grocery store
- A gas station
- A general merchandise store
- Casual restaurants (including grab and go options)

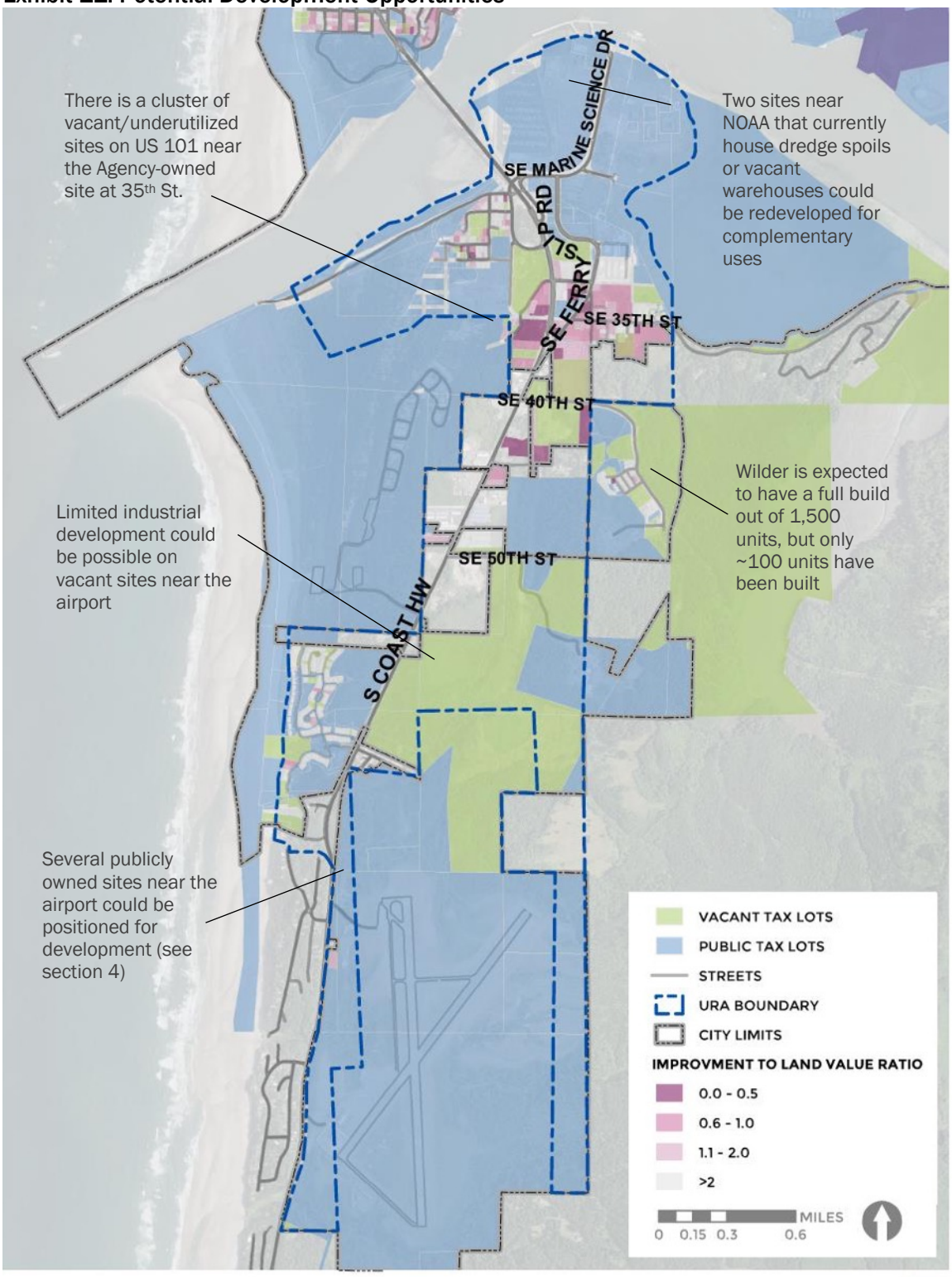
Where are opportunities for development in South Beach?

South Beach has several important potential opportunity sites for new development. All of the sites in the tsunami evacuation zone could be developed with commercial uses, while sites in the upland areas out of the evacuation zone (including near Wilder) could be developed with housing. Future demand drivers for the area include an increase in student housing, expansion plans for the Wilder residential area, and other sites that might draw new employers near the airport. These new residents and employees are going to drive a changing retail demand landscape.

One way to measure which locations might be ripe for an increased intensity of use is by looking at the ratio of site improvements to land value. Underutilized sites are focused on US 101 in the northern part of the URA. In addition, South Beach has a number of publicly owned properties which the City or other public sector partners could position as development catalysts for the area. These include the Agency-owned site at 35th Avenue and City-owned sites near the Municipal Airport. Exhibit 11 provides an overview of developed, underutilized, and vacant sites in South Beach.

Site underutilization can be illustrated by measuring a site's building improvements divided by its land value (per County assessor data) to get a ratio. If a building is assessed at $10,000 but the land is assessed at $100,000, the ratio would be 0.1, and the site would be considered underutilized.

Exhibit 11. Potential Development Opportunities



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN

What are the opportunities and constraints for potential development concepts?

While commercial real estate data may be lacking because of an absence of development for many project types in Newport, stakeholders have indicated that there is interest in development in the South Beach area. Newport generally has low vacancy rates because it's a destination location with very little new development, so space is constrained. This means that while there is opportunity to rent smaller spaces for retail or office, large spaces are challenging to find. Stakeholders have also indicated that there is limited industrial/quasi-industrial space available for rent. The opportunity site at US 101 and 35th St. is most suitable for retail and service-oriented concepts. The airport sites discussed in Section 4 are better suited for low intensity industrial uses. Other challenges include high construction costs. This is due in part to limited suppliers (e.g., asphalt has only one supplier in the Valley) and limited builders. Stakeholders also indicated that the Newport lacks commercial real estate brokers.

Exhibit 12. Demand, Supply, and Operating Considerations for Potential Uses along US 101 Commercial Corridor

	Demand	Current Supply	Operating Considerations
Grocery Store	• Students (limited mobility), residents, demand from the South for something bigger than 7-11 - Green Zebra, Grocery Outlet	• Closest full grocery stores are across the bridge • Currently South Beach Grocery, a mini market, is the only grocery in South Beach	• Challenges with bringing in merchandise due to freight route (winding and slow) and traffic (tourists). • Labor and seasonality • Store isolation - lack of nearby retailers • Limited population growth • Site too small for low grocery margin
Gas Station	• Visitors (including from the RV park), residents	• Closest gas station is across the bridge or in Waldport	• Stakeholders expressed a need for a gas station in South Beach but raised concerns about having it at this location. This location has an opportunity to be a gateway into South Beach and a gas station may not be the appropriate use.
General Merchandise	• Visitors, residents, boaters from the marina	• No general merchandiser in South Beach; closest is across the bridge	• Lack of anchor that attracts business • Bringing in merchandise - challenges with freight route (winding and slow) and traffic (tourists) • Labor and seasonality
Restaurants	• Focus on grab-and-go for beach/marina visitors and residents	• Most restaurants in South Beach are full service such as Rogue	• Lack of anchor that attracts business labor and seasonality

What are key development considerations in the area?

Natural Hazards

Planning and development efforts in South Beach should consider the variety of natural and geologic hazards for which the area is at risk and factor in potential resiliency tools to help mitigate the impacts of those potential disasters. Key areas of concern for the South Beach area are seismic and flood resiliency. Various systems (electric, sanitary sewer, etc.) may be impacted by a tsunami or other seismic events. Upgrades these systems or new projects should take resiliency into consideration.

The Yaquina Bay Bridge is of particular concern – in the event of bridge damage due to a natural disaster, the residents of South Beach would be cut off from all the essential services and resources north of the bridge. Development of essential services (access to food, fuel, and/or healthcare) in South Beach would provide some fundamental resiliency to the area if the bridge is impassible. New development in South Beach should also consider proximity and accessibility of a tsunami refuge area from the development, as the majority of South Beach is in the tsunami inundation zone.

The City already has several resiliency initiatives, including a recently adopted Tsunami Hazard Overlay to improve resiliency of new development, a utility undergrounding project (currently underway) to remove the potential for downed utility line hazards along US 101 and SE Ferry Slip Rd, as well as a Beach Access Resiliency Study. Additionally, the City and partners in the area have made investments including the Safe Haven Hill evacuation assembly area, the Oregon Coast Community College evacuation assembly area, and the vertical evaluation refuge at the Marine Studies Building at the Hatfield Marine Science Center.

Zoning

The Urban Renewal Boundary contains a variety of zoning classifications including commercial, industrial, residential, and public use. The 35th St. and US 101 opportunity site is zoned as Light Industrial (I-1) which will allow a variety of commercial and industrial uses including office, retail sales and services, and light manufacturing. The potential development site (Investors XII) between SW Abalone Street and SW Anchor Way is zoned Tourist Commercial (C-2) and the potential site south of 40th St. is zoned Heavy Industrial (I-3). Potential airport development sites are zoned public use (P-1) with an overlay that allows commercial and industrial uses that complement airport operations. The land surrounding the industrial and commercial zones includes high- and medium-density residential (R-4, R-3, and R-2) as well as water dependent zones (W-1 and W-2) and public use zones (P-2 and P-1).

The major zoning classifications are detailed below. Zoning maps of the entire study area which include ownership of parcels can be found in the Appendix. This is meant to provide an overview of current zoning and not an analysis of zoning potential. JET will be completing a zoning audit this summer. While it is known that the city's "swiss cheese" boundaries has led to

a lack of predictability for development and infrastructure provision, there may be additional zoning code barriers to development which will be explored in the code audit.

Exhibit 13. Study Area Zoning Description
Source: City of Newport Chapter 14 Zoning Ordinance

Development Site	Zone	Zoning Description
Investors 12 Site	Tourist Commercial (C-2)	• Meant to provide for tourist needs as well as the entertainment needs of permanent residents
US 101 and 35th St. Site; Airport Sites	Light Industrial (I-1)	• Meant to provide for commercial and industrial uses that can be located near residential or commercial zones
Industrial Site South of 40th St.	Heavy Industrial (I-3)	• Intended to provide industrial uses that involve production and processing activities generating noise, vibration, dust, and fumes
Adjacent Uses	Retail and Service Commercial (C-1)	• Intended to supply personal services and goods to the average person
	Public Structures (P-1) and Public Parks (P-2)	• Intended for public uses. P-1 allows all types of public buildings while P-2 is limited to parks, open space, trails and supporting facilities
	Medium Density Single-Family Residential (R-2)	• Intended to provide for low density, smaller lot size residential development and serve as a transitional area between the low-density residential district and higher density residential districts.
	Medium Density Multi-Family Residential (R-3)	• Intended for medium density multi-family residential development. It is planned for areas that can accommodate the development of apartments.
	High Density Multi-Family Residential (R-4)	• Intended to provide for high density multi-family residential and some limited commercial development.
	Water Dependent (W-1) and Water Related (W-2)	• Intended to protect areas of the Yaquina Bay Shorelands for water-dependent, water-related uses

Transportation

Transportation remains a key consideration for planning in South Beach. While Newport is in the process of completing a new Transportation System Plan (TSP), the TSP is focused north of the bridge. South Beach is still relying on the 2010 Refinement Plan—which was transportation focused. The urban renewal agency has invested in several projects to improve transportation connectivity in South Beach, especially along the peninsula. Current budgeted projects include:

- US 101–SE 32nd St. to SE 35th St. signal relocation and streetscape enhancement project
- SE Ferry Slip/US 101 utility undergrounding
- SE 50th St. and 62nd St. row acquisition
- SE Chestnut Trail easement
- US 101 Corridor Refinement Plan

Key issues that remain and were indicated throughout the engagement process or through observations by the consultant team include:

- **Signalization at South 40th** St. - widening the intersection at US 101 and 40th St. to add channelization and install a traffic signal was noted in the 2012 TSP update and will be receiving an updated cost estimate in 2021.
- **Multimodal access -** while there are many multimodal pathways, sidewalks, and bike lanes in the area, South Beach lacks a cohesive, signed, multimodal network. This makes it difficult for pedestrians and cyclists to move through the area to key destinations. Exhibit 25 shows the transportation network in South Beach, with a focus on existing and planned multimodal paths.
- **Congestion –** during peak periods like summer weekends and during festivals, the area can experience gridlock. This can make it difficult to cross the Yaquina Bay bridge and access key points along the peninsula. Parking is also an issue, and many motorists must circle the area looking for the sparse parking options. A water ferry that operates throughout the summer may be an option alleviate traffic and parking concerns along the Peninsula.
- **Bridge resiliency –** The iconic Yaquina Bay Bridge is a lifeline for South Beach to goods and services. In the event of an earthquake the bridge may fail, leaving South Beach residents without vital access to the goods and services they need.

4. Airport Investment Area

The city-run Newport Municipal Airport provides many benefits to the city and the county overall, including providing services to recreational and corporate pilots, accommodating air ambulance flights that provide a critical link to trauma facilities in more distant cities, and serving as a critical coastal resource for emergency response in the event of a major earthquake and tsunami event.

Because it currently requires a subsidy, the City is interested in making the airport more financially self-sustaining by providing opportunities for industrial development. This would help improve current public perception of the airport while generating economic benefits for the area.

To allow development on the site, the City recently rezoned the airport from a park to industrial zoning designation. Additionally, the City has made investments in water infrastructure to the site, which addressed previous issues with fire safety. The City also has a long-term plan to extend sewer to the site as noted in the Sewer Master Plan's 20-year buildout scenarios (Future Developments 17-20). The key questions this section addresses are: **Is there a reason to use Urban Renewal funds to do this now? Is this the best use for the remaining Urban Renewal funds?**

Summary of Opportunities and Constraints

Exhibit 14 provides an overview of key opportunities and constraints in the Airport Investment Area.

Exhibit 14. Summary of Opportunities and Constraints

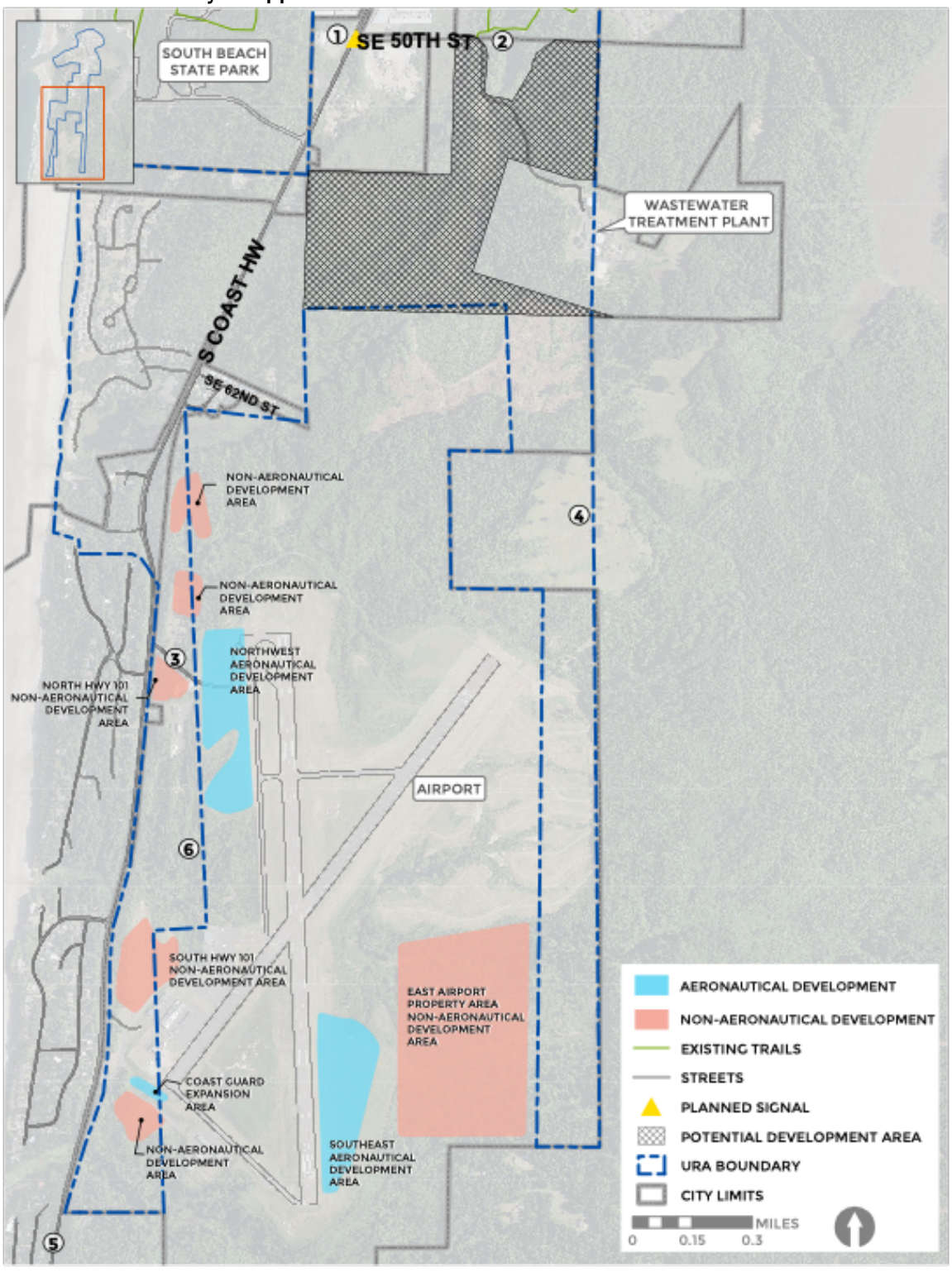


Exhibit 15. Opportunities and Constraints Map Key

1 Proposed signal at 50th

2 Current sewer main stops at 50th
3 Increase potable water capacity at airport to serve the area above minimum fire flow limits
4 Potential access to east airport properties from 50th
5 Potential access to east airport properties from 98th
6 Investments in sewer infrastructure needed to support additional development

What are the developable parcels in this area?

There are nine developable parcels located on the airport site, all of which are located within city limits. While the parcels are largely located outside of the Urban Renewal boundary, the sewer line itself would be within the boundary which means that urban renewal dollars can be used to extend sewer service to the site. Any investment into the area must meet the goals of the urban renewal agency. The City is interested in making these sites appealing for private development rather than developing them itself. The 2017 Airport Master Plan describes the sites as follows:

- **North US 101 Non-Aeronautical Development Area** (4.8 acres) With additional planning and coordination this site could be extended farther north along US 101 to create additional opportunities for non- aeronautical development.
- **South US 101 Non-Aeronautical Development Area** (10.8 acres) This site is relatively flat and with the relocation of the access road could serve as either an aeronautical expansion area or non-aeronautical development area.
- **Northwest Aeronautical Development Area** (13.5 acres) The site is relatively flat and provides direct access to the airfield. There is also existing access off of US 101. This area formerly included the first FBO and early airport hangars.
- **Southeast Aeronautical Development Area** (14.1 acres) Obtaining access to this site could be difficult and will require additional planning and coordination locally.
- **East Airport Property Area Non-Aeronautical Development Area** (71 acres) Due to access constraints and topography, this area is ideally suited to be a Non-Aeronautical Development Area consisting of approximately 71 acres available for future development.
- **Non-Aeronautical Development Area** (4.3 acres) This is the southernmost site and is limited to non-aeronautical uses.
- **Coast Guard Expansion Area** (1 acre) aeronautical land adjacent to existing Coast Guard Facilities was reserved for future Coast Guard expansion.
- **Non-Aeronautical Development Area** (1.3 acres) Located on the northern portion of the site between airport access and US 101
- **Non-Aeronautical Development Area** (5.1 acres) Located on the northern portion of the site between airport access and US 101

Possible uses for the sites along with barriers and potential investment scenarios are detailed below.

What are the barriers to development?

The airport site has some key barriers to development including limited infrastructure (no sewer and limited road access), developer uncertainty, and negative public perception

Key Barriers

- **Dealing with effluent** – Currently the sewer main stops at 50th and there is no sewer access to the airport. This limits the types of industries that can function on the site. Stakeholders noted that to generate enough demand for sewer service adjacent neighborhoods may need to be included in the sewer extension.
- **Availability of water for fire suppression**– There is limited potable water available, and flows are only sufficient to meet minimum requirements. Fire suppression is a concern.
- **Site accessibility** – Numerous stakeholders noted the challenges of turning left on US 101. This limits the ability to access the airport site. Additionally, many of the vacant airport properties that are being considered for development have limited or no road access.
- **Developer uncertainty** – Developers are uncertain about the City's plans for the site and whether they will be able to build what they want if they invest in property. There is also market uncertainty in understanding what is practical and useful near the airport.
- **Public perception** – Stakeholders indicated that the public perceives the airport as a burden—"get the airport self-sustaining." It may be challenging to invest in the area if the public does not see the benefits of this investment.

What are the possible uses for development at the Airport?

Some of the industrial uses that have been considered for build out on the airport site require sewer while others do not. The range of possible uses as discussed in stakeholder interviews as well as estimates of their impact on water demand are included in Exhibit 16. Additionally, parceling out the sites could further help end users envision the full potential of uses that could take place on the site.

Exhibit 16. Development Concepts Gathered During Engagement
Source: ECONorthwest and community stakeholders

Development Concepts	Water Demand?
Airport hangar (t-hangars, residential hangars)	Low
Flex warehouse (could include cold storage)	Medium
Industrial condominiums	Medium
Prefabricated home factory	Low
Human composting	Unknown
Glamping	Low
Golf	Low

As documented in the 2017 Airport Master Plan, current effluent demand at the airport site is 1,000 gallons per day (gpd) broken across four separate septic systems (Fixed Base Operator, FedEx building, U.S. Coast Guard building, and Airport Rescue and Firefighting building). The 2018 Brown and Caldwell Wastewater Master Plan assumed 0.5 acres of light industrial and five acres of commercial development over the next 20 years equaling an additional 6,000 gpd of effluent. The City considers this number high and projects that, combined with existing demand, the flow will increase to about 4,000 gpd within the 20-year planning period, based on the assumptions in Exhibit 17.

Exhibit 17. Airport Site Buildout Assumptions Over the Next 20 Years
Source: City of Newport

Buildout Assumptions	Effluent demand generated (gallons per day)
Animal Shelter relocated to the southernmost 4.3-acre, non-aeronautical development area (animal waste would not be directed to the wastewater system)	350 gpd
Flex light industrial warehouse space developed on four acres. The city is negotiating a lease for 10.8 acres on the South US 101 non-aeronautical development area, of which seven acres are usable and four would develop in the planning period.	1,700 gpd
No development on remaining non-aeronautical sites between airport access and US 101	N/A
No development on the 71 acres east of the airport that does not possess vehicle access	N/A
24,000 square feet of additional aeronautical development over the next twenty years	960 gpd

What investments are needed to open up development at the airport?

What are the options for these investments?

As described in a technical memo from Murraysmith (Appendix A-D. Sewer Connection Alternatives), the City of Newport is considering multiple approaches to improve the sewer infrastructure in the South Beach/US 101 Highway Corridor to expand sanitary sewer service for five non-aeronautical development areas at the Newport Airport. The current layout of the City's sanitary sewer system in this area is patchwork in nature with the proposed development areas unlinked to the wastewater conveyance and treatment facilities located to the north.

Murraysmith conducted an alternatives analysis for sanitary sewer infrastructure improvements to serve the non-aeronautical development areas identified by the city. The alternatives and estimated costs are provided below. For a more detailed description of the alternatives including design criteria as well advantages and disadvantages of each alternative see Appendix A-D. Sewer Connection Alternatives.

Exhibit 18. Sewer Infrastructure Alternatives and Capital Costs[12]
Source. Murraysmith. Assumes 40% contingency.

Alternative	Estimated Capital Cost
Expand Airport Septic System (Large Onsite Septic System - LOSS)	$594,000
Sewer Extension 1: Gravity to Southshore Pump Station and New Force Main Inlet Pump Station	$5,091,000
Sewer Extension 2: Pump Station at Surfland and New Force Main	$7,597,000 *($1,297,000 capital cost as projected by Murraysmith and $6.3 million for Surfland Sewer Extension project as proposed by Brown and Caldwell in the 2018 Sanitary Sewer Master Plan)*
Onsite Wastewater Treatment Plant (WWTP) (Package Plant w/Land Application)	$1,960,000

In addition to cost and to adequately compare each of the sewer infrastructure alternatives, Murraysmith developed analysis criteria by which to evaluate each option.

[12] Notes: Cost includes material costs and installation, mobilization (12%), general conditions (8%) contractor O&P (12%), contingency (40%), and ELA (Engineering, Legal, and Administration) (25%); Estimates are for planning purposes only; AACEI Class 5 estimate ranges from -30% to +50%

- **Timeline** - Design and construction timelines have the potential to affect development plans for the airport property, other planned construction projects, etc. Timeline may be a major factor depending on the urgency of the project.
- **Regulatory Hurdles** - Some alternatives require regulatory approval which may require additional effort to obtain in comparison to other alternatives. This can affect the project schedule, costs, and feasibility of the project. This is especially relevant for this project when considering onsite systems that will be permitted independently of the City's existing wastewater treatment plant.
- **Expandability (Growth)** - Developing a wastewater plan with future growth of the community in mind could mitigate future cost impacts. Options with on-site disposal of effluent maintain capacity within the existing wastewater treatment plant (WWTP) and may be expandable for future growth.
- **Ease of Operation and Maintenance** - The upkeep of a wastewater facility is imperative for its future performance. On-site facilities require much more maintenance and oversight and personnel training that should be taken into consideration.
- **Private Property Impacts (Easements)** - Construction along the roadway will require land acquisition, which would likely have impacts on both the cost and the timeline of the project.

Per the analysis by Murraysmith, expanding the current airport septic system ranked the highest on the non-monetary criteria with the lowest estimated capital costs and would likely be the most favorable option. The Sewer Extension 1 option scored low on the non-monetary criteria and has the second highest estimated capital cost. Sewer Extension 2 scored the least favorably on the non-monetary criteria and has the highest estimated cost since it assumes the City will first complete a $6.3 million expansion of the sewer system to Surfland which is unlikely to occur before 2025. Lastly, the Onsite Treatment scored moderately on the non-monetary criteria with capital costs just under two million. A summary of the analysis criteria results is in Exhibit 19 (highest score of "◆◆◆" is most favorable).

The Urban Renewal Agency is most concerned with timing and cost as all urban renewal funds must be awarded by 2025 and there are limited funds to distribute. Additionally, some of these options are dependent on the completion of other infrastructure investments and/or require easements which could further impact timing and cost. Ultimately, this analysis provides options for the city to consider, along with some potential criteria, as it determines the desirability of expanding sewer infrastructure with its remaining urban renewal funds.

Exhibit 19. Evaluation of Alternatives

Source. Murraysmith

Alternative	Ability to Implement by 2025	Low Capital Costs	Few Regulatory Hurdles	Potential for Expansion	Ease of Operation and Maintenance	Minimize Private Property Impacts	Overall
Expand Airport Septic System (LOSS)	Timeline may be impacted by permitting, but there are limited construction delays.	5 pump stations; 8,000 gal septic tank; dosing system; absorption field.	Permitting req for land application. May be able to utilize existing permit. Soil studies and groundwater investigation.	Septic system may be expanded to increase capacity at lower capital cost compared to other alternatives.	Requires regular maintenance and solids removal. Can follow operations and maintenance schedule of existing facility.	No additional property acquisition needed.	**High**
Favorability	◆◆	◆◆◆	◆◆	◆◆◆	◆◆	◆◆◆	◆◆◆
Sewer Extension 1: Gravity to Southshore Pump Station	May be constructed at any time but may have an extended design schedule.	6,750 ft 6-in gravity sewer/6,450 ft 5-in force main; package pump stations where gravity infeasible.	No significant permitting requirements.	Utilizes capacity of existing WWTP. Adds redundancy to existing system, increasing capacity of conveyance.	Limited near-term O&M needs. (Assumes pump maintenance part of Southshore pump station O&M).	Additional ROW purchase required along US-101.	**Low**
Favorability	◆◆	◆	◆◆◆	◆	◆◆◆	◆	◆
Sewer Extension 2: Gravity to Surfland Pump Station	Contingent on finishing Surfland sewer expansion which is unlikely to occur before 2025.	1,350 ft 6-in gravity sewer; package pump stations where gravity infeasible; contingent on Surfland sewer extension.	No significant permitting requirements.	Utilizes capacity of existing WWTP.	Limited near-term O&M needs. (Assumes pump maintenance part of Surfland sewer extension project).	Minimal ROW acquisition required.	**Low**
Favorability	◆	◆	◆◆◆	◆	◆◆◆	◆	◆
Onsite Treatment WWTP (Package Plant w/Land Application)	This alternative's timeline may be impacted by delays associated with permitting.	5 pump stations; packaged treatment plant, land application system.	Permitting required for land application of treated effluent. May be able to utilize existing permit.	May be expanded to increase capacity.	Requires regular O&M. Access to airfield is required. Requires new training and maintenance protocol.	No additional property acquisition needed.	**Moderate**
Favorability	◆◆	◆◆	◆◆	◆◆	◆	◆◆◆	◆◆

5. What Funding Is Available to Support Revitalization?

TIF Dollars

Established in 1983, the South Beach Urban Renewal Plan has an original maximum indebtedness of $38,750,000. Key recent milestones include:

- **2009**: The URA was extended at a reduced size for the purpose of upgrading the infrastructure and acquiring land to support economic development. With public input, a new project list was developed with the 2009 extension, to be funded with revenue bonds over three six-year phases.
- **2018**: The Urban Renewal Agency completed a substantial amendment of this plan to move the deadline for awarding projects from December 31, 2020 to December 31, 2025. This amendment extends the date after which no bonded indebtedness can be issued with respect to the Plan.

When considering how to spend money on project priorities in the Urban Renewal Area, the Agency will need to consider:

- **Level of Funding:** The Agency makes its last debt payment in FY 2024/25 and cannot obligate new projects after 2025. By the end of FY 2023/24, the Agency should have around $4.25 million.[13] However, the urban renewal area will still be accruing increment for two additional years after FY 2023/24. If the Agency were to secure a short-term bank loan to leverage those final two years of increment before 2025, then the Agency would have an additional $4 to $5 million in funding[14] that would be available for projects in the Area. To understand how project costs align with potential revenues, the Agency can get updated TIF projects through its consultant, Tiberius Solutions.
- **Timing:** The Agency must make all project investment decisions before the end of 2025, per the 2018 substantial amendment.
- **Adherence to Guiding Principles:** Part of the Refinement Plan process is to develop a set of guiding principles to help the Agency align its investments with priorities in the Area in a manner that is consistent with the project parameters of the South Beach Urban Renewal Plan.

[13] Remaining URA Increment – Working Document, 2021.

[14] These funding estimates show tax increment generated in the Urban Renewal Area only, and do not account for delinquent taxes, rents/leases, or interest on investments, which would be additional available revenue.

Known Projects and Costs

Exhibit 20 provides an overview of projects that the Urban Renewal Agency has already identified to be funded in the final project phase (through 2025).

Exhibit 20. Known South Beach Urban Renewal Area Priorities for Final Project Phase - Unfunded

Project	Cost Estimate	Notes
US 101/ 40th St. Signalization	$1,750,000 (2012) $1,538,827 (2021)	2021 cost estimate is lower since it assumes no new US 101 through lanes. Previous estimate assumed two new through lanes, one south bound, and one north bound. There is the potential for partnerships with private property owners.
Install redundant Yaquina Bay Water Pipeline Crossing	$2,800,000 (2012)	Murraysmith will be providing an updated cost estimate in 2021. Agency can likely leverage partner funding to fund this project.
Extend sewer service to Newport Municipal Airport	$3,000,000 (2012) **for 2021 cost estimates see Exhibit 18*	Murraysmith has provided updated costs for potential sewer infrastructure options which are less than the 2012 estimate, allowing for investments in other projects.

Potential Partnership Funding

The following is an initial list of potential partnership funding that the Agency could explore to match its investments in priority projects.

- **Federal**: The Agency should explore grant funding for projects where it could leverage its own money for federal dollars, and where it could do so before 2025.
  - **FEMA Grants,** for projects that align with hazard mitigation and resiliency goals
  - **Economic Development Agency Public Works Program,** to fund large infrastructure projects in areas that could use an economic boost to support jobs and diversification, making Water Avenue improvements possible candidates for funding.
  - **American Rescue Plan (ARPA).** The City of Newport will be receiving federal funding through ARPA, and the potential Infrastructure Plan might also have some funding that could help to advance priorities in South Beach.
- **State Funding Sources:**
  - ODOT, including the Community Paths Grant, Congestion Mitigation and Air Quality Fund, All Road Transportation Safety Program, Multimodal Active Transportation Fund, and Statewide Transportation Improvement Program grants.

All of these grants have timing considerations that the Agency would need to account for.

- Oregon Parks and Recreation Foundation Fund Grant
- Land and Water Conservation Fund
- Oregon Department of Fish and Wildlife Conservation and Recreation Fund

- **Private or Foundation Support:**
  - Grants (Meyer Memorial Trust, AARP Community Challenge Grant, Collins Foundation, International Mountain Biking Association, PeopleForBikes, PGE Better Together Resilient Communities Grant Program)
  - Advertising/Naming Rights/Sponsorships
  - Crowdfunding

6. Conclusion

Implications for Public Action and Investment

South Beach is well-positioned for growth but needs targeted investments to reach its potential.

While South Beach area is already a major destination for visitors and employees, it is underserved for retail and other daily needs and lacks a cohesive identity. Investments in placemaking, wayfinding, and mobility will help improve quality of life for residents as well as visitor experience.

The area's lack of transportation and utility infrastructure is an impediment to successful growth.

The area is growing, adding both residents and employers that will increase demand. Without interventions, the transportation constraint on US 101 in both directions across the bridge will become more severe as more visitors, employees, and residents come to the area.

Investments in sewer infrastructure at industrial properties near the airport may be needed to help to catalyze new land for industrial or other commercial developments.

The Urban Renewal Agency's land holdings can help to catalyze new development.

Agency-owned properties provide an important opportunity to push the market to provide the kind of retails and other services that the area needs to thrive, decrease pressure on US 101 for local transportation, and that the market might not provide on its own.

The Agency will need to be nimble to make all of its investments by 2025

There is not enough money to address all possible improvements, so the Agency should aim to leverage funding from regional, state, and federal partners as grant dollars might be available. If the Agency is to execute on its priority investments by 2025, it will need to be strategic about the choices it makes and be poised to act quickly.

Initial Framework for Public Action

- **Who**:
  - **Lead**: Urban Renewal Agency
  - **Partners**: Bringing new private investment into the community is a key goal of this Action Plan, requiring the coordinated efforts of many partners. Successful implementation will require time and energy from many partners within the City.

Some of the projects necessary to spur development and improve conditions in the South Beach URA will not be led by the Agency, but by other partners.

- **Where**: Agency investments will span two investment areas:
  - The Peninsula and US 101 Investment Area
  - The Airport Investment Area
- **Why/How:**
  - Through the course of this project, ECONorthwest will work with the agency to develop a set of evaluation criteria by which the Agency can prioritize its investments. Those could include:
    - ***Timing***: Can the Agency award the project by 2025? Per the urban renewal plan, projects are expected to be awarded no later than December 31, 2025, and completed in a timely manner.
    - ***Aligns with Existing Urban Renewal Plan Objectives***
      - Preserve forest, water, wildlife, and other natural resources
      - Identify sites for public uses such as the OSU Marine Science Center
      - Complete a Port facilitated marine recreation area
      - Encouraging marine oriented activities on the northern Shorelands
      - Assure the development of complementary uses adjacent to the Airport
      - Plan new sewer, water, and transportation capacity
      - Allocate a major part of South Beach to heavy commercial and light industrial uses
    - ***Meet 2021 Priorities for this Urban Renewal Area***: Does the project advance at least three of the Agency's priorities for South Beach?
      - Promote a sense of place for residents and visitors that reflects the South Beach identity.
      - Improve connectivity for bicyclists and pedestrians to South Beach destinations.
      - Attract new development that can meet the service and retail needs of South Beach residents.
      - Invest in overcoming market and development barriers on underutilized or vacant sites.
      - Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport.
      - Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.

Next Steps

Over the summer of 2021, ECONorthwest will document a list of actions that are emerging through stakeholder conversations, and then work with the Agency to prioritize them using weighted criteria. We will likely develop a set of evaluation criteria based off the guiding principles and use the public/stakeholder involvement process to help us weight the importance of different projects.

In addition, we will be completing the following analyses:

- A zoning audit completed by JET Planning, which will explore how the area's current zoning regulations might impact future development activity.
- A vision and feasibility study for the Agency-owned opportunity site at US 101/35th Street. This analysis will explore a set of alternative development options for the site, as well as whether the Agency acquire other properties for development to make this area function better,
- Updated financial projections to align agency investments with forecasted TIF generation (completed by Tiberius Solutions).

Appendix A-A. Stakeholder Outreach

The following table compares key priorities identified in the 2010 Transportation and Growth Management (TGM) Refinement Plan to what our team has heard from community stakeholders.[15]

Exhibit 21. Key Priorities for US 101 and Peninsula Stakeholders

	Key Transportation Priorities from 2010 TGM Refinement Plan	Key Placemaking and Development Opportunities in 2021
Aquarium	• District-wide sidewalks and pathways. • Improved wayfinding and signage.	• Continue multi-use path improvements and connectivity with a particular focus on ADA considerations. • Improved connections from parking to Aquarium. • Visual improvements - entrance to the Peninsula, benches and trash areas, vantage points to estuary. • Improved wayfinding, signage, and branding. • Family friendly environment. • Support grocery and restaurants in South Beach. • Support family friendly uses/destinations in South Beach. • EV charging stations.
Hatfield Center	• Improved bike and pedestrian connections to and throughout the Peninsula.	• Support grocery and restaurants in South Beach. • Improved multimodal connections throughout the Peninsula (including safety considerations like lighting). • Improved wayfinding, signage, and branding.
Rogue	• Maintain the efficiency of their operations. • Traffic-related safety on the Peninsula, particularly truck and pedestrian interactions near the tourist boat dock.	• Improved wayfinding and signage. • Expansion of Rogue. • Improved parking.
Port of Newport	• Ensure a parking supply that can meet the needs of its users. • Improve bike and pedestrian circulation on the Peninsula, to allow for tourists/RV owners to get around without a car. • Water taxi to provide a connection between the Peninsula and destinations across the bay.	• Ensure a parking supply that can meet the need of its users. • Events. • Support grocery and gas station. • Small areas for development. • Improved parking signage.

[15] The South Beach Peninsula Transportation Refinement Plan (2010) can be found here https://www.oregon.gov/lcd/TGM/Documents/Newport_SouthBeachPlan.pdf

	Key Transportation Priorities from 2010 TGM Refinement Plan	Key Placemaking and Development Opportunities in 2021
South Beach State Park	• Improve bicycle/pedestrian connectivity between the State Park and destinations on the Peninsula. • Improve wayfinding signage.	• N/A
Public Arts Committee	• N/A	• Billboard removal is a high priority. • More continuity in development. • Create a unique identity for South Beach. • Cohesive arts program tied into the landscape and existing assets in the area.
OMSI Camp Gray	• N/A	• Support grocery and gas station. • Consider tsunami hazards when planning; consider adding additional capacity for evacuation an improving the resiliency of the Yaquina Bay Bridge. • Improved sidewalk connectivity to the beach and accessibility for people with a focus on ADA considerations.

Appendix A-B. Retail Analysis

This appendix summarizes information on consumer preferences and spending in the Primary Market Area of South Beach (Census Block 9512.002) and the Secondary Market Area which was determined by using approximate 15-minute drive times north of Yaquina River and 30-minute drive times south of the river.[16] We used two reports from ESRI Business Analyst to complete this analysis, the Retail Marketplace Profile and the Retail Market Potential Report described in more detail below.

Retail Gaps

Residents, employees, and visitors must leave South Beach for their retail needs and most basic services, including groceries and gasoline.

Understanding South Beach's "retail gap," or how much money residents spend outside of the study area, can provide insight into the types of new businesses that South Beach could support.

- A **positive retail gap** shows that local sales are lower than demand and represents an area of potential for the city
- A **negative retail gap** shows areas that exceed local demand and meet the needs of people from outside South Beach

South Beach's Retail Trade gap is nearly $1 million, meaning South Beach residents spend $1 million outside of South Beach to meet their needs. The industries with the largest retail leakage include general merchandise stores, gas stations, health & personal care stores, clothing & clothing accessories stores, and grocery stores. Food & drink, on the other hand, has a surplus of $1.7 million meaning that people are travelling to South Beach to obtain these services. Specialty food stores which include meat markets, fish and seafood markets as well as confectionary, nut and baked goods stores among other specialty items, are also considered to have a surplus. The South Beach Fish Market is an example of a specialty food store. These retail gaps align with findings from stakeholder interviews specifically the need for a grocery store and gas station in South Beach.

[16] We included locations in the Secondary Market area that could be accessed in an approximate 15-minute drive time north of Yaquina River and 30-minute drive time south of Yaquina River. This is based on stakeholder input and observation that people will be less likely to travel north over the bridge for services. However, people from as far south as Yachats may find value in services in South Beach.

Exhibit 1. Summary of Retail Gap and Leakage Factor, Primary Market Area, 2017

Source. ESRI Business Analyst Retail Marketplace Profile Report.[17]

Retail Category	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Number of Businesses	Implications for Retail Opportunities in South Beach
Motor Vehicle & Parts Dealers	$3,585,878	$8,846,277	-$5,260,399	4	Retail Sales exceed local demand, capturing sales by customers living outside South Beach
Food Services & Drinking Places	$1,299,766	$3,013,497	-$1,713,731	6	
Specialty Food Stores	$160,274	$1,241,578	-$1,081,304	3	
Miscellaneous Store Retailers	$781,165	$976,521	-$195,356	5	
Beer, Wine & Liquor Stores	$117,613	$0	$117,613	0	
Bldg Materials, Garden Equip. & Supply Stores	$1,205,540	$1,056,728	$148,812	2	
Nonstore Retailers	$219,187	$49,631	$169,556	1	
Electronics & Appliance Stores	$426,129	$158,599	$267,530	1	Local demand is greater than existing stores can meet, creating retail opportunities in South Beach
Sporting Goods, Hobby, Book & Music Stores	$456,864	$86,471	$370,393	1	
Furniture & Home Furnishings Stores	$405,993	$0	$405,993	0	
Grocery Stores	$2,168,463	$1,736,538	$431,925	2	
Clothing & Clothing Accessories Stores	$579,966	$0	$579,966	0	
Health & Personal Care Stores	$993,414	$0	$993,414	0	
Gasoline Stations	$1,633,570	$0	$1,633,570	0	
General Merchandise Stores	$2,402,052	$0	$2,402,052	0	
Total Expenditures	$16,435,874	$17,165,840	-$729,966	25	
Retail Trade	$15,136,108	$14,152,343	$983,765	19	
Food and Drink	$1,299,766	$3,013,497	-$1,713,731	6	

Consumer Preferences

South Beach residents prefer to buy American products and value quality over price.

Another method for understanding South Beach's retail demand is by evaluating consumer preferences. Residents of South Beach are more likely to shop at convenience stores than those in the secondary market area and the US overall (Exhibit 2).[18] This is unsurprising as residents must leave South Beach to meet their retail needs, including groceries. South Beach residents are also more likely to dine at a restaurant and more likely to note that buying American is important, that quality is more important than price, and that price is more important than brand. When considering future commercial development along US 101, considering consumer preferences is important. A preference for American made and quality over price may indicate that a smaller retail shop versus a large chain may fare better in the area.

[17] This analysis is based on ESRI Business Analyst's Retail Marketplace Profile, which relies on 2017 consumer spending data and 2020 demographic information. This discrepancy in years can lead to some inconsistencies which are best addressed through stakeholder outreach. Retail gaps are calculated by subtracting "retail sales" from "consumer expenditures" and can be negative or positive.

[18] ESRI Business Analyst summarizes data collected in a national household survey (2020) and uses its demographic information to forecast potential. Consumer behaviors that have a Market Potential Index (MPI) of over 100 are higher than the US average.

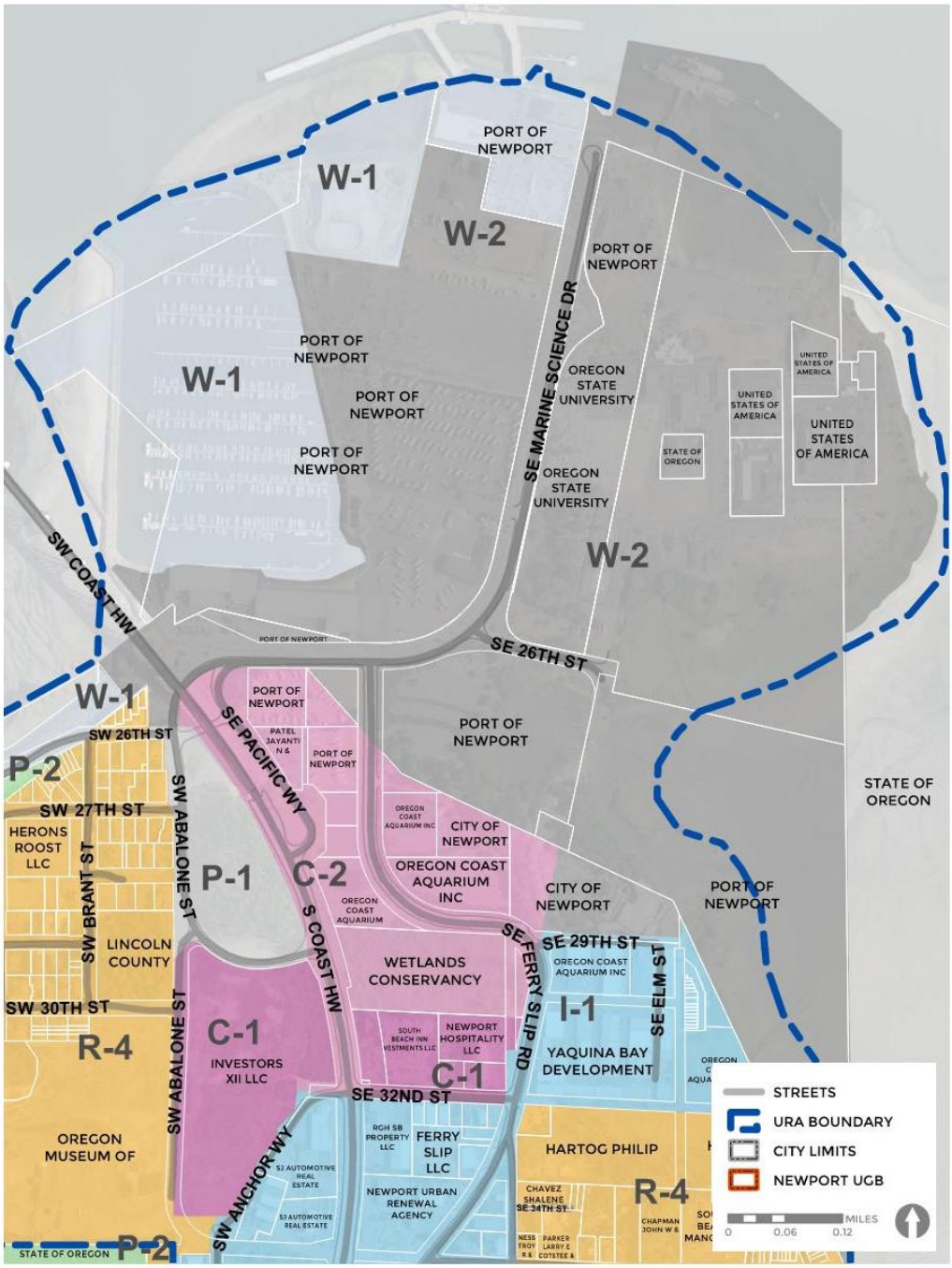
Exhibit 2. Selected Retail Market Potential, Primary and Secondary Market Areas, 2020

Source. ESRI Business Analyst Retail Market Potential Report

Product/Consumer Behavior	Primary Market Area			Secondary Market Area		
	Expected Number of Adults or HHs	Percent of Adults/HHs	MPI	Expected Number of Adults or HHs	Percent of Adults/HHs	MPI
Convenience Stores (Adults)						
Bought gas at convenience store in last 30 days	371	46.7%	**125**	9,199	43.0%	**115**
Spent at convenience store in last 30 days: $40-$50	74	9.3%	**117**	1,875	8.8%	**110**
Spent at convenience store in last 30 days: $100+	210	26.4%	**116**	5,189	24.2%	**107**
Entertainment (Adults)						
Dined out in last 12 months	445	56.0%	**110**	11,150	52.1%	**103**
Home (Households)						
HH did any home improvement in last 12 months	148	31.5%	**115**	3,358	29.8%	**109**
Psychographics (Adults)						
Buying American is important to me	461	58.0%	**157**	10,592	49.5%	**134**
Usually buy based on quality - not price	155	19.5%	**106**	3,882	18.1%	**99**
Price is usually more important than brand name	265	33.3%	**119**	6,702	31.3%	**112**
Usually use coupons for brands I buy often	138	17.4%	**109**	3,908	18.3%	**114**

Appendix A-C. Existing Conditions – Zoning, Transportation, Natural Hazards

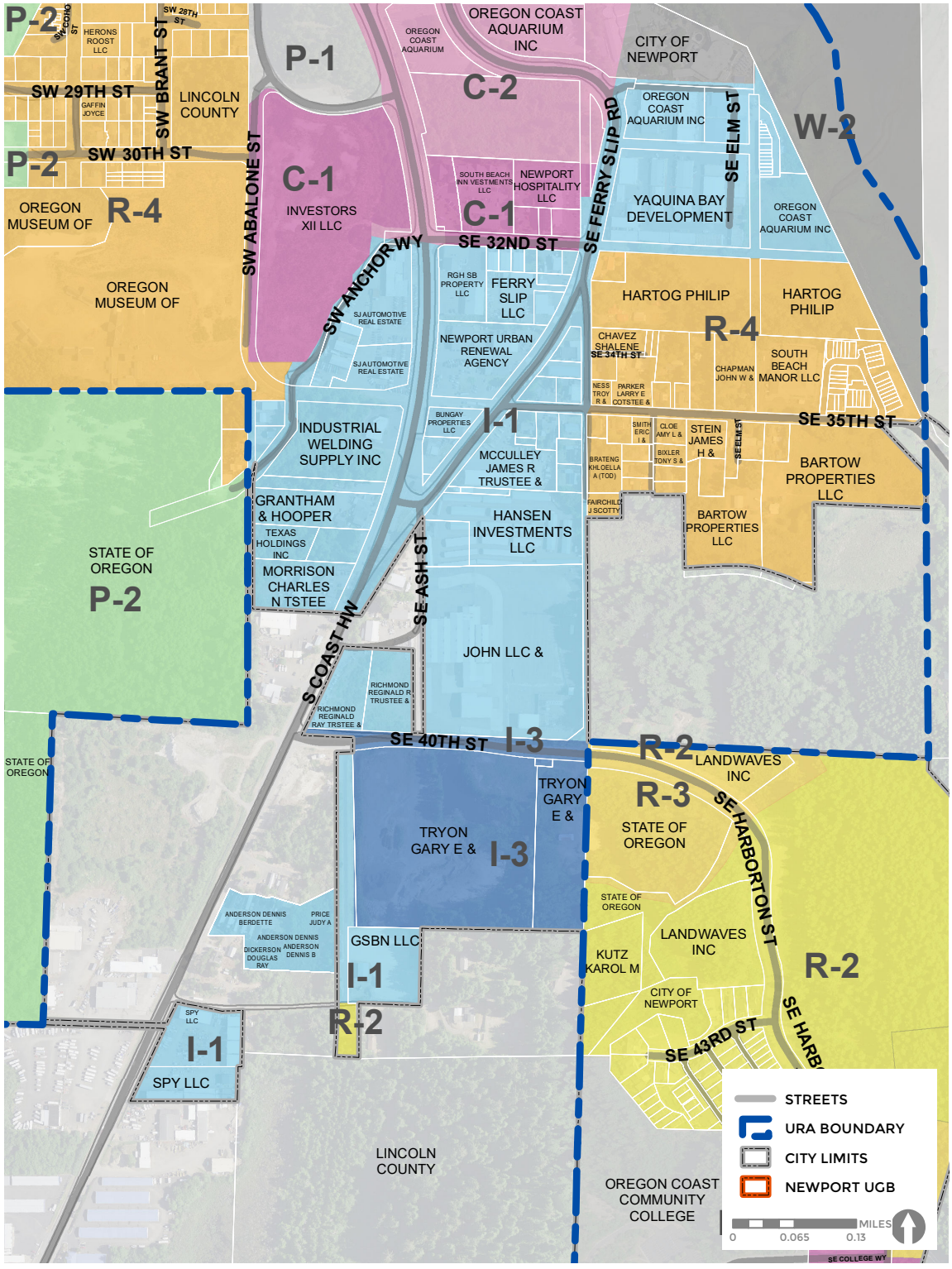
Exhibit 22. Zoning in South Beach - Peninsula
Source: City of Newport.



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN

Exhibit 23. Zoning in South Beach—US 101

City of Newport.



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN

Source:

Exhibit 24. Zoning in South Beach—Airport Investment Zone

Source: City of Newport.

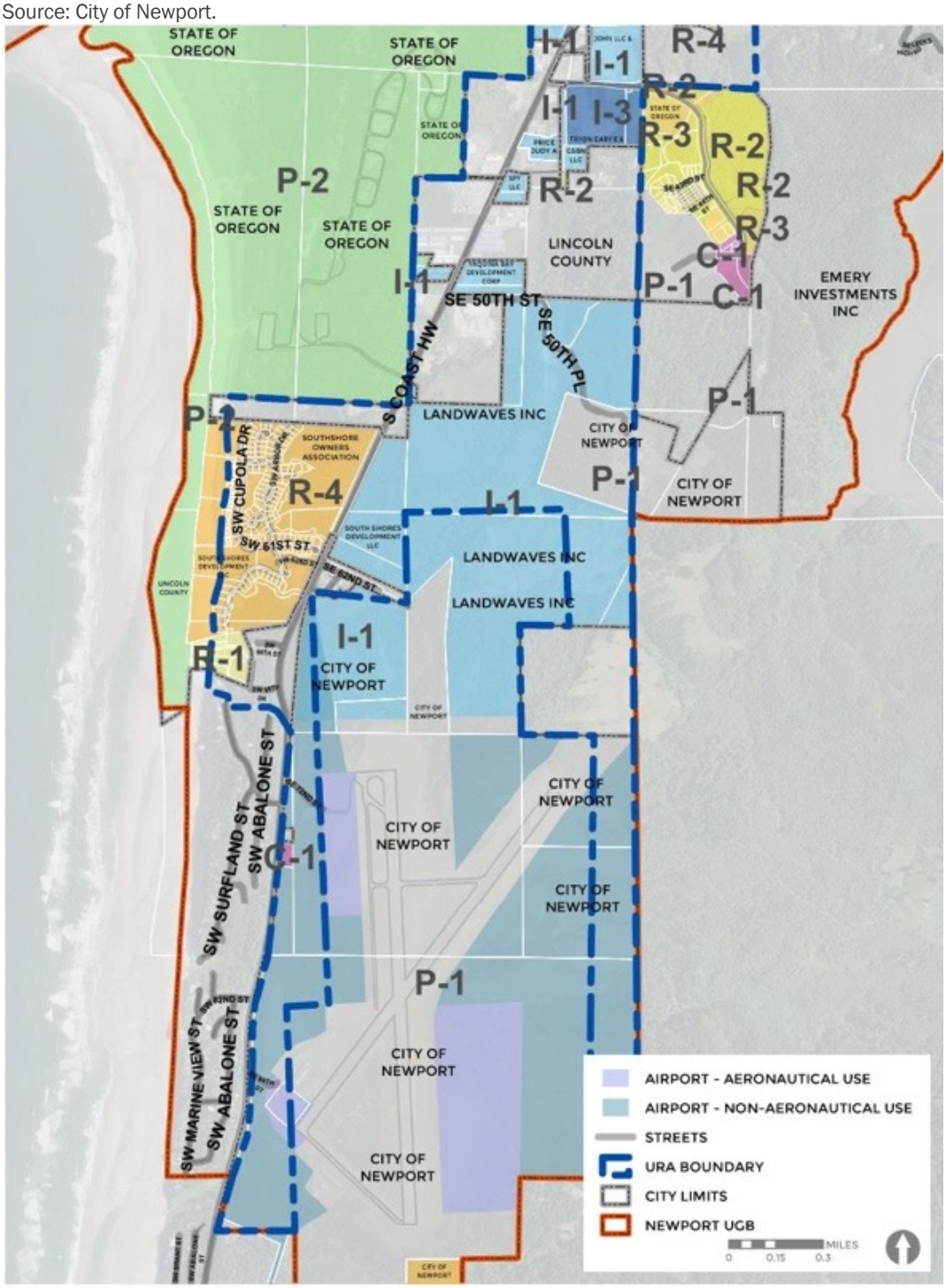


Exhibit 25. Transportation Network in South Beach
Source: City of Newport.

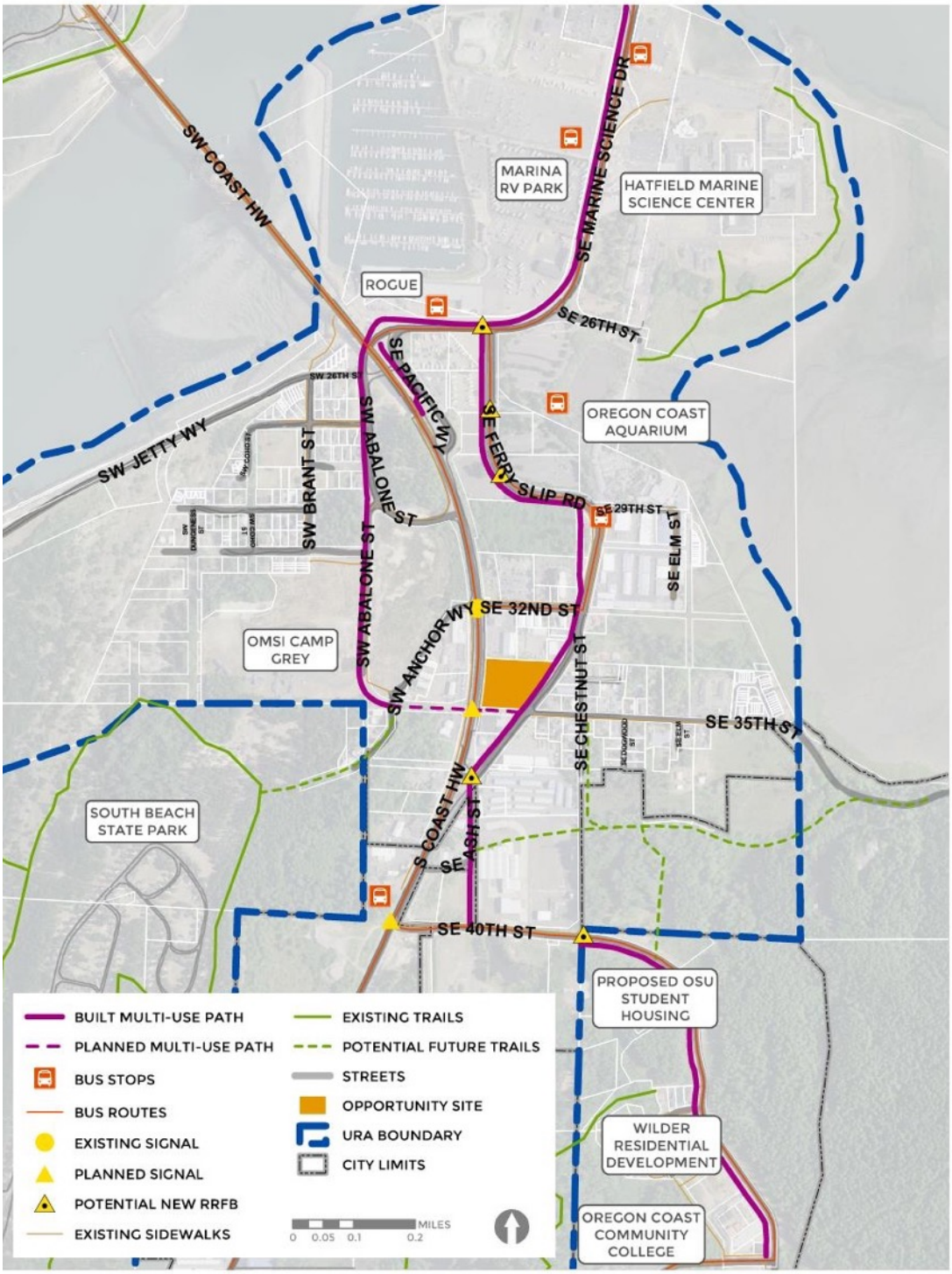
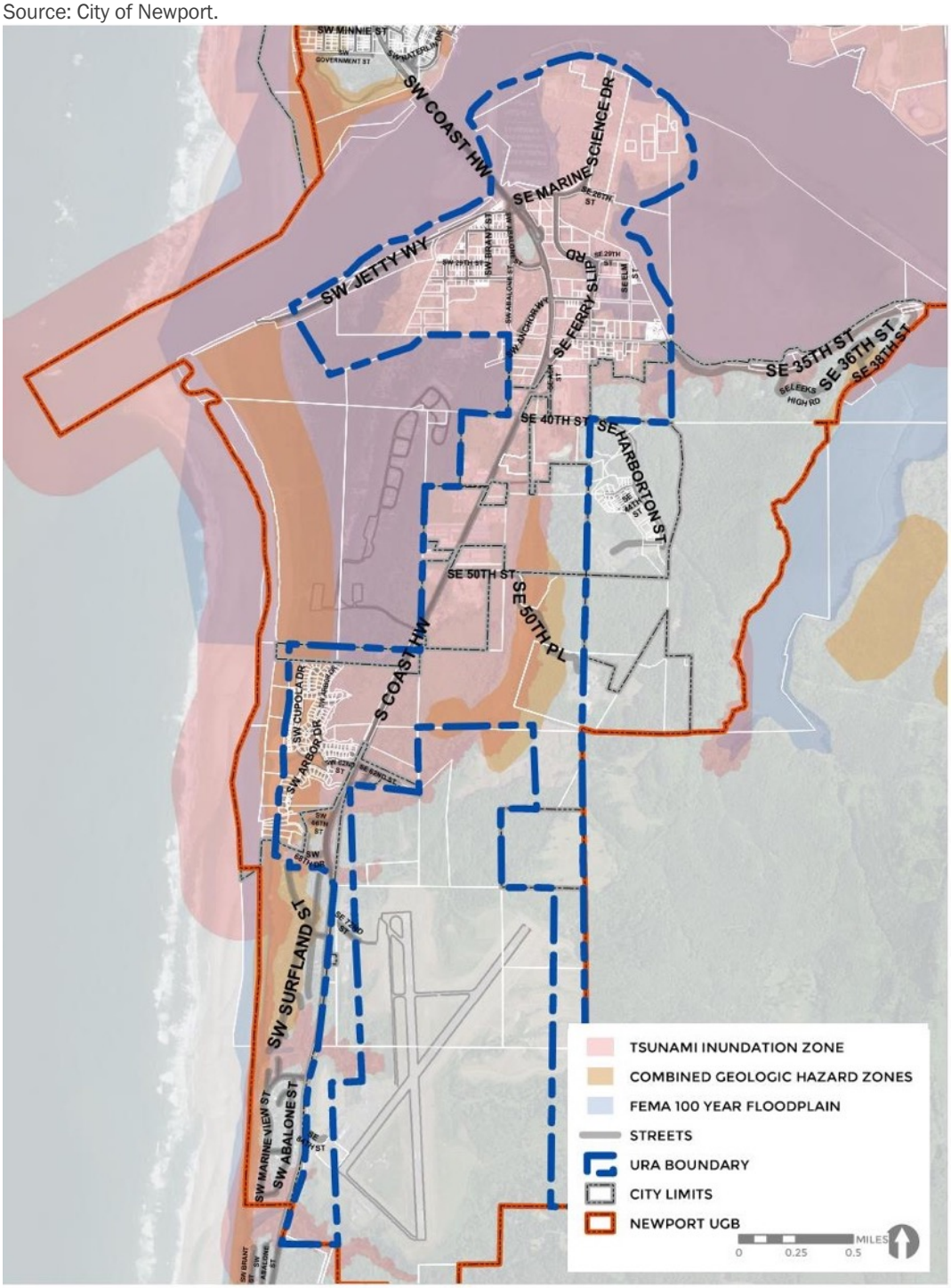


Exhibit 26. Natural Hazards in South Beach

Source: City of Newport.



Appendix A-D. Sewer Connection Alternatives

DRAFT Technical Memorandum

Date:	June 09, 2021
Project:	Newport South Beach / US101
To:	ECONorthwest
From:	Justin Moman, P.E. Katie Husk, P.E. Murraysmith
Re:	Newport South Beach Sewer Connections Alternatives Evaluation

Introduction

The City of Newport is considering multiple approaches to improve the sewer infrastructure in the South Beach/U.S. 101 Highway Corridor in order to expand sanitary sewer service for five non-aeronautical development areas at the Newport Airport. The current layout of the City's sanitary sewer system in this area is patchwork in nature with the proposed development areas unlinked to the wastewater conveyance and treatment facilities located to the north. The Newport Airport is presently utilizing an on-site septic system which is undersized to meet future development plans for the property with projected flows of 4,000 gallons per day.

Purpose

The purpose of this memorandum is to provide an alternatives analysis for sanitary sewer infrastructure improvements to serve the non-aeronautical development areas identified by the City. This includes a discussion of the strengths and weaknesses of each alternative, an evaluation of short-term and long-term advantages, and a planning-level cost estimate for each alternative.

Analysis of Alternatives

In order to adequately compare each of the sewer infrastructure alternatives, Murraysmith developed analysis criteria by which to evaluate each option. Each criterion is discussed in detail below. A summary table of the capital costs may be found in Table 1 in the summary section of this report. Summary analysis criteria results may be found in Table 2.

Timeline

Design and construction timelines have the potential to affect development plans for the airport property, other planned construction projects, etc. Timeline may be a major factor depending on the urgency of the project.

Regulatory Hurdles

Some alternatives require regulatory approval which may require additional effort to obtain in comparison to other alternatives. This can affect the project schedule, costs, and feasibility of the project. This is especially relevant for this project when considering onsite systems that will be permitted independently of the City's existing wastewater treatment plant.

Expandability (Growth)

Developing a wastewater plan with future growth of the community in mind could mitigate future cost impacts. Options with on-site disposal of effluent maintain capacity within the existing wastewater treatment plant (WWTP) and may be expandable for future growth.

Ease of Operation and Maintenance

The upkeep of a wastewater facility is imperative for its future performance. On-site facilities require much more maintenance and oversight and personnel training that should be taken into consideration.

Private Property Impacts (Easements)

Construction along the roadway will require land acquisition, which would likely have impacts on both the cost and the timeline of the project.

Expand Airport Septic System

The first alternative is the expansion of the existing airport septic system to a large onsite septic system (LOSS) that would accommodate additional future flows. The existing system location does not have room to accommodate enough additional loading, so the southern triangle of land between the airport runways was selected as the best location for this expansion.

The selected location is at a higher elevation than most of the airport development areas, so package pump stations are assumed at each area to convey the wastewater to the septic system. E/One package pump stations with grinder pumps were identified to meet the low- and intermittent-flow requirements of this application to prevent fouling of the pumps and conveyance lines by reducing solids present in wastewater. A detail and description of a suitable package pump station is included in Appendix A-E. Package Pump Station.

Flows would be pumped from the airport development areas to a new septic tank where solids will be separated from the liquids. Effluent from the septic tank would then be disposed via infiltration trenches in four absorption areas. A dosing system will be required to alternate the absorption areas.

The primary components of this alternative are:

- Five (5) pump stations located at the airport development areas
- 8,000-gallon capacity septic tank
- Dosing system to alternate the absorption areas
- Absorption field
    - 4,667 linear feet of trench minimum divided into four (4) absorption areas.
    - Each area contains eight (8) trenches that are 2-feet wide, 150-feet long, and spaced 10 feet on-center.
    - Approximate area of absorption field is 61,500 square feet (1.4 acres).

Estimated capital cost: $594,000

Advantages

- Capacity in existing wastewater treatment plant is maintained.
- The system is entirely contained on airport property.
- Expandable to meet the needs of future growth.
- Limited operation and maintenance costs.

Disadvantages

- Requires additional soil studies to determine feasibility. Soil survey shows potential high groundwater in area that could constrain this alternative.
- The selected location for the absorption field is uphill from many development areas and will likely require pump stations.
- Permitting will be required, but modification of the existing permit may be possible.
- Trenchless technology will be required to install force main(s) with casing under the runway.
- Maintenance access and the impact of airport activities at the proposed site should be considered.
- Additional expenditures will be required for operations, maintenance, and periodic solids disposal.
- Requires FAA review.
- Requires leach field within airport area.

Sewer Extension 1: Gravity to Southshore Pump Station and New Force Main to Inlet Pump Station

This first sewer extension alternative is the construction of a gravity sewer line from the airport facilities, down SE 72nd St., and along US-101 to the existing Southshore Pump Station (PS). A force main (FM) would be constructed along SE 62nd St. and an unimproved fire road to the Newport wastewater treatment plant's influent pump station (IPS). This new force main would replace the existing force main from the Southshore PS and reduce flows through other portions of the collection system.

The primary components of this alternative are:

- 6,750 linear feet of 6-inch gravity sewer
- 6,450 linear feet of 5-inch force main
- Package pump stations at airport development areas where gravity conveyance is not feasible

Estimated capital cost: $5,091,000

Advantages

- Utilizes existing pump station.
- Gravity conveyance is likely be feasible for some development areas.
- Allows for easy sewer collections of existing neighborhood on SE 62nd Street

Disadvantages

- The gravity pipeline installation will likely be deep on portions of the airport property in order to maintain slopes that will achieve scouring velocity.
- An additional lift station could potentially be required to connect to existing pump station.
- Substantial work required along Highway 101 would impact traffic.
- ROW acquisition along pipeline route would likely be required.
- Will require extended design schedule relative to other alternatives.

Sewer Extension 2: Pump Station at Surfland and New Force Main

The second sewer extension alternative includes the construction of a new pump station in the Surfland area, near 82nd St. and Hwy 101. For this alternative, a new gravity sewer would be constructed from the airport property in the vicinity of SE 84th St., beneath Hwy 101, and to the new pump station. A combination of open cut and trenchless technologies would likely be required due to topography in the area and in order to limit impacts to traffic. From the pump station, a force main would be constructed along Hwy 101 to the influent pump station.

This option is contingent on the completion of the Surfland Sewer Extension project as proposed by Brown and Caldwell in the February 2018 Sanitary Sewer Master Plan (SSMP). The SSMP Surfland project included the construction of a new pump station at Surfland as well as a new force main from the Surfland Pump Station to the Influent Pump Station. The estimated cost for the SSMP Surfland extension project is $6.3 million. These costs are not included in the estimate presented in this report.

The primary components of this alternative are:

- 1,350 linear feet of 6-inch gravity sewer
- Package pump stations at airport development areas where gravity conveyance is not feasible

Estimated capital cost: $1,297,000

Advantages

- Direct routing from airport to pump station makes it easier to achieve scouring velocities in gravity line.
- Gravity conveyance is likely be feasible for some development areas.
- Limited operation and maintenance cost compared to other alternatives.

Disadvantages

- Contingent upon capital investment in and operation and maintenance of SSMP Surfland extension.
- Work required in Highway 101 corridor would likely impact traffic.
- Some ROW acquisition along pipeline route may be required.
- Direct routing to the pump station would likely require trenchless installation, which may have significant cost impacts.
- Will require extended design schedule compared to other alternatives.
- Force main would skip over 62nd Street; eventually another PS required for the neighborhood in between

Onsite Treatment

The final alternative is onsite treatment of wastewater from the development areas. Packaged treatment facilities that can be installed onsite are available from multiple equipment manufacturers. This option is similar to the LOSS, with a small treatment facility replacing the septic tank and absorption field components. The estimate included in this report assumes the use of the MEMPAC-E5 by Cloacina. The MEMPAC is a membrane bioreactor package wastewater treatment plant that can meet Class C recycled water standards, at a minimum, for onsite land application of treated effluent. An informational flyer containing a schematic and product description for this package plant may be found in Appendix A-F. Package Plant**.**

The main components that would need to be constructed for this alternative are:

- Five (5) pump stations located at the airport development areas
- Packaged treatment plant
- Land application system

Estimated Capital Cost: $1,960,000

Advantages

- Capacity in existing wastewater treatment plant is maintained.
- The system is entirely contained on airport property.
- Expandable to meet the needs for future growth.
- Recycled water can be reused on site depending on the level of treatment.

Disadvantages

- Operations and maintenance costs including mechanical upkeep, electrical costs, chemical additives, operator requirements, and routine removal of solids.
- The location of the plant may be uphill from many development areas and require pump stations.
- Permitting will be required, but modification of the existing permit may be possible.
- Maintenance access and the impact of airport activities at the proposed site should be considered.

Summary

A summary of capital costs can be found in **Table 1**. A summary and scoring (highest score is most favorable) of each option can be found in **Tale 2** below.

Table 1: Capital Costs Summary

Alternative	Estimated Capital Cost
Expand Airport LOSS	$594,000
Sewer Extension 1: Gravity to Southshore PS and New FM to IPS	$5,091,000
Sewer Extension 2: PS at Surfland and New FM to IPS	$1,297,000
New Onsite WWTP (Package Plant w/ Land Application)	$1,960,000

Notes:

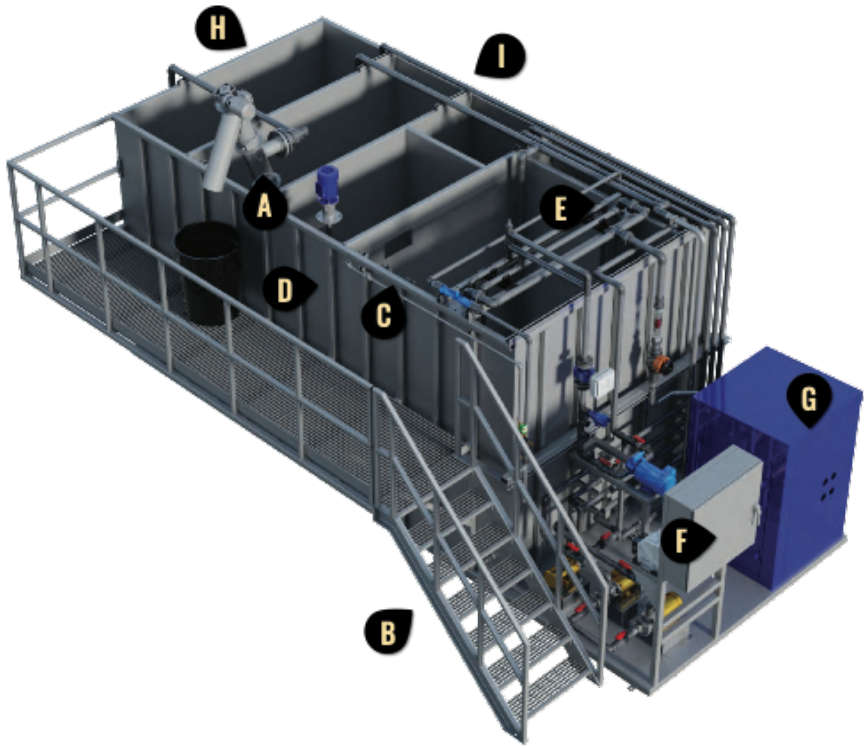
1. Cost includes material costs and installation, mobilization (12%), general conditions (8%) contractor O&P (12%), contingency (40%), and ELA (Engineering, Legal, and Administration) (25%)
2. Estimate is for planning purposes only; AACEI Class 5 estimate ranges from -30% to +50%

Table 2: Non-Monetary Evaluation of Alternatives

Alternative	Timeline	Regulatory Hurdles	Expandability (Growth)	Ease of Operation and Maintenance	Private Property Impacts (Easements)	Total
Weight	20%	20%	20%	20%	20%	
Expand Airport Septic System	This alternative's timeline may be impacted by permitting, but there are limited construction delays.	Permitting required for land application of effluent. May be able to utilize existing permit. Soils studies and groundwater investigation is required.	Septic system may be expanded to increase capacity at lower capital cost compared to other alternatives.	Requires regular maintenance and solids removal. Can follow operations and maintenance schedule of existing facility.	No additional property acquisition needed	
Score	8	8	10	7	10	43
Sewer Extension 1: Gravity to Southshore Pump Station	This alternative may be constructed at any time but may have an extended design schedule.	No significant permitting requirements	Utilizes capacity of existing WWTP. Adds redundancy to existing system, increasing capacity of conveyance system.	Limited near-term O&M needs. (Assumes pump maintenance part of Southshore pump station O&M).	Additional ROW purchase required along US-101.	
Score	8	10	6	10	5	39
Sewer Extension 2: Gravity to Surfland Pump Station	This alternative is dependent on the completion of the Surfland sewer extension project and may have extended design schedule	No significant permitting requirements	Utilizes capacity of existing WWTP	Limited near-term O&M needs. (Assumes pump maintenance part of Surfland sewer extension project).	Minimal ROW acquisition required	
Score	5	10	5	10	6	36
Onsite Treatment	This alternative's timeline may be impacted by delays associated with permitting	Permitting required for land application of treated effluent. May be able to utilize existing permit.	May be expanded to increase capacity.	Requires regular operation and maintenance. Access to airfield is required. Requires new training and maintenance protocol.	No additional property acquisition needed	
Score	8	7	8	5	10	38

Appendix A-E. Package Pump Station

MEMPAC™ - E



A: Integrated screening

B: Aluminum stairs and platform (optional full catwalk and stairs shown)

C: All sensory equipment is mounted on the Cloacina Slide Rail™ System and is accessible from the inspection platform

D: Corrosion-resistant 304 stainless steel tankage and components come standard

E: Membrane filtration equipment is factory-installed and wet tested for a minimum of 24 hours prior to shipping

F: Electrical panel and controls system are factory-installed and tested

G: Optional semi-sound attenuated blowers

H: Integrated aerated sludge storage chamber

I: Biological Nutrient Removal (BNR)

Prior to delivery, clients will be given exact connection points for power, communication, influent, effluent and WAS.

STAINLESS STEEL MEMBRANE BIOREACTOR WITH ECONOMIZED EQUIPMENT SELECTIONS

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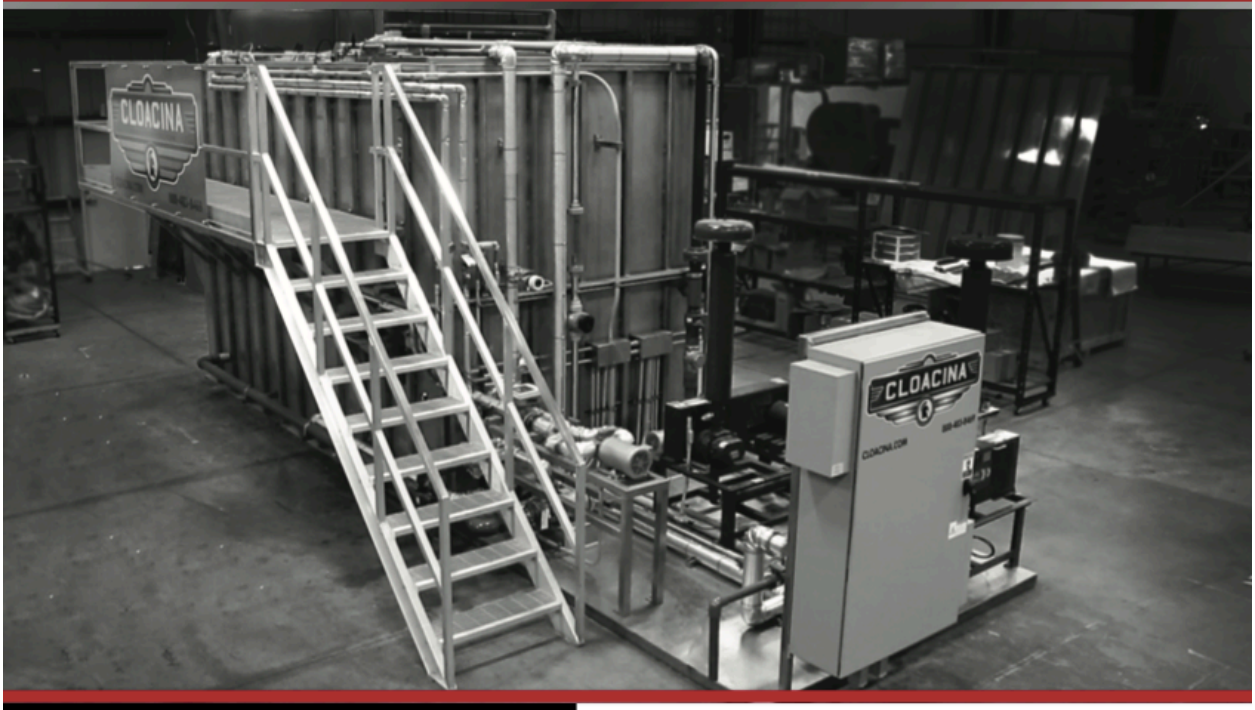
PRODUCT DESCRIPTION



Municipal clients with tight project budgets often seek economical treatment solutions capable of meeting stringent discharge and re-use requirements. The MEMPAC™-E, designed for flow ranges of 5,000 – 50,000 Gallons Per Day (GPD) in increments of 5,000 gallons, has standard, streamlined designs and economized equipment selections while still incorporating most of the revolutionary features of the other MEMPAC models. Pricing on the MEMPAC-E is comparable to extended aeration systems. This system has expedited construction and delivery timelines.

TYPICAL INFLUENT PARAMETERS

CONSTITUENT	VALUE	UNITS	NOTES
Flow	5,000-50,000	GPD	
TSS	300	mg/L	
BOD5	<400	mg/L	
Temperature	41 - 68	°F	Average
TN	40	mg/L	

TYPICAL EFFLUENT PARAMETERS

CONSTITUENT	VALUE	UNITS	NOTES
BOD5	<10	mg/L	
TSS	<10	mg/L	
TN	<10	mg/L	

TYPICAL APPLICATIONS

Remote domestic waste from mobile home parks, resorts, schools, campgrounds, commercial developments, truck stops and rest areas

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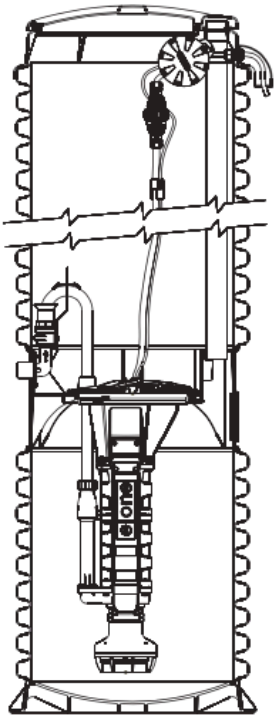
Appendix A-F. Package Plant

E/ONE EXTREME SERIES

DH071/DR071



Patent Numbers: 5,752,315
5,562,254 5,439,180

* Discharge data includes loss through check valve, which is minimal.

NA0050P01 Rev A

General Features

The model DH071 or DR071 grinder pump station is a complete unit that includes: the grinder pump, check valve, HDPE (high density polyethylene) tank and controls. The DH071 or DR071 is packaged into a single complete unit, ready for installation.

The DH071 is the "hardwired," or "wired," model where a cable connects the motor controls to the level controls through watertight penetrations.

The DR071 is the "radio frequency identification" (RFID), or "wireless," model that uses wireless technology to communicate between the level controls and the motor controls.

