PLANNING COMMISSION REGULAR SESSION AGENDA
Monday, October 10, 2022 - 7:00 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 AND ROLL CALL

Commission Members: Jim Patrick, Bill Branigan, Bob Berman, Jim Hanselman, Gary East, Braulio Escobar, and John Updike.

2. APPROVAL OF MINUTES

2.A Approval of the Planning Commission Work Session Meeting Minutes of August 22, 2022.
Draft PC Work Session Minutes 08-22-2022

2.B Approval of the Planning Commission Regular Session Meeting Minutes of August 22, 2022.
Draft PC Reg Session Minutes 08-22-2022

2.C Approval of the Planning Commission Work Session Meeting Minutes of September 12, 2022.
Draft PC Work Session Minutes 09-12-2022

2.D Approval of the Planning Commission Work Session Meeting Minutes of September 26, 2022.
Draft PC Work Session Minutes 09-26-2022

3. CITIZENS/PUBLIC COMMENT

A Public Comment Roster is available immediately inside the Council Chambers. Anyone who would like to address the Planning Commission on any matter not on the agenda will be given the opportunity after signing the Roster. Each speaker should limit comments to three minutes. The normal disposition of these items will be at the next scheduled Planning Commission meeting.

4. ACTION ITEMS

5. PUBLIC HEARINGS

5.A File 2-CP-22: Amendments to the Comprehensive Plan Related to the Yaquina Head Traffic Study.
Memorandum
Attachment A
Attachment B
Attachment C
Attachment D

6. NEW BUSINESS

7. UNFINISHED BUSINESS

8. DIRECTOR COMMENTS

9. ADJOURNMENT

***Draft* MINUTES**
City of Newport Planning Commission
Work Session
Newport City Hall Council Chambers
August 22, 2022
6:00 p.m.

Planning Commissioners Present: Jim Patrick, Bob Berman, Braulio Escobar, Jim Hanselman, Bill Branigan (*by video*), and John Updike.

Planning Commissioners Absent: Gary East (*excused*).

PC Citizens Advisory Committee Members Absent: Dustin Capri, and Greg Sutton.

City Staff Present: Community Development Director (CDD), Derrick Tokos; and Executive Assistant, Sherri Marineau.

Public Present: Traci McDowall, and Daniel Myrick.

1. **Call to Order.** Chair Patrick called the Planning Commission work session to order at 6:00 p.m.

2. **Unfinished Business.**

A. **Revised Camping Ordinance.** Tokos explained that the ordinance was prepared by City Manger's office and there were a number of typographical issues in the document that would be addresses in the future. He asked the Commission to forward their edits to him so they were included in the draft ordinance.

Tokos reviewed the revised draft of the camping ordinance. He described how the League of Oregon Cities (LOC) handed out guidance as to what jurisdictions should be considering as part of their camping regulations. This draft was designed from the LOC's latest guidance and identified where camping or resting would not be permitted.

Tokos reviewed the definitions section. Berman suggested changing Item "D" in definitions to say they could sit for 72 hours without being disturbed, instead of 48 hours. This would allow at least one business day to respond if something happened at the beginning of the weekend. Tokos explained this was a pivotal definition for what constituted an established campsite. If someone was in a dangerous location that was obstructing the public's ability to use public space, there was general agreement that this was something the code enforcement should respond to immediately. Updike asked if there was guidance from the LOC on what the definition should be. Tokos explained they didn't indicate a specific model definition, but they did say it should be within the compacity of what the city could enforce. Patrick reiterated that this supported giving 72 hours to be able to enforce.

Berman noted that Item "L" in definitions referred to a "permittee" to use the public utility easement. He questioned who a "permittee" was and thought it needed to be defined better. Berman asked if the Commission would see the ordinance document again before adoption. Tokos reported that it would go to the City Council next and this was the time for the Commission to give their comments. There would be some cleanup items in the land use code which would be addressed separately.

Berman noted that under 9.50.015(A)(4) the words "may offer" should be changed to "offers". Hanselman asked if there was a time limit on how long the vehicle could be parked on private property. Tokos reported that with respect to privately owned properties, it would be actively managed and was up to the owners to make the judgement.

Escobar asked if the city attorney had reviewed the ordinance. Tokos reported that this would be fully reviewed by the city attorney. Escobar gave an example of how Walmart was being sued due to campers catching fire to a nearby vehicle resulting in three children dying. They were being sued for not maintaining the campsite in a safer manner. Escobar was concerned about the potential liability for the city for car camping. Tokos explained that when they were talking about allowing camping on public property as opposed to private, the ordinance was setting up a framework for what property owners could do. It would be up to the private property owner to decide how much liability risk or issues they wanted to take on because they were choosing to do it. Tokos described how the city lot at 9th and Hurbert Street was set up for car camping and how it would be shifted to private management. He noted the city attorney had been directly involved with this.

Updike asked if Section 9.50.015(4)(E) should be more clear to say the level of access to facilities should be “24/7.” Tokos would make sure this was picked up in the section. Berman pointed out that the wording for Section 9.50.015 “C” and “D” should be the same. One said “authorized to camp” and the other said “day camp.” Escobar suggested changing it to “permits to authorizes” to make it consistent.

Berman pointed out that Section 9.50.020 had a problem with the sentence structure. He thought “1, 2, 3, 4” should be “A, B, C, D” because these were not all park areas. Branigan thought it should say "parking areas." Tokos agreed that the numbering was off and should be renumbered. Escobar asked if camping was prohibited in city parks. Tokos confirmed it was but reported that not all city properties were parks. Escobar asked if the car parked in front of City Hall was within 50 feet of US 101. Tokos explained there was ample parking area there to shift that car over if necessary. Patrick asked where the 50 feet would be measured from. Tokos thought this would be the curb line. He would add language for this.

Updike pointed out that park areas was a defined term under “H” and asked if the Commission was comfortable that that correctly defined that the park areas were subject to the restrictions, or if it need to be adjusted. Tokos wasn’t sure if this defined what they exactly were. Escobar asked if recreational cooking need to be defined in Section 9.50.02. Hanselman noted that this was already a defined under definition “M.” Tokos asked for any further thoughts on Section 9.50.020. Patrick wanted to see a map on the areas prohibited. Tokos explained they were intentionally not doing maps for this.

Hanselman noted the definition for “recreational fires” needed to say the fire needed to be constantly monitored by an adult because there was nothing that suggested this. Patrick questioned if all cooking with fires was prohibited. Tokos explained the intent was that someone couldn't start a fire in a parking lot. Berman asked if a fire pit or propane fire was a part of this. Patrick thought the easiest way to look at it was no open fires. Tokos would ask if this needed to be clarified.

Tokos pointed out that Section 9.50.030 for campsite cleanup was in line with the LOC guidance. He noted the Section 9.50.040 had similar guidance. Berman thought they needed a definition for “junk.” He didn't want just any person making decisions on what was valuable. Escobar noted that in the landlord tenant section of the ORS there was a section concerning left or abandoned property. He suggested looking at this section to see what needed to be thrown away, held or preserved.

Berman noted in Section 9.50.040(B) they shouldn't include the part that talked about the requirement to have the location to store items be reasonably accessible to the cleanup area. Not all sites would have an area for this. Berman thought they should remove "to the cleanup areas" and say "reasonably accessible and preferably served by public transportation." Hanselman asked when they did cleanups of these homeless camp sites, were the campers given a number of days to evacuate, clean up, and find new homes. Berman thought it was 72 hours. A discussion ensued regarding what constituted property abandonment.

Traci McDowall addressed the Commission and reported that she was an attorney who did a lot of landlord tenant law. She explained that one of the things that she was seeing as they went through this draft was that it didn't seem that the intent for the landlord tenant law would apply in these situations. McDowall suggested they strongly consider this. If their intent was that it did not apply, she recommended they expressly state this within the ordinance to make it clear. This was especially important if they were going to take a look at the abandoned property provisions of the Oregon landlord tenant law and potentially include some of those provisions for guidance. As they took pieces from the landlord tenant law, it would become more and more like the landlord tenant law rather than how they intended it to apply. McDowall thought this would go against the intent of this ordinance.

Daniel Myrick addressed the Commission and stated he was homeless. He explained the reality for him was that these camping ordinances were aimed directly at the homeless class. Myrick reported that he had been a victim of these ordinances in many cities. They homeless were struggling to survive. According to the American Civil Liberties Union, people who are urinating in public, sleeping on the sidewalk, or living in substandard housing, were engaging in a life sustaining activity. Myrick stated that no city ordinance could supersede these federal laws that protect them. He thought that homelessness was racism because it removed a man's identity as a member of the human race. Myrick thought the camping ordinance was fine if it applied to the people who believed that their human worth resided in money. He felt all homeless people should be exempt from any such ordinance whatsoever.

B. <u>Draft Housing Study Residential Land Needs Assessment</u>. Tokos reported that at the fourth meeting of the Housing Advisory Committee they would be looking at the housing needs, and a defined buildable lands inventory. They were also looking at a constructability analysis that identified nine areas in the urban growth boundary where they were looking at what it would take to serve these properties. They would also be considering land cost, infrastructure, and things of that nature, to see if they were likely to be able to realize housing at price points that people in Newport could afford. Tokos noted they needed to wrap up the buildable land inventory piece with the housing needs by the end of the year. This was a requirement under state law. The housing production strategy didn't have to be wrapped up until the middle part of the next year, and it would kick off on October 13th. The subsequent meetings would cover potential housing strategies, finalized housing strategies, production strategies purposes, housing needs, and the housing capacity analysis. They would also be looking at what strategies they should we be pursuing to help facilitate the construction of immediate housing, and going over the strategies they've already implemented.

Tokos reviewed the community conversations and their timeframes. He noted they were stretching out the windows for the conversations so they had better participation outside of the summer months. Tokos then covered the buildable and inventory map looking at the different types of designations in the Comprehensive Plan.

Tokos discussed the constrained lands map, the buildable lands acreage, and the population forecasts from Portland State University. Escobar asked if there was enough land to sustain the 626 new

dwelling units. Tokos confirmed that there was. He noted there weren't any lands outside of Urban Growth Boundary (UGB) that were flat. If they didn't have enough buildable land, then they would probably be looking at how they could carve this out within the existing city through changes to the rules. This would help them see more intense development in areas where there were services. Berman asked if they knew how much of the land inventory was in the city versus the UGB. Tokos reported that ECONorthwest had this number and he would get it for the Commission. Patrick asked what the vacancy rate was based on. Tokos explained this included rentals and owner occupancies. Patrick asked how they treated a second home. Tokos would ask ECONorthwest for this information.

Tokos continued reviewing the forecast of housing needed. Berman asked if the total of the new single-family units were the number of developments or units. Tokos reported this was units. He noted there were about 5,000 vehicles commuting to Newport a day and if these units were built they would be filled. The challenge was creating conditions where units could be built at price points people could afford. Tokos pointed out that the affordable housing apartment complex on 60th Street was the first one built in that scale since the early 1990's. Branigan asked if dwelling units had a minimum square footage per unit. Tokos explained they didn't.

Tokos discussed the future density for housing then the land sufficiency to meet the needs.

C. **Review Final Draft of Yaquina Head Traffic Study**. Tokos reviewed the Yaquina Head Traffic Study which was specific to the Yaquina Head Outstanding Natural Area and was initiated by the BLM, in partnership with federal highways. The city was brought in as a partner on this and it had been coordinated with the Newport Transportation System Plan (TSP) update. Much of what had been done in terms of the BLM property was to improve access to the natural area. There were connections outside of this for the intersection at Lighthouse Drive and US 101. There was a current joint application with the BLM and Newport for a $4.5 million grant to do the connection on the west side of US 101 from Lighthouse to Lighthouse down to Oceanview Drive. Tokos noted it would be helpful to have this included in the TSP by reference. It was a fairly minor amendment to the comprehensive plan so they could then convey to the federal highways that this has been locally adopted. Tokos pointed out that this was a final study and finished at this point. Berman thought this has been done professionally.

Tokos discussed how the study would be moved forward and how it would be wrapped into the TSP. Berman asked if the project from Lighthouse to the beginning of the BLM property was enumerated in the TSP. Tokos would check on this. He pointed out that if this was adopted it would be a city project. Berman asked if the city's grant application had enough money to do this project. Tokos explained that the BLM had its own funding source to deal with their own internal property. If the larger Federal Lands Access Program monies came through, they would be looking at improvements to the natural areas and pathway improvements down to Oceanview Drive. If not, the BLM would be moving forward with improvements to the natural areas anyway.

3. **New Business.**

A. **Citizen Advisory Board Position**. Tokos noted the Gail "Annie" McGreenery expressed interest in being a Planning Commission Citizens Advisory member. If the Commission was in agreement they could do a motion to add her as a member during the regular session meeting.

4. **Adjourn.** The meeting adjourned at 6:59 p.m.