All solids are ground into fine particles, allowing them to pass easily through the pump, check valve and small diameter pipelines. Even objects not normally found in sewage, such as plastic, rubber, fiber, wood, etc., are ground into fine particles.

The 1.25-inch discharge connection is adaptable to any piping materials, thereby allowing us to meet your local code requirements.

The tank is made of tough corrosion-resistant HDPE. The optimum tank capacity of 70 gallons (265 liters) is based on computer studies of water usage patterns. A single DH071 or DR071 is ideal for one, average single-family home and can also be used for up to two average single-family homes where codes allow and with consent of the factory. This model can accommodate flows of 700 GPD (2650 lpd).

The internal check valve assembly, located in the grinder pump, is custom-designed for non-clog, trouble-free operation.

The grinder pump is automatically activated and runs infrequently for very short periods. The annual energy consumption is typically that of a 40-watt light bulb.

Units are available for indoor and outdoor installations. Outdoor units are designed to accommodate a wide range of burial depths.

Operational Information

Motor
1 hp, 1,725 rpm, high torque, capacitor start, thermally protected, 120/240V, 60 Hz, 1 phase

Inlet Connections
4-inch inlet grommet standard for DWV pipe. Other inlet configurations available from the factory.

Discharge Connections
Pump discharge terminates in 1.25-inch NPT female thread. Can easily be adapted to 1.25-inch PVC pipe or any other material required by local codes.

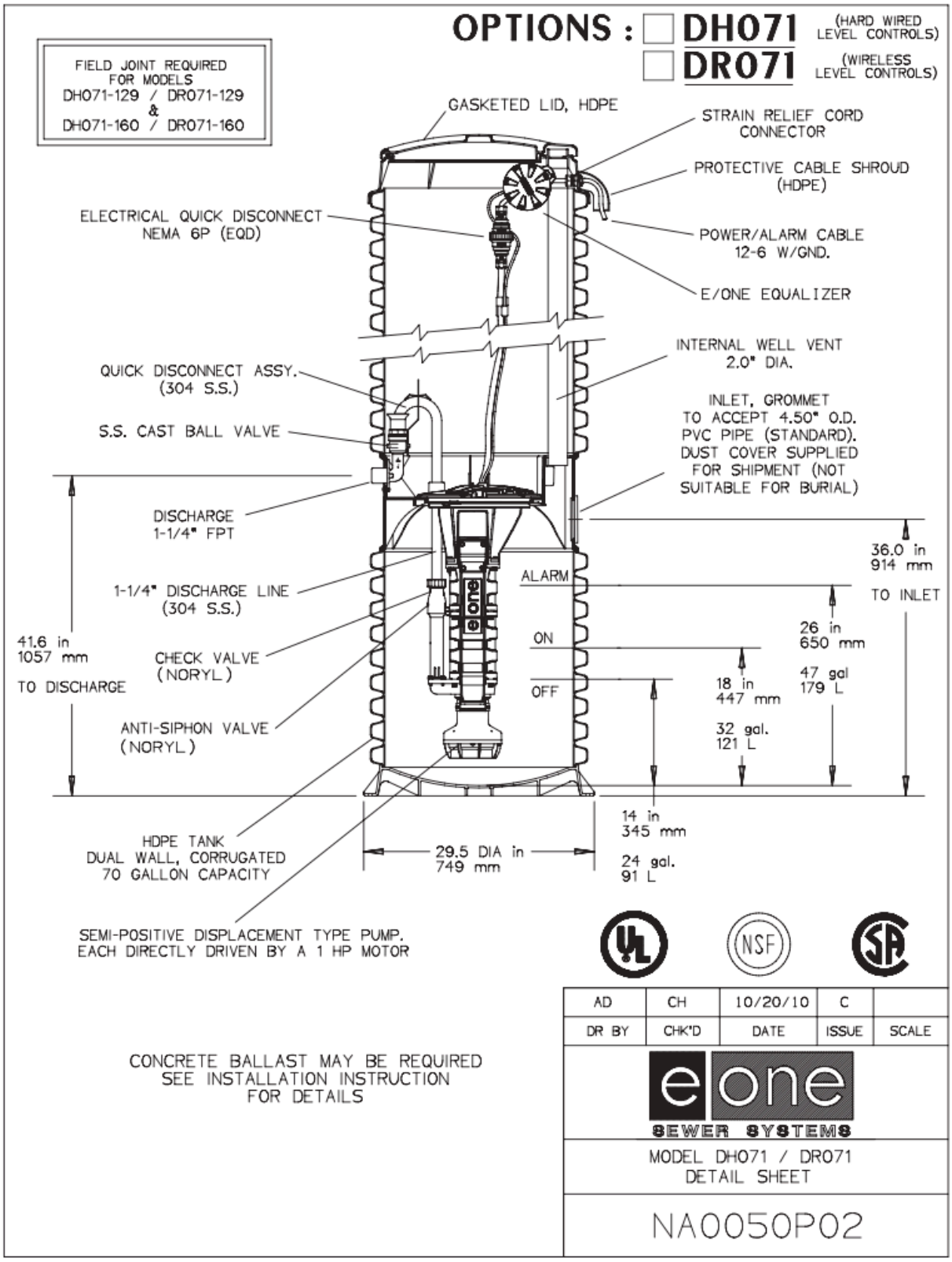
*Discharge**
15 gpm at 0 psig (.75 lps at 0 m TDH)

11 gpm at 40 psig (.63 lps at 20 m TDH)

7.8 gpm at 80 psig (.47 lps at 42 m TDH)

Overload Capacity

The maximum pressure that the pump can generate is limited by the motor characteristics. The motor generates a pressure well below the rating of the piping and appurtenances. The automatic reset feature does not require manual operation following overload.


OPTIONS : DH071 (HARD WIRED LEVEL CONTROLS)
DR071 (WIRELESS LEVEL CONTROLS)
FIELD JOINT REQUIRED FOR MODELS DH071-129 / DR071-129 & DH071-160 / DR071-160
GASKETED LID, HDPE
STRAIN RELIEF CORD CONNECTOR
PROTECTIVE CABLE SHROUD (HDPE)
ELECTRICAL QUICK DISCONNECT NEMA 6P (EQD)
POWER/ALARM CABLE 12-6 W/GND.
E/ONE EQUALIZER
INTERNAL WELL VENT 2.0" DIA.
QUICK DISCONNECT ASSY. (304 S.S.)
S.S. CAST BALL VALVE
INLET, GROMMET TO ACCEPT 4.50" O.D. PVC PIPE (STANDARD). DUST COVER SUPPLIED FOR SHIPMENT (NOT SUITABLE FOR BURIAL)
DISCHARGE 1-1/4" FPT
36.0 in 914 mm
TO INLET
ALARM
1-1/4" DISCHARGE LINE (304 S.S.)
ON
26 in 650 mm
47 gal 179 L
41.6 in 1057 mm
TO DISCHARGE
CHECK VALVE (NORYL)
OFF
18 in 447 mm
32 gal. 121 L
ANTI-SIPHON VALVE (NORYL)
14 in 345 mm
HDPE TANK DUAL WALL, CORRUGATED 70 GALLON CAPACITY
29.5 DIA in 749 mm
24 gal. 91 L
SEMI-POSITIVE DISPLACEMENT TYPE PUMP. EACH DIRECTLY DRIVEN BY A 1 HP MOTOR
CONCRETE BALLAST MAY BE REQUIRED SEE INSTALLATION INSTRUCTION FOR DETAILS
AD | CH | 10/20/10 | C
DR BY | CHK'D | DATE | ISSUE | SCALE
SEWER SYSTEMS
MODEL DH071 / DR071 DETAIL SHEET
NA0050P02

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Appendix B. Project Evaluation Process

DATE: September 28, 2021
TO: Derrick Tokos, City of Newport
FROM: Emily Picha, Nicole Underwood, and Lorelei Juntunen
SUBJECT: Newport South Beach Project Concept Evaluation

This memorandum synthesizes stakeholder input with consultant analysis in a list of potential improvements and infrastructure projects for the South Beach area in Newport. In addition, it provides a project evaluation framework for infrastructure investments, strategic land acquisitions, and other projects that includes a set of criteria for project evaluation.

Part 1: Project Prioritization Framework

Attracting new development to South Beach will take a coordinated effort on behalf of the City, businesses, private investors. Because limited public funds are available for capital projects and programs, it is necessary to prioritize these investments. With targeted investments and partnerships, South Beach could achieve its vision for a more active commercial corridor and increased opportunities for jobs. The strategic use of urban renewal funds can help to improve visitor experience and increase private sector confidence in investing in the District. It will also provide a bridge for pioneering development projects to overcome the significant financial gap for new development in South Beach.

The purpose of this evaluation framework is to help frame the Agency's decisions about which projects to evaluate further, and ultimately advance for urban renewal funding. It also provides a structure for the entity that implements the actions (Agency-led versus partnership with another department or organization).

Who?

For all of the projects evaluated, the Urban Renewal Agency assumes it will be leading investment or providing matching investment, given the limited time remaining in the life of the district. Bringing new private investment into the community is a key goal of this Action Plan, provided such efforts can be coordinated before the plan closes to new projects. Successful implementation will require time and energy from many partners within the City.

Where?

Agency investments will span two investment areas within the Urban Renewal Area: the Peninsula and US 101 Investment Area and the Airport Investment Area.

When?

If the Agency is to execute on its priority investments by 2025, it will need to be strategic about the choices it makes and be poised to act quickly. All projects must be awarded by December 31, 2025.

How Much?

The Agency will weigh the priority of each project against its potential cost for the final evaluation. There is not enough money to address all possible improvements, so the Agency should aim to leverage funding from regional, state, and federal partners as grant dollars might be available.

Which projects?

Over the summer of 2021, ECONorthwest documented a list of project concepts that emerged through stakeholder conversations. Exhibit 1 provides an overview of the 10 projects evaluated. The ones marked "N/A" were ultimately removed from consideration.

Exhibit 1. Project Summary Matrix

Map Key	Project	Rationale	Estimated URA Contribution
A	Redevelop SE 35th site to meet community needs	Promote development that meets public goals combined with a gateway that improves the arrival experience and business/destinations visibility.	$300,000 (estimate) for public restroom and path user amenities (does not include land write down of up to $1.5 million, which would be variable depending on the development concept)
B	Provide predevelopment or annexation assistance to overcome barriers on U.S. 101 opportunity sites	Assist in the redevelopment of vacant or underutilized sites to help meet community needs and improve the area's vibrancy.	Up to $450,000 (assumes all eligible properties are annexed at the same time)
C	Provide sewer infrastructure to industrial sites near Newport Municipal Airport	Expand the types of development possible and reduce developer uncertainty.	$600,000 - $2 million (depending on technology used)
D	Improve fire suppression capability at Airport industrial sites	Expand the types of development that would be able to locate at the airport	$150,000 - $500,000 (preliminary estimate)
E	Install redundant Yaquina Bay water pipeline	Improve South Beach's resiliency to water line failure	$750,000 (grant match)
F	Enhance South Beach placemaking through improvements to landscaping, public art, and gateways	Bolster the area's sense of identity through targeted improvements.	$1 million ($150-250K in consulting fees, up to $850,000 in improvements)
G	Enhance mobility for cyclists and pedestrians through South Beach Loop path improvements	Improve mobility for cyclists and pedestrians while enhancing sense of place and navigability. It would also improve disaster preparedness	$1.3 - 1.5 million (high priority projects only, excluding ROW acquisition)
H	Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101	Open the door for planned development and ease congestion	$1.5 million (not including bike/ped improvements, which are included in Project G)
N/A	Provide transportation access to east airport properties	Spur development at the east airport properties	Not estimated
N/A	Install a traffic signal at SE 50th and US 101	Allow for planned development at airport properties and ease congestion.	$2 million (2012 TSP)

Why/How?

As part of this work, ECONorthwest evaluated each project against the 2021 priorities and stakeholder feedback to help us weight the importance of different projects. The criteria that ECONorthwest used was:

1. Can the Agency award the project by 2025?
2. Will the project necessitate a substantial amendment?
3. Does the project align with the objectives from the 1983 South Beach Urban Renewal Plan?
4. Does the project advance the 2021 investment priorities for the urban renewal area?
5. How much community support did the project receive?

This section provides an overview of how ECONorthwest evaluated each project based on community feedback and how it performed in the evaluation framework. All projects that have made it through to this point of evaluation were determined to be able to be implemented by 2025.

Exhibit 5 provides a summary of all evaluation criteria used side by side, with projects ranked in groups of how they performed overall.

Criteria #1: Can the Agency award the project by 2025?

Per the urban renewal plan, projects are expected to be awarded no later than December 31, 2025 and completed in a timely manner. A few of the concepts we had evaluated for sewer and other infrastructure enhancements would not have been possible to complete by the 2025 deadline. **We have eliminated projects from consideration that would not be able to be awarded by 2025.**

Criteria #2: Will the project necessitate a substantial amendment?

Since this process is lengthy and requires County approval, it should be avoided given the limited life of the plan. A substantial amendment is required[1] to add a new project, activity or program which:

- Serves or performs a substantially different function from any project, activity, or program specified in the Plan; and
- Is estimated to cost, excluding administrative costs, in excess of $500,000 adjusted annually from July 1, 1991, at a rate equal to the construction cost index applicable to South Beach.

Based on our initial evaluation, none of the projects evaluated would require a substantial amendment, but the Agency should verify this with its attorney.

[1] Substantial Amendment 13 to the South Beach Urban Renewal Plan (2018), page 18

Criteria #3: Does the project align with objectives from the 1983 Urban Renewal Plan?

Any project that the Agency is considering for the area must achieve at least one of the following objectives.

1. Preserve forest, water, wildlife and other natural resources
2. Identify sites for public uses such as the OSU Marine Science Center
3. Complete a Port facilitated marine recreation area
4. Encouraging marine oriented activities on the northern Shorelands
5. Assure the development of complementary uses adjacent to the Airport
6. Plan new sewer, water, and transportation capacity
7. Allocate a major part of South Beach to heavy commercial and light industrial uses

Exhibit 2 provides an overview of how each project meets the URA objectives. **Each of the projects meets at least one of the objectives. Several projects meet multiple objectives, which strengthens the case for investment.** Given the language in the original plan may not have intended to spur placemaking improvements as envisioned in Project F, the City should consult its attorney for a second opinion on that project's nexus with the objectives.

Exhibit 2. Alignment of Potential Project Concepts with 1983 URA Plan Objectives

Map Key	Project	URA Objectives							Nexus to URA Objectives?
		Preserve natural resources	Identify sites for public uses	Complete marine recreation area	Encouraging marine oriented activities	Assure the development of complementary uses adjacent to the Airport	Plan new sewer, water, and transportation capacity	Allocate to heavy commercial and light industrial uses	
A	Redevelop SE 35th site to meet community needs		✓					✓	Yes
B	Provide predevelopment assistance to overcome barriers on U.S. 101 opportunity sites							✓	Yes
C	Provide sewer infrastructure to industrial sites near Newport Municipal Airport					✓	✓		Yes
D	Improve fire suppression capability at Airport industrial sites					✓	✓		Yes
E	Install redundant Yaquina Bay water pipeline						✓		Yes
F	Enhance South Beach placemaking through improvements to landscaping, public art, and gateways		✓				✓		Yes
G	Enhance mobility for cyclists and Pedestrians through South Beach Loop Path improvements		✓				✓		Yes
H	Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101						✓		Yes
N/A	Provide transportation access to east airport properties					✓	✓		Yes
N/A	Install a traffic signal at SE 50th and US 101					✓	✓		Yes

Criteria #4: Does the project advance the 2021 Priorities for the Urban Renewal Area?

The Agency developed the following priorities based on how conditions and stakeholder interests have changed since the Plan's adoption in 1983. The priorities build upon the original plan's objectives and provide guidance for how the Agency can spend its remaining funds:

1. Promote a sense of place for residents and visitors that reflects the South Beach identity.
2. Improve connectivity for bicyclists and pedestrians to South Beach destinations.
3. Attract new development that can meet the service and retail needs of South Beach residents.
4. Invest in overcoming market and development barriers on underutilized or vacant sites.
5. Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport.
6. Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.

Exhibit 3 provides an evaluation of how each project meets the agency's updated investment priorities from 2021. **Every project meets at least one priority. Several of the projects meet multiple objectives, which helps to strengthen the case for investment.**

Exhibit 3. Alignment of Potential Project Concepts with 2021 Investment Priorities

Map Key	Project	2021 Investment Priorities						Meets Investment Priorities?
		Promote a sense of place	Improve connectivity	Attract new commercial development	Overcome market & development barriers	Reduce infrastructure barriers	Invest in resiliency	
A	Redevelop SE 35th site to meet community needs	✓	✓	✓	✓		✓	Yes
B	Provide predevelopment assistance to overcome barriers on U.S. 101 opportunity sites			✓	✓	✓		Yes
C	Provide sewer infrastructure to industrial sites near Newport Municipal Airport					✓	✓	Yes
D	Improve fire suppression capability at Airport industrial sites					✓		Yes
E	Install redundant Yaquina Bay water pipeline					✓	✓	Yes
F	Enhance South Beach placemaking through improvements to landscaping, public art, and gateways	✓		✓				Yes
G	Enhance mobility for cyclists and Pedestrians through South Beach Loop Path improvements	✓	✓				✓	Yes
H	Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101		✓	✓		✓		Yes
N/A	Provide transportation access to east airport properties					✓		Maybe
N/A	Install a traffic signal at SE 50th and US 101					✓		Maybe

Criteria #5: How much community support did the project receive?

In Summer 2021, the Agency conducted a virtual open house and three focus groups with the community to understand key issues and priorities for community members. Exhibit 4 provides an overview of public support for the investment priorities related to each of the project concepts.

The projects with the most public support to date are improvements that would help to attract commercial development, enhancements to the multi-use pathway network in the community, and placemaking improvements.

Exhibit 4. Alignment of Public Support for Investment Priorities with Potential Project Concepts

Map Key	Project	Public Support based on Survey #1?	Notes
A	Redevelop SE 35th site to meet community needs	High	Attracting new development that would include retail, food service, or a grocery store was very popular among survey respondents and focus group participants.
B	Provide predevelopment assistance to overcome barriers on U.S. 101 opportunity sites	High	Attracting new development that would include services like a gas station was very popular. The development survey respondents were most interested in was commercial development (which some of these sites could accommodate).
C	Provide sewer infrastructure to industrial sites near Newport Municipal Airport	Low	Reducing infrastructure barriers for industrial development was the lowest ranked investment priority among survey respondents but is important to Airport-adjacent property owners and stakeholders.
D	Improve fire suppression capability at Airport industrial sites	Low	
E	Install redundant Yaquina Bay water pipeline	Medium	Addressing tsunami, flooding, and earthquake hazards was ranked in the middle of investment priorities. Sustainability was a common theme in the write-in answers.
F	Enhance South Beach placemaking through improvements to landscaping, public art, and gateways	Medium	Promoting a sense of place was the second-highest ranked priority. Enhancements to landscaping and public art were ranked in the middle of key priorities for placemaking.
G	Enhance mobility for cyclists and Pedestrians through South Beach Loop Path improvements	High	Cleaning up pinch points and improving the overall multimodal network was a key theme across focus groups and survey respondents.
H	Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101	High	Improving congestion is a key priority, as is enhanced bike/ped infrastructure.
N/A	Provide transportation access to east airport properties	Low	No stakeholders mentioned the need for these improvements to open up developable land east of the Airport.
N/A	Install a traffic signal at SE 50th and US 101	Low	Congestion was a key challenge identified in the survey, but the area at 50th does not contribute to congestion.

Summary of Evaluation

Exhibit 5 combines the evaluation criteria for URA objectives, URA priorities, and public support into an overall evaluation matrix to determine which projects score highest across all the criteria. When determining overall scores, projects that aligned with URA objectives, met three or more of the 2021 URA priorities as well as received high or medium community support were ranked "high" overall. Projects that received a "medium" overall ranking met fewer than three of the alignment priorities and received medium or low community support. Projects that ranked "low" may not meet the URA priorities and had low community support.

Overall, the projects that ranked highest were:

- **Project A: Redevelop 35th site to meet community needs**
- **Project B: Provide predevelopment assistance to overcome barriers on U.S. 101 opportunity sites**
- **Project G: Enhance mobility for cyclists and Pedestrians through South Beach Loop Path improvements**
- **Project H: Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101**

Two projects were removed from the list entirely and do not have separate project sheets. These projects include:

- **Provide transportation access to east airport properties** – The eastern airport properties are unlikely to develop in the near future and therefore do not have a pressing need for transportation access. The City should instead focus on developing the western airport properties.
- **Install a traffic signal at SE 50th and US 101** – Demand for this signal was determined to be very low at this time. The City may still want to consider a signal at this location in the future after acquiring an easement to loop Harborton Street to 50th Street. The City may want to use a phased approach, implementing a gravel street first to gauge demand.

These are initial rankings based on our current understanding of public priorities. Additional outreach will be conducted to further understand support for specific projects as well as perspectives on how funds should be allocated.

Exhibit 5. Evaluation Matrix Summary

Map Key	Project	Nexus with URA Objectives	Alignment with URA Investment Priorities	Public Support	Cost	Move Forward?
A	Redevelop SE 35th site to meet community needs	Yes	Yes	High	Low to Medium	**Yes**
B	Provide predevelopment assistance to overcome barriers on U.S. 101 opportunity sites	Yes	Yes	Medium	Low to Medium	**Yes**
G	Enhance mobility for cyclists and Pedestrians through South Beach Loop Path improvements	Yes	Yes	High	High	**Yes**
H	Install a traffic signal and enhanced pedestrian facilities at SE 40th Avenue and U.S. 101	Yes	Yes	High	High	**Yes**
F	Enhance South Beach placemaking through improvements to landscaping, public art, and gateways	Yes	Yes	Medium	Medium	**Yes**
E	Install redundant Yaquina Bay water pipeline	Yes	Yes	Medium	Medium	**Yes**
D	Improve fire suppression capability at Airport industrial sites	Yes	Yes	Low	Low to Medium	**Yes**
C	Provide sewer infrastructure to industrial sites near Newport Municipal Airport	Yes	Yes	Low	Medium to High	**Yes**
N/A	~~Provide transportation access to east airport properties~~	~~Yes~~	~~Maybe~~	~~Low~~	~~N/A~~	**Remove**
N/A	~~Install a traffic signal at SE 50th and US 101~~	~~Yes~~	~~Maybe~~	~~Low~~	~~N/A~~	**Remove**

Note: Cost: High=$1M+, Medium=$500K-$1M, Low=Less than $500K

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Appendix C. Survey #1 Summary of Results

DATE: August 9, 2021
TO: Derrick Tokos, City of Newport
FROM: Nicole Underwood, Isabel Tapogna, and Emily Picha
SUBJECT: South Beach Refinement Plan Survey #1 Summary of Results

The Newport Urban Renewal Agency (Agency) has embarked upon a refinement plan process to determine how remaining investments should be prioritized before the South Beach Urban Renewal District closes to new projects in 2025. To inform the investment priorities and list of projects for the Agency to consider, ECONorthwest created an online survey, which the City distributed to residents and workers in South Beach and other interested stakeholders. The survey was open from July 9th through August 13, 2021. The survey received 312 responses.

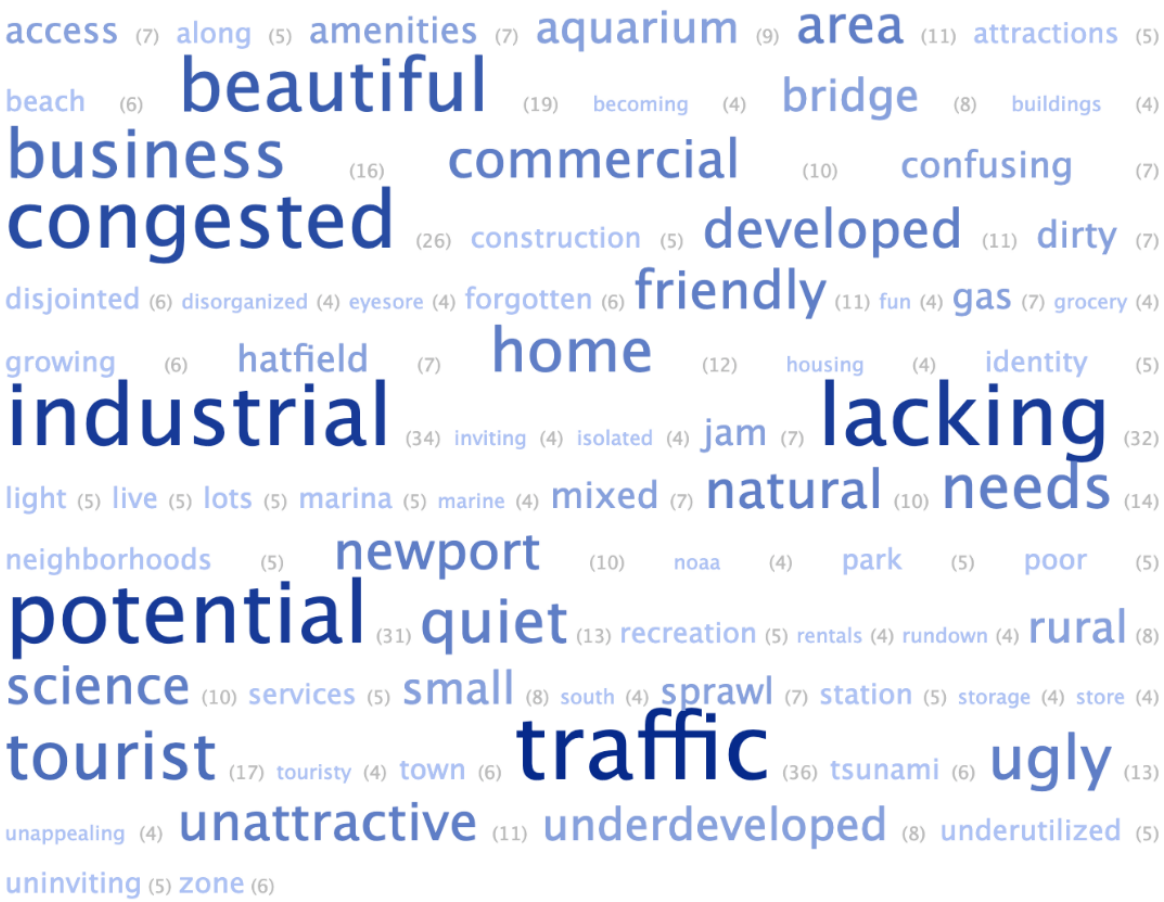
Key Takeaways

- Respondents identified the addition of service-oriented retail and food options as a significant need and support Agency investments that will attract these uses to the area.
- Specialty grocers, a gas station, and restaurants or cafes are types of services-oriented retail that respondents most want to see in South Beach.
- In addition to attracting these services, respondents want to see Agency investments promote a sense of place and improve connectivity for cyclists and pedestrians.
- Improving bike paths and sidewalks and creating new and improved public spaces are types of Agency investments that respondents felt would enhance the experience of residents and visitors to the area.

Question 1: What are three words or phrases you would use to describe South Beach today?

The words that respondents used to describe South Beach *today* tend to be negative or descriptive. The most common words provided by respondents were: **traffic** which was submitted 36 times, **industrial** which was submitted 34 times, **lacking** which was submitted 32 times, and **potential** which was submitted 31 times.

Exhibit 1. Descriptive Words for South Beach
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



Question 2: What three words or phrases would you want people to use to describe South Beach in the future?

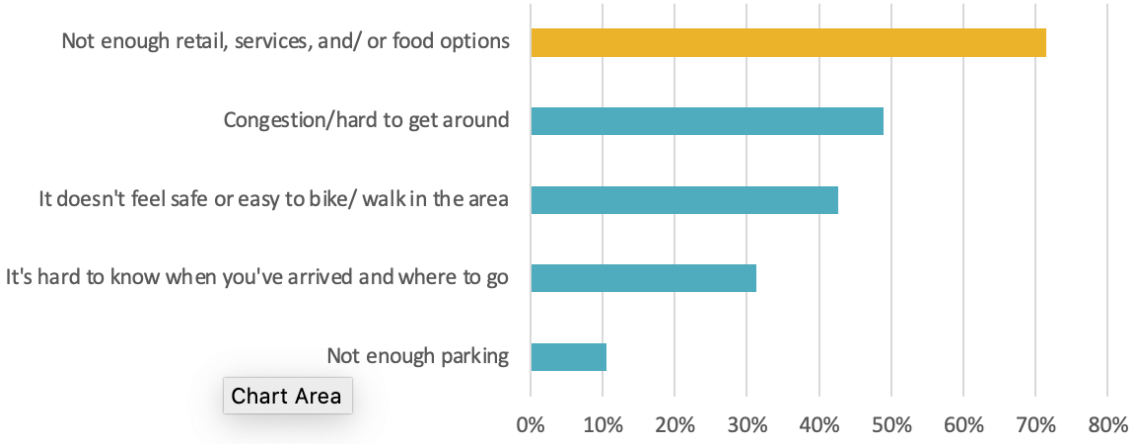
The words that respondents want people to use to describe South Beach *in the future* tend to be positive. The most common words provided by respondents were: **beautiful** which was submitted 41 times, **friendly** which was submitted 41 times, **fun** which was submitted 30 times, and **attractive** which was submitted 26 times.

Exhibit 2. Future Descriptive Words for South Beach
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021

Question 3: What are South Beach's biggest challenges? Pick up to three.

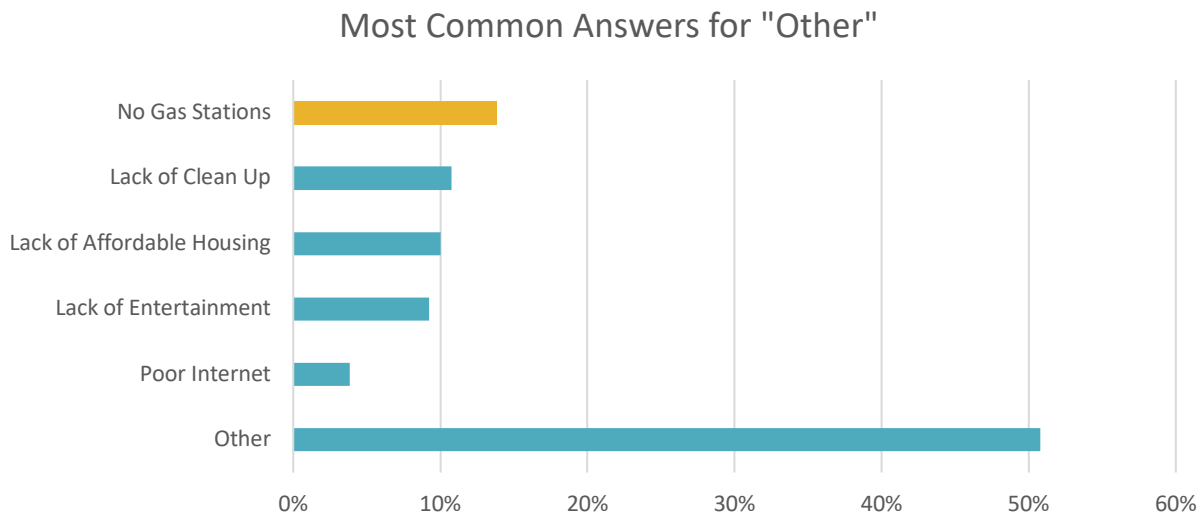
Respondents were asked about South Beach's biggest challenges. By far, the most common challenge cited by respondents (71% of respondents) was that there is **not enough retail, services, and/or food options**. About half (49%) of respondents stated that South Beach is congested and it is hard to get around, while 43% of respondents stated that it does not feel safe or easy to bike or walk in the area. Thirty-one percent of respondents stated that it's hard to know when you have arrived at South Beach, and 11% of respondents stated that there is not enough parking.

Exhibit 3. South Beach's Problems as Perceived by Respondents
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



Respondents also had the option to choose 'other,' where they were prompted to state their biggest challenge in South Beach. After categorizing the comments, ECONorthwest found the most common answers were **lack of identity, lack of entertainment centers, poor internet, no gas stations, lack of clean up, and lack of affordable housing**. Of those answers, "no gas stations" was listed the most, with 18 respondents (12%) stating that there needs to be a gas station in South Beach.

Exhibit 4. Other Problems Identified by Respondents
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



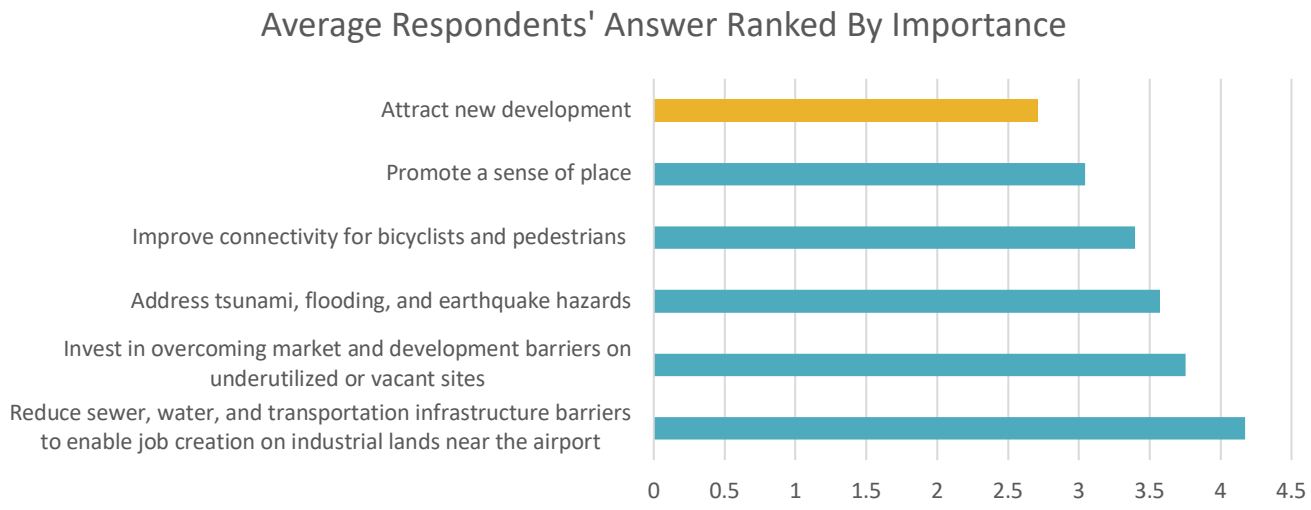
ECONorthwest also separated respondents into subgroups based on their relationship to South Beach. We found that South Beach residents, South Beach workers, Newport residents, and those who reside outside of Newport all agree that South Beach's biggest problem is **not having enough retail, services, and/or food options.** However, when looking at the comments for each subgroup, ECONorthwest found that South Beach residents and South Beach employees prioritize a gas station, while Newport residents want South Beach to become more inviting.

Question 4: The Urban Renewal Agency has drafted a list of investment priorities for final investments in South Beach. How would you rank the priorities in order of importance?

ECONorthwest found each priority's average rank among all respondents by totaling respondents' rankings for each priority (highest priority equals 1, second highest priority equals 2…) and dividing the total by the number of respondents. The lower the average, the higher the priority. After finding the average rank among all respondents, the ranked priorities were:

(1) Attract new development that can meet the service and retail needs of South Beach residents.
(2) Promote a sense of place.
(3) Improve connectivity for bicyclists and pedestrians.
(4) Address tsunami, flooding, and earthquake hazards.
(5) Invest in overcoming market and development barriers on underutilized or vacant sites.
(6) Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport.

Exhibit 5. Investment Priorities Ranked by Importance
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



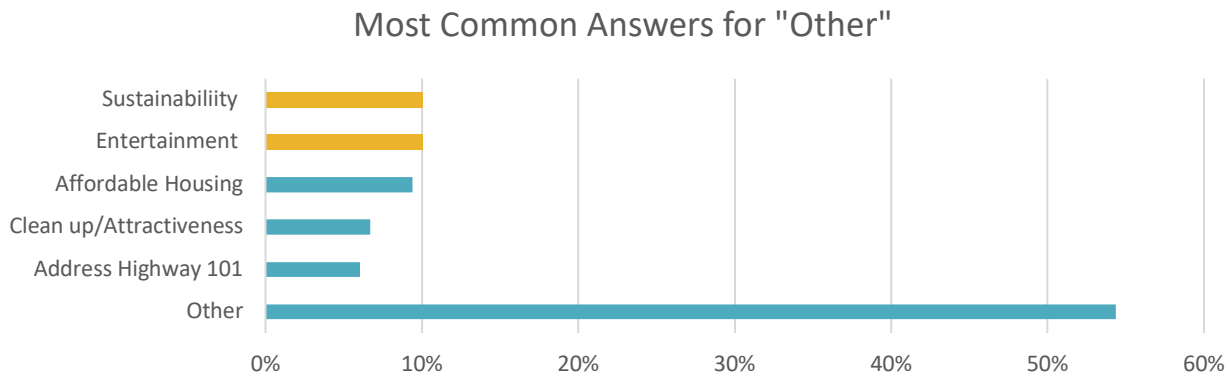
Additionally, ECONorthwest found that all subgroups (South Beach residents, South Beach workers, Newport residents, and those who reside outside of Newport) agree that attracting new development should be South Beach's highest priority.

Question 5: Is there anything missing from the list of priorities?

The respondents were then asked if there was anything missing from the list of priorities and were encouraged to leave a comment of what they thought should be South Beach's investment priority. 167 respondents left a comment describing their investment priorities. After categorizing each comment, ECONorthwest found that **promoting sustainability** and **creating an entertainment source** were the most common answers.

"Sustainability" refers to maintaining natural habitat and promoting green spaces. "Entertainment" refers to creating music venues, dancing spots, and other areas that would be used as a source of entertainment. "Affordable housing" refers to creating more housing that is accessible to low and middle family incomes. "Clean-up/attractiveness" refers to cleaning up South Beach's dilapidated structures and keeping the overall city clean. "Addressing highway 101" refers to traffic flow and adding a left turn lane.

Exhibit 6. Missing Priorities
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021

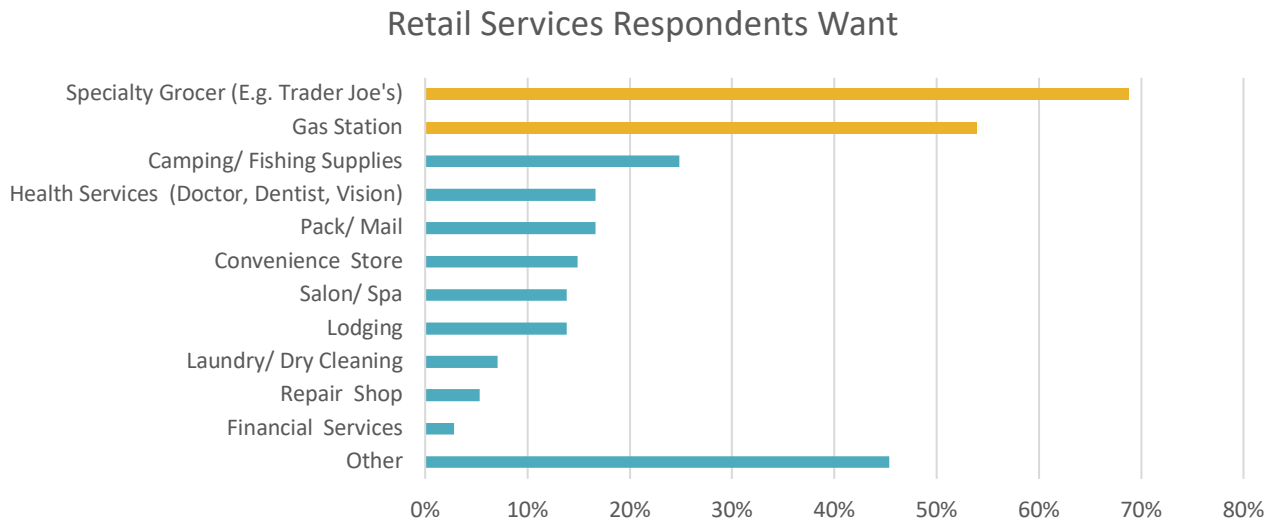


When looking at the comments for each subgroup, ECONorthwest found that South Beach residents want to prioritize protecting natural areas and congestion/traffic, South Beach workers want to prioritize congestion, and Newport residents want to prioritize entertainment and affordable housing.

Question 6: What types of services and retail would you most like to see in South Beach? (pick up to three)

The respondents were asked which three categories of service and retail they would favor most. Out of the options, the most common answers were **specialty grocer** and **gas station.** 212 out of 312 (68%) respondents chose specialty grocer as one of their three options while 167 out of 312 (54%) respondents chose gas station as one of their three options.

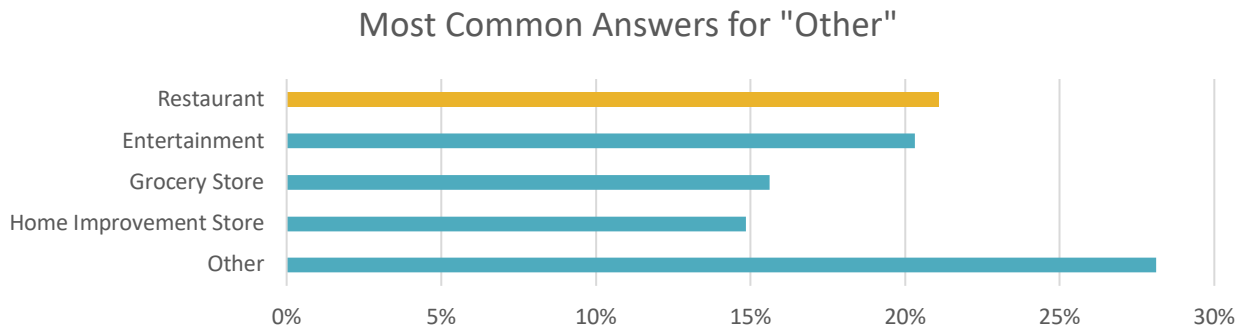
Exhibit 7. Preferred Services and Retail
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



ECONorthwest found that each subgroup's most wanted option was a **specialty grocery store**. Additionally, when looking through the comments, we found that the most common comment for each group was a **restaurant or café.**

Respondents were given the option 'other' where, if chosen, they were required to list the types of services and retail they would want to see in South Beach. After going through and categorizing each comment, ECONorthwest found that 21% of the respondents who marked "other" were interested in a restaurant, 20% of respondents were interested in an entertainment site such as a music venue, 16% were interested in a grocery store, and 15% were interested in a home improvement store like Home Depot or Lowes.

Exhibit 8. Other Types of Services or Retail
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021

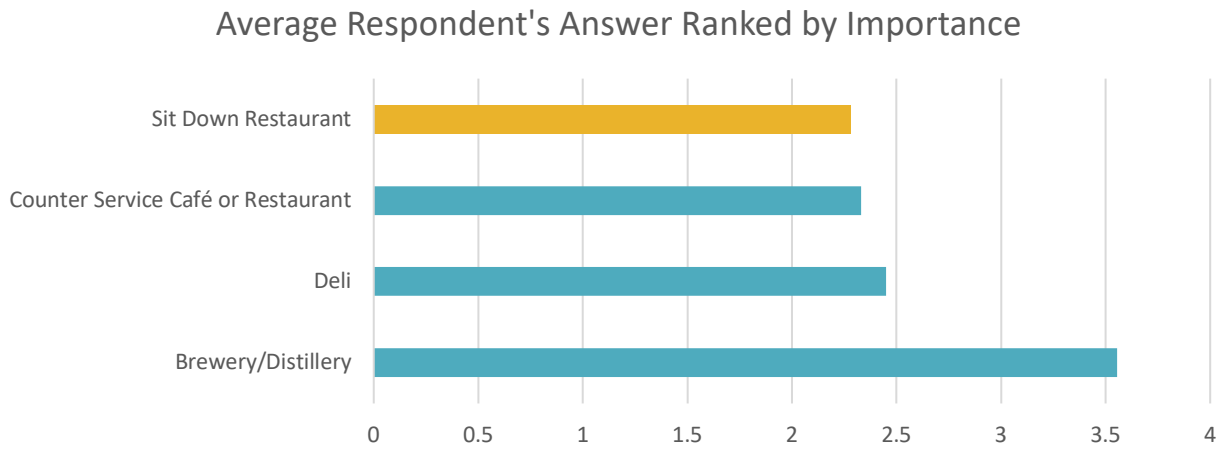


Question 7: Please rank the types of restaurants you would most like to see in South Beach

Respondents were asked to rank the types of restaurants they would most like to see established. Like Question 4, ECONorthwest found each option's average rank among all respondents by totaling respondent's rankings for each option and dividing the total by the number of respondents. The lower the average, the higher the desire. From this, ECONorthwest found that the highest priorities were:

- Sit-Down Restaurant
- Counter Service Café or Restaurant
- Deli
- Brewery/Distillery

Exhibit 9. Preferred Restaurants in South Beach
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021

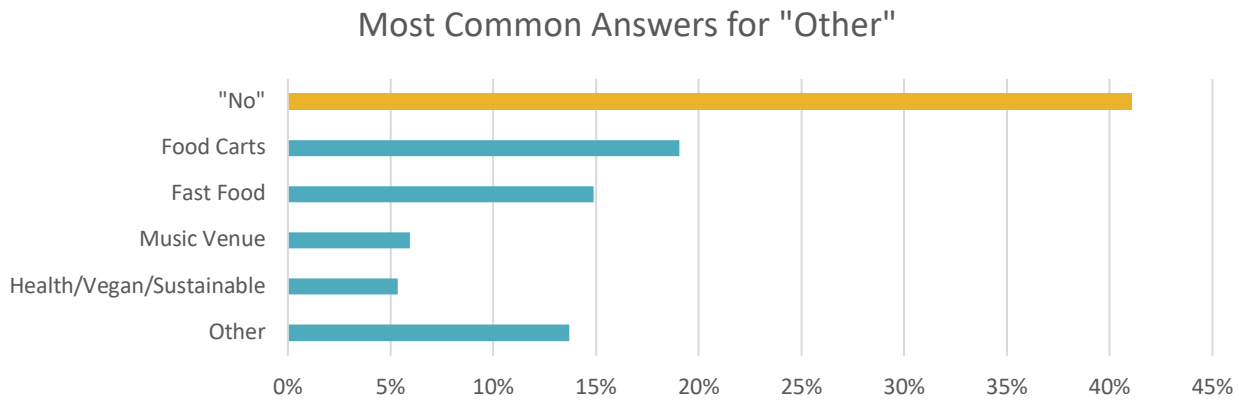


ECONorthwest found that South Beach residents want a **sit-down restaurant** while South Beach workers, Newport residents, and those who reside outside of Newport all want a **counter service café or restaurant.**

Question 8: Were there any restaurant types we missed that you would like to see?

Respondents were asked whether they preferred any restaurant types not included in Question7. Forty-one percent of the respondents stated, "No", meaning that the restaurant types offered in Question 7 were sufficient. The next two common answers were "food carts" where 19% of respondents expressed interest, and "fast food" where 15% of respondents expressed interest. Additionally, 6% of respondents expressed interested in a music venue and 5% of respondents expressed interest in a healthy/vegan/sustainable restaurant.

Exhibit 10. Other Types of Restaurants
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021

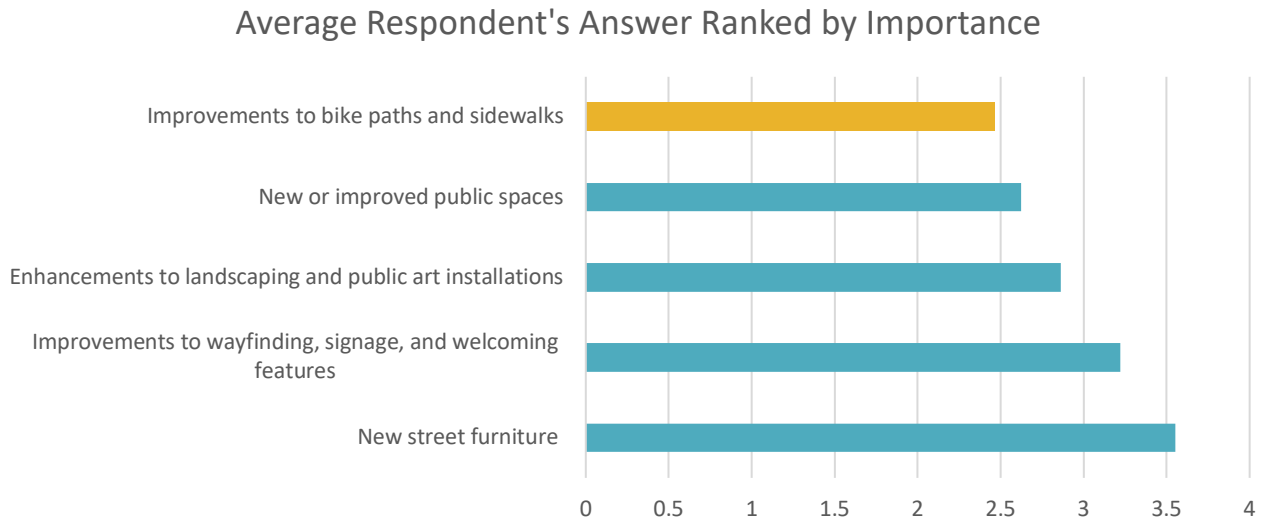


After looking at the comments, ECONorthwest found that the majority of South Beach residents believe that the **options offered in Question 7 were sufficient**, South Beach workers want a **coffee shop**, and Newport residents want a **food cart pod.**

Question 9: Which physical improvements would help enhance the experience of living in and visiting South Beach? Please rank.

Respondents were asked to rank physical improvements to South Beach. Like Questions 4 and 7, ECONorthwest found each option's average rank among all respondents by totaling respondent's rankings for each option and dividing the total by the number of respondents. The lower the average, the higher the priority. From this, ECONorthwest found that the highest priority for the largest number of respondents was **improvements to bike paths and sidewalks (1).** The priorities that followed were: new or improved public spaces (2), enhancements to landscaping and public art installations (3), improvements to wayfinding, signage, and welcoming features (4), and new street furniture (5).

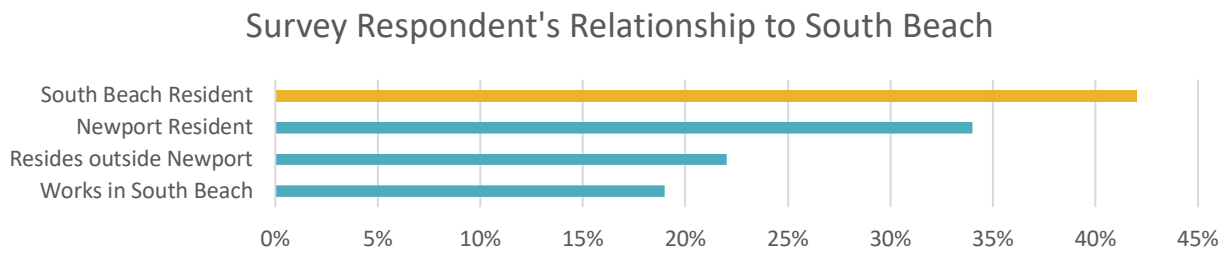
Exhibit 11. Preferred Physical Improvements for South Beach
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



Question 10: Please choose the options that apply to you:

Finally, respondents selected which geographic subgroups applied to them. The options included: I work in South Beach; I live in South Beach; I live in Newport; and I live outside of Newport. Out of the 312 responses, 42% said they lived in South Beach, 34% said they lived in Newport, 22% said they lived outside of Newport, and 19% said they worked in South Beach (respondents could choose more than one option). This question helped inform the subgroup breakdowns mentioned in the above analyses.

Exhibit 12. Survey Respondent's Relationship to South Beach
Source: South Beach Urban Renewal Area Investment Priorities Survey, Summer 2021



Appendix D. Survey #2 Summary of Results

DATE: November 03, 2021
TO: Derrick Tokos, City of Newport
FROM: Nicole Underwood, Emily Picha, and Mary Chase
SUBJECT: South Beach Refinement Plan Survey #2 Summary of Results

The Newport Urban Renewal Agency (Agency) has embarked on a refinement plan process to determine how remaining investments should be prioritized before the South Beach Urban Renewal District closes to new projects in 2025. As a part of its refinement plan process for South Beach, the Newport Urban Renewal Agency released two online surveys in the summer and fall of 2021. The purpose was to gather community feedback on the types of investments it should make with remaining urban renewal funding. This is a summary of the second survey in that process which is focused on gathering input on specific potential project investments. Feedback from this survey informed project prioritization within the plan.

The City distributed the survey to residents and workers in South Beach as well as other interested stakeholders from September 20th to October 17th, 2021. The survey received 154 responses, which is about half the 312 responses received on the first survey. This memorandum provides a summary of the survey results.

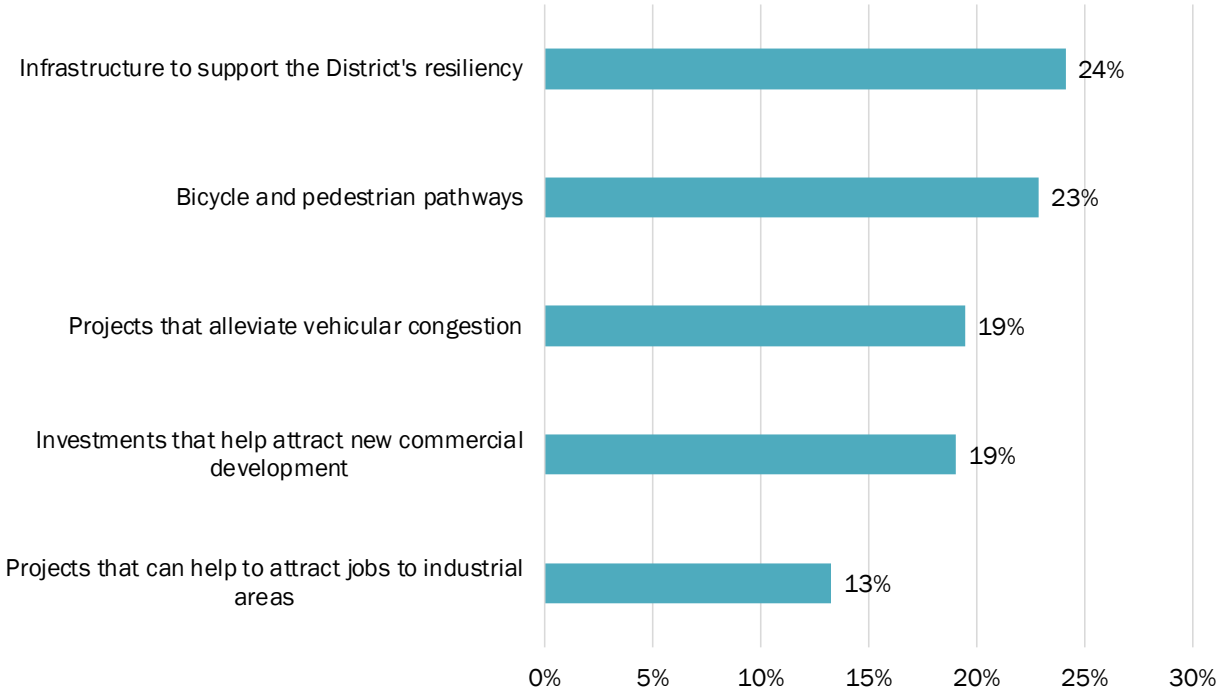
Key Takeaways

- Respondents generally preferred that the Agency spend the highest percentage of urban renewal funding on infrastructure to support the district's resiliency as well as bicycle and pedestrian paths. Projects that attract jobs to industrial areas were least important to survey respondents.
- A small or specialty grocer, food carts/microrestaurants, and service-oriented retail were the most popular uses for the 35th and Hwy 101 sites. Survey respondents further identified the "Food Destination" specialty grocery concept as their most preferred concept to incorporate these uses.
- The most important improvements to multimodal transportation for respondents were a trail connection near Hwy 101/35th to South Beach State Park and a pedestrian path along SW Jetty Way.
- Water-based themes were the most popular option for themes in wayfinding and public art amongst all respondents. Landscaping was the most preferred type of gateway feature.

Question 1: What percent of the remaining urban renewal funds do you think should be distributed to the following project categories?

This question asked respondents to select their ideal way to allocate urban renewal funds between five different categories to total 100%. Exhibit 1 shows the average allocation recommended amongst respondents. Respondents indicated that nearly a quarter should be given to **infrastructure projects** that support the District's resiliency (24 %), followed by projects that support bicycle and pedestrian pathways (23 %). Projects that can help to attract jobs to industrial areas were allocated with the least funding (13%).

Exhibit 1. Preferences for Disbursement of Urban Renewal Funding Categories
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



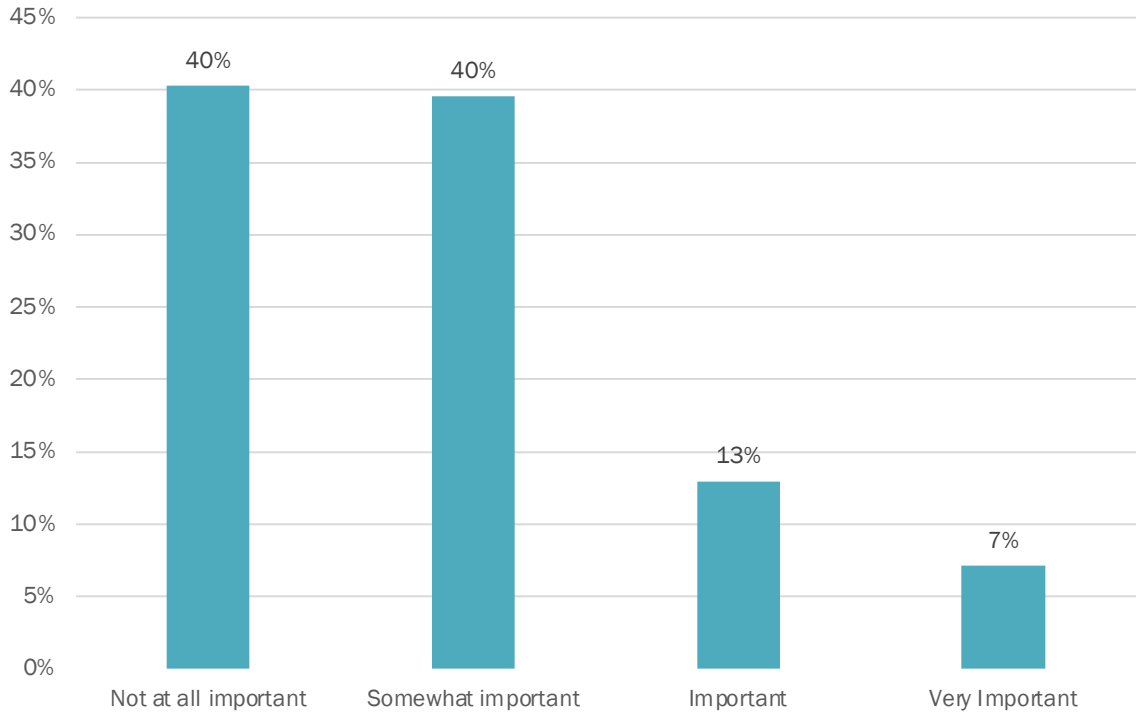
Group Differences:

- Those who worked in South Beach tended to value bicycle and pedestrian paths the most, suggesting funding allocations 5% higher than overall respondents.
- South Beach residents rated resiliency infrastructure the highest, giving that category 26% of funds on average.
- Non-residents of South Beach generally prioritized commercial development and attracting jobs to industrial areas, rating both higher than residents and employees.

Question 2: With its remaining funding, how important is it to you for the Agency to fund projects that enable new development and job creation on industrial sites at the Airport?

This question asked respondents to rank the importance of airport investment. Funding projects that enable new development and job creation at the Airport was not a priority of survey respondents. **Forty percent of respondents indicated that it was not important** and another 40% indicated that it was somewhat important. Only 7% of respondents identified it as very important.

Exhibit 2. Preferences for Prioritization of Industrial Sites at the Airport
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



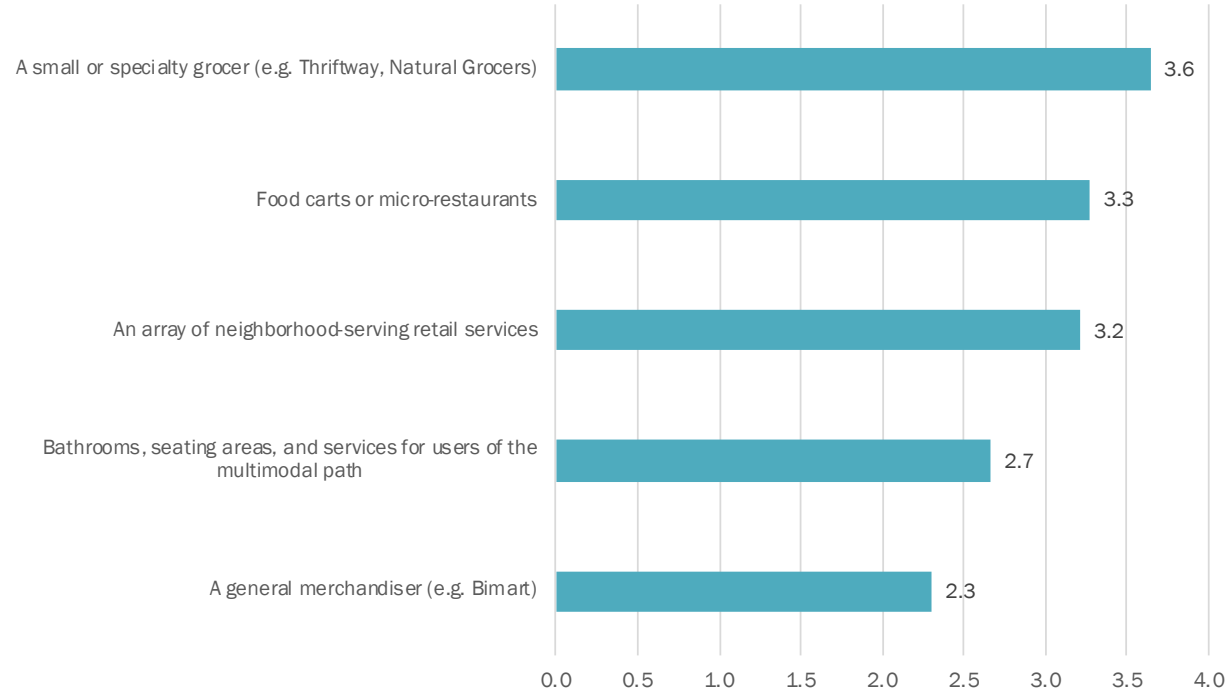
Group Differences:

- South Beach residents and workers were more likely to indicate that funding these projects was not at all important (50%) compared to only 26% of those who do not live or work in South Beach.
- No more than 10% of any group rated these projects very important.

Question 3: The Agency would like to attract commercial development to its 2.3-acre site at 35th St. and US 101. Which ideas would you most like to see at this site?

Respondents were asked to rank their preferred use at the 35th Street site. Exhibit 3 presents the average choice of respondents (the higher the score the more respondents liked this idea). The top choice was a **small or specialty grocery** followed by food carts or micro-restaurants and an array of neighborhood serving retail services. Services for users of the multimodal path and a general merchandiser had some interest but ranked fourth and fifth respectively.

Exhibit 3. Preference for Preliminary Concepts to Attract Commercial Development on Agency-Owned site at 35th Street
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



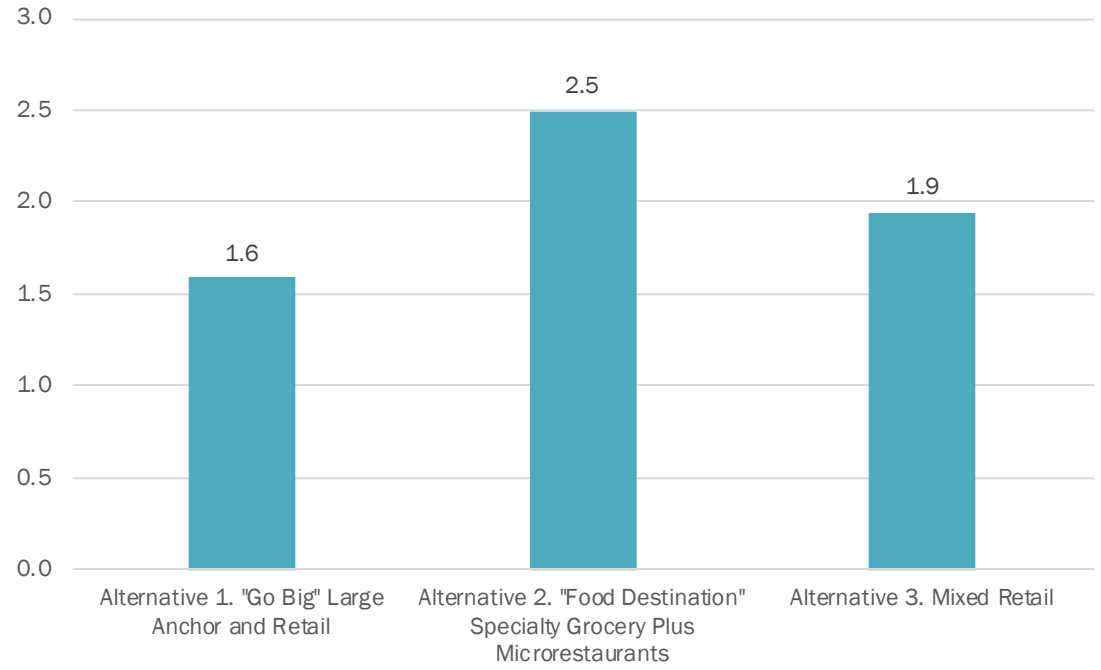
Group Differences:

- South Beach residents and employees favored a small or specialty grocer as their first choice whereas those who lived in Newport or elsewhere identified food carts or micro-restaurants as their top choice.

Question 4: The consultant team drafted three preliminary concepts which incorporate the previous uses in varying ways for your evaluation. Which concept would you most like to see at this site?

The survey gave three options for preliminary concepts to be implemented at the 35th Street site and asked respondents to rank them from 1 to 3. Exhibit 4 presents the average score (the higher the score the more respondents liked this concept). The option of a **"Food Destination" specialty grocery plus microrestaurants** was the most popular choice, followed by mixed retail.

Exhibit 4. Preferences for Preliminary Concepts which Incorporate Previous Uses
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



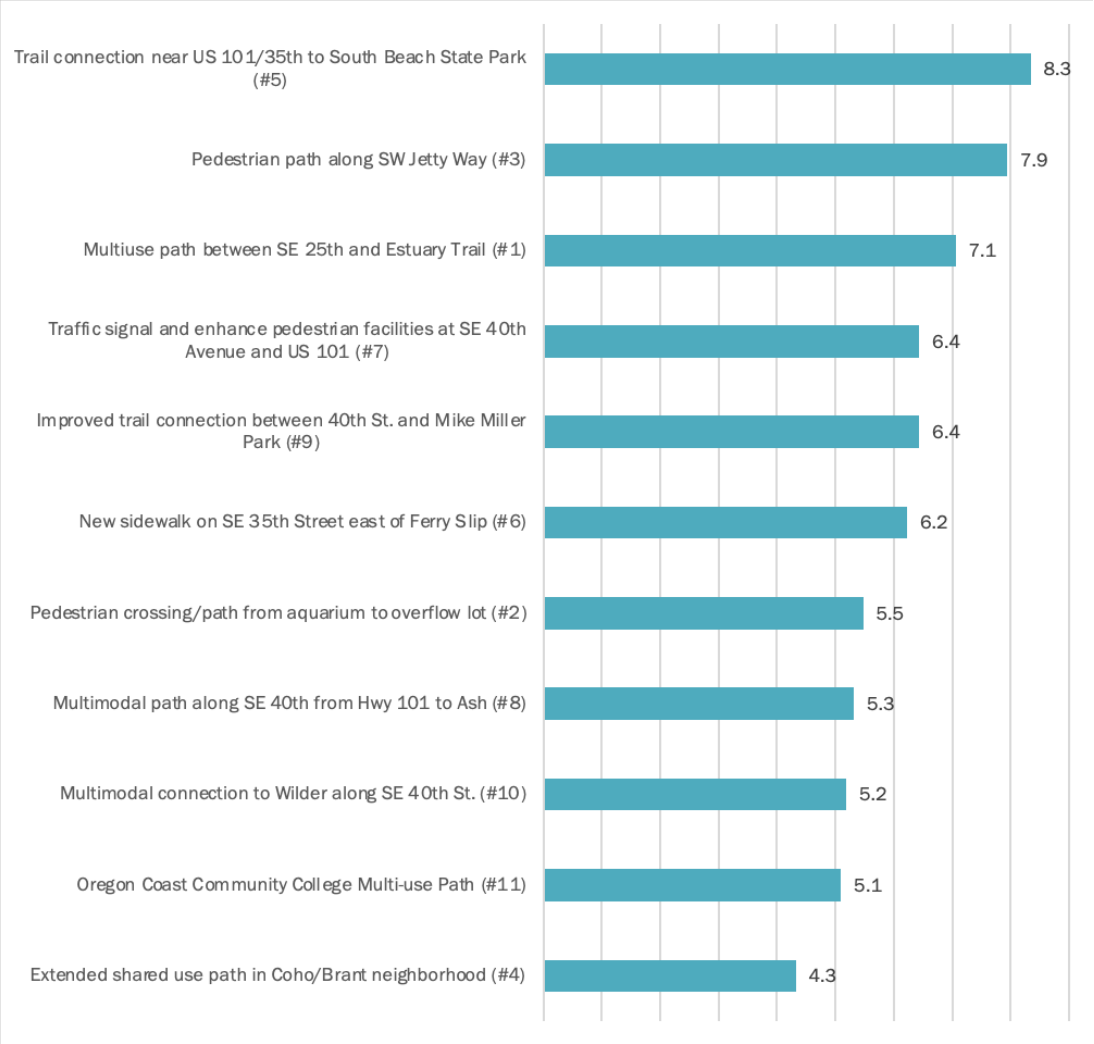
Group Differences:

- Although there was little variation between residents and non-residents of South Beach, workers in South Beach demonstrated high support for the "Food Destination" concept: 72% of workers picked this as their first choice, while only 7% selected the "Go Big" concept.

Question 5: There are many opportunities to improve multimodal transportation in South Beach for pedestrians, cyclists, and vehicles, however urban renewal funds are limited. Which improvements are most important to you?

Respondents were asked to rank multimodal transportation options from 1-10. Exhibit 5 shows the average score amongst those alternatives (the higher the score, the higher the priority). The most popular amongst all respondents was a **trail connection near Hwy 101/35th to South Beach State Park**, with an average score of 8.3. In second and third place respectively were a pedestrian path along SW Jetty Way and multiuse path between SE 25th and Estuary Trail. The least popular options were an extended shared use path in Coho/Brant neighborhood, the Oregon Coast Community College multiuse path, and multimodal connection to Wilder along SE 40th from Highway 101 to Ash. There was little variation in the responses between residents, employees, and non-residents of South Beach.

Exhibit 5. Preferences for Multimodal Transportation for Pedestrians, Cyclists, and Vehicles
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021

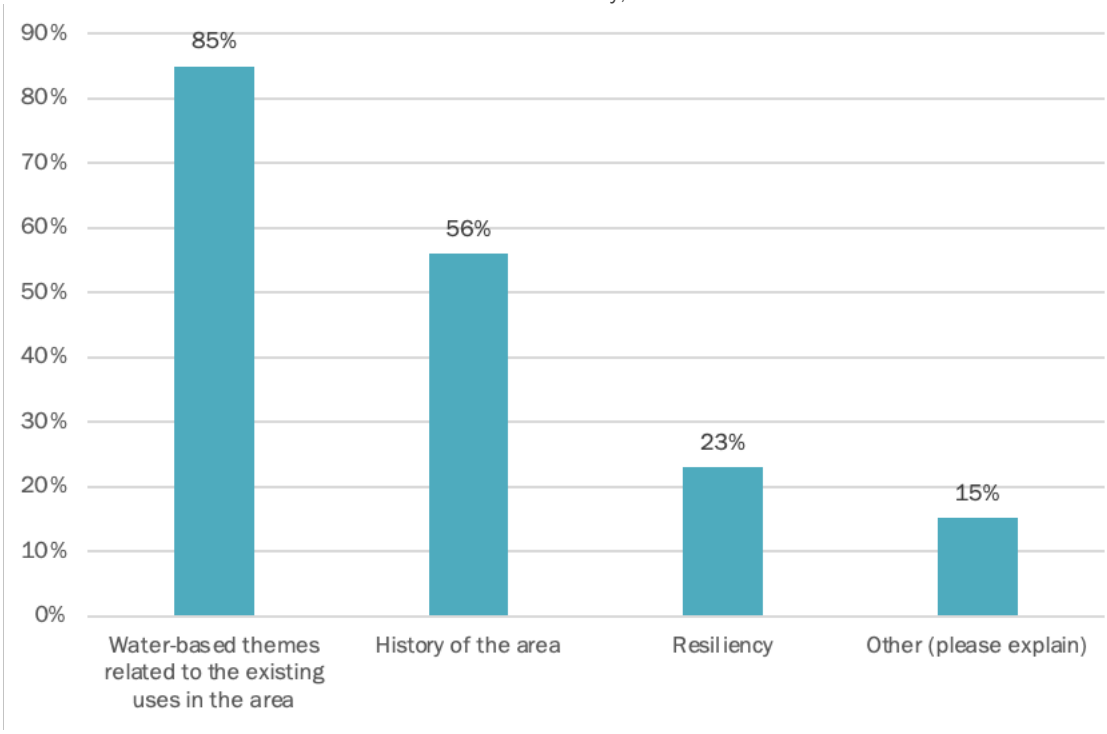


Question 6: As the City and its partners think about how to implement new wayfinding and public art in the area, what kinds of themes should they consider?

To answer this question, respondents were able to select as many options as desired from a list of themes. Exhibit 6 shows that **water-based themes** related to existing uses were the most popular option, resonating with 85% of respondents. The history of the area was preferred by about half of all respondents, while resiliency was selected by about a quarter.

Write-in suggestions added by 15% of respondents could broadly be sorted into several themes: nature and wildlife (9), Indigenous history and heritage (6), considerations about retail/cost (3), reduction of nuisances like vandalism/graffiti (2), a fast path to the community college (1), honoring a specific historical figure (1), and general non-ocean related art (1).

Exhibit 6. Preferences for Wayfinding and Public Art Themes
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



Respondent Group Differences:

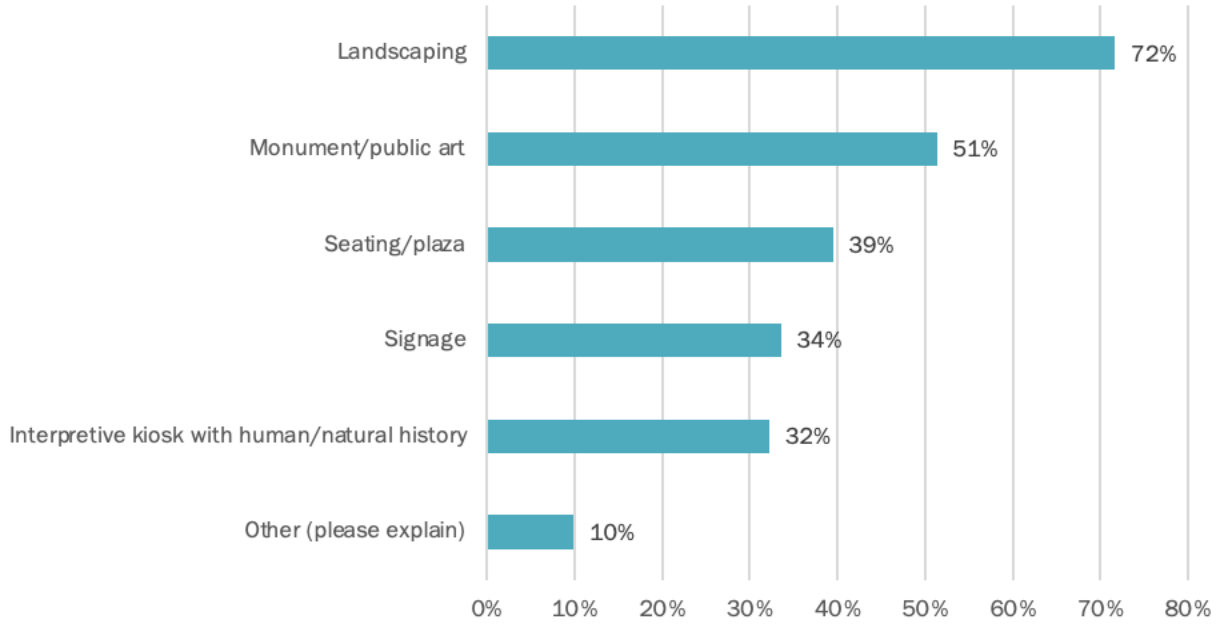
- There was little variation in this question between residents, employees, and non-residents for water-based themes.
- However, more non-residents and workers in South Beach tended to prefer history or resiliency themes than residents of South Beach.

Question 7: What type of gateway features would you like to see south of the 35th St. and US 101 Agency opportunity site?

Respondents to this question could select as many of the five options as they desired and could offer additional input. Exhibit 7 shows that the most popular choice was **landscaping**, which was supported by about three quarters of respondents. A monument or public art was also popular, with support from roughly half of respondents. Seating or a plaza received support from about 40% of respondents while an interpretive kiosk and signage were the least popular, with only a third of overall respondents selecting it.

Write-in options could be grouped into categories, though there was a wider variety of responses given in this question than Question 6. These additional answers included: native plants/pollinators (4), a gas station or retail (3), evacuation routes (2), reduction of nuisances (2), an electric vehicle charging station (1), Indigenous history (1), a sculpture of a specific historic figure (1), mural (1), and wayfinding (1).

Exhibit 7. Preferences for Gateway South of the 35th St. and US 101 Agency Opportunity Site
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



Respondent Group Differences:

- South Beach residents and employees were more likely to select landscaping as a preference while those that live and work outside of South Beach were more likely to select monument/public art.

Question 8: Is there anything else we should consider as we evaluate potential projects?

The final question was open-ended with responses that ranged significantly in themes. We broke down answers into broad categories, though many contained unique and specific concerns likely related to personal experiences. Some responses overlapped multiple categories.

Commonly Raised Topics (10-14 Respondents)

- **Bicycle and Pedestrian Paths/Trails (14):** Fourteen respondents referenced bicycle and pedestrian paths, including a desire for increased connectivity of trails, improved quality, creating new multipurpose paths, and adding public bike racks and bike lanes. In addition, two respondents specifically cited the need for reduced use of cars.
- **Retail, Small Business, and Services (14):** Fourteen respondents covered many suggestions for small businesses and services, including desire for a gas station, grocery store (particularly Trader Joe's), coffee shop, and other retailers. Four mentioned avoiding big box retail (two mentioning Bi-Mart), while two supported large retailers.
- **Traffic, Roads, and Street Infrastructure (11):** Eleven respondents raised issues with high volume traffic and concern for increasing the severity of congestion. Related to driving, some also pointed to lack of paving in some neighborhood roads, speeding, problematic intersection, specific traffic lights, and an alternative to the Yaquina Bridge.
- **Gardening, Green Spaces, and Landscaping (10):** Ten respondents suggested several additions related to green space, including new community gardens, heritage trees, an arboretum, preservation of natural areas, general streetscaping, and green infrastructure such as native landscaping and bioswales.

Moderately Raised Topics (4-9 Respondents)

- **Emergency Routes and Evacuation (7):** Seven respondents discussed the tsunami zone, the need to create better paths to higher ground, clear signage for evacuation, and earthquake resiliency.
- **Tourism (7):** Seven respondents referenced the high frequency of tourists in summer months including their impact on traffic congestion, the need to preserve the tourism economy, and a desire to balance tourist needs with resident needs.
- **Housing (4):** Four respondents were concerned about the availability and affordability of housing. This included increased demand for housing, distance between work, affordable housing opportunities, and RV housing.
- **Design, Signage, and Beautification (4):** Four respondents advocated for beautification of South Beach, as well as improved design features including wayfinding, universal design, and clean-up of littered areas.
- **Connectivity (4):** Four respondents conveyed a desire for better connectivity, including general connection of bike trails or to specific areas including the community college, beach, and water trails.

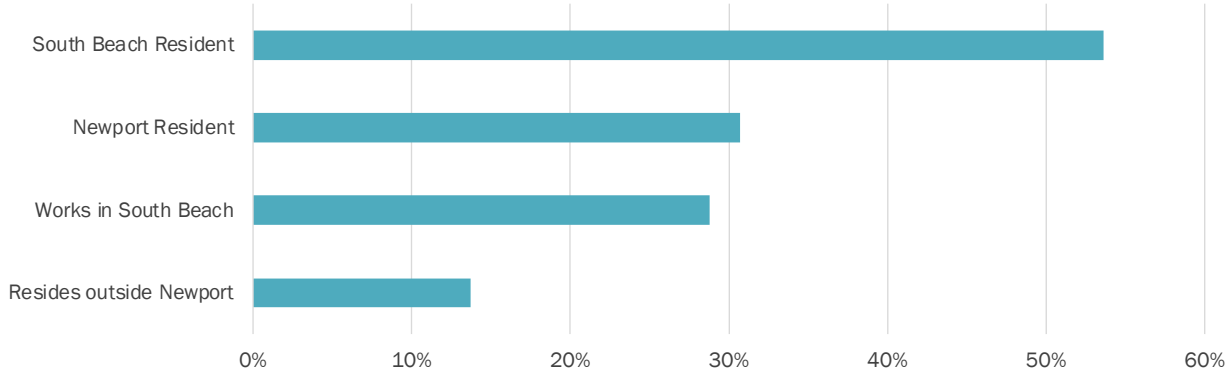
Infrequently Raised Topics (1-3 Respondents)

- **Community Engagement and Trust (3):** One response indicated distrust with City of Newport projects generally, one expressed desire for more community surveying around the airport, and one generally advocated for input of residents and businesses.
- **Other Ideas:** Some ideas unique to one or two respondents included incorporating local history and culture generally, Indigenous history and culture specifically, long-term durability, maintenance concerns, general anti-expansion and anti-gentrification sentiments, distrust of a specific developer, overall importance of the Airport, need for office space, interest in the sewers/drainage, a cell phone tower, a post office, a performance space, dog-friendly amenities, and an underwater tunnel.

Question 9: Please choose the options that apply to you:

Finally, respondents selected which geographic subgroups applied to them. The options included: I work in South Beach; I live in South Beach; I live in Newport; and I live outside of Newport. Out of the 153 responses, 54% said they lived in South Beach, 31% said they lived in Newport, 29% said they worked in South Beach, and 14% said they lived outside of Newport (respondents could choose more than one option). This question helped inform the subgroup breakdowns mentioned in the above analyses.

Exhibit 8. Survey Respondent's Relationship to South Beach
Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



OCTOBER 18, 2021

LAND USE POLICIES, ZONING & REGULATIONS AUDIT

NEWPORT SOUTH BEACH

PREPARED FOR: NEWPORT URBAN RENEWAL AGENCY

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I. Overview & Summary of Findings

This land use audit informs the City of Newport's Refinement Plan for the South Beach/US 101 Commercial-Industrial Corridor to enhance understanding of current land use regulations and how they influence development, as well as how well they align with development goals for the South Beach Urban Renewal area. The South Beach area south of the Yaquina Bay Bridge includes the 1,169-acre urban renewal district. As the district reaches the end of its term in 2025, the Newport Urban Renewal Agency seeks to prioritize the allocation of remaining funds for the highest impact projects. Understanding the future development potential and the impact of various investments within the area requires an understanding of the range of land use plans and policies that currently apply within the South Beach area.