Respectfully submitted,

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Sherri Marineau,
Executive Assistant

***Draft* MINUTES**
City of Newport Planning Commission
Regular Session
Newport City Hall Council Chambers
August 22, 2022

Planning Commissioners Present: Jim Patrick, Bob Berman, Braulio Escobar, Jim Hanselman, Bill Branigan (*by video*), and John Updike.

Planning Commissioners Absent: Gary East (*excused*).

City Staff Present: Community Development Director (CDD), Derrick Tokos; and Executive Assistant, Sherri Marineau.

Public Members Present: Bill Rowley, Jeff Bertuleit, Robert Hoefs, and Traci McDowall.

1. Call to Order & Roll Call. Chair Patrick called the meeting to order in the City Hall Council Chambers at 7:02 p.m. On roll call, Commissioners Patrick, Branigan, Hanselman, Berman, Escobar, and Updike were present.

2. Approval of Minutes.

A. Approval of the Planning Commission Regular Session Meeting Minutes of July 25, 2022.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to approve the Planning Commission Regular Session meeting minutes of July 25, 2022 with minor corrections. The motion carried unanimously in a voice vote.

B. Approval of the Planning Commission Work Session Meeting Minutes of August 8, 2022.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to approve the Planning Commission Work Session meeting minutes of August 8, 2022 with minor corrections. The motion carried unanimously in a voice vote.

3. Public Comment. Daniel Myrick addressed the Commission. He reported he was a homeless individual who was having struggles with being harassed at the Gino's Blue Ocean Restaurant. Myrick was told to move away from their business by staff when he was on the sidewalk next to their business. He reported he had asked the Finance Department if Gino's had approval on their business license to have outdoor seating on their sidewalk. Myrick stated he was told that Gino's did not. He pointed out that the outdoor seating blocked wheelchair access on the sidewalks. Myrick stated he hadn't broken any rules by resting on the sidewalk, but Gino's had. He requested that code enforcement be sent out to enforce the seating, and asked that Gino's be fined for having fixtures placed in the concrete on the sidewalk. Myrick said that when he was told to move from the restaurant he explained to them that they were violating his civil rights.

4. Action Items.

A. Initiate Legislative Amendments to Adopt Yaquina Head Traffic Study.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to initiate the legislative amendments to adopt the Yaquina Head Traffic Study. The motion carried unanimously in a voice vote.

B. Citizen Advisory Board Position.

MOTION was made by Commissioner Branigan, seconded by Commissioner Berman to appoint Gail (Annie) McGreenery to the Planning Commission Citizen Advisory Board. The motion carried unanimously in a voice vote.

5. Public Hearings. At 7:13 p.m. Chair Patrick opened the public hearing portion of the meeting. He asked the Commissioners for declarations of conflicts of interest, ex parte contacts, bias, or site visits. Branigan, Berman, Hanselman, and Patrick reported site visits. Patrick called for objections to any member of the Planning Commission or the Commission as a whole hearing this matter; and none were heard.

A. File 1-CP-22 / 2-Z-22 (Continuation).

Tokos acknowledge the letter that was received from Anheuser-Busch, LLC earlier that day. He reviewed the staff report for the continuation of the public hearing covering the zoning map changes for the Aquarium Village and industrial condo sites first. Berman asked what was happening at this property that would be nonconforming with the changes. Tokos explained it would be the principal activity that would be changed. Berman asked if there was a reference to a watchman residence there. Tokos reported that this was in the condo building and it would be permissible. Berman asked if the nonconforming use was discontinued would they lose the status. Tokos confirmed if the discontinued the use it would lose the nonconforming use status after 12 months. Escobar asked how they enforced this. Tokos explained the property would be viewed as an entire facility, not an individual unit. If the entire facility was abandoned it could lose its use status. Escobar asked if there had been any discussion that came forward about the Aquarium Village. Tokos confirmed the only testimony they received was for the industrial condo units.

Tokos reviewed the map changes from I-1 to C-1. Escobar asked how the restaurant would be affected. Tokos explained the restaurant would still be permitted in a C-1. The second story dwelling was nonconforming currently but would become permissible. The Auto Doctors would have gone to prohibited as a vehicle repair, but under the current draft it would be conditional. Berman asked if it would be nonconforming if they made the changes. Tokos explained it was fine as it was, but if they looked to expand it could be a conditional use review process. Escobar asked what would happen to Auto Doctors if it was changed to C-3. Tokos explained if it was C-3 all three uses would be permissible. He noted there was a possible hotel/motel that might be developed in the C-1 area behind the Toyota dealership. Escobar asked if the hotel would be allowed in a C-3. Tokos explained it could but noted the C-3 was heavy commercial and allowed uses that weren't compatible with retail and service use. If they were trying to pull in retail and service uses, they would more so be looking at a C-1 because it was the most flexible for these types of services.

Tokos reviewed the I-1 to C-3 changes. Escobar asked if this was where the property owners accepted the C-3 designation. Tokos confirmed it was.

Tokos discussed the change to leave the I-3 as it was instead of changing it to an I-1.

Tokos covered the Comprehensive Plan change to the State Park property. Berman asked if this would be part of the future annexation. Tokos confirmed it wouldn't because it was too far south.

Tokos reviewed the code changes since the last meeting covering the setbacks and landscaping changes. Berman asked what the 15 foot setback and landscaping requirement meant. Tokos explained the first 15 feet on US 101 had to be landscaping but there would also be parking along US 101. There would be some separation between the parking and the highway and sidewalks. There was a process for adjustments for this that would come before the Commission for developers to go narrower. Berman asked if they could have more than a 15 foot setback. Tokos confirmed there could be.

Opponents: Bill Rowley addressed the Commission. He reported he had multiple properties in South Beach and his property on 32nd Street was a warehouse. He asked if it could it be a warehouse if it was sold. Tokos explained if it stayed as a warehouse it could continue. Rowley didn't like the language that said there could be no new towing companies in South Beach. Tokos noted the towing company was outside of the city limits and these changes didn't apply to it now. If it was annexed in, these properties would come in as nonconforming. It could continue as a towing business as a nonconforming use. Tokos explained there would be an option to do an alteration expansion of a nonconforming use if they wanted to expand the self-storage. Rowley was concerned that if he closed the business for years they couldn't reopen because if this. Berman confirmed that if they locked the doors for more than a year they would lose the right to open it automatically. Rowley noted that it was a permitted use in the light industrial but the code changes were saying it was a non-permitted use. He wanted to see this taken out of the code. Escobar asked if the change at his property on 32nd Street would be impacted if it was changed to a C-1. Rowley preferred it to stay light industrial. Tokos noted that going to a C-1 didn't mean it couldn't be used as it currently was used, it would become nonconforming. He reported that there was nothing that was being considered in these changes that would cause any business to close. Tokos noted that what he had heard from the Commission was that the nonconforming rules made sense to allow businesses to continue as they were. Patrick pointed out that they were trying to change the look of South Beach. As time went on they would see the primary uses change to more of a C-1 type of use. There would always be winners and losers with these changes. This was what the majority of people said they wanted to see when they did the outreach for the Urban Renewal in South Beach. If they wanted to encourage that this type of use, this was what they wanted to go with. Escobar thought the concept of making something currently in place a nonconforming use would have an impact for owners, which concerned him. Patrick noted this was why they made it conditional. Rowley stated he didn't want to see anything added that said that if the use went away they couldn't come back to it.

Jeff Bertuleit addressed the Commission. He reported he had a property located south of 40th Street. It didn't make sense to him to say zoning made jobs, it was more about compatibility. Bertuleit thought they needed to take the self-storage part out. He noted there were uses they wanted to add that might be a problem in the tsunami zones. Bertuleit noted the parking lot requirement went from 5 percent to 10 percent for landscaping. He gave examples of different properties in the city that didn't currently meet the 15 foot setbacks. Bertuleit didn't understand the need to not have buildings next to the highways. He was concerned about the overall plan for the area. Bertuleit pointed out there were about 10 landowners in the area that as far as he knew hadn't been contact. He noted that until they had a light at 40th Street they wouldn't get a gas station and store in South Beach. Bertuleit thought the city should buy additional footage of the right-of-way to make it wide enough for people to ride bikes in the area. He didn't think there was vision in the plan. Bertuleit thought they should talk to owners and look at a land plan before they moved on. He thought that saying all the uses were incompatible was wrong. There were no current businesses that weren't compatible. Bertuleit thought they needed a design review for South Beach. He was

okay with the I-3 because if there was no concrete or asphalt plant it made it difficult to build in Newport.

Berman noted there would be plenty of announcements for the annexations in South Beach beforehand. He asked if Bertuleit would be participating. Bertuleit confirmed he would. He questioned why they would annex if they didn't have any use for the land.

Robert Hoefs addressed the Commission. He asked for clarification on how the apartment he had above his candy shop wasn't allowed in the light industrial zone. Tokos explained residences weren't allowed in the light industrial except for the narrow provision to allow a watchman's residence. He reminded Hoefs that he went through a nonconforming use approval to have the apartment because of this. Hoefs noted that when they tore down the building that was there before he was told they couldn't have two apartments on the top floor of the new building, only one for a watchman's apartment. He asked if the zone was changed to C-1 could he have more than one apartment. Tokos thought there could be potentially, but he would have to go back and look at the history. He recalled that when they went through the nonconforming review, they proved they could have the residential use on the top floor. He explained that they could have residential on anything other than the ground floor. Hoefs noted that in 1982 his dad fought for the current zoning to allow the city to put in a turning lane in. There was a warranted deed to allow access for southbound traffic to his property. Hoefs noted how the changes to the traffic lanes near his property caused traffic to run through his property to get to 32nd Street. He reported they operated everything in the light industrial and this gave them the widest opportunity for business. Escobar asked if the apartment was used by employees. Hoefs confirmed it was. He reported how his staff couldn't find affordable housing so they could work in Newport. Hoefs noted there has been a store and gas station at that location before but they weren't there now. He didn't think this setup would work there again.

Escobar asked if the Anheuser-Busch property located on 32nd Street was subject to the potential zone change. Tokos explained they were and noted they had an existing distribution center there.

Patrick closed the hearing at 8:24pm.

Escobar thought the primary issue was on the property owned by Hoefs. He was okay with the C-2 at the Aquarium, the C-3 that the three land owners agreed with, and keeping the concrete plant with no change. Escobar had difficulty with the C-1 change from US 101 to Ferry Slip Road making it a nonconforming use. He pointed out that Hoefs had housing over the restaurant and thought that under a C-1 there couldn't be residential. Tokos confirmed this wasn't correct. Residential was allow on any level above street grade in a commercial. With that, Escobar noted he was good with the changes and wanted to see a C-3 zone on Hoefs property. If the other Commissioners didn't agree with this, he would consider supporting the C-1.

Hanselman noted there would be some pains for some members of the community in South Beach with these changes. They were trying to change the look in South Beach. It was difficult to try to create a body of consistent rules, and nonconforming seemed to be the biggest help they could give to property owners who thought the changes were doing damage to them. Most people were running businesses they wanted to run and would continue to run these businesses. Hanselman thought that most wouldn't see damage to thier businesses. Things changed over time and the Commission had tried to change the zoning as minimally to allow the businesses to continue to operate their businesses the way they had been running them for years. Hanselman stated he could go along with the plan even though it wasn't perfect.

Branigan agreed with Hanselman and noted there had been public outreach done in the area. The feedback was that they wanted to see more retail types businesses in South Beach. The C-1 was more attractive for investing in future business than any other zones. Branigan reminded that change happened. The businesses involved could continue what they were doing without any issues and they really didn't know what would happen down the road. Branigan hoped they could improve housing overall. He supported the recommendation with the zoning changes and thought it was the right thing to do.

Berman agreed with the concept of tailoring the zoning to encourage a better street scape. He liked the fact that the nonconforming use designation didn't have any immediate impact on anyone and they could continue what they were doing. If there was some kind of change the property owners needed they could do an adjustment, but overall it was a good plan. Berman noted there might be people who may not be able to realize their dreams as to what they could do with their properties, but this was the price of progress. The effort to develop South Beach and make it a real part of Newport with Urban Renewal funds was a key piece to the property. Berman thought the designs looked very attractive and he supported the proposal as it was modified and presented at the night's meeting.

Updike noted this was his first meeting as a Commissioner. He reported that he had reviewed the video archives and he agreed with the proposed changes. The protections afforded by a nonconforming use allowed businesses to have their continued use. Updike took to heart the concern about the economic viability of developing the properties, but if a template was not set it wouldn't happen. Updike thought the changes provided an opportunity but didn't cause harm to existing users. He always looked to try to do no harm while looking to the future, and felt this accomplished it in a modest way.

Patrick was in favor of the proposal as it stood. He pointed out that the Aquarium Village had been a nonconforming use for a while. Patrick thought the proposal was a good idea and it was an end of a long process through Urban Renewal. They were trying to make it what they thought was the most viable option in order to make things happen in the area. They tried to be as accommodating as possible but there were no guarantees in the future.