The purpose of this commercial-industrial land use audit is to understand how existing land use plans, maps and regulations interact with development goals for the area, and to identify suggested revisions to plans, maps and regulations as warranted to better align with area goals and investments. This audit focuses on commercial and industrial uses within the urban renewal area, oriented along the Highway 101 corridor. Key questions analyzed in this audit include:

- Do land use designations and zones as mapped, and zoning regulations within those zones, support the desired development within the district, particularly for identified opportunity sites and planned infrastructure improvements? Do they support desired uses and development forms, including more retail and service uses such as grocery stores, food options including restaurants and delis, general merchandise, and gas stations?
- Are there conflicts between existing development and proposed development, either in terms of uses, nonconforming status, or development forms, that could be better addressed through map and/or regulatory changes to enhance compatibility?
- Within the patchwork of annexed and unincorporated properties within the Urban Renewal area, what are the differences between City and County regulations that currently apply to those respective properties? Are there strategies that could support future annexations and what would the benefits be for the property owners and the city once annexed?

This analysis is grounded in review of existing land use documents and maps that apply to current and future development in South Beach, including: the City's Vision 2040 Strategies, Comprehensive Plan, Zoning Code (Title XIV of the Municipal Code), and the South Beach

Urban Renewal Plan. Additionally, Lincoln County plans and zoning code were analyzed to inform comparisons between current County status and future City status for unincorporated properties within the City's Urban Growth Boundary (UGB).

Key Findings & Recommendations: This analysis of existing land use policies and regulations is both descriptive and evaluative, describing existing status and influence and evaluating how well current standards fit with desired district development. The audit incorporates findings with recommended revisions to applicable land use policies to better align with urban renewal and district development goals. Significant findings and recommendations include:

Mapping: Generally, the mix of commercial and light industrial zones along the Highway 101 corridor aligns with the Urban Renewal District development goals and planned infrastructure improvements. The existing supply of commercial and industrially designated lands modestly exceeds demand and provides flexibility for select re-designation from industrial to commercial for key areas within South Beach, as desired to better meet local retail and service demand and activate development of the City's site at SE 35th St.

Targeted map changes to better align with the evolving district potential include:

- Expanding the commercial district along Highway 101 immediately south of the bridge to encompass the City's property at SE 35th St, and surrounding properties. Any rezoning should be designed to comply with the City's overall employment land forecast and transportation capacity within the South Beach Transportation Overlay Zone (SBTOZ), and be sensitive to the existing development to minimize creation of nonconforming development.
- Rezone the NE corner of SE 40th St and Highway 101 for commercial to create an additional large site for commercial development, and take advantage of a likely new signal.
- Reduce potential conflicts from heavy industrial uses by rezoning parcel on south side of SE 40th St east of the highway to light industrial (I-1) rather than existing heavy industrial zoning (I-3), given the proximity to residential and commercial development. Identify additional sites for heavy industrial uses farther south within the district as additional properties are annexed into the City.

Annexation: Nearly 25% of the district is currently outside of the City limits, and cannot be developed to urban levels of intensity and served by urban infrastructure until annexation occurs. More than half of the unincorporated area is designated for industrial use, and

annexation will be vital to support a robust industrial base in South Beach. Near-term recommendations include:

- Actively pursue annexation of industrial properties within the corridor, primarily located south of SE 40th St. Utilize island annexation provisions to spearhead Pursue a City-led annexation effort of larger territories utilizing island annexation provisions coupled with financial incentives for property owners to defray the infrastructure and application costs of annexation. Engage with individual property owners before and during the efforts to better understand priorities and needs.
- The City should continue to engage with Lincoln County to coordinate review of any development within the UGB to ensure that it can be consistent with City goals and standards upon future annexation. The City should coordinate with Lincoln County to complete the Urban Growth Management Agreement to ensure an orderly transition from County to City zoning and infrastructure.

Zoning Code: The City's Zoning Code clearly delineates commercial, industrial and other zones, with detailed use standards and limited site development standards. The Light Industrial (I-1) zone, which is most prevalent along the Highway 101 corridor, benefits from allowing a flexible mix of industrial and commercial uses akin to a flex zone with limited site development standards. However, this flexibility can result in a lack of certainty about future development and compatibility concerns between adjacent uses. Recommended code updates include:

- Limit uses inconsistent with the district development goals, such as uses typically associated with low employment generation and tax revenue relative to land area, by prohibiting new self-service storage and vehicular towing, wrecking and salvage uses in the I-1 zone.
- Introduce a 15-foot setback for both industrial and commercial properties along Highway 101 south of the bridge in place of the existing 50-foot front setback for industrial properties for a consistent frontage treatment. Require a 15-foot-wide landscape planting strip within the setback.
- Develop landscape screening, buffering and/or fencing standards for industrial uses and outdoor storage uses, such as auto wrecking or building materials, along the highway corridor to enhance compatibility between development sites and the overall look and feel of development along the corridor.
- Maintain existing land use and building permit procedures, which minimize discretionary review for proposed development. As needed, incorporate review of any

additional development standards such as landscaping at the time of building permit application.

Other Considerations: Longer term, the City should continue to monitor issues such as parking demand and trip allocation within South Beach, and make further adjustments as appropriate. Recommendations include:

- Review the relative employment and tax generation potential of uses permitted within the district, as well as their role within the local and regional economy, to support any future recommendations to modify the range of permitted uses such as limiting new vehicle sales and service uses.
- Consider option to selectively use development agreements to gain greater certainty about proposed development for select sites in order to better manage district cohesion and compatibility, balanced against the effort required.
- Monitor parking demand and implications of current parking ratios for site development feasibility. Explore options for shared parking on individual sites in the short term and site-specific or district-wide parking reductions as warranted in the long term.
- Potential commercial rezones, development at the SE 35th Ave gateway site and installation of new signals at SE 35th St and potentially SE 40th St should be reviewed to determine their impact on trip budgets, including any required analysis as part of a comprehensive plan land use designation change required by NMC 14.43.120(B). If not sooner, the comprehensive reassessment of the trip budget mandated no later than December 2023 per NMC 14.43.120(A) will be a prime opportunity to review the allocation of trips and how the align with desired future development.

Map and zoning code updates are further detailed in Section VII.

II. Urban Renewal Background

The Refinement Plan for the South Beach/US 101 Commercial-Industrial Corridor—including this land use audit and policy recommendations—is charged with implementing the City's urban renewal goals for the area, and thus those goals are significant review criteria for this audit to determine whether policy and regulatory changes support development in line with urban renewal goals. The 1983 South Beach Urban Renewal Plan included seven objectives:

1. Preserve forest, water, wildlife and other natural resources
2. Identify sites for public uses such as the OSU Marine Science Center
3. Complete a Port facilitated marine recreation area
4. Encouraging marine oriented activities on the northern Shorelands
5. Assure the development of complementary uses adjacent to the Airport
6. Plan new sewer, water, and transportation capacity
7. Allocate a major part of South Beach to heavy commercial and light industrial uses

Commercial-industrial land use policies and regulations can most directly address the final objective, relating to heavy commercial and light industrial uses in South Beach, and indirectly support objectives around natural resource protection and public facilities planning.

2021 Priorities for the Urban Renewal Area developed as part of this Refinement Plan project build on the original 1983 Plan objectives.

1. Promote a sense of place for residents and visitors that reflects the South Beach identity.
2. Improve connectivity for bicyclists and pedestrians to South Beach destinations.
3. Attract new development that can meet the service and retail needs of South Beach residents.
4. Invest in overcoming market and development barriers on underutilized or vacant sites.
5. Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport.
6. Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.

Similarly, land use plans and implementing regulations can best address objectives around new service and retail development, and eliminating development barriers on vacant sites. Such land use tools can also contribute to infrastructure and natural resource objectives, as well as placemaking through district development standards.

III. Long-Range Planning Policies

Vision: The Vision 2040 adopted in 2017 create a broader vision for the Greater Newport Area, with identified strategies across six "focus areas." The focus area vision and strategies around "Creating New Businesses and Jobs" directly relates to the goals for the urban renewal area and specifically for commercial/industrial development along the Highway 101 corridor. Notable strategies related to South Beach and urban renewal include revitalizing the Highway 101 corridor to serve as an attractive gateway to the community and creating economic opportunities and living wage jobs, including in the science and marine economy. (Strategies A3, C1, C2 and C3.) Additional economic development strategies include airport improvements, small and local business development, tourism diversification, green and sustainable businesses, and sustainable fisheries and agricultural economies, many of which can be supported by a robust land use regulations for commercial and industrial uses in South Beach. (Strategies C4-C12.)

Finding: Vision 2040 establishes a broad vision for commercial and industrial development in South Beach that generally aligns with the Urban Renewal Plan goals. Vision implementation could be further supported with targeted zoning code and policy changes detailed herein, such as landscaping and screening standards along Highway 101 and maintaining a mix of commercial and industrial zoning for employment-related development.

Comprehensive Planning: The majority of the South Beach urban renewal district is designated for commercial and industrial land uses, in fulfillment of the City's identified economic development goals. Comprehensive planning around transportation, utilities, public services, and natural hazards including tsunami inundation also relate more generally to future South Beach development. While both housing and waterfront planning affects the South Beach area generally and has connections with commercial and industrial development along the Highway 101 corridor, the key issues analyzed here relate to the City's Comprehensive Plan goals and policies around the Economy.

The City's 2012 Economic Opportunity Analysis incorporated into the Comprehensive Plan included an inventory of buildable land and concluded that there is sufficient land for economic development forecast from 2012 to 2032. Newport has more industrial land than the City is projected to need over the 20-year period, with a surplus of 113 gross acres of industrial land. (Newport Comprehensive Plan, Table 12, page 195.) Newport has a surplus of

41 acres of land for commercial uses, though Newport has a deficiency of larger sites for commercial uses particularly over 20 acres or 10-20 acres. Some of the large site deficiency could be met by light industrial sites (zoned I-1) where commercial uses are allowed outright. (Newport Comprehensive Plan, Table 12, page 195.) Thus, there should be capacity to re-designate land between these two classifications to meet commercial development goals specific to South Beach.

In addition to analysis of the physical land supply, the Economic element of the Comprehensive Plan identified key growth sectors in marine and ocean observing research and education, international commerce, fishing and seafood processing, and tourism. (Newport Comprehensive Plan, page 187.) These industries align well with both the Urban Renewal Plan goals and the available industrial and commercial lands within South Beach, ensuring that future South Beach commercial-industrial growth will be consistent with the City's economic development goals.

Finding: Both commercial and industrial development—and suitable sites for its development—will be needed throughout the City and within the urban renewal area to support economic growth targets for the next 20 years. The existing supply of commercial andindustrially designated lands exceeds demand and provides flexibility for modest re- designation from industrial to commercial for key areas within South Beach, as desired to better meet local retail and service demand and activate development of the opportunity site at SE 35th St.

The City's long-range employment goals are well aligned with the Urban Renewal Plan goals, including a focus on marine-related, industrial and commercial economic development. No policy changes are recommended for the Comprehensive Plan to better implement the Urban Renewal Plan goals, though future Comprehensive Plan updates should incorporate any proposed changes to the extent of commercial and industrial designations and demonstrate that employment land needs are still met.

Comprehensive Plan Map: The Comprehensive Plan Map implements the plan goals by designating land for commercial, industrial and other land uses across the UGB. Within the South Beach urban renewal area, the primary designations along the Highway 101 corridor, extending north to south, include Shoreland, Commercial south to SE 32nd St, Industrial south to SE 62nd St with some High and Low Density Residential along the western half of the corridor, and Public for the airport site anchoring the south end of the area. (See Figures 1 and 2.)

Figure 1: Comprehensive Plan Land Use Designations within South Beach (Peninsula)

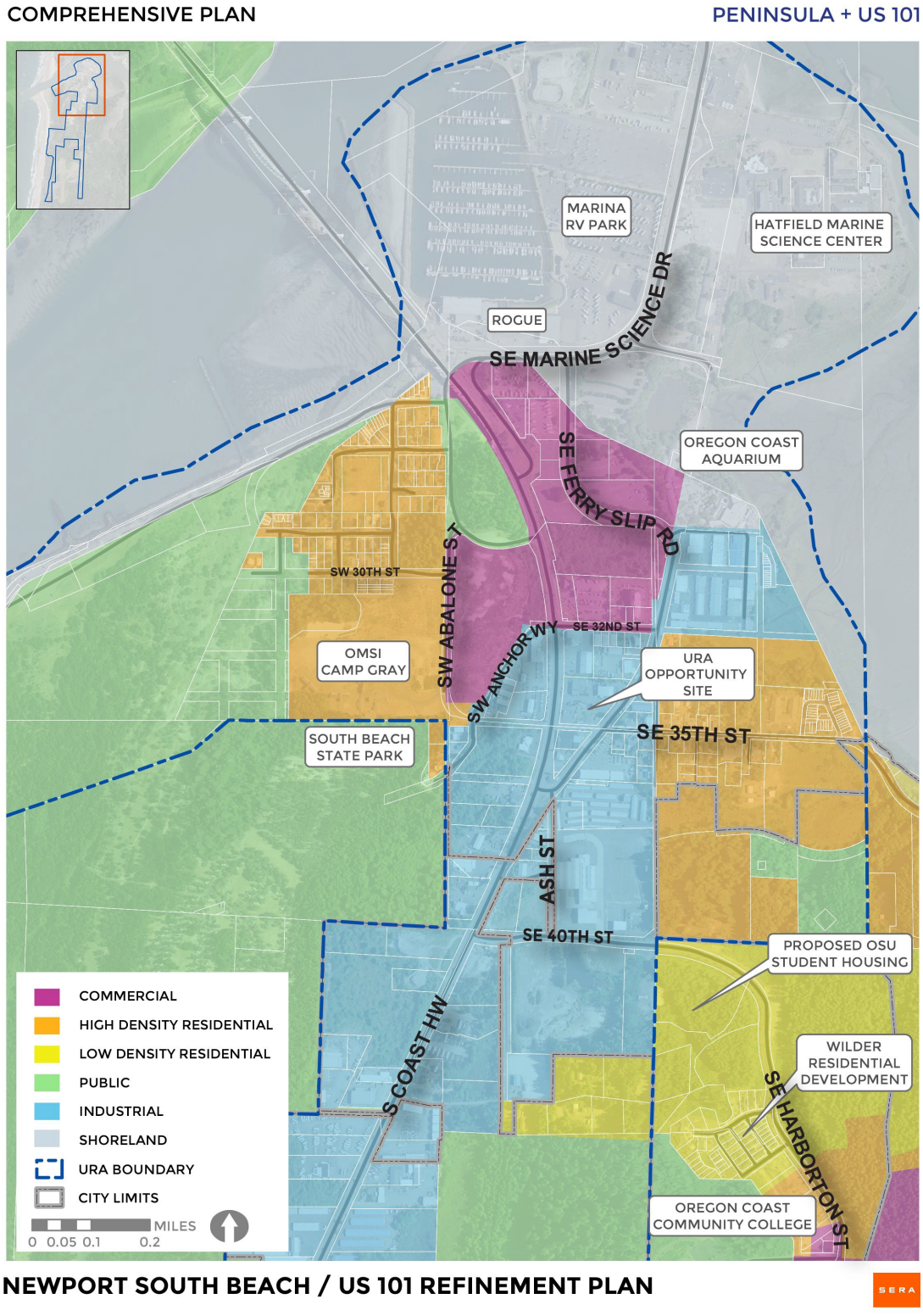
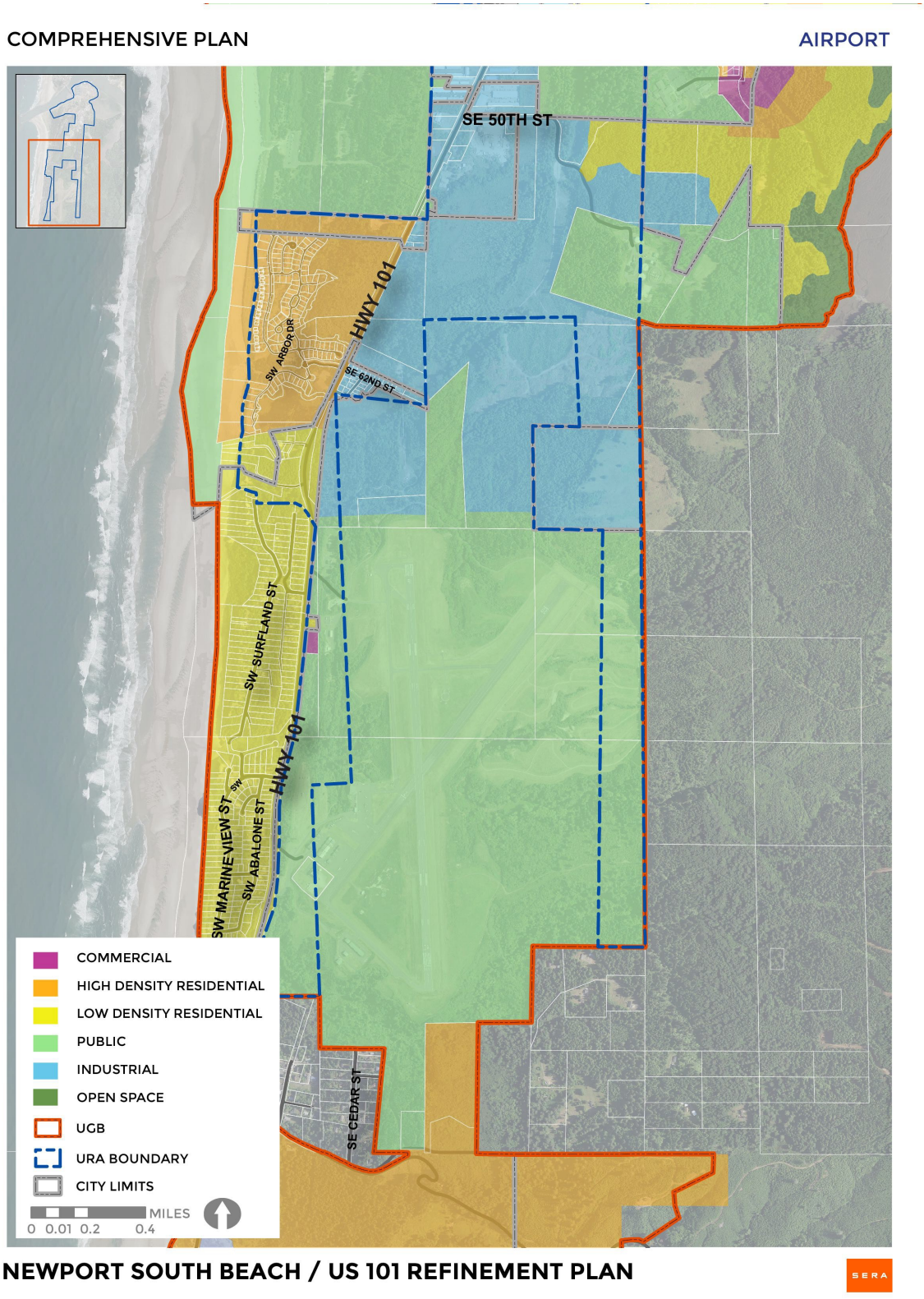
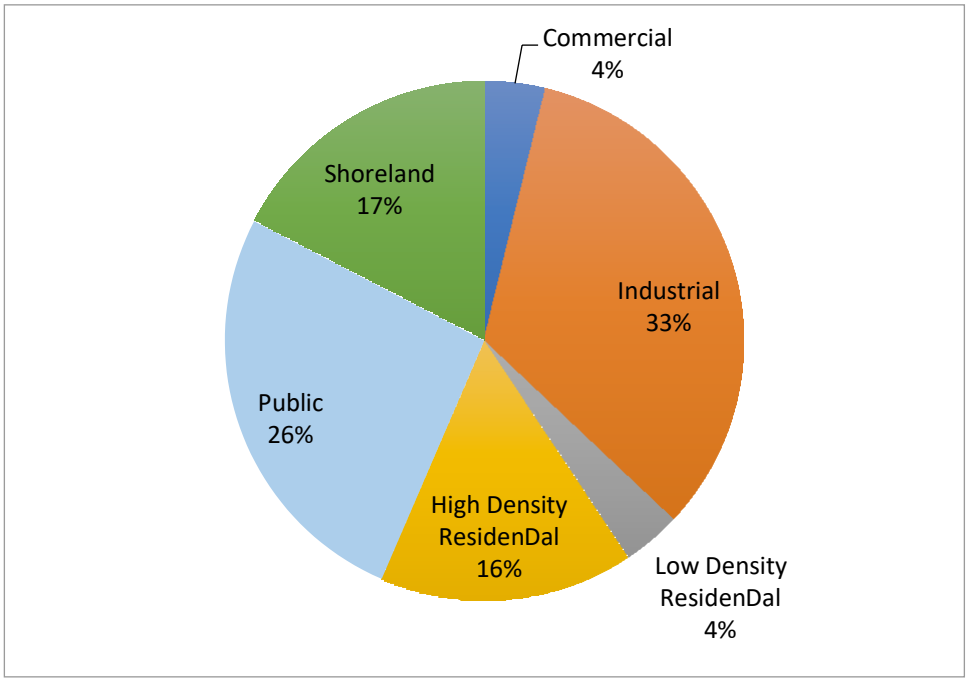


Figure 2: Comprehensive Plan Land Use Designations within South Beach (Airport)



The overall distribution of designations within the urban renewal area shows that both total size and location are important. Approximately one-third of the area is designated for Industrial use, as shown in Figure 3. Within the broader City context, the industrially designated land within South Beach represents nearly all of the City's industrial land supply and thus is important for meeting citywide industrial development goals as well as urban renewal goals specific to this area. Commercially designated land totals only 4% of the urban renewal area, though its clustering at the south end of the Yaquina Bay Bridge near key attractions like the Oregon Coast Aquarium enhances the significance of this relatively small area. Public and Shoreland uses along the bayfront are other large uses within the district at 26% and 17% respectively; publically designated lands include a range of park and utility facility uses along the corridor in addition to the airport site at the south end of the urban renewal area. While Low and High Density Residential total a significant 20% of the district, the majority of these areas are located off of the highway corridor.

Figure 3: Distribution of Comprehensive Plan Land Use Designations

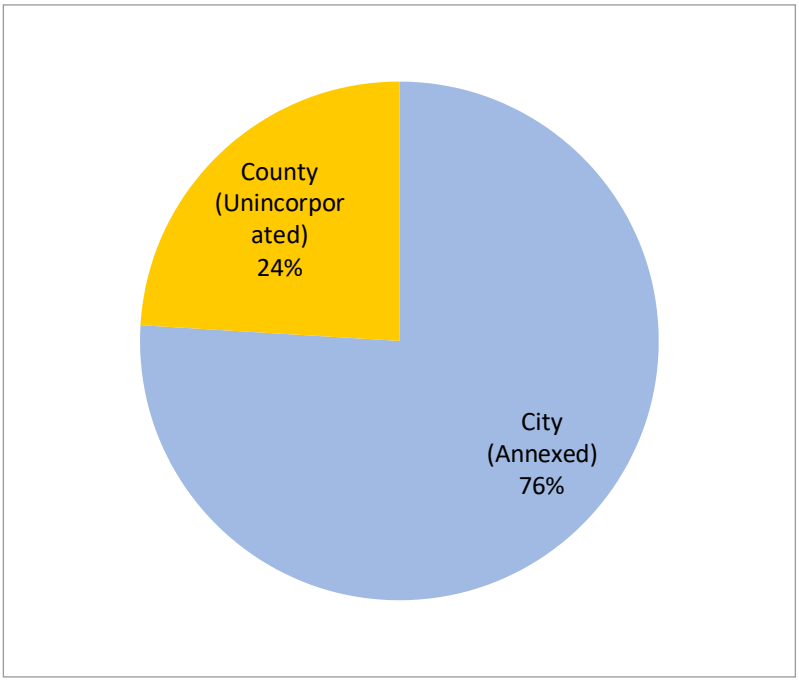


Finding: There is adequate land designated for industrial and commercial uses within the City, with the majority of the City's industrial land supply located in South Beach. Based on the City's needs and existing supply, some of the industrial land supply could be re-designated for commercial use to support a larger commercial development cluster encompassing the City's opportunity site at SE 35th St. The extent of any re-designation from industrial to commercial should be analyzed for compliance with the City's overall economic development goals, and limited in scope to ensure ongoing viability of the City's industrial base located in South Beach.

IV. Annexation

The urban renewal district is entirely contained within the City's Urban Growth Boundary (UGB) and planned for future urban-level development, consistent with the urban renewal plan goals. However, nearly 25% of the district is currently outside of the City limits, as shown in Figure 4, and cannot be developed to urban levels of intensity and served by urban infrastructure until annexation occurs. Though the inclusion of these properties within the UGB supports annexation and development within the plan's 20-year planning period by 2031, there is no timeline or mandate for annexation to occur and the Plan explicitly states that inclusion within the UGB does not imply that all land will be annexed to the City. (Comprehensive Plan Urbanization Policy 1, page 428.)

Figure 4: Annexation Status of South Beach Area



As detailed in Table 1, much of the unincorporated property along the US 101 corridor has County Planned Industrial (I-P) zoning currently and is designated for Industrial use upon annexation, with some additional residentially designated parcels off of the corridor but still within the urban renewal district. There are no unincorporated commercial areas.

Table 1: Land Use Designations for Unincorporated Properties within South Beach

County Zoning	**City Designation**	**Acreage**	**Percent of Unincorporated Area**
Planned Industrial (I-P)	Industrial	160	57%
Residential (R-1)	High Density Residential Low Density Residential	73	26%
Public Facilities (P-F)	Public	48	17%
	Total	**281**	**100%**

County zoning aligns with future City land use designations, to be implemented with corresponding City zones, which should provide an orderly transition from County to City jurisdiction. There is one small exception on the west side of Highway 101 at the south end of South Beach State Park (Tax account #R184345), where the City land use designation of High Density Residential does not match either the County Public Facilities zoning or the current state park use. (See Figures 2 and 7 to compare.)

Annexation would expand the industrial land base and serve the goals for the urban renewal district, in order to better coordinate provision of infrastructure and increase efficient utilization of those services, in addition to increasing property values and subsequent City tax revenues. Annexation of commercial and industrial lands is identified as an economic development strategy in order to increase the City's development land supply, with particular importance in South Beach. (Comprehensive Plan Economic Policy 7.2, page 225.) Having a well-defined annexation strategy is important to the City because it can ensure efficient provision of municipal services and adequate sites for businesses. (Comprehensive Plan, page 205.)

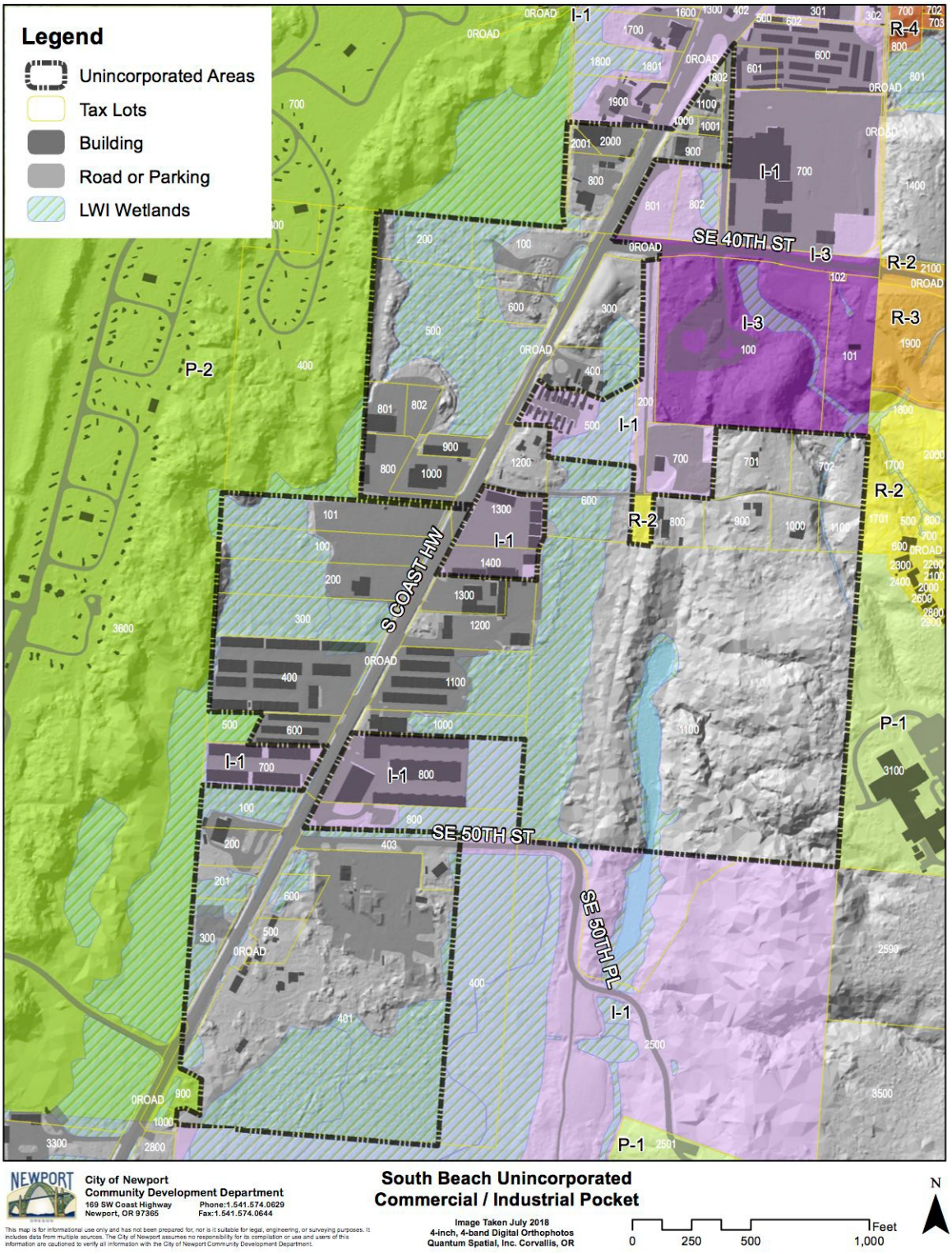
Annexation is primarily initiated by property owners under Oregon law and Newport code, and generally requires consent of owners and residents within the territory to be annexed. (ORS Chapter 222.) Newport annexation provisions permit annexation of any properties for which owner and resident consent has been obtained, the territory is within the UGB, and the territory is contiguous to the City limits. (NMC 14.37.040.) Recent history of annexation in South Beach has been limited to owner-initiated annexations of single parcels in the past 10 years, and has included:

- Surf Sounds Court mobile home park in 2019 at 4263 S Coast Hwy, which annexed into the City because their septic system failed. (File #1-AX-19)
- Airrow Heating in 2018, at 3503 S Coast Hwy. (File #1-AX-18)
- Coastcom in 2013, at 4541 S Coast Hwy. (File #2-AX-13)

At this pace, full annexation of the unincorporated properties in South Beach would take many decades.

Oregon law does provide for City-initiated annexations in specific circumstances, including provisions for "island annexations" in which cities can annex properties without local consent if they are entirely surrounded by the city limits. (ORS 222.750.) Figure 5 illustrates that the majority of unincorporated properties in South Beach could be eligible for island annexation based on the surrounding City limits.

Figure 5: South Beach Unincorporated Areas



Source: City of Newport

The benefit to annexation is the ability to develop at urban levels of intensity under City zoning, served by urban-level public facilities, including water and sewer. The majority of County properties are zoned industrial (I-P), which permits a range of industrial uses from manufacturing to rock and gravel extraction to limited service uses like restaurants and banks, provided that on-site wastewater disposal can be accommodated.[1] (Lincoln County Code 1.1364(2).) All industrial uses in the County require a Type III conditional use permit, which can be a lengthy and costly review process. By contrast, most industrial uses permitted under City zoning, were the properties annexed, are permitted outright without need for a lengthy land use permitting review. However, a property owner would first have to complete the annexation process, which is similarly complex as a conditional use permit, making the overall City land use process more similar to the existing County process in terms of time and effort initially. After annexation, however, a greater range of development would be possible and could be served by planned infrastructure development funded by urban renewal district.

Annexation into the City does typically incur higher costs for property owners, including application and survey costs, system development charges (SDCs) and property taxes. Fewer, larger annexations for multiple properties rather than individual properties would decrease application costs, and could be facilitated by the City. The City is also working to develop a package of financial incentives for property owners to defray initial costs to transition to City infrastructure systems using urban renewal funding, given that annexation could yield significant benefits to the district by facilitating urban-level industrial development.

Until properties are annexed to the City, the City must monitor and review proposed development within the County to ensure that it can be compatible with future City policies. As stated in the Comprehensive Plan, “Unincorporated areas within the UGB will become part of Newport; therefore, development of those areas influences the future growth of the city. Hence, the city has an interest in the type and placement of that growth. “ (Urbanization Policy 3, page 429.) The City is committed to reviewing and commenting on any pending land use developments within the unincorporated portions of the UGB in order to implement this policy. Future development of an Urban Growth Management Agreement (UGMA) between the City of Newport and Lincoln County that includes the South Beach area has also been identified as an additional strategy to coordinate interim infrastructure and site development. (Comprehensive Plan, page 205.)

[1] In practice, requiring on-site wastewater disposal significantly limits the scope of potential industrial development under County zoning, given the high wastewater generation of certain industrial processes. This helps explain the popularity of low-impact developments like self-storage facilities on existing County properties that generate little wastewater.

Finding: Annexation of the remaining 25% of the urban renewal district into City limits is important to support the City's economic development goals generally and in South Beach specifically. Not only will annexation enable development at urban intensities, it will limit development under County regulations that may be less compatible with urban renewal development goals in terms of uses and development standards, such as rock and gravel crushing and self-storage. The City should continue to engage with Lincoln County to coordinate review of any development within the UGB to ensure that it can be consistent with City goals and standards upon future annexation. The City should coordinate with Lincoln County to complete the Urban Growth Management Agreement to ensure an orderly transition from County to City zoning.

The City should update the Comprehensive Plan designation of the South Beach State Park parcel (tax account #R184345) to Public rather than High Density Residential for a smooth transition from County to City zoning upon annexation.

The City should pursue annexation options including island annexation under ORS 222.750 in order to remedy the patchwork of City and County zoning in South Beach and better facilitate cohesive development and infrastructure systems in the significant portion of the urban renewal district that is currently unincorporated. The City should engage with property owners as part of annexation efforts to better understand specific concerns or uncertainties about annexation. Informational resources for property owners would be useful to highlight development potential within the City compared to existing County regulations, in addition to tax and financial implications, as well as outlining any financial incentives for infrastructure development that could be available through the urban renewal district. Financial incentives to defray initial costs would also support any annexation efforts, such as waiving land use fees for annexation applications (currently $782), conducting survey work, and/or offsetting infrastructure connection fees. The City's annexation provisions in NMC 14.37 are straightforward and no further revisions are recommended to better support the annexation process.

V. Zoning Regulations

Overall code structure: Newport's zoning regulations are codified in Chapter 14 of the City's Municipal Code, along with land division regulations codified in Chapter 13. The zoning code is fairly traditional mix of residential, commercial and industrial zones, focused on defining allowed uses and development types within each zone. There are few geographically specific or mixed-use zones, though considerable flexibility is provided within various zones. The L-1 Light Industrial zone, for example, allows a broad range of commercial and industrial uses beyond typical light industrial manufacturing uses. The zoning code largely focuses on defining use categories, subject to straightforward dimensional standards, with limited focus on the site or architectural design of resulting development, as discussed below. The limited number of zones and limited scope of development and design standards within each provides for a relatively straightforward regulatory environment with few barriers, but provides limited scope to tailor development regulations specific to geographic areas such as South Beach.

Overlay zones are generally related to a specific, limited purpose with limited implications or restrictions on uses and development permitted by the underlying zoning district. Notable overlays within the urban renewal district include:

- Airport Development Zone Overlay, which details certain allowed airport-related commercial and recreational uses including standards for skydiving uses. (NMC Chapter 14.22)
- South Beach Transportation Overlay Zone, which establishes a framework for distribution of available transportation capacity and requires additional transportation planning for proposed South Beach development. (NMC Chapter 14.43)
- Tsunami Hazard Overlay Zone, which limits placement of critical emergency services and large gathering spaces such as schools within areas subject to tsunami inundation and requires provision of evacuation routes for development. (NMC Chapter 14.46)

Finding: The City's broad code structure with a limited number of zones requires careful consideration in order to make changes specific to South Beach: changes would need to be either crafted to apply within the zoning district across the entire city, restricted to the South Beach area within the existing zones through additional code provisions or footnotes, or implemented through a focused South Beach corridor overlay zone. The recommendations throughout this section should be analyzed to determine whether they could effectively be implemented within the existing code structure, with potential impacts beyond the South

Beach area, or warrant a more targeted approach potentially tied to the extent of existing overlay zones or the urban renewal area. Given the limited utilization of special purpose zones within the City, introduction of new zones or overlays is not the preferred option.

Zoning Districts: There are 10 City zoning districts within the South Beach district in addition to three County zoning districts, as shown in Figures 6 and 7. The zoning maps implement the Comprehensive Plan designations discussed in Section III, with a cluster of commercial zoning at the northern end of the corridor, industrial zoning along much of the corridor between SE 32nd St and SE 62nd St, and public zoning along the southern end of the corridor for the airport site, with residential and additional public zoning generally located off of the highway corridor. Commercial zones together make up 3% of the urban renewal district and industrial zones total 21% of the area—35% when including County industrial zoning—as detailed in Table 2; these zones are clustered along the highway corridor.

Table 2: South Beach Zoning Districts

	Zone	Acreage	Percent of Urban Renewal District
City	Retail and Service Commercial (C-1)	17	1%
	Tourist Commercial (C-2)	27	2%
	Light Industrial (I-1)	235	20%
	Heavy Industrial (I-3)	16	1%
	Public (P-1)	174	15%
	Public (P-2)	83	7%
	Low Density Single-Family Residential (R-1)	6	0%
	High Density Multi-Family Residential (R-4)	148	13%
	Water-Dependent (W-1)	46	4%
	Water-Related (W-2)	135	12%
County	Public Facilities (P-F)	48	4%
	Planned Industrial (I-P)	160	14%
	Residential (R-1)	73	6%
	Total	**1,169**	**100%**

Within the commercial node, implementing zones include tourist-oriented commercial (C-2) near the bridge and retail and service commercial (C-1) on either side of the highway near SE 32nd St. There is no Heavy Commercial (C-3) zoning along the corridor, which permits larger scale, traditionally auto-served regional commercial development.

Figure 6: City and County Zoning within South Beach (Peninsula)

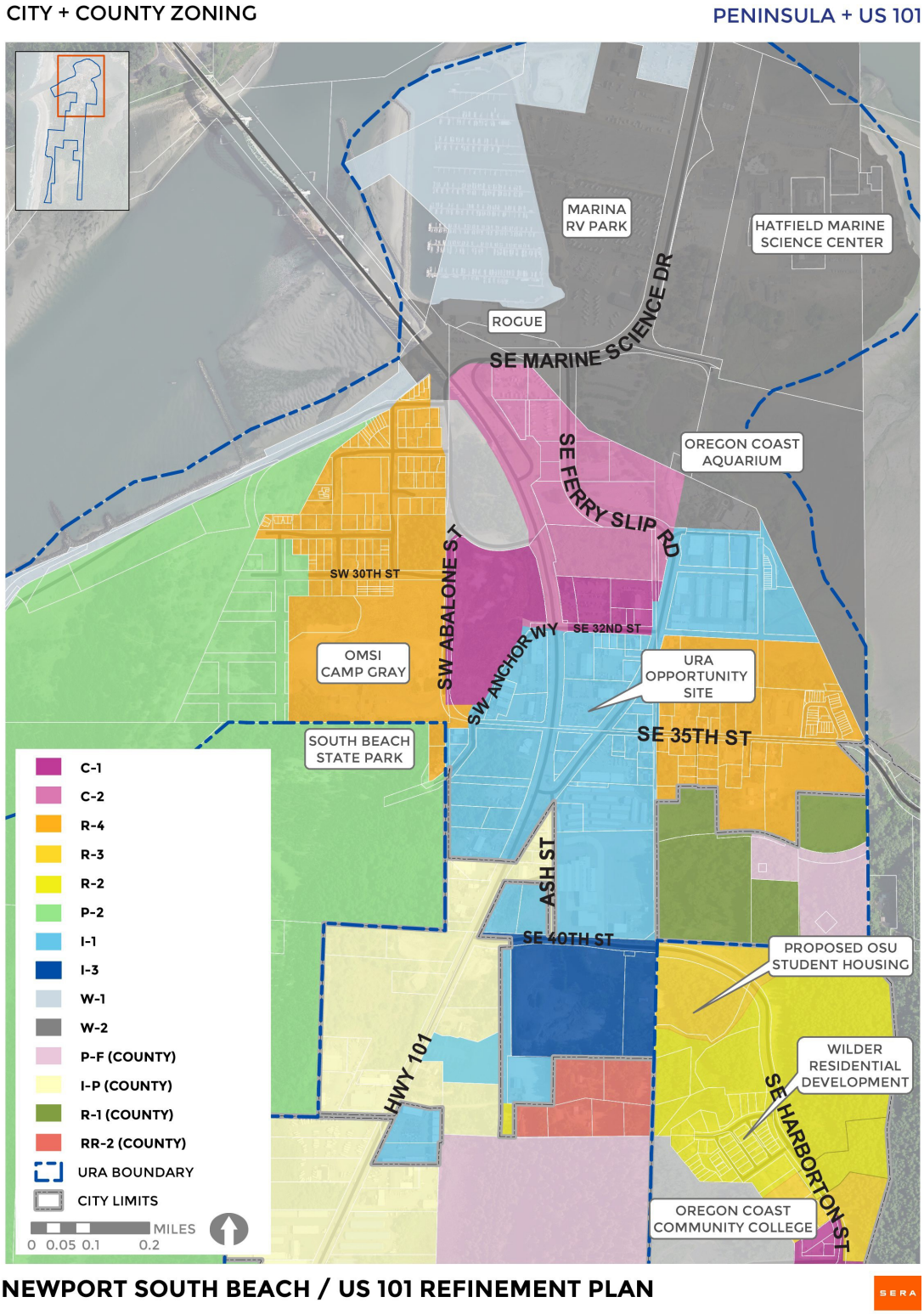
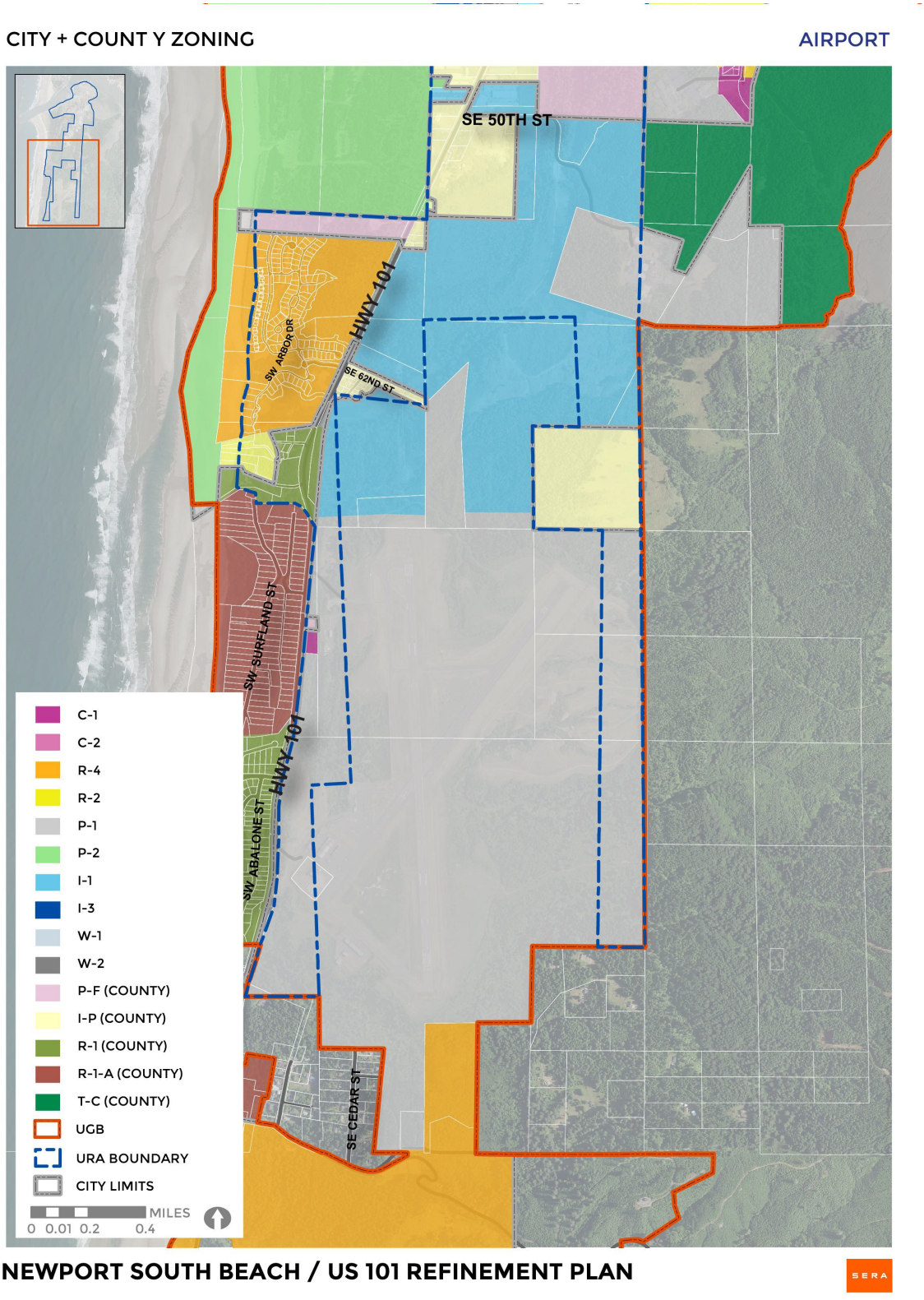


Figure 7: City and County Zoning within South Beach (Airport)



Industrial zoning along the corridor is primarily Light Industrial (I-1), with a single site zoned for Heavy Industrial (I-3) on the east side of Highway 101 at SE 40th St. The I-3 site directly abuts residential zoning farther east, which could cause compatibility issues. The County's Planned Industrial (I-P) along the corridor generally south of SE 40th St is designated for future City industrial zoning, though there is little direction about which of the City's industrial zones would best apply to these parcels taking into account site character and existing development relative to desired City economic development goals and employment land needs.

The opportunity sites identified for future development are currently zoned for industrial uses under current City and County zoning, discussed further in Section VI. The property at SE 35th St owned by the Urban Renewal Agency is zoned Light Industrial. There is only one commercially zoned opportunity site, located on SW Abalone St.

Finding: There would be benefit to expanding the extent of commercial zones along the highway corridor in place of existing light industrial districts to better support a cluster of commercial goods and services serving South Beach residents and visitors. Extending the C-1 zone along the east side of the highway farther south to encompass the opportunity site as SE 35th St would increase the concentration of commercial services. Additional commercial sites should be considered around the potential new signal at SE 40th St. Because the light industrial zone permits such a wide range of industrial and commercial uses, the concern with retaining the current light industrial zoning is not that desired commercial uses would not be permitted, but that there would be increased competition and potential conflict with light industrial uses developed on abutting properties.

For the industrially zoned properties, existing City zoning appears adequate to meet the City's industrial development needs. Further discussion and analysis should consider which zones are desirable for County industrial properties when they are annexed, particularly to identify sites that would be appropriate for heavy industrial zoning (I-3).

Allowed uses: The commercial and industrial zones permit a wide range of retail, service, office and industrial employment uses, in line with commercial and industrial development goals adopted by the City and specific to South Beach. (NMC 14.03.070.) Residential uses are also permitted on upper floors only in commercial districts. Many of these core uses are permitted outright in the commercial and industrial zones, but larger format uses such as Major Event Entertainment, as well as uses that are less aligned with the zone's overall purpose, such as General Retail in the Heavy Industrial I-3 zone, require a conditional

use permit. Any new or expanded commercial use in the Tourist Commercial C-2 district requires a conditional use permit as well.

Notably, the I-1 light industrial zone includes a wide range of commercial retail and service uses in addition to traditional employment uses, and functions more as a flex zone than a strictly industrial zone. Rather than targeting a narrow range of uses for this zone, the Comprehensive Plan identified a strategy of negotiating development agreements with property owners of opportunity sites to prioritize target industry uses, such as marine research and fishing-related. (Economic Policy 7.1, page 223.)

Both the commercial and industrial zones permit a range of retail and service uses identified by project stakeholders as desired services in South Beach. (Opportunities and Constraints Memo, Exhibit 12.) The existing zones should thus provide ample development potential for desired uses, as shown in Table 3, however, the I-3 zone provides limited opportunities.

Table 3: Desired Retail and Service Uses Permitted by Zone

Desired Use	**Grocery store**	**General retail**	**Gas station**	**Restaurant**
Zoning Classification	*Retail Sales and Service: Sales-oriented, general retail*			*Retail Sales and Service: Entertainment oriented*
C-1	P	P	P	P
C-2	P	P	P	P
I-1	P	P	P	P
I-3	C	C	C	X

P=permitted, C=conditional, X=prohibited

Source: Zoning classifications shown in italics from NMC 14.03.060, 14.03.070.

However, the great flexibility provided within these zones comes with a lack of certainty about future development patterns and potential compatibility concerns between uses. Uses across these zones, particularly in the I-1 zone, are very wide-ranging and also include uses that may be less desirable within the urban renewal district because they do not align with urban renewal and public goals around generating significant living-wage employment, generating significant tax revenue providing goods and services for visitors and residents, and revitalizing the highway corridor. Further review of the following uses is warranted:

- Self-service storage: Permitted in C-3, I-1 and I-2, prohibited elsewhere. There are at least three self-storage facilities already located within the district, and while this indicates demand for such uses, these uses tend to generate relatively few jobs per acre with relatively limited demand for urban-level infrastructure.
- Vehicle Repair: Permitted in C-3, I-1 and I-2, prohibited elsewhere.

- Auto sales, included as part of Sales-oriented, bulk retail category: Permitted in C-3, I-1 and I-2, conditional in C-1 and I-3, and prohibited in C-2.
- Towing, wrecking and salvage of vehicles, trucks and heavy machinery, included as part of Contractors and Industrial Service category: Permitted in C-3, I-1, I-2 and I-3, prohibited elsewhere.
- Heavy Manufacturing that "should not be located near residential areas due to noise, dust, vibration or fumes:" Permitted only in I-3 and conditionally in I-2. (NMC 14.03.060(D)(2)(b)(ii).)
- Waste and Recycling Related: Conditional in all zones.
- Mining: Permitted only in I-3 and conditionally in I-2.

There is a considerable range of uses permitted in the I-1 that could conflict with some of the desired retail and service uses along the corridor, while many of these uses are not permitted in the commercial C-1 or C-2 zones. Potential conflicts with heavy manufacturing uses in the I-3 zone could be eliminated by rezoning the existing I-3 parcels on SE 40th St. Any consideration of these uses should also be balanced against regional industrial and employment needs, given that the industrial land base in South Beach is the primary industrial base for the entire city.

There are also several nonconforming uses located within the Light Industrial area, including a manufactured home park; these uses are permitted to continue with additional limitations for any future modifications or expansions, but a similar new use could not be established. (NMC 14.32) Nonconforming uses can present a challenge for long-range planning, given that they are not in line with the intended purpose of the zone but are "grandfathered in" and unlikely to be changed unless economically viable.

Several overlay zones within South Beach introduce additional use limitations. The Airport Development Zone Overlay applies to the Newport Municipal Airport property, totaling approximately 700 acres on the east side of Highway 101 at SE 84th St. (NMC 14.22.100.) The airport overlay zone overrides use standards for the underlying zoning districts in favor of permitting aviation-related uses ranging from airports to skydiving to emergency services; all non-aviation uses including commercial and industrial uses require a conditional use permit. (NMC 14.22.100(E)(5).) The Tsunami Hazards Overlay zone generally maintains the existing uses permitted in the underlying zones, but limits those uses with high potential consequences in the event of a tsunami, from schools to emergency services. (NMC 14.46.) Generally, these overlays introduce reasonable limitations on development in areas with potential safety conflicts, and in the case of the airport, to ensure priority is given to aviation-related uses.

Food Carts

Recently adopted updates to the City's food cart regulations will greatly benefit potential food cart uses, and better align with potential development concepts at the City's SE 35th St site. Whereas previous standards prohibited food carts within one-half mile of any existing eating or drinking location and limited carts to a two-year permit, updated provisions permit food carts individually and in pods of four or more throughout the South Beach area. (NMC 14.09, updated September 2021.) Food cart pods on private property are required to provide permanent utility connections and pay system development charges (SDCs), provide covered seating and trash receptacles, and provide access to a restroom, all of which should improve the user experience while balancing improvement costs with the level of impact generated by such uses. No further modifications are recommended to the food cart regulations in the South Beach context; a potential pod at the SE 35th St site or elsewhere in the district should greatly benefit from these new regulations.

Finding: The existing commercial and industrial districts support the desired range of retail, service and employment uses identified in the Urban Renewal Plan as well as in recent stakeholder engagement completed as part of this refinement plan. The recent food cart regulatory changes in particular fully address previous concerns about the viability of food carts and food cart pods in the district. The use limitations of the airport and tsunami overlay zones are in line with the needs of those areas.

However, the very broad range of uses permitted in the industrial and commercial zones, the I-1 in particular, means that there is considerable flexibility with relative less certainty about the exact mix of uses or ways to prioritize the more desirable uses relative to area goals. Greater certainty about the future range of commercial and industrial uses could be addressed through a variety of strategies including changes to the allowed uses, negotiating development agreements, and/or applying site development standards that minimize potential off-site development impacts such as landscaping and screening standards discussed below, in addition to rezoning select parcels to C-1 commercial use as discussed above.

Changes to permitted uses could help to limit less desirable uses in South Beach area. Initial changes should prohibit new self-service storage and vehicular towing, wrecking and salvage uses in the I-1 zone along the highway corridor due to their low employment densities. Additional consideration should be given to limiting vehicle sales and service uses within the district as part of further review of the relative employment and tax generation potential of uses, as well as their role within the local and regional economy, to support any future recommendations to modify the range of permitted uses.

Care should also be taken to minimize creation of nonconforming uses as a result of any zoning changes, as that can cause uneven transitions over time. The City could also initiate conversations with existing nonconforming users about their future development ideas, and any necessary infrastructure or other support needed.

An additional tool would be to utilize development agreements for specific sites, as identified in the Comprehensive Plan, however, this approach should be reserved for key sites given the time and effort required on behalf of the City and property owner to negotiate such agreements.

Development standards: The dimensional standards for the commercial and industrial zones in South Beach are relatively simple and permissive:

- 50-foot maximum height limit (NMC 14.13.020 Table "A.") No existing development along the corridor has approached the height limit, nor are proposed uses likely to need additional height.
- Zero foot front, side and rear setbacks, with the exception of a 50-foot required setback from Highway 101 for industrial properties. (NMC 14.13.020 Table "A," 14.19.050.B.) Staff reported that the setback was developed to reserve potential area for future highway widening, but there are no longer state or local plans to add lanes south of the Yaquina Bay Bridge.
- 85-90% lot coverage permitted, with 10% site landscaping. (NMC 14.13.020 Table "A," 14.19.050.A.)

Although most setbacks for industrial and commercial sites are zero feet, a setback and some softening of those frontages can be achieved through the required landscaping along property frontage(s) equal to 10% of the site area. (NMC 14.19.050(A).) There are no standards about the required width or mix of plant materials required along the frontage, other than a requirement that "Landscaping shall be located along a street frontage or frontages." (NMC 14.19.050(B).)

There are no requirements for screening or buffering between uses, with exception of nonresidential abutting residential zones requiring graduated height limits and a 10-foot landscaping buffer. (NMC 14.18.) There are no limitations on outdoor storage or location of parking or loading areas, nor specific screening and buffering that would apply beyond a requirement for 5% of the parking area to be landscaped. (NMC 14.19.050(D)(1).)

No other architectural or site design standards apply to commercial and industrial properties within South Beach. Design review standards and procedures in Newport are currently limited to the Historic Nye Beach Design Review District, though the Comprehensive Plan identifies six potential urban design districts and future neighborhood plans could adopt design goals for additional areas. (NMC 14.30.010.)

Finding: Limited site design standards provide considerable flexibility with minimal constraints for site development, however, they provide little assurance of adequate screening and buffering between sites. The outlier is the 50-foot required front setback for industrial development along Highway 101, which no longer appears necessary for future highway expansion and is out of line with setbacks elsewhere in the City for industrial and other development. The front setback for development along Highway 101 in both commercial and industrial zones should be set at 10-20 feet to provide room for a modest landscaping strip as well as retain flexibility for minor right-of-way modifications to Highway 101 in the future if needed.

Screening and buffering standards are recommended for uses such as industrial outdoor storage that could create visual detractions and functional conflicts particularly between commercial and light industrial uses allowed within the I-1 zone. Specific landscape buffer widths and required materials, such as numbers of shrubs or trees, would provide greater certainty about frontage treatments throughout the district. In particular, a landscaping frontage standard for properties fronting the highway could create an enhanced and consistent image for South Beach, and replace the previous 50-foot industrial setback.

Creation of a design district is not recommended at this time based on the development goals and limited design conflicts identified to date along the corridor, however, development of limited objective design standards for portions of the district could minimize potential for future conflicts. While design review often connotes a particular vision of walkable, pedestrian-scale, mixed retail, office and/or residential areas—unlike the active commercial and industrial highway corridor in South Beach—design standards can be tailored to suit the functional and aesthetic goals of a variety of situations. One potential example is the mixed industrial district in the City of Tillamook, the Hoquarton Waterfront Overlay zone that incorporates limited

objective design standards to enhance compatibility between commercial and industrial uses. (Tillamook Zoning Code 153.033.)

Recent brewpub development in Tillamook's Hoquarton overlay zone incorporating industrial aesthetic

Parking Requirements: A major driver of site design is off-street parking, which can occupy a significant portion of the site area. Vehicle parking is required at minimum ratios established in NMC 14.14.030, ranging from one space per 150 square feet for restaurants to one space per 3,333 square feet for industrial uses. While the ratios are fairly typical for comparable cities, the result can be a significant amount of parking that may limit development potential in certain cases. As detailed in Table 4, the potential development scenarios being considered for the site at SE 35th St require 87-114 parking spaces, which could constitute nearly 40% of the site at an estimated 350 square feet per space on the 2.3-acre site. However, it is likely that many uses in South Beach will primarily be served by auto access and parking availability will be important for visitors and residents.

Table 4: Potential Parking Requirements for SE 35th St Opportunity Site

Scenario	Development Proposed	Parking Required	Total
1: General Merchandiser and Retail	30,000 SF general retail 5,000 SF retail cluster 6,000 SF restaurant	100 spaces 17 spaces 40 spaces	100 spaces on site at NE corner (City owned), up to 57 additional on SE corner if acquired
2: Grocery plus Microrestaurants	6,000 SF grocery/retail 7,000 SF restaurant (inc 2,000 SF coffee) 5,000 SF food cart pod (8-10 carts + 1,500 SF seating)	20 spaces 47 spaces 20 spaces	87 spaces
3: Retail and Microrestaurants	12,000 SF general retail 8,000 SF restaurant (inc 2,000 SF coffee) 5,000 SF food cart pod (8-10 carts + 1,500 SF seating)	40 spaces 54 spaces 20 spaces	114 spaces

Source: Required parking per NMC 14.14.030, 14.09.060(D).

There may be opportunity to reduce parking requirements at the SE 35th St opportunity site and elsewhere in South Beach through provisions for shared parking on sites developed with a mix of uses, through a parking demand analysis. (NMC 14.14.040.) A Type III variance process can also be used to reduce parking requirements for a specific site. (NMC 14.14.130.) In specific areas of the City with high demand and limited land area—Nye Beach, Bayfront and City Center—parking districts allow alternate parking ratios, and make use of shared public parking areas to meet demand. (NMC 14.14.100.) A district-wide strategy has not been proposed for South Beach, but could be considered in the future depending on growth.

Finding: While parking can be a significant portion of development sites, much development in South Beach is anticipated to serve users arriving by car and seeking parking. No changes to the parking ratios or creation of a parking district for South Beach is recommended at this time, but monitoring of both parking requirements as applied to specific sites and parking demand is recommended to identify any particular conflicts or opportunities to modify parking standards.

Permitting and Review Procedures:

Land use permitting requirements for potential development in South Beach are relatively limited. Because most commercial and industrial uses are permitted outright, no separate land use review is required outside of the building permit process. Newport does not use a separate site plan review process common in many other jurisdictions to review development against land use provisions, which expedites the overall permitting process. Site plan review is less applicable in Newport, however, given the relatively limited site development standards such as setbacks. The City could consider introducing site plan review only if warranted by introduction of more detailed development standards; for example, there is a design review process used for development in areas with specific design standards.

More complex land use permitting is also required for some uses, including conditional uses and most modifications of existing nonconforming uses. Development that generates more than 100 PM peak hour trips also requires a pre-application conference and review of a traffic impact analysis. (NMC 14.45.020.) Development throughout South Beach within the SBTOZ that is below the 100 PM peak hour trip threshold must alternatively submit a trip assessment letter, which can be completed concurrent with any land use permits or at the time of building permit application. (NMC 14.43.080.)

Finding: Permitting requirements for most commercial and industrial development in South Beach is straightforward and proportional to the limited land use standards applied to site development while addressing key issues such as traffic generation. Additional land use review may be warranted in the future if additional development standards are introduced for South Beach.

Transportation Planning: Future development and mix of uses along the Highway 101 corridor will need to comply with special transportation planning rules developed to allocate and manage existing highway capacity, given capacity constraints along this stretch of Highway 101. The majority of the urban renewal district is located within the South Beach Transportation Overlay Zone (SBTOZ), established in the 2012 Transportation System Plan and implemented through NMC 14.43. The SBTOZ was created in order to permit greater levels of development than would otherwise be permitted along the highway, accepting an increased level of congestion at peak times as a trade-off for greater economic development.

The SBTOZ establishes a total number of trips available within each of the transportation analysis zones (TAZs) and the area as a whole. The existing distribution of trips between TAZs was based on development potential of buildable land and existing zoning, and is meant to support economic development. New development must be able to be accommodated within the available trips, or apply to use trips reserved for the area as a whole, which has implications on the scope and types of development that can be planned and accommodated within this area. Notably, as shown in Table 5, commercial uses tend to have significantly greater trip generation rates up to 10 times greater than industrial uses.

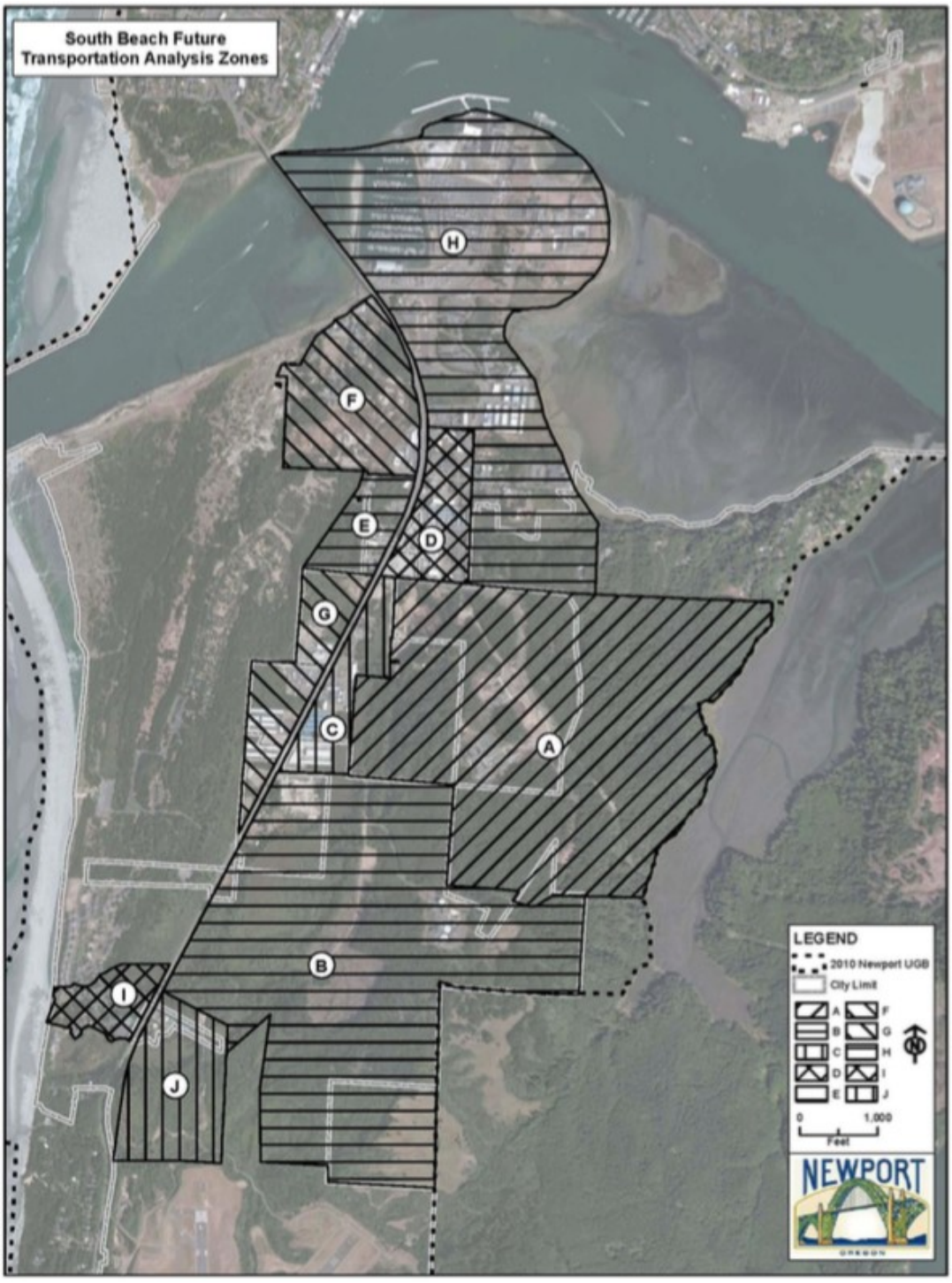
Table 5: Sample Trip Generation Rates

ITE Code	Description	Unit of Measure	Trips per Unit[1]
110	General Light Industrial	1,000 SF GFA	0.63
180	Specialty Trade Contractor	1,000 SF GFA	1.97
710	General Office Building	1,000 SF GFA	1.15
850	Supermarket	1,000 SF GFA	9.24[1]
930	Fast Casual Restaurant	1,000 SF GFA	14.13[1]
926	Food Cart Pod	Food Cart	3.08[1]
944	Gasoline/Service Station	1,000 SF GFA	109.27[1]

[1] Commercial and service uses eligible for 40-60% reduction to account for "pass-by" trips per ITE methodology as well as NMC 14.43.060(B).

Source: Institute of Transportation Engineers Common Trip Generation Rates (PM Peak Hour), Trip Generation Manual, 10th Edition

Figure 8: South Beach Transportation Overlay Zone



Source: Newport Transportation System Plan

The trip generation differentials between various uses, and the overall trip budget, means that any future developments should be considered within a transportation planning context to ensure that development complies with the adopted trip budget and moreover, uses trips wisely. Any changes to comprehensive plan land use designations within the SBTOZ, such as would be needed to rezone property around SE 35th St from Light Industrial to Commercial, requires review of the trip budget. (NMC 14.43.120(B).) The relatively high trip generation associated with many commercial uses compared to industrial uses supports selective commercial rezoning to stay within the trip budget. However, the Light Industrial zone already permits a wide range of industrial and commercial uses so the relative impact of rezoning may not be a significant change in terms of trips relative to the initial planning assumptions.

While the number of trips available for a given development proposal can only be assessed at the time individual projects come forward, it behooves the City to continue monitoring the trip budgets and reallocate trips as needed to facilitate locally desired development. In particular, the City should consider reallocating trips between districts based on proposed rezones and location of future traffic signals at SE 35th St and potentially at SE 40th St that may attract higher-trip generating uses. The SBTOZ also includes specific provisions for a trip reserve fund of approximately 10% of the total trips available that can be allocated to desired development over and above the specific trips available at the site, and this could be used strategically to support development in the urban renewal area.

Finding: Continue to implement transportation planning requirements and monitor trip budgets for areas within the SBTOZ consistent with NMC 14.43, which were developed to support planned industrial and commercial development throughout the South Beach area. Potential commercial rezones, development at the SE 35th Ave gateway site and installation of new signals at SE 35th St and potentially SE 40th St should be reviewed to determine their impact on trip budgets, including any required analysis as part of a comprehensive plan land use designation change required by NMC 14.43.120(B). If not sooner, the comprehensive reassessment of the trip budget mandated no later than December 2023 per NMC 14.43.120(A) will be a prime opportunity to review the allocation of trips and how the align with desired future development.

VI. Land Use Implications for Opportunity Sites

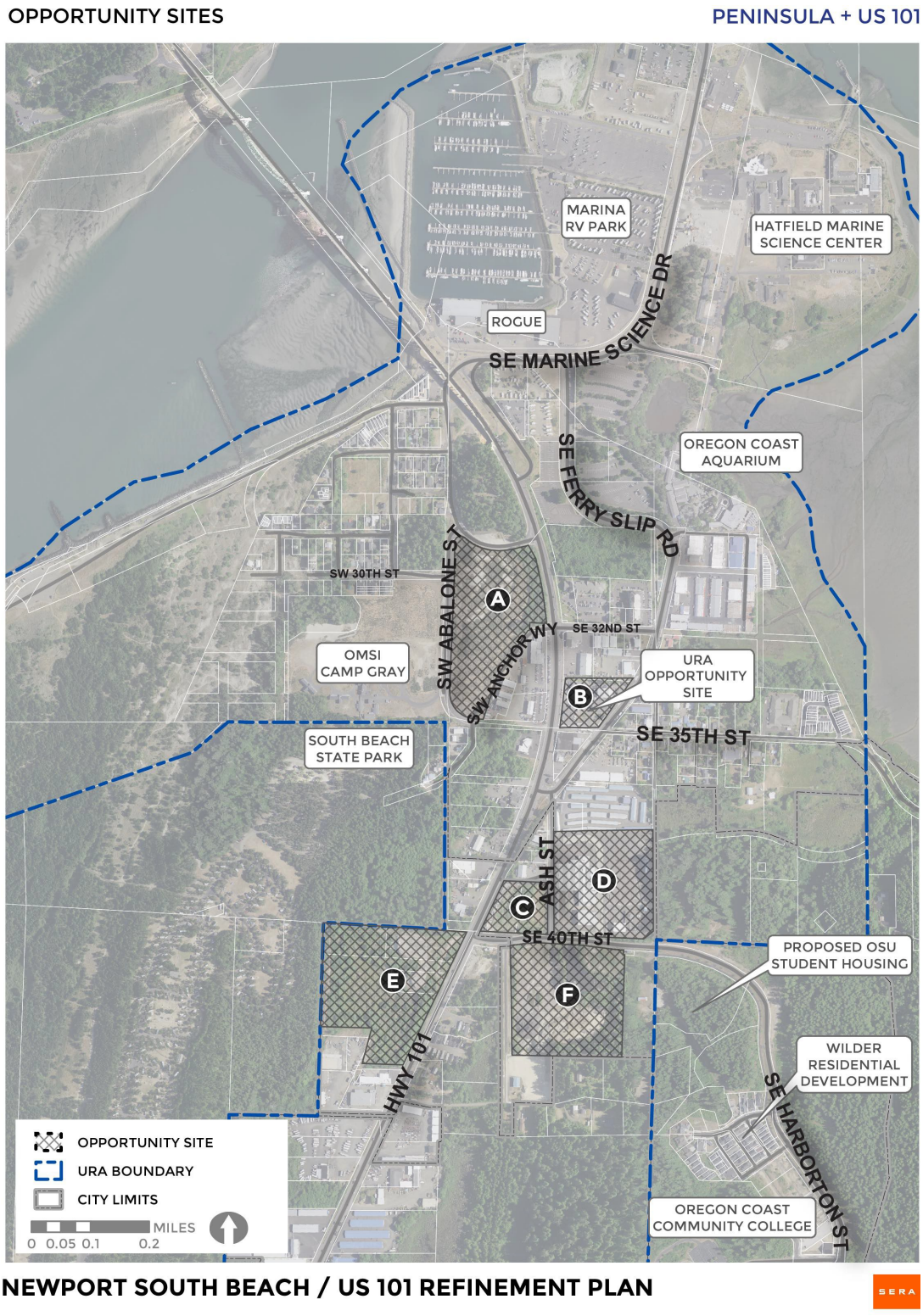
Identified opportunity sites along the corridor are primarily zoned Light Industrial, with one commercial property closest to the Yaquina Bay Bridge in the north, as shown in Figure 9. Table 6 summarizes relevant zoning considerations and potential for rezoning or other modifications to development regulations to better serve South Beach urban renewal and broader City economic development goals.

Table 6: Opportunity Site Zoning and Development Considerations

Site	Current Zoning	Development Considerations
A	C-1 Retail and Service Commercial	• Prime commercial development opportunity, consistent with existing zoning • Consider compatibility of use, development with OMSI Camp Gray located immediately west
B	I-1 Light Industrial	• Intended to serve as gateway to South Beach, located with new signal • I-1 zoning permits the uses under consideration (retail, restaurants) • Urban Renewal Agency ownership provides some degree of control over future development • Surrounded by light industrial sites which the Agency does not control, could create detractions from site's appeal • Recommended rezoning to C-1 along with properties north to SE 32nd St, consider inclusion of additional properties south to Ferry Slip Rd after review of potential to create nonconforming uses
C	I-1 Light Industrial	• Prominent site along highway located at likely new signal • Current zoning would permit range of commercial or industrial uses, flexible • Surrounded by light industrial sites that could develop with mix of uses, little certainty about compatibility of future development • Potential for large scale commercial use on property, may warrant rezoning to C-1 or C-3
D	I-1 Light Industrial	• No highway frontage or visibility, but developed frontage and utilities along SE 40th St and Ash St • Current zoning would permit range of commercial or industrial uses, flexible • Surrounded by existing light industrial uses • Undeveloped residential property to the east may raise compatibility concerns

Site	Current Zoning	Development Considerations
E	I-P Planning Industrial (County)	• Has not been annexed, uncertain which industrial zone would be applied • Significant highway frontage and visibility at likely new signal location • Current zoning would permit range of commercial or industrial uses, flexible • Potential for large-scale industrial or commercial use • Consider I-1 implementing zone for broader flexibility
F	I-3 Heavy Industrial	• Has been used for sand or gravel mining • Significant wetland on site serves as regional storm drainage facility, which may limit development potential • No highway frontage or visibility, but developed frontage and utilities along SE 40th St • Only existing I-3 area in the City, no other heavy industrial opportunities at present • Proposed OSU student housing to the east raises compatibility concerns if developed for heavy industrial use • Consider rezoning to I-1, finding ways to limit heavy industrial uses, and/or enhancing buffering requirements for site. Consider offsetting any loss of I-3 zoning by applying to industrial parcels farther south in South Beach

Figure 9: Identified Opportunity Sites



VII. Regulatory Recommendations

Map Recommendations: The first part of recommended updates in response to the land use audit for the South Beach Urban Renewal District includes revisions to the Comprehensive Plan Map and Zoning Map to better align districts with proposed development needs for individual sites and the district more generally.

Table 7: Recommended Comprehensive Plan and Zoning Map Updates

Properties & Rationale	**Plan Designation** *(existing)*	**Zoning** *(existing)*
Extended Commercial Node around SE 35th St Opportunity Site: Block bounded by Highway 101, SE 32nd St and Ferry Slip Rd, centered around Opportunity Site B owned by Urban Renewal Agency and new signal at SE 35th St. Rezoning these areas creates a consistent commercial frontage along the highway, and creates expanded retail and service opportunities for district residents and visitors with greater compatibility between uses and fewer potential conflicts with light industrial uses allowed in current zone. (Parcels #R11616, R482059, R479745, R477320, R474928, R472651, R16486, R505007, R14107, R507596, R25812, R54175, R49476, R51896)	Commercial *(Industrial)*	C-1 Retail and Service Commercial *(I-1 Light Industrial)*
New Commercial Site at SE 40th St: Rezoning properties under common ownership at SE 40th St (Opportunity Site C) near potential new traffic signal prioritizes the site for a significant retail or service use to serve the district, rather than potential light industrial use allowed in current zone. (Parcels #R370660, R515982)	Commercial *(Industrial)*	C-1 Retail and Service Commercial *C-3 Heavy Commercial alternative possible *(I-1 Light Industrial)*
Eliminate Heavy Industrial Conflict at SE 40th St: Site abuts other light industrial properties as well as residential uses to the east; light industrial will provide flexibility for range of commercial or industrial uses with less impact. (Parcels #R509944, R526777, R526776)	No change *(Industrial)*	I-1 Light Industrial *(I-3 Heavy Industrial)*
Consistent Public Designation for State Park: Correct current inconsistency between County zoning and current use of southern-most South Beach State Park parcel and City zoning to support future annexation. (Parcel #R184345)	Public *(High Density Residential)*	P-2 Public, upon annexation *(County Public Facilities)*

Zoning Code Recommendations: The second category of recommended updates to address audit findings is revisions to the City's Zoning Code to fine-tune the use and development standards that apply to development on individual sites within the district. Notably, proposed code updates are minor revisions to the existing zones and standards, rather than creation of a new zoning district or overlay for the South Beach area. The propose code updates have potential to further refine the uses and development within the existing and proposed zones to better match the goals for the district.

Table 8: Recommended Zoning Code Updates

Code Section	Proposed Update & Rationale
14.03.070 Commercial and Industrial Uses	Add footnote to 'Self-Service Storage' use in the I-1 zone stating: "New self-service storage uses established after (effective date of ordinance) are prohibited within the South Beach Transportation Overlay Zone, as defined in Section 14.43.020." The proposed change would limit new self-storage facilities within the district given their low employment density and tax generation potential. Alternatively, the limitation could be targeted at only those properties within the SBTOZ abutting Highway 101 if there is desire for some flexibility to site new uses within the district, while limiting their impact on the highway corridor itself.
14.03.070 Commercial and Industrial Uses	Add footnote to 'Contractors and Industrial Service' use in the I-1 zone stating: "New sales, repair, storage, salvage or wrecking of heavy machinery, metal, and building materials; towing and vehicle storage; auto and truck salvage and wrecking uses established after (effective date of ordinance) are prohibited within the South Beach Transportation Overlay Zone, as defined in Section 14.43.020." The proposed change would limit incompatible vehicle wrecking and salvage operations within the district given the visual clutter and low employment density associated with these uses. Alternatively, the limitation could be targeted at only those properties within the SBTOZ abutting Highway 101 if there is desire for some flexibility to site new uses within the district, while limiting their impact on the highway corridor itself. Another approach could be to split this use category into two subcategories, such as the distinction between light and heavy manufacturing, and then limit these more impactful contractor and service uses by prohibiting in C-3 and I-1 zones.
14.13.020 Table "A" Density and Other Dimensional Standards	For C-1 zone, amend front setback from "0" to read "0 or 15-ft from US 101 south of Yaquina Bay Bridge." Recommendation is focused on C-1 zone proposed for expansion within South Beach to provide a more consistent frontage and buffering between development and the highway. Setback could also apply to existing C-2 properties, but little benefit is expected because those sites are already developed within South Beach.

14.13.020 Table "A" Density and Other Dimensional Standards	For I-1 zone, amend front setback from "50-ft from US 101" to read "15-ft from US 101 south of Yaquina Bay Bridge." Proposed change would expand site development potential along the highway corridor where significant highway widening is no longer planned, while maintaining a consistent frontage with buffering between development and the highway. Setback could also be revised for I-2 and I-3 properties, however, there are currently none along the highway corridor. Consider desired setbacks for small industrial node in the north abutting US 101, and whether a similar reduction to a 15-ft setback or retention of 50-ft setback is desired.
14.19.050(B) Location of Landscaping Required for New Development	Add subsection (1) stating that: "For sites zoned C-1 or I-1 abutting US 101 located south of Yaquina Bay Bridge, landscaping shall include a minimum 15-foot-wide landscaping buffer." This specificity would add direction to concentrate landscaping within the recommended 15-ft front setback along the corridor. Additional details could be added about the number of trees, shrubs and other plant materials required, and/or a limitation on the amount of bark dust, gravel or rocks that can be used for landscaping, but this level of detail is out of keeping with the rest of the landscaping chapter. Any planting requirements should not cause view obstruction of intersections or driveways, as specified in NMC 14.19.040(C). A longer-term consideration could be to develop a more detailed matrix of required buffer widths and plant materials between properties based on zone and street frontage.
14.19.060(B) Location of Landscaping Required for New Development	Add subsection (1) stating that: "For sites zoned C-1 or I-1 abutting US 101 located south of Yaquina Bay Bridge, landscaping shall include a minimum 15-foot-wide landscaping buffer." See above.

City of Newport

Community Development Department

Memorandum

To: Planning Commission/Commission Advisory Committee

From: Derrick I. Tokos, AICP, Community Development Director

Date: April 22, 2022

Re: Transportation System Plan Part I – Comprehensive Plan Changes

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This is the first of at least two work sessions to cover changes needed to implement the recently completed Transportation System Plan (TSP) update. The City will need to update its Comprehensive Plan and the Newport Municipal Code. This work session focuses on revisions to the Newport Comprehensive Plan. Enclosed are two documents. One will replace the transportation section of the Comprehensive Plan and the other is an updated set of goals and policies. Both borrow heavily from the February 2022 full version of the updated TSP and the March 2022 Executive Summary, recommended for potential adoption by the Project Advisory Committee at its March 24, 2022 meeting.

The TSP is a facility plan, much like the City's airport, water, wastewater, and stormwater plans. In the City's Comprehensive Plan, facility plan goals and policies are contained is a section separate from the plan summaries, thus the two documents. For this work session, I am planning to review the two documents and will be looking for your feedback as to how they can be improved in advance of the public hearing that is tentatively set for May 23, 2022. A revised draft will be brought back before the Commission at it May 9, 2022 work session. A tracking sheet of pending TSP edits is enclosed and any recommended changes to the TSP coming out of this meeting will be added to that list.

In anticipation of the public hearings, the project website has been updated to include the most recent version of the TSP and its supporting documents. Additionally, the City's new GIS Specialist, Carl Nodzenski, has put together an interactive web map to make it easier for interested persons to identify the various TSP projects. The web map is available on the project website www.Newporttsp.org and there is also a link to it on the city's main webpage.

Attachments
Updated Transportation Section of the Newport Comprehensive Plan
Updated Transportation Goals and Policies
Newport TSP Executive Summary, Mar 2022
Newport TSP Full Document, Feb 2022
Tracking Sheet of Pending TSP Edits

NEWPORT TRANSPORTATION SYSTEM PLAN*

This Transportation System Plan (TSP) describes the individual elements that make up the transportation system for the City of Newport. Plus, the TSP represents recommended project improvements and goals and policies towards establishing a coordinated multi-modal transportation network for the City of Newport intended to comply with Statewide Planning Goal 12 and the Transportation Planning Rule (OAR 660-012-0015).

The complete TSP, titled "City of Newport Transportation System Plan, February 2022" describes in detail the various components of the City of Newport's transportation system, makes a complete analysis of those various components, and describes the process used to develop the plan. Current and future transportation needs were evaluated, projects prioritized, and a strategic and reasonable funding program has been developed, all of which was informed by public input. Unimplemented project concepts from the City's previous transportation related plans that are still relevant have been incorporated into the TSP. **By this reference, the complete TSP as amended by Ordinance No. _____ is incorporated herein**. Where the text references "TSP," the reference is to the TSP as amended unless otherwise noted.

However, the complete plan contains more information than most individuals want to sort through when looking for guidance on how future decisions should be made to improve the City's transportation system. This section will; therefore, focus on the projects contained in the TSP and the goals and policies needed to assure compliance. Persons interested in obtaining a more thorough understanding of the reasoning for the projects, goals, and policies should review the full TSP documentation referenced in Policy 1, Goal 1 of this chapter.

CRITICAL COMMUNITY ISSUES

A number of critical community issues guided development of the TSP. They were identified under the guidance of city leaders and a committee of key community stakeholders, referred to as the Project Advisory Committee, and are as follows:

- Develop desired streetscape, urban form, and roadway alignment for downtown commercial core to spur redevelopment.
- Identify transportation enhancements for the Agate Beach neighborhood that are sensitive to local geologic conditions.
- Update the TSP capital projects and planning level estimates for near- and long-term system investment priorities.
- Clarify whether the US 101 highway alignment may change as a part of the future replacement of Yaquina Bay Bridge.
- Evaluate the viability and efficiency of NE Harney St. extension as north-south alternative to US 101.
- Develop a city-wide integrated multi-use bike and pedestrian network.
- Identify areas suitable for neighborhood traffic calming measures and address pedestrian safety needs.
- Identify transit needs of the community.
- Refine street cross-sections requirements to provide options that address constraints.
- Revise infill frontage improvement requirements to better balance cost and community needs.

*Added by Ordinance No. 1802 (1-4-99); Amended by Ordinance No. 1963 (8-18-08), Ordinance No. 2045 (11-5-12), and Ordinance No. ___ (6-20-22).

Critical community issues were also identified through public engagement while the TSP was being developed, with approximately 970 people being engaged through a variety of outreach opportunities. Common themes heard from the public included the following:

- Improve pedestrian and bicyclist safety throughout the city.
- Increased bus/transit/shuttle options.
- Enhance vehicle traffic flow and reduce congestion for through travelers and local users
- Implement parking improvements especially in the downtown area
- Enforce traffic speeding
- Preserve/rebuild the Yaquina Bay Bridge in the same location
- Promote emerging technology such as electric vehicle (EV) charging stations, parking solutions and solar power

Outcomes and recommendations related to these issues are addressed in detail in the complete TSP. Technical background information that formed the basis for many of the recommendations are available as appendices to the document.

TRANSPORTATION SYSTEM CONTEXT

The City of Newport was incorporated in 1882, and the 1910 census reported about 700 residents. Over the past century, the city has grown to just over 10,000 permanent residents today. The summertime population peaks at 25,000 because of the seasonal changes in tourist, employment, visitor, and recreational activities. As a popular Oregon Coast community and active seaport, Newport experiences its highest transportation demands during summer months when tourism and recreation are at their peak, whereas travel activity during the winter months are much lower. For example, the daily traffic counts on US 101 near City Hall drop by about 40 percent between July and January. The TSP recognizes how seasonal swings in travel activity affect the community.

Newport faces the challenge of accommodating growth while maintaining acceptable service levels on its transportation network. Some of the key opportunities and challenges noted addressed with the TSP are listed below:

- **US 101 and US 20** form the primary transportation network and carry most of the motor vehicle traffic. Outside of the downtown core area, the geographic constraints of the ocean coast, Yaquina Bay and local hillsides have fostered a strong reliance on the state highway system both for local travel and regional service to nearby communities. These highways were built with limited walking and bicycling amenities which continues to be a challenge for residents, visitors and tourists that are traveling outside of their motor vehicles.

- **Downtown** is where many of the properties are underutilized or in economic distress with vacant storefronts and aging, poorly maintained buildings. The City has an opportunity to leverage its urban renewal district to generate funding to revitalize the downtown area, which is also referred to as the commercial core area, along with upgrading the transportation system to catalyze economic development and provide infrastructure needed to support additional density.
- **Nye Beach** is a mixed-use neighborhood with direct beach access anchored by Performing Arts and Visual Art Centers. Commercial development is concentrated along Beach Drive and Coast Street, both of which include streetscape enhancements that encourage a dense pedestrian friendly atmosphere. This area includes a mix of retail, dining, lodging, professional services, galleries, single family homes, condominiums, long term and short-term rentals.
- **Bayfront** is a working waterfront with a mix of tourist-oriented retail, restaurants, fish processing facilities, and infrastructure to support the City's commercial fishing fleet. The Port of Newport is a major property owner, and a boardwalk and fishing piers provide public access to the bay. The area is terrain constrained, with steep slopes rising up from commercial sites situated along Bay Boulevard.
- **South Beach**, nestled on the south side of the Yaquina Bay Bridge, is developed with a mix of regional institutions, recreational facilities, neighborhoods, and retail businesses, including the popular Oregon Coast Aquarium, Hatfield Marine Science Center, OMSI's Camp Gray, Oregon Coast Community College, Newport Municipal Airport, and the Port of Newport's South Beach Marina and RV Park. The City's largest residential planned development is also located in South Beach, known as the "Wilder" community.
- **Yaquina Bay Bridge** is an integral part of Newport as well as an historic icon on Oregon's coast highway system. Since its opening in 1936, the bridge has been the only transportation link across Yaquina Bay to South Beach. The Oregon Department of Transportation (ODOT) has been working to extend the functional life of the bridge, but they expect that it will eventually be replaced. The timing for its replacement is uncertain, however, ODOT has indicated that its current location would be the preferred option to minimize environmental, engineering and community impacts.
- **Natural Hazards** considered in this TSP include the potential tsunami events following earthquakes and mitigating for unstable soils and ocean bluff erosion.

EXISTING AND ANTICIPATED FUTURE TRANSPORTATION CONDITIONS

A comprehensive assessment was made of the travel patterns and transportation system performance within Newport as it operates today, and how that is expected to change with planned growth through 2040. To make the future forecast, the designated growth areas within the city were reviewed to determine how travel activity and patterns would change based on historical demographic and travel data. The future year travel forecast was made for summertime conditions, and it was used to evaluate how effectively proposed roadway solutions would operate.

The findings of this technical analysis for all travel modes, combined with input from the public engagement process, formed a master list of system needs for the community. Later in the update process, past transportation projects that have yet to be implemented were refined and amended, as needed, to fully address the latest understanding of the community's transportation needs.

Land Use and Transportation Demand Growth

The City's Urban Growth Boundary (UGB) and adopted land use zoning maps identify the location and type of development that is expected to occur in Newport. In addition, citywide population forecasts are coordinated with a statewide effort led by Portland State University. By 2040, the growth in households and employment for Newport can be summarized as follows:

- **Households** - About 1,000 more homes are expected throughout the city, with the highest concentrations in the recent UGB addition near NW Lighthouse Drive (NE 52nd Street), and the emerging neighborhood along SE 40th Street near the Oregon Coast Community College. Many other neighborhoods expect modest residential in-fill development.
- **Population** – About 2,400 more permanent residents are expected to reside in these new homes. In addition, visiting households during peak seasons are forecasted to increase by about 210 more than today.
- **Summer Employment** - About 2,700 more jobs are expected during the summer. Overall job growth will be highest in the South Beach area, especially along Marine Science Drive, and south of 40th Street, and in the very north end of the city near 73rd Street.

This combination of new housing, residents and jobs is expected to increase citywide vehicle trips by about 27% year-round by 2040.

Motor Vehicle System Performance Issues

Based on technical evaluation and feedback from the community, the following operational, safety and maintenance issues were identified for the Newport motor vehicle system. ODOT has quantitative performance targets for its highways based on traffic delays, which were applied to determine if conditions were acceptable or not. A total of 20 intersections were selected for the operational analysis review.

- Six of the intersections on US 101 are expected to have major delays for motor vehicle traffic. This includes three locations that are controlled by traffic signals (at NE 52nd Street, US 20, and Hurbert Street) and three stop controlled intersections (at NE 73rd Street, Oceanview Drive, and Angle Street)
- Many other intersections along US 101 that were not specifically analyzed are expected to have limited access and severe delays during peak hours for traffic intending to turn left onto the highway. Several neighborhoods derive their only access from US 101. Public feedback specifically noted NE San-Bay-O Circle near the Fred Meyer store as being difficult to exit during summertime conditions.
- Two of the US 20 intersections are expected to have major delays including SE Benton Street (stop sign controlled on the side street) and NE Harney Street-SE Moore Drive (traffic signal control).
- The US 20/NE Harney Street-SE Moore Drive intersection was also cited by public feedback as being problematic for serving school related traffic before/after school sessions, and for major events at the Lincoln County fairgrounds.
- Other community safety concerns included the lane merging on southbound US 101 approaching Yaquina Bay Bridge, and the irregular access spacing on US 101 near the Newport Theater.
- Three local bridges were identified as being structurally deficient including US 101 over Big Creek, the Yaquina Bay Bridge, and on Big Creek Road over Big Creek.
- In addition to its weight limited condition, the vehicle traffic using the Yaquina Bay Bridge is expected to grow and it will eventually exceed the carrying capacity.

Walking and Bicycling System Performance

Walking is an important part of local travel options, both within neighborhoods and parks as well as along and across major roadways. Provision of safe and convenient walking options can help the city move towards a complete multimodal transportation system. Today Newport has 33 miles of sidewalks, although about 70 percent of city streets lack sidewalks on at least one side.

Bicycling is common along US 101, which is part of the designated Oregon Coast Bike Route. Cyclists generally ride on the wide paved shoulders on US 101, since there are very limited designated bike lanes on the highway. Off highway, there is about 10 miles of shared-use pathways or trails available, but generally cyclists are required to share the roadway with vehicles. For both walking and bicycling system, a Level of Traffic Stress (LTS) score was determined that represents the user's experience on that route. Based on technical evaluation, field observations, and public feedback, the following walking and bicycling issues were identified:

- For walking travelers, about 25 percent of state highway and city collector street blocks were rated in the low to moderate LTS range, which is generally comfortable for the average traveler.
- For bicyclists, about 15 percent of state highway and 90 percent of city collector streets had low to moderate ratings.
- On the other end of the LTS scale, extreme ratings were shown for 60 percent of the highways for walking travelers, and 85 percent of bicyclists. This is the highest level of stress and is considered very challenging.
- Extreme or high bike LTS was noted due to high speeds and traffic volumes and unprotected bike facilities. This includes both state highways and short segments of NE Harney Street, NE 31st Street, NE Yaquina Heights Drive, SE Bay Boulevard and SE Ferry Slip Road.
- Sixteen of the 20 intersections studied on US 101 and US 20 had extreme or high LTS scores due to non-compliant ADA curb ramps, complex elements or limited refuge or enhancements at the crossing. Bicycling LTS has similar scores at these locations.
- NW Oceanview Drive, a component of the Oregon Coast Bike Route, was rated at extreme level of traffic street between US 101 and the intersection with NW Edenview Way, and medium level of traffic stress from there to Spring Street.

System deficiencies were noted in cases where the walking or bicycle facilities had major gaps, extreme LTS, or were near important destinations, such as parks, schools, transit stops or essential services. These were flagged to be reviewed for possible system improvements.

Transit Services

Lincoln County Transit operates a city loop bus service, an intercity bus service, and a paratransit service. The loop service through Newport connects key destinations six times each day, seven days a week and in the evening. While most residents and businesses are located within one-half mile of a loop transit stops, the time between buses (up to 90 minutes) and limited-service hours (7 am to 5pm) moderates it effectiveness for residents and visitors.

The intercity transit service operates routes to Corvallis and Albany four times each day, to Lincoln City four times each day, to Yachats four times each day, and to Siletz six times a day between Monday and Saturday.

Lincoln County Transit's paratransit service provides public transportation to persons with disabilities who are unable to use regular fixed route buses. Curb to curb paratransit service, in wheelchair lift equipped minibuses, is available generally between 8:00 a.m. and 3:30 p.m. Monday through Friday.

Lincoln County's transit development plan through 2028 intends to enhance the frequency of services and add more stops on the loop to better serve more riders. This includes two new loop routes with shorter headways between more popular local destinations.

Freight Network

US 101, north of US 20, is a designated federal truck route and US 20, east of US 101, is a designated Oregon freight route. With growing traffic volumes, six intersections along the state highways would not meet their currently adopted mobility target. These are the same six locations noted under the "Motor Vehicle System Performance Issues" section above.

Other locations with identified freight needs include Bay Boulevard is a working waterfront and is a key freight generator for the City of Newport. This area is also a tourist destination which can create conflicts between the high volume of pedestrians, passenger cars, and freight vehicles which serve Newport's fishing industry. Freight vehicles face steep grades for northbound traffic approaching the Yaquina Bay Bridge. The recent relocation of the traffic signal from SE 32nd Street to SE 35th Street has improved this operational issue; however, the bridge still has weight limit restrictions.

Airport

The Newport Municipal Airport, owned and operated by the City of Newport, is a public-use airport located east of US 101 off SE 84th Street, approximately five miles south of downtown. This airport provides general aviation for Newport and surrounding coastal communities and is identified as a critical resource by the Oregon Department of Aviation for emergency response following a major earthquake or tsunami. Currently, the airport supports general aviation aircrafts, US Coast Guard helicopters, and air ambulance flights.

Waterways

The Port of Newport maintains and operates separate commercial and recreational marinas to serve Newport's ship traffic. The commercial marina, located on the north side of Yaquina Bay, south of Bay Boulevard includes four docks for commercial vehicles and serves a large, prolific fishing fleet and a yacht club. This marina can accommodate vessels up to 100 feet. The recreational marina is located on the south side of Yaquina Bay, near South Beach, with space for 522 vessels and includes power, water, fuel, and sanitary services as amenities. This marina also serves as a public boat launch with space for trailer storage.

STREET FUNCTIONAL CLASSIFICATION CHANGES

The functional classification of a street or roadway defines how it is intended to be used, and its relative purpose compared to other facilities in the network. Transportation agencies that manage and maintain highway and street systems commonly use this practice, including federal, state, county, and city jurisdictions. The TSP refines the City's street functional classifications to align with local community values. The major changes to the street functional classification designations for City of Newport Streets include the following:

- **Designating State Highways as the only Arterial Roadways -** Several city streets that were previously designated as arterials roadways were downgraded to better match their intended use today and in 2040. Arterial streets are primarily intended to serve regional and through traffic. It is determined that only the two State Highways provide that type of service.

- **Dividing City Collector Streets into Two Tiers, Major and Neighborhood Collector** - The city previously had one category for collector streets, which are intended to connect neighborhoods to each other and to arterial roadways. The top tier collector was renamed to a Major Collector. A second tier of collector roadway was introduced where it was most appropriate to apply traffic calming techniques in neighborhoods, and to tailor bike and pedestrian designs to best match the local environment.
- **Identifying Private Streets** – While not depicted on the functional classification maps, the TSP identifies local streets that are privately owned or maintained by the adjoining property owners as a subset of the local street classification.
- **Local Truck Routes Added** – In addition to the state and federal designated truck routes on US 101 and US 20, there are several city streets that serve as key local truck routes within the community. These routes were added to the city's freight network to highlight the need to design and manage them to serve trucks. Examples include Bay Boulevard, and SE Marine Science Drive.

The new functional classifications for City of Newport streets and freight routes are depicted on Figures 1 through 6 below.

Figure 1: Functional Classification of Roadways – North Map

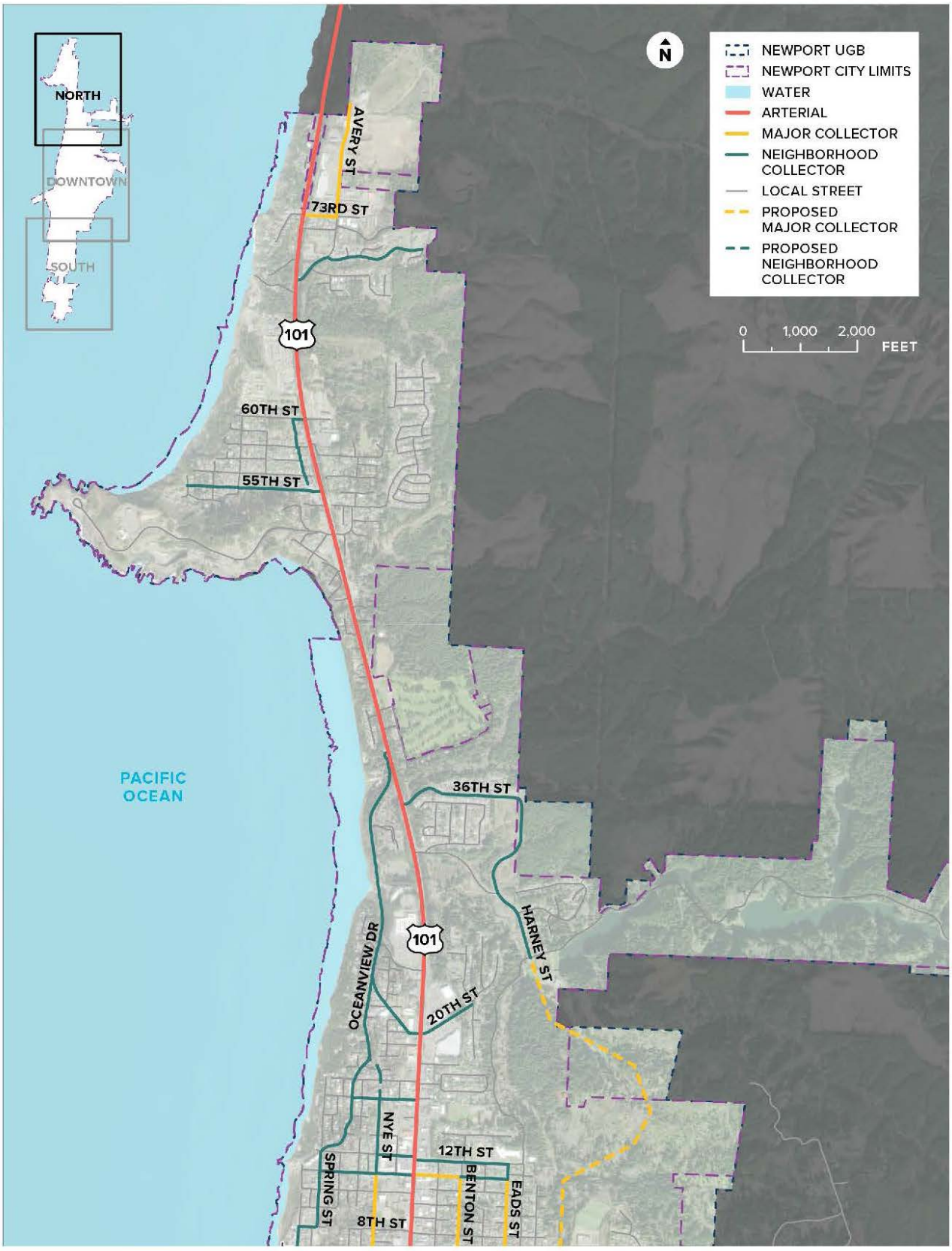


Figure 2: Freight Routes – North Map

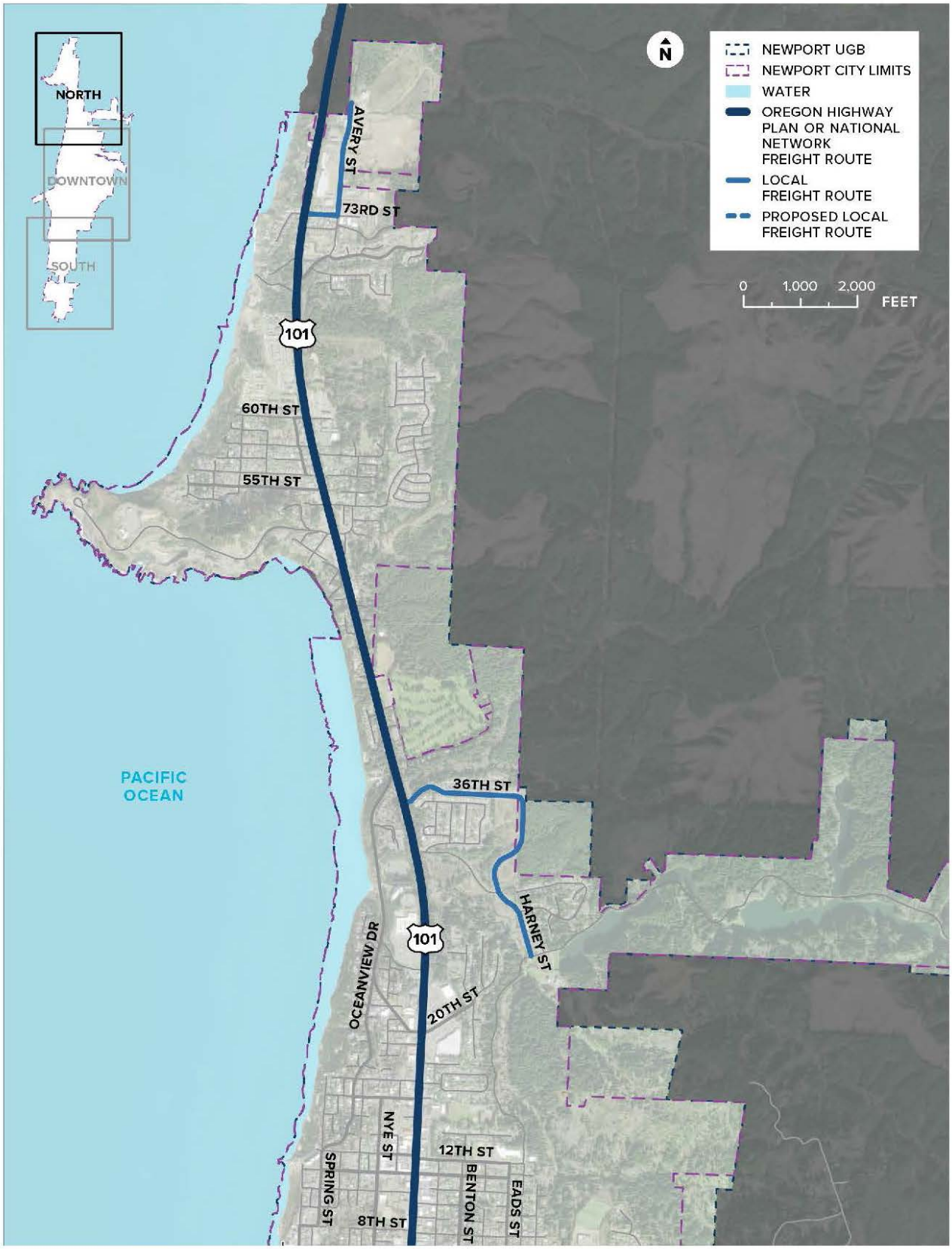


Figure 3: Functional Classification of Roadways – Downtown Map

Figure 4: Freight Routes – Downtown Map

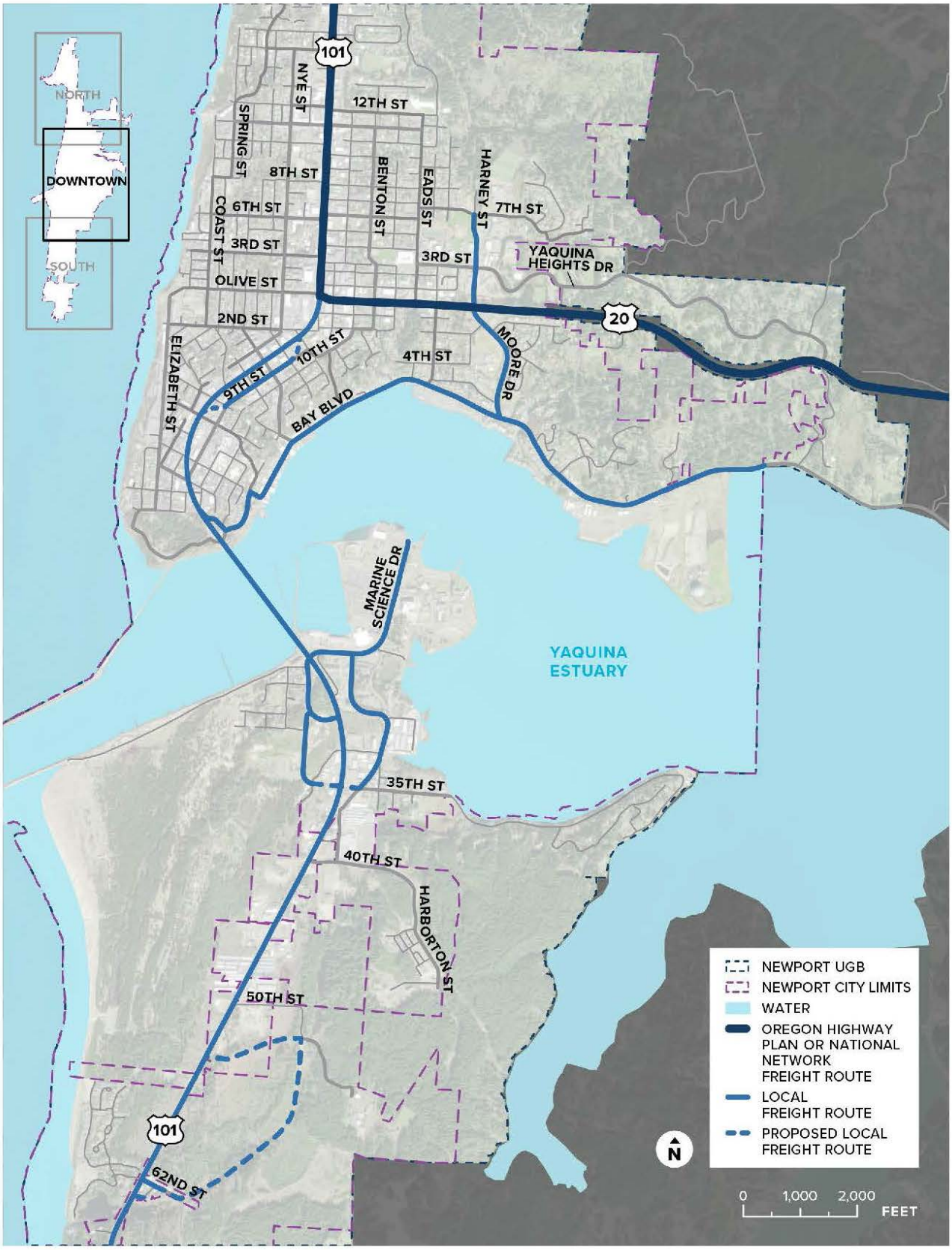


Figure 5: Functional Classification of Roadways – South Beach Map

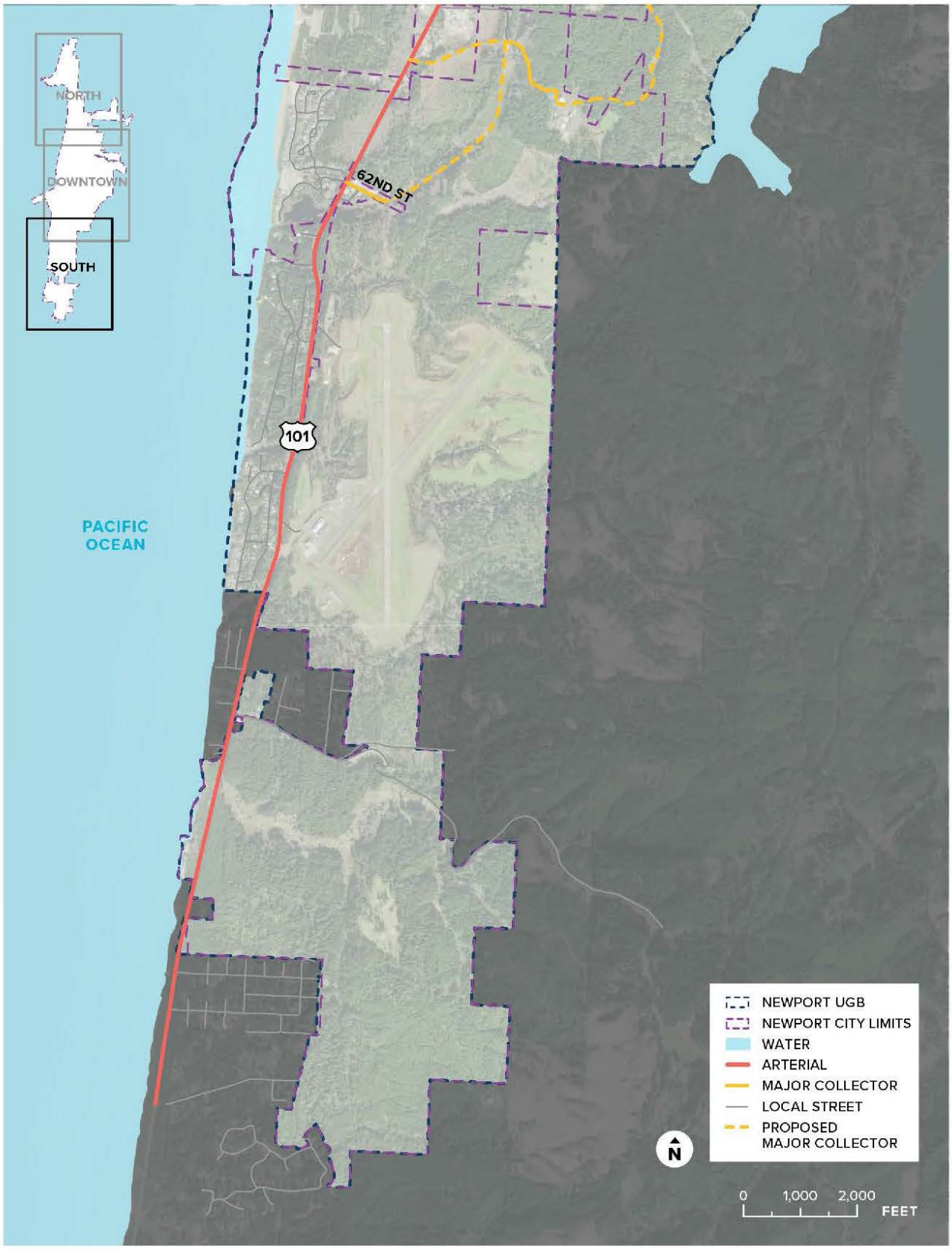
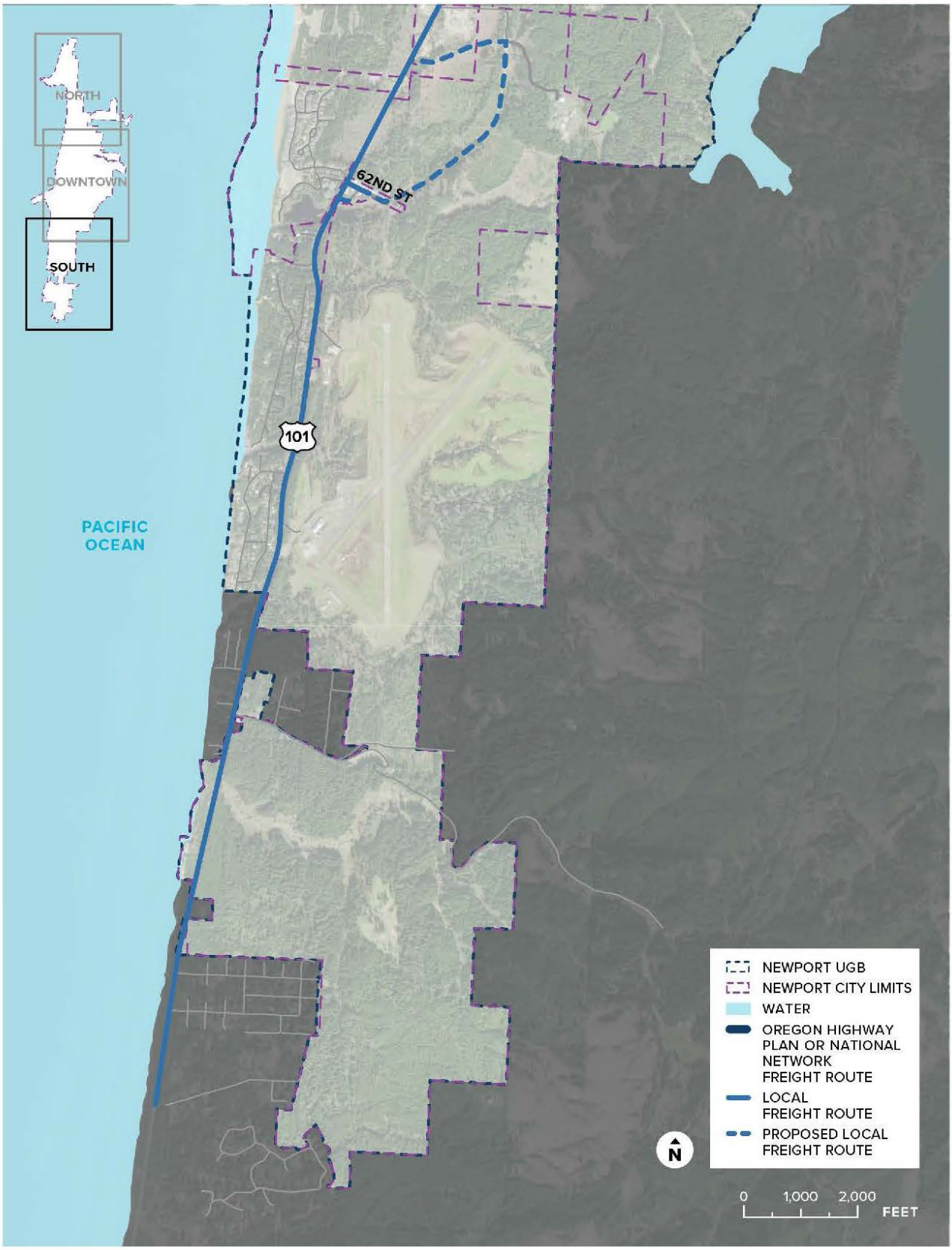


Figure 6: Freight Routes – Downtown Map



MULTIMODAL NETWORK DESIGN

Street designs are based on the functional classifications. City street improvement projects generally accompany newly developing or redeveloping areas of the city. Roadway cross-section design elements include travel lanes, curbs, furnishings/landscape strips, sidewalks on both sides of the road, and bicycle facilities. In some cases, site constraints may prevent minimum standards from being applied, and design exceptions are required.

The TSP includes recommended design standards for all levels of streets, trails and pathways. A summary of the key changes for network design types follows below:

- **Added Yield or Shared Streets -** A new classification for local streets was added to recognize cases where traffic volume is low (fewer than 500 vehicles daily). These cases were referred to as Yield or Shared Streets, and they allow narrower street widths and lower speed limits.

- **Sidewalk Minimum Width Varies** - The minimum sidewalk width was changed to be wider depending on the street classification, and fronting land use types. For example, this allows added space for street side amenities in commercial districts.

- **Bicycle Facilities Tailored to Street Classification** – To better support an integrated bike network, the design standards were modified to better match the required bike facilities with the on-street conditions experienced by cyclists. Where traffic volumes and speeds are high, like on the state highways, wide and protected bike facilities are preferred. Whereas, in neighborhoods the bikes can more readily share the street with motor vehicles.

- **Minimum Pedestrian and Bicycle Facilities** – New design standards are recommended for pedestrian trails, accessways, and shared-use pathways, showing the minimum facility width for each case.

ADDITIONAL TRANSPORTATION PLANNING STANDARDS

A new set of transportation standards is recommended that the City can apply during on-going development review, and when plan amendments are being considered. These new standards provide staff with a quantitative basis for reviewing proposed development plans and other planning proposals that may affect local transportation conditions. The additional standards include the following:

- **Vehicle Mobility Standards** –Define the thresholds of acceptable congestion on city streets for a range of intersection types. These standards can be applied to form the basis for requiring conditions of approval for pending development to ensure that the ultimate facility design matches the expected demands.

- **Multimodal Connectivity** – Define the minimum and maximum spacing standards for block length, driveway spacing, setbacks, and space between ped/bike connections. The intent of these standards is to provide for efficient, safe, and timely multimodal travel, particularly in newer neighborhoods designs.

The TSP further highlights unique natural hazards facing the City of Newport, and the City's response to manage those conditions. This includes the Oregon Seismic Lifeline Routes that facilitate emergency evacuation and recovery routes following disasters, such as a tsunami event. Projects are included to

promote seismic resilience on lifeline routes, add pedestrian or bicycle facilities on evacuation routes, and promote wayfinding.

Also highlighted in the TSP are street stormwater drainage management strategies that apply to new development areas and major infrastructure improvements, such as new or expanded roadways. These strategies are acutely important in many areas of the city, and most notably the Agate Beach neighborhood, to mitigate runoff impacts such as further erosion of coastal bluffs.

PROJECT DEVELOPMENT AND FUNDING

Building the updated project list for this TSP involved identifying a several new projects to specifically address new community concerns and combining them with unimplemented past projects from previously adopted transportation plans. The full list of projects is referred to as Aspirational Projects.

A prioritization process was applied to the Aspirational Projects to emphasize improved system efficiency and management over adding capacity. This included four tiers (highest, high, moderate and low). These priority outcomes were then compared to city goals and objectives for the transportation investments. As a result, the higher priority solution types that address identified needs were selected unless a lower priority solution was clearly more cost-effective or better supported the goals and objectives of the city. This process allows the city to maximize use of available funds, minimize impacts to the natural and built environments, and balance investments across all modes of travel.

Each project was reviewed to assess which agency would lead the project and the likely funding source. It is important to note that these funding assumptions do not obligate any agency to commit to these projects. In general, projects were assigned to either the City of Newport or ODOT as the lead agency, with a few cases where they may jointly fund a project. Also, each project was assigned an assumed funding source, which included the City's North Side Urban Renewal District, South Beach Urban Renewal District, and other City/State revenue. It is recognized that there may be other partnering opportunities with ODOT and Lincoln County Transit, these decisions are ultimately up to those agencies. Also, private development will also likely build TSP projects in coordination with land use actions and future development in the city. Based on historical and forecasted funding levels, the city expects to have about $76 million through the year 2040 for transportation projects in this TSP. This includes about $38 million for projects in the North Side Urban Renewal District boundary and another $38 million from other City and State funding sources for other citywide projects. And although it was not included in the TSP revenue forecast, the South Beach Urban Renewal District will also provide an additional $3 million in funding for remaining projects in the district boundary. This is still far below the funding required to implement all the projects in this plan, which total approximately $222 million.

FUNDING SOURCE	AMOUNT AVAILABLE BY 2040
NORTH SIDE URBAN RENEWAL DISTRICT	$37.9 million
OTHER CITY/STATE FUNDS	38.3 million
TOTAL FUNDS AVAILABLE	**$76.0 million**
TOTAL ASPIRATION PROJECTS	**$222.5 million**

A high priority subset of the City's Aspirational Projects that are constrained to a level of funding that is expected to be available for the next 20 years is presented in Tables ___ through ___ below. These aspirational projects are referred to as "financially constrained," as they represent the City's highest value projects that can reasonably be funded with the known economic constraints through 2040.

The project identification numbers in the first column of the tables are coded to indicate the category of the improvement, as follows:

- "INT" to represent an intersection improvement project
- "EXT" to represent a roadway extension project
- "REV" to represent an existing roadway improvement or reconfiguration project
- "SW" to represent a sidewalk improvement project
- "TR" to represent a trail or shared use path improvement project
- "BR" to represent a bike route improvement project
- "SBL" to represent an improvement project to add separated or buffered bike lanes
- "BL" to represent an improvement project to add standard bike lanes
- "CR" to represent a roadway crossing improvement project
- "PRO" to represent a citywide demand or system management project

Table 1: Aspirational Projects Likely to be Funded – North Map

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
EXT1	NW Gladys Street (from NW 55th Street to NW 60th Street) Improve NW Gladys Street to create a continuous neighborhood collector street.	NURA	$1,100,000	Tier 2
EXT12 **	NW Nye Street (from NW Oceanview Drive to NW 15th Street) Extend/Improve NW Nye Street to create a continuous neighborhood collector street between NW Oceanview Drive and NW 15th Street. Cost assumes bridge will be needed, installation of a sidewalk, and signing and striping as needed to designate a shared bike route.	City/State Funds	$3,100,000	Tier 1
REV1 **	NW Oceanview Drive (from NW Nye Street Extension to NW 12th Street) Convert NW Oceanview Drive to one-way southbound between the NW Nye Street Extension and NW 12th Street and shift northbound vehicle traffic to NW Nye Street. Cost assumes utilization of the existing roadway width to include a southbound travel lane for vehicles, and an adjacent shared use path for pedestrians and bicycles. Project EXT12 must be completed before Project REV1.	City/State Funds	$350,000	Tier 1
SW11 **	SE Benton Street/SE 2nd Street/SE Coos Street/NE Benton Street (from SE 10th Street to NE 12th Street) Complete existing sidewalk gaps.	City/State Funds	$3,050,000	Tier 2
SW13 **	NW Nye Street (from W Olive Street to NW 15th Street) Complete existing sidewalk gaps.	City/State Funds	$4,450,000	Tier 2
SW14 **	NW/NE 11th Street (from NW Spring Street to NE Eads Street) Complete existing sidewalk gaps.	City/State Funds	$2,150,000	Tier 2
SW16	NW Edenview Way/NE 20th Street (from NW Oceanview Drive to NE Crestview Drive) Complete existing sidewalk gaps.	City/State Funds	$2,475,000	Tier 2
SW19 **	NW 8th Street/NW Spring Street (from NW Coast Street to NW 11th Street) Complete existing sidewalk gaps.	City/State Funds	$1,175,000	Tier 2
SW20	NW Gladys Street/NW 55th Street (from NW 60th Street to US 101) Complete existing sidewalk gaps.	NURA	$1,425,000	Tier 2

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
SW21	US 101 (from NW 25th Street to NE 31st Street) Construct pedestrian path on east side of US 101. Cost assumes 10-ft wide sidewalk with sheet pile wall.	NURA	$3,100,000	Tier 1
TR1	NW Oceanview Drive (from US 101 to NW Nye Street Extension) Construct a shared use path on one side. The short term improvement along this segment included in Project BR15.	City/State Funds	$4,775,000	Tier 1
TR3	US 101 (from NW Lighthouse Drive to NW Oceanview Drive) Construct a shared use path on the west side of US 101, with sidewalk infill on the east side. Shared use path project should be consistent with previous planning efforts (e.g., Agate Beach Historic Bicycle/Pedestrian Path, Lighthouse to Lighthouse Path). Cost included with Project TR8.	Federal Funds/ NURA	Included with Project TR8	Tier 1
TR6 **	NE Big Creek Road (from NE Fogarty Street to NE Harney Street) Reconfigure the roadway to provide a shared use path. Cost assumes utilization of the existing roadway width to include a one-way 12 ft. travel lane and an adjacent shared use path.	City/State Funds	$450,000	Tier 1
TR7	NW Rocky Way (from NW 55th Street to NW Lighthouse Drive) Construct a shared use path and other improvements as identified by the BLM/FHWA. Cost included with Project TR8.	Federal Funds/ NURA	Included with Project TR8	Tier 1
TR8	NW Lighthouse Drive (from US 101 to terminus) Construct a shared use path on one side and other improvements as identified by the BLM/FHWA. Cost includes pedestrian/bicycle crossing improvements at the intersection of US 101/NW Lighthouse Drive, and Projects TR3 and TR7.	Federal Funds/ NURA	$4,000,000	Tier 1
BR1 **	NE 12th Street (from NE Benton Street to NE Fogarty Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$25,000	Tier 1
BR2	NE Harney Street/NE 36th Street (from NE Big Creek Road to US 101) Install signing and striping as needed to designate as interim shared bike route. Long term, on-street bike lanes to be provided as part of the Harney Street extension (Project EXT4). Cost assumes interim improvement only.	City/State Funds	$75,000	Tier 1
BR3 **	NE Eads Street (from NE 1st Street to NE 12th Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$50,000	Tier 1

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
BR9	NW Edenview Way/NE 20th Street (from NW Oceanview Drive to NW Crestview Drive) Install signing and striping as needed to designate a bike route. Restripe through US 101/NE 20th Street intersection to provide on-street bike lanes between the NW Edenview Way/NW 20th Street intersection and the eastern Fred Meyer Driveway.	City/State Funds	$50,000	Tier 1
BR10	NW 60th Street/NW Gladys Street/NW 55th Street (from US 101 to US 101) Install signing and striping as needed to designate a bike route through Agate Beach.	NURA	$25,000	Tier 1
BR12	NE Avery Street/NE 71st Street (from US 101 to NE Echo Court) Install signing and striping as needed to designate a bike route.	City/State Funds	$50,000	Tier 1
BR15	NW Oceanview Drive Interim Improvements (from US 101 to NW Nye Street Extension) Install signing and striping as needed to designate as an interim bike route and implement other improvements as identified in the Oregon Coast Bike Route Plan. Long term improvement along this segment included in Project TR1.	City/State Funds	$75,000	Tier 1
BR16	NW 55th Street (from NW Gladys Street to NW Pinery Street) Install signing and striping as needed to designate a bike route.	NURA	$50,000	Tier 1
BR19 **	NW Spring Street/NW Coast Street/SW Alder Street/SW Neff Way (from NW 12th Street to US 101) Install signing and striping as needed to designate a bike route.	City/State Funds	$75,000	Tier 1
BL2 **	NW Nye Street/SW 7th Street (from NW 15th Street to SW Hurbert Street) Restripe NW Nye Street to include on-street bicycle lanes (project removes on-street parking on one side only) between NW 15th Street and SW 2nd Street. Install signing and striping to designate SW 7th Street a shared bike route between SW 2nd Street and SW Hurbert Street.	City/State Funds	$100,000	Tier 1
BL8 **	NW/NE 11th Street (from NW Spring Street to NE Eads Street) Restripe to provide on-street bike lanes (project removes on-street parking on one side, although on-street parking may be impacted on both sides between NW Lake Street and NW Nye Street).	City/State Funds	$50,000	Tier 1

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
BL11 **	SW Angle Street/SW 10th Street/SE 2nd Street/SE Coos Street/NE Benton Street (from SW 9th Street to Frank Wade Park) Restripe to provide on-street bike lanes (project removes on-street parking on one side between NE 12th Street and US 20). Install signing and striping to designate NE Benton Street a shared bike route between NE 12th Street and NE Chambers Street/Frank Wade Park. Note 5 ft. bike lanes assumed between US 20 and SE 2nd Street. Construct with Project CR2.	City/State Funds	$150,000	Tier 1
CR1	NW 60th Street/US 101 Install an enhanced pedestrian and bike crossing to connect to the shared-use path on the east side of US 101.	NURA	$150,000	Tier 1
CR3	NW 55th Street/US 101 Install an enhanced pedestrian and bike crossing to connect to the shared-use path on the east side of US 101.	NURA	$150,000	Tier 1
CR8	NW 68th Street/US 101 Install an enhanced pedestrian crossing.	City/State Funds	$150,000	Tier 1
CR10	NW 58th/US 101 Install an enhanced pedestrian and bike crossing to connect to the shared-use path on the east side of US 101.	NURA	$150,000	Tier 1
CR16 **	NW 8th/US 101 Install an enhanced pedestrian crossing.	NURA	$150,000	Tier 1
PRO2 ***	Transportation Demand Management Implement strategies to enhance transit use in Newport. Specific strategies could include public information, stop enhancements, route refinement, or expanded service hours.	City Funds	$475,000	Tier 2
PRO3 ***	Neighborhood Traffic Management Implement a neighborhood traffic calming program.	City Funds	$475,000	Tier 1

Notes:

** Project overlaps two of the map areas and is therefore displayed in both project tables and corresponding maps.

*** Project is not displayed on a map but applies in the north map area.

Project Horizon: Tier 1 = Years 1 to 10; Tier 2 = Years 11 to 20

Figure 7: Aspirational Motor Vehicle Projects Likely to be Funded – North Map

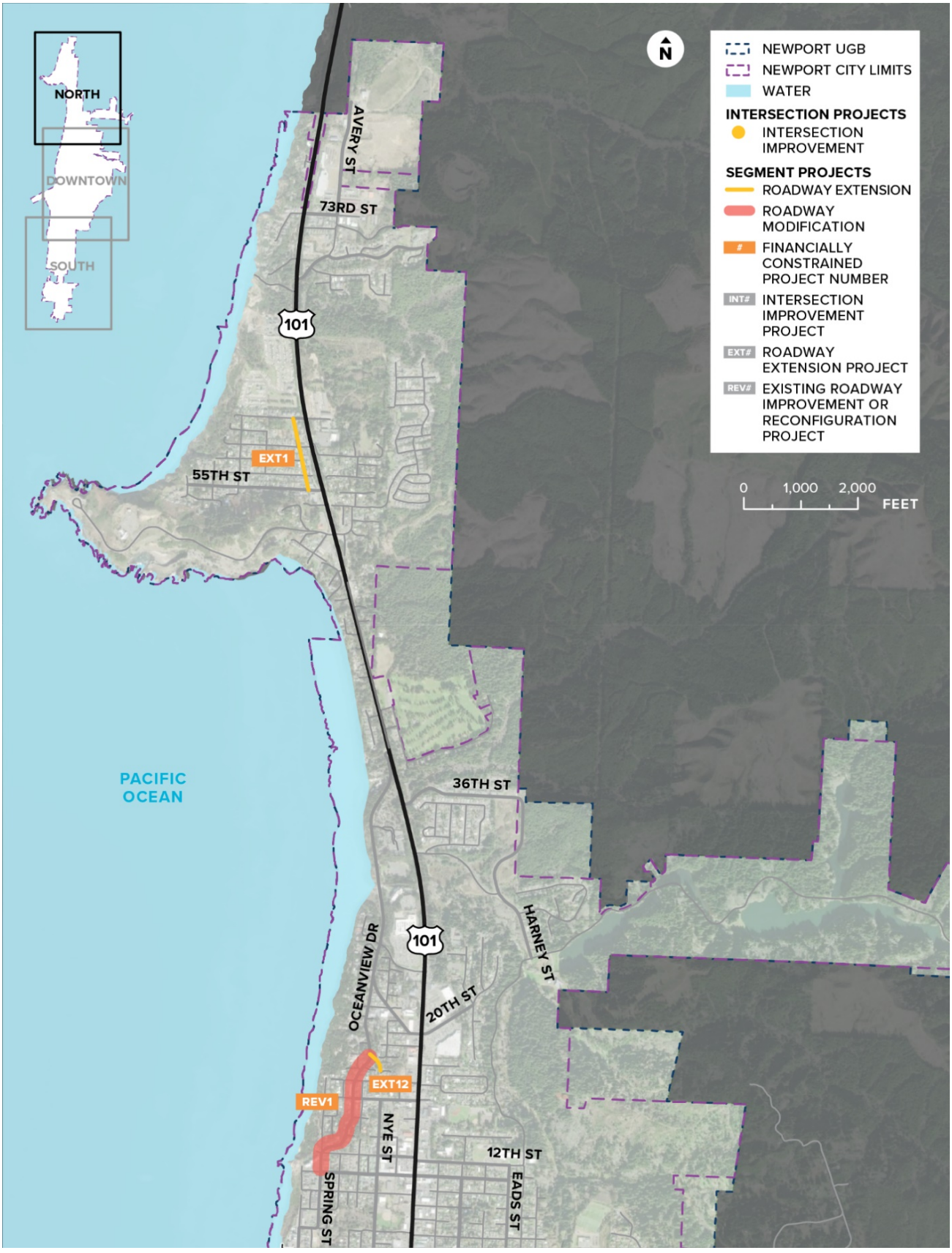


Figure 8: Aspirational Multimodal Projects Likely to be Funded – North Map

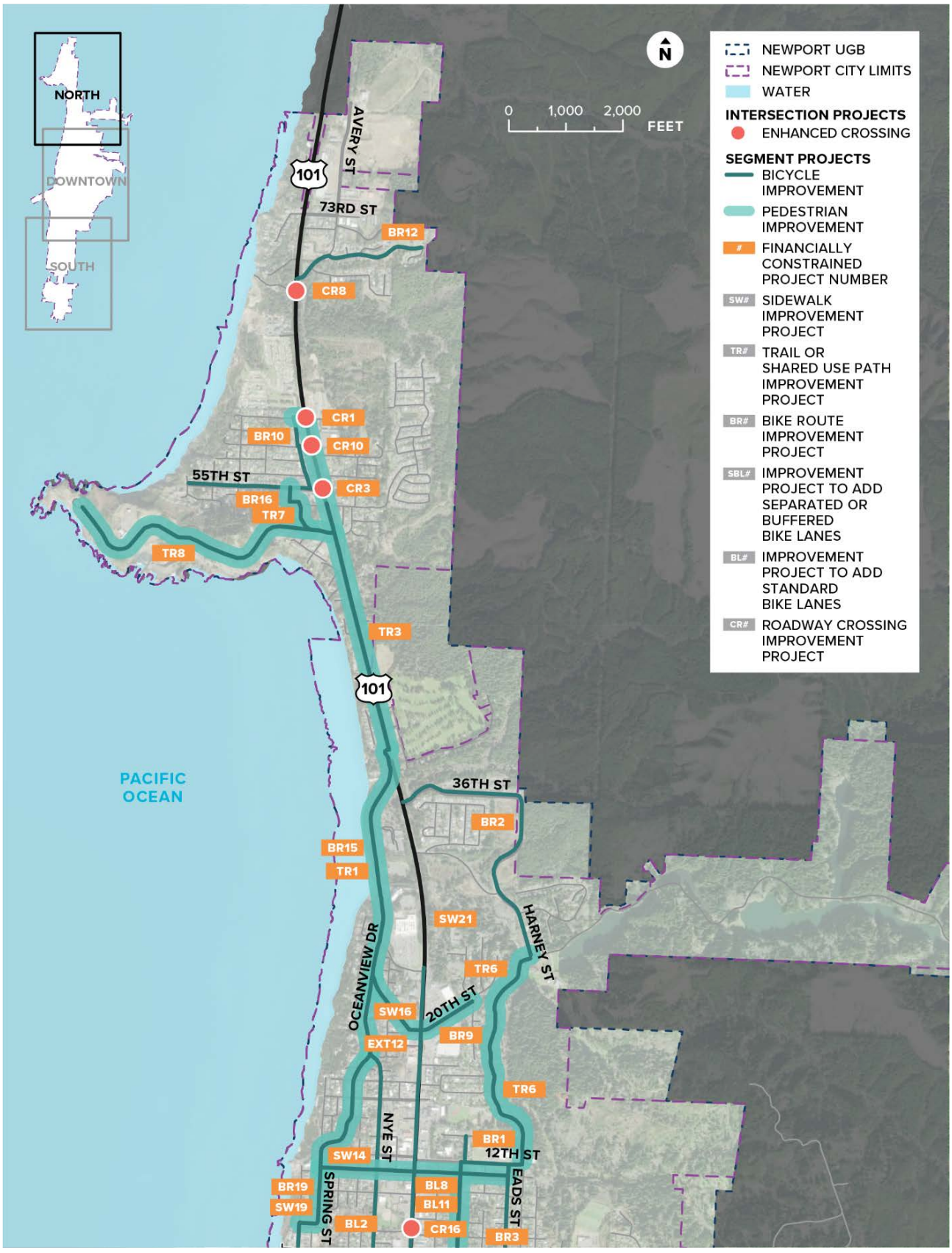


Table 2: Aspirational Projects Likely to be Funded – Downtown Map

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
INT4	US 101/US 20 Construct a second southbound left turn lane. Requires a signal modification, widening along US 101 and along the south side of US 20 to support a second receiving lane, and conversion of the US 101/NE 1st Street intersection to right-in, right-out movements only.	NURA	$5,000,000	Tier 1
INT6	US 20/SE Moore Drive/NE Harney Street Improve the intersection with a traffic signal (with separate left turn lanes on the northbound and southbound approaches). Coordinate improvements with Project SBL1.	NURA	$1,050,000	Tier 1
INT9	US 101/SW 40th Street Improve the intersection with a traffic signal. Cost assumes installation of a traffic signal, curb ramps, striping, signing and repaving, as identified in the South Beach Refinement Plan.	SBURA	$1,550,000	Tier 1
EXT12 **	NW Nye Street (from NW Oceanview Drive to NW 15th Street) Extend/Improve NW Nye Street to create a continuous neighborhood collector street between NW Oceanview Drive and NW 15th Street. Cost assumes bridge will be needed, installation of a sidewalk, and signing and striping as needed to designate a shared bike route.	City/State Funds	$3,100,000	Tier 1
REV1 **	NW Oceanview Drive (from NW Nye Street Extension to NW 12th Street) Convert NW Oceanview Drive to one-way southbound between the NW Nye Street Extension and NW 12th Street and shift northbound vehicle traffic to NW Nye Street. Cost assumes utilization of the existing roadway width to include a southbound travel lane for vehicles, and an adjacent shared use path for pedestrians and bicycles. Project EXT12 must be completed before Project REV1.	City/State Funds	$350,000	Tier 1
REV5	Yaquina Bay Bridge Refinement Plan Conduct a study to identify the preferred alignment of a replacement bridge, typical cross-section, implementation, and feasibility, and implement long-term recommendations from the Oregon Coast Bike Route Plan.	City/State Funds	$500,000	Tier 1

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
REV6	US 101 and SW 9th Street (from SW Abbey Street to SW Angle Street) Convert US 101 to one-way southbound between SW Abbey Street and SW Angle Street, and shift northbound US 101 to SW 9th Street. Cost assumes cross-sections as identified in Chapter 5 of this TSP, construction of new roadway segments to transition northbound traffic to and from SW 9th Street, and some intersection and crossing improvements. Specific treatments will be identified during design phase of the project.	NURA	$11,700,000	Tier 1
REV7	US 20 (from US 101 to NE Harney Street) Enhance the existing street cross-section with widened sidewalks and new landscape buffers. Cost assumes cross-sections as identified in Chapter 5 of this TSP, with on-street bicycle lanes only provided between SE Fogarty Street and NE Harney Street. Requires a design exception and documented public acceptance. Parallel bicycle facilities provided between US 101 and SE Fogarty Street in Project BR5, TR12 and BL3.	NURA	$6,500,000	Tier 1
SW2	NE 3rd Street (from NE Eads Street to NE Harney Street) Complete existing sidewalk gaps.	City/State Funds	$950,000	Tier 2
SW3	SW Elizabeth Street (from W Olive Street to SW Government Street) Complete existing sidewalk gaps.	City/State Funds	$2,600,000	Tier 2
SW6	NE 7th Street (from NE Eads Street to NE 6th Street) Complete existing sidewalk gaps.	City/State Funds	$2,175,000	Tier 2
SW8	NE Harney Street (from US 20 to NE 3rd Street) Complete existing sidewalk gaps.	NURA	$700,000	Tier 2
SW11 **	SE Benton Street/SE 2nd Street/SE Coos Street/NE Benton Street (from SE 10th Street to NE 12th Street) Complete existing sidewalk gaps.	City/State Funds	$3,050,000	Tier 2
SW12	SW 2nd Street (from SW Elizabeth Street to SW Nye Street) Complete existing sidewalk gaps.	City/State Funds	$1,275,000	Tier 2
SW13 **	NW Nye Street (from W Olive Street to NW 15th Street) Complete existing sidewalk gaps.	City/State Funds	$4,450,000	Tier 2
SW14 **	NW/NE 11th Street (from NW Spring Street to NE Eads Street) Complete existing sidewalk gaps.	City/State Funds	$2,150,000	Tier 2

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
SW18	SE 35th Street (from SE Ferry Slip Road to South Beach Manor Memory Care) Complete existing sidewalk gaps as identified in the South Beach Refinement Plan.	SBURA	$750,000	Tier 1
SW19 **	NW 8th Street/NW Spring Street (from NW Coast Street to NW 11th Street) Complete existing sidewalk gaps.	City/State Funds	$1,175,000	Tier 2
SW29	US 101 (from SE Ferry Slip Road to SE 40th Street) Complete the sidewalk gaps on the east side.	City/State Funds	$425,000	Tier 2
TR6 **	NE Big Creek Road (from NE Fogarty Street to NE Harney Street) Reconfigure the roadway to provide a shared use path. Cost assumes utilization of the existing roadway width to include a one-way 12 ft. travel lane and an adjacent shared use path.	City/State Funds	$450,000	Tier 1
TR12	SE 1st Street (from SE Douglas Street to SE Fogarty Street) Construct a shared use path. Cost assumes bridge will be needed.	NURA	$2,550,000	Tier 1
BR1 **	NE 12th Street (from NE Benton Street to NE Fogarty Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$25,000	Tier 1
BR3 **	NE Eads Street (from NE 1st Street to NE 12th Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$50,000	Tier 1
BR5	SE 1st Street (from SE Coos Street to SE Fogarty Street), SE Fogarty Street (from US 20 to SE 2nd Street), and SE 2nd Street (SE Fogarty Street to SE Moore Drive) Install signing and striping as needed to designate a bike route. Project TR12 must be completed before/with Project BR5.	NURA	$25,000	Tier 1
BR7	SW 2nd Street/SW Angle Street (from SW Elizabeth Street to SW 10th Street) Install signing and striping as needed to designate a bike route. Specific intersection treatments at US 101 and SW 9th Street intersections to be determined with Project REV6.	City/State Funds	$50,000	Tier 1
BR13	NW 3rd Street (from US 101 to NW Cliff Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$50,000	Tier 1
BR14	Yaquina Bay Bridge Interim Improvements Install signing as needed to designate a bike route and implement other improvements as identified in the Oregon Coast Bike Route Plan such as flashing warning lights or advisory speed signs.	City/State Funds	$75,000	Tier 1
BR17	NW 6th Street (from NW Coast Street to NW Nye Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$25,000	Tier 1

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
BR18	NE 7th Street/NE 6th Street (from NE Eads Street to NE Laurel Street) Install signing and striping as needed to designate a bike route.	City/State Funds	$50,000	Tier 1
BR19 **	NW Spring Street/NW Coast Street/SW Alder Street/SW Neff Way (from NW 12th Street to US 101) Install signing and striping as needed to designate a bike route.	City/State Funds	$75,000	Tier 1
SBL1	SE Moore Drive/NE Harney Street (from SE Bay Boulevard to NE 7th Street) Restripe to install buffered bike lanes between SE Bay Boulevard and US 20; Widen to install buffered bike lanes between US 20 and NE Yaquina Heights Drive; Restripe and upgrade the existing on-street bike lanes between NE Yaquina Heights Drive and NE 7th Street (project removes on-street parking on one side only). Coordinate improvements through the US 20 intersection with Project INT6.	NURA	$825,000	Tier 1
SBL2	US 101 (from Yaquina Bay Bridge to SW Abbey Street) Construct a separated bicycle facility on US 101. Note the specified facility design and project extents are subject to review and modification.	NURA	$1,350,000	Tier 1
SBL4	US 101 (from Yaquina Bay Bridge to SE 35th Street) Construct a separated bicycle facility on US 101. Note the specified facility design and project extents are subject to review and modification.	City/State Funds	$925,000	Tier 1
BL1	SW Canyon Way (from SW 9th Street to SW Bay Boulevard) Restripe to provide on-street bike lanes in uphill direction and mark sharrows in the downhill direction (project may require conversion of angle parking near SW Bay Boulevard to parallel parking).	City/State Funds	$25,000	Tier 1
BL2 **	NW Nye Street/SW 7th Street (from NW 15th Street to SW Hurbert Street) Restripe NW Nye Street to include on-street bicycle lanes (project removes on-street parking on one side only) between NW 15th Street and SW 2nd Street. Install signing and striping to designate SW 7th Street a shared bike route between SW 2nd Street and SW Hurbert Street.	City/State Funds	$100,000	Tier 1
BL3	NE 1st Street (from US 101/NE 1st Street intersection to US 20/NE Fogarty Street intersection) Restripe to provide on-street bike lanes (project removes on-street parking on one side).	NURA	$100,000	Tier 1

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
BL4	SW 9th Street (from US 101 to SW Fall Street) Restripe or widen as needed to provide on-street bike lanes (project removes on-street parking).	NURA	$465,000	Tier 1
BL5	SW Bayley Street (from US 101 to SW Elizabeth Street) Restripe to provide on-street bike lanes (project removes on-street parking on one side).	NURA	$25,000	Tier 1
BL6	SW Hurbert Street (from SW 9th Street to SW 2nd Street) Restripe to provide on-street bike lanes (existing angle parking will be converted to parallel parking on one side). Specific intersection treatments at US 101 and SW 9th Street intersections to be determined with Project REV6.	NURA	$25,000	Tier 1
BL7	NW/NE 6th Street (from NW Nye Street to NE Eads Street) Restripe or widen as needed to provide on-street bike lanes (project removes on-street parking on one side).	City/State Funds	$775,000	Tier 1
BL8 **	NW/NE 11th Street (from NW Spring Street to NE Eads Street) Restripe to provide on-street bike lanes (project removes on-street parking on one side, although on-street parking may be impacted on both sides between NW Lake Street and NW Nye Street).	City/State Funds	$50,000	Tier 1
BL9	NE 3rd Street (from NE Eads Street to NE Harney Street) Widen as needed to provide on-street bike lanes.	City/State Funds	$525,000	Tier 1
BL11 **	SW Angle Street/SW 10th Street/SE 2nd Street/SE Coos Street/NE Benton Street (from SW 9th Street to Frank Wade Park) Restripe to provide on-street bike lanes (project removes on-street parking on one side between NE 12th Street and US 20). Install signing and striping to designate NE Benton Street a shared bike route between NE 12th Street and NE Chambers Street/Frank Wade Park. Note 5 ft. bike lanes assumed between US 20 and SE 2nd Street. Construct with Project CR2.	City/State Funds	$150,000	Tier 1
BL12	SW Elizabeth Street (from SW Government Street to W Olive Street) Restripe to provide on-street bike lanes (project removes on-street parking on one side).	City/State Funds	$75,000	Tier 1
BL13	W Olive Street (from SW Elizabeth Street to US 101) Restripe to provide on-street bike lanes (project removes on-street parking on one side). Note project requires modification of existing curb extensions at Coast Street; on-street bike lanes may terminate prior to the US 101 intersection to provide space for turn pockets.	City/State Funds	$150,000	Tier 1

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
BL14	Yaquina Bay Road (from SE Moore Drive to SE Running Spring) Restripe or widen as needed to provide on-street bike lanes.	City/State Funds	$1,625,000	Tier 1
CR2	SE Coos Street/US 20 Install an enhanced pedestrian and bicycle route crossing. Construct with Project BL11.	NURA	$200,000	Tier 1
CR4	NE Fogarty Street/US 20 Install an enhanced pedestrian and bicycle route crossing. This intersection should be designed to facilitate bicycle turn movements from US 20 on-street bike facilities to/from parallel bike facilities on side streets to the north and south. Construct with Project BR5 and/or Project BL3.	NURA	$200,000	Tier 1
CR6	SE 32nd Street/US 101 Install an enhanced pedestrian crossing.	City/State Funds	$100,000	Tier 1
CR7	SW Naterlin Drive/US 101 Improve pedestrian connections between Yaquina Bay Bridge and downtown Newport through pedestrian wayfinding, marked crossings, and other traffic control measures.	City/State Funds	$25,000	Tier 1
CR16 **	NW 8th/US 101 Install an enhanced pedestrian crossing.	NURA	$150,000	Tier 1
CR18	SW Bay/US 101 Install an enhanced pedestrian crossing.	NURA	$150,000	Tier 1
PRO1 ***	Parking Management Implement additional parking management strategies for the Nye Beach and Bayfront Areas. Strategies could include metering, permits, or other time restrictions.	City Funds	$600,000	Tier 1
PRO2 ***	Transportation Demand Management Implement strategies to enhance transit use in Newport. Specific strategies could include public information, stop enhancements, route refinement, or expanded service hours.	City Funds	$475,000	Tier 2
PRO3 ***	Neighborhood Traffic Management Implement a neighborhood traffic calming program.	City Funds	$475,000	Tier 1

Notes:

** Project overlaps two of the map areas and is therefore displayed in both project tables and corresponding maps.

*** Project is not displayed on a map but applies in the downtown map area.

Project Horizon: Tier 1 = Years 1 to 10; Tier 2 = Years 11 to 20

Figure 9: Aspirational Motor Vehicle Projects Likely to be Funded – Downtown Map

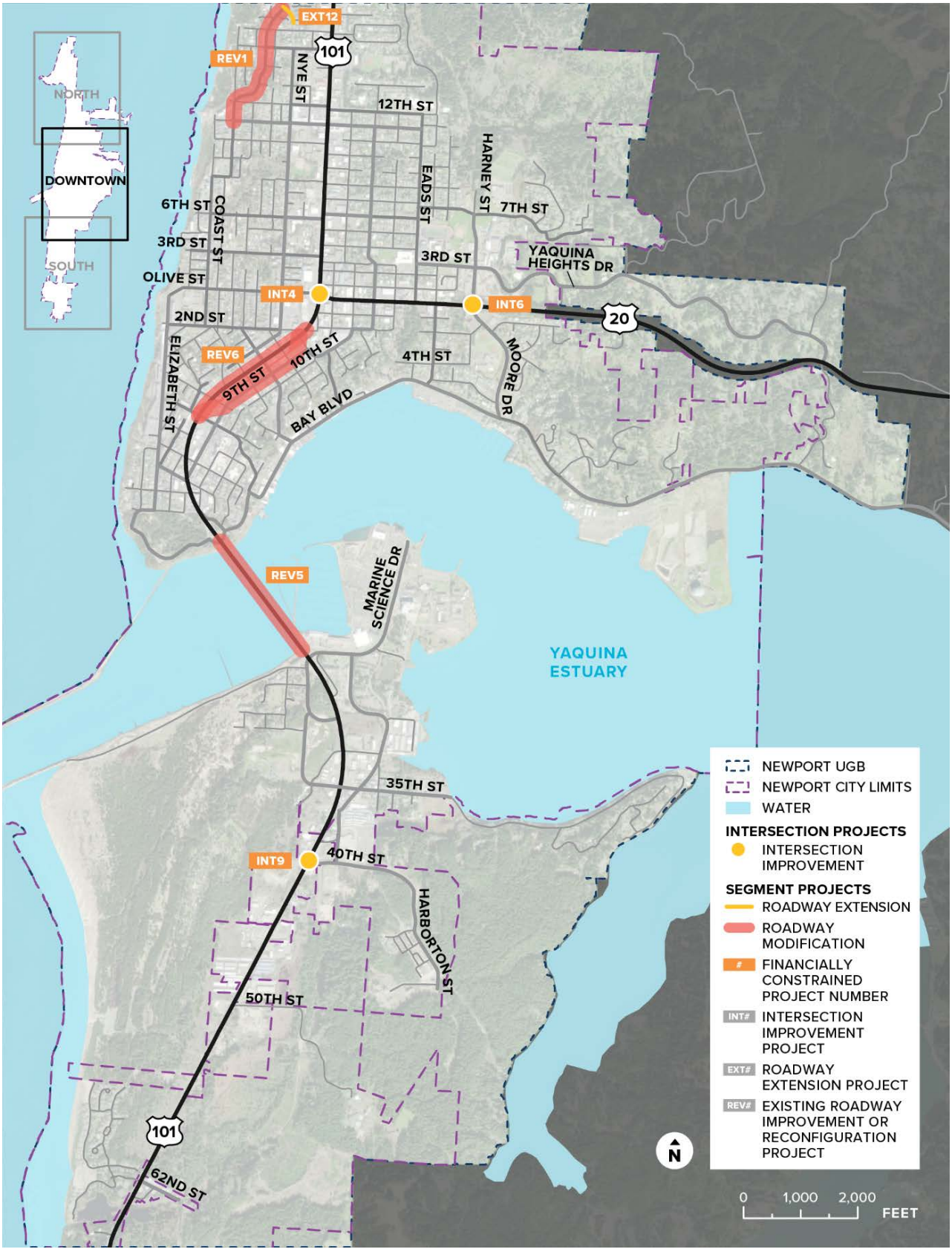


Figure 10: Aspirational Motor Vehicle Projects Likely to be Funded – Downtown Map

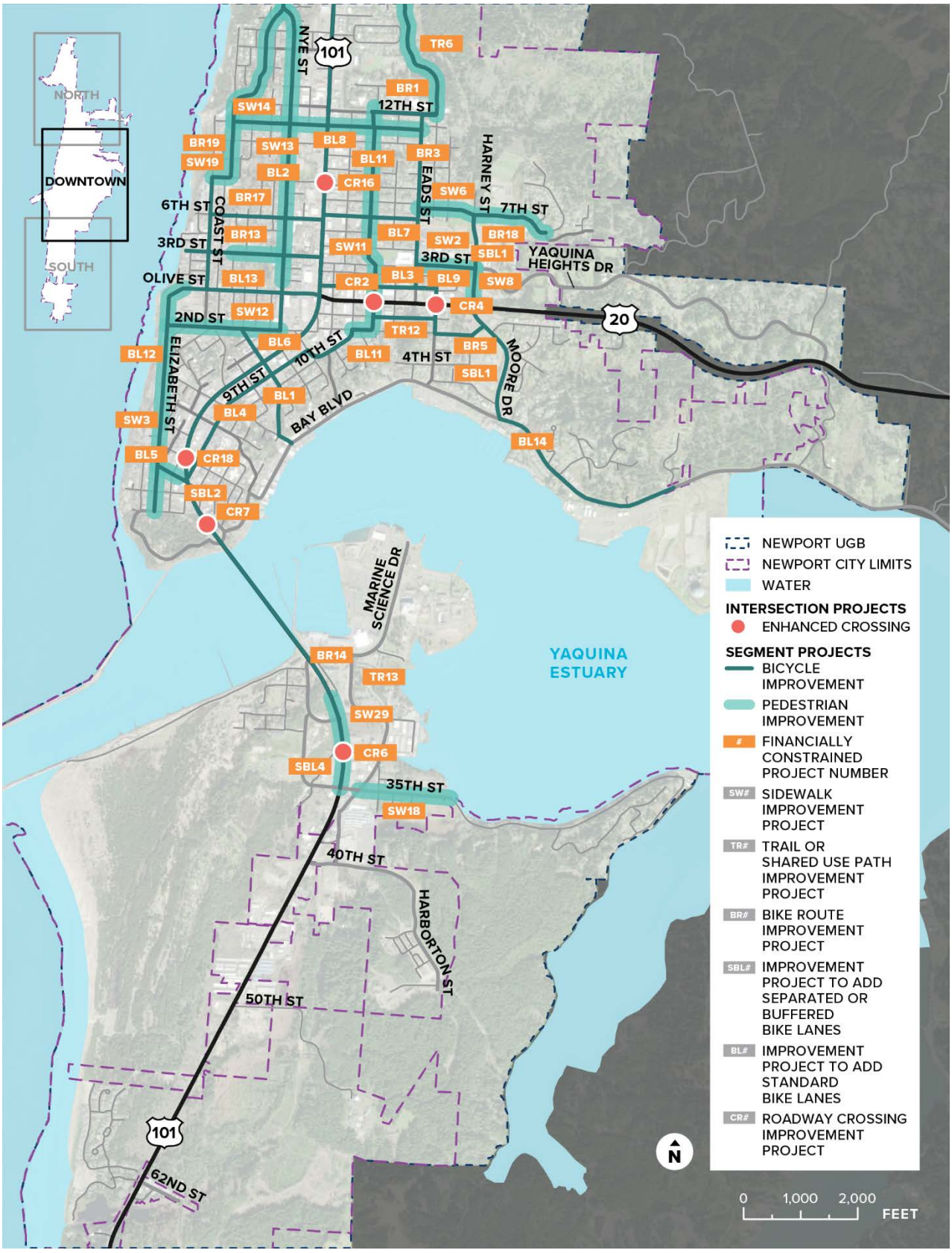


Table 3: Aspirational Projects Likely to be Funded – South Map

Financially constrained projects within the South Map area are depicted on the downtown map set, or they are program management investments or a broad set of system improvements that cannot be readily mapped.

PROJECT ID	PROJECT DESCRIPTION	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PRIORITY HORIZON
TR13 **	South Beach Improvements Pedestrian and bicycle priority improvements as identified in the South Beach Refinement Plan. This project does not include the cost associated with Project SW18.	SBURA	$700,000	Tier 1
PRO2 **	Transportation Demand Management Implement strategies to enhance transit use in Newport. Specific strategies could include public information, stop enhancements, route refinement, or expanded service hours.	City Funds	$475,000	Tier 2
PRO3 **	Neighborhood Traffic Management Implement a neighborhood traffic calming program.	City Funds	$475,000	Tier 1

Notes:

** Project is not displayed on a map but applies in the south map area.

Project Horizon: Tier 1 = Years 1 to 10; Tier 2 = Years 11 to 20

TARGETED TRANSPORTATION STUDIES

A series of studies were conducted that provided greater depth of technical review and public engagement than is common for a TSP update. The focus of these special studies included corridor solutions along US 101 and US 20 in the downtown area, and a closer look at the feasibility, effectiveness, and cost to construct a proposed Harney Street extension. The 2012 TSP shows a proposed Harney Street extension parallel to US 101 north of US 20 to NE 36th Street that would provide alternative circulation for longer trips to relieve congestion in the downtown area.

Each of these projects represent large-scale capital investments that could significantly alter Newport's transportation network and travel patterns by increasing roadway capacity for motor vehicles, bicycles, and pedestrians. In addition to mobility and access improvements, the highway corridor studies also sought to leverage economic development opportunities to revitalize the downtown commercial core area. The following discussion summarize results of each special transportation study. Please refer to the full TSP and the Solutions Evaluation (Technical Memo #8) in the TSP Appendix for full details.

US 101 Downtown Corridor (SW 9th Street to SW Angle Street) – Three options were considered for this corridor. Two involved forming one-way couplets with the existing highway and SW 9th Street, and one retained the highway on its current alignment. However, that concept also includes providing quality bicycle facilities on parallel routes of SE 9th Street to reduce impacts to properties adjacent to the highway. The one-way couplets would provide for southbound traffic along the present highway alignment, and northbound flow along SW 9th Street. The difference between the two couplets was one

was longer, it began at the existing intersection of SW 9th Street and US 101, and the other was shorter, it began at SW Fall Street. All three options would upgrade the existing roadways to meet current ODOT design standards, which would address the narrow travel lanes, and lack of bike facilities.
Based on feedback from the public and the PAC, the Long Couplet options was set aside from further review. It was agreed that the Long Couplet concept was not worth the extra investment for a longer improved facility, especially since the area around the hospital complex was already being redeveloped along the adjoining parcels nearby. The PAC suggested that the remaining two options advance for further deliberation during the public adoption process of the TSP.

US 20 Downtown Corridor (Harney Street-Moore Drive to US 101) – Two options were considered for this corridor. One involved forming a one-way couplet with the existing highway and NE 1st Street. In this concept, the eastbound flow would use the existing highway, while the westbound flow of traffic would use NE 1st Street. The other option was to upgrade and expand the highway along its present alignment. Based on feedback from the public and the PAC, the preferred option was the existing two-way highway along its current alignment. However, that concept also includes providing quality bicycle facilities on parallel routes of NE 1st Street to reduce impacts to properties adjacent to the highway.

US 20/US 101 Intersection – Several design concepts were evaluated at this location to serve traffic growth and still meet desired performance targets. Concepts included adding more vehicle turning lanes on high volume approaches, restricting Olive Way to westbound only flow, and converting the intersection to a multi-lane roundabout. The preferred concept is to add another southbound left-turn lane from US 101 onto eastbound US 20 (see INT4 for details). Initial sketches were made to illustrate how roadway widening might impact to adjoining properties (see initial diagrams in TSP Appendix ___).

Harney Street Extension (NE 7th Street to NE 36th Street) – The alignment of this proposed extension was evaluated in-depth by project team engineering staff to navigate the many environmental and topographical constraints of this route. These outcomes of these engineering studies show (see Figure 38, Chapter 5) that the primary new construction would be near NE 7th Street, then it bends around the hillside to the east and then connects to the existing Harney Street at NE Big Creek Road. This route was expected to carry moderate traffic volumes that would provide some relief to the US 101 corridor. However, because of the high estimated cost of the construction, at over $40 million, the PAC recommended that this project be set aside from priority city funding at this time.

NW Nye Street Extension/NW Oceanview Drive – The northerly extension of NW Nye Street to connect to NW Oceanview Drive was recommended to address safety and access concerns in this area (see EXT12 for details). Two circulation options were advanced. The first option limits the Nye Street extension to pedestrian and bike access only with no changes to Oceanview Drive circulation. The second option would allow full motor vehicle, ped/bike use on the Nye Street extension, and restrict Oceanview Drive to one-way southbound for motor vehicles between Nye Street and NE 12th Street. The former northbound travel lane would be restriped as a shared-use path for ped/bike use in the one-way section.

TRANSPORTATION PLANNING IN SOUTH BEACH

Primary access to businesses and residents in South Beach principally relies on US 101. Recent analysis of the transportation system's capability to support existing and future growth indicates that the existing Oregon Highway Plan's (OHP) mobility standards or "targets" would not be met along US 101 for the 2030 planning horizon. This condition results from the combination of background traffic growth (e.g., through traffic) and anticipated development within the South Beach area. Substantial highway improvements in South Beach would not be sufficient to respond to the additional travel demand because the system is limited by the capacity of the Yaquina Bay Bridge, given its physical constraints as well as system infrastructure costs. To respond to this expected future condition, and to come into compliance with the State's expectations for mobility on US 101, the TSP identifies a variety of improvements to local street, bicycle, and pedestrian systems, as well as to US 101 that will improve local circulation and facilitate traffic movements on US 101. The identified improvements on the local roadway system, are described in Table 1[1]. The Oregon Transportation Commission recognizes that the mobility targets established in OHP Table 6 may not be feasible or practical in all circumstances. OHP Policy 1F states that alternate mobility targets can be developed to reflect the balance between relevant objectives related to land use, economic development, social equity, and mobility and safety for all modes of transportation. New mobility standards for US 101 have been identified and analyzed in conjunction with planned transportation system improvements in the report titled "Newport Transportation System Plan Update - Alternate Mobility Standards Final Technical Memorandum #13 Summary of Measures of Effectiveness," dated April 2012 in order to confirm that the mobility targets can reasonably be met within the planning horizon.

The Oregon Transportation Commission has sole authority to set standards for state facilities. The City supports the application of alternative mobility standards at intersections on US 101 in order to facilitate planned growth in South Beach. This change to mobility standards on US 101 as a result of planning done in 2011-12 represents a decision to accept a higher level of congestion. In recognition of the constraint that the existing Yaquina Bay Bridge poses to access to South Beach, and the lack of funds for large capacity improvements on the highway system in the foreseeable future, the City has chosen to help implement the State's alternate mobility standards, given that a higher level of controlled congestion on US 101 is an acceptable trade-off for accommodating economic development and reduced costs of total transportation system improvements associated with development.

An infrastructure refinement plan was prepared for the Coho/Brant neighborhood concurrent with the preparation of the TSP. That plan identifies needed improvements to local and collector streets in the neighborhood considering the transportation network identified in the TSP update for the greater South Beach area.

Development of an Alternative Mobility Standard

A substantial seasonal increase in traffic volumes occurs on US 101 during the summer months due to tourist traffic. During the peak traffic months of July and August, Newport weekday traffic is 21% higher than the annual average traffic volumes and 40% higher than traffic volumes during January. The Oregon Highway Plan (OHP)'s mobility targets apply during this peak summer traffic period. [2] Current traffic conditions in South Beach; however, are better than the conditions allowed by the OHP mobility targets.[3]

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[1] In 2012, Ordinance 2045 updated the TSP to include transportation improvements for South Beach. The technical memoranda that constitute the analysis and recommendations for the transportation system in South Beach are documented and included in Ordinance 2045. *Newport Transportation System Plan Update - Alternate Mobility Standards Final Technical Memorandum #13 Summary of Measures of Effectiveness* informs the development of alternate mobility standards for US 101 in the South Beach study area. The development of these standards is based on the findings of technical memoranda #5, #10, #11 and #12 prepared for the Newport Transportation System Plan (TSP) Update.