Escobar reported that after hearing the other Commissioner's comments he would support the proposal as it was presented.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to forward File 2-Z-22 - 1-CP-22 to the City Council with a favorable recommendation for approval. The motion carried unanimously in a voice vote.

Tokos reported that a notice for the City Council hearing that would happen in last September or early October would be published and sent out to the public who had been participating.

6. **New Business.** None were heard.

7. **Unfinished Business.** None were heard.

8. **Director Comments.** Tokos noted there was a Housing Advisory Committee meeting being held on Thursday, August 25th at 6 p.m. This process was moving forward and the Commission would be kept informed of their progress.

Tokos reported that the Transportation System Plan had been approved at the last City Council meeting which would be effective 30 days after. Hanselman asked if the couplet was include. Tokos explained that it as one of two options that were included. The Transportation Growth Management grant that they received for the city center work that they were going to be doing the Oregon Department Transportation would be put through a mini RFP process. The consultant selection process would wrap up in mid-October, and the process would wrap up shortly after. It would be a 12 to 18 month process to get a final recommendation for the transportation solution. They would also be recommending other changes that needed to be made relative to land use regulations, the city center, and incentive programs that used urban renewal funding.

9. **Adjournment.** Having no further business, the meeting adjourned at 8:39 p.m.

Respectfully submitted,

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Sherri Marineau
Executive Assistant

***Draft* MINUTES**
City of Newport Planning Commission
Work Session
Newport City Hall Council Chambers
September 12, 2022
6:00 p.m.

Planning Commissioners Present: Jim Patrick, Bob Berman, Braulio Escobar, Jim Hanselman, Bill Branigan (*by phone*), Gary East, and John Updike.

PC Citizens Advisory Committee Members Present: Dustin Capri, and Annie McGreenery.

PC Citizens Advisory Committee Members Absent: Greg Sutton.

City Staff Present: Community Development Director (CDD), Derrick Tokos; and Executive Assistant, Sherri Marineau.

1. **Call to Order.** Chair Patrick called the Planning Commission work session to order at 6:00 p.m.

2. **New Business.**

A. **Welcome Citizen Advisory Member Annie McGreenery.** The Commission welcomed Annie McGreenery as a new Planning Commission Citizen Advisory Member.

3. **Unfinished Business.**

A. **Newport Housing Study - Overview of the Constructability Assessment.** Tokos reviewed the ECONorthwest slide show starting with the purpose of the constructability analysis for the Newport Housing Study. Berman asked who the user of the report would be. Tokos explained the report was for everyone and would inform users of some of the recommendations the city made in investments on their resources to get infrastructure in place where they didn't presently have it. The constructability assessment would be used to support recommendations for getting more mixed use housing into the core center areas in the city.

Escobar reported that at the last Housing Committee meeting it seemed like a lot of the information was coming from the city instead of the consultants. He thought it would have been good to have someone in construction industry involved because it felt like there wasn't a lot of input locally. Escobar thought there didn't seem to be much new information given they didn't already have. Tokos reminded that this was a first impression for the committee and the consultants would have an opportunity to dig into the write up that they would do as well. ECONorthwest did a fair amount of the data and they interviewed a lot of developers to come up with construction cost side of things to know what it would actually take to construct the product. There would be more details on this in the writeup.

Tokos reviewed the constructability analysis overview of subareas, the approach to the constructability analysis, and the housing types and estimated pricing for apartments, quadplexes, cottage clusters, townhouses, and small single-detached dwellings. Berman asked how many total units there were in the Wyndhaven apartment developments. Tokos reported the first phase was 66 units, and the second had 78. He didn't know how many would be in the third phase. Berman asked if

this number meet the 20 year requirements for housing. Tokos explained if they went with the historic trend line they would need about 650 to 700 units. He noted that their experience had been that if they got the units on the market for rentals or owner occupation, people would be snapped up. This was due to with the high number of people who commuted to Newport for work who couldn't find places to live in Newport. Patrick questioned if the numbers that were required made up for the deficit for the last 15 to 20 years. Tokos explained the vacancy rate was around two percent and was tight for Newport. Patrick thought this would go a long way for the previous numbers but didn't do anything for the future.

Hanselman asked if the pricing was in 2022 dollars or a projection for when the houses might be build. Tokos thought this was projected out at least a couple of years. Branigan asked if the cost of around $340 per square foot for a small single-detached was high. Tokos explained this was where they were trending for the price per square foot. Patrick didn't think the cost was too high and thought it might not be high enough. Hanselman questioned what type of jobs could support homes at this cost. He thought that short-term rentals and second homes were affecting housing. Updike asked if there was a study on full time residency versus part time in Newport. Tokos reported they would be extrapolating what portion was seasonal. He pointed out that if these numbers were lower it would make it more challenging in respect to what developers would be able to do given the infrastructure costs.

Tokos reviewed the relative ability to pay for land and infrastructure information. Hanselman thought the consultants missed the target audience and didn't think it was very clear on where they were pulling the residuals. He couldn't tell the difference on the report between land costs and infrastructure costs. Tokos thought there would be more detail in the full write up. This showed there was a reason why we didn't see rapid development along the periphery on lands that were inside the urban growth boundary. The cost of getting the infrastructure to a property, on top of the cost of constructing the infrastructure internal to the site to support what they wanted to develop, was beyond what a developer could bear and still come out with a product that they could eventually get a return on. A discussion ensued regarding the high costs of the construction to build, how the terrain affected the cost to build, and the State's rule that said the cost for rents could only be raised once a year.

Tokos covered the buildable acres and infrastructure needs for Subareas 1, 2, and 3. Updike asked if the lift station was a financing mechanism for covering some of the costs. Tokos explained there were three urban renewal districts that had tax increment financing. The South Beach District was getting close to the end of its life in 2027, and the Agate Beach District was the newest one created in 2015. McLean Point was a small district that picked up properties off the tax rolls after they formed this district. They wanted to see a wastewater station there to do more robust development. 100 percent of the value flowed into the district but it was a small district that was only going to generate around 2 million. Updike asked if they should assume that the benefit was backed out of the cost analysis. Tokos explained they didn't factor in how it would be paid for. When they saw areas where there was a big gap they could bring in urban renewal funds to bear close to that gap. Tokos noted that the slides showed what a developer could bear to make this happen. Tokos continued his review of the buildable acres and infrastructure needs for Subareas 4, 5, 6, 7, 8 and 9 next.