[2] OHP Policy 1F, Table 6.

[3] Newport TSP Technical Memorandum #5.

The capacity of the two-lane Yaquina Bay Bridge also affects highway operations in South Beach. The narrow travel lanes, lack of highway shoulders and the significant road grade from the middle of the bridge to its south end in South Beach affect the bridge's capacity when compared to a typical highway. The TSP Update calculated that the two-lane bridge's capacity is about 25% less than a typical highway. No replacement bridge can be expected in the planning horizon to provide additional capacity, so South Beach traffic movements will continue to be affected by this condition in 2030.

OHP mobility targets apply at the end of the planning horizon to evaluate the effect of future community development on highway operations, and substantial development is expected in South Beach during the planning horizon. Traffic volumes that would result from the level of development expected to occur in South Beach by 2030 were combined with ODOT's projections for background traffic growth. These future traffic volumes then were evaluated with the current local road network and current highway configuration, and with the existing road network and a five-lane highway alternative. The analysis showed that the existing network and the existing highway could not meet the OHP mobility targets anywhere in the system. Congestion would be so severe that traffic volumes would exceed the capacity of all highway intersections and the average travel speed would be 3.9 miles per hour for northbound traffic, and 2.5 miles per hour for southbound traffic on the existing highway. When the analysis included a five-lane highway, conditions north of 50th Street still could not meet the OHP targets and still exceeded capacity. South of 50th Street, most highway movements could meet the OHP targets, but none of the intersecting streets could. The average travel speed for a five-lane highway would be less than nine miles per hour for northbound traffic and less than six miles per hour for southbound traffic.[4]

A local road network is proposed in the South Beach Urban Renewal Plan to provide a local transportation system that is better able to support development in South Beach. The network would provide a more interconnected local street system that would allow local travel to occur on city streets rather than solely on the highway. This network was included in the Preferred System for the TSP Update because it would provide better long-term traffic conditions than the existing network and a five-lane highway.

The OHP mobility targets cannot be met on US 101 in South Beach because of high seasonal traffic and the reduced highway capacity caused by the Yaquina Bay Bridge. The OHP calls for consideration of alternative mobility standards where it is infeasible to meet the OHP mobility targets. Future traffic conditions in South Beach will be affected by high seasonal traffic and the reduced capacity of the Yaquina Bay Bridge. The alternative mobility standard incorporates a seasonal adjustment to use the annual average traffic volume; assigns new mobility targets; evaluates mobility only at existing traffic signals and at the locations where signalized intersections are proposed as part of the TSP Update; and accounts for the development of community services in South Beach, thereby minimizing future travel on US 101 to reach such services elsewhere in Newport. The results are alternative mobility standards effective at the current signalized US-101/SE 32nd Street intersection and at the future signalized highway intersections at South 35th Street, SE 40th Street and at SE 50th Street/South Beach State Park.

[4] Newport TSP Update, Technical Memorandum #11.

Trip Budget Program

The purpose of the Trip Budget Program is to ensure that the planned transportation system meets the needs of existing and future development in South Beach. The underlying premise of the program is that the planned transportation system can accommodate a reasonable level of land development and still operate at an acceptable level. The assumed number of trips that will be generated by development in South Beach over a 20-year planning horizon was determined based on projected population growth and permitted land uses, but with the assumption that not all areas were 100% buildable due to environmental constraints.[5] The land uses in this scenario, and the vehicular trips this future growth will generate, are anticipated to be accommodated on the adopted planned transportation system over a similar time horizon. The Trip Budget Program will be used to maintain the balance between the expected land uses and the identified needed transportation improvements in South Beach.

The City maintains a zoning overlay for South Beach that sets the parameters for allocating trips to new development and provides a framework for how and when the City of Newport and ODOT will revisit 20-year growth assumptions. The overlay, titled the South Beach Transportation Overlay Zone ("SBTOZ"), includes developable and redevelopable land in the South Beach portion of Newport, from the Yaquina Bay Bridge south to properties accessing SE 62nd Street (Figure 2: South Beach Overlay Zone). The SBTOZ helps the City 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.

TAZ Trip Budgets

The Trip Budget Program is based on the number of trips projected to be generated from new development in South Beach over a 20-year time horizon. South Beach transportation analysis zones ("TAZs") were created, as shown in Figure 2, to forecast future trips. Future development assumptions were made based on existing land use designations, environmental constraints in the area, and information gathered from property owners and businesses regarding assumptions about the amount of development that could be expected for each of the TAZs within the planning horizon. Table XX lists the TAZs in the SBTOZ and the PM peak hour trip total for each TAZ, at the time of plan adoption. The total number of trips available in the SBTOZ at the time of plan adoption also is shown in Table XX; these totals are the basis for the Trip Budget Program.

[5] Land Use Scenario #2 in Newport Transportation System Plan Update - Alternate Mobility Standards Technical Memorandum #12 Analysis of South Beach Land Use Scenarios. Further supported by technical reports titled "Review of Newport TSP Update – Technical Memorandum #10: Biological/Wetlands Review" and "Newport Transportation System Plan Update – Alternate Mobility Standards Technical Memorandum #11 2030 Baseline System."

Table 4: South Beach Overlay Zone Trip Budget Totals

Area	TAZ Trip Budget[1]
Area A	1,237
Area B and C	798
Area D	606
Area E	167
Area F	626
Area G	257
Area H	300
Area I	181
Area J	200
Trip Reserve Total[2]	**490**
SBTOZ Trip Total	**4,862**

[1]TAZ Trip Budgets are projected PM Peak Hour Trips forecasted for each TAZ during the next 20 years. TAZ Trip Budgets are based upon Scenario #2 in the "Newport Transportation System Plan Update--Alternate Mobility Standards Final Technical Memorandum #12."
[2] The SBTOZ Trip Reserve Total is 10% of the PM Peak Hour Trips from each TAZ. These trips can be allocated anywhere within the SBTOZ through Newport Zoning Code provisions.

City shall implement a process for the allocating trips out of the TAZ Trip Budget. Such a process may provide for vesting trips with a valid land use decision or through the issuance of a vesting letter. As part of the trip allocation process, the City is responsible for determining whether or not remaining trips available in the TAZ can accommodate the development proposal. Proposed developments that would generate more PM peak hour trips than what remains in the budget for the TAZ can be approved only by submitting a land use application requesting to use trips from the Trip Reserve Fund or through mitigation supported with a traffic impact analysis.

Trip Reserve Fund

Trips from the Trip Reserve Fund can be allocated to development projects anywhere within the SBTOZ. The trips in the reserve fund were calculated based on the cumulative total of all the TAZs in the SBTOZ and roughly equal 10% of the total PM peak hour trips available in the SBTOZ, as shown in Table 4. Reserve trips may be allocated across TAZ boundaries, to any land use type that is permitted by the underlying zoning.[6] Through the SBTOZ, the City applies the following criteria to determine when trips should be allocated out of the Trip Reserve Fund to support a proposed development project:

- There are insufficient unassigned trips remaining in the TAZ to accommodate the proposed types of use(s).
- The proposal to use trips from the Trip Reserve Fund to meet the requirements of the Trip Budget is supported by a Transportation Impact Analysis.
- There are sufficient trips available in the Trip Reserve Fund to meet the expected trip generation needs of the proposal.

Approval of the allocation of trips from the Trip Reserve Fund is a discretionary decision, subject to attendant public notice, opportunity to comment, and an appeals process. Allocation of reserve trips is approved only where a transportation analysis demonstrates that the impacts from the proposed development is consistent with the planned preferred transportation system, or that the transportation impacts can be mitigated with improvements proposed as part of the development.

[6] As opposed to TAZ trips, which must be allocated within the TAZ boundaries where development is proposed.

Transportation Impact Analysis Requirement

To ensure that the number of trips available in the Trip Budget and Trip Reserve Fund are not being exceeded by development, the City will need to know the expected trip generation from each development proposal. In order for this information to be included in a development application, the City has traffic-related submittal requirements in the Zoning Ordinance. For development proposals, including changes in uses that will have a limited impact on the transportation system, this can be accomplished by determining the number of PM peak hour trips expected from the future development and ensuring that the effect to the transportation system is consistent with the transportation improvements planned for South Beach. Additional traffic analysis is required for higher traffic generating uses, such as development proposals that include a requested change in the underlying land use designation or zone or proposals that request trips from the Trip Reserve Fund to support a development proposal. The "two tiered" nature of such submittals in the City Zoning Ordinance requires a Trip Assessment Letter of all applicants, and requires a Transportation Impact Analysis ("TIA") when certain prescribed threshold conditions are met. The TIA section in the Zoning Code also includes thresholds that, if met or exceeded by a development proposal, would require that a TIA be submitted to the City for review and approval through a Type III review process.

The Zoning Code shall describe the thresholds for requiring a TIA that are applicable to development anywhere in Newport. The required elements of a TIA also are described. However, City staff has some discretion to determine the level of analysis necessary, based in part on the size and expected impact of the proposed project. Initial information on a proposed project and expected transportation impacts is gained through a pre-application conference between City staff and the applicant. The zoning code should allow the City to require needed transportation improvements as a condition of approval when the TIA shows that there is a need for the improvements. A fee-in-lieu option may also be included in the zoning code to provide for some flexibility as to when those improvements are made.

Trip Generation Calculation

The number of PM peak hour trips a proposed development is expected to put on the transportation system is based on trip generation by use in the latest edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. One identified way to reduce the number of trips across the Yaquina Bay Bridge to reach essential goods and services is to promote a mix of uses in South Beach and to encourage service-related uses not currently found south of the bridge. Consistent with this approach, certain land use types must only consider the "primary trips" for the use rather than the trips that also would accrue from "passby" or "diverted-link" trips. Passby and diverted link trips involve intermediate stops on the way from a trip origin to a primary destination. "Passby" or "diverted linked" trips are identified by the type of use in the latest edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. The following uses will be required to calculate only "primary trips":

- Personal service oriented uses, such as professional offices and branch banks.
- Sales or general retail uses, total retail sales area under 15,000 square feet, such as a grocery store. This does not include restaurants.
- Repair oriented uses.

Monitoring the Trip Budget Program

The trip generation information obtained from the Trip Assessment Letter required of each development proposal, as well as alterations or changes in use, in South Beach will be used by City staff to keep the Trip Budget updated. Upon approval of the trip allocation, City staff will update the available PM peak hour trip total for the subject TAZ by deducting the trips allocated to the permitted development. In the case of a change in use, where the new use generates less trips than the previous use, or through mitigation capacity is added to the system then trips may be added to the Trip Budget. The Trip Reserve Fund will be similarly updated when development is allocated trips from the Fund.

The Planning Commission and City Council should receive periodic updates on the status of the Trip Budget. The frequency of these updates may depend upon the respective body's work program but occur at least once a year.

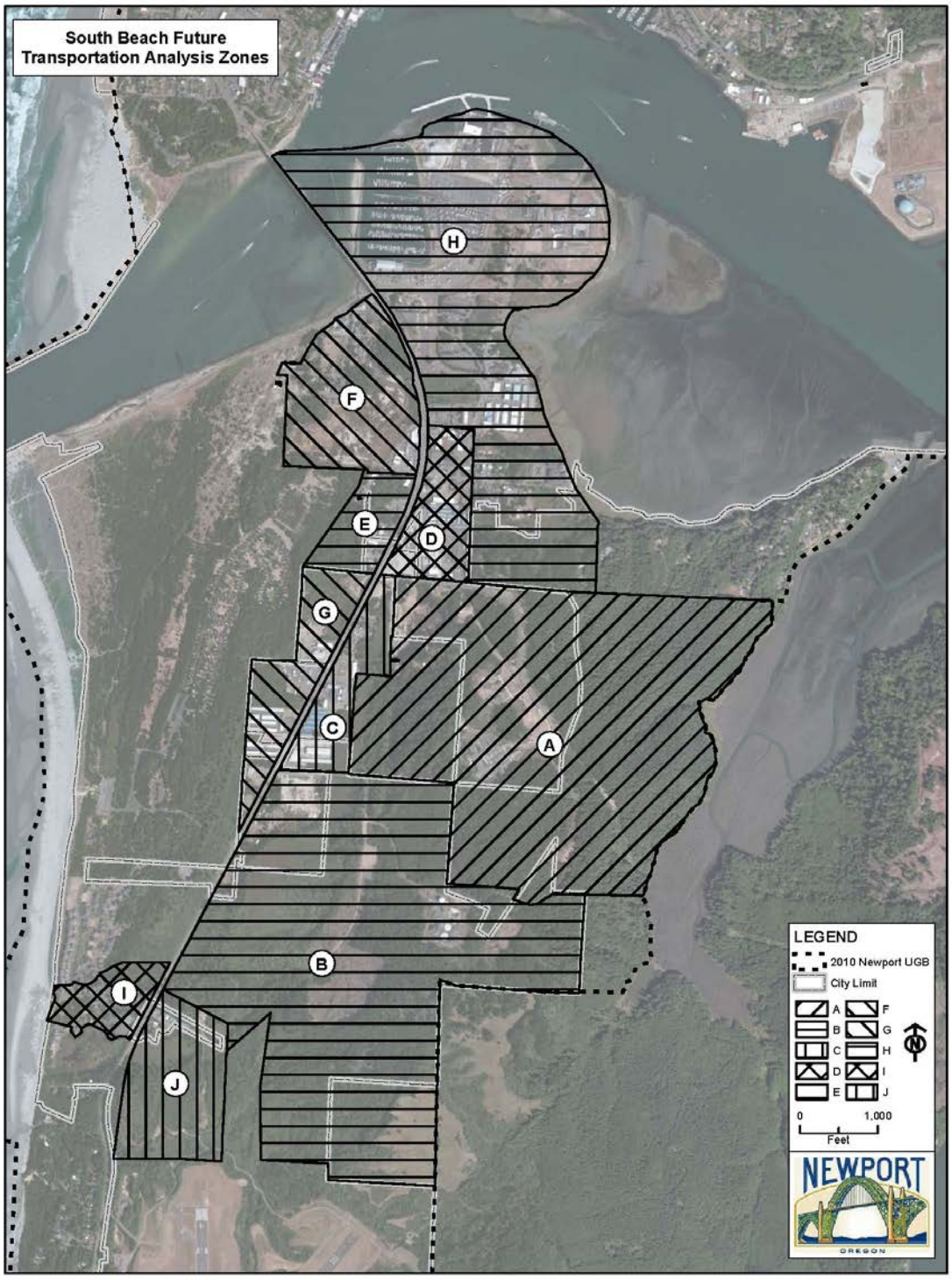
Amending the Trip Budget Program

It is unlikely that development will match up precisely to the assumptions in the future transportation analysis and, despite the flexibility afforded by the trip reserve, the Trip Budget Program may need to be updated to reflect actual development trends or to accommodate economic development opportunities that were not foreseen at the time of its adoption. These updates will be accomplished by:

- A comprehensive reassessment of the trip budget program that will begin no more than 10 years from effective date of Trip Budget Program ordinance.
- A reevaluation of the Newport Transportation System Plan and the associated trip budget will occur when 65% of the total trips in any given TAZ have been committed to permitted development.
    - This review will be initiated no later than 6 months from the time the threshold is reached. In anticipation of development reaching the 65% threshold, the City could also choose to commence the review any time development pressure in a certain TAZ warrants such an action.
    - The development proposal that triggers the 65% Review will not be denied based on this required review. Subsequent development proposals within the subject TAZ may also be reviewed and approved by the City during the review process. If the review necessitates updates to the Trip Budget Program, proposed changes will be adopted through a TSP and associated Zoning Code amendments.
    - To ensure that the 65% Review provides timely information, it will be completed within 12 months from initiation, or pursuant to a schedule that is part of a work program previously agreed upon by both the City and ODOT.

Major updates or adjustments of the land use scenarios and the trip budget for South Beach will require a legislative amendment to the TSP. Transportation Planning Rule findings of compliance with the adopted transportation system plan must support the modification.

Figure 11: South Beach Overlay Zone[7]



[7] Corresponds with Figure 2-2 from Newport Transportation System Plan Update - Alternate Mobility Standards Technical Memorandum #12 Analysis of South Beach Land Use Scenarios.

GOALS AND POLICIES
PUBLIC FACILITIES ELEMENT

***

TRANSPORTATION

GOALS AND POLICIES

The following goals and policies are intended to guide the decision makers and the development community in the administration of the Transportation System Plan (TSP) and the development of applicable implementing ordinances consistent with the TSP. This section is not intended to provide review criteria for specific projects or to function as a capital improvement plan.

Goal 1: Vision. To provide a safe, efficient, and convenient multi-modal transportation system consistent with the Transportation System Plan.

Policy 1: Improve and maintain a transportation system that is consistent with the adopted 2022 TSP, as amended. The 2022 TSP may be updated with future refinement plans or other transportation studies. Such studies or plans shall be adopted by reference herein.

Goal 2: Safety. Improve the safety of all users of the system for all modes of travel.

Policy 1: Proactively improve areas where crash risk factors are present, with particular attention to high vehicle volume roadways such as US 101 and US 20.

Policy 2: Apply a comprehensive approach to improving transportation safety that considers engineering, education, enforcement, emergency medical services and evaluation.

Policy 3: Incorporate street and access spacing standards into the City's development codes as identified in the TSP.

Policy 4: Support development of a Neighborhood Traffic Management (NTM) program to identify a clear and objective process for collecting community input, assessing the prevailing concerns, and evaluating which, if any, NTM solution is appropriate to be installed.

Goal 3: Mobility and Accessibility. Promote efficient travel that provides access to goods, services, and employment to meet the daily needs of all users, as well as to local and regional major activity centers.

Policy 1: Support the expansion of the local and regional transit network and services consistent with the TSP considering funding limitations, topographic constraints, and existing development patterns.

Policy 2: Facilitate improvements that enhance mobility of US 101 and US 20.

Policy 3: Incorporate vehicle mobility standards for city streets into the City's development codes consistent with the TSP, and manage congestion according to the adopted standards.

Policy 4: Support transportation options and ease of use for people of all ages and abilities.

Policy 5: Strive to ensure safe, direct, and welcoming routes to provide access to schools, parks, and other activity centers for all members of the community, including visitors, children, people with disabilities, older adults, and people with limited means.

Policy 6: Provide an interconnected network of streets to allow for efficient travel.

Goal 4: Active Transportation. Complete safe, convenient, and comfortable networks of facilities that make walking and biking an attractive choice by people of all ages and abilities.

Policy 1: Continuously improve existing transportation facilities to meet applicable City of Newport and Americans with Disabilities Act standards.

Policy 2: Provide walking facilities that are physically separated from auto traffic on all arterials and collectors, and on streets and paths linking key destinations such as employment centers, schools, shopping, and transit routes.

Policy 3: Provide safe street crossing opportunities on high-volume and/or high-speed streets.

Policy 4: Facilitate walking access to transit routes and major activity centers in the City.

Policy 5: Work to close gaps in the existing sidewalk network.

Policy 6: Provide biking facilities that are comfortable, convenient, safe, and attractive for users of all ages and abilities on or near all arterials and collectors, and streets and paths linking key destinations such as employment centers, schools, shopping, and transit routes.

Goal 5: Grow the Economy. develop a transportation system that facilitates economic activity and draws business to the area.

Policy 1: Support improvements that make the City a safe and comfortable place to explore on foot.

Policy 2: Manage congestion along freight routes according to current mobility standards.

Policy 3: Provide safe, direct, and welcoming routes between major tourist destinations in Newport.

Policy 4: Consider the larger parcel impact that right-of-way acquisitions for transportation improvements have on area businesses, and provide fair market compensation for such impacts.

Policy 5. Implement transportation solutions in commercial core areas along US 101 and US 20 that promote economic revitalization of these areas in addition to addressing broader transportation needs of the community.

Goal 6: Environment. Minimize environmental impacts on natural resources and encourage lower-polluting transportation alternatives.

Policy 1: Support strategies that encourage a reduction in trips made by single-occupant vehicles.

Policy 2: Minimize negative impacts to natural resources and scenic areas, and restore or enhance, where feasible.

Policy 3: Support facility design and construction practices that have reduced impacts on the environment.

Goal 7: Support Healthy Living. Support options for exercise and healthy lifestyles to enhance the quality of life.

Policy 1: Develop a connected network of attractive walking and biking facilities, including off-street trails, which includes recreational routes as well as access to employment, schools, shopping, and transit routes.

Policy 2: Provide active transportation connections between neighborhoods and parks/open spaces.

Policy 3: Provide for multi-modal circulation on-site and externally to adjacent land uses and existing and planned multi-modal facilities.

Goal 8: Prepare for Change. Ensure that the choices being made today make sense at a time when Newport is growing, and the transportation industry is rapidly changing.

Policy 1: Anticipate the impacts and needs of connected and automated vehicles.

Policy 2: Promote emerging transportation technologies, where feasible, including the rollout of infrastructure for electric vehicles.

Policy 3: Seek to supplement traditional transportation options with more emphasis given to walking, biking, and transit and consideration for new alternatives such as car sharing, bike sharing, driverless vehicles, ride sourcing, and micro-mobility.

Policy 4: Explore opportunities to partner with state, regional, and private entities to provide innovative travel options.

Goal 9: Fiscal Responsibility. Sustain an economically viable transportation system.

Policy 1: Improve resiliency of the transportation system to seismic and tsunami hazards, extreme weather events, and other natural hazards, including the preparation of project specific geotechnical analysis in Agate Beach and other areas of known subsurface instability.

Policy 2: Identify and develop diverse and stable funding sources to implement transportation projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.

Policy 3: Preserve and maintain existing transportation facilities to extend their useful life.

Policy 4: Seek to improve the efficiency of existing transportation facilities before adding capacity.

Policy 5: Ensure that development within Newport is consistent with, and contributes to, the City's planned transportation system.

Goal 10: Work with Regional Partners. Partner with other jurisdictions to plan and fund projects that better connect Newport with the region.

Policy 1: Coordinate projects, policy issues, and development actions with all affected government agencies in the area.

Policy 2: Build support with regional partners for the improvement of regional connections.

Staff: The above language will replace the goals and policies contained in the current TSP. They are tailored to align with the goals and objectives listed in the draft TSP and executive summary. Language in Goal 5, Policy 5 can be drafted in a more targeted manner to allow the Commission and Council to select one of the two recommended solutions for US 101. If that doesn't occur, then the two options would be considered as part of the TGM funded City Center Revitalization Project, and a recommendation would come out of that process. Some consideration should also be given to whether or not the Commission wants a Yaquina Bay Bridge specific goal/or policy.

Chapter 1: Executive Summary

INTRODUCTION

The City of Newport initiated this update to their Transportation System Plan (TSP) to address a range of challenges and opportunities that emerged since the 2012 Newport TSP. In general, the TSP update process was designed to comply with the State of Oregon guidance and requirements per the Transportation Planning Rule (OAR 660-012-0015), which includes a public outreach process, an evaluation of current and future transportation needs, and a strategic and reasonable funding program (see Figure 5, Chapter 2 for more details).

Critical Community Issues were developed specifically for Newport, under the guidance of city leaders and a committee of key community stakeholders, referred to as the Project Advisory Committee. This TSP update focused on the following critical community issues:

- Developing desired streetscape, urban form, and roadway alignment for downtown commercial core to spur redevelopment.
- Developing transportation enhancements for the Agate Beach neighborhood that are sensitive to local geologic conditions.
- Updating the TSP capital projects and planning level estimates for near- and long-term system investment priorities.
- Clarifying whether the US 101 highway alignment may change as a part of the future replacement of Yaquina Bay Bridge.
- Evaluating the viability and efficiency of NE Harney Street extension as north-south alternative to US 101.
- Developing an integrated multi-use bike and pedestrian network.
- Developing neighborhood traffic calming measures and pedestrian safety needs.

- Identifying transit needs of the community.
- Identifying the city's role in supporting emerging transportation technology.
- Refining street cross-sections requirements to provide options that address constraints.
- Refining infill frontage improvement requirements that better balance cost and community needs.

The outcomes and recommendations are presented in the following chapters. Technical background information that formed the basis for many of the recommendations are available in a separate volume (see Newport TSP, Volume 2). The overall structure of the is summarized below.

Chapter 1: Executive Summary is a high-level overview of the TSP and its findings.

Chapter 2: Transportation System Context introduces the local history of Newport and its transportation system. It defines the planning goals and objectives and lays out the challenges and opportunities that the city addressed through this TSP update. The stated goals and objectives are the basis for choosing preferred transportation projects (see Chapter 5).

Chapter 3: Newport Today & Tomorrow presents how the city is planning to grow through 2040, and how historical travel patterns could change as a result. Each component of the local transportation system was reviewed and evaluated to consider how effectively it performs its intended objectives, and to identify gaps or limitations that should be addressed. The outcomes of these evaluations provide a list of transportation system needs around the city that will be examined to develop solutions (see Chapter 5).

Chapter 4: System Design & Management Principles defines the preferred routes and hierarchy of the system as it relates to freight, motor vehicles, transit, bicycling, and walking. In addition, the facility standards show specific design requirements regarding the overall dimensions, amenities, and provisions for individual travel modes. These facility cross-sections are used later in the process (see Chapter 6) to prepare initial estimate construction costs, and right-of-way requirements.

Chapter 5: Project Development & Evaluation presents the process used to identify investments that best align with the goals and objectives, which involved a combination of technical analysis as well as feedback from the project stakeholders and the public.

Chapter 6: Projects and Priorities lists the outcomes of the solution development and scoring process from Chapter 5. Projects are listed in four groups, according to funding priorities.

Chapter 7: Implementation & On-Going Strategies lays out the steps ahead to act on the TSP update, and to address on-going community issues related to transportation that are not specifically resolved by the TSP process and recommendations.

TRANSPORTATION SYSTEM CONTEXT (CHAPTER 2)

The City of Newport incorporated in 1882, and the 1910 census reported about 700 residents. Over the past century, the city has grown to just over 10,000 permanent residents today. The summertime population peaks at 25,000 because of the seasonal changes in tourist, employment, visitor, and recreational activities. As a popular Oregon Coast community and active seaport, Newport experiences its highest transportation demands during summer months when tourism and recreation are at their peak, whereas travel activity during the winter months is much lower. For example, the daily traffic counts on US 101 near City Hall drop by about 40 percent between July and January. This planning process recognizes how these seasonal swings in travel activity affect the community.

KEY TRANSPORTATION OPPORTUNITIES AND CHALLENGES

Newport faces the challenge of accommodating growth while maintaining acceptable service levels on its transportation network. Some of the key opportunities and challenges noted for this TSP update are listed below:

- **US 101 and US 20** form the primary transportation network and carry most the motor vehicle traffic. Outside of the downtown core area, the geographic constraints of the ocean coast, Yaquina Bay and local hillsides have fostered a strong reliance on the state highway system both for local travel and regional service to nearby communities. These highways were built with limited walking and bicycling amenities which continues to be a challenge for residents, visitors and tourists who are traveling outside of their motor vehicles.

- **Downtown** is where many of the properties are underutilized or in economic distress with vacant storefronts and aging, poorly maintained buildings. The City has an opportunity to leverage its urban renewal district to generate funding to revitalize the downtown area, which is also referred to as the commercial core area, along with upgrading the transportation system to catalyze economic development and provide infrastructure needed to support additional density.

- **Yaquina Bay Bridge** is an integral part of Newport as well as an historic icon on Oregon's coast highway system. Since its opening in 1936, the bridge has been the only transportation link across Yaquina Bay to South Beach. The Oregon Department of Transportation (ODOT) has been working to extend the functional life of the bridge, but expects that it will eventually be replaced. The timing for its replacement is uncertain, however, ODOT has indicated that its current location would be the preferred option to minimize environmental, engineering and community impacts.

- **Natural Hazards** considered in this TSP include the potential tsunami events following earthquakes and mitigating for unstable soils and ocean bluff erosion.

REFINED GOALS AND OBJECTIVES

The TSP goals and objectives define how the community's vision will shape the design, construction, operation, and management of the transportation system. This **2022 TSP update** reorganized the 2012 TSP structure and added several new goals. The plan framework now better supports performance-based planning. The new goals for the Newport TSP are listed below. For more details about the full policy framework, please refer to *Setting the Direction for the Plan* in Chapter 2.

- **Goal 1: Safety** – Improve the safety of all users of the system for all modes of travel.
- **Goal 2: Mobility** – Promote efficient travel that provides access to local and regional major activity centers, as well as to goods, services, and employment to meet the daily needs of all users.
- **Goal 3: Active Transportation** – Complete safe, convenient and comfortable networks of facilities that make walking and biking an attractive choice by people of all ages and abilities.
- **Goal 4: Grow the Economy** – Develop a transportation system that facilitates economic activity and draws business to the area.
- **Goal 5: Environment** – Minimize environmental impacts on natural resources and encourage less polluting transportation alternatives.
- **Goal 6: Support Healthy Living** – Support options for exercise and healthy lifestyles to enhance the quality of life.
- **Goal 7: Prepare for Change** – Ensure that the choices being made today make sense at a time when Newport is growing, and the transportation industry is rapidly changing.
- **Goal 8: Fiscal Responsibility** – Sustain an economically viable transportation system.
- **Goal 9: Work with Regional Partners** – Partner with other jurisdictions to plan and fund projects that better connect Newport with the region.

In addition to the goals outlined above, a set of supplemental strategies and guidelines were developed to address specific issues of concern within the Commercial Core and the Agate Beach areas of the City.

DECISION-MAKING STRUCTURE

The decision-making structure for this TSP was developed to establish clear roles and responsibilities throughout the project. The primary elements of that structure included:

- A Project Management Team (PMT) that included city staff, ODOT staff and the consultants.

- A Project Advisory Committee (PAC) that included local committee, neighborhood, and business representatives, emergency service providers, and agency staff members from the City of Newport, Lincoln County, and the ODOT.
- The City Council and Planning Commission for Newport were briefed throughout the process.
- The City Council made all final decisions pertaining to this TSP. The PMT made recommendations to the Planning Commission and City Council based on technical analysis and community input.

PUBLIC AND STAKEHOLDER ENGAGEMENT

Public outreach was conducted between November 2020 and August 2021 to share information about the TSP project and community members, stakeholders, and other interested parties were invited to share their ideas and feedback. The project team adapted to the COVID-19 pandemic to provide several engagement opportunities to enable community members to safely participate and provide meaningful input. Approximately 970 people were engaged through a variety of outreach opportunities.

Overall, the respondents wanted a focus on the safety and circulation for the walking, biking, and transit modes of travel. A complete summary of the outreach efforts can be found in Appendix N, Newport TSP Outreach Summary.

Common themes heard from public engagement included the following:

- Pedestrian and bicyclist safety throughout the city.
- Increased bus/transit/shuttle options.
- Interest in improving traffic flow and reducing congestion, for through travelers and local users.
- Parking improvements, especially in the downtown area.
- Traffic speeding enforcement.
- Preserve/rebuild the Yaquina Bay Bridge in the same location.
- Strong support for emerging technology such as electric vehicle (EV) charging stations, parking solutions and solar power.

NEWPORT TODAY AND TOMORROW (CHAPTER 3)

A comprehensive assessment was made of the travel patterns and transportation system performance within Newport as it operates today, and how that is expected to change with planned growth through 2040. To make the future forecast, the designated growth areas within the city were reviewed to determine how travel activity and patterns would change based on historical demographic and travel data. The future year travel forecast was made for summertime conditions, and it was used to evaluate how effectively proposed roadway solutions would operate.

The findings of this technical analysis for all travel modes combined with input from the public engagement process formed a master list of system needs for the community. Later in the update process (see Chapters 5 and 6), the past TSP projects identified from the 2012 TSP were refined

and amended, as needed, to fully address the latest understanding of the community's transportation needs.

For further technical background information, refer to Technical Memorandums *#5 Existing Transportation Conditions*, *#6 Future Traffic Forecast* and *#7 Future Transportation Conditions and Needs* that are contained in Volume 2.

LAND USE AND TRANSPORTATION DEMAND GROWTH

The city's present urban growth boundary (UGB) and adopted land use zoning maps indicate the location and type of development that is expected to occur in Newport. In addition, citywide population forecasts are coordinated with a statewide effort that is led by Portland State University. By 2040, the growth in households and employment for Newport are illustrated in Figures 11 through 16 in Chapter 3. In summary, they include the following planned growth:

- **Households** - About 1,000 more homes are expected throughout the city, with the highest concentrations in the recent UGB addition near NE 36th Street and NE Harney Street, and the emerging neighborhood along SE 40th Street near the Oregon Coast Community College. Many other neighborhoods expect modest residential in-fill development.
- **Population** – About 2,400 more permanent residents are expected to reside in these new homes. In addition, visiting households during peak seasons are forecasted to increase by about 210 more than today (see Figure 19, Chapter 3).
- **Summer Employment** - About 2,700 more jobs are expected during the summer. Overall job growth will be highest in the South Beach area, especially along Marine Science Drive, and south of 40th Street, and in the very north end of the city near 73rd Street.

This combination of new housing, residents and jobs is expected to increase citywide vehicle trips by about 27% year-round by 2040.

MOTOR VEHICLE SYSTEM PERFORMANCE ISSUES

Based on technical evaluation and feedback from the community, the following operational, safety and maintenance issues were identified for the Newport motor vehicle system. ODOT has quantitative performance targets for its highways based on traffic delays, which were applied to determine if conditions were acceptable or not. A total of 20 intersections were selected for the operational analysis review.

- Six of the intersections on US 101 are expected to have major delays for motor vehicle traffic. This includes three locations that are controlled by traffic signals (at NE 52nd Street, US 20, and Hurbert Street) and three stop controlled intersections (at NE 73rd Street, Oceanview Drive, and Angle Street).
- Many other intersections along US 101 that were not specifically analyzed are expected to have severe delays during peak hours for traffic intending to turn left onto the highway.

Several neighborhoods derive their only access from US 101, such as NE San-Bay-O Circle near the Fred Meyer store.

- Two of the US 20 intersections are expected to have major delays including SE Benton Street (stop sign controlled on the side street) and NE Harney Street-SE Moore Drive (traffic signal control).
- The US 20/NE Harney Street-SE Moore Drive intersection was also cited by public feedback as being problematic for serving school related traffic before/after school sessions, and for major events at the Lincoln County fairgrounds.
- Other community safety concerns included the lane merging on southbound US 101 approaching Yaquina Bay Bridge, and the irregular access spacing on US 101 near the Newport Theater.
- Three local bridges were identified as being structurally deficient including US 101 over Big Creek, the Yaquina Bay Bridge, and on Big Creek Road over Big Creek.
- In addition to its weight limited condition, the vehicle traffic using the Yaquina Bay Bridge is expected to grow and it will eventually exceed the carrying capacity.

WALKING AND BICYCLING SYSTEM PERFORMANCE

Walking is an important part of local travel options, both within neighborhoods and parks as well as along and across major roadways. Provision of safe and convenient walking options can help the city move towards a complete multimodal transportation system. Today Newport has 33 miles of sidewalks, although about 70 percent of city streets lack sidewalks on at least one side.

Bicycling is common along US 101, which is part of the designated Oregon Coast Bike Route. Cyclists generally ride on the wide paved shoulders on US 101, since there are very limited designated bike lanes on the highway. Off highway, there is about 10 miles of shared-use pathways or trails available, but generally cyclists are required to share the roadway with vehicles. For both walking and bicycling system, a Level of Traffic Stress (LTS) score was determined that represents the user's experience on that route.

Based on technical evaluation, field observations, and public feedback, the following walking and bicycling issues were identified:

- For walking travelers, about 25 percent of state highway and city collector street blocks were rated in the low to moderate LTS range, which is generally comfortable for the average traveler.
- For bicyclists, about 15 percent of state highways and 90 percent of city collector streets had low to moderate ratings.
- On the other end of the LTS scale, extreme ratings were shown for 60 percent of the highways for walking travelers, and 85 percent of bicyclists. This is the highest level of stress and is considered very challenging.

- Extreme or high bike LTS was noted due to high speeds and traffic volumes and unprotected bike facilities. This includes both state highways and short segments of NE Harney Street, NE 31st Street, NE Yaquina Heights Drive, SE Bay Boulevard and SE Ferry Slip Road.
- Sixteen of the 20 intersections studied on US 101 and US 20 had extreme or high LTS scores due to non-compliant ADA curb ramps, complex elements or limited refuge or enhancements at the crossing. Bicycling LTS has similar scores at these locations.
- NW Oceanview Drive, a component of the Oregon Coast Bike Route, was rated at extreme level of traffic stress between US 101 and the intersection with NW Edenview Way, and medium level of traffic stress from there to Spring Street.

System deficiencies were noted in cases where the walking or bicycle facilities had major gaps, extreme LTS, or were near important destinations, such as parks, schools, transit stops or essential services. These were flagged to be reviewed for possible system improvements (see Chapters 5 and 6).

TRANSIT SERVICES

Lincoln County Transit operates a city loop bus service, an intercity bus service, and a paratransit service. The loop service through Newport connects key destinations six times each day, seven days a week and in the evening. While most residents and businesses are located within one-half mile of a loop transit stops, the time between buses (up to 90 minutes) and limited-service hours (7 am to 5pm) moderates it effectiveness for residents and visitors.

The intercity transit service operates routes to Corvallis and Albany four times each day, to Lincoln City four times each day, to Yachats four times each day, and to Siletz six times a day between Monday and Saturday.

Lincoln County Transit's paratransit service provides public transportation to persons who are unable to use regular fixed route buses. Curb to curb paratransit service, in wheelchair lift equipped minibuses, is available generally between 8:00 a.m. and 3:30 p.m. Monday through Friday.

Lincoln County's transit development plan through 2028 intends to enhance the frequency of services and add more stops on the loop to better serve more riders. This includes two new loop routes with shorter headways between more popular local destinations.

OTHER TRANSPORTATION SYSTEMS

Freight Network

US 101, north of US 20, is a designated federal truck route and US 20, east of US 101, is a designated Oregon freight route. With growing traffic volumes, six intersections along the state highways would not meet their currently adopted mobility target. These are the same six locations noted under the **Motor Vehicle System Performance Issues** section above.

Other locations with identified freight needs include Bay Boulevard which is a working waterfront and is a key freight generator for the City of Newport. This area is also a tourist destination which can create conflicts between the high volume of pedestrians, passenger cars, and freight vehicles which serve Newport's fishing industry.

Freight vehicles face the steep grades for northbound traffic approaching the Yaquina Bay Bridge. The recent relocation of the traffic signal from SE 32nd Street to SE 35th Street has improved this operational issue. The bridge has weight limit restrictions.

Airport

The Newport Municipal Airport, owned and operated by the City of Newport, is a public-use airport located east of US 101 off SE 84th Street, approximately five miles south of downtown. This airport provides general aviation for Newport and surrounding coastal communities and is identified as a critical resource by the Oregon Department of Aviation for emergency response following a major earthquake or tsunami. Currently, the airport supports general aviation aircrafts, cargo, US Coast Guard helicopters, and air ambulance flights.

Waterways

The Port of Newport maintains and operates separate commercial and recreational marinas to serve Newport's ship traffic. The commercial marina, located on the north side of Yaquina Bay, south of Bay Boulevard includes four docks for commercial vehicles and serves a large, prolific fishing fleet and a yacht club. This marina can accommodate vessels up to 100 feet. The recreational marina is located on the south side of Yaquina Bay, near South Beach, with space for 522 vessels and includes power, water, fuel, and sanitary services as amenities. This marina also serves as a public boat launch with space for trailer storage. The Port also provides an International Terminal with a multi-use shipping facility that is one of three deep draft ports on the Oregon Coast. This terminal is located on a 17-acre site about 2.5 miles from the ocean entrance.

CHAPTER 4: SYSTEM DESIGN & MANAGEMENT PRINCIPLES

This chapter presents several refinements to Newport's multimodal transportation system hierarchy and facility design requirements. The recommended changes for city streets, trails, and shared-use pathways were developed to improve safety and accessibility for all users, and to directly responds to several of the critical community issues:

- Developing an integrated multi-use bike and pedestrian network.
- Developing neighborhood traffic calming measures and ped safety needs.
- Refining street cross-sections requirements to provide options that address constraints.

This chapter also acknowledges more recent guidance from ODOT's *Blueprint for Urban Design,* which provides a flexible approach to improvements adjoining the state highways that allow cities to better accommodate urban development that offer enhanced walking, bicycle, on-street parking,

and store front amenities. For the full technical presentation of system design and management changes, please refer to *Transportation Standards (Technical Memorandum #10)* in Appendix K.

STREET FUNCTIONAL CLASSIFICATION CHANGES

The functional classification of a street or roadway defines how it is intended to be used, and its relative purpose compared to other facilities in the network. Transportation agencies that manage and maintain highway and street systems commonly use this practice, including federal, state, county, and city jurisdictions. The City of Newport chose to refine its street functional classifications for city facilities that align with local community values.

The major changes to the street functional classification designations for City of Newport Streets include the following:

- **Designating State Highways as the only Arterial Roadways -** Several city streets that were previously designated as arterials roadways were downgraded to better match their intended use today and in 2040. Arterial streets are primarily intended to serve regional and through traffic. It is determined that only the two State Highways provide that type of service.
- **Dividing City Collector Streets into Two Tiers, Major and Neighborhood Collector** - The city previously had one category for collector streets, which are intended to connect neighborhoods to each other and to arterial roadways. The top tier collector was renamed to a Major Collector. A second tier of collector roadway was introduced where it was most appropriate to apply traffic calming techniques in neighborhoods, and to tailor bike and pedestrian designs to best match the local environment.
- **Adding Private Streets to the system map** - A new designation was added to show Private Streets, which are owned and maintained by the adjoining property owners. Typically, these are driveways or private roadway connections that serve four or fewer parcels.
- **Local Truck Routes Added** – In addition to the state and federal designated truck routes on US 101 and US 20, there are several city streets that serve as key local truck routes within the community. These routes were added to the city's freight network to highlight the need to design and manage them to serve trucks. Examples include Bay Boulevard, and SE Marine Science Drive.

MULTIMODAL NETWORK DESIGN

Street designs are based on the functional classifications. City street improvement projects generally accompany newly developing or redeveloping areas of the city. Roadway cross-section design elements include travel lanes, curbs, furnishings/landscape strips, sidewalks on both sides of the road, and bicycle facilities. In some cases, site constraints may prevent minimum standards from being applied, and design exceptions are required.

The recommended design standards for the City of Newport presented in Chapter 4 encompass all levels of streets, trails and pathways. For full details, refer to that chapter. A summary of the key changes for network design types follows below:

- **Added Yield or Shared Streets -** A new classification for local streets was added to recognize cases where traffic volume is low (fewer than 500 vehicles daily). These cases were referred to as Yield or Shared Streets, and they allow narrower street widths (see Table 2, Chapter 4) and lower speed limits.

- **Sidewalk Minimum Width Varies** - The minimum sidewalk width was changed to be wider depending on the street classification, and fronting land use types (see Table 3, Chapter 4). For example, this allows added space for street side amenities in commercial districts.

- **Bicycle Facilities Tailored to Street Classification** – To better support an integrated bike network, the design standards were modified to better match the required bike facilities with the on-street conditions experienced by cyclists. As shown in Table 4, Chapter 4, where traffic volumes and speeds are high like on the state highways, wide and protected bike facilities are preferred. Whereas, in neighborhoods the bikes can more readily share the street with motor vehicles.

- **Minimum Pedestrian and Bicycle Facilities** – These design standards apply to pedestrian trails, accessways, and shared-use pathways, showing the minimum facility width for each case (see Table 5, Chapter 4).

ADDITIONAL TRANSPORTATION PLANNING STANDARDS AND OTHER ISSUES

A new set of standards are recommended that the City of Newport can apply during on-going development review, and when plan amendments are being considered. These new transportation standards provide staff with a quantitative basis for reviewing proposed development plans and other planning proposals that may affect local transportation conditions. The additional standards include the following:

- **Vehicle Mobility Standards** – The metrics shown in Table 6 of Chapter 4 define the thresholds of acceptable congestion on city streets for a range of intersection types. These standards can be applied to form the basis for requiring conditions of approval for pending development to ensure that the ultimate facility design matches the expected demands.

- **Multimodal Connectivity** – The spacing standards in Table 8 of Chapter 4 define the minimum and maximum spacing standards for block length, driveway spacing, setbacks, and space between ped/bike connections. The intent of these standards is to provide for efficient, safe, and timely multimodal travel, particularly in newer neighborhoods designs.

The final two sections of Chapter 4 highlight unique natural hazards facing the City of Newport, and the city's response to manage those conditions. This includes the Oregon Seismic **Lifeline Routes** that facilitate emergency evacuation and recovery routes following disasters, such as a tsunami

event. This TSP includes projects that promote seismic resilience on lifeline routes, adds pedestrian or bicycle facilities on evacuation routes, and other wayfinding projects.

Also highlighted are the **street stormwater drainage management** strategies that apply to new development areas and major infrastructure improvements, such as new or expanded roadways. These strategies are acutely important in many areas of the city, and most notably the Agate Beach neighborhood, to mitigate runoff impacts such as further erosion of coastal bluffs.

CHAPTER 5: PROJECT DEVELOPMENT AND EVALUATION

Building the updated project list for this TSP involved identifying several new projects to specifically address new community concerns and combining them with past projects from other local transportation plans including the 2012 TSP, Oregon Coast Bike Route Plan and Yaquina Bay Recreation Site Plan.

The prioritization process was applied to emphasize improved system efficiency and management over adding capacity. These priority outcomes were then compared to city goals and objectives for the transportation investments. This process allows the city to maximize use of available funds, minimize impacts to the natural and built environments, and balance investments across all modes of travel.

PROJECT FUNDING

FUNDING SOURCE	AMOUNT AVAILABLE BY 2040
NORTH SIDE URBAN RENEWAL DISTRICT	$37.9 million
OTHER CITY/STATE FUNDS	38.3 million
TOTAL FUNDS AVAILABLE	**$76.0 million**
TOTAL ASPIRATION PROJECTS	**$222.5 million**

Each project was reviewed to assess which agency would lead the project and the likely funding source. It is important to note that these funding assumptions do not obligate any agency to commit to these projects. In general, projects were assigned to either the City of Newport or ODOT as the lead agency, with a few cases where they may jointly fund a project. Also, each project was assigned an assumed funding source, which included the City's North Side Urban Renewal District, South Beach Urban Renewal District, and other City/State revenue. It is recognized that there may be other partnering opportunities with ODOT and Lincoln County Transit, these decisions are ultimately up to those agencies. Also, private development will also likely build TSP projects in coordination with land use actions and future development in the city.

Based on historical and forecasted funding levels, the city expects to have about $76 million through the year 2040 for transportation projects in this TSP. This includes about $38 million for projects in the North Side Urban Renewal District boundary and another $38 million from other City and State funding sources for other citywide projects. And although it was not included in the TSP

revenue forecast, the South Beach Urban Renewal District will also provide an additional $3 million in funding for remaining projects in the district boundary. This is still far below the funding required to implement all the projects in this plan, which total approximately $222 million.

A high priority subset of the City's Aspirational Projects that are constrained to a level of funding that is expected to be available for the next 20 years is presented in Chapter 6 section of this Executive Summary. These projects are referred to as **Financially Constrained**, as they represent the city's highest value projects that can reasonably be funded through 2040.

SPECIAL TRANSPORTATION STUDIES

A series of studies were conducted that provided greater depth of technical review and public engagement than is common for a TSP update. The focus of these special studies included corridor solutions along US 101 and US 20 in the downtown area, and a closer look at the feasibility, effectiveness, and cost to construct a proposed Harney Street extension. The 2012 TSP shows a proposed Harney Street extension parallel to US 101 north of US 20 to NE 36th Street that would provide alternative circulation for longer trips to relieve congestion in the downtown area.

Each of these projects represent large-scale capital investments that could significantly alter Newport's transportation network and travel patterns by increasing roadway capacity for motor vehicles, bicycles, and pedestrians. In addition to mobility and access improvements, the highway corridor studies also sought to leverage economic development opportunities to revitalize the downtown commercial core area.

The following discussion summarize results of each special transportation study. Please refer to Chapter 5 and the Solutions Evaluation (Technical Memo #8) in Appendix I for full details.

US 101 Downtown Corridor (SW 9th Street to SW Angle Street) – Three options were considered for this corridor. Two involved forming one-way couplets with the existing highway and SW 9th Street, and one retained the highway on its current alignment. However, that concept also includes providing quality bicycle facilities on parallel routes of SE 9th Street to reduce impacts to properties adjacent to the highway.

The one-way couplets would provide for southbound traffic along the present highway alignment, and northbound flow along SW 9th Street. The difference between the two couplets was one was longer, it began at the existing intersection of SW 9th Street and US 101, and the other was shorter, it began at SW Fall Street. All three options would upgrade the existing roadways to meet current ODOT design standards, which would address the narrow travel lanes, and lack of bike facilities.

Based on feedback from the public and the PAC, the Long Couplet options was set aside from further review. It was agreed that the Long Couplet concept was not worth the extra investment for a longer improved facility, especially since the area around the hospital complex was already being redeveloped along the adjoining parcels nearby. The PAC suggested that the remaining two options advance for further deliberation during the public adoption process of the TSP.

US 20 Downtown Corridor (Harney Street-Moore Drive to US 101) – Two options were considered for this corridor. One involved forming a one-way couplet with the existing highway and NE 1st Street. In this concept, the eastbound flow would use the existing highway, while the westbound flow of traffic would use NE 1st Street. The other option was to upgrade and expand the highway along its present alignment. Based on feedback from the public and the PAC, the preferred option was the existing two-way highway along its current alignment. However, that concept also includes providing quality bicycle facilities on parallel routes of NE 1st Street to reduce impacts to properties adjacent to the highway.

US 20/US 101 Intersection – Several design concepts were evaluated at this location to serve traffic growth and still meet desired performance targets. Concepts included adding more vehicle turning lanes on high volume approaches, restricting Olive Way to westbound only flow, and converting the intersection to a multi-lane roundabout. The preferred concept is to add another southbound left-turn lane from US 101 onto eastbound US 20 (see INT4 for details). Initial sketches were made to illustrate how roadway widening might impact to adjoining properties (see initial diagrams in Appendix ZZTop).

Harney Street Extension (NE 7th Street to NE 36th Street) – The alignment of this proposed extension was evaluated in-depth by project team engineering staff to navigate the many environmental and topographical constraints of this route. These outcomes of these engineering studies show (see Figure 38, Chapter 5) that the primary new construction would be near NE 7th Street, then it bends around the hillside to the east and then connects to the existing Harney Street at NE Big Creek Road. This route was expected to carry moderate traffic volumes that would provide some relief to the US 101 corridor. However, because of the high estimated cost of the construction, at over $40 million, the PAC recommended that this project be set aside from priority city funding at this time.

NW Nye Street Extension/NW Oceanview Drive – The northerly extension of NW Nye Street to connect to NW Oceanview Drive was recommended to address safety and access concerns in this area (see EXT12 for details). Two circulation options were advanced. The first option limits the Nye Street extension to pedestrian and bike access only with no changes to Oceanview Drive circulation. The second option would allow full motor vehicle, ped/bike use on the Nye Street extension, and restrict Oceanview Drive to one-way southbound for motor vehicles between Nye Street and NE 12th Street. The former northbound travel lane would be restriped as a shared-use path for ped/bike use in the one-way section.

ALTERNATE HIGHWAY MOBILITY TARGETS

As Newport grows, the mobility targets at several state highway intersections will not be met. Today, all state highway intersections comply with those mobility targets. However, by 2040, four highway intersections will exceed that target, including the US 20/US 101 intersection. For a full description, please refer to the Alternate Mobility Targets (Technical Memo #11), in Appendix L.

ODOT has a policy that allows their agency to change mobility targets within local jurisdictions to allow for higher congestion levels. To do so requires the adoption of the mobility targets by the Oregon Transportation Commission or their district representative. This policy was established

because ODOT acknowledges that the limitations of its funding does not provide sufficient resources on state highway facilities to meet their preferred mobility targets. By changing the targets, the local jurisdiction can proceed with planned growth consistent with their adopted land use and transportation plans.

For Newport, the recommended change is to increase the numerical v/c ratio value to 0.99 at all state highway intersections. If enacted, this would be consistent with the numerical standard that is applied to state highway intersections in the South Beach area.

CHAPTER 6: PROJECTS AND PRIORITIES

This chapter presents the transportation system improvements projects that were selected to address the system needs revealed by the technical analysis and the input from the community. The full aspirational project list that includes over 200 projects is provided in Chapter 6. The **Financially Constrained** (reasonably likely to be funded by 2040) projects are shown in Appendix ZZ. These represent the higher priority projects that can reasonably be funded given the available city and state transportation resources of about $76 million through 2040.

CHAPTER 7: IMPLEMENTATION ACTIONS

The City of Newport TSP update incorporates several elements that require further action to facilitate full implementation of the plan.

SUPPLEMENTAL FUNDING OPTIONS

Providing adequate funding for capital investments and on-going maintenance of transportation systems and services is a major challenge. In addition to the two Urban Renewal Districts, the City is encouraged to seek more funding opportunities to advance projects sooner. In general, the best candidates are a transportation utility fee, a local fuel tax increase, and a short-term property tax levy. However, given that the city recently put a local gas tax increase on the voter ballot that failed, perhaps the other options could be further pursued.

ACTION: Pursue and enact supplemental local transportation funding option.

NEIGHBORHOOD TRAFFIC MANAGEMENT TOOLS

The Transportation System Plan identifies a new classification of city streets that are the best candidates for applying neighborhood traffic management (NTM) strategies. The challenge with a NTM program is to identify a clear and objective process for collecting community inputs, assessing the prevailing concerns, and evaluating which, if any, NTM solution is appropriate to be installed. This will require developing guidelines about which NTM strategies are best for Newport, and where and how they are to be applied. In addition, many cities balance the technical review process with a consensus opinion of the affected neighbors to help ensure community satisfaction with the NTM decision.

ACTION: It is recommended that city develop and implement a NTM program that formalizes these processes.

STREET CROSSINGS

Streets with high traffic volumes and/or speeds in areas with significant volume of pedestrian activity generally require enhanced street crossings with treatments to improve the safety and convenience for pedestrians. The TSP includes several crossing enhancements; however, the city should also update their development code to match the Transportation Facility and Access Spacing Standards stated in the TSP.

ACTION: Update Municipal Code to incorporate street and access spacing standards identified in the TSP for city streets

Similarly, on state highways enhanced pedestrian crossing treatments should be considered on high speed or high-volume roads (*e.g.* US 101, US 20). To ensure these types of treatments are considered during the development review process, the city guidelines for traffic impact studies should be updated to require these types of studies.

ACTION: Amend the city's traffic impact analysis guidelines to include review of pedestrian crossing treatments consistent with NCHRP Report 562.

VEHICLE MOBILITY STANDARDS

The City of Newport does not have adopted mobility standards for motor vehicles. The city should amend its mobility standards for planning and development review to establish clear guidelines for selecting intersection design solutions.

ACTION: Amend city development code to introduce vehicle mobility standards on city streets consistent with the TSP (see specifics in Chapter 7).

Additional implementation actions should:

Indicate that the Public Facilities Chapter of the Newport Comprehensive Plan will be amended to align its transportation goals and objectives with those contained in the TSP.

Emphasize that the City will take into consideration the larger parcel impact of right-of-way acquisitions for transportation projects, and will provide fair market compensation for such impacts.

Note that the City will support and promote emerging transportation technologies, where feasible, including the rollout of infrastructure for electric vehicles.

Require that transportation solutions selected for commercial core areas along US 101 and 20 must promote economic revitalization of these areas in addition to addressing broader transportation needs of the community.

Identify the need for project specific geotechnical analysis in the Agate Beach area in line with the recommendations contained in the HHPR memo.

City of Newport

TRANSPORTATION SYSTEM PLAN

FEBRUARY 2022

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Chapter 1: Executive Summary

[PLACEHOLDER - TO BE WRITTEN LATER]

Chapter 2: Transportation System Context

This chapter introduces Newport and describes what a Transportation System Plan (TSP) is and how it was developed. The process involved a formal decision-making structure, community engagement, and a structured technical analysis.

NEWPORT AT A GLANCE

Located along the shores of the Pacific Ocean and Yaquina Bay, Newport is a dynamic City with neighborhoods that cater to residents and visitors of all ages and interests. The population of permanent residents in the City is 10,125, but that can rise to 25,000 during a summer day, as visitors are drawn to the City's beachfront, numerous outdoor activities, attractions, eateries, shopping and more. It is home to an active fishing industry, miles of sandy beaches, Oregon State University's Hatfield Marine Science Center, the Oregon Coast Aquarium, and the home port of the National Oceanic and Atmospheric Administration (NOAA) Marine Operations Center-Pacific. Several neighborhoods are within Newport including Agate Beach, the Deco District (aka Downtown Newport), Nye Beach, Bayfront and South Beach, each with its own unique character.

FIGURE 1: KEY TRANSPORTATION FACILITIES (NORTH)

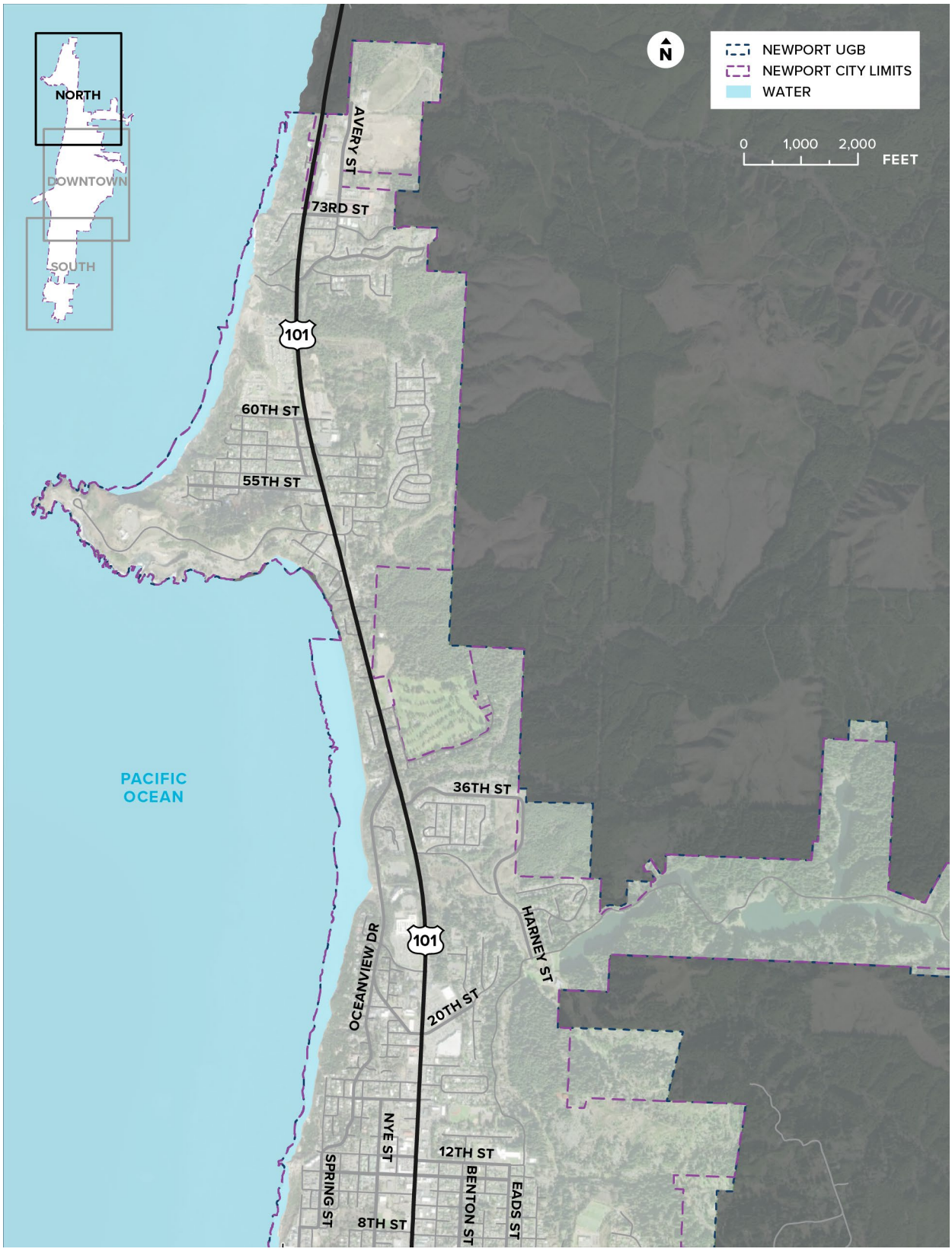


FIGURE 2: KEY TRANSPORTATION FACILITIES (DOWNTOWN)

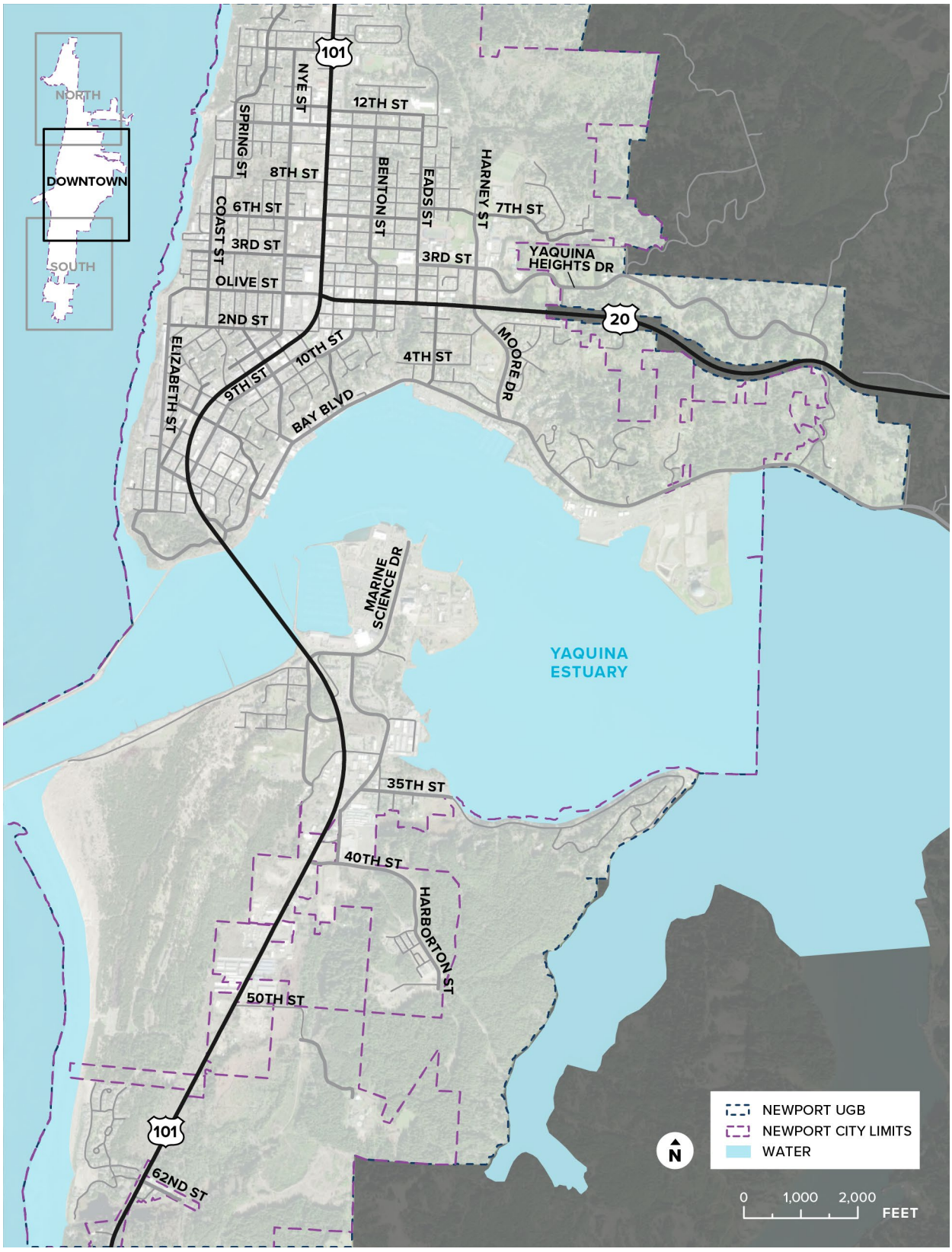
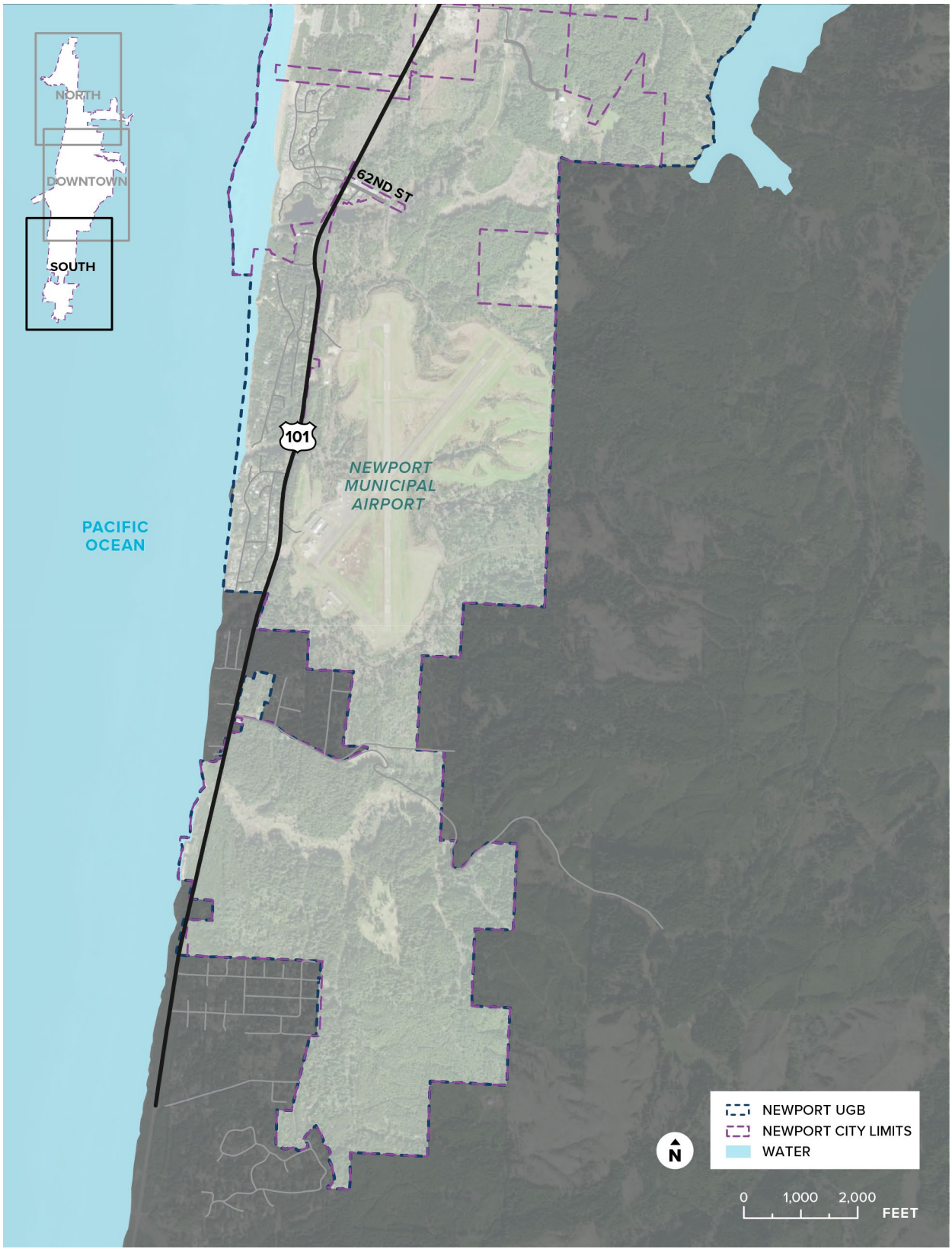
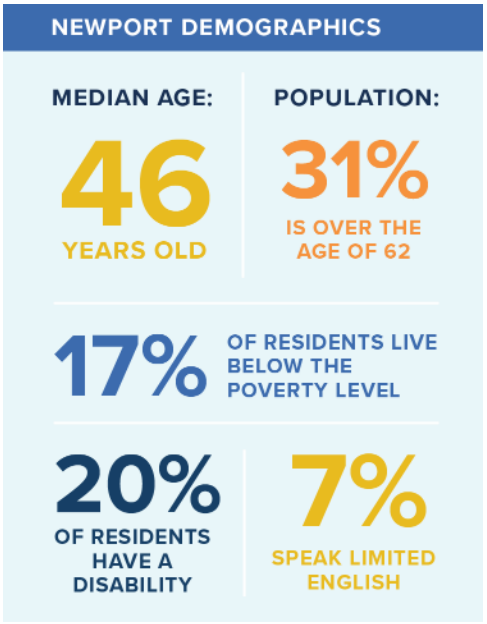


FIGURE 3: KEY TRANSPORTATION FACILITIES (SOUTH)



Residents of Newport have a median age of 46 years and just over half, 51%, of all residents are within the peak working age range. Also shown in Figure 4, about one-third (31 percent) of the population is over the age of 62. The City has similar demographics with the rest of Lincoln County in terms of the share below the poverty income level, 17 percent, and people with disabilities, 20 percent, while 7 percent speak limited English. These demographics are significantly different from those of the State, with the City accounting for a 10 percent larger share of residents aged over 62 and up to a 5 percent greater share of residents living below the poverty level, with a disability, or speaking limited English. The source for the Newport demographic data was taken from the American Community Survey, 2015 to 2019, as reported by the US Census Bureau.

FIGURE 4: KEY DEMOGRAPHICS



As growth continues in the City, it will likely to show a higher share of older residents choosing to retire on the coast compared to other areas of the State, which influences the likelihood of more residents living on limited retirement incomes or having a disability. The City will also likely continue to see younger people and families choosing to visit and live in Newport, and likewise will continue to see people of all ages and abilities walking, biking and using transit.

KEY TRANSPORTATION OPPORTUNITIES AND CHALLENGES

Newport faces the challenge of accommodating population and employment growth while maintaining acceptable service levels on its transportation network. The transportation system must accommodate highway through traffic, residents, and thousands of tourists who are here in the summer and over holiday weekends. With limited funding for transportation improvements, and built and natural environment challenges, the City must balance its investments to ensure that it can develop and maintain the transportation system adequately to serve the City and everyone who travels in it. Some of the key transportation opportunities and challenges in the City are summarized below, with more details provided in Chapter 3 of this TSP.

US 101 and US 20

U.S. Highway 101 (US 101) and U.S. Highway 20 (US 20) are the backbone of Newport's transportation network. US 101 runs north and south through the City, connecting coastal communities along the entire west coast of the United States, while US 20 runs east and west through the City, connecting it to Corvallis, Interstate 5 and eventually Boston, Massachusetts 3,365 miles to the east. These roadways intersect in the downtown area forming one of the most complex intersections in the City. These statewide highways serve as designated freight routes along all of US 20 and the northern portion of US 101, specifically the section north of US 20 which serves the primary commercial centers. Because these highways carry the highest levels of traffic

in the city, they present many great opportunities, but also bring many challenges. Each day these highways bring thousands of visitors and economic opportunities for the City. These visitors often arrive in a mix of large recreation vehicles or towing trailers that must traverse narrow and busy sections of streets through the City. These highways were designed and built in an era that focused on serving motor vehicle traffic, and they lag behind ODOT's current vision of a complete multimodal street facility. As a result, this creates conflicts with parked vehicles, and often leads to uncomfortable and difficult walking and biking conditions for residents and visitors along and across these highways.

Downtown

US 101 runs through Newport's downtown area and the historic heart of the City, spanning both sides of US 101 between US 20 and Yaquina Bay to the north and south, and Bayfront and Nye Beach neighborhoods to the east and west. The central city is an area where many of the properties are underutilized or in economic distress with vacant storefronts and aging, poorly maintained buildings. The City established an urban renewal district in 2015 to generate funding to revitalize the area and is considering how the transportation system can be redefined to catalyze economic development and provide infrastructure needed to support additional density. The downtown area is home to many shopping, dining, cultural, and City service establishments and has emerged as a destination for residents and visitors alike. The increased energy draws many people who walk, ride bikes and take transit to and from nearby neighborhoods and along and across streets throughout downtown. Many more people drive vehicles and park within the area, and then walk or bike. Streets will need to be repurposed and reimagined to complement the street side activity, support desired economic development and balance the expected uptick in travel among all travel modes.

Yaquina Bay Bridge

Just to the south of Newport's downtown area is Yaquina Bay and the iconic Yaquina Bay Bridge. Here the structure serves US 101 and spans 3,223 feet across Yaquina Bay. It opened in 1936 and provides the only crossing of Yaquina Bay and connection to the South Beach area of the City and its major employment and recreational destinations. With one travel lane in each direction, today the bridge carries nearly 17,000 motor vehicles per day during the summer and 14,000 per day during an average weekday. With narrow roadway-adjacent walkways and no separated bicycle facilities, the crossing is often uncomfortable and challenging for pedestrians and bicyclists.

In 2013, ODOT placed weight limit restrictions on this bridge considering the degraded maintenance conditions of the structure, particularly as it relates to seismic events. This weight limitation was intended to prolong the effective service life of the bridge before major reconstruction would be required. The current estimate for replacing the bridge exceeds $200 million. Given the uncertainty of the bridge's viability long-term, the Newport City Council requested a statement from ODOT regarding their plans for this facility. In a letter dated February 4, 2021, the ODOT Director responded and indicated that the Yaquina Bay Bridge is on their Seismic Resilience Plan, and a specific date for funding major construction is uncertain at this time. However, the letter did also indicate that based on their understanding to date, retaining the bridge

essentially in its current location would be the preferred option to minimize environmental, engineering and community impacts.

Nye Beach

Nye Beach was named for John Nye who claimed a 160-acre parcel in 1866. In the 1880's the property was purchased by Sam Irvin, and in the 1890's the "summer people" began coming to Newport Beach in large numbers. They came by train to Yaquina Bay, where the railroad ended, then by ferry boat to the Bayfront, and finally by the boardwalk built in 1891 to connect the Bayfront with Nye Beach.

Today, Nye Beach has become a mixed-use neighborhood with direct beach access anchored by Performing Arts and Visual Art Centers. Commercial development is concentrated along Beach Drive and Coast Street, both of which include streetscape enhancements that encourage a dense pedestrian friendly atmosphere. This area includes a mix of retail, dining, lodging, professional services, galleries, single family homes, condominiums, long term and short-term rentals.

Bayfront

A working waterfront with a mix of tourist-oriented retail, restaurants, fish processing facilities (e.g. Pacific Seafood), and infrastructure to support the City's commercial fishing fleet. The Port of Newport is a major property owner, and a boardwalk and fishing piers provide public access to the bay. The area is terrain constrained, with steep slopes rising up from commercial sites situated along Bay Boulevard.

South Beach

Nestled on the south side of the Yaquina Bay Bridge, Newport's South Beach provides a mix of regional institutions, recreational facilities, neighborhoods, and retail businesses, including the popular Oregon Coast Aquarium, Hatfield Marine Science Center, OMSI's Camp Gray, Oregon Coast Community College, Newport Municipal Airport, and the Port of Newport's South Beach Marina and RV Park. The City's largest residential planned development is also located in South Beach, known as the "Wilder" community.

Natural Hazards

As an Oregon coastal city, Newport is at risk from a variety of natural hazards that should be considered in developing a Transportation System Plan to reduce risks to public health, facilitate emergency evacuation and prolong the serviceable life cycle of transportation infrastructure.

The first category of hazard is the tsunami events that follow earthquakes. The impacts on the Oregon coastline for a range of potential major earthquake events has been studied extensively by Oregon Department of Geology and Mineral Industries (DOGAMI), which is the best source of information for identifying areas that may be subject to tsunami inundation. The City and State have taken actions to prepare for these events, including developing emergency response and evacuation routes, and designating evacuation assembly areas. Establishing resilient transportation facilities and bridges along these routes is a critical element to facilitate the movement of people

during these emergency situations. The tsunami inundation and assembly areas in Newport can be found in the Appendix, Technical Memo #5, Existing Conditions.

Landslides and bluff erosion also present significant challenges to maintaining a stable foundation for roads and structures. The soil composition in many beach areas require special design considerations to adequately treat storm drainage and runoff to mitigate against degrading soil conditions. These design treatments are commonly applied in designated areas such as Agate Beach, which has experience chronic bluff erosion in recent years.

PURPOSE OF THE TSP

The TSP is a long-range plan to guide future transportation investments for the next 20 years and beyond within the Urban Growth Boundary (UGB). It is a key resource for implementing transportation system improvements that address current deficiencies and will also serve expected local and regional growth, and ensure that they align with the community's goals, objectives, and vision for the future. This TSP was developed through community and stakeholder input and is based on the transportation system's needs, opportunities, and anticipated available funding. The requirements of a TSP are summarized in Figure 5.

FIGURE 5: REQUIREMENTS OF A TRANSPORTATION SYSTEM PLAN

REQUIREMENTS OF A TSP

A TSP is required by the State of Oregon Transportation Planning Rule (TPR). Oregon Administrative Rule 660-012-0015 defines the primary elements of a TSP. The TPR requires that a city TSP includes the following components:

1. Comprehensive understanding of the existing multimodal transportation system that serves the city and how well that system performs its expected function today
2. Reasonable basis for estimating how the city and the surrounding region might grow in its population and employment over the next 20 or more years
3. Evaluation of how the expected growth could change system performance
4. Goals, policies and transportation system improvements that address community multimodal transportation needs
5. Understanding of the on-going funding required to build and maintain the transportation system as the city grows

In compliance with State requirements, the City of Newport updated their 2012 TSP. This latest update provides a plan for the City to support the transportation needs from land use growth within the UGB through the 2040 planning horizon. The City's UGB is shown earlier in Figure 1. The UGB is a land use planning line to control urban expansion and promote the efficient use of land, public facilities, and services. Land inside the UGB supports urban services such as roads, water and sewer systems, parks, schools and fire and police protection. This boundary also supports 20-years' worth of population and employment growth, of which cities must plan for urban services.

The TSP is the City's tool for planning transportation infrastructure for all modes within the UGB. This TSP will be used by the City to make strategic decisions about transportation system investments and will be instrumental in supporting grant applications to fund future projects, and ensuring projects are built in coordination with land use actions and future development.

SETTING DIRECTION FOR THE PLAN

A transportation vision, and set of goals, objectives, and evaluation criteria (see Figure 6) were used to guide the project team in the development, evaluation, and prioritization of solutions that best fit the community and provided the basis for policies to support Plan implementation. They were established with guidance from the Newport City Council and Planning Commission, Project Advisory Committee (PAC) and general public.

Collectively, the transportation-related goals, objectives, and evaluation criteria describe what the community wants the transportation system to do in the future, as summarized by a vision statement. A vision statement generally consists of an imaginative description of the desired condition in the future. It is important that the vision statement for transportation align with the community's core values.

Goals and objectives create manageable stepping stones through which the broad vision statement can be achieved. Goals are the first step down from the broader vision. They are broad statements that should focus on outcomes, describing a desired end state. Goals should be challenging, but not unreasonable. Each goal must be supported by more finite objectives. In contrast to goals, objectives should be specific and measurable. Where feasible, providing a targeted time period helps with objective prioritization and achievement. When developing objectives, it is helpful to identify key issues or concerns that are related to the attainment of the goal.

The solutions recommended through the TSP must be consistent with the goals and objectives. To accomplish this, evaluation criteria based on the goals and objectives were developed. For the Newport TSP, they were used to inform the selection and prioritization of projects and policies for the plan by describing how well they support goal areas.

FIGURE 6: DIRECTION FOR THE PLAN

VISION FOR THE PLAN

VISION STATEMENT

Travel to and through Newport is safe and efficient, with convenient options available for everyone. Investments in the transportation system are made in a cost-effective manner and respect the City's resources. The system supports local business activity, and all streets, including US 101 and US 20, complement a vibrant streetscape environment where people stop and visit and can travel by all modes safely and comfortably.

GOAL 1 **SAFETY**

Improve the safety of all users of the system for all modes of travel.

Objectives:

- Reduce the frequency of crashes and strive to eliminate crashes resulting in serious injuries and fatalities.
- Proactively improve areas where crash risk factors are present.
- Improve the safety of east-west travel across US 101.
- Improve the safety of north-south travel across US 20.
- Apply a comprehensive approach to improving transportation safety that involves the five E's (engineering, education, enforcement, emergency medical services, and evaluation).

GOAL 2 **MOBILITY AND ACCESSIBILITY**

Promote efficient travel that provides access to goods, services, and employment to meet the daily needs of all users, as well as to local and regional major activity centers.

Objectives:

- Support expansions of the local and regional transit network and service.
- Support improvements that enhance mobility of US 101 and US 20.
- Manage congestion according to current mobility standards.
- Support transportation options and ease of use for people of all ages and abilities.
- Ensure safe, direct, and welcoming routes to provide access to schools, parks, and other activity centers for all members of the community, including visitors, children, people with disabilities, older adults, and people with limited means.
- Provide an interconnected network of streets to allow for efficient travel.

GOAL 3 **ACTIVE TRANSPORTATION**

Complete safe, convenient and comfortable networks of facilities that make walking and biking an attractive choice by people of all ages and abilities.

Objectives:

- Continuously improve existing transportation facilities to meet applicable City of Newport and Americans with Disabilities Act (ADA) standards.
- Provide walking facilities that are physically separated from auto traffic on all arterials and collectors, and on streets and paths linking key destinations such as employment centers, schools, shopping, and transit routes.
- Provide low-cost improvements to enhance walking and biking on all arterials and collectors, and on streets and paths linking key destinations such as employment centers, schools, shopping, and transit routes.
- Provide safe street crossing opportunities on high-volume and/or high-speed streets.
- Provide walking access to transit routes and major activity centers in the City.
- Work to close gaps in the existing sidewalk network.
- Provide biking facilities that are comfortable, convenient, safe and attractive for users of all ages and abilities on or near all arterials and collectors, and streets and paths linking key destinations such as employment centers, schools, shopping, and transit routes.
- Provide biking access to transit routes, major activity centers in the City, and regional destinations and recreational routes.

GOAL 4 **GROW THE ECONOMY**

Develop a transportation system that facilitates economic activity and draws business to the area.

Objectives:

- Support improvements that make the City a safe and comfortable place to explore on foot.
- Manage congestion along freight routes according to current mobility standards.
- Provide safe, direct, and welcoming routes between major tourist destinations in Newport.

GOAL 5 **ENVIRONMENT**

Minimize environmental impacts on natural resources and encourage lower-polluting transportation alternatives.

Objectives:

- Support strategies that encourage a reduction in trips made by single-occupant vehicles.
- Minimize negative impacts to natural resources and scenic areas, and restore or enhance, where feasible.
- Support facility design and construction practices that have reduced impacts on the environment.

GOAL 6 **SUPPORT HEALTHY LIVING**

Support options for exercise and healthy lifestyles to enhance the quality of life.

Objectives:

- Develop a connected network of attractive walking and biking facilities, including off-street trails, which includes recreational routes as well as access to employment, schools, shopping, and transit routes.
- Provide active transportation connections between neighborhoods and parks/open spaces.
- Provide for multi-modal circulation on-site and externally to adjacent land uses and existing and planned multi-modal facilities.

GOAL 7 **PREPARE FOR CHANGE**

Ensure that the choices being made today make sense at a time when Newport is growing, and the transportation industry is rapidly changing.

Objectives:

- Anticipate the impacts and needs of connected and automated vehicles.
- Seek to supplement traditional transportation options with more emphasis given to walking, biking, and transit and consideration for new alternatives such as car sharing, bike sharing, driverless vehicles, ride sourcing, and micro-mobility.
- Explore opportunities to partner with state, regional, and private entities to provide innovative travel options.

GOAL 8 **FISCAL RESPONSIBILITY**

Sustain an economically viable transportation system.

Objectives:

- Improve transportation system reliance to seismic and tsunami hazards, extreme weather events, and other natural hazards.
- Identify and develop diverse and stable funding sources to implement transportation projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.
- Preserve and maintain existing transportation facilities to extend their useful life.
- Seek to improve the efficiency of existing transportation facilities before adding capacity.
- Ensure that development within Newport is consistent with, and contributes to, the City's planned transportation system.

GOAL 9 **WORK WITH REGIONAL PARTNERS**

Partner with other jurisdictions to plan and fund projects that better connect Newport with the region.

Objectives:

- Coordinate projects, policy issues, and development actions with all affected government agencies in the area.
- Build support with regional partners for the improvement of regional connections.

SUPPLEMENTAL STRATEGIES

In addition to the goals and objectives outlined above, a set of supplemental strategies and guidelines were developed to address specific issues of concern within the Commercial Core and the Agate Beach areas of the City. The Commercial Core area is also commonly referred to as the Downtown. The strategies are extensions of the citywide goals and objectives to provide adequate depth and context for addressing the unique issues within these areas.

Commercial Core

- Consider improvements that enhance the safety of US 101 and US 20 and their intersections through the Commercial Core.
- Explore options for alternative highway routing through the Commercial Core.
- Consider options to meet the future capacity needs of the Yaquina Bay Bridge.
- Explore options for improved pedestrian and bicycle facilities across Yaquina Bay.
- Explore options for safe crossing opportunities of US 101 and US 20 in the Commercial Core.
- Consider streetscape improvements that define and enhance the character of the Commercial Core and serve as attractive gateways.
- Support the economic vitality of businesses in the Commercial Core by making multi-modal access safer, more convenient and more attractive.

Agate Beach

- Provide options for local street sections that consider the stormwater management needs of the Agate Beach area.
- Plan for local street connections adjacent to existing coastal routes given future erosion concerns.
- Evaluate safe crossing opportunities of US 101 in Agate Beach.
- Upgrade vehicle access onto US 101 to correct substandard conditions.
- Explore options to provide pedestrian and bicycle facilities on US 101 in Agate Beach.
- Explore options for a connection for pedestrians and bicyclists in Agate Beach to areas further south in the City.

PERFORMANCE BASED PLANNING PROCESS

The TSP utilizes a performance-based planning process. The community vision is distilled into the measurable goals and supporting objectives. These goals and objectives were used to identify evaluation criteria to help evaluate potential projects and to measure long-term alignment between Newport's transportation system and the community's vision of this system. The plan process is illustrated below in Figure 7, along with the key questions that were considered during three development stages of the TSP.

FIGURE 7: PERFORMANCE BASED PLANNING PROCESS

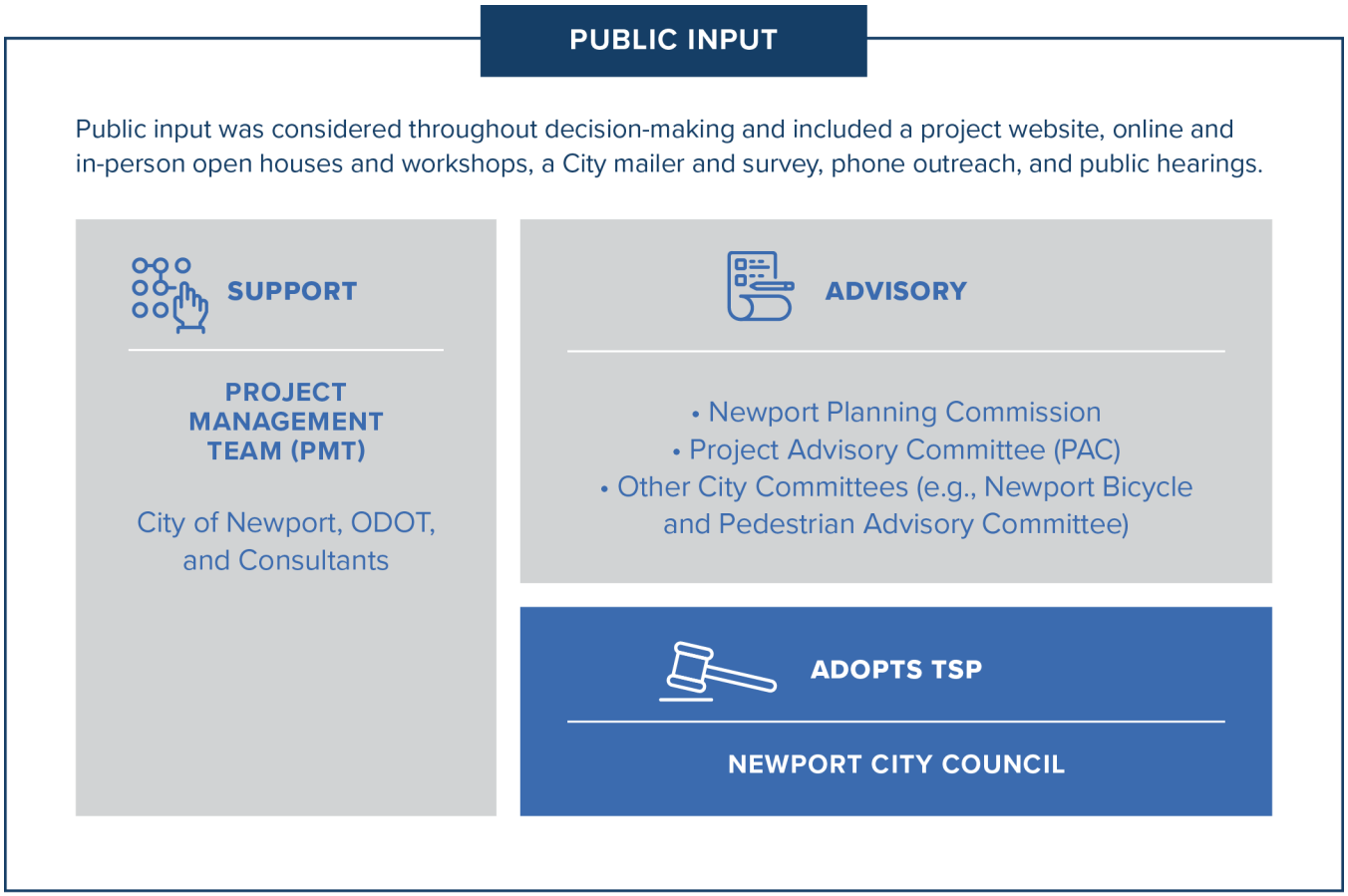
DECISION MAKING STRUCTURE

The decision-making structure for this TSP was developed to establish clear roles and responsibilities throughout the project. The decision-making structure (Figure 8) established a framework for broad-based community engagement for the project.

As the TSP was developed, the Project Management Team (PMT) worked with a Project Advisory Committee (PAC) that included local committee, neighborhood, and business representatives, emergency service providers, and agency staff members from the City of Newport, Lincoln County, and the Oregon Department of Transportation. The PAC was formed to provide community-based recommendations, and informed and guided the plan by reviewing draft deliverables, providing insight into community perspectives, commenting on technical and regulatory issues, and providing recommendations for the TSP.

The City Council and Planning Commission for Newport were all briefed on the development of this TSP throughout the process. The City Council made all final decisions pertaining to this TSP. The PMT made recommendations to the City Council based on technical analysis and community input.

FIGURE 8: NEWPORT TSP ROLES AND RESPONSIBILITIES



PUBLIC AND STAKEHOLDER ENGAGEMENT

The strategy used to guide stakeholder and public involvement throughout the TSP update reflects the commitments of the City of Newport and the Oregon Department of Transportation (ODOT) to carry out public outreach that provided community members with the opportunity to weigh in on local transportation concerns and to provide input on the future of transportation within the City and UGB.

Public outreach was conducted between November 2020 and August 2021 to share information about the TSP project. Community members, stakeholders, and other interested parties were invited to share their ideas and feedback about how people currently get around, what can be improved, and to solicit feedback on transportation projects. Feedback received through this outreach helped the City and its consultants address planned growth and the evolving transportation needs of residents. Feedback was also used to develop a list of transportation projects to be included in this TSP.

The Public and Stakeholder Involvement Strategy for the TSP (included in Appendix A) considered the demographic makeup of the area to inform outreach activities. Considering the COVID-19 pandemic, the project team adapted to provide several engagement opportunities (virtual, in-

person, by phone and by mail) to enable community members to safely participate and provide meaningful input. Approximately 970 people were engaged through a variety of outreach opportunities. These opportunities are summarized in Figure 9. These engagement opportunities were promoted through social media posts, updates on the City and project websites, postcards mailed to residents within the City, emails sent to interested parties, stakeholders, and community organizations, and press releases. In addition, a virtual workshop was held with Spanish-speaking community members.

FIGURE 9: PUBLIC AND STAKEHOLDER ENGAGEMENT FACTS

SUMMARY OF COMMUNITY FEEDBACK

Overall, the respondents wanted to see improvements to Newport's transportation system that will benefit all residents and visitors, with a particular focus on the safety and circulation for the walking, biking and transit modes of travel. There was also a strong call for linking the transportation improvements to the city's land use and redevelopment opportunities. A complete summary of the outreach efforts can be found in the Appendix, Newport TSP Outreach Summary.

Common themes:

- Pedestrian and bicyclist safety throughout the City
- Increased bus/transit/shuttle options
- Interest in improving traffic flow and reducing congestion, for through travelers and local users
- Parking improvements, especially in the downtown area
- Traffic speeding enforcement
- Preserve/rebuild the Yaquina Bay Bridge in the same location
- Strong support for emerging technology such as electric vehicle (EV) charging stations, parking solutions and solar power

AUGUST 2021 WORKSHOP WHERE PEOPLE COULD TALK TO STAFF AND PROVIDE INPUT ON PROJECTS

TECHNICAL DEVELOPMENT

Figure 10 illustrates the technical tasks involved in updating the TSP. These are categorized in three major stages: the first to understand system needs and constraints, the second to develop solutions, and the third to prepare and adopt the plan. Community input guided the TSP development through all stages.

LEARN & UNDERSTAND	ANALYZE & EVALUATE	RECOMMEND / ADOPT
• Introduce project to stakeholders. • Evaluate existing conditions and future growth trends. • Discuss community values and transportation goals. • Develop performance measures and evaluation. • Coordinate with state and regional plans.	• Determine future conditions. • Develop alternative solutions for all modes of travel. • Evaluate and refine draft solutions with the community.	• Identify preferred alternatives. • Develop draft plan for public review. • Hold public meetings with city boards, commissions and council. • City Council adopts TSP.

Chapter 3: Newport Today and Tomorrow

This chapter identifies the needs for the Newport transportation system. The needs reflect where the transportation system can better accommodate the desired activities of the community. Needs were determined based on a comprehensive multimodal existing conditions analysis and projecting future conditions through the planning horizon (2040) based on assumed growth in households and employment.

LAND USE AND TRANSPORTATION

Land use is a key component of transportation system planning. Where people live and where they go to work, shop, or access services has a big impact on how they get around and the demands they place on the transportation system.

Household and employment information is used as the basis for estimating future transportation activity in Newport. Figure 11, Figure 12, and Figure 13 summarize where household growth is expected, and Figure 14, Figure 15, and Figure 16 summarize where employment growth is expected through 2040 (see Technical Memorandum #6 in the Appendix for more information). High housing growth is concentrated around Newport's urban fringe including in northern Newport along US 101, Big Creek Park, Newport Middle School, in eastern Newport between US 20 and Yaquina Bay Road, and near the Oregon Coast Community College.

High employment growth is concentrated near Avery Street, the Lincoln County Fairgrounds, the Port of Newport, the South Beach area, Oregon Coast Community College, the Newport Airport, and the Holiday Beach area. Moderate employment growth is also expected along US 101 and in Newport's downtown area.

FIGURE 11: NEWPORT HOUSEHOLD GROWTH (NORTH)

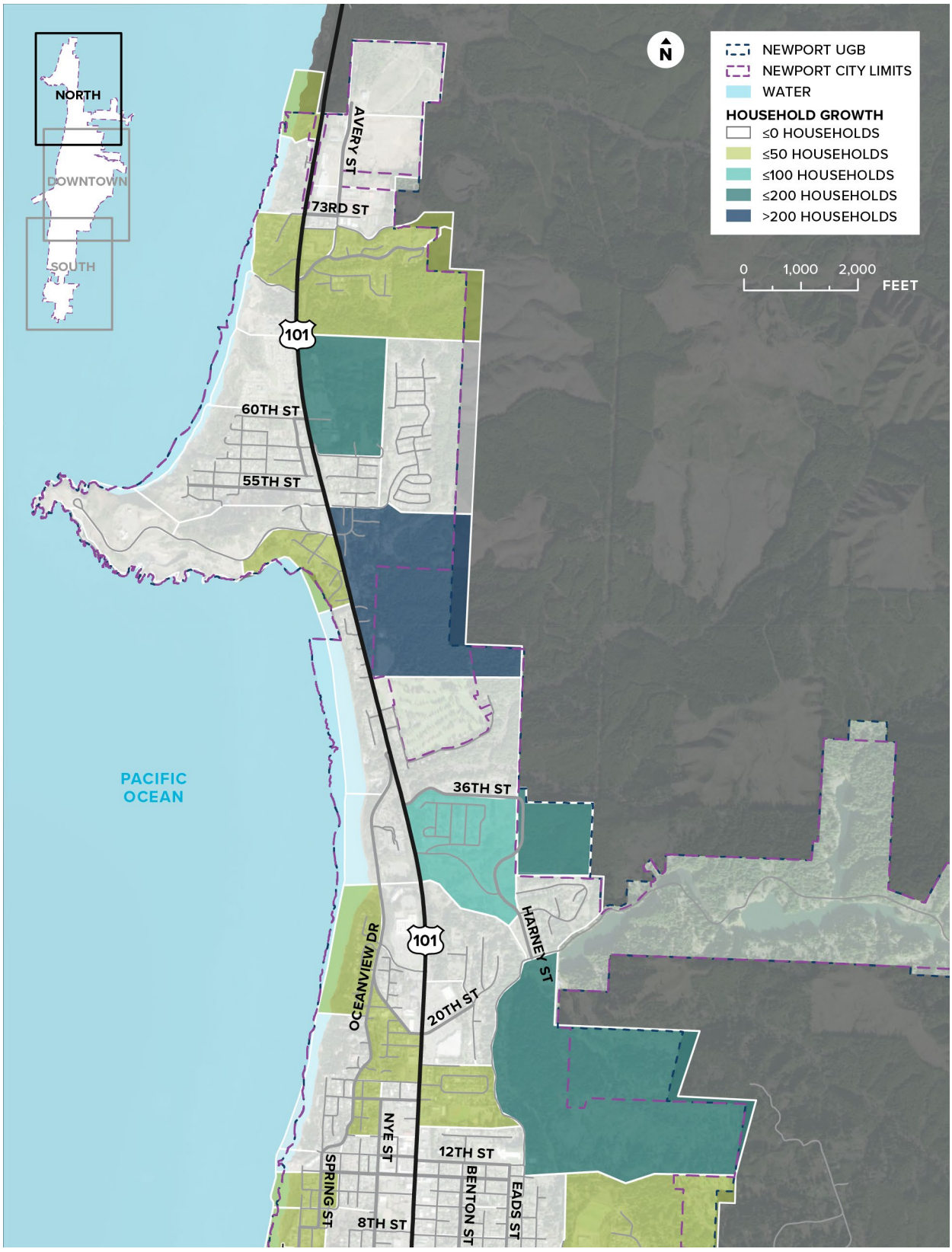


FIGURE 12: NEWPORT HOUSEHOLD GROWTH (DOWNTOWN)

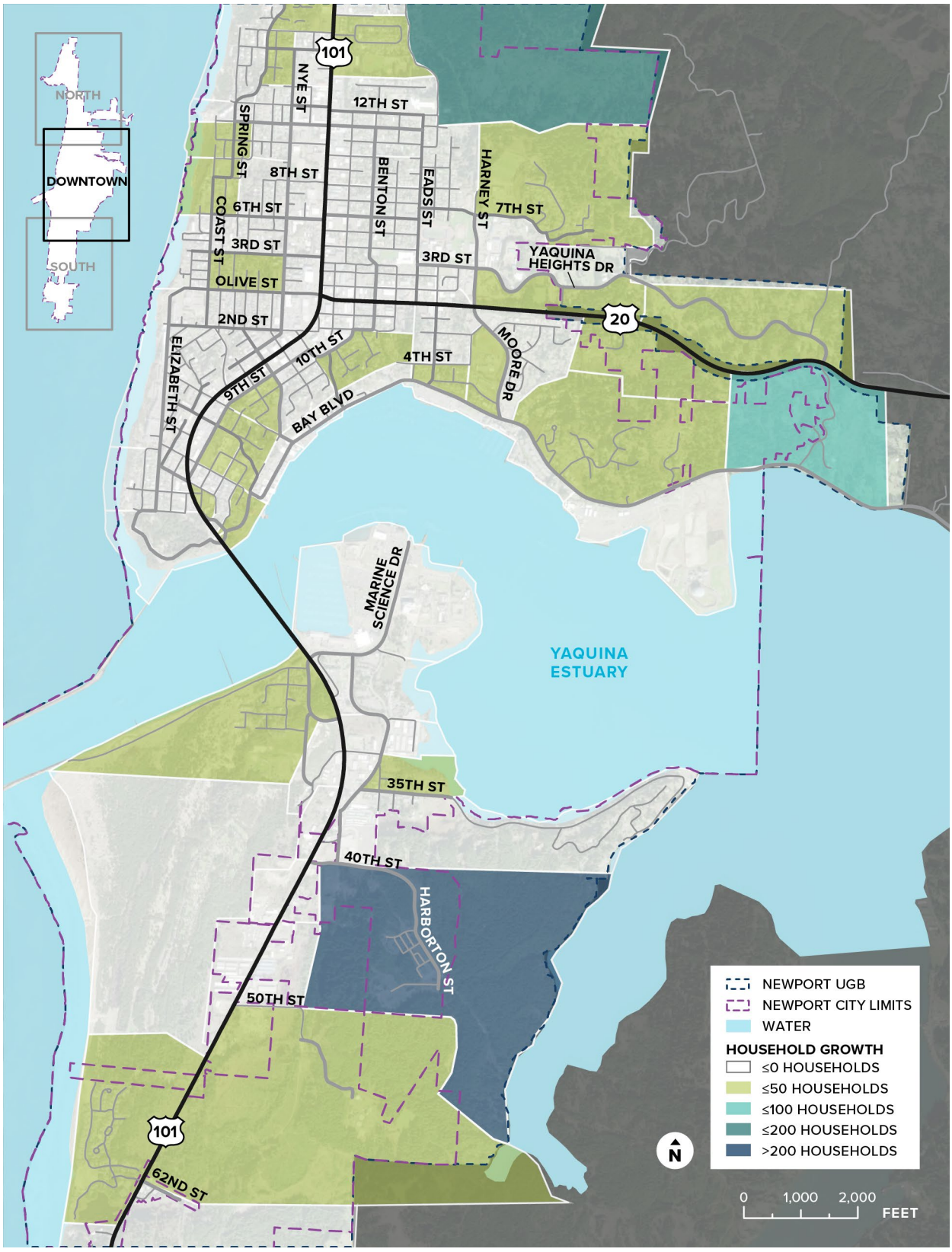


FIGURE 13: NEWPORT HOUSEHOLD GROWTH (SOUTH)

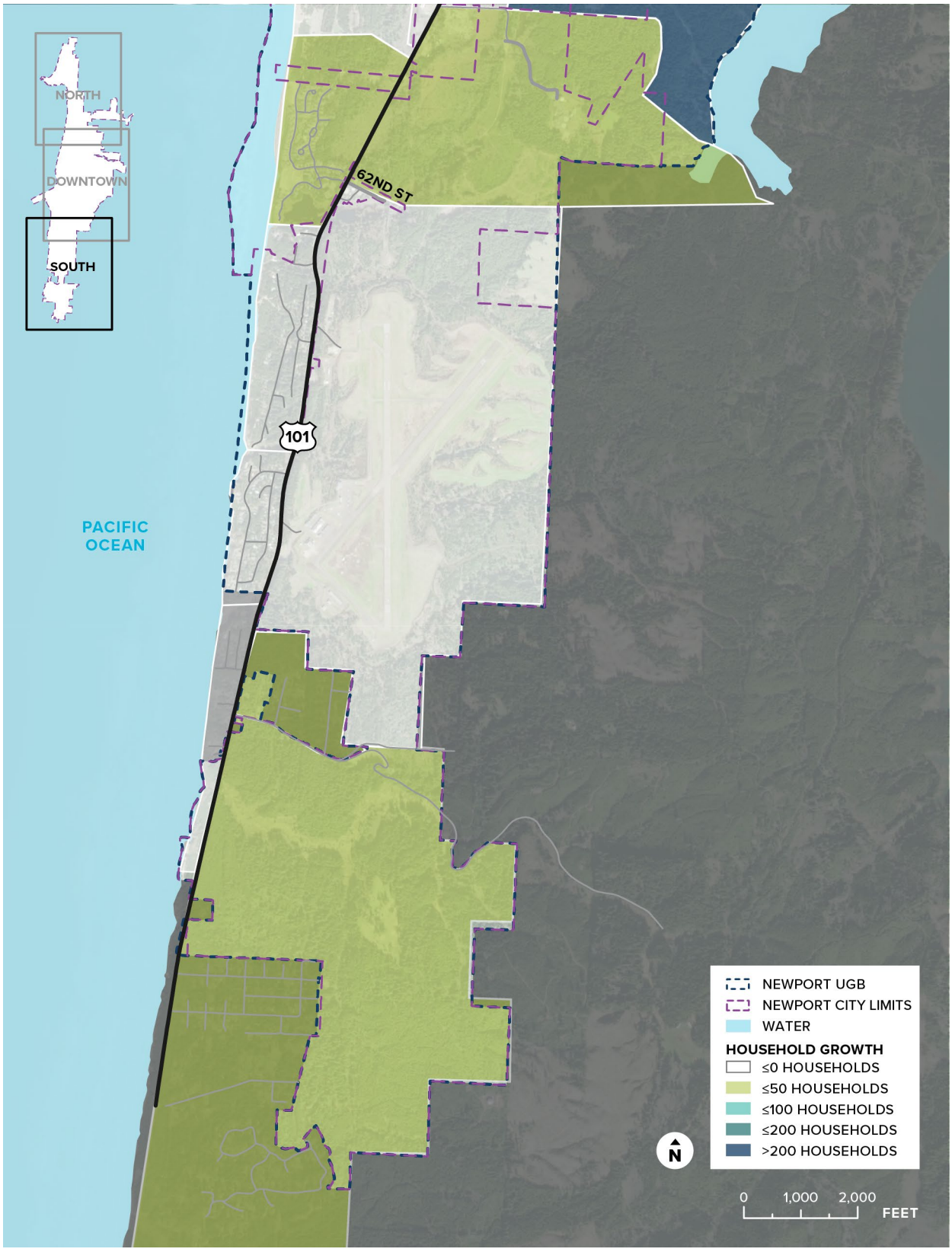


FIGURE 14: NEWPORT EMPLOYMENT GROWTH (NORTH)

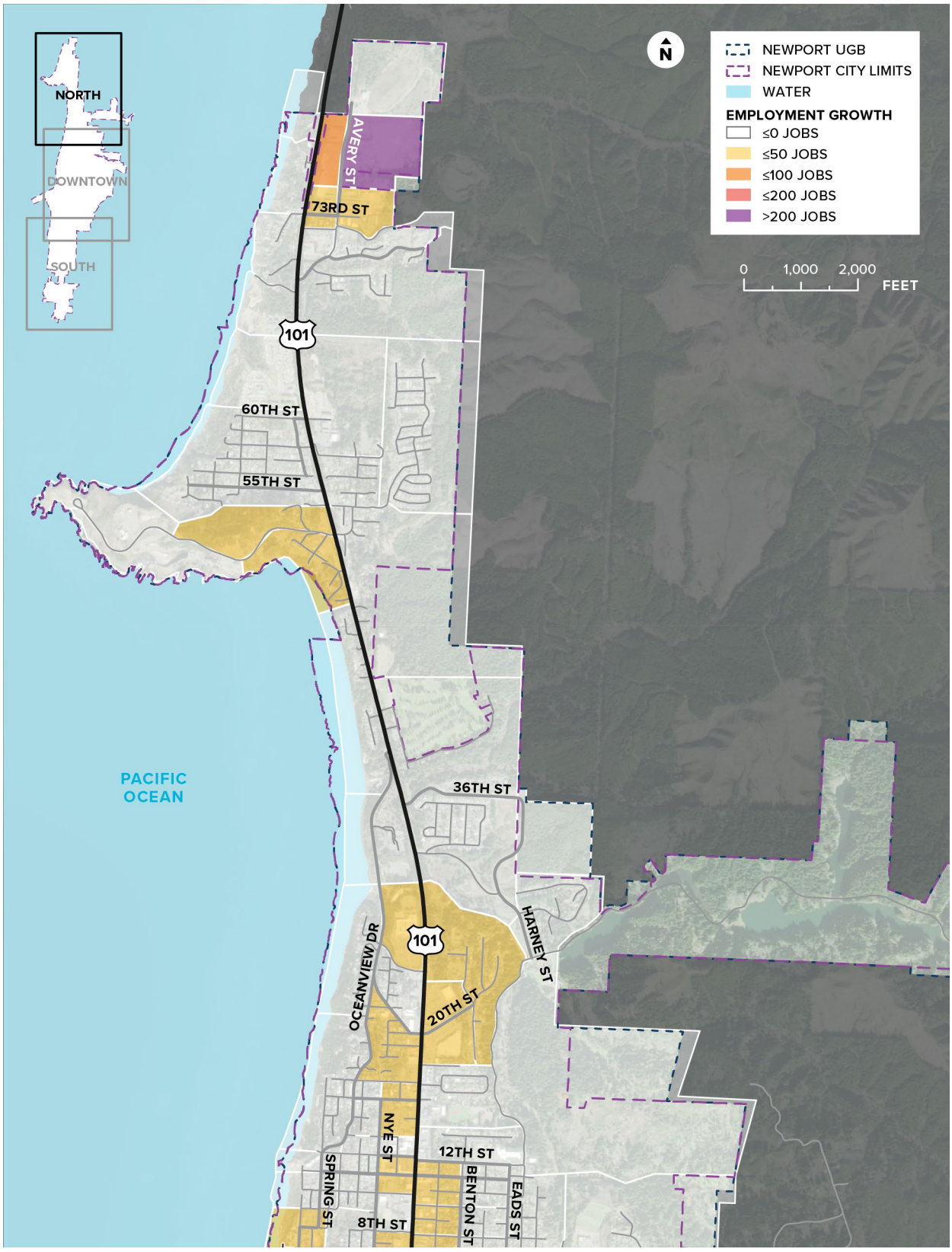


FIGURE 15: NEWPORT EMPLOYMENT GROWTH (DOWNTOWN)

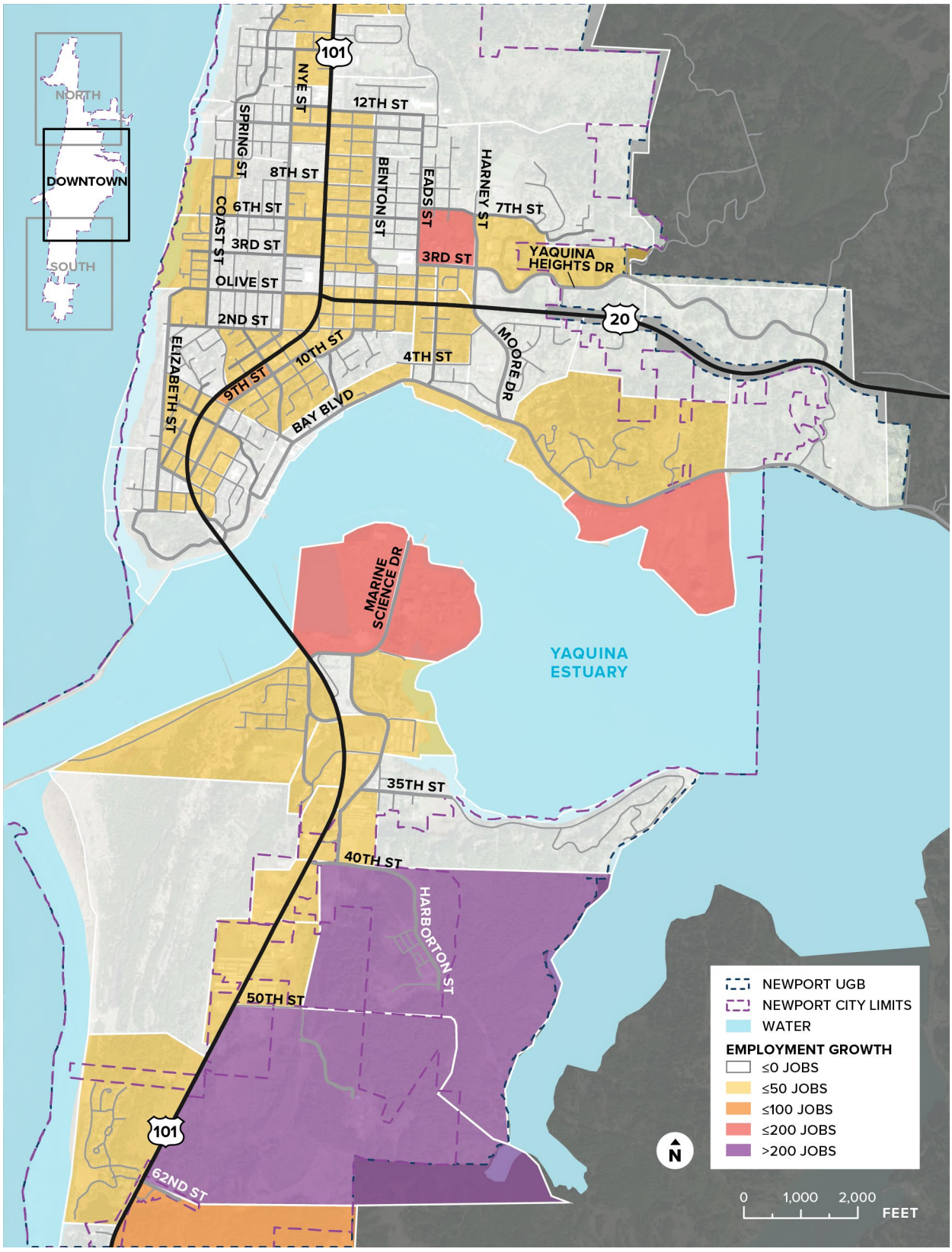
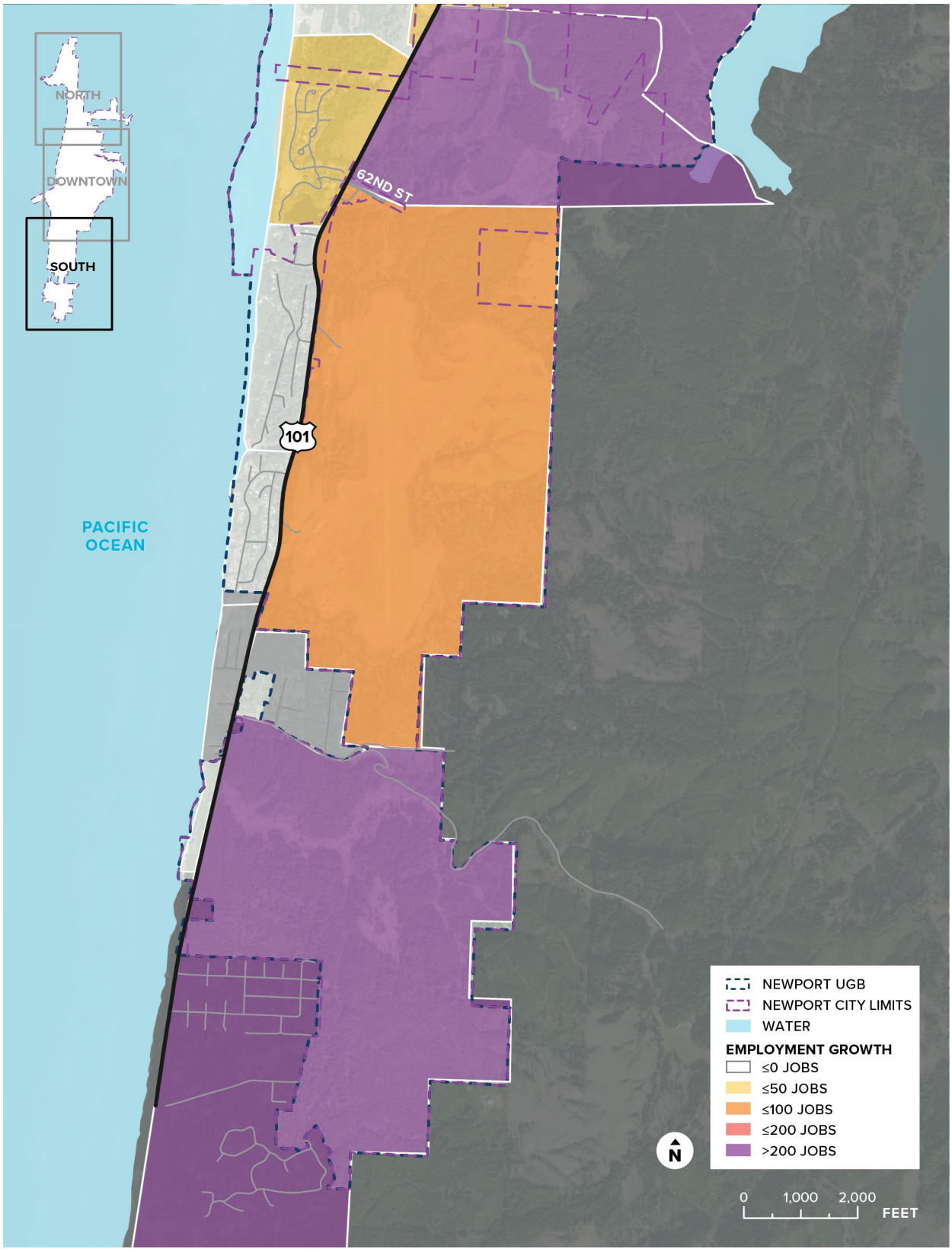


FIGURE 16: NEWPORT EMPLOYMENT GROWTH (SOUTH)

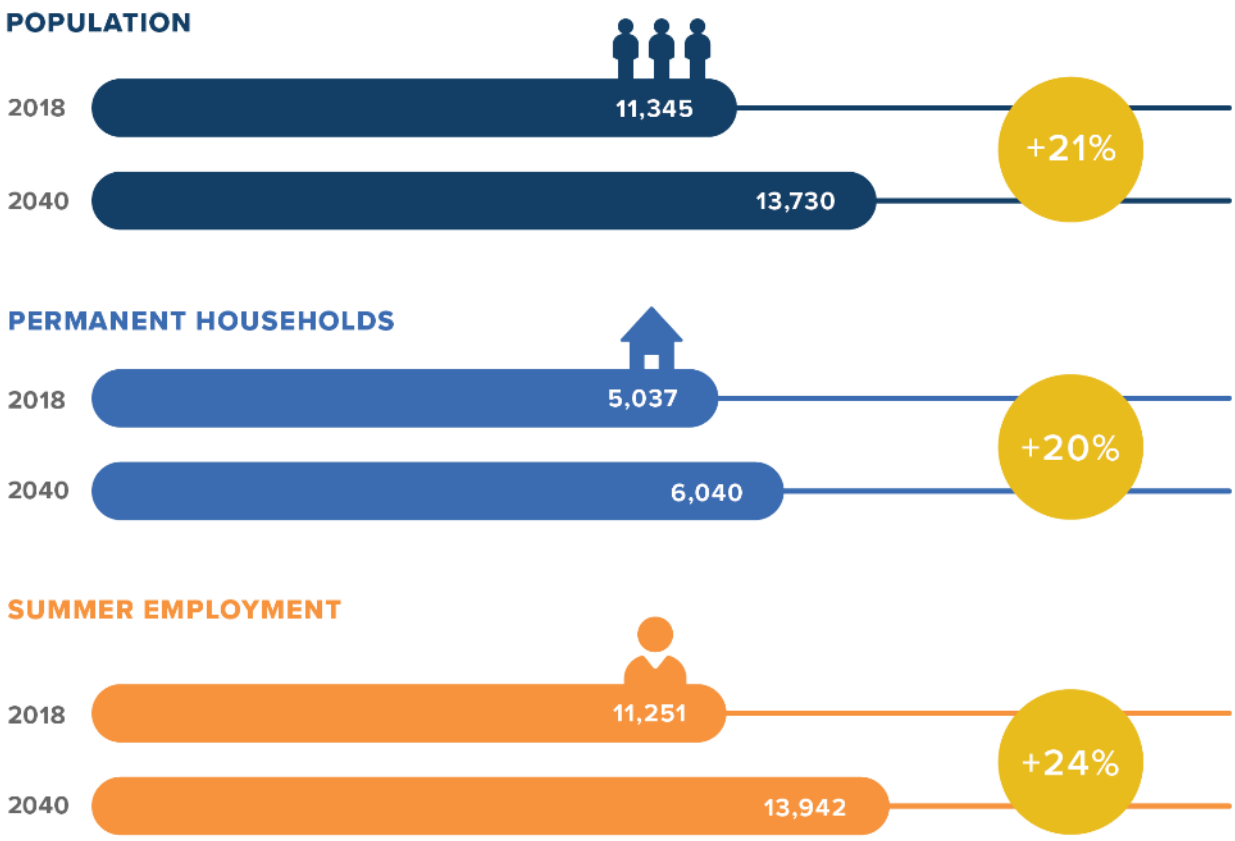


POPULATION, HOUSEHOLD AND EMPLOYMENT GROWTH

As growth continues to the year 2040, the demands on the City's transportation system will be influenced by changes in population, housing, and employment. These changes in travel demands will require better ways to manage the system, more choices for getting around, and targeted improvements to make the system safer and more efficient.

As shown in Figure 17, Newport is expected to add about 2,385 more people[1] living here by 2040. For travel forecasting purposes, the population and employment during the average summer weekday is used, which typically have higher levels than the off-season. In the City, for example, the population of 10,125 rises to 11,345 during that period. By 2040 that summertime population is expected to be 13,730. This includes an expected 1,003 new households by 2040, for a total of 6,040. Newport's current summertime average employment of 11,251 is estimated to increase to 13,942, with 2,691 more jobs in the UGB by 2040 (see Figure 17).

FIGURE 17: NEWPORT POPULATION, HOUSEHOLD AND EMPLOYMENT GROWTH TRENDS



SOURCE: NEWPORT TRAVEL DEMAND MODEL

[1] The 2017 Portland State University population forecast for Newport including its Urban Growth Boundary expansion was 2,385 more people. The 2021 PSU report showed a lower growth total of 547.

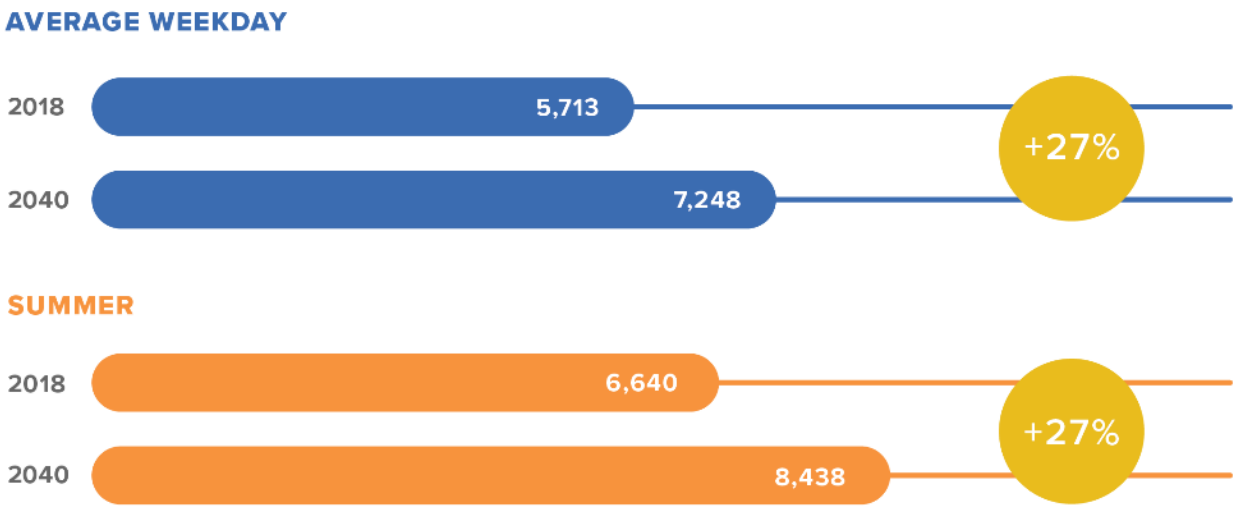
TRAVEL DEMANDS

The number of people who choose to walk, bike, ride transit or drive and the distances they travel is important for assessing how well existing transportation facilities serve the needs of users. Available data on travel mode choice, travel demand and trip length are used to better understand travel behavior in the community and inform the needs analysis for the transportation system.

Travel demands levels are influenced by the local housing and employment, seasonal visitors, and the amount of through traffic on the highway. Each of these components were considered in forecasting how current conditions in Newport will change by 2040. The increase in the number of local households and employees in the Newport UGB increases the overall number of trips generated. Figure 18 summarizes the total p.m. peak hour motor vehicle trip ends for the Newport UGB for year 2018 and year 2040. The number of vehicle trips is expected to grow by approximately 27 percent over this period if the land develops according to the land use assumptions during both an average weekday and the summer.

Being on the Oregon Coast, Newport is also impacted by a significant number of visitors and other regional travel on US 20 and US 101. This regional recreation-based travel significantly increases traffic volumes on these facilities in the summer months when compared to an average weekday. As shown in Figure 18, this tourism and recreational activity adds approximately 900 p.m. peak hour motor vehicle trip ends today (i.e., 5,713 during an average weekday versus 6,640 during the summer) and is expected to add 1,200 p.m. peak hour motor vehicle trip ends by 2040 within the Newport UGB, an increase of over 16 percent (i.e., 7,248 during an average weekday versus 8,438 during the summer).

FIGURE 18: NEWPORT VEHICLE TRIP ENDS (PM PEAK HOUR)



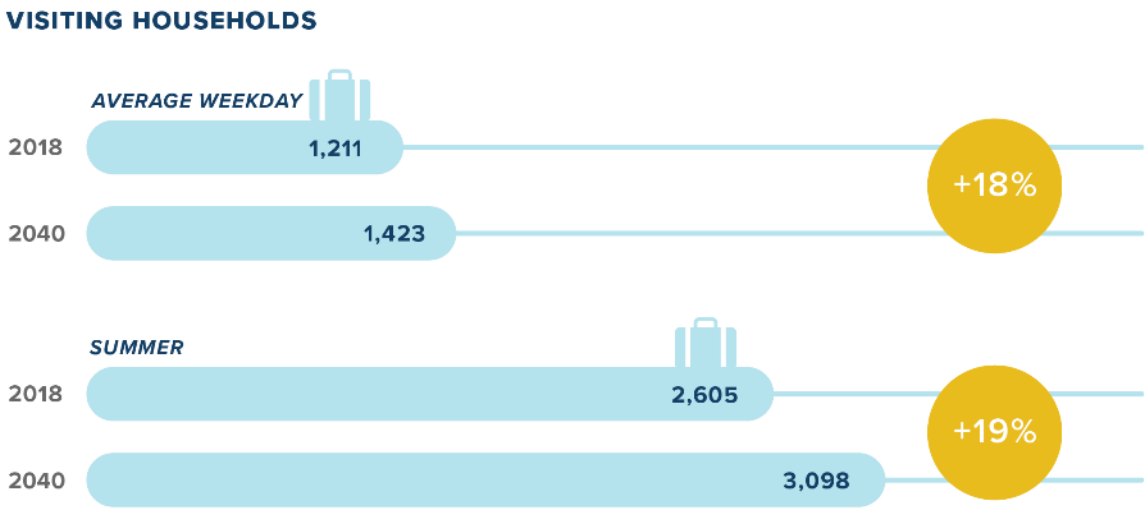
SOURCE: NEWPORT TRAVEL DEMAND MODEL

VISITING HOUSEHOLD TRIPS

Located within a two-hour drive from Albany, Corvallis, Eugene and Salem and a 3-hour drive from Portland, Newport is a desirable choice for getaways. Visitors arrive via US 20 and US 101 and often stay for extended periods, traveling to key attractions throughout the City. During the peak summer travel periods, more than 25,000 people may be in Newport at any time and motor vehicle volumes increase by as much as 45 percent on area roadways[2] compared to the winter months. These visitors are drawn to key lodging areas of the City including downtown, Nye Beach, Bayfront, South Beach and along US 101. Walking and biking is a popular travel choice for visitors among hotels or vacation rentals and the many destinations in the City, with most of the key lodging areas within a 30-minute walk or 10-minute bike ride north of Yaquina Bay. However, narrow sidewalks and lack of bike facilities on the Yaquina Bay Bridge creates a significant barrier for visitors to travel by these modes to tourist destinations located on the south side of Yaquina Bay.

Due to the importance of seasonal tourism on the Oregon Coast, the number of visiting households was also estimated. These visiting households stay in the City at area hotels and other short-term rentals. As shown in Figure 19, Newport is expected to accommodate 212 additional visiting households during an average weekday through 2040, from 1,211 today to 1,423 by 2040, an increase of 18 percent. As tourism increases during the summer, so does the number of visiting households. Today, the City accommodates 2,605 visiting households during the summer, or more than double the number during the average weekday. By 2040, Newport is expected to accommodate 493 additional visiting households during the summer, for a total of 3,098, an increase of 19 percent from today.

FIGURE 19: NEWPORT VISITING HOUSEHOLDS



SOURCE: NEWPORT TRAVEL DEMAND MODEL

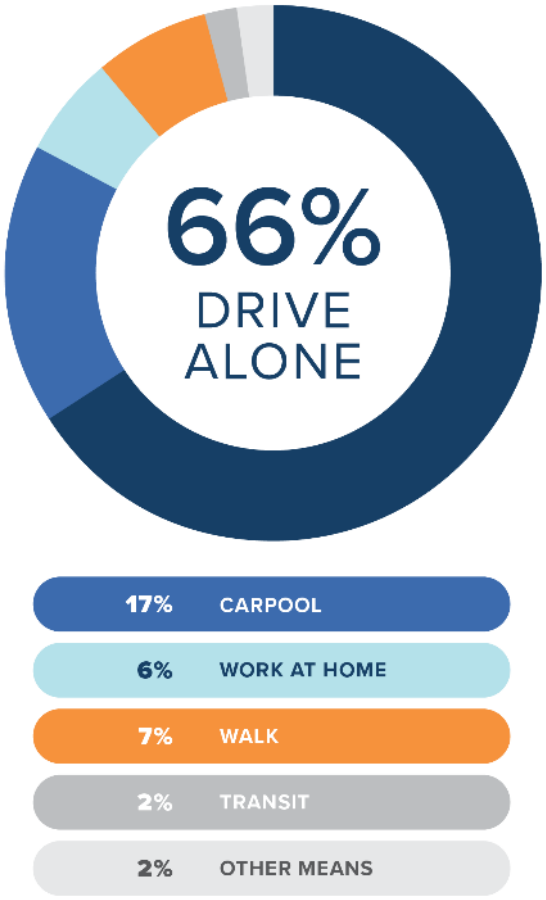
[2] Between January and August, average daily volumes on US 101 can vary by up to 45 percent of the annual average. In January, volumes are 20 percent below the annual average, and in August they are 25 percent above it.

COMMUTER TRIPS

Much of the traffic in Newport, especially during the more congested weekday peak periods, is related to employment. Approximately 70 percent of existing jobs in Newport are filled by people who live in another City[3]. Residents of Newport also contribute to travel between cities, with about 54 percent of employed residents commuting to employment locations outside of the City. Workers in Newport typically commute by single-occupant motor vehicle (about 66 percent), with about 7 percent of residents walking to work, and approximately 2 percent using transit (see Figure 20).

About 6 percent of employed residents in Newport worked from home pre-COVID, and that figure likely increased due to COVID-19. It is not yet known how many of those workers will continue to telework after the threat of COVID-19 passes, but it seems likely that a higher percentage of workers will continue teleworking, at least part time. Any increase in the remote work share will change the demand on streets. It is possible that we may see a decrease in the share of the workers that need to travel during the morning and evening peak commute times and may see an increase during off-peak times.

FIGURE 20: NEWPORT COMMUTER MODE SHARE



Source: US Census Bureau, 2015-2019 American Community Survey

COMMERCIAL ACTIVITY TRIPS

Area businesses also create demands on the transportation system. This includes customers purchasing goods and trucks servicing these businesses. Key areas of the City with commercial, retail or industry related activity includes downtown Newport, Port of Newport, historic Bayfront, Nye Beach, South Beach, and the US 101 and US 20 corridor. Residents within Newport's historic downtown core are typically within a five-minute drive, twenty-minute walk or seven-minute bike ride of these areas. Recent residential developments north of Agate Beach or in South Beach typically have limited neighborhood commercial opportunities and are located farther from Newport's historic downtown core which increases trip lengths and limits mode choices for residents of these areas. Trucks servicing these areas typically travel from major cities outside Newport and can travel over 60 miles from major distribution centers in the Willamette Valley and the I-5 corridor before using US 20 or US 101. Within Newport, freight traffic is common on US 101, US 20, Moore Drive, Bay Boulevard, and 73rd Street to serve the fishing industry, Port of Newport and businesses throughout Newport.

[3] US Census Bureau, OnTheMap. Home/Work Distance/Direction Analysis, 2018.

TRANSPORTATION SYSTEM FACTS

To address changing transportation needs within the UGB though 2040, the existing and future travel conditions were reviewed. The transportation system review documented the existing pedestrian, bicycle, transit, and motor vehicle infrastructure. It also identified shortfalls and limitations into how people can travel within the City (such as lack of bike lanes or sidewalks).

Figure 21 provides a summary of some of the existing transportation facilities in the City, with more details provided in the following sections. A complete summary of existing and future transportation conditions and needs can be found in Technical Memorandums #5 and #7 in the Appendix. Solutions for the transportation infrastructure that are determined to not maintain acceptable service levels for residents are identified in Chapter 6.

FIGURE 21: NEWPORT TRANSPORTATION SYSTEM FACTS

ROADWAY NETWORK

The existing transportation system in the UGB includes 89 miles of roadways. Two highways under State jurisdiction bisect the City, including US 101 and US 20. US 101 runs north-south through Newport, connecting coastal communities along the entire west coast of the United States, while US 20 runs east-west just north of the downtown area of the City, connecting it to Corvallis, Interstate 5 and eventually Boston, Massachusetts 3,365 miles to the east. These roadways intersect in the downtown area forming one of the most complex intersections in the City.

Key City streets that are adjacent to or intersect US 101 and US 20 include NE 73rd Street, NW 55th Street, Lighthouse/NE 52nd Street, NE 36th Street, NE Harney Street, SE Moore Drive, SE Bay Boulevard, SW Abalone Street, SE Marine Science Drive, SE Ferry Slip Road, 6th Street, SE 40th Street, Nye Street, Hurbert Street, Benton Street, and NW Oceanview Drive.

This TSP addresses vehicle speeds, vehicle flow, and safety for all users of streets in Newport. Traditionally, agencies have widened streets to respond to traffic congestion. But widening does not always work to reduce congestion in the long term. Widening is costly, has negative effects on adjacent properties, and makes the street even less safe and inviting for walking and biking. This TSP uses widening to add capacity as only the last option to respond to vehicle congestion issues. Instead, it generally emphasizes designing streets to slow vehicles and increase safety. The design of a street influences how a person drives more than the actual speed limit.

INTERSECTION OPERATIONS

Forecasted intersection operations were compared to currently adopted agency mobility targets to identify where significant congestion is likely to occur. Of the 20 study intersections, eight will not meet their respective mobility target during the 2040 design hour conditions. Nineteen of the study intersections met their mobility targets under existing conditions (2020); the intersection of US 101/US 20 is the only intersection that also exceeded its mobility target under existing PM peak hour conditions. All of the substandard intersections are on state highways and half are two-way stop control intersections. Increased traffic on US 101 will lead to excessive delay for left-turning traffic by 2040 at all unsignalized intersections, particularly during the summer peak.

Intersections that are expected to exceed mobility targets under the 2040 design hour conditions, include:

- US 101/73rd (stop controlled on side street)
- US 101/52nd (signalized intersection)
- US 101/Oceanview (stop controlled on side street)
- US 101/US 20 (signalized intersection)
- US 101/Angle (stop controlled on side street)
- US 101/Hurbert (signalized intersection)
- US 20/Benton (stop controlled on side street)
- US 20/Moore (signalized intersection)

Other Community Concerns

Additional intersection and roadway network concerns expressed by the community include congestion around NE Harney Street/SE Moore Drive due to school and County fairground traffic, limited access to the hospital from US 101, limited access and high delay travelling to and from residential neighborhoods whose only access is from US 101, irregular access alignments to US 101, such as near the Newport Theater and southbound vehicle speeds on US 101 approaching the Yaquina Bay Bridge as vehicles merge. In addition, several locations on US 101 were noted for challenges for pedestrians crossings, such as near NE 60th Street.

BRIDGES AND TUNNELS

There are 11 bridges and two tunnels within the Newport UGB. Nine of the bridges are along state highways (i.e., US 101 or US 20) and one is along a City roadway. The State Parks system also owns a pedestrian bridge and a pedestrian tunnel at Agate Beach State Park.

Three bridges are classified as structurally deficient with poor conditions, including:

- The bridge on US 101 over Big Creek, between NE 31st Street and NW 25th Street (maintained by ODOT)
- The Yaquina Bay Bridge (maintained by ODOT)
- The bridge on Big Creek Road over Big Creek, between NE Harney Street and NE 12th Street (maintained by the City of Newport)

Yaquina Bay Bridge

The Yaquina Bay Bridge is a key constraint for north-south travel in Newport both today and in the future. Existing narrow travel lanes, lack of shoulders, no bike lanes, and a steep grade all contribute to a lower carrying capacity compared to similar highway segments. Traffic volumes along the bridge (shown in Table 1) are forecasted to be around 20,000 during an average weekday, and around 22,000 during the summer, based on the projected local growth in the City, and growth in regional through traffic. This means that during both average weekday and summer conditions, the forecasted volumes are expected to exceed the capacity on the Yaquina Bay Bridge. As traffic volumes grow, this congestion could impact segments of US 101 approaching the Yaquina Bay Bridge or lead to additional congestion in off-peak hours without any mitigation.

TABLE 1: EXPECTED TRAFFIC VOLUMES ON THE YAQUINA BAY BRIDGE

SCENARIO	2018 AVERAGE DAILY TRAFFIC	2040 AVERAGE DAILY TRAFFIC	PERCENT GROWTH
AVERAGE WEEKDAY	14,200	19,800	39%
SUMMER	16,900	21,800	28%

Source: Technical Memorandum #7: Future Transportation Conditions and Needs, Table 3.

Like many coastal bridges, the Yaquina Bay Bridge is a designated historic structure. The ODOT Historic Bridge Preservation Plan details treatment options to extend the useful life of historic structures and maintain their original purpose. ODOT ensures that every reasonable effort is pursued to maintain transportation service for their historic bridges prior to other, more impactful decisions. The existing historic structural elements will be maintained to the maximum extent necessary, and any new elements must maintain the historical significance of the structure. Maintenance considerations could also include vehicle or load restrictions that limit traffic on historic bridges.

If in the future ODOT determines that the Yaquina Bay Bridge can no longer maintain its intended function, the bridge could be paired with a parallel crossing to lessen vehicle demands or converted to a new use. Only after these options are exhausted will ODOT consider a full closure of the bridge and replacement. All future decisions regarding the use of the Yaquina Bay Bridge will be coordinated with ODOT. This TSP recommends that the City coordinate with ODOT to prepare a Facility Plan (which would become a Refinement Plan to the TSP with City council support) for the Yaquina Bay bridge area to further clarify the alignment, cost, and impacts associated with a future replacement bridge project.

PARKING

US 101 and US 20 serves thousands of vehicle trips each day bringing many visitors and economic opportunities for the City, which also means large recreation vehicles or towing trailers traversing narrow and busy sections through the downtown area. This leads to conflicts with parked vehicles

along US 101 due to the narrow travel lanes. In addition, the community has expressed concerns related to limited parking in tourist-oriented areas such as Nye Beach and the Bayfront, particularly during peak summer periods, and potential for parking spillover into the neighborhoods.

PEDESTRIAN NETWORK

Walking plays a key role in Newport's transportation network and planning for pedestrians helps the City provide a complete multimodal transportation system. It also supports healthy lifestyles and addresses a social equity issue ensuring that the young, the elderly, and those not financially able to afford motorized transport have access to goods, services, employment, and education.

In this plan, "walking" and "pedestrian" are terms that include people who walk independently or use canes, wheelchairs, other walking aids, or strollers. As noted earlier in this TSP, approximately seven percent of commuters in the City walk to work, with two percent utilizing public transportation, which often includes walking at the beginning or end of the trip. In addition to the work commute trips, walking trips are made to and from recreational areas, shopping areas, schools, or other activity generators. Continuous and direct sidewalk connections to all activity generators and along all streets, in addition to safe crossing opportunities along major roadways, are essential to encourage walking and transit use.

The existing pedestrian network in the Newport UGB is composed of 33 miles of sidewalks, and about 10 miles of shared use paths or pedestrian trails. Curb ramps are available at about 80 percent of intersections along US 101 and US 20, but many of them are not compliant with the Americans with Disabilities Act. In addition, nearly 70 percent of streets lack a sidewalk on at least one side, including several segments of US 101 and US 20. Although there is generally good sidewalk coverage near downtown Newport, many of the residential areas of Newport were developed without sidewalks, and these sidewalk gaps will remain through 2040 without redevelopment or sidewalk infill projects as part of the TSP.

PEDESTRIAN LEVEL OF TRAFFIC STRESS

The pedestrian level of traffic stress[4] (LTS) evaluation provides a metric to understand a multimodal user's perception of the safety and comfort of the transportation network. This method was used to understand key gaps and barriers to walking to be addressed through targeted improvements in this TSP. In addition to the LTS evaluation, consideration was given to acknowledge cases where traffic volumes were expected to be very low, such as under 500 vehicles daily on a local or shared street. Feedback from the community indicated that under such conditions, residents were comfortable walking within the roadway given that the chance of vehicle conflicts are remote.

[4] Refer to Technical Memorandum #5: Existing Conditions, page 3 for a complete definition of the Level of Traffic Stress. The LTS scale ranges from LTS 1(Low) to LTS 4(Extreme).

The LTS evaluation generates a ranking (i.e., low, moderate, high, or extreme stress) of the relative safety and comfort of a segment or intersection for pedestrians based on roadway and intersection characteristics (e.g., land use context, number of lanes, travel speed and volume, intersection control, type and width of buffer, and the presence and condition of any bicycle or pedestrian facilities). The LTS rating scale recognizes that as vehicle speeds and volumes increase, enhanced pedestrian facilities are needed to maintain a system that is accessible for all users.

A pedestrian walking along roughly 25 percent of the analyzed streets (i.e., arterial and collector roadways) within the UGB will experience a low or moderate level of stress. This is generally representative of streets with low volumes and speeds where sidewalks are provided. An extreme level of stress is experienced along 60 percent of the analyzed streets, mainly those with no sidewalks or buffers and the highest speeds and traffic volumes. This includes most of US 101 and US 20 through the UGB, streets that are important for pedestrian travel. Overall, the pedestrian network near downtown has a consistent set of continuous walkways which provides a low stress environment, and whereas towards the edges of the City and in residential areas many streets lack sidewalks or walkways such that travelers walk within the roadway. Where traffic volumes and speeds are higher, the absence of a dedicated walkway can create extreme stress on the traveler.

As redevelopment and frontage improvements occur through 2040, streets will be built to align with the standards outlined in Chapter 4 of this TSP. These standards require high-quality facilities, and an emphasis on safe, convenient, and comfortable travel, and contribute towards a network wide lower stress pedestrian experience.

Equally important is the pedestrian experience crossing streets. These locations are often when a pedestrian experiences some of the highest amount of stress, particularly along major streets with high travel speeds and traffic volumes. This TSP team looked at 20 intersections in the UGB. Sixteen of the intersections, including many of those along the busiest streets (i.e., US 101 and US 20), have a pedestrian stress level of extreme or high, while only four intersections that this TSP looked at have a low or moderate level of stress for pedestrians. In general, the studied interections lack ADA compliant curb ramps, have complex elements, or offer limited refuge or enhancements at the crossing.

METHODOLOGY USED TO IDENTIFY TSP PEDESTRIAN PROJECTS

The list of pedestrian network improvement projects shown in Chapter 6 was developed based on streets with pedestrian deficiencies. The solutions for these deficiencies were selected to support the overall goals and objectives of the TSP. For pedestrian projects that is primarily related to improvements that deliver safer, more accessible, and convenient facilities.

A street is considered deficient for walking if it meets one or more of the following conditions:

- **Sidewalk Gaps**
  Arterial or collector street segment without pedestrian facilities.
- **Pedestrian Level of Traffic Stress**
  Arterial or collector street segment with an extreme pedestrian level of stress.
- **Pedestrian Level of Traffic Stress near important Destinations**
  High or extreme pedestrian level of stress near parks, schools, transit stops, or other important destinations.

BICYCLE NETWORK

Bicycling is important for both transportation and recreation in Newport. This includes people who bike to work and school, people biking for fun, or people just running errands by bike. Riding bicycles also plays a key role in the transportation system's ability to support healthy and active lifestyles, with suitable facilities that provide a viable alternative to the automobile. While walking tends to be a competitive choice for trips under half a mile, bicycling tends to be suited for longer trips. Bicycle trips can often work well for distances between a half mile and three miles. Newport's relatively compact size makes biking a great choice for many trips, with local jobs and housing, in addition to hotels and other tourism destinations, typically in bikeable proximity.

This TSP includes projects to provide continuous bicycle connections between activity generators and arterial/collector roadways that are essential for safe and attractive non-motorized travel options. It includes bicycle infrastructure that appeals to a wider range of people, both in age and ability. Many people want to bike, but they find riding near traffic in standard bike lanes stressful and a deterrent. This TSP includes a bicycle network of streets with facility standards designed to minimize interactions between people on bikes and car traffic (see Chapter 4 of this TSP).

The bicycle network in Newport is composed of two lane miles of bike lanes, four miles of streets with shared lane markings and one mile of shared-use pathways. Bike lanes are currently striped along portions of US 101 near the NE 52nd Street/NW Lighthouse Drive intersection and SW Naterlin Drive, and on US 101 from the bridge south to the former intersection of SE Ferry Slip Road. Sharrows are currently located along portions of NW Oceanview Drive, NW Spring Street, NW Coast Street, SW Elizabeth Street, NW-NE 6th Street and SW Naterlin Drive. However, many of

the existing facilities are not continuous. In addition, nearly 90 percent of arterial streets currently lack bike facilities, including much of US 101 and US 20. Critical gaps existing across the Yaquina Bay Bridge, along the NW Oceanview Drive corridor and the Oregon Coast Bike Route.

BICYCLE LEVEL OF TRAFFIC STRESS

The bicycle level of traffic stress (LTS) evaluation provides a metric to understand a multimodal user's perception of the safety and comfort of the transportation network. This method was used to understand key gaps and barriers to biking to be addressed through targeted improvements in this TSP.

The LTS evaluation generates a ranking (i.e., low, moderate, high, or extreme stress) of the relative safety and comfort of a segment or intersection for bicyclists based on roadway and intersection characteristics (e.g., land use context, number of lanes, travel speed and volume, intersection control, type and width of buffer, and the presence and condition of any bicycle or pedestrian facilities). The LTS rating scale recognizes that as vehicle speeds and volumes increase, enhanced bicycle facilities are needed to maintain a system that is accessible for all users.

A bicyclist riding along roughly 15 percent of the analyzed arterial roadways and 90 percent of the analyzed collector roadways within the UGB will experience a low or moderate level of stress. This is generally representative of the many low volume and speed streets of the highway. Even still, an extreme or high level of stress is experienced along 85 percent of the analyzed arterial roadways and 10 percent of the analyzed collector roadways, mainly those with no bicycle facilities and the highest speeds and traffic volumes. This includes the extent of US 101 and US 20 through the UGB, and short segments of NE Harney Street, NE 31st Street, NE Yaquina Heights Drive, SE Bay Boulevard and SE Ferry Slip Road. These streets are important for bicycle travel as they connect to most businesses and services and in many cases provides the only through route for cyclists (e.g., the Yaquina Bay Bridge). NW Oceanview Drive, a component of the Oregon Coast Bike Route, was rated at extreme level of traffic stress between US 101 and the intersection with NW Edenview Way, and medium level of traffic stress from there to Spring Street.

As redevelopment and frontage improvements occur through 2040, streets will be built to align with the standards outlined in Chapter 4 of this TSP. These standards require high-quality facilities, and an emphasis on safe, convenient, and comfortable travel, and contribute towards a network wide lower stress bicycle experience. For very low traffic volume conditions on local streets, consideration was given to allow for bicycling to be done within the roadway with designations for sharing the road when separate bikeway facilities are not available. This same shared street treatment was applied for pedestrian travel in the previous section for very low traffic conditions.

Equally important is the bicycle experience crossing streets. This TSP looked at 20 intersections in the UGB, of which 15 have a bicycle stress level of low or moderate. These are mainly at signalized intersections along US 101 or US 20, or at locations with low vehicle travel speeds and narrow crossing widths for cyclsits. Five unsignalized intersections along US 101 have a bicycle stress level of extreme or high. In general, these intersections are in locations with high vehicle travel speeds and wider crossing widths for cylists.

METHODOLOGY USED TO IDENTIFY TSP BICYCLE PROJECTS

The list of bicycle network improvement projects shown in Chapter 6 were developed based on streets with bicycle deficiencies. The solutions for these deficiencies were selected to support the overall goals and objectives of the TSP. For cycling projects that is primarily related to improvements that deliver safer, more accessible, and more convenient facilities such as dedicated bike lanes and multi-use pathways.

A street is considered deficient for bicycling if it meets one or more of the following conditions:

- **Bicycle Facility Gaps**

  Arterial or collector street segment without bicycle facilities or adjacent corridor with bicycle facilities.
- **Bicycle Level of Traffic Stress**

  Arterial or collector street segment with an extreme bicycle level of stress.
- **Bicycle Level of Traffic Stress near important Destinations**

  High or extreme bicycle level of stress near parks, schools, transit stops, or other important destinations.

TRANSIT

Transit service is provided in Newport via a city loop service, an intercity service, and an Americans with Disabilities Act (ADA) paratransit service. All Lincoln County Transit buses are equipped with a lift to allow wheelchair access and include bicycle racks. Riders are permitted to load their bicycle inside the bus only if the bike racks are full.

The Newport city loop completes a full loop through Newport six times each day, seven days a week, and in the evening, there is an additional southbound run to City Hall. This route has 41 bus stops, providing access to key destinations within Newport including grocery stores and other shopping, restaurants, local hotels and residences, Newport City Hall, post office, Oregon Coast Aquarium, NOAA facilities, and Nye Beach. The bus stops offer limited amenities, and many are unmarked, making the transit system challenging to navigate, particularly for visitors who may be unfamiliar with it. Most Newport residents are within a half mile of a transit stop, and in the downtown core, most residents are within a quarter mile of a transit stop. Long headways (up to 90 minutes) and limited service hours (approximately between 7 am and 5pm) for the Newport city loop transit service limits the utility of this service for residents and visitors. In addition, transit service is not currently provided south of SE 50th Avenue.

The intercity transit service operates routes to Corvallis and Albany four times each day, to Lincoln City four times each day, to Yachats four times each day, and to Siletz six times a day between Monday and Saturday.

Lincoln County Transit also provides curb to curb coordinated and accessible dial-a-ride transit service that is available to everyone in Newport. The paratransit service, in wheelchair lift equipped minibuses, is available generally between 8:00 a.m. and 3:30 p.m. Monday through Friday.

TRANSIT DEVELOPMENT PLAN

Lincoln County's Transit Development Plan will guide future changes to transit service. Identified changes through 2028 include:

- Add additional stops at Newport's Walmart and Fred Meyer as part of the Newport-Siletz route
- Add up to four additional daily runs on the Coast to Valley route which serves Corvallis and Albany and coordinate these runs to better align with work or Amtrak schedules
- Increase frequency up to 50 percent on weekdays and weekends for the Newport-Lincoln City Route
- Add additional stops at the Oregon Coast Community College as part of the Newport-Yachats route
- Extend Dial-A-Ride service hours and provide service seven days a week
- Modify the Newport City Loop route to remove the Nye Beach and Bayfront and maintain existing 90-minute headways
- Add a new Newport City Loop route which serves Fred Meyer, Nye Beach, City Hall, Bayfront, and Embarcadero with 45-minute headways
- Add a new Newport City Loop route which serves Nye Beach, City Hall, Bayfront, and Embarcadero with 30-minute headways

These transit enhancements were identified by Lincoln County Transit to address the most significant unmet needs within their transit system. Further investments will be coordinated with Lincoln County Transit. The recommended enhancements address several public concerns made during this TSP process related to transit access. Specific comments noted the need for additional stops, more bus shelters, and added tourist shuttles.

In addition, these enhancements also align with several of the goals and objectives of this TSP, including:

TSP Goal 2: Mobility and Accessibility

- Support expansions of the local and regional transit network and service
- Support transportation options and ease of use for people of all ages and abilities

TSP Goal 7: Prepare for Change

- Seek to supplement traditional transportation options with more emphasis give in to walking, biking, and transit

TSP Goal 9: Work with Regional Partners

- Build support with regional partners for the improvement of regional connections

FREIGHT NETWORK

US 101, north of US 20, is a designated federal truck route and US 20, east of US 101, is a designated Oregon freight route. As a designate truck route, the section of US 101 north of US 20 is also identified as a Reduction Review Route, which means that any improvements within the highway right-of-way needs to consider its impact of freight truck carrying capacity. In addition, about 8.5 miles of roadways are located adjacent to or connecting to industrial lands. These roadways include portions of NE Avery Street and NE 73rd Street at the north end of the City, SE Moore Drive and Bay Boulevard in the central part of the City, and US 101, SE 35th Street, SE 40th Street, SE 50th Street and SE Ferry Slip Road at the south end of the City.

With growing traffic volumes, six intersections along Oregon Freight Routes or Federal Truck Routes would not meet their currently adopted mobility target during the 2040 design hour conditions. These intersections are shown below.

Intersections that might experience increased freight delay through 2040:

- US 101/73rd (stop controlled on side street)
- US 101/52nd (signal)
- US 101/Oceanview (stop controlled on side street)
- US 101/US 20 (signal)
- US 20/Benton (stop controlled on side street)
- US 20/Moore (signal)

Note: Refer to Future Transportation Conditions and Needs, Technical Memo #7, for more information in the Appendix.

Although all these intersections are on a designated freight route, three of the intersections are two-way stop control where the side street will experience significant delay in the future. Since freight traffic is concentrated on US 101 and US 20 in Newport, high side-street delay at the intersections of US 101/Oceanview and US 20/Benton will likely have a minimal impact to freight. However, 73rd Street serves an industrial area which can generate high freight traffic, and increased side street delay at this location will negatively impact freight operations. High vehicle delay at the other three traffic signals will also increase delay for freight travel through Newport on US 101 or US 20.

Other locations with identified freight needs include Bay Boulevard and the Yaquina Bay Bridge. Bay Boulevard is a working waterfront and is a key freight generator for the City of Newport. This area is also a tourist destination which can create conflicts between the high volume of pedestrians, passenger cars, and freight vehicles which serve Newport's fishing industry. Freight vehicles can also struggle to navigate the steep grades for northbound traffic approaching the Yaquina Bay Bridge. The recent relocation of the traffic signal from SE 32nd Street to SE 35th Street

has improved this operational issue for freight vehicles. In addition, as noted previously, the Yaquina Bay Bridge has weight limit restrictions which directs heavier freight vehicles to reduce their loads below the maximum levels to comply, which increases the amount of truck activity along this segment of the highway.

AIRPORT

The Newport Municipal Airport, owned and operated by the City of Newport, is a public-use airport located east of US 101 off SE 84th Street, approximately five miles south of downtown. This airport provides general aviation for Newport and surrounding coastal communities and is identified as a critical resource by the Oregon Department of Aviation for emergency response following a major earthquake or tsunami. Currently, the airport supports general aviation aircrafts, US Coast Guard helicopters, and air ambulance flights.

The airport currently supports 28 based aircraft. Other services and facilities include: hangars, tie-downs, fueling, and rental cars. The airport has two runways, and serves 19,600 annual operations (i.e., take-offs or landings).

Regional and international air service for passengers and freight is provided via Portland International Airport (PDX). The airport is located approximately 140 miles (over three hours) northeast of Newport. Eugene Airport located approximately 80 miles (or 90 minutes) southeast of Newport also provides regional air service.

WATERWAYS

Newport is bounded to the west by the Pacific Ocean and is divided north-south by Yaquina Bay, a commercially navigable waterway. Yaquina Bay is a 30-foot deep basin and 300 feet across at its narrowest point; at high water, there is 129 feet of vertical clearance under the Yaquina Bay Bridge.

The Port of Newport maintains and operates separate commercial and recreational marinas to serve Newport's ship traffic. The commercial marina, located on the north side of Yaquina Bay, south of Bay Boulevard includes four docks for commercial vehicles and serves a large, prolific fishing fleet and a yacht club. This marina can accommodate vessels up to 100 feet. Marine supplies and a customs office are available for patrons. The recreational marina is located on the south side of Yaquina Bay, near South Beach, with space for 522 vessels and includes power, water, fuel, and sanitary services as amenities. This marina also serves as a public boat launch with space for trailer storage.

The Newport International Terminal provides two berths for cargo ships, research vessels, cruise ships, and fishing boats on the north side of Yaquina Bay. This terminal is one of three deep draft ports on the Oregon Coast and has traditionally been used to ship timber products. NOAA also maintains a marine operations center to the south of Yaquina Bay and serves as the home port for two research vessels in addition to supporting five ships.

Chapter 4: System Design & Management Principles

Newport applies transportation standards and regulations to the construction of new transportation facilities and to the operation of all facilities to ensure that they are designed appropriately and that the system functions as intended. These standards enable consistent future actions that reflect the goals and objectives of the City.

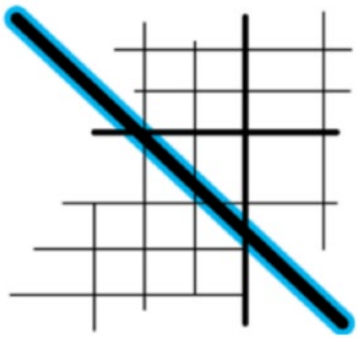
FUNCTIONAL CLASSIFICATION

Functional classification for streets helps support the movement of vehicles and is an important tool for managing the roadway network. The street functional classification system recognizes that individual streets do not act independently of one another but instead form a network that serves travel needs on a regional, citywide, neighborhood and local level. By designating the management and design requirements for each roadway classification, this hierarchal system supports a network of streets that perform as desired.

The street functional classification system for roadways in the Newport is described below. The functional classification map (Figure 22, Figure 23, and Figure 24) shows the designated classification for all roadways in the City, including new street extensions proposed as part of this plan. From highest to lowest intended use, the classifications are arterial, major collector, neighborhood collector, and local streets. For a summary of functional classification changes from the prior TSP, see Technical Memorandum #10: Transportation Standards, in the appendix.

The federal government also has a functional classification system that is used to determine federal aid funding eligibility. Roadways federally designated as a minor collector (urban), major collector, minor arterial, principal arterial, or interstate are eligible for federal aid. Newport's functional classification system uses the similar designations as the federal government (e.g., a City designated arterial is intended to be the same as a federally designated principal arterial, a City designated major collector is intended to be the same as a federally designated major collector, and a City designated neighborhood collector is intended to be the same as a federally designated urban minor collector). Future updates to the federal functional classification system should incorporate the designations reflected in the TSP along City roadways.

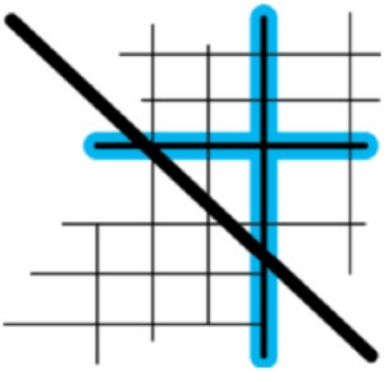
ARTERIAL STREETS



Arterial streets are primarily intended to serve regional and citywide traffic movement. Arterials provide the primary connection to other arterial streets or collector streets. Safety should be the highest priority on arterial streets and separation should be provided between motor vehicles and people walking, and bicycling. Safe multimodal crossings should also be provided to key destinations. Where an arterial street intersects with a neighborhood collector or local street, access management and/or turn restrictions may be employed to reduce traffic delay. The only arterial streets in Newport are US 101 and US 20, which also include a Federal Classification of urban other principal arterial.

MAJOR COLLECTOR STREETS

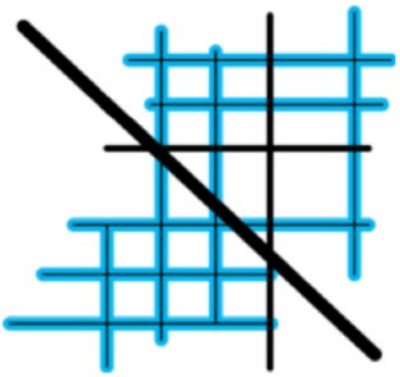
Major collector streets are intended to distribute traffic from arterial Streets to streets of the same or lower classification. They provide both access and circulation within and between residential and non-residential areas. Major collectors differ from arterials in that they provide more of a citywide circulation function, do not require as extensive control of access (compared to arterials) and penetrate residential neighborhoods, distributing trips from the neighborhood and local street system. Safety should be a high priority on major collectors. Where a major collector street intersects with a neighborhood collector or local street, access management and/or turn restrictions may be employed to reduce traffic delay.



NEIGHBORHOOD COLLECTOR STREETS

Neighborhood collector streets distribute traffic from arterial or major collector streets to local streets. They are distinguishable from major collectors in that they principally serve residential areas. Neighborhood collector streets should maintain slow vehicle operating speeds to accommodate safe use by all modes and through traffic should be discouraged, especially in areas with topography or other line of sight constraints. Where a neighborhood collector street intersects with a higher-classified street, access management and/or turn restrictions may be employed to reduce traffic delay and discourage through traffic.

LOCAL STREETS



All streets not classified as arterial, major collector, or neighborhood collector streets are classified as local streets. Local streets provide local access and circulation for traffic, connect neighborhoods, and often function as through routes for pedestrians and bicyclists. Local streets should maintain slow vehicle operating speeds to accommodate safe use by all modes.

Private Streets

Private streets are a special type of local street that are used to facilitate access to specific properties or small neighborhoods. Private streets can include driveways or private roadway connections that serve four or fewer parcels. The City is not responsible for maintenance on private streets.

FIGURE 22: FUNCTIONAL CLASSIFICATIONS (NORTH)

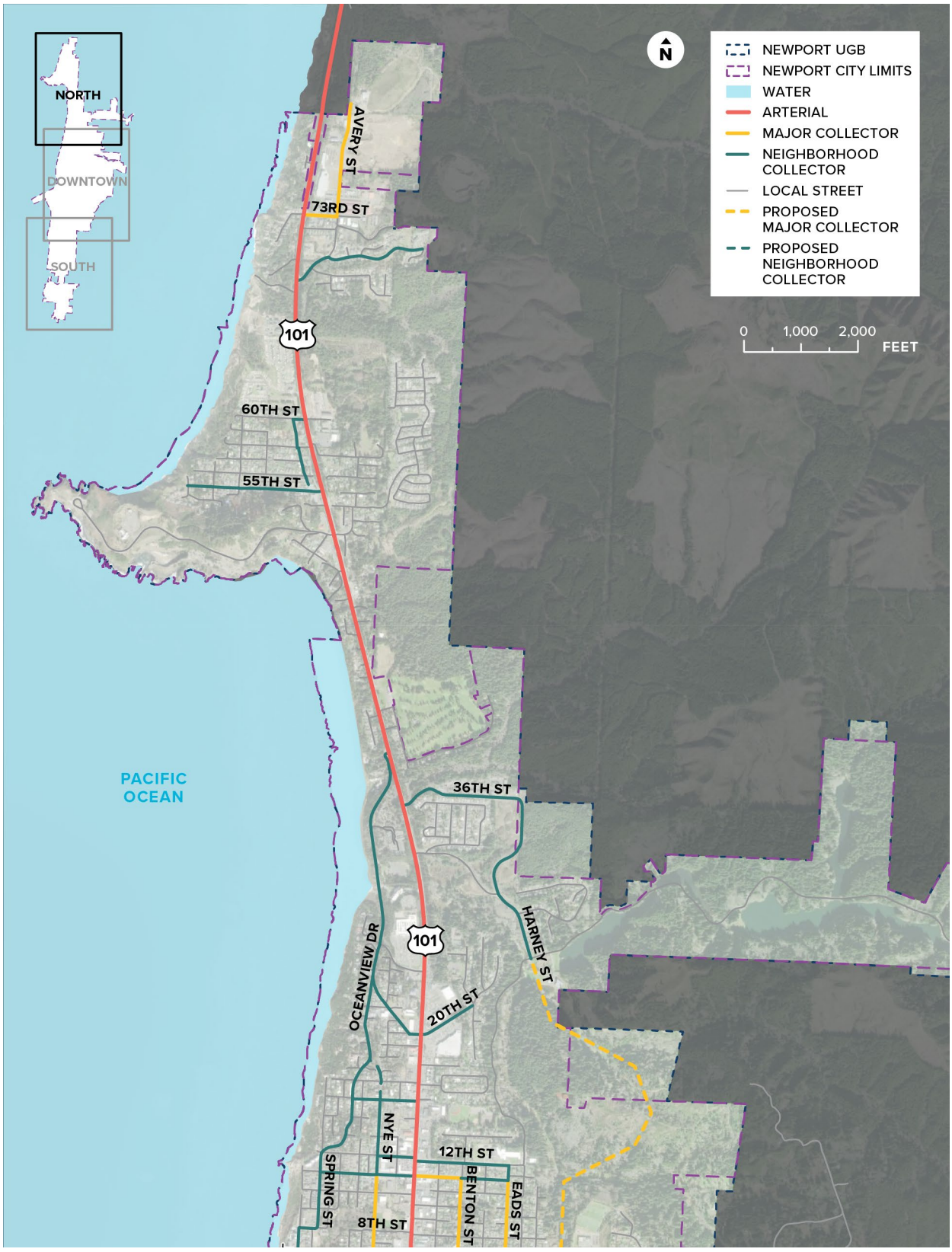
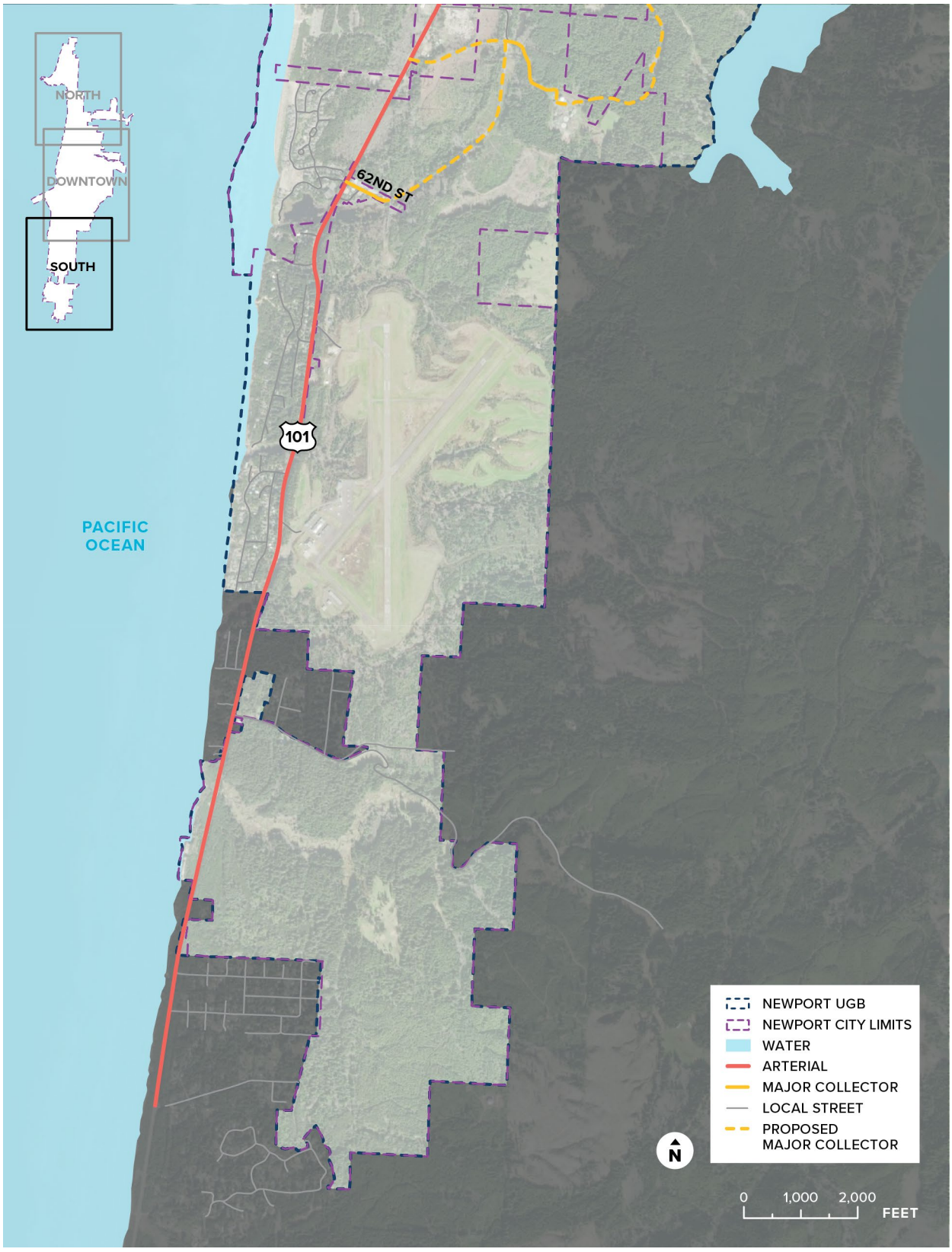


FIGURE 23: FUNCTIONAL CLASSIFICATIONS (DOWNTOWN)

FIGURE 24: FUNCTIONAL CLASSIFICATIONS (SOUTH)



FREIGHT AND TRUCK ROUTES

Figure 25, Figure 26, and Figure 27 show roadways designated to help ensure trucks can efficiently travel through and access major destinations in Newport. These routes play a vital role in the economical movement of raw materials and finished products, while maintaining neighborhood livability, public safety, and minimizing maintenance costs of the roadway system.