Tokos covered the infrastructure costs versus residual value of development. Escobar didn't see there being a lot of potential for private developer subsidies. Tokos agreed that in these cases infrastructure costs were quite a bit higher than the residual value of what they had per buildable acre. There wouldn't be any money left over to buy the land. Hanselman asked if there were any monies from the last two big infrastructure bills on the Federal level for these types of projects. Tokos thought some of this might get part of the funding, but a lot would be through grants or low interest loans. The city had to

be cognizant on how much debt load it could take on. Part if this depended on where it was targeted, such as for bridges along the highways.

Tokos went over the conclusions and limitations next. Berman asked if Public Works would look at this to decide when they should be looking at projects in different areas to try to make properties more desirable for developers, or if developers would be coming in to do this. Tokos thought they would need to do strategic partnerships with developers and leverage the urban renewal resources to close the gap on some of the properties. He explained Public Works was directly involved in working on these numbers. The decision on how we invest our limited infrastructure dollars was ultimately a policy call.

Tokos showed an example of the extraordinary assumptions for the Agate Beach area to provide insight on what they should be thinking about and how they prioritized for infrastructure investment. He reviewed a map of a conservation easement property, and the concepts from the developer on what they might do. Tokos also covered the estimates provided, street sections, alignments, the Wilder layout, and a BGB property example.

Patrick thought they were already doing most of these things on the Oregon Housing Needs analysis. He didn't like that the City would have to justify what they were already doing. Tokos noted that the mayor thought they needed to think about the litigation between cities and the State on equitable communities climate rulemaking. He noted these applied to communities in metropolitan areas only. These new statewide rules threw out all the planning work these larger jurisdictions did. Tokos anticipated a big fight over Home Rule because these cities were saying the State went too far on the rulemaking and didn't have the authority to dictate some of the changes to the Home Rule. There was frustration from a number of the cities saying the State hadn't really tried to partner with them to come up with solutions on the recent work for rulemaking.

Hanselman voiced concerns on the housing study. He didn't like that they didn't know how many homes or people they were talking about. Hanselman also questioned if there would be enough water supply to accommodate the people in the city. He gave an example of how resorts had been asked to restrict water usage during the COVID pandemic when there was less usage, and questioned where they would have been if this happened outside of COVID with greater usage on the system. He wanted to see the city do a parallel study on our water and water availability. They needed to be thinking about how much water was needed to accommodate the increase of housing when there was already limited resources.

B. **<u>Yaquina Bay Estuary Management Plan Update- Needs and Gaps Assessment</u>.** Tokos provided background information on the process the State had previously started. They formed a technical advisory committee and struggled with figuring out how they wanted to approach updating the estuary management plan. Tokos remined that this wasn't a city specific planning process because the bulk of it was outside of the city limits. The city's participation was for specific areas in the city.

Tokos reviewed the needs and gaps assessment. He explained they were looking at three tiers. Tier 1 looked at what needed to be done currently. Tier 2 looked at what things they needed to do, but were deferred because they didn't have the resources they needed to them. Tier 3 looked at the things that even if they were deferred would need outside support to get done. Tokos explained the estuary management plan was supposed to accommodate economic development, in addition to achieving conservation efforts. His thoughts were that the assessment had to do a lot about conservation, and all of the economic development would be deferred to Tier 2. If they were going to defer it to Tier 2, Tokos advised that they needed to explain how or what they were doing in Tier 1, otherwise it would

come across as too conservation heavy. Tokos noted they were deferring the new estuary standards and tackling the implementation process. He felt that if they didn't tackle standards at the same time, they would have a hard time reworking the process because they both went hand in hand.

Patrick thought they needed to do the standards first. This would be the hardest part and helped determine what needed to be done. Tokos reminded that taking the opportunity to work through the standards to better define the roll of local governments versus resource agencies was good. Without it, it would put the city in an awkward position because they weren't biologists. They needed to get the roles defined to determine what the city needed to look at, relative to the resource agencies, so they weren't overlapping each other. Hanselman thought there wasn't a lot of monitoring in the plan. He questioned how they expected to manage a water resource as important as this without constant monitoring.

C. **Work Program Update**. Tokos pointed out that there had been a change in the work program to remove the October 10th public hearing for the Starfish Cove subdivision application. The developers withdrew the application because they couldn't pencil this out with current market conditions.

Tokos reported the annexation proposal would be coming in soon and would land on the October 24th meeting. The Boston Timber land swap would be coming to the Commission in a few months. This was stuck with the County and they weren't mandated to be taken care of it in a certain amount of time.

Escobar asked why the Commission was looking at the camping ordinance after the City Council had heard it. Tokos explained that what the Council looked at was non land use related. This was a chance to look at the private side regulations, and what the rules were on how many people could camp in tents on people's properties. The Council only looked at resting in public rights-of-ways.

Patrick asked if the Gino's Restaurant complaint from the last meeting had been turned in. Tokos reported the Police Department and enforcement were looking into it. Escobar noted the 9th and Hurbert Street parking lot didn't currently have vehicles camping in it as much. Tokos reported the lot was going to be changed to a monitored lot.

Hanselman asked if the work session to identify candidates for the city center revitalization project stakeholder advisory was the TGM funding. Tokos confirmed it was. They needed to start to work through who the stakeholder groups should be. Hanselman asked if there would be local people on the stakeholder list. Tokos explained it would be a mix of local and other entities in the county and school district.

4. **Adjourn.** The meeting adjourned at 7:14 p.m.

Respectfully submitted,

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Sherri Marineau,
Executive Assistant

***Draft* MINUTES**
City of Newport Planning Commission
Work Session
Newport City Hall Council Chambers
September 26, 2022
6:00 p.m.

Planning Commissioners Present: Jim Patrick, Bob Berman, Braulio Escobar, Jim Hanselman, Bill Branigan, Gary East, and John Updike.

PC Citizens Advisory Committee Members Present: Annie McGreenery.

PC Citizens Advisory Committee Members Absent: Dustin Capri (*excused*), and Greg Sutton.

City Staff Present: Community Development Director (CDD), Derrick Tokos; and Executive Assistant, Sherri Marineau.

1. **Call to Order.** Chair Patrick called the Planning Commission work session to order at 6:00 p.m.

2. **New Business.**

A. **Discuss Priorities for Updating Special Parking Area Requirements.** Tokos reviewed the staff memorandum with the Commission. He covered the three special area parking requirements for Chapter 14.14.00 for Nye Beach, Bayfront, and City Center. Tokos then reviewed questions the city should be asking when doing the updates. Hanselman asked if the parking district maps were accurate. Tokos confirmed they would make sure they were close.

Patrick questioned if they would be able to require parking spaces under the conditional use rules if there was commercial with residential on the top floors. He thought they should require off-street parking for these. Escobar stated that he had difficulty supporting, reducing or eliminating the off street parking requirements because parking was at a premium in Newport. He gave an example of the 4-plex that was built by Nana's restaurant that wasn't required to have parking. Tokos reminded that the Nye Neighborhood Association was asked if they observed any problems with parking in the area and they said there were no issues. Escobar pointed out that the parking at the Inn at Nye Beach might be different than Nana's. Tokos noted the difference between commercial and residential was that they are often being utilized at different times. Branigan reminded that they were only metering in the Bayfront first then they would proceed to the other areas. Tokos clarified that what they were only talking about putting language in to eliminate or reduce off street parking requirements where metering was implemented.

Hanselman asked if Nye Beach could be a metering section eventually. Tokos explained they were not moving forwards with metering in Nye Beach, only the Bayfront. Nye Beach would be assessing how the Bayfront worked and then the city would be talking to Nye Beach to see if the permit program should be expanded. This would be a metering/permit combo program. Tokos reminded the Commission that they could frame this how they saw fit. They could say metering only, or metering as a component. Berman asked what the impact of eliminating parking requirements would have had on the new grocery store that almost went in on the Bayfront. Tokos reported they would have had to put in some off-street parking to supplement. Escobar asked if some of the properties on the Bayfront were sold, such as the Sail Inn or the Coffee House, would the requirement to have off-street parking

be eliminated. Tokos explained if they eliminated the off-street parking requirement, he could see properties utilizing their driveway for outdoor seating permanently and those areas wouldn't go back to parking. The concept with metering was that they would see a revenue stream that was significant enough that they could get a vanpool or enhanced transit going, or save up for a period of time to make a legitimate run at structured parking. Escobar asked if metering would generate more overturned spaces. Tokos explained it would because it was a proven commodity at that point. Hanselman asked if this required enforcement and consequences for people move out of the parking space. Tokos confirmed this was the expectation. The budget included funding for an enforcement officer once the metering was in place to create a revenue stream to help pay for the officer. There would be people who occasionally didn't pay and why there would be enforcement. Hanselman asked what the residential population of Bay Blvd was. Tokos reported it was almost nonexistent. Hanselman thought the competition for parking on the Bayfront was different due to the residential demand in Nye Beach. Branigan reported that he spent time talking to the city of Bend about their parking program and they told him they have a full time parking manager. There were a lot of parking systems available, and Bend's system was paid through an app through a person's cell phone. A person would key in their license number when they used their app to park. The enforcement officer would look at the license plates to determine who was in violation and then issue a parking ticket. They also asked people to pay voluntarily and most people paid. Escobar asked if this allowed people to use the app to pay for their parking. Branigan said they could, and noted they had different zones that had time limits. Most park people are honest, and the revenue stream was enormous from Bend.

Berman had a problem with eliminating off-street parking. He asked if there was a way to put a box around it specifically to address situations such as the new grocery store to say if they were going to be developing more than a certain number of square feet they must have a certain number of parking spaces. Tokos asked if he was saying they should put in language for eliminating parking but also include a policy alternative to reduce but not eliminate. Berman agreed with this but thought they could say for all development under a certain parameter of either square feet or dollars. Patrick thought they should go by what the anticipated traffic was. Updike asked if they were eliminating the requirement for the parking, not the parking itself, because certain lenders required certain parking requirements. He reported that his experience in Tucson, which had the same concerns as Newport, was that eliminating the requirement didn't create problems when it was implemented along with permit parking programs. In most cases it was the lenders who would look to see if there was enough parking spaces to make the project financially feasible. Patrick suggested they be given a couple of policy options.

Tokos reviewed the question to require ADA parking spaces in the right-of-way or if the city would address it programmatically. He thought that the best way to deal with it was for the city to add them programmatically on the Bayfront. Patrick pointed out that the map didn't pick up the parking on Lee Street and further up. Tokos reported that the Parking Committee had this on their radar and as they worked on metering they would have more detailed maps. Berman asked how they did ADA spaces for parallel parking. Tokos noted this could be done but they would have to do a ramp for them. He thought the better play for ADA was to address the needs in the public realm where the bulk of the parking was, and do it programmatically with city funding.

Escobar asked how they anticipated implementing EV charging stations in the areas where parking meters were. Tokos explained EV charging was getting more efficient and could provide a charge in a timeframe that somebody could park and enjoy the Bayfront. He noted the State was now requiring the infrastructure to support EV charging to go in new commercial and multifamily projects with over five dwelling units. They didn't have to put the chargers in but they had to size for their power.

Berman asked what "programmatically" meant. Tokos explained this meant taking a look at the off street parking they've seen on the Bayfront and if they wanted to introduce EV charging they did it in a thoughtful way as a project.

Tokos thought he could pull together some alternative bicycle parking standards as opposed to what was in the current code. This would cover wall mounted attachments for bikes on the Bayfront as an alternative to the conventional bike racks. Berman asked if this was limited to the parking districts. Tokos explained they were putting theses in the special parking areas because the areas had space constraints. Updike suggested there be another programmatical opportunity for bike lockers that were off street. Berman suggested the little pump station location for this. Patrick suggested doing a combination bicycle parking and motorcycle parking where there were small stall spaces. Berman thought EV charging should have a clause for e-bikes, e-scooters, and motorcycles.

3. Unfinished Business.

A. Discuss Scope of Camping Related Land Use Amendments. Tokos reported they hadn't touched the land use rules at this juncture. They would do a land use fix on the heels of the camping ordinance that was to be adopted by the City Council. The latest version of the amendments were sent to the Commission before the current meeting. The version changed Subsections B and C to just Subsection B. Tokos covered the changes to the rules for three vehicles or tents on commercial, industrial, public, or religious institutions.

Branigan thought they needed to add something to say that at any time the institution could say people couldn't camp at their location anymore. Tokos confirmed this was include. Branigan thought they needed to add that private institutions had an obligation to keep the premises clean, tidy, and sanitary and to remove the trash. He also thought they needed to give 4 hours for campers to move or some sort of time limit. Tokos explained the city had the ability to trespass on properties, which went hand in hand with this.

Patrick thought that if campers didn't have permission from the land owner to camp they could be removed from the property. Tokos reported the city adopted a trespass ordinance that codified long standing city policy, which would be tweaked one or more times to line up with the ordinance. He would pass the Commission's thoughts along to the Chief Malloy for the October Council hearing.