STATE AND FEDERAL FREIGHT ROUTES

Newport currently has two designated statewide freight routes. US 101 (north of US 20) is a National Network freight route while US 20 is a designated freight route in the Oregon Highway Plan (OHP). The National Network designates a set of highways based on geometric specifications (e.g., 12 foot wide travel lanes) specifically for use by large trucks while the OHP identifies freight routes based on the tonnage carried. Both of these corridors are also identified freight reduction review routes that requires the Mobility Advisory Committee to review and approve proposed changes to any reduction in the vehicle carrying capacity of these routes. US 101 south of US 20 is not a National Network freight route, OHP freight route, or reduction review route.

LOCAL TRUCK ROUTES

The City has local truck routes designed to facilitate the movement of truck freight between local industrial and commercial uses and state highways. These roadways serve an important role in the City roadway network and should be designed and managed to safely accommodate the movement of goods. These routes require a minimum of 11-foot travel lanes.

The local truck network, shown in Figure 25, Figure 26, and Figure 27, includes NE 73rd Street, NE Avery Street, NE 36th Street, NE Harney Street, SW/E Bay Boulevard, SE Moore Drive, Yaquina Bay Road, US 101 (south of US 20), SE Marine Science Drive, SE Ferry Slip Road, SE 35th Street, and the future extensions of SE 50th Street and SE 62nd Street.

FIGURE 25: FREIGHT AND TRUCK ROUTES (NORTH)

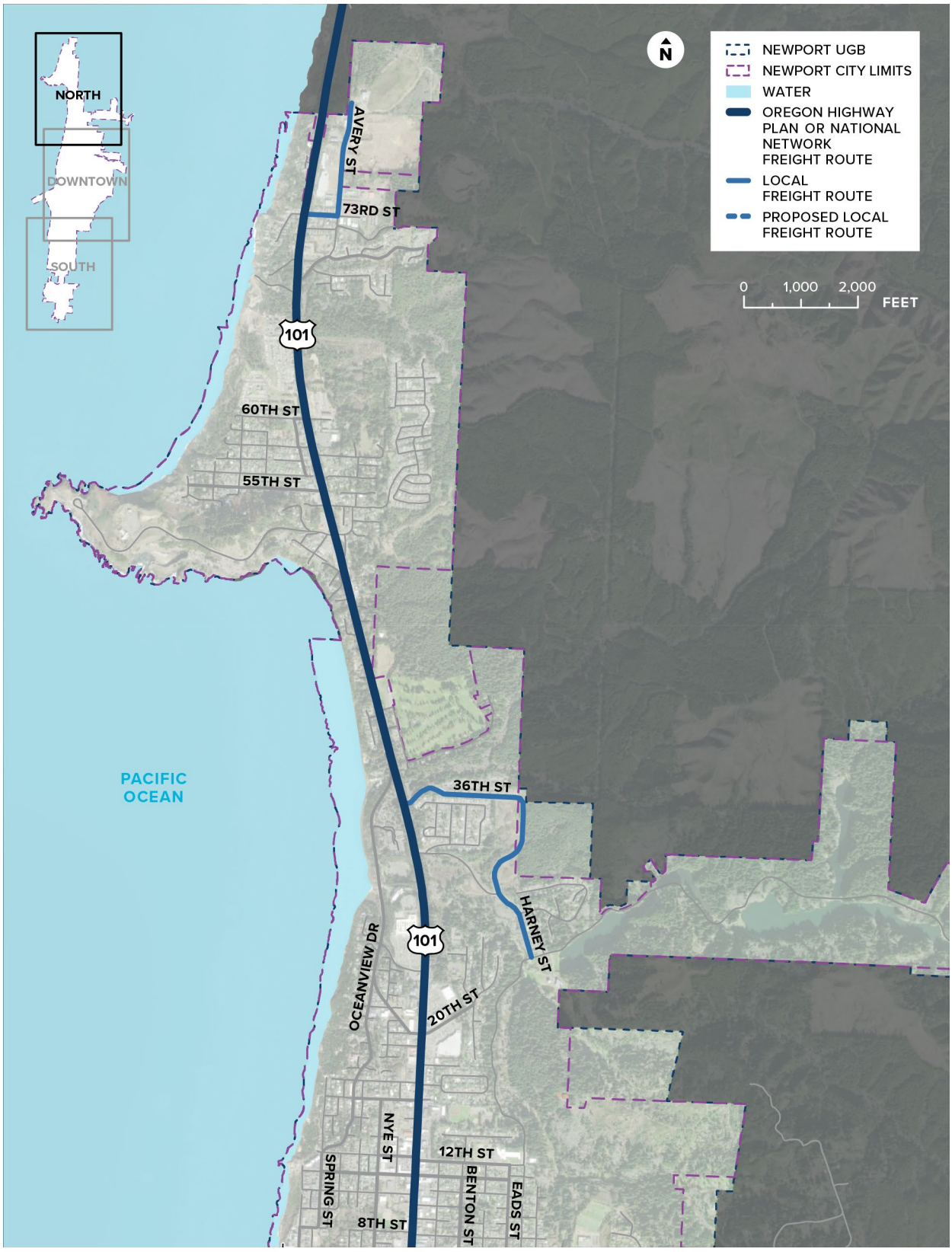


FIGURE 26: FREIGHT AND TRUCK ROUTES (DOWNTOWN)

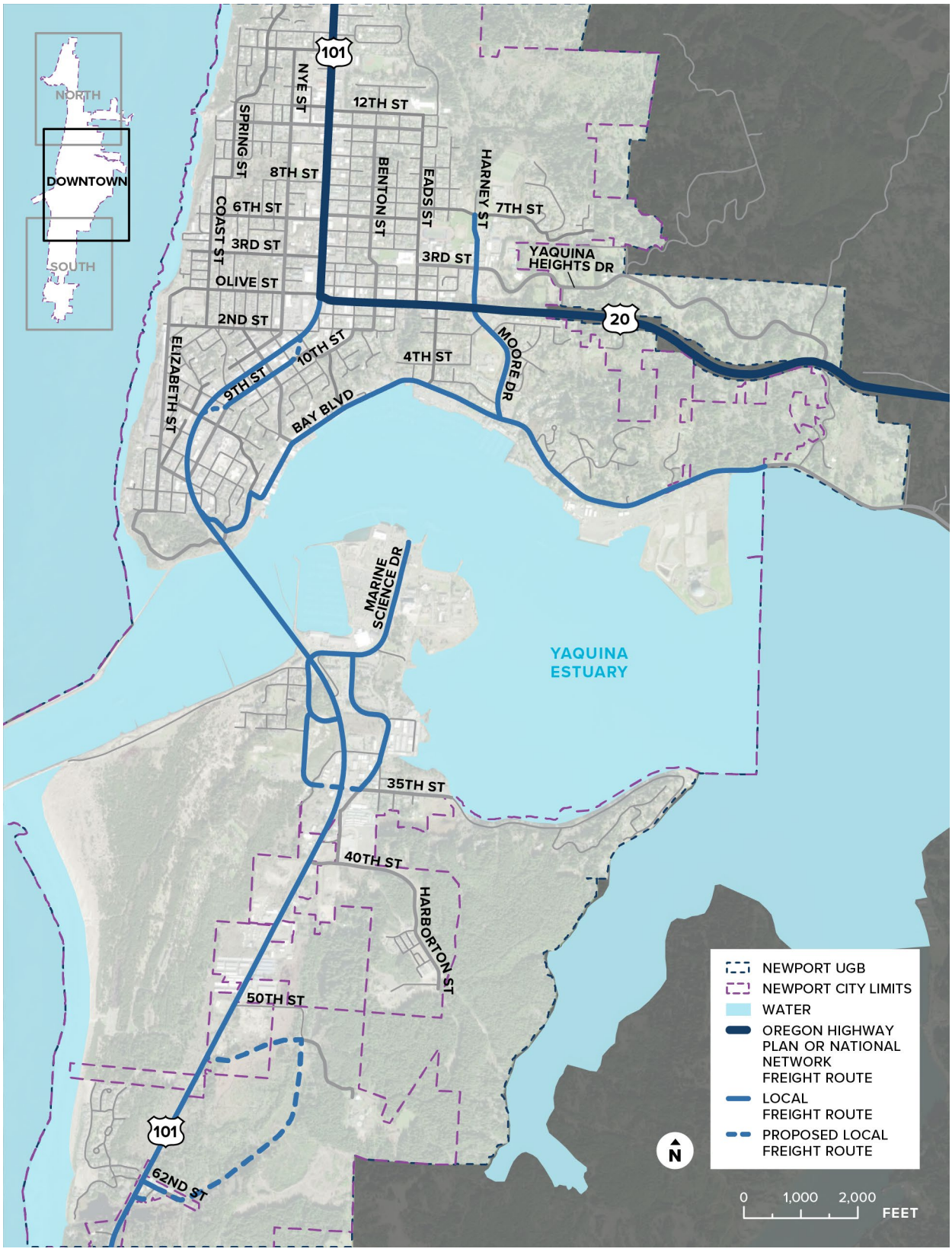
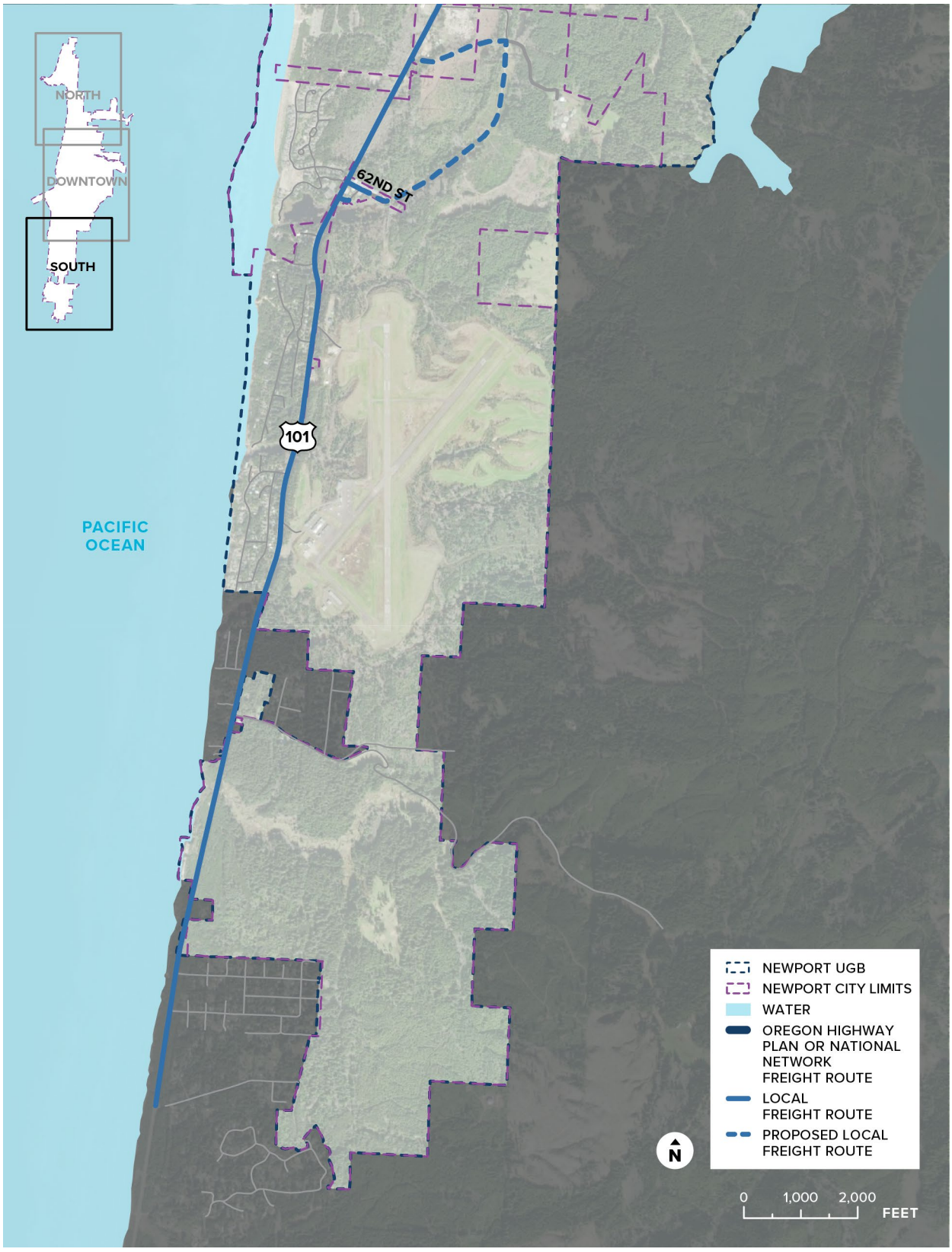


FIGURE 27: FREIGHT AND TRUCK ROUTES (SOUTH)



MULTIMODAL NETWORK DESIGN

The design of the streets in Newport is based on the functional classifications. The designs are intended to be implemented in newly developing or redeveloping areas of the City. The City may also choose to reconstruct existing streets to meet the typical designs should right-of-way or other factors not prevent it from occurring.

Roadway cross-section design elements include travel lanes, curbs, furnishings/landscape strips, sidewalks on both sides of the road, and bicycle facilities. The following sections detail the minimum widths for each of Newport's functional classifications.

The construction or reconstruction of some streets may be constrained by various factors that prevent it from being constructed according to the minimum standards that apply. A deviation to the City street standards may be requested from the City Engineer or City Engineer's designee to consider a constrained cross-section or other adjustments. In some cases, unconstrained local streets in residential areas may also apply the yield or shared street design parameters if they serve a low volume of traffic (i.e., fewer than 500 vehicles per day).

Typical conditions that may warrant consideration of a deviation include:

- Infill sites
- Innovative designs
- Reallocation of right-of-way between modes (e.g., narrow travel lanes to accommodate wider bike lanes)
- Severe constraints presented by topography, environmental, or other resources present
- Existing developments and/or buildings that make it extremely difficult or impossible to meet the standards

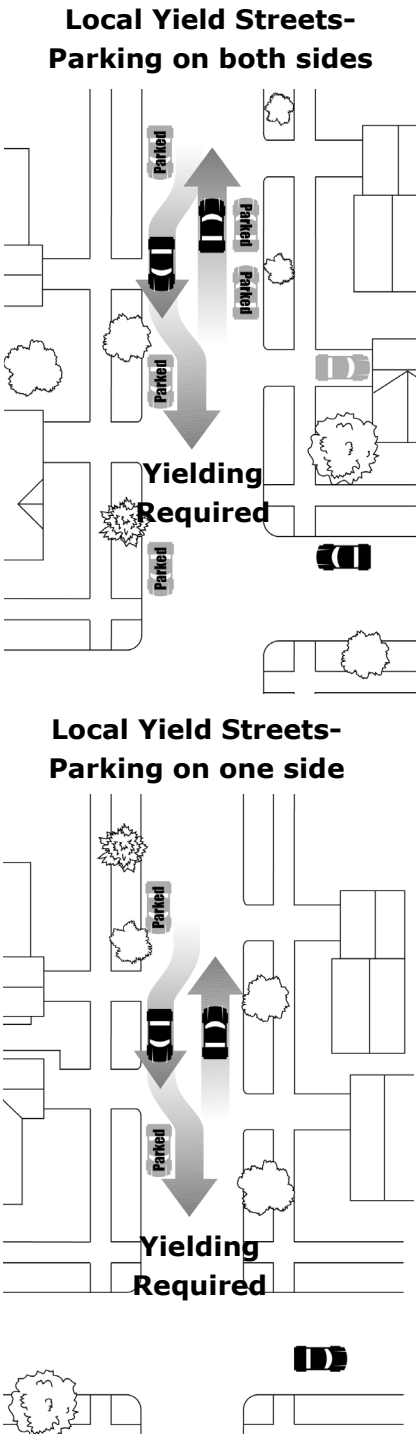
Although the facility requirements along arterial streets are provided, both US 101 and US 20 are under the State's jurisdiction and are subject to the design criteria in the Highway Design Manual (HDM), other ODOT manuals, and the companion document, the Blueprint for Urban Design (BUD). The BUD supplements existing design manuals and provides enhanced design guidance until a full design manual update can be completed. The facility requirements along arterial streets are consistent with the BUD and the applicable urban contexts for US 101 and US 20 through Newport (more details provided in the Appendix). Any deviation to standards along these facilities must be approved by the State.

TRAVEL LANES AND PARKING

The vehicle classifications and local truck routes determine the design parameters for travel lanes of each street. This is the throughway for drivers, including cars, buses, and trucks. Table 2 provides the travel lane and on-street parking requirements. The vehicle functional classification of the street is the starting point to determine the number of through lanes, lane widths, and median and left-turn lane requirements. However, Newport's local truck routes take precedence when determining the appropriate lane width regardless of the functional classification. Streets identified as part of Newport's local truck network may include travel lanes up to 12 feet wide, although 11 feet travel lanes are also acceptable. Wider lanes (over 12 feet) should only be used for short distances along curves and at intersections to allow trucks to maneuver. Streets that require a median/ center turn lane should include a minimum 8-foot-wide pedestrian refuge at marked crossings. Otherwise, the median can be reduced to a minimum of 4 feet at midblock locations, before widening at intersections for left-turn lanes (where required or needed).

Select low-volume local streets (i.e., fewer than 500 vehicles per day) in residential areas are also candidates for narrower roadway widths. These narrower streets, referred to as yield streets, should be designed so that moving cars must occasionally yield between parked cars before moving forward, as shown in Figure 28, allowing for the development of narrow streets, encouraging vehicles to move slower, and allowing for periodic areas where a 20-foot-wide clear area is available for parking of fire apparatus. Yield streets require placement of no-parking locations (i.e., driveways, fire hydrants, mailboxes) at appropriate intervals to provide the needed gaps for queuing opportunities. For blocks longer than 300 feet, 30-foot-long pullouts/no parking zones should be provided every 150 feet to allow for 20-foot-wide clear areas or 26-foot-wide near fire hydrants. Because fire apparatus preconnected hoses are 150 feet in length, blocks shorter than 300 feet do not require pullouts. With a connected street system and 300-foot block lengths, the fire apparatus can be parked at the end of the block where a fire is located, and the hose can reach the fire. Also, parking near intersections on narrow streets should not be permitted because it can interfere with the turning movements of large vehicles.

FIGURE 28: YIELD STREETS



Source: Neighborhood Street Design Guidelines, State of Oregon

These streets may also be designed as shared streets, which also require vehicle traffic to yield to pedestrians and bicyclists within the roadway. Shared streets accommodate pedestrians, bicyclists, and motor vehicles, giving pedestrians priority over cars and bicyclists. The shared street does not have clear division between pedestrian and auto space (i.e., no continuous curb), so motorists must slow down and drive with caution.

Features of shared streets should include: 1) gateways that announce the entrance(s) to the shared street; 2) curves to slow vehicle traffic by limiting sightlines for drivers; 3) amenities such as trees and play equipment that force vehicles to slow down; 4) no curbs; and 5) intermittent parking. Cars can pass each other along a shared street, but typically only in selected locations. The speed limit is typically about 10 miles per hour.

The City consulted with the Newport Fire Department when developing the design requirements for yield/shared streets shown in Table 2, as required by ORS 368.039(3).

Shared street example with intermittent on-street parking.

Shared street example with street level pedestrian walkway.

TABLE 2: TRAVEL LANE AND ON-STREET PARKING REQUIREMENTS

ROADWAY CLASSIFICATION	ARTERIAL STREET (ODOT)[1]	MAJOR COLLECTOR STREET (CITY)	NEIGHBORHOOD COLLECTOR STREET (CITY)	LOCAL STREET (CITY)	YIELD/SHARED STREET (CITY)[2]
TYPICAL THROUGH LANES (BOTH DIRECTIONS)	2 to 4	2	2	2	1
MINIMUM LANE WIDTH	11-12 ft.[3]	10 ft.[4]	10 ft.[4]	10 ft.	12-16 ft. single lane
MEDIAN/ CENTER TURN LANE [5]	Required 11-14 ft. median/ center turn lane[6]	Required 11 ft. center turn lane near arterial intersections[7]	11 ft. center turn lane when needed near arterial intersections	None	None
MINIMUM ON-STREET PARKING WIDTH	Context dependent, 7-8 ft.	Preferred 8 ft. [8]	Preferred 8 ft.[8]	Preferred 7-8 ft.[8]	Required 7-8 ft. on at least one side[8]

Notes:

1. Although guidance is provided for arterial streets, these are under State jurisdiction. Values presented in this table are consistent with the Blueprint for Urban Design (BUD). For detailed design recommendations on US 101 and US 20, the identified urban contexts for Newport are provided in the appendix and the BUD is publicly available.
2. For use along low volume local streets in residential areas only. Requires intermittent on-street parking on at least one side to allow for vehicle queuing and passing opportunities. For blocks of no more than 300 ft. in length, and with fire access roads at both ends, a 16 ft. width may apply to local streets that carry fewer than 500 vehicles per day, or a 12 ft. width may apply to local streets that carry fewer than 150 vehicles per day. For blocks longer than 300 feet, this also requires 30 ft. long pullouts/no parking zones every 150 ft. to allow for 20 ft. wide clear areas or 26 ft. wide clear areas near fire hydrants.
3. 11 ft. travel lanes are preferred for most urban contexts within Newport. 11 ft. travel lanes are standard for central business district areas in the BUD. Adjustments may be required for freight reduction review routes. Final lane width recommendations are subject to review and approval by ODOT.
4. Travel lanes widths of 11-12 ft. are required along designated local truck routes.
5. A minimum 8-ft.-wide pedestrian refuge should be provided at marked crossings. Otherwise, a median can be reduced to a minimum of 4 ft. at midblock locations that are more than 150 ft. from an arterial (i.e., US 101 and US 20), before widening at intersections for left-turn lanes (where required or needed).
6. The BUD recommends a 14 ft. lane for speeds above 40 mph. Final lane width recommendations are subject to review and approval by ODOT.
7. Center turn lane required at and within 150 ft. of intersections with arterials (i.e., US 101 and US 20). Otherwise, it is optional and should be used to facilitate turning movements and/or street crossings; minimum 8-ft-wide median required where refuge is needed for pedestrian/bicycle street crossings.
8. On-street parking is preferred along all City streets where block spacing, and system connectivity standards are met. An 8 ft. width is required in most areas, with a 7 ft. width only allowed along local streets in residential areas. Local yield/shared streets require intermittent on-street parking on at least one side to allow for vehicle queuing and passing opportunities, with an 8 ft. width required when on only one side, and 7 ft. width allowed when on both sides. Shoulders totaling 8 ft. in collective width may also be provided in lieu of parking.

SIDEWALKS

Sidewalks provide for pedestrian movement and access, enhance pedestrian connectivity, and promote walking. The pedestrian facilities in Newport encourage walking by making it more attractive. The street functional classification determines the appropriate pedestrian facilities along streets, including the width of the throughway for pedestrians and the buffer from the vehicle travel way. Sidewalks are typically required on both sides of newly constructed streets, but in some cases may be provided on only one side where it can be demonstrated that it aligns with the existing developed street section or that construction on both sides is not cost effective due to significant topographical constraints, as determined by the City Engineer or City Engineer's designee. A non-remonstrance agreement (i.e., agreement to participate in a future local improvement district) is also an option for infill development on streets that lack sidewalks.

The sidewalk encompasses four zones (as shown in Figure 29), including the edge, pedestrian throughway, furnishings/ landscape, and the buffer (i.e., on-street parking or bike facilities). These zones are summarized below, with the minimum configuration for each provided in Table 3. Sidewalk facilities constructed on State facilities are subject to review and approval by ODOT based on guidance from the BUD.

FIGURE 29: SIDEWALK ZONES

- The **edge** describes the section where a pedestrian interacts with the adjacent buildings or private property and includes entryways and outdoor seating. This zone is optional along City streets and may include a concrete or natural surface depending on the adjacent land use.
- The **pedestrian throughway** is the accessible zone in which pedestrians travel. It includes a minimum eight-foot-wide clear throughway along major collector streets in commercial areas, a minimum six-foot-wide clear throughway for major collector streets in non-commercial areas (e.g., residential) and neighborhood collector streets, and five-feet wide clear throughway along local streets.
- The **furnishings/ landscape** zone is the sidewalk section located between the pedestrian throughway and the curb, and includes street furnishings or landscaping (e.g., benches, lighting, bicycle parking, tree wells, and/or plantings). If adjacent to on-street parking, it should also include a clearance distance between any curbside parking and the street furnishing area or landscape strip (i.e., so vehicles parking, or opening doors do not interfere with street furnishings and/or landscaping). Streets located along a transit route should incorporate furnishings to support transit ridership, such as transit shelters and benches, into the

furnishings/landscape strip. It should include a minimum width between ½ and three feet along City streets.

- The **buffer** is the space between the pedestrian throughway and the vehicle travel way, and may consist of bike facilities, on-street parking, curb extensions, or other elements. This is also the location where users will access transit. It should include a minimum width between ½ and three feet along City streets, depending on the functional classification, and encompasses the width of on-street parking, bike facilities, and furnishings/landscape zone.

TABLE 3: MINIMUM SIDEWALK CONFIGURATION

FUNCTIONAL CLASSIFICATION	ARTERIAL (ODOT)	MAJOR COLLECTOR (CITY)		NEIGHBORHOOD COLLECTOR (CITY)	LOCAL/ YIELD STREET (CITY)[3]
		COMMERCIAL	NON-COMMERCIAL		
MINIMUM CONFIGURATION [1]					
EDGE	1-4 ft.	0 ft.	0 ft.	0 ft.	0 ft.
PEDESTRIAN THROUGHWAY	5-10 ft.	8 ft. [4]	6 ft.	6 ft.	5 ft.
FURNISHINGS/ LANDSCAPE (INCLUDES CURB)	5.5-6.5 ft.	3 ft.	3 ft.	0.5 ft.	0.5 ft.
MINIMUM WALKWAY WIDTH	Variable[5]	11 ft.	9 ft.	6.5 ft.	5.5 ft.
MINIMUM BUFFER (PEDESTRIAN THROUGHWAY TO VEHICLE TRAVEL WAY)[2]	Variable[5]	3 ft.	3 ft.	0.5 ft.	0.5 ft.

Notes:

1. Minimum widths may be expanded in areas with enhanced pedestrian activity, or when identified as a project in this TSP or subsequently adopted refinement plan. For instance, the edge zone may need to be expanded to accommodate outdoor seating for the adjacent land use.
2. Includes width of on-street parking, bike facilities, and furnishings/landscape zone.
3. Local streets that are also constructed as shared streets do not require curbs and may include a 5 ft. shoulder walkway at street level, with the travel lanes and shoulders satisfying pedestrian needs. In constrained cases, the shoulder walkway may be provided on only one side, or eliminated.
4. In highly constrained locations, the landscape buffer may be eliminated to meet the required 8 ft. pedestrian throughway with approval from the City Engineer, City Engineer's designee or Planning Director.
5. Desired walkway and buffer width for ODOT facilities depends on the urban context and are subject to review and approval by ODOT. Additional detail is provided in the BUD.

BICYCLE FACILITIES

Bike facilities help support the movement of people riding bikes. Streets should be safe and comfortable for bicyclists of all ages and abilities to encourage ridership. Building high quality bicycle infrastructure can improve transportation safety, minimize public health risks, reduce congestion, and provide more equitable access to transportation. The minimum bicycle facilities can be seen in Table 4. Vehicle function classification is used to determine the appropriate facilities along streets. The minimum treatments include protected or separated facilities from the vehicle travel way along arterial streets, bicycle lanes along major collector streets, and shared streets with shared lane markings along neighborhood collector streets. All local streets in Newport are shared streets for bikes, but they do not include shared lane markings unless specifically called out in the TSP.

In general, facilities that are protected or separated from the vehicle travel way include a 10-foot two-way or 6-foot one-way cycle track, 10-foot shared use path, or 8-foot buffered bike lanes. Standard bike lanes should be a minimum of 6-feet wide, while some shared streets should include shared lane markings, with vehicle speed and volume management.

TABLE 4: MINIMUM BICYCLE FACILITIES

VEHICLE CLASSIFICATION	ARTERIAL (ODOT) [2]	MAJOR COLLECTOR (CITY)	NEIGHBORHOOD COLLECTOR (CITY)	LOCAL/YIELD/ SHARED STREET (CITY)
MINIMUM BIKE FACILITY[1]	Protected or separated facilities from the vehicle travel way (e.g., shared use path, cycle track, buffered bicycle lanes)	Standard Bicycle lanes[3]	Shared bike streets with shared lane markings[4]	Shared bike streets without shared lane markings

Notes:

1. Any modification of the minimum bike facility requires justification of any constraints (e.g., topography, environmental, existing buildings) and approval of an acceptable deviation from ODOT, or the City Engineer or City Engineer's designee prior to construction.
2. Bicycle facility and buffer width for ODOT facilities depends on the urban context and are subject to review and approval by ODOT. Additional detail is provided in the BUD
3. Standard bicycle lanes require a minimum width of 6 ft.
4. Minimum treatments include shared lane markings, and wider travel lanes to encourage safe passing for motorists. May also include treatments to manage vehicle speeds and volumes.

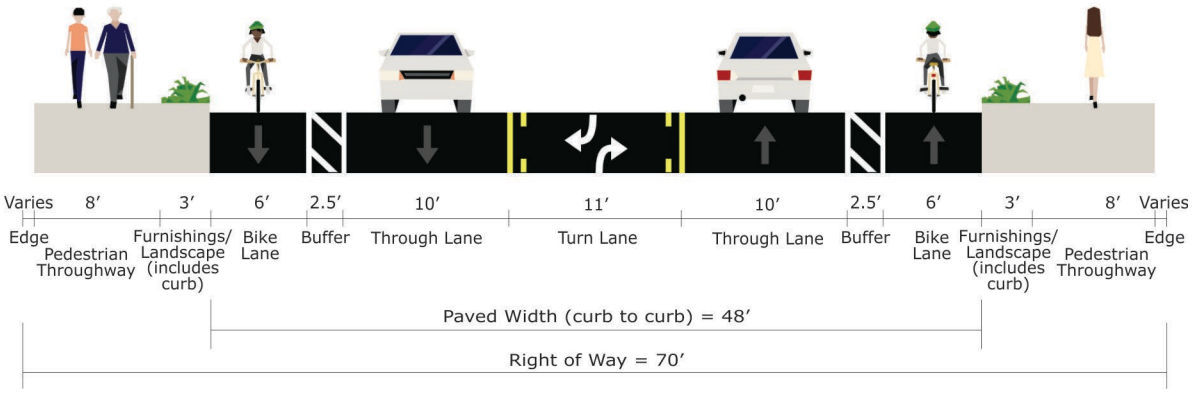
MINIMUM STREET CROSS-SECTIONS

The minimum cross-sections for City major collectors, neighborhood collectors, local streets, and yield/shared streets are provided in Figure 30, Figure 31, Figure 32, Figure 33, Figure 34 and Figure 35, respectively. These are based on the minimum design requirements outlined earlier in Table 2, Table 3, and Table 4. In cases other than those involving needed housing as defined in ORS 197.303(1), the minimum widths may be expanded with justification, at the discretion of the City Engineer or City Engineer's designee. For instance, the edge zone may need to be expanded to accommodate outdoor seating for the adjacent land use. All cross-sections provided below assume that the street is not located on a designated Newport local truck route. Local truck routes require travel lanes widths of 11 to 12 feet.

No minimum cross-sections are provided for arterials (i.e., US 101 and US 20) in Newport since these streets are subject to review and approval by ODOT. Design guidance from ODOT can be found in the BUD and is summarized earlier in Table 2, Table 3, and Table 4. ODOT's design guidance is context dependent which provides flexibility in specific element widths when determining the cross-sections.

FIGURE 30: CITY MAJOR COLLECTOR (COMMERCIAL AREA) CROSS-SECTION

Within 150 feet of Intersection with Arterials (i.e., US 101 and US 20)



More than 150 feet from Intersection with Arterials (i.e., US 101 and US 20)

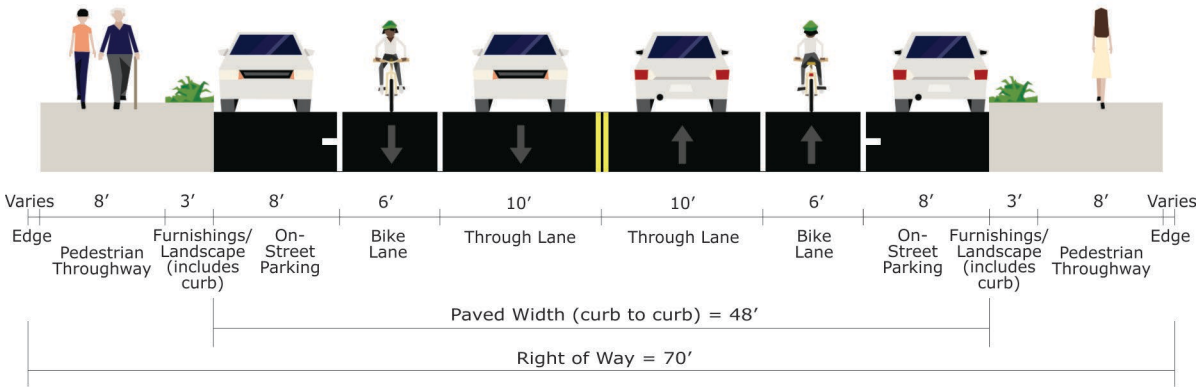
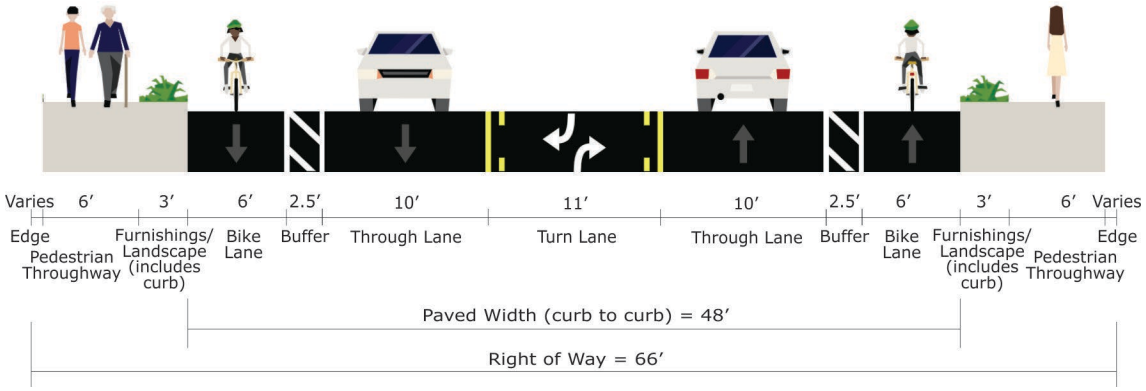


FIGURE 31: CITY MAJOR COLLECTOR (NON-COMMERCIAL AREA) CROSS-SECTION

Within 150 feet of Intersection with Arterials (i.e., US 101 and US 20)



More than 150 feet from Intersection with Arterials (i.e., US 101 and US 20)

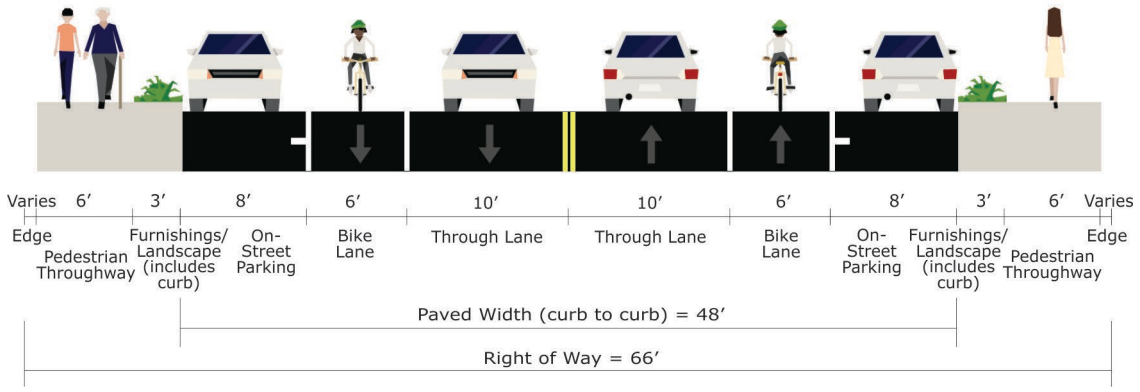


FIGURE 32: CITY NEIGHBORHOOD COLLECTOR CROSS-SECTION

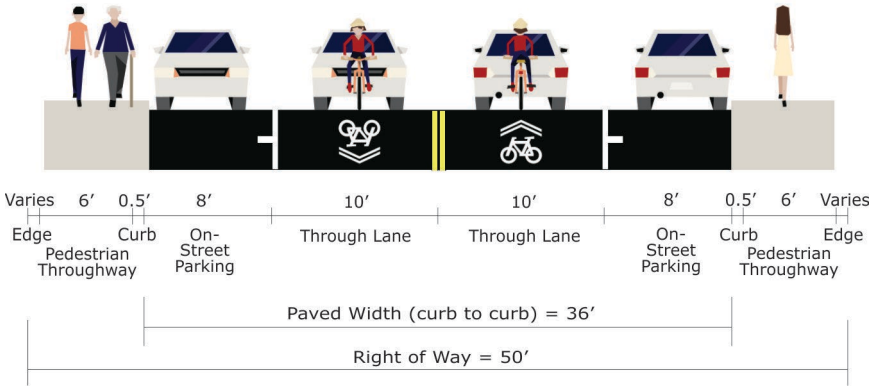


FIGURE 33: CITY LOCAL STREET CROSS-SECTION

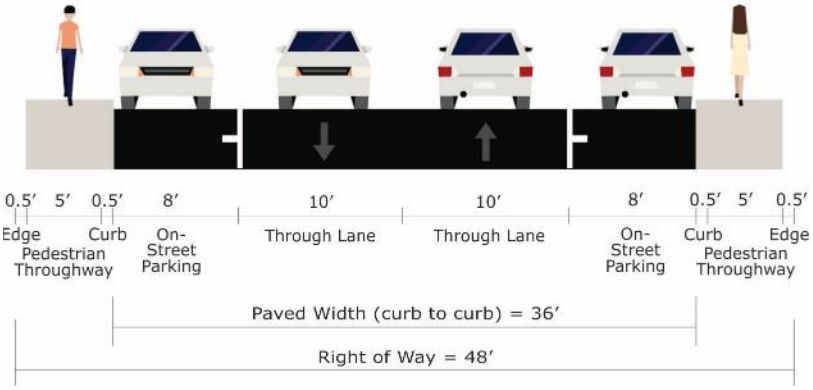
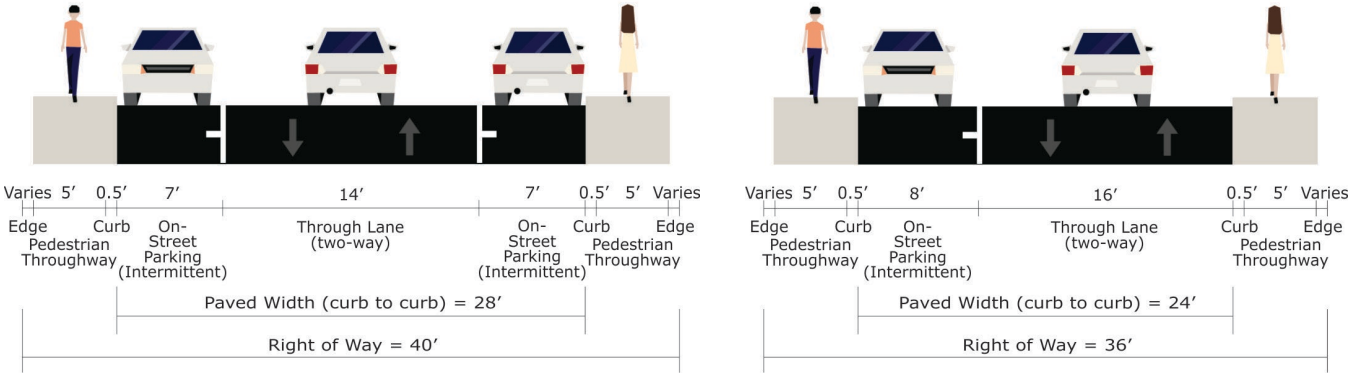
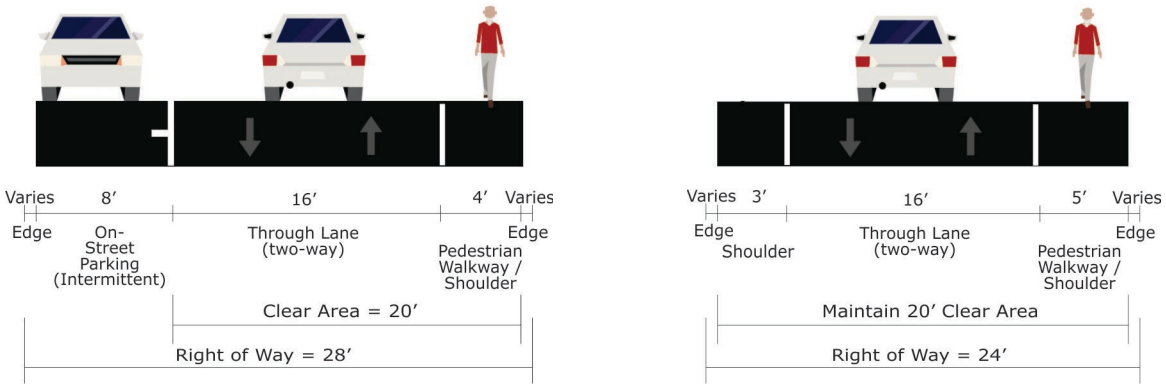


FIGURE 34: CITY LOCAL YIELD STREET CROSS-SECTION



Note: For use along low volume local streets in residential areas only that carry fewer than 500 vehicles per day, with blocks of no more than 300 ft. in length. For blocks longer than 300 feet, this also requires 30 ft. long pullouts/no parking zones every 150 ft.

FIGURE 35: CITY LOCAL SHARED STREET CROSS-SECTION



Note: For use along low volume local streets in residential areas only that carry fewer than 500 vehicles per day, with blocks of no more than 300 ft. in length. Through lane width of yield and shared streets may be reduced to 12 ft. in areas that carry fewer than 150 vehicles per day. For blocks longer than 300 feet, this also requires 30 ft. long pullouts/no parking zones every 150 ft.

SEPARATED PEDESTRIAN AND BICYCLE FACILITIES

Some pedestrian and bicycle facilities may be separated from the right-of-way of a street. These facilities include pedestrian trails, pedestrian and bicycle accessways, and shared use paths. These facilities serve a variety of recreation and transportation needs for pedestrians and bicyclists.

PEDESTRIAN TRAIL

Pedestrian trails are typically located in parks or natural areas and provide opportunities for both pedestrian circulation and recreation. They are recommended to include a minimum width of 5 feet (see Table 5) and may include a hard or soft surface.

ACCESSWAY

Accessways provide short path segments between disconnected streets or localized recreational walking and biking opportunities. Accessways must be on public easements or rights-of-way and have minimum paved surface of 8 feet, with a 1-foot shoulder on each side, and 10 feet of right-of-way. Accessways should be provided in any locations where the length between existing pedestrian and bicycle connections exceeds the maximum allowable length identified in Table 5.

SHARED USE PATH

Shared use paths provide off-roadway facilities for walking and biking travel. Depending on their location, they can serve both recreational and citywide circulation needs. Shared use path designs vary in surface types and widths, although hard surfaces are generally better for bicycle travel. Widths need to provide ample space for both walking and biking and should be able to accommodate maintenance vehicles.

A shared use path should be at least 10 feet wide, with a 1-foot shoulder on each side, and 12 feet of right-of-way (see Table 5). A shared use path width of 12 feet is required along ODOT facilities and may be applied in other areas with significant walking or biking demand (e.g., Nye Beach Area, Oregon Coast Bike Route), or when identified as a project in this TSP or subsequently adopted refinement plan.

TABLE 5: MINIMUM SEPARATED PEDESTRIAN AND BICYCLE FACILITY DESIGNS

FACILITY OPTIONS	PEDESTRIAN TRAIL DESIGN	ACCESSWAY OR LOW USE SHARED USE PATH DESIGN[1]	TYPICAL SHARED USE PATH DESIGN[2]
MINIMUM CONFIGURATION			

Notes:

1. For short segments, a low use shared use path can be as narrow as 8 feet wide, with a 1-foot shoulder on each side and a total right-of-way of 10 feet.

2. A shared use path width of 12 feet is required parallel to ODOT facilities and may be applied in other areas with significant walking or biking demand (e.g., Nye Beach Area, Oregon Coast Bike Route).

VEHICLE MOBILITY STANDARDS

Mobility standards for streets and intersections in Newport provide a metric for assessing the impacts of new development on the existing transportation system and for identifying where capacity improvements may be needed. They are the basis for requiring improvements needed to sustain the transportation system as growth and development occur. Two common methods currently used in Oregon to gauge traffic operations for motor vehicles are volume to capacity (v/c) ratios and level of service (LOS), described below.

- Volume-to-capacity (v/c) ratio: A v/c ratio is a decimal representation (between 0.00 and 1.00) of the proportion of capacity that is being used at a turn movement, approach leg, or intersection. It is determined by dividing the peak hour traffic volume by the hourly capacity of a given intersection or movement. A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 1.00 (generally above 0.70), congestion noticeably increases, and performance is reduced. If the ratio is greater than 1.00, the turn movement, approach leg, or intersection is oversaturated and usually results in excessive queues and long delays.
- Level of service (LOS): LOS is a "report card" rating (A through F) based on the average delay experienced by vehicles at the intersection. LOS A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. LOS D and E are progressively worse operating conditions. LOS F represents conditions where average vehicle delay is excessive, and demand exceeds capacity, typically resulting in long queues and delays.

City street performance standards for motor vehicles are shown in Table 6.

TABLE 6: VEHICLE MOBILITY STANDARDS FOR CITY STREETS

INTERSECTION TYPE	MOBILITY STANDARD	REPORTING MEASURE
SIGNALIZED	LOS D and v/c ≤0.90	Intersection
ALL-WAY STOP OR ROUNDABOUTS	LOS D and v/c ≤0.90	Worst Approach
TWO-WAY STOP [1]	LOS E and v/c ≤0.95	Worst Major Approach/ Worst Minor Approach

Notes:

1. Applies to approaches that serve more than 20 vehicles; there is no standard for approaches serving lower volumes.

State facilities must comply with the existing mobility targets included in the Oregon Highway Plan and shown in Table 7. Alternative mobility targets have previously been adopted on US 101 in South Beach, and because constraints make meeting mobility targets along US 101 (north of Yaquina Bay) and US 20 impractical, the TSP also recommends that the Oregon Transportation Commission adopt alternative mobility targets for these highway segments. More information can be found in Technical Memorandum #11 in the Appendix.

TABLE 7: EXISTING MOBILITY TARGETS FOR US 20 AND US 101

ROADWAY	EXTENTS	ADOPTED V/C MOBILITY TARGET	
		SIGNALIZED	UNSIGNALIZED[1]
US 101	North Urban Growth Boundary to NE 20th Street	≤ 0.80	≤ 0.80/0.90
	NE 20th Street to SE 40th Street[2]	≤ 0.90 except US 101/SE 35th St: ≤0.99	≤ 0.90/0.95
	SE 40th Street to south Urban Growth Boundary[2]	≤ 0.80 except US 101/SE 40th St: ≤0.99 US 101/South Beach State Park/SE 50th St: ≤0.85	≤ 0.80/0.90
US 20	Urban Growth Boundary to Moore Drive	≤ 0.80	≤ 0.80/0.90
	Moore Drive to US 101	≤ 0.85	≤ 0.85/0.95

Notes:

1. For unsignalized intersections, the mobility target is listed for major approach/minor approach.
2. Alternative mobility targets have been adopted in South Beach.

MULTIMODAL CONNECTIVITY

Transportation facility and access spacing standards include a broad set of techniques that balance the need to provide for efficient, safe, and timely multimodal travel with the ability to allow access to individual destinations. These standards help create a system of direct, continuous, and connected transportation facilities to minimize out-of-direction travel and decrease travel times for all users, while enhancing safety for people walking, biking and driving by reducing conflict points.

Table 8 identifies maximum and minimum public roadway intersection, minimum private access, and maximum pedestrian and bicycle accessway spacing standards for streets in Newport. New streets or redeveloping properties must comply with these standards. A deviation to the standards may be requested to the City Engineer or City Engineer's designee. The request must include appropriate documentation to illustrate why the standards cannot be met, and that, as proposed, the access can function safely and efficiently. As the opportunity arises through redevelopment, existing streets or driveways not complying with these standards could improve with strategies such as shared access points, access restrictions (through the use of a median or channelization islands), or closure of unnecessary access points, as feasible.

All arterial streets in Newport are under State jurisdiction. See the Oregon Highway Plan and Blueprint for Urban Design for spacing standards along US 101 and US 20.

TABLE 8: TRANSPORTATION FACILITY AND ACCESS SPACING STANDARDS

SPACING STANDARD[1]	ARTERIALS (ODOT)[3]	MAJOR COLLECTORS (CITY)	NEIGHBORHOOD COLLECTORS (CITY)	LOCAL STREETS (CITY)
MAXIMUM BLOCK LENGTH (PUBLIC STREET TO PUBLIC STREET)	NA	1,000 ft.	1,000 ft.	1,000 ft.
MINIMUM BLOCK LENGTH (PUBLIC STREET TO PUBLIC STREET)	NA	200 ft.	150 ft.	125 ft.
MAXIMUM LENGTH BETWEEN PEDESTRIAN/BICYCLE CONNECTIONS (PUBLIC STREET TO PUBLIC STREET, PUBLIC STREET TO CONNECTION OR CONNECTION TO CONNECTION)[2]	NA	300 ft.	300 ft.	300 ft.
MINIMUM DRIVEWAY SPACING (DRIVEWAY TO DRIVEWAY)	350-1,320 ft. [3]	100 ft.	75 ft.	N/A
MINIMUM INTERSECTION SET BACK (FULL ACCESS DRIVEWAYS ONLY)	350-1,320 ft. [3]	150 ft.	75 ft.	35 ft.
MINIMUM INTERSECTION SET BACK (RIGHT-IN/RIGHT-OUT DRIVEWAYS ONLY)	350-1,320 ft. [3]	75 ft.	50 ft.	35 ft.

Notes:

1. All distances measured from the edge of adjacent approaches. All properties are allowed one driveway, which must take access from the lowest classified roadway when adjacent to more than one roadway.
2. Mid-block pedestrian and bicycle connections must be provided when the block length exceeds 300 feet to ensure convenient access for all users. Mid-block pedestrian and bicycle connections must be provided on a public easement or right-of-way every 300 feet, unless the connection is impractical due to topography, inadequate sight distance, high vehicle travel speeds, lack of supporting land use or other factors that may prevent safe crossing. When the block length is less than 300 feet, mid-block pedestrian and bicycle connections are not required.
3. All arterial streets in Newport are under ODOT jurisdiction. ODOT facilities are subject to access spacing standards in the Oregon Highway Plan (see Table 14 of Appendix C) which vary based on posted speed, traffic volumes and setting. A summary of the current standards is provided below by segment:

   US 101:

   - North UGB to NW 66th Drive (55 mph): 1,320 feet
   - NE 60th Drive to NE 20th Street (45 mph): 800 feet
   - NE 20th Street to NE 2nd Street (35 mph): 500 feet
   - NE 2nd Street to SW Neff Way (25 mph): 350 feet
   - SW Neff Way to SE 40th Street (35 mph): 500 feet
   - SE 40th Street to SE 50th Street (45 mph): 800 feet
   - SE 50th Street to south UGB (55 mph): 1,320 feet

   US 20:

   - US 101 to NE Harney Street (30 mph): 500 feet
   - NE Harney Street to east UGB (55 mph): 1,320 feet

LIFELINE ROUTES

Newport's location on the Oregon Coast makes it vulnerable to both earthquakes and tsunamis. Statewide planning efforts have previously identified seismic lifeline routes and tsunami evacuation routes within Newport. The Oregon Seismic Lifeline Routes are a set of streets designated to facilitate emergency response and rapid economic recovery following a disaster. These routes are categorized as Tier 1, 2 and 3, with higher tier routes prioritized for seismic retrofits on existing state-owned facilities[5]. Within Newport, US 101 (north of US 20) is a designated Tier 1 lifeline route. Both US 101 (south of US 20) and US 20 are designated Tier 3 lifeline routes. These routes are identified in Technical Memorandum #10 in the Appendix.

In the event of a tsunami, the City's beach front, creek drainages, and the south beach area will need to evacuate. The tsunami hazard areas and identified evacuation assembly areas are also identified in Technical Memorandum #10 in the Appendix. Specific evacuation routes for each low-lying area are also available online. While much of Newport is outside of the tsunami inundation area, it is still susceptible to other hazards resulting from a seismic event (i.e., bridge failure).

Ensuring the lifeline and evacuation routes serve their intended purpose both during and following a disaster will be critical to ensure public safety and facilitate recovery. This TSP includes projects that promote seismic resilience on lifeline routes, adds pedestrian or bicycle facilities on evacuation routes, and other wayfinding projects.

STREET STORMWATER DRAINAGE MANAGEMENT

The City of Newport Municipal Code states that drainage facilities should be designed to consider the capacity and grade necessary to maintain unrestricted flow from areas draining from a new land division and to allow extension of the system to serve such areas. In addition to providing conveyance capacity, improvements to City streets should incorporate stormwater Best Management Practices (BMPs) to mitigate the negative effects to water quality and attenuate runoff volumes and peak flows where practical. The type and extent of these BMPs will depend on the extent of the improvements, potential pollutant loading and potential for significant downstream impacts due to increased peak flows and volumes. The physical constraints of topography or environmentally sensitive, historic or developed areas that make constructing or reconstructing a roadway a challenge also apply to finding suitable space for stormwater management BMPs. See TSP Appendix M for some of the potential BMP types and where they may be suitable.

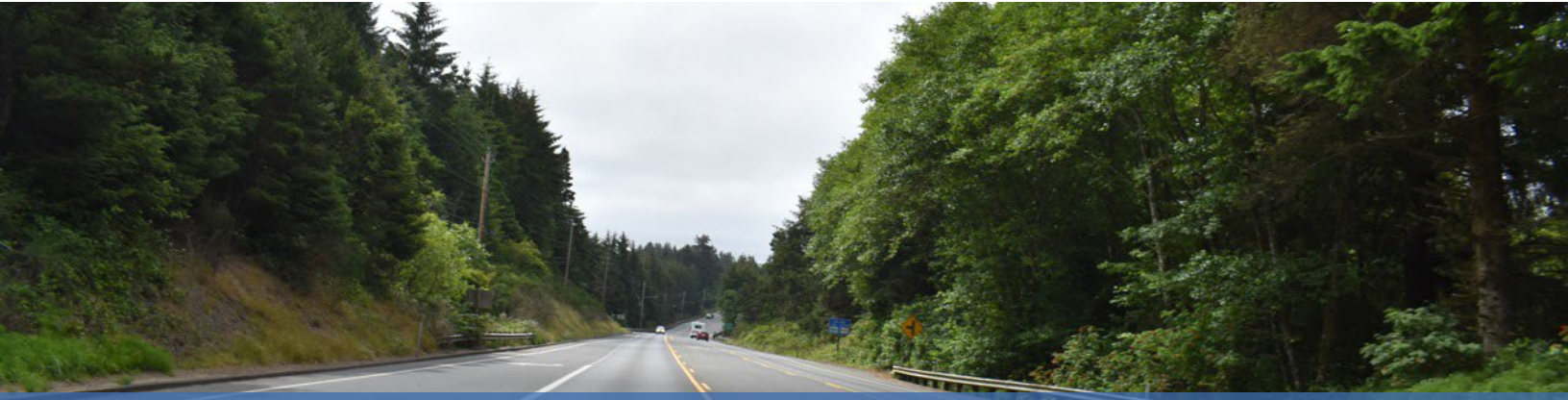
[5] The routes identified as Tier 1 are the most significant and necessary to ensure a functioning statewide transportation network. A functioning Tier 1 lifeline system provides traffic flow through the state and to each region. The Tier 2 lifeline routes provide additional connectivity and redundancy to the Tier 1 lifeline system. The Tier 2 system allows for direct access to more locations and increased traffic volume capacity, and it provides alternate routes in high-population regions in the event of outages on the Tier 1 system. The Tier 3 lifeline routes provide additional connectivity and redundancy to the lifeline systems provided by Tiers 1 and 2.

Prior to construction of any transportation improvements, a project specific stormwater investigation should be completed to determine the site specific constraints and appropriate BMPs. The ODOT Hydraulics Manual along with DEQ stormwater guidance should be consulted for specific design parameters.

A review of the downstream stormwater conveyance system should be completed as part of any modifications to ensure that the runoff is not contributing to issues with capacity or integrity of the stormwater outfall. The extent of the downstream analysis will depend on the extent of the improvements and specific site conditions.

AGATE BEACH STORMWATER CONSIDERATIONS

As noted in the Geotechnical Consultation for Agate Beach memorandum prepared by Foundation Engineering, Inc. as part of the TSP update, the Agate Beach neighborhood is experiencing a high amount of coastal erosion along with potential for settlement of undocumented fill in the low-lying areas. A site-specific analysis by a certified engineering geologist is required for development within areas of high risk of erosion, settlement or landslides. These constraints make the need for stormwater BMPs that attenuate peak flows and volumes even more critical to ensuring that erosion and settlement isn't exacerbated by newly constructed transportation infrastructure. With potential for erosion and the presence of undocumented fill, facility types that rely on infiltration (drywells, soakage trenches, infiltration planters/basins) may not be appropriate due to the varying infiltration capacity and potential to increase settlement or erosion. Flow-through facilities such as swales, vegetated filter strips or mechanical treatment are likely more appropriate, with structured/mechanical treatment being the most likely approach to achieve stormwater management goals while minimizing the potential for increased settlement or erosion.



Chapter 5: Project Development and Evaluation

This chapter describes the process followed to develop the transportation system improvement projects.

PROCESS FOR DEVELOPING PROJECTS

The project team developed the recommended transportation solutions using guidance provided by the project goals and with input from three main sources:

- Stakeholders (via advisory committee meetings, in-person events, online open houses, community workshops, project website comments, and mail-in survey responses)
- Previous Plans (such as the 2012 Newport Transportation System Plan, Oregon Coast Bike Route Plan, Yaquina Bay State Recreation Site Plan)
- Independent Project Team Evaluation (Technical Memoranda #5 through #8 Existing and Future Transportation Conditions and Needs Evaluation, and Solutions Evaluation)

The full list of projects in this TSP are referred to as Aspirational Projects. Aspirational projects include all identified projects for improving the transportation network along major streets in Newport, regardless of their priority or their likelihood to be funded. This TSP focuses on streets in the City with a vehicle functional classification of neighborhood collector and higher. Additional improvements beyond the Aspirational project list will occur with private development in the UGB, including the build out of the local street network consistent with the standards in Chapter 4.

Newport's approach to developing transportation projects emphasized improved system efficiency and management over adding capacity. The approach considered four tiers of priorities that included:

1. Highest Priority – preserve the function of the system through management practices such as improved traffic signal operations, encouraging alternative modes of travel, and implementation of new policies and standards.

2. High Priority – improve existing facility efficiency through minor enhancement projects that upgrade roads to desired standards, fill important system connectivity gaps, or include safety improvements to intersections and corridors.

3. Moderate Priority – add capacity to the system by widening, constructing major improvements to existing roadways, or extending existing roadways to create parallel routes to congested corridors.

4. Lowest Priority – add capacity to the system by constructing new facilities.

The project team recommended higher priority solution types to address identified needs unless a lower priority solution was clearly more cost-effective or better supported the goals and objectives of the City. This process allowed the City to maximize use of available funds, minimize impacts to the natural and built environments, and balance investments across all modes of travel. The TSP planning process screens candidate projects to set aside those that may not be feasible due to environmental or existing development limitations. The remaining projects are a combination of new and previous ideas for the transportation system that seek to address the gaps and deficiencies in the City.

PROJECT FUNDING

Each project was reviewed to consider how it might be funded during the next 20 years. In general, the primary funding agency was assumed to be the current or future facility owner, as they are responsible to oversee construction and long-term maintenance. For the TSP, all projects were assigned to either Newport or the State as the primary funding agency. In some cases, funding partnerships were identified for projects that were expected to provide mutual benefits between agencies or where there were opportunities to accelerate projects to completion. It is important to note that these funding assumptions do not obligate any agency to commit to these projects. Each project was also assigned an assumed funding source, which included the City's North Side Urban Renewal District, South Beach Urban Renewal District and other City/State revenue (i.e., Federal Funding, State Highway Trust Fund, local gas tax, System Development Charges, etc.).

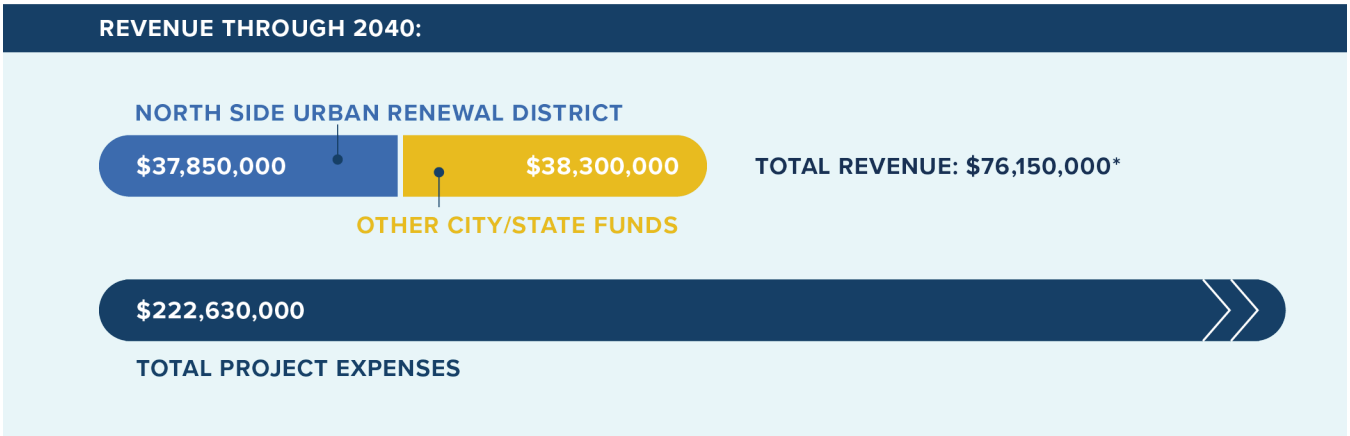
This TSP also presents a high priority subset of the City's Aspirational Projects that are constrained to a level of funding that is expected to be available for the next 20 years. While there may be other partnering opportunities with ODOT and Lincoln County Transit, these decisions are ultimately up to those agencies. Private development will also likely build TSP projects in coordination with land use actions and future development in the City. While projects related to property development or re-development may occur within the TSP planning horizon, no funding was assumed from current City revenue sources since these projects will not be needed until the fronting development occurs. If the City chooses to update the local transportation system development charge in the future to incorporate the updated project list from the TSP and reassess the corresponding fees, much of the private development share will likely be included in that fee[6].

Based on historical and forecasted funding levels, the City expects to have about $76 million through the year 2040 for transportation projects in this TSP (see Figure 36). This includes about

[6] The funding analysis for the TSP assumes new private development contributions towards transportation improvements based on the current system development charge project list and fees.

$38 million for projects in the North Side Urban Renewal District boundary and another $38 million from other City and State funding sources for other citywide projects. And although it was not included in the TSP revenue forecast, the South Beach Urban Renewal District will also provide an additional $3 million in funding for remaining projects in the district boundary. This is still far below the funding required to implement all the projects in this plan, which total approximately $222 million, but may be sufficient to advance many of the higher priority projects in the City. The City may consider increasing existing fee levels, or adding new funding options to close these gaps and better prepare to accommodate growth. Refer to Technical Memorandum #9 in the Appendix for more information on the expected transportation revenue and expenditures.

FIGURE 36: EXPECTED TRANSPORTATION FUNDING COMPARED TO PROJECT EXPENSES



Note: * The South Beach Urban Renewal District will also provide an additional $3 million in funding for remaining projects in the district boundary, beyond the $76 million shown.

SPECIAL STUDIES

A series of special transportation studies was conducted as part of the TSP. The detailed evaluation process considered solutions along US 101 and US 20 in the downtown area, as well as a possible Harney Street extension to establish a new circulation route through the east end of the City between US 20 and US 101, near NE 36th Street. These solutions are large-scale capital investments that could significantly alter Newport's transportation network and travel patterns by increasing roadway capacity and constructing enhanced bicycle and pedestrian facilities. Other low-cost transportation strategies were also considered to manage congestion at all highway intersections. The following sections summarize results of each special transportation study, including factors like the available right-of way or environmental constraints which could impact implementation.

US 101 CIRCULATION OPTIONS

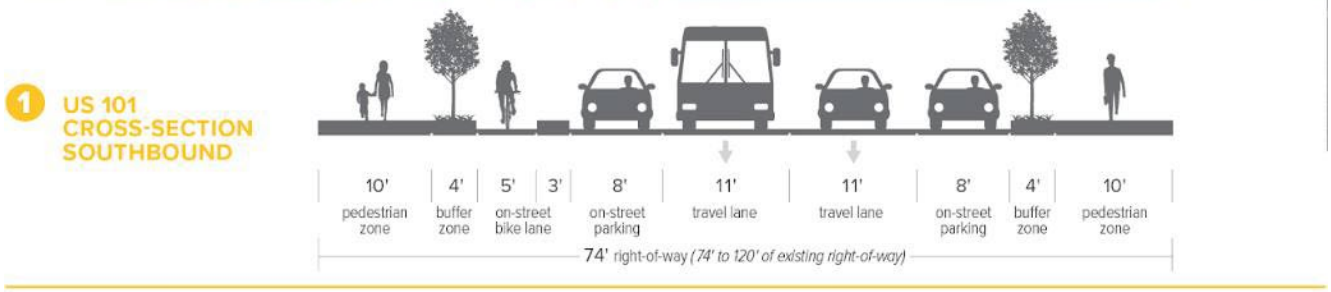
US 101 serves residents and visitors travelling along the Oregon Coast or within Newport. The highway, today, cuts through downtown Newport and creates a significant barrier for travel within the downtown core. High vehicle volumes on US 101 lead to significant congestion and delay on US 101 which limits access to existing local businesses and the hospital and fosters an auto-oriented downtown area. Limited existing right-of-way means that most of the roadway space is allocated to vehicle travel lanes with narrow sidewalks, narrow on-street parking, and no bicycle facilities. These characteristics limit economic development and tourism opportunities relative to other areas of the City.

Three circulation options were considered for US 101 as part of the TSP. The first option maintains the existing alignment of US 101 in downtown Newport but includes several streetscape alternatives to enhance the bicycle or pedestrian environment and increase business visibility. Two couplet options were also considered, either between SW Bayley Street and SW Angle Street or between SW Abbey Street and SW Angle Street. Both couplet options place northbound traffic on SW 9th Street while southbound traffic remains on the existing alignment of US 101. Converting US 101 to a couplet increases the total available right-of-way and allows wider sidewalks with protected bike facilities to be implemented along the corridor. These options also increase the total number of properties that front US 101 which may increase economic development opportunities for downtown Newport although extending the southern extent of the couplet to SW Bayley Street may reduce hospital access.

Each circulation option was evaluated both quantitatively and qualitatively for their impact on pedestrian travel, bicycle travel, vehicle operations, hospital access, economic redevelopment opportunities, streetscape opportunities, and cost. These options were also presented to the public at a series of online open houses and advisory committee meetings to gauge acceptance of the desired approach to circulation for US 101. Through the evaluation process, two primary options emerged, including the US 101 short couplet between SW Abbey Street and SW Angle Street, seen below in Figure 37, and an enhanced two-way version of US 101, shown in Figure 38. An evaluation of these two alternatives is provided in Table 9. These evaluation criteria were derived to measure performance of the alternatives against the primary objectives of the Northside Urban Renewal Area for the Commercial Core, and to tie the economic development potential to how the funds will be potentially leveraged.

As shown in Table 9, the US 101 short couplet option scored higher under each criterion and emerged as the preferred alternative, although neither option has been eliminated from further consideration. Constructing a couplet on US 101 between SW Abbey Street and SW Angle Street better manages traffic volumes on US 101 while also improving the bicycle and pedestrian environment and supporting economic development. Converting US 101 to one-way will address the existing delay and congestion issues at US 101/SW Hurbert Street and can better utilize the existing right-of-way, allowing for both wider sidewalks and protected bicycle facilities along the highway. However, the couplet option will impact some existing properties, as seen in Figure 37. Although the two-way option on US 101 is the less expensive of the circulation options, it is also likely to be less effective at addressing the identified needs, as shown in Table 9. A summary of the full evaluation for each US 101 circulation option is included in the Appendix.

FIGURE 37: US 101 SHORT COUPLET CIRCULATION OPTION



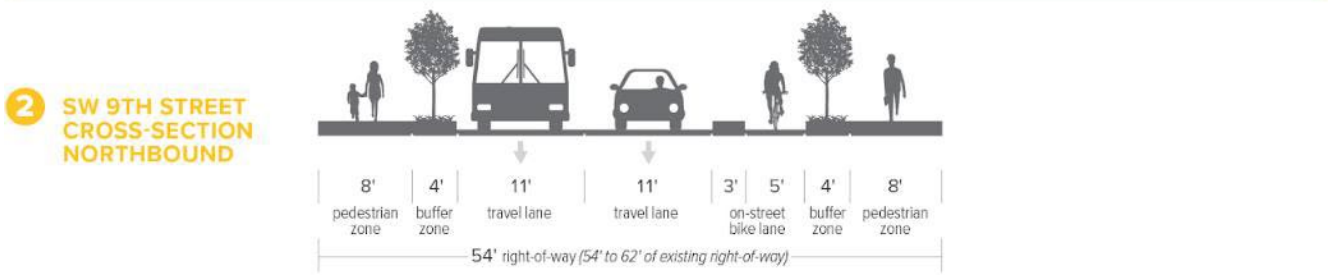
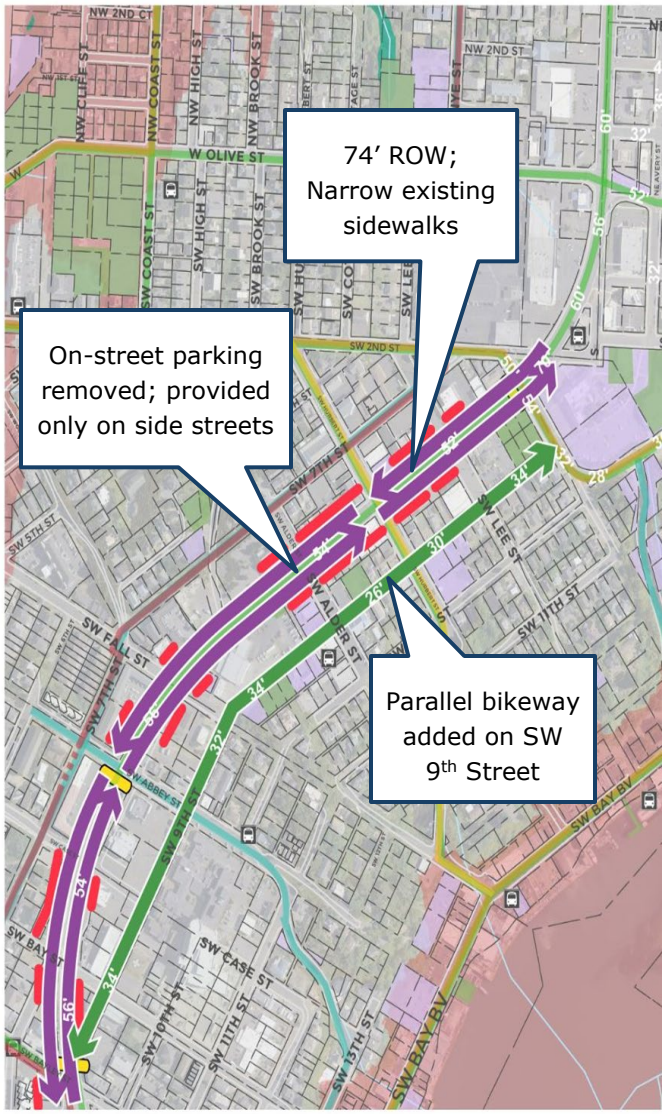
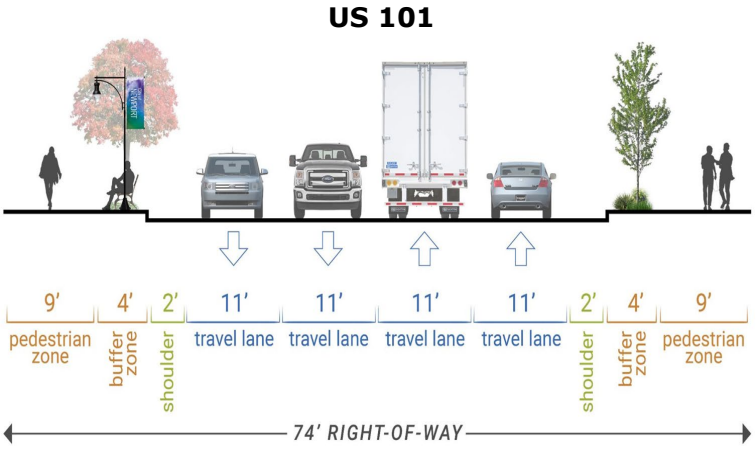


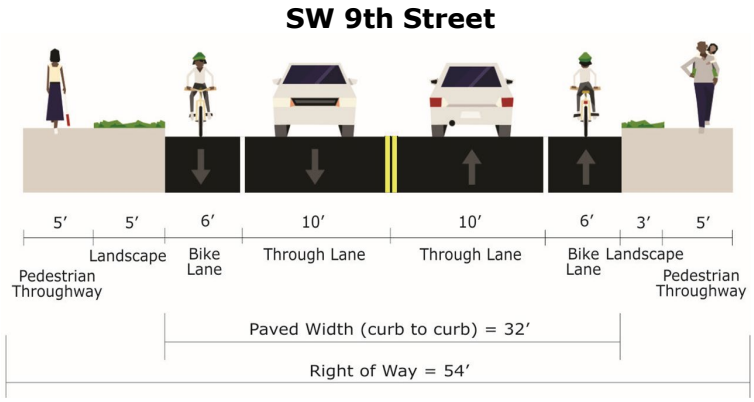
FIGURE 38: US 101 TWO-WAY CIRCULATION OPTION





US 101 Four Lane: Wider Sidewalk Option

- Remove on-street parking, with parking on side streets and lots
- Provide wider 11' travel lanes (from 10' today)
- Provide wider sidewalk area with landscape



SW 9th Street Bikeway

- Remove parking, reduce lane width and add bike lanes

TABLE 9: EVALUATION OF THE US 101 ALTERNATIVES

EVALUATION CRITERIA	US 101 TWO-WAY (WITH BIKE LANES ON SW 9TH STREET)	US 101 SHORT COUPLET (SW ABBEY STREET AND SW ANGLE STREET)
PROMOTES MIXED-USES AND ACTIVITY CENTERS	+ Traffic volume on SW 9th Street remains static; difficult to promote mixed use on US 101 due to high vehicle volume and limited separation from travel lanes, no bike facilities or parking	+ + + Concentrates investment in existing most active US 101 area; adds new opportunities on SW 9th Street; wider sidewalks and addition of bike lanes creates opportunities for residential over retail mixed use
DISTRIBUTES TRANSPORTATION INVESTMENT TO THE WIDEST RANGE OF OPPORTUNITY STREETS AND SITES	+ + Primary benefit on SW 9th Street only; US 101 remains the same	+ + + Better site access, visibility, and circulation improvements in SW Fall Street to SW Angle Street corridor
IMPROVES OVERALL MOBILITY	+ + Basic traffic calming and intersection cleanup; center turn lane reduces delays, where feasible	+ + + New traffic pattern, bikeways, sidewalk upgrades, parking
IMPROVES WALKING AND BIKING NETWORK	+ + Dedicated bikeways on SW 9th Street only; no bikeways on US 101; Walking degraded on US 101 as motor vehicles are closer to sidewalk	+ + + Overall improvements provide benefits; new facilities on both street segments
INCREASES STREETSCAPE IMPROVEMENT OPPORTUNITIES	+ + No change on US 101; new opportunities on SW 9th Street	+ + + Provides much space for streetscape upgrades
IMPROVES THE STREET GRID AND URBAN PATTERN	+ Overall circulation improvements; related side-street impacts	+ + + Major upgrades to highway segments and interconnected side streets

US 20 CIRCULATION OPTIONS

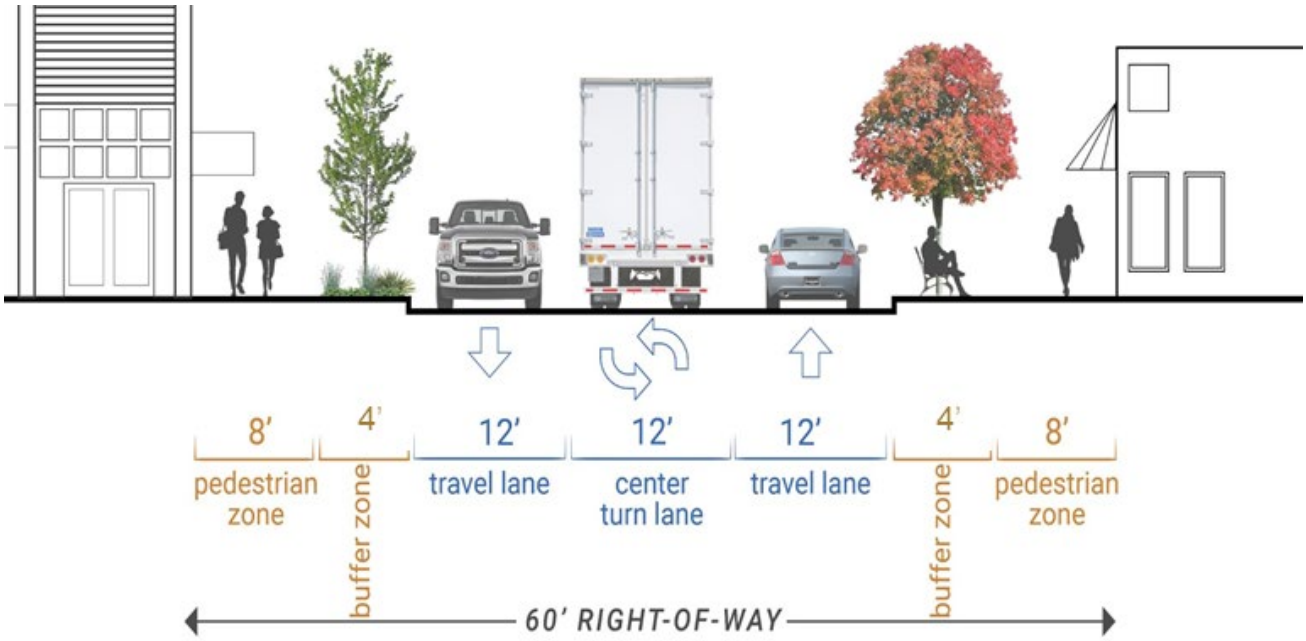
US 20 is the primary route that connects Newport east to Corvallis and other regional destinations along I-5. The existing three-lane section leads to significant congestion in the summer for traffic entering Newport that must turn at the US 101/US 20 intersection. The long vehicle queues approaching the US 101/US 20 signal reduce business access and increase delay for the existing, unsignalized intersections along US 20. Congestion on US 20 coupled with limited right-of-way and poor multimodal facilities also creates significant challenges for all users. Today, there are only narrow, curb-tight sidewalks for a portion of the corridor, no bicycle facilities, and limited opportunities for future widening to relieve congestion.