Escobar asked if the ordinance would allow camping on the front lawn of City Hall. Tokos reported it would not and there was a list of the city owned properties people couldn't camp on. Berman asked why the Ernest Bloch Wayside wasn't included. Tokos reported it wasn't city property and was owned by ODOT. The ordinance only applied to properties under the city's jurisdiction. Berman noted that only the main fire station was listed, but not the other two. He asked if they should be included. Tokos explained the public didn't have access to these and they tried to limit it to areas the public could access.

Berman pointed out there wasn't any distinction between homeless type camping and recreational camping. Tokos noted the courts came down on this to say people had the right to rest. Whether or not they were homeless wasn't a part of this. Tokos explained they had guidance from the League of Oregon Cities that helped cities do legislation that wouldn't tie them up in courts. If the city had a shelter, they could send the homeless to them and they would have more leeway on moving people. Escobar asked what happened when people didn't want to go to shelters. Tokos explained the rules didn't require them to like the option of where to move, just that they had an option.

Tokos noted that the zoning ordinance changes the Commission would review were for camping on private property. Hanselman thought that the size limit of tents should be a consideration. Berman expressed concerns about people putting up a large tent for weddings. Hanselman thought it should be defined as overnight tents. Escobar asked if this had been a problem. Tokos reported it was and continued to be an issue. The clearer they could be about it would be better. Berman thought they should allow one tent on vacant lots. He thought as many doors they had for people to live in, even if in tents, he would support. Hanselman couldn't support this unless there were sanitary facilities on the lot. He felt the hardest thing to deal with was public health. If they allowed tents on lots it wouldn't consider the public health needs. Patrick suggested they could allow them if they were adjacent to facilities. Tokos thought this would work for open lots where the lot next door had a home with facilities for campers to use. Escobar didn't think they wanted to adversely impact the traditional use that families had and make it overly restrictive for when owners wanted to camp out in their backyards at their homes. Updike thought the Eugene example addressed this. Tokos thought they could change "family" to a number of individuals.

Tokos reviewed the topic of RVs being occupied on private lots. Currently they weren't allowed to occupy RVs on private lots and would have to be in a park. Berman would like to see a mechanism in place to allow this to help address the housing shortage. Tokos noted that Eugene had an example where they allowed one vehicle in a driveway. This made sense because they wouldn't be setting up next to a home that wasn't already accustomed to seeing vehicles next door. Escobar didn't see a need to change the ordinance. Berman didn't see any reason they shouldn't do this to help with the housing shortage. Patrick wanted to see two policy options so they could see what the public thought. Updike pointed out that some HOAs had restrictions for parking in driveways because this had been a problem. Tokos asked if the second policy option to allow RVs should be kept to just one. Berman agreed and thought it should say they couldn't charge for the RV to park.

B. **Planning Commission Work Program Update.** Tokos pointed out that there was a joint meeting with the City Council in November. This would be the Commission's work session meeting.

4. **Adjourn.** The meeting adjourned at 7:08 p.m.

Respectfully submitted,

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Sherri Marineau,
Executive Assistant

PLANNING STAFF MEMORANDUM
FILE No. 2-CP-22

I. Applicant: City of Newport. (Initiated pursuant to authorization of the Newport Planning Commission on August 22, 2022).

II. Request: A legislative amendment to revise the "Goals and Polices" Section of the "Public Facilities" Chapter of the Newport Comprehensive Plan to adopt the Yaquina Head Traffic Study into the Newport Comprehensive Plan. This Federal Highway Administration (FHWA) funded traffic study evaluated the transportation facilities in, and adjacent to, the Yaquina Head Outstanding Natural Area (YHONA) to identify needed improvements. The effort was coordinated with City's recently adopted Transportation System Plan update, and adoption of this amendment will acknowledge the Yaquina Head Traffic Study as a component of the City's Transportation System Plan.

III. Planning Commission Review and Recommendation: The Planning Commission reviews proposed amendments to the Comprehensive Plan and provides a recommendation to the City Council. At a later date, the City Council will hold an additional public hearing prior to any decision on the amendments.

IV. Findings Required: The Newport Comprehensive Plan Chapter entitled "Administration of the Plan" (p. 288-289) allows amendments of this nature if findings can be made that there is (a) a significant change in one or more conclusions; or (b) a public need for the change; or (c) a significant change in community attitudes or priorities; or (d) a demonstrated conflict with another plan goal or policy that has a higher priority; or (e) a change in a statute or statewide agency plan. Revisions must comply with applicable Statewide Planning Goals.

V. Planning Staff Memorandum Attachments:

Attachment "A"	Draft amendment to the "Goals and Polices" Section of the "Public Facilities" Chapter of the Newport Comprehensive Plan
Attachment "B"	Yaquina Head Traffic Study, dated June 30, 2022
Attachment "C"	Minutes from the August 22, 2022 Planning Commission meeting
Attachment "D"	Notice of public hearing

VI. Notification: Notification for the proposed amendment included notification to the Department of Land Conservation & Development (DLCD) in accordance with the DLCD requirements on August 23, 2022. Notice of the Planning Commission hearing was published in the Newport News-Times on September 30, 2022 (Attachment "D").

VII. Comments: As of October 5, 2022, no written comments have been submitted on the proposed amendments.

VIII. Discussion of Request: The Yaquina Head Outstanding Natural Area (YHONA) is a 100-acre protected area managed by the BLM and officially designated by the United States Congress to provide for the conservation and development of the scenic, natural, and historic values of the area; the continued use of the area for education, scientific study, and public recreation; and protection of the wildlife habitat of the area.

YHONA is accessible via NW Lighthouse Drive which is a one-mile-long, two-lane road that begins at the intersection with the US 101 at mile post 137.61 in Newport's Agate Beach area. It is a high-use fee site, and the FHWA initiated the Yaquina Head Traffic Study in coordination with BLM to evaluate the transportation system at the YHONA to address the traffic and safety needs at the site.

Work on the Yaquina Head Traffic Study began in earnest in the spring of 2021. Public engagement included the formation of an oversight committee that met seven (7) times over the course of the project to provide feedback on the draft work products. A key stakeholder contact list was developed and all stakeholders were invited to participate in public outreach activities. The key stakeholder list included:

- Adjacent property owners
- Yaquina Head neighbors
- City of Newport / Newport City Council
- Lincoln County / Lincoln County Commission
- US Fish and Wildlife Service
- US Coast Guard
- Confederated Tribes