Two circulation options were considered for US 20 as part of the TSP. The first option maintains the existing alignment of US 20 in downtown Newport but includes several streetscape alternatives to enhance the bicycle or pedestrian environment. The second option constructs a couplet on US 20 between NE Harney Street/SE Moore Drive and US 101. This option would place westbound traffic on NE 1st Street while eastbound traffic would remain on the existing alignment of US 20; US 20 westbound would tie back into the existing alignment prior to the US 101/US 20 intersection. Converting US 20 to a couplet increases the total available right-of-way and allows wider sidewalks with protected bike facilities to be implemented along the corridor. This option also increases the total number of properties that front US 20 which may increase economic development opportunities for downtown Newport although US 20 is located outside of Newport's historic downtown core.

The circulation options were evaluated both quantitatively and qualitatively for their impact on pedestrian travel, bicycle travel, vehicle operations, economic redevelopment opportunities, streetscape opportunities, and cost. These options were also presented to the public at a series of online open houses and advisory committee meetings to gauge acceptance of the desired approach to circulation for US 20. Through the evaluation process, maintaining two-way traffic on US 20, seen below in Figure 39, emerged as the preferred alternative. This option would include on-street bike facilities between NE Harney Street and NE Fogarty Street, but would include no bike facilities west of NE Fogarty Street to US 101. It would, however, be complemented by adjacent bike facilities along NE 1st Street to the north and SE 1st Street to the south, connected by an enhanced crossing at the SE Fogarty Street intersection with US 20. A summary of the full evaluation for each US 20 circulation option is included in the Appendix. Although this is the preferred cross section, US 20 is a Freight route and a Reduction Review route and will be subject to further review by ODOT.

Improving the existing streetscape on US 20 will improve segments of the bicycle and pedestrian environment at a comparably low cost. Although a couplet would increase vehicle capacity on US 20, the right-of-way needed to upgrade NE 1st Street and implement improvements at the US 101/US 20 signal outweigh the potential benefits of a couplet. Retaining the existing alignment of US 20 can improve segments of the bicycle and pedestrian environment while minimizing the negative impacts to the surrounding residential neighborhood.

FIGURE 39: PREFERRED US 20 CIRCULATION OPTION



US 101/US 20 INTERSECTION OPTIONS

Several improvement options were considered at the US 101/US 20 intersection. This intersection experiences high delay during the peak periods today, and the delay is forecasted to worsen in the future. High volumes on each approach to the intersection limit the potential for cost effective signal timing or other minor modifications to manage congestion. Alternatives considered included a two-lane roundabout and restricting the Olive Street approach to a single direction (i.e., westbound only), but ultimately adding a second southbound left turn lane from US 101 to eastbound US 20 emerged as the preferred option. This improvement will widen the southbound US 101 approach to US 20 to include six lanes (two southbound through lanes, two southbound left-turn lanes, and two northbound lanes), will require widening along US 20 to include a second receiving lane, and will enhance sidewalks and add bike lanes near the intersection. These improvements will likely have significant impacts to properties surrounding the intersection. While the concepts have highlighted the potential property impacts, they are only illustrative at this stage of the planning process and will be fully vetted and ultimately determined during the engineering design process prior to the construction drawings. It is worth noting that the PAC prefers a widening option that focuses the US 101 widening to the east, since it had the lowest impact to adjacent properties.

HARNEY STREET EXTENSION

Newport does not have a parallel route on the east side of US 101 to connect northern areas of the city to the downtown core, so most vehicle trips between these areas must occur on US 101. The Harney Street Extension proposes a new minor arterial road between NE 7th Street and NE Big Creek Road before connecting to US 101 at the proposed NE 36th Street traffic signal. This extension will provide a continuous connection between US 20 and NE 36th Street with limited

access to amenities along US 101 north of NE 7th Street and allow travelers to bypass some of the most congested segments of US 101. The Harney Street extension will also provide a critical connection to serve future growth in this area.

The Harney Street extension was previously identified in long-range transportation plans, but this special study included additional refinement to understand the costs and benefits of this improvement. Figure 40 illustrates the refined project concept. The extension was evaluated both quantitatively and qualitatively for its impact on pedestrian travel, bicycle travel, vehicle operations, and cost.

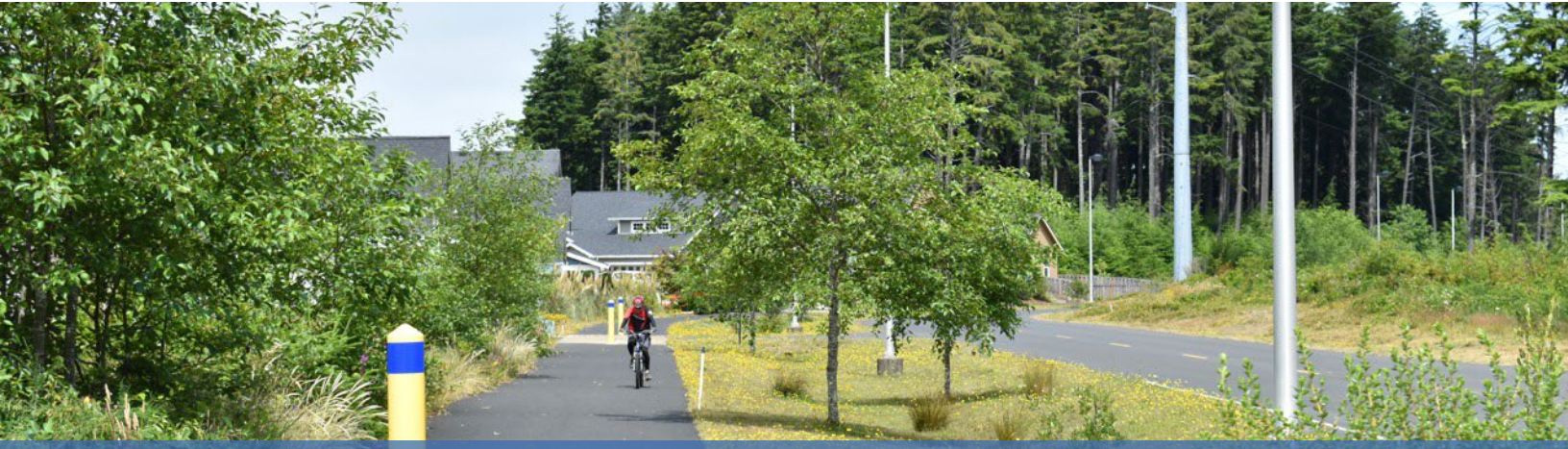
Due to the limited access to amenities along US 101 in Newport from the Harney Street extension, this road will primarily serve regional traffic travelling between US 20 and US 101 to the north of Newport along with future residential growth that is projected to occur along the proposed alignment. Between 4,000 and 7,000 vehicles are expected to use this extension by 2040 which will provide only modest relief for congestion on US 101 in Newport. However, this street extension will also include pedestrian and bicycle facilities to connect to Newport's planned network, significantly enhancing travel for these modes. The Harney Street extension will enhance local circulation for Newport although the high project cost makes this a lower priority improvement for Newport.

FIGURE 40: HARNEY STREET EXTENSION CONCEPTUAL ALIGNMENT

ALTERNATIVE HIGHWAY MOBILITY TARGETS

Assuming Newport grows in accordance with its current adopted land use plan and travelers continue to rely heavily on private automobiles for their trips, roadways in the City will not be able to meet ODOT's v/c ratio-based mobility targets in the Oregon Highway Plan. In this situation (which is common in communities with roadways that experience high travel demands), adoption of alternative mobility targets is appropriate. Alternative mobility targets reflect realistic expectations for roadway performance at the end of the 20-year planning horizon, based on traffic projections. Adopting realistic alternative targets relieves the state and local governments from having to limit development or make investments to comply with targets they cannot possibly achieve.

PLACEHOLDER



Chapter 6: Projects and Priorities

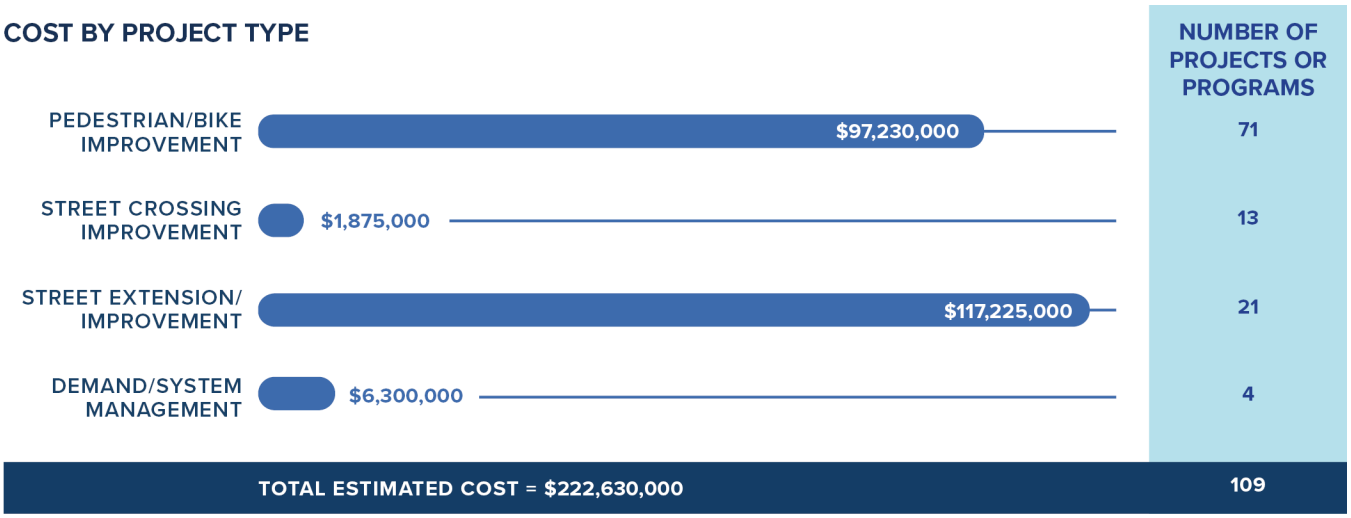
This chapter describes the transportation system improvement projects identified to address the system needs discussed in Chapter 3.

ASPIRATIONAL PROJECTS

The full aspirational list includes 109 projects totaling over $222 million in total investments (see Figure 41). For the purposes of cost estimates, project design elements are identified, however, the actual design elements for any project are subject to change and will ultimately be determined through a preliminary and final design process and are subject to City, ODOT and/or other partner agency approval. The Aspirational projects were assigned to one of several categories:

- **Street Extension/Street Improvement** – these projects will improve or construct new multi-modal streets and intersections throughout the UGB, each with facilities for motorists, pedestrians and bicyclists. They are listed with project identification numbers beginning with "INT", "EXT" and "REV". The TSP includes a total of 21 projects that, as of 2021, will cost an estimated $117.2 million to complete.
- **Pedestrian/ Bike Improvement** – these projects include stand-alone sidewalk, path and an integrated network of bicycle lanes, marked on-street routes and shared-use paths to facilitate safe and convenient travel citywide. They are listed with project identification numbers beginning with "SW", "TR", "BR", "SBL" and "BL". A total of 71 pedestrian and bicycle projects were identified that, as of 2021, will cost an estimated $97.2 million to complete.
- **Street Crossing Improvement** – these projects will improve safety and mobility at street crossings throughout the UGB. They are listed with project identification numbers beginning with "CR". A total of 13 projects were identified to construct new or improve existing crossings that, as of 2021, will cost an estimated $1.8 million to complete.
- **Demand/ System Management** – these projects will encourage more efficient usage of the transportation system. They are listed with project identification numbers beginning with "PRO". The TSP includes four projects that, as of 2021, will cost an estimated $6.3 million.

FIGURE 41: LEVEL OF INVESTMENT BY MODE OF TRAVEL



PRIORITIZING ASPIRATIONAL PROJECTS

Unless the City expands its funding options, most of the Aspirational projects identified are not reasonably likely to be funded by 2040. For this reason, projects from the Aspirational list were evaluated and ranked using a set of evaluation criteria that reflect how well it achieves the transportation goals and objectives described in Chapter 2. The prioritization score was calculated for each project using the criteria associated with 8 of the 9 TSP goals. TSP Goal 9 (Work with Regional Partners) did not have any associated criteria and was therefore not a factor in the evaluation score calculation.

There was a total of 13 criteria overall associated with the TSP Goals, as some goals had more than one criterion. The projects were initially given a score of 1 (one) for each of the 13 criteria it addressed, with each goal weighted equally, resulting in overall possible scores ranging from 0 to 8. Projects were then assigned an evaluation rank of "high" for projects with the highest total scores, "medium" for the middle one-third of project scores, and "low" for projects with the lowest total scores (see Table 10). The methodology for calculating the scores for each criterion can be found in Technical Memorandum #8 in the Appendix.

The final priority ranks listed in Table 10 were used to divide projects from the Aspirational project list into two improvement packages, referred to as Financially Constrained and Unconstrained (see descriptions of these improvement packages in the following sections). The project priority rankings do not create an obligation to construct projects in any order and it is recognized that these priorities may change over time. The City of Newport will use the priorities listed in this TSP to guide investment decisions but will also regularly reassess local priorities to leverage new opportunities and reflect evolving community interests.

The City is not required to implement projects identified on the Financially Constrained list first. Priorities may change over time and unexpected opportunities may arise to fund particular projects. The City is free to pursue any of these opportunities at any time. The purpose of the

Financially Constrained project list is to establish reasonable expectations for the level of improvements that will occur and give the City initial direction on where funds should be allocated.

FINANCIALLY CONSTRAINED PROJECTS

Financially Constrained projects are the most valued, in terms of how they meet critical needs and how well they work to deliver on community goals. Projects in this group have a total construction budget that is similar to the reasonably available funding over the planning horizon, meaning the $76 million that is likely to be available through existing City and State funding sources. This package also includes the $3 million in additional funding from the South Beach Urban Renewal District for remaining projects in the district boundary, beyond the $76 million.

The projects included in the Financially Constrained list are shown in Table 10 and Figure 42, Figure 43, Figure 44, Figure 45, Figure 46 and Figure 47. These projects were grouped within the following priority horizons, based on the overall project evaluation score and available funding:

- **Tier 1:** Projects recommended for implementation within 1 to 10 years.
- **Tier 2:** Projects likely to be implemented beyond 10 years.

UNCONSTRAINED PROJECTS

Unconstrained projects are those remaining from the Aspirational list that likely will not include funding by 2040. The projects included in the Unconstrained list are shown in Table 10 and Figure 42, Figure 43, Figure 44, Figure 45, Figure 46 and Figure 47. These projects were grouped within the following priority horizons, based on the project evaluation score:

- **Unconstrained Tier 1:** Projects with the highest priority for implementation beyond the projects included on the Financially Constrained list, should additional funding become available.
- **Unconstrained Tier 2:** The last phase of projects to be implemented, should additional funding become available.

ASPIRATIONAL PROJECT TABLE AND FIGURES

The Aspirational projects listed in Table 10 are also displayed on Figure 42, Figure 43, Figure 44, Figure 45, Figure 46 and Figure 47, with the corresponding figure shown in the column labeled "Map Area" (i.e., North, Downtown or South). Multimodal projects (i.e., "SW", "TR", "BR", "SBL", "BL" and "CR" labels) and motor vehicle projects (i.e., "INT", "EXT" and "REV" labels) are displayed on separate figures in each map area. The "north area" maps are shown in Figure 42 and Figure 43, the "downtown area" maps shown in Figure 44 and Figure 45, and the "south area" maps shown in Figure 46 and Figure 47.

The project identification numbers in the first column are coded to indicate the category of the improvement, as follows:

- "INT" to represent an intersection improvement project
- "EXT" to represent a roadway extension project
- "REV" to represent an existing roadway improvement or reconfiguration project
- "SW" to represent a sidewalk improvement project
- "TR" to represent a trail or shared use path improvement project
- "BR" to represent a bike route improvement project
- "SBL" to represent an improvement project to add separated or buffered bike lanes
- "BL" to represent an improvement project to add standard bike lanes
- "CR" to represent a roadway crossing improvement project
- "PRO" to represent a citywide demand or system management project

The improvement package for each Aspirational project is shown in the column labeled "Package", and is either Financially Constrained (i.e., projects likely to be funded) or Unconstrained (i.e., projects not likely to be funded).

TABLE 10: ASPIRATIONAL PROJECTS

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
INT1	**US 101/NE 73rd Street** Improve the intersection with either a traffic signal or roundabout. Cost assumes installation of a traffic signal.	State	City/State Funds	$950,000	Medium	1,2,4,8	Unconstrained	Unconstrained Tier 2	North
INT3	**US 101/NW Oceanview Drive** Widen the eastbound NW Oceanview Drive approach to include separate left and right turn lanes.	State	NURA	$225,000	Low	2,8	Unconstrained	Unconstrained Tier 2	North
INT4	**US 101/US 20** Construct a second southbound left turn lane. Requires a signal modification, widening along US 101 and along the south side of US 20 to support a second receiving lane, and conversion of the US 101/NE 1st Street intersection to right-in, right-out movements only.	State	NURA	$5,000,000	High	1,2,4,7, 8	Financially Constrained	Tier 1	Downtown
INT6	**US 20/SE Moore Drive/NE Harney Street** Improve the intersection with a traffic signal (with separate left turn lanes on the northbound and southbound approaches). Coordinate improvements with Project SBL1.	State	NURA	$1,050,000	Medium	1,2,4,8	Financially Constrained	Tier 1	Downtown

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INT8	**US 101/NE 36th Street** Improve the intersection with either a traffic signal (with separate left and right turn lanes for westbound traffic) or a roundabout. Cost assumes installation of a traffic signal.	State	City/State Funds	$1,175,000	Medium	1,2,4,8	Unconstrained	Unconstrained Tier 2	North
INT9	**US 101/SW 40th Street** Improve the intersection with a traffic signal. Cost assumes installation of a traffic signal, curb ramps, striping, signing and repaving, as identified in the South Beach Refinement Plan.	State	SBURA	$1,550,000	High	1,2,4,7, 8	Financially Constrained	Tier 1	Downtown
INT10	**US 20/Benton Street** Restripe northbound approach to include separate left/through lane and right turn lane (requires removal of on-street parking).	State	NURA	$75,000	Low	2,8	Unconstrained	Unconstrained Tier 2	Downtown
INT11	**US 101/NW-NE 6th Street** Realign NW 6th Street to the north and/or NE 6th Street to the south to create a standard 4-leg intersection. Requires right-of-way acquisition and a signal modification.	State	NURA	$3,075,000	Low	1,2,4	Unconstrained	Unconstrained Tier 2	Downtown
INT12	**US 101/NE 57th Street** Realign approach to intersect with NW 58th Street.	State	NURA	$1,275,000	Low	1,2	Unconstrained	Unconstrained Tier 2	North

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EXT1	**NW Gladys Street (from NW 55th Street to NW 60th Street)** Improve NW Gladys Street to create a continuous neighborhood collector street.	Newport	NURA	$1,100,000	Medium	1,2,3,6	Financially Constrained	Tier 2	North
EXT3	**NE 6th Street (from NE Laurel Street to NE Newport Heights Drive)** Extend NE 6th Street to create a continuous neighborhood collector street.	Newport	City/State Funds	$5,200,000	Low	2,3,7	Unconstrained	Unconstrained Tier 2	Downtown
EXT4	**NE Harney Street (from NE 7th Street to NE Big Creek Road)** Extend NE Harney Street to create a continuous major collector street and install a mini roundabout at the intersection of NE Harney Street/NE 7th Street.	Newport	City/State Funds	$58,600,000	High	2,3,4,6, 7	Unconstrained	Unconstrained Tier 1	North, Downtown
EXT8	**SE Ash Street-SE Ferry Slip Road (from SE 40th Street to SE 42nd Street)** Extend SE Ash Street-SE Ferry Slip Road to create a continuous major collector street.	Newport	City/State Funds	$2,275,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	Downtown

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EXT9	**SE 50th Place (from Emery Trailhead to US 101)** Extend SE 50th Place to the entrance of South Beach State Park at US 101 to create a continuous major collector street. Cost includes the construction of a shared use path on one side and widening of US 101 to create a southbound left turn lane.	Newport	City/State Funds	$3,375,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	Downtown, South
EXT10	**SE 62nd Street (from current terminus to SE 50th Place)** Extend SE 62nd Street from the current terminus to SE 50th Place, near Emery Trailhead, to create a continuous major collector street. Cost includes the construction of a shared use path on one side.	Newport	City/State Funds	$6,150,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	Downtown, South
EXT11	**SE Harborton Street (from SE College Way to SE 62nd Street extension)** Extend SE Harborton Street to the SE 62nd Street extension intersection with SE 50th Place to create a continuous major collector street. Cost includes the construction of a shared use path on one side.	Newport	City/State Funds	$4,000,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	Downtown, South

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EXT12	**NW Nye Street (from NW Oceanview Drive to NW 15th Street)** Extend/Improve NW Nye Street to create a continuous neighborhood collector street between NW Oceanview Drive and NW 15th Street. Cost assumes bridge will be needed, installation of a sidewalk, and signing and striping as needed to designate a shared bike route.	Newport	City/State Funds	$3,100,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North, Downtown
REV1	**NW Oceanview Drive (from NW Nye Street Extension to NW 12th Street)** Convert NW Oceanview Drive to one-way southbound between the NW Nye Street Extension and NW 12th Street and shift northbound vehicle traffic to NW Nye Street. Cost assumes utilization of the existing roadway width to include a southbound travel lane for vehicles, and an adjacent shared use path for pedestrians and bicycles. Project EXT12 must be completed before Project REV1.	Newport	City/State Funds	$350,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North, Downtown

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REV5	**Yaquina Bay Bridge Refinement Plan** Conduct a study to identify the preferred alignment of a replacement bridge, typical cross-section, implementation, and feasibility, and implement long-term recommendations from the Oregon Coast Bike Route Plan.	State	City/State Funds	$500,000	High	2,3,4,6, 7,8	Financially Constrained	Tier 1	Downtown
REV6	**US 101 and SW 9th Street (from SW Abbey Street to SW Angle Street)** Convert US 101 to one-way southbound between SW Abbey Street and SW Angle Street, and shift northbound US 101 to SW 9th Street. Cost assumes cross-sections as identified in Chapter 5 of this TSP, construction of new roadway segments to transition northbound traffic to and from SW 9th Street, and some intersection and crossing improvements. Specific treatments will be identified during design phase of the project.	State	NURA	$11,700,000	High	2,3,4,6, 7,8	Financially Constrained	Tier 1	Downtown

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REV7	**US 20 (from US 101 to NE Harney Street)** Enhance the existing street cross-section with widened sidewalks and new landscape buffers. Cost assumes cross-sections as identified in Chapter 5 of this TSP, with on-street bicycle lanes only provided between SE Fogarty Street and NE Harney Street. Requires a design exception and documented public acceptance. Parallel bicycle facilities provided between US 101 and SE Fogarty Street in Project BR5, TR12 and BL3.	State	NURA	$6,500,000	High	2,3,4,6, 7,8	Financially Constrained	Tier 1	Downtown
SW1	**NW 3rd Street (from NW Brook Street to NW Nye Street)** Complete existing sidewalk gaps using either standard sidewalk widths or restripe to provide a designated pedestrian walkway in-street.	Newport	City/State Funds	$1,100,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 1	Downtown
SW2	**NE 3rd Street (from NE Eads Street to NE Harney Street)** Complete existing sidewalk gaps.	Newport/ Lincoln County	City/State Funds	$950,000	Medium	1,2,3,6	Financially Constrained	Tier 2	Downtown

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SW3	**SW Elizabeth Street (from W Olive Street to SW Government Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$2,600,000	Medium	1,2,3,6	Financially Constrained	Tier 2	Downtown
SW6	**NE 7th Street (from NE Eads Street to NE 6th Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$2,175,000	Medium	1,2,3,6	Financially Constrained	Tier 2	Downtown
SW8	**NE Harney Street (from US 20 to NE 3rd Street)** Complete existing sidewalk gaps.	Newport	NURA	$700,000	Medium	1,2,3,6	Financially Constrained	Tier 2	Downtown
SW11	**SE Benton Street/SE 2nd Street/SE Coos Street/NE Benton Street (from SE 10th Street to NE 12th Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$3,050,000	Medium	2,3,6,8	Financially Constrained	Tier 2	North, Downtown
SW12	**SW 2nd Street (from SW Elizabeth Street to SW Nye Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$1,275,000	Medium	1,2,3,6	Financially Constrained	Tier 2	Downtown
SW13	**NW Nye Street (from W Olive Street to NW 15th Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$4,450,000	Medium	2,3,6,8	Financially Constrained	Tier 2	North, Downtown

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SW14	**NW/NE 11th Street (from NW Spring Street to NE Eads Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$2,150,000	Low	2,3,6	Financially Constrained	Tier 2	North, Downtown
SW16	**NW Edenview Way/NE 20th Street (from NW Oceanview Drive to NE Crestview Drive)** Complete existing sidewalk gaps.	Newport	City/State Funds	$2,475,000	Medium	1,2,3,6	Financially Constrained	Tier 2	North
SW17	**NW 60th Street (from US 101 to NW Gladys Street)** Complete existing sidewalk gaps.	Newport	NURA	$175,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	North
SW18	**SE 35th Street (from SE Ferry Slip Road to South Beach Manor Memory Care)** Complete existing sidewalk gaps as identified in the South Beach Refinement Plan.	Newport	SBURA	$750,000	High	1,2,3,6, 7	Financially Constrained	Tier 1	Downtown
SW19	**NW 8th Street/NW Spring Street (from NW Coast Street to NW 11th Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$1,175,000	Low	2,3,6	Financially Constrained	Tier 2	North, Downtown
SW20	**NW Gladys Street/NW 55th Street (from NW 60th Street to US 101)** Complete existing sidewalk gaps.	Newport	NURA	$1,425,000	Medium	2,3,6,8	Financially Constrained	Tier 2	North

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SW21	**US 101 (from NW 25th Street to NE 31st Street)** Construct pedestrian path on east side of US 101. Cost assumes 10-ft wide sidewalk with sheet pile wall.	State	NURA	$3,100,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North
SW22	**Yaquina Bay State Park Drive (from SW Elizabeth Street to SW Naterlin Drive)** Complete existing sidewalk gaps and install enhanced pedestrian crossings consistent with the Yaquina Bay State Recreation Site Master Plan.	Newport	State Funds	$2,250,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 2	Downtown
SW23	**SW Bay Boulevard (from SE Fogarty Street to SE Moore Drive)** Complete existing sidewalk gaps.	Newport	City/State Funds	$1,300,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 2	Downtown
SW24	**NW 55th Street (from NW Gladys Street to NW Piney Street)** Complete existing sidewalk gaps.	Newport	NURA	$1,775,000	Medium	2,3,6,8	Unconstrained	Unconstrained Tier 1	North
SW25	**NE Harney Street/NE 36th Street (from US 101 to NE Big Creek Road)** Complete existing sidewalk gaps.	Newport	City/State Funds	$5,300,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	North

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SW26	**NE Avery Street/NE 71st Street (from US 101 to NE Echo Court)** Complete existing sidewalk gaps.	Newport	City/State Funds	$2,475,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	North
SW27	**NE 12th Street (from US 101 to NE Benton Street)** Complete existing sidewalk gaps.	Newport	City/State Funds	$625,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	North, Downtown
SW28	**SW Bayley Street (SW Elizabeth Street to US 101)** Complete existing sidewalk gaps.	Newport	NURA	$325,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	Downtown
SW29	**US 101 (from SE Ferry Slip Road to SE 40th Street)** Complete the sidewalk gaps on the east side.	State	City/State Funds	$425,000	Medium	1,2,3,6	Financially Constrained	Tier 2	Downtown
SW30	**Yaquina Bay Road (from SE Vista Drive to SE Running Spring)** Complete existing sidewalk gaps on north side only.	Newport	City/State Funds	$1,800,000	Low	2,3,6	Unconstrained	Unconstrained Tier 2	Downtown
SW31	**SW Abalone Street (from US 101 to SW 35th Street)** Construct a sidewalk on the south side of SW Abalone Street.	Newport	City/State Funds	$350,000	Medium	2,3,4,6	Unconstrained	Unconstrained Tier 2	Downtown

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TR1	**NW Oceanview Drive (from US 101 to NW Nye Street Extension)** Construct a shared use path on one side. The short term improvement along this segment included in Project BR15.	Newport	City/State Funds	$4,775,000	High	1,2,3,6	Financially Constrained	Tier 1	North
TR2	**US 101 (from NW Lighthouse Drive to 600 feet north of NW 77th Court)** Construct a shared use path on the east side of US 101. Sidewalk infill will also be completed on the west side south of NW 60th Street. Shared use path project should be consistent with previous planning efforts (e.g., Agate Beach Historic Bicycle/Pedestrian Path, Lighthouse to Lighthouse Path).	State	NURA	$6,650,000	High	1,2,3,6, 7	Unconstrained	Unconstrained Tier 1	North

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TR3	**US 101 (from NW Lighthouse Drive to NW Oceanview Drive)** Construct a shared use path on the west side of US 101, with sidewalk infill on the east side. Shared use path project should be consistent with previous planning efforts (e.g., Agate Beach Historic Bicycle/Pedestrian Path, Lighthouse to Lighthouse Path). Cost included with Project TR8.	State	Federal Funds/ NURA	Included with Project TR8	High	1,2,3,4, 6,7	Financially Constrained	Tier 1	North
TR4	**US 101 (from SE 35th Street to SE 40th Street)** Construct a shared use path on the west side of US 101.	State	City/State Funds	$500,000	Medium	1,2,3,7	Unconstrained	Unconstrained Tier 1	Downtown, South
TR5	**US 101 (from SE 40th Street to South UGB)** Construct a shared use path on the west side of US 101.	State	City/State Funds	$5,500,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 2	Downtown, South
TR6	**NE Big Creek Road (from NE Fogarty Street to NE Harney Street)** Reconfigure the roadway to provide a shared use path. Cost assumes utilization of the existing roadway width to include a one-way 12 ft. travel lane and an adjacent shared use path.	Newport	City/State Funds	$450,000	High	2,3,4,5, 6,7	Financially Constrained	Tier 1	North, Downtown

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TR7	**NW Rocky Way (from NW 55th Street to NW Lighthouse Drive)** Construct a shared use path and other improvements as identified by the BLM/FHWA. Cost included with Project TR8.	Newport	Federal Funds/ NURA	Included with Project TR8	Medium	1,2,3,6	Financially Constrained	Tier 1	North
TR8	**NW Lighthouse Drive (from US 101 to terminus)** Construct a shared use path on one side and other improvements as identified by the BLM/FHWA. Cost includes pedestrian/bicycle crossing improvements at the intersection of US 101/NW Lighthouse Drive, and Projects TR3 and TR7.	State	Federal Funds/ NURA	$4,000,000	Medium	2,3,6	Financially Constrained	Tier 1	North
TR9	**SE 40th Street (from US 101 to SE Harborton Street)** Construct a shared use path on one side to complete existing gap.	Newport	City/State Funds	$675,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 1	Downtown
TR10	**US 101 (from NW Oceanview Drive to NW 25th Street)** Construct a shared use path along US 101. Note the side and extents are subject to further consideration.	State	NURA	$5,275,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 1	North

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TR12	**SE 1st Street (from SE Douglas Street to SE Fogarty Street)** Construct a shared use path. Cost assumes bridge will be needed.	Newport	NURA	$2,550,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
TR13	**South Beach Improvements** Pedestrian and bicycle priority improvements as identified in the South Beach Refinement Plan. This project does not include the cost associated with Project SW18.	Newport	SBURA	$700,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	n/a
BR1	**NE 12th Street (from NE Benton Street to NE Fogarty Street)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$25,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North, Downtown
BR2	**NE Harney Street/NE 36th Street (from NE Big Creek Road to US 101)** Install signing and striping as needed to designate as interim shared bike route. Long term, on-street bike lanes to be provided as part of the Harney Street extension (Project EXT4). Cost assumes interim improvement only.	Newport	City/State Funds	$75,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North

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BR3	**NE Eads Street (from NE 1st Street to NE 12th Street)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North, Downtown
BR4	**Yaquina Bay State Park Drive (from SW Elizabeth Street to SW Naterlin Drive)** Install signing and striping as needed to designate a bike route, consistent with the Yaquina Bay State Recreation Site Master Plan.	State	State Funds	$50,000	Medium	2,3,6,8	Unconstrained	Unconstrained Tier 2	Downtown
BR5	**SE 1st Street (from SE Coos Street to SE Fogarty Street), SE Fogarty Street (from US 20 to SE 2nd Street), and SE 2nd Street (SE Fogarty Street to SE Moore Drive)** Install signing and striping as needed to designate a bike route. Project TR12 must be completed before/with Project BR5.	City	NURA	$25,000	High	2,3,4,6, 8	Financially Constrained	Tier 1	Downtown

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BR7	**SW 2nd Street/SW Angle Street (from SW Elizabeth Street to SW 10th Street)** Install signing and striping as needed to designate a bike route. Specific intersection treatments at US 101 and SW 9th Street intersections to be determined with Project REV6.	Newport	City/State Funds	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	Downtown
BR9	**NW Edenview Way/NE 20th Street (from NW Oceanview Drive to NW Crestview Drive)** Install signing and striping as needed to designate a bike route. Restripe through US 101/NE 20th Street intersection to provide on-street bike lanes between the NW Edenview Way/NW 20th Street intersection and the eastern Fred Meyer Driveway.	Newport	City/State Funds	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North
BR10	**NW 60th Street/NW Gladys Street/NW 55th Street (from US 101 to US 101)** Install signing and striping as needed to designate a bike route through Agate Beach.	Newport	NURA	$25,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North
BR12	**NE Avery Street/NE 71st Street (from US 101 to NE Echo Court)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North

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BR13	**NW 3rd Street (from US 101 to NW Cliff Street)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	Downtown
BR14	**Yaquina Bay Bridge Interim Improvements** Install signing as needed to designate a bike route and implement other improvements as identified in the Oregon Coast Bike Route Plan such as flashing warning lights or advisory speed signs.	State	City/State Funds	$75,000	High	1,2,3,6, 8	Financially Constrained	Tier 1	Downtown
BR15	**NW Oceanview Drive Interim Improvements (from US 101 to NW Nye Street Extension)** Install signing and striping as needed to designate as an interim bike route and implement other improvements as identified in the Oregon Coast Bike Route Plan. Long term improvement along this segment included in Project TR1.	Newport	City/State Funds	$75,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North
BR16	**NW 55th Street (from NW Gladys Street to NW Pinery Street)** Install signing and striping as needed to designate a bike route.	Newport	NURA	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North

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BR17	**NW 6th Street (from NW Coast Street to NW Nye Street)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$25,000	Medium	2,3,6,8	Financially Constrained	Tier 1	Downtown
BR18	**NE 7th Street/NE 6th Street (from NE Eads Street to NE Laurel Street)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$50,000	Medium	2,3,6,8	Financially Constrained	Tier 1	Downtown
BR19	**NW Spring Street/NW Coast Street/SW Alder Street/SW Neff Way (from NW 12th Street to US 101)** Install signing and striping as needed to designate a bike route.	Newport	City/State Funds	$75,000	Medium	2,3,6,8	Financially Constrained	Tier 1	North, Downtown

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SBL1	**SE Moore Drive/NE Harney Street (from SE Bay Boulevard to NE 7th Street)** Restripe to install buffered bike lanes between SE Bay Boulevard and US 20; Widen to install buffered bike lanes between US 20 and NE Yaquina Heights Drive; Restripe and upgrade the existing on-street bike lanes between NE Yaquina Heights Drive and NE 7th Street (project removes on-street parking on one side only). Coordinate improvements through the US 20 intersection with Project INT6.	Newport	NURA	$825,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
SBL2	**US 101 (from Yaquina Bay Bridge to SW Abbey Street)** Construct a separated bicycle facility on US 101. Note the specified facility design and project extents are subject to review and modification.	State	NURA	$1,350,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
SBL3	**US 101 (from SW Angle Street to NW 25th Street)** Construct a separated bicycle facility on US 101. Note the specified facility design and project extents are subject to review and modification.	State	NURA	$5,915,000	High	1,2,3,4, 6	Unconstrained	Unconstrained Tier 1	North, Downtown

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SBL4	**US 101 (from Yaquina Bay Bridge to SE 35th Street)** Construct a separated bicycle facility on US 101. Note the specified facility design and project extents are subject to review and modification.	State	City/State Funds	$925,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
BL1	**SW Canyon Way (from SW 9th Street to SW Bay Boulevard)** Restripe to provide on-street bike lanes in uphill direction and mark sharrows in the downhill direction (project may require conversion of angle parking near SW Bay Boulevard to parallel parking).	Newport	City/State Funds	$25,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
BL2	**NW Nye Street/SW 7th Street (from NW 15th Street to SW Hurbert Street)** Restripe NW Nye Street to include on-street bicycle lanes (project removes on-street parking on one side only) between NW 15th Street and SW 2nd Street. Install signing and striping to designate SW 7th Street a shared bike route between SW 2nd Street and SW Hurbert Street.	Newport	City/State Funds	$100,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	North, Downtown

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
BL3	**NE 1st Street (from US 101/NE 1st Street intersection to US 20/NE Fogarty Street intersection)** Restripe to provide on-street bike lanes (project removes on-street parking on one side).	Newport	NURA	$100,000	High	1,2,3,4, 6,7	Financially Constrained	Tier 1	Downtown
BL4	**SW 9th Street (from US 101 to SW Fall Street)** Restripe or widen as needed to provide on-street bike lanes (project removes on-street parking).	Newport	NURA	$465,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
BL5	**SW Bayley Street (from US 101 to SW Elizabeth Street)** Restripe to provide on-street bike lanes (project removes on-street parking on one side).	Newport	NURA	$25,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
BL6	**SW Hurbert Street (from SW 9th Street to SW 2nd Street)** Restripe to provide on-street bike lanes (existing angle parking will be converted to parallel parking on one side). Specific intersection treatments at US 101 and SW 9th Street intersections to be determined with Project REV6.	Newport	NURA	$25,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
BL7	**NW/NE 6th Street (from NW Nye Street to NE Eads Street)** Restripe or widen as needed to provide on-street bike lanes (project removes on-street parking on one side).	Newport	City/State Funds	$775,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
BL8	**NW/NE 11th Street (from NW Spring Street to NE Eads Street)** Restripe to provide on-street bike lanes (project removes on-street parking on one side, although on-street parking may be impacted on both sides between NW Lake Street and NW Nye Street).	Newport	City/State Funds	$50,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North, Downtown
BL9	**NE 3rd Street (from NE Eads Street to NE Harney Street)** Widen as needed to provide on-street bike lanes.	Newport/ Lincoln County	City/State Funds	$525,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
BL10	**NE Yaquina Heights Drive (from NE Harney Street to US 20)** Widen as needed to provide on-street bike lanes.	Newport	City/State Funds	$8,075,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 1	Downtown

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
BL11	**SW Angle Street/SW 10th Street/SE 2nd Street/SE Coos Street/NE Benton Street (from SW 9th Street to Frank Wade Park)** Restripe to provide on-street bike lanes (project removes on-street parking on one side between NE 12th Street and US 20). Install signing and striping to designate NE Benton Street a shared bike route between NE 12th Street and NE Chambers Street/Frank Wade Park. Note 5 ft. bike lanes assumed between US 20 and SE 2nd Street. Construct with Project CR2.	Newport	City/State Funds	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North, Downtown
BL12	**SW Elizabeth Street (from SW Government Street to W Olive Street)** Restripe to provide on-street bike lanes (project removes on-street parking on one side).	Newport	City/State Funds	$75,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
BL13	**W Olive Street (from SW Elizabeth Street to US 101)** Restripe to provide on-street bike lanes (project removes on-street parking on one side). Note project requires modification of existing curb extensions at Coast Street; on-street bike lanes may terminate prior to the US 101 intersection to provide space for turn pockets.	Newport	City/State Funds	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
BL14	**Yaquina Bay Road (from SE Moore Drive to SE Running Spring)** Restripe or widen as needed to provide on-street bike lanes.	Newport	City/State Funds	$1,625,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
CR1	**NW 60th Street/US 101** Install an enhanced pedestrian and bike crossing to connect to the shared-use path on the east side of US 101.	State	NURA	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North
CR2	**SE Coos Street/US 20** Install an enhanced pedestrian and bicycle route crossing. Construct with Project BL11.	State	NURA	$200,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
CR3	**NW 55th Street/US 101** Install an enhanced pedestrian and bike crossing to connect to the shared-use path on the east side of US 101.	State	NURA	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
CR4	**NE Fogarty Street/US 20** Install an enhanced pedestrian and bicycle route crossing. This intersection should be designed to facilitate bicycle turn movements from US 20 on-street bike facilities to/from parallel bike facilities on side streets to the north and south. Construct with Project BR5 and/or Project BL3.	State	NURA	$200,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
CR5	**NW Oceanview/US 101** Install an enhanced pedestrian crossing.	State	City/State Funds	$150,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 1	North
CR6	**SE 32nd Street/US 101** Install an enhanced pedestrian crossing.	State	City/State Funds	$100,000	Medium	1,2,3,6	Financially Constrained	Tier 1	Downtown
CR7	**SW Naterlin Drive/US 101** Improve pedestrian connections between Yaquina Bay Bridge and downtown Newport through pedestrian wayfinding, marked crossings, and other traffic control measures.	State	City/State Funds	$25,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
CR8	**NW 68th Street/US 101** Install an enhanced pedestrian crossing.	State	City/State Funds	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
CR9	**Pacific Shores MotorCoach Resort/US 101** Install an enhanced pedestrian crossing to serve existing transit stops and RV park.	State	City/State Funds	$150,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 2	North
CR10	**NW 58th/US 101** Install an enhanced pedestrian and bike crossing to connect to the shared-use path on the east side of US 101.	State	NURA	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North
CR11	**NW 48th/US 101** Install an enhanced pedestrian and bike crossing.	State	City/State Funds	$150,000	Medium	1,2,3,6	Unconstrained	Unconstrained Tier 2	North
CR16	**NW 8th/US 101** Install an enhanced pedestrian crossing.	State	NURA	$150,000	Medium	1,2,3,6	Financially Constrained	Tier 1	North, Downtown
CR18	**SW Bay/US 101** Install an enhanced pedestrian crossing.	State	NURA	$150,000	High	1,2,3,4, 6	Financially Constrained	Tier 1	Downtown
PRO1	**Parking Management** Implement additional parking management strategies for the Nye Beach and Bayfront Areas. Strategies could include metering, permits, or other time restrictions.	Newport	City Funds	$600,000	Medium	2,5,8	Financially Constrained	Tier 1	n/a

PROJECT ID*	PROJECT DESCRIPTION	PRIMARY FUNDING AGENCY	POTENTIAL FUNDING SOURCE	ESTIMATED PROJECT COST (2021 DOLLARS)	PROJECT EVALUATION RANKING	TSP GOALS MET	PACKAGE**	PRIORITY HORIZON	MAP AREA
PRO2	**Transportation Demand Management** Implement strategies to enhance transit use in Newport. Specific strategies could include public information, stop enhancements, route refinement, or expanded service hours.	Newport	City Funds	$475,000	Medium	2,4,5,8	Financially Constrained	Tier 2	n/a
PRO3	**Neighborhood Traffic Management** Implement a neighborhood traffic calming program.	Newport	City Funds	$475,000	Medium	2,3,6,8	Financially Constrained	Tier 1	n/a
PRO4	**Yaquina Bay Ferry Service** Implement a foot ferry for bicyclists and pedestrians across Yaquina Bay.	State	City/State Funds	$4,750,000	High	2,3,4,6, 7	Unconstrained	Unconstrained Tier 1	n/a

Notes:* "INT" represents an intersection improvement project; "EXT" represents a roadway extension project; "REV" represents an existing roadway improvement or reconfiguration project; "SW" represents a sidewalk improvement project; "TR" represents a trail or shared use path improvement project; "BR" represents a bike route improvement project; "SBL" represents an improvement project to add separated or buffered bike lanes; "BL" represents an improvement project to add standard bike lanes; "CR" represents a roadway crossing improvement project; "PRO" represents a citywide demand or system management project.

** Financially Constrained = projects likely to be funded; Unconstrained = projects not likely to be funded.

FIGURE 42: ASPIRATIONAL MULTIMODAL PROJECTS (NORTH)

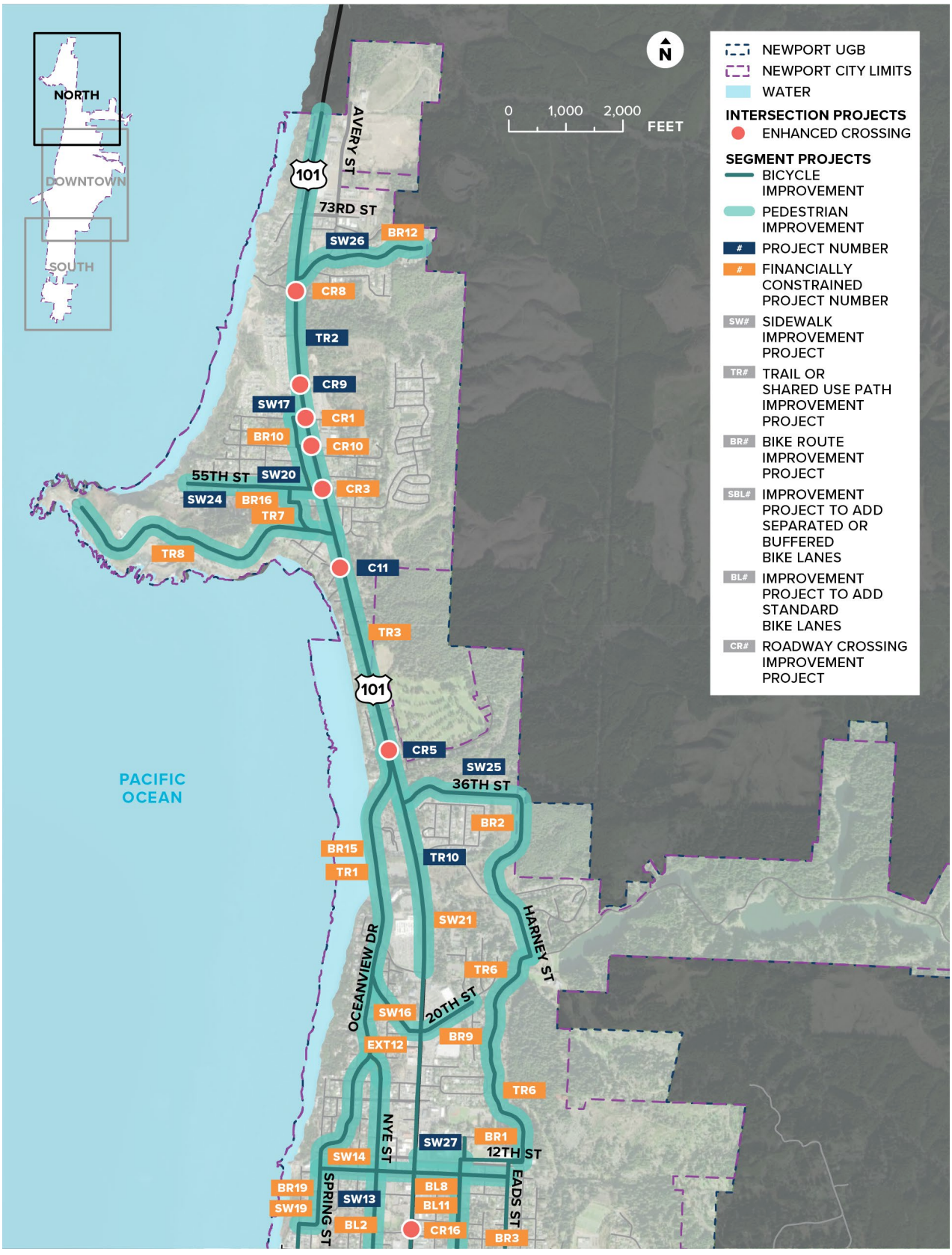


FIGURE 43: ASPIRATIONAL MOTOR VEHICLE PROJECTS (NORTH)

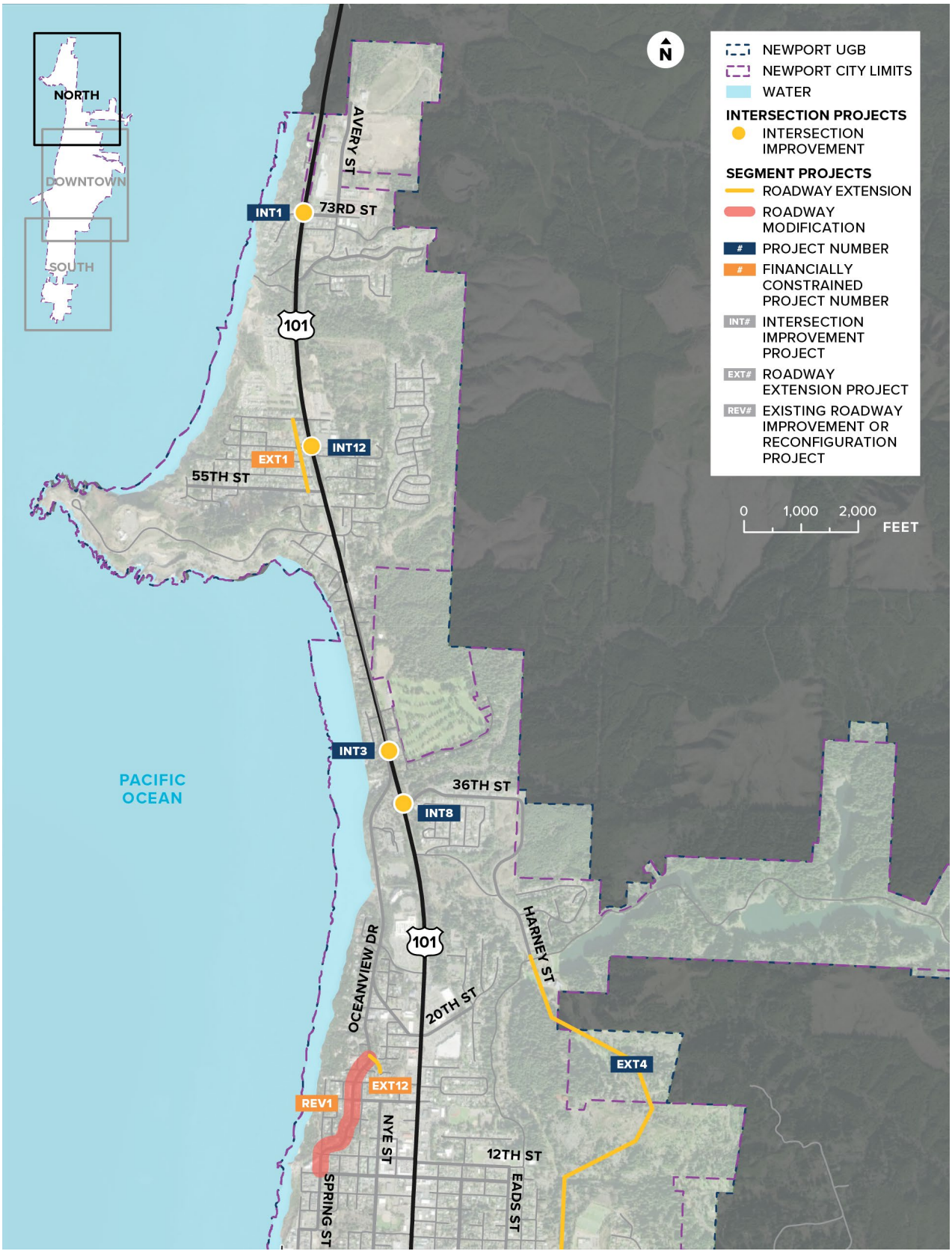


FIGURE 44: ASPIRATIONAL MULTIMODAL PROJECTS (DOWNTOWN)

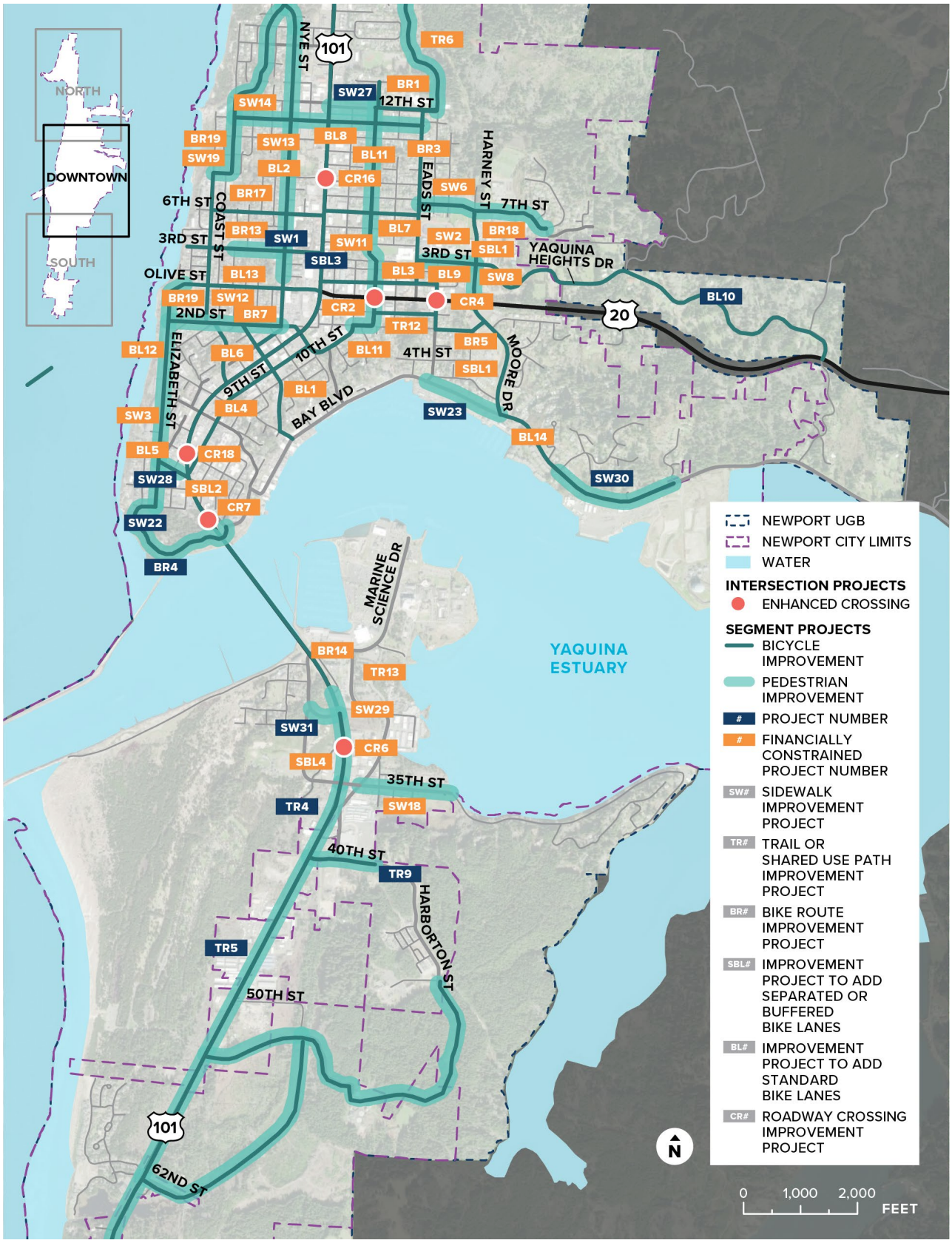


FIGURE 45: ASPIRATIONAL MOTOR VEHICLE PROJECTS (DOWNTOWN)

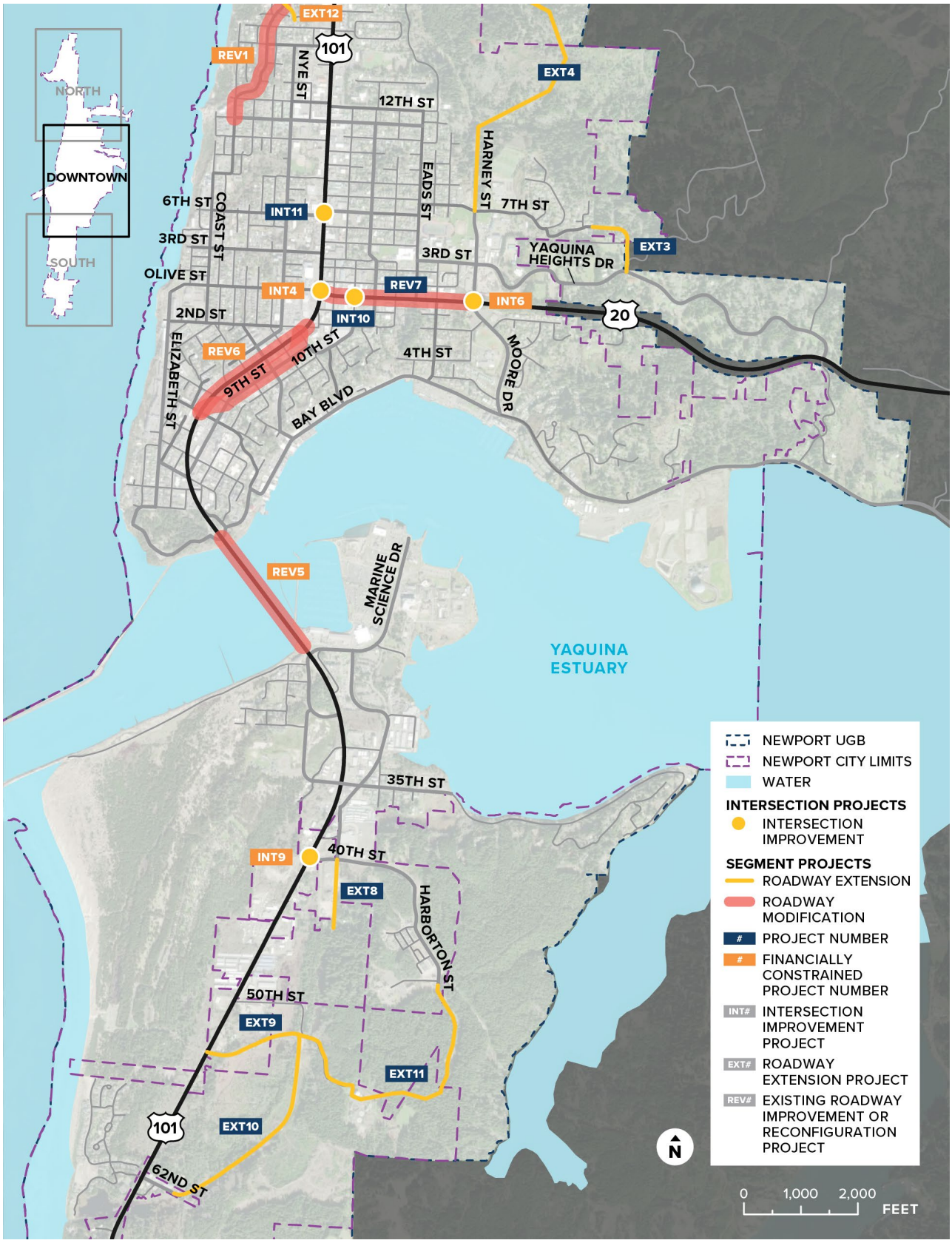


FIGURE 46: ASPIRATIONAL MULTIMODAL PROJECTS (SOUTH)

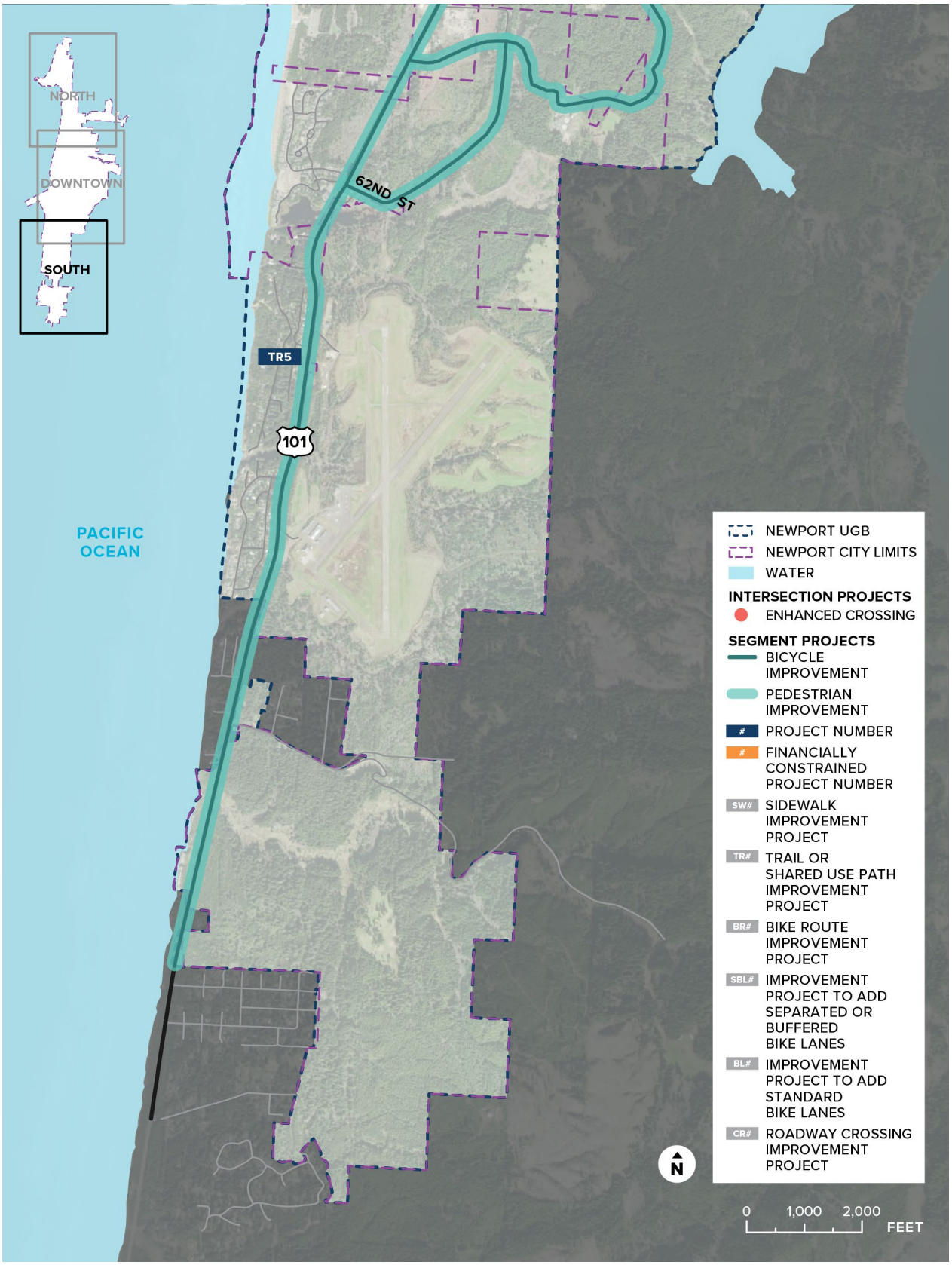
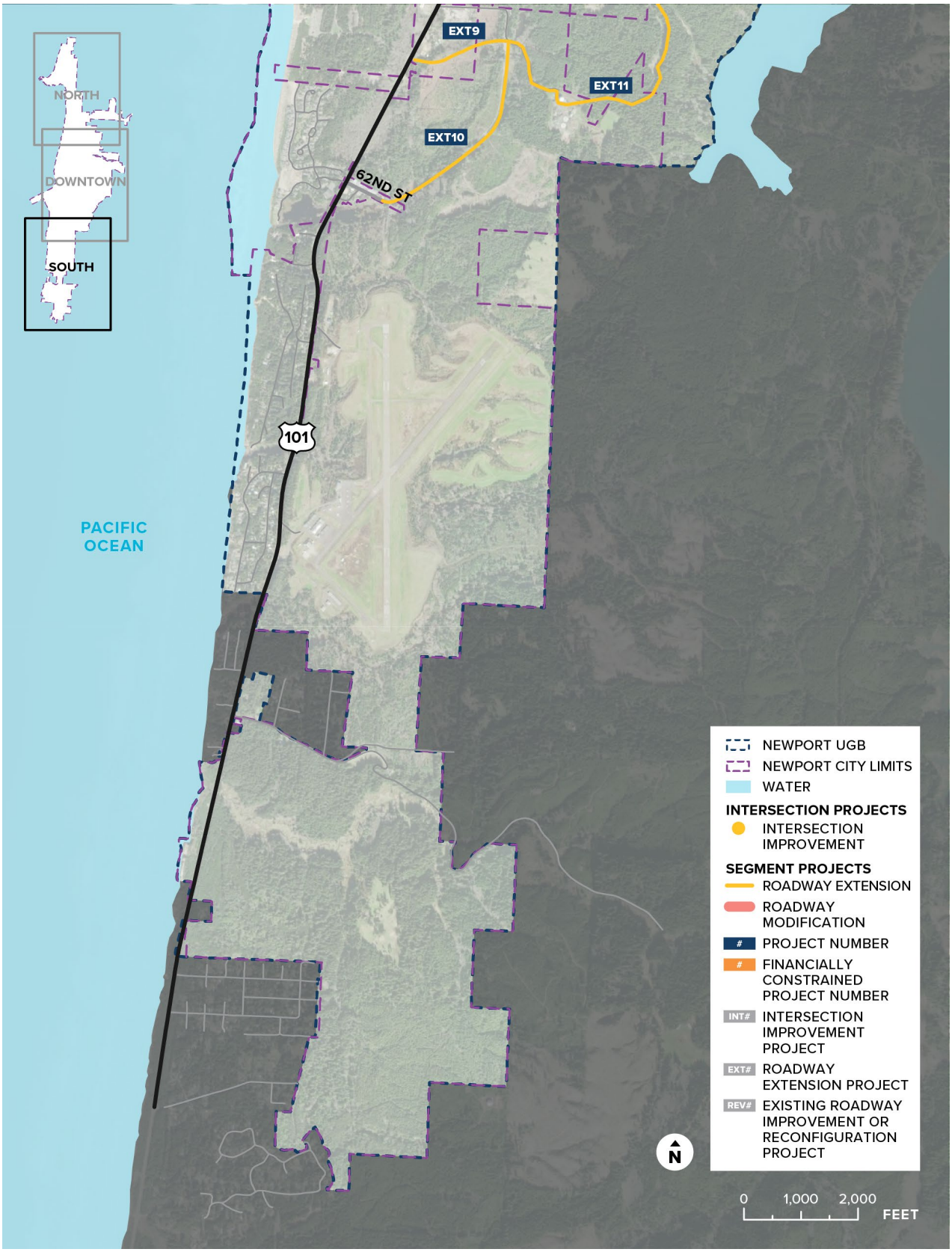


FIGURE 47: ASPIRATIONAL MOTOR VEHICLE PROJECTS (SOUTH)



Chapter 7: Implementation and On-Going Strategies

The foregoing chapters presented the goals, policies, plans and programs to support the city's Transportation System Plan and its vision of growth to 2040. The City of Newport TSP update incorporates several elements that require further action to facilitate full implementation of the plan. These implementation actions are described in the following sections.

Furthermore, it is recognized that there are a host of on-going community issues related to general transportation needs that will not be resolved by this TSP process and outcomes. These issues are acknowledged in the final section along with a summary of their status, applicable on-going strategies, and the expected path forward.

STEPS TO SUPPORT PLAN IMPLEMENTATION

SUPPLEMENTAL FUNDING OPTIONS

Providing adequate funding for capital investments and on-going maintenance of transportation systems and services is a major challenge. One of the unique funding features available to the City of Newport is its Urban Renewal Districts that were established in 2015 for the Northside and for the South Beach areas. These two districts augment traditional transportation revenue sources, which will enable the city to advance priority capital investments to support economic growth and other community objectives within the district boundaries.

As reported earlier during this TSP update process[7], the City's current funding programs are expected to generate about $76 million for transportation system improvements through 2040 (with an additional $3 million from the South Beach Urban Renewal District). This was identified as the amount that could fund higher priority projects, which were referred to as Financially Constrained projects. Compared to other Oregon coastal cities, this is a significant capital funding resource. However, when compared to the full list of improvement projects identified through this TSP update, which totals $222 million, additional funding options are needed to fund any lower priority projects, especially those projects that are located outside of Urban Renewal Districts.

[7] Finance Program Technical Memorandum dated February 18, 2021, (see Appendix)

If the City desires to add more funding opportunities, the best candidates are a transportation utility fee, a local fuel tax increase, and a short-term property tax levy. Table 11 shows some illustrative examples of possible revenues along with actions required for implementation. The transportation utility fee is enacted by council resolution and could generate $450,000 annually ($8.5 million through 2040) for each $1 charged per residential unit monthly. Other cities with such fee programs charge between $4 and $10 per month for a residential unit. Applying the high end in Newport, it would provide about $85 million through 2040.

The other notable option for Newport is the potential increased local fuel tax, however voters in the City have recently turned down an increase. Given their latest rate proposals, the local fuel tax would add about $200,000 annually, or just under $4 million through 2040. The final option listed is a limited property tax levy, which would produce the least additional revenue.

TABLE 11: SELECTED SUPPLEMENTAL FUNDING OPTIONS

FUNDING OPTION	ACTION REQUIRED TO IMPLEMENT	EXAMPLE CHARGE	ILLUSTRATION OF ADDITIONAL ANNUAL REVENUE
TRANSPORTATION UTILITY FEE	City Council adoption	$1 per month for residential units and $.01 per month per square foot for non-residential uses	$450,000
LOCAL FUEL TAX INCREASE	Voter Approval	+Four cents per gallon during the winter and +two cents per gallon during summer	$253,000
PROPERTY TAX LEVY	Voter Approval	$0.20 per $1,000 in assessed value (per year, for 5 years)	$300,000 (per year, for 5 years)

If the City wants to supplement the transportation funding beyond what is currently available to advance lesser priority project improvements, it is recommended to further consider one of the above supplemental options.

ACTION: Pursue and enact supplemental local transportation funding option.

NEIGHBORHOOD TRAFFIC MANAGEMENT TOOLS

The Transportation System Plan identifies a new classification of city streets that are the best candidates for applying neighborhood traffic management (NTM) strategies. The primary purpose of this new classification is to address community concerns about autos speeding through neighborhoods or diverting away from state highways while they are under severe congestion. These streets are referred to as neighborhood collector routes, and they are shown in Figure 22,

Figure 23, and Figure 24, and listed in the supporting technical memorandum[8]. Potential management strategies include traffic humps, traffic circles and raised crosswalks, which are illustrated in the memorandum.

The challenge with a NTM program is to identify a clear and objective process for collecting community inputs, assessing the prevailing concerns, and evaluating which, if any, NTM solution is appropriate to be installed. This will require developing guidelines about which NTM strategies are best for Newport, and where and how they are to be applied. In addition, many cities balance the technical review process with a consensus opinion of the affected neighbors to help ensure community satisfaction with the NTM decision.

ACTION: It is recommended that city develop and implement a NTM program that formalizes these processes.

STREET CROSSINGS

Streets with high traffic volumes and/or speeds in areas with trail crossings, or nearby transit stops, residential uses, schools, parks, shopping and employment destinations generally require enhanced street crossings with treatments to improve the safety and convenience for pedestrians. The TSP includes several recommended crossing enhancements. However, going forward, it is recommended that the city update their development code to match the TSP Transportation Facility and Access Spacing Standards[9].

ACTION: Update Municipal Code to incorporate street and access spacing standards identified in the TSP for city streets

Street crossings along US 101 or US 20 should be provided between every 250 to 1,500 feet, depending on the urban context, as summarized in Table 3-9 of the *Blueprint for Urban Design*. Exceptions include where the connection is impractical due to topography, inadequate sight distance, high vehicle travel speeds, lack of supporting land use or other factors that may prevent safe crossing. All crossings on state facilities require review and approval by ODOT.

Enhanced pedestrian crossing treatments should be considered on high speed or high volume roads (*e.g.* US 101, US 20) at transit stops, trail crossings, and at major pedestrian street highway crossings that connect major destinations (*e.g.* parks, grocery stores, schools) to residential areas. The recommended enhanced pedestrian crossing treatment should be determined using the National Cooperative Highway Research Program (NCHRP) Report 562, Improving Pedestrian Safety at Unsignalized Intersections. It is recommended that these guidelines be reviewed with all traffic studies for any potential street crossing associated with new development in the city

ACTION: Amend the city's traffic impact analysis guidelines to include review of pedestrian crossing treatments consistent with NCHRP Report 562.

[8] Technical Memorandum #10 Transportation Standards, June 30, 2021

[9] Ibid., Table 8: Transportation Facility and Access Spacing Standards

VEHICLE MOBILITY STANDARDS

Mobility standards for streets and intersections in Newport provide a metric for assessing the impacts of new development on the existing transportation system and for identifying where capacity improvements may be needed. They are the basis for requiring improvements needed to sustain the transportation system as growth and development occur. Two common methods currently used in Oregon to gauge traffic operations for motor vehicles are volume to capacity (v/c) ratios and level of service (LOS). For State facilities, mobility targets are v/c ratio based and listed in the Oregon Highway Plan (OHP). The TSP process identified alternative mobility targets on state facilities, which will be addressed by ODOT to amend the OHP.

The City of Newport does not have adopted mobility standards for motor vehicles. It is recommended that the city consider adopting mobility standards to include both a v/c ratio and LOS standard. Having both a LOS (delay-based) and v/c (congestion-based) standard can be helpful in situations where one metric may not be enough, such as an all-way stop where one approach is over capacity, but the overall intersection delay meets standards. The City of Newport should also introduce mobility standards that depend on the intersection control which can better capture acceptable levels of performance across different intersection control types.

ACTION: Amend city development code to introduce vehicle mobility standards on city streets consistent with the TSP, as summarized below.

TABLE 12: RECOMMENDED VEHICLE MOBILITY STANDARDS FOR LOCAL STREETS

INTERSECTION TYPE	PROPOSED MOBILITY STANDARD	REPORTING MEASURE
SIGNALIZED	LOS D and v/c ≤0.90	Intersection
ALL-WAY STOP OR ROUNDABOUTS	LOS D and v/c ≤0.90	Worst Approach
TWO-WAY STOP [1]	LOS E and v/c ≤0.95	Worst Major Approach/Worst Minor Approach

Notes:

[1] Applies to approaches that serve more than 20 vehicles; there is no standard for approaches serving lower volumes.

ON-GOING ISSUES AND AREAS OF EMPHASIS

YAQUINA BAY BRIDGE

The Yaquina Bay Bridge is an essential component of regional mobility for Newport and the central Oregon coastal area. Existing narrow travel lanes, lack of shoulders, and a steep grade contribute to a reduced capacity compared to similar highways. Traffic volumes along the bridge are forecasted to be around 20,000 during an average weekday which is near capacity for several hours each day. As traffic volumes grow, this congestion could impact segments of US 101 approaching the Yaquina Bay Bridge or lead to additional congestion in off-peak hours.

During the Transportation System Plan process the central questions posed by the community about this historic structure were around the expected timing of a replacement, and whether the highway alignment and bridge crossing might be shifted to another location. The City Council sent a letter to ODOT with these questions. In a letter dated February 4, 2021, ODOT Director Kris Strickler replied that ODOT would continue to maintain and preserve the bridge in the best condition possible for the foreseeable future. The latest bridge replacement cost was estimated to be over $200 million and noted that ODOT allocated about $300 million for statewide bridge work over the 2024-2027 improvement cycle. It was further noted that this is one of 11 unique, historic, or significant in size bridges in ODOT's Seismic Resilience Plan that require major investments that is beyond the reach of current funding. As such, the State will be looking at new opportunities to secure the necessary funding for future improvements to the crossing of Yaquina Bay. The timing for a replacement is uncertain, and not expected to occur within the next 20 years.

In the meantime, ODOT will continue to strengthen the existing bridge to better endure seismic events and generally prolong the usable life of this bridge. ODOT did recommend that the city add policy to its Transportation System Plan that supports keeping the current general highway alignment for any future bay bridge. For example, a new bridge could be placed immediately adjacent to the existing bridge so that the highway is operational throughout construction. This policy statement will be important at a later date to guide further studies, which could include an ODOT led Facility Plan that conducts more in-depth preliminary design and environmental studies to select a footprint for bridge replacement.

FERRY

Yaquina Bay Bridge congestion and the lack of certainty of a replacement has prompted alternative ideas on how to serve trips between the South Beach area and the northside of Newport. One idea stemming from the South Beach Redevelopment Plan was to provide a short-range ferry service across the bay to serve pedestrians and bicyclists during the summer months. Further studies are needed to identify likely landing points on either side of the bay for this new ferry service, and to evaluate the expected capital and maintenance costs to operate it, and the funding source to initialize it.

OTHER ISSUES

[PLACEHOLDER - TO BE WRITTEN LATER]

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APPENDIX L- PUBLIC INVOLVEMENT SUMMARY

APPENDIX M- CITY OF NEWPORT TSP STORMWATER CONSIDERATIONS

The Revised Draft Newport TSP has been reviewed with City staff, ODOT and with the TSP project advisory committee. The following is a summary of requested changes that will be made to the Adoption Draft TSP.

1. Remove neighborhood collector designations along 3 short segments along SW 7th Street between SW Hurtbert and SW Bayley Street. These segments become local streets.
2. Classify the segment of Alder/Neff between SW 2nd and US 101 as a neighborhood collector and provide a sidewalk project along a single-side.
3. Add an improvement project along Eads between 3rd and 6th (adjacent to the school) to add curb extensions and improve lighting.
4. US 101/NE 73rd Street: Add to the description of the proposed signal project at this intersection about consideration of short-term pedestrian crossing needs for an interim improvement.
5. Add project to "Coordinate with ODOT to develop signage and/or pavement marking solutions where appropriate to limit side street blockage by stopped vehicles".
6. Update project INT 12, to include a striped left turn lane on the 58th Street and movie theatre driveway approaches to US 101.
7. Add a sentence in the document to acknowledge the projects from the Resiliency Plan, but specific TSP projects will not be added.
8. Remove "Other Issues" placeholder text.
9. Alternative Mobility Targets section: Add text reference to technical memo included in the TSP Appendix.
10. Minor editorial changes from ODOT.

To: City Council and Planning Commission April 8 2022

I am presenting a list of names that have indicated that a One Way Couplet on Ninth St. is not something that should be considered.
This proposal would have serious and damaging consequences to the safety, business uses, environmental, and have damaging financial impacts. Just the taxpayer cost alone should be reason enough, upwards of twelve million dollars wasted.
Carla Perry also submitted written reasons that also indicate that this proposal is ill planned and should not be used.
Please remove or indicate that this option is not worth further consideration.
I request that if this option is in for consideration or recommended that the record be held open for thirty days in order to protest and add further documentation to submit against the proposal.
Please note there are seven former Council members, one former City Engineer, and not listed former Mayor that do not agree with this couplet idea. Also many business owners, and people that would be directly and adversely affected by such a proposal.

Sincerely,

Jeff Bertuleit

Jeff Bertuleit

1. January 15, 2022

We the undersigned do not support the proposal for a potential Eleven Million Dollar cost couplet as proposed in the Transportation Plan as a One Way Highway on Ninth Street.

Name.	City or Address
Jeff Bertleson	354 SE 2ND St Newport, OR
(KATRINA J BROWN)	645 SE 3rd St. Newport OR
	315 SW 9th St. Newport, OR
	9760 NW Kings Valley Hwy Otis Rock, OR
Eileen Obteshka / Eileen Obteshka	722 NW 1st St, Newport, Or 9736
Terry Obteshka ~~Terry Obteshka~~	to 722 NW 1st St Newport OR
Martha Krupp / Martha J. Krupp	721 NW 1st St., Newport, OR 9736
Patricia Patricia Jeling	PO. Box 7, Newport, OR 97365 541-272-1998
Patricia White	306 Sw 9th St 541 265-8505
Michael W. Meyer	612 SW 9th Street, 541-265-8501
Scott Loiselle, DDS	780 NE STEENSON RD. 541-220-7027
Amanda Tillotson	Toledo, OR 541-961-1884
Anne Meyer, DDS	235 4TH ST OTTER ROCK 541-961-0980
Mandy Loiselle	612 SW 9th Street 541-270-4546
Chantel Shroyer	Siletz, OR 901-262-6403
Wendy Engler	Newport OR
	Newport OR
Jon Brusselback	209 S.E. 35th St South Beach 541 961 5067
Troy R. Rees	

February 12, 2022

We the undersigned do not support the proposal for a potential Eleven Million Dollar cost couplet as proposed in the Transportation Plan as a One Way Highway on Ninth Street.

Name.	City or Address
Jeff Bertholet	354 SE 2ND St Newport OR
Dan Peterson	301 Otter Crest Lp Otter Rock, Or.
Eric Toennis	5944 S River Lp Lincoln City, OR
Lorraine Beaulieu	177 SE 30 Dr. South Beach OR
Nicholas Gade	3875 E Alsea Hwy Waldport
Chawahn Gade	3875 E Alsea Hwy Waldport
Cecily Wachal	665 NE Newport Heights Dr. Newport, OR
Rhonda Harman	2505 NE Douglas, Npt. OR
Bill Posner	245 NE 4th St. Newport, OR.
Delia Gonzalez	PO 1144 Waldport
Casey Blancarte-Perez	2090 SE Alsea way Waldport OR 97394
Emily Meredith	118 E Little Albany Loop Tidewater, OR 97390
Michael Cox	145 NW Verbena St Waldport OR
Linda Cline	650 SW 6th St. Newport OR 97365
Susan Cole	1101 NW Bayshore Dr Waldport OR 97394
Linda Coleman	Waldport, Ore.
Lucy Gibson	2830 NE Big Creek Rd Newport 97365
Kent Gibson	2830 NE Big Creek Rd Newport 97365
Lee Litzman	727 NW Lee St. Newport OR 97365
Peggy Sabransky	1059 S.E. 1st Newport OR 97365
Chuck Forinash	3438 SE Chestnut St. Newport OR 97365
Michael Schultz	1105 NE 7th Drive Newport OR 97365

Sherri Marineau

From: Derrick Tokos
Sent: Friday, April 22, 2022 1:13 PM
To: Sherri Marineau
Subject: FW: Newport's TSP Update & Neff Way

Sherri… please include Wendy's comments in the Planning Commission Packet.

Derrick

From: Wendy Engler
Sent: Monday, April 18, 2022 1:07 PM
To: Derrick Tokos <D.Tokos@NewportOregon.gov>; carl.springer@dksassociates.com; roland@seashorehomesrealty.com; Dean Sawyer <D.Sawyer@NewportOregon.gov>
Subject: Newport's TSP Update & Neff Way

[WARNING] This message comes from an external organization. Be careful of embedded links.

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Hello TSP Update Team Members,

This email is a request to re-evaluate the classification of Neff Way in the proposed TSP Update.

In conversations with Carl Springer about Neff Way earlier this month, it
came to light that TSP documents classify Neff Way as a local street despite its use as a bypass to Highway 101.
Neff Way is signed on Highway 101 as a gateway to Nye Beach with a dedicated left turn lane off the Highway. It is frequently used as a short-cut to and from areas west of Highway 101, bypassing 101 traffic lights and traffic. It is also the only access to our Mombetsu Sister City Park. (See attached photos.)

The integrity of our TSP Update depends on accurate data. The location and use of Neff Way indicate it is more than a local street. This is a request to evaluate Neff Way with DKS consultants in order to review the street classification as well as the options for bike and pedestrian access along the route.

Thank you in advance for your attention to
this important TSP Update matter,
Wendy Engler

DECO DISTRICT
VISIT NEWPORT'S
HISTORIC
NYE BEACH

SW NEFF WY
STOP
VISIT N WPORT'S
HIS ORIC
NYE BEACH
Shilo Inn
OCEAN FRONT
RESORT
CONVENTION CENTER
turn Right on Fall st.
RESTAURANT & Lounge
RESTAURANT FOR
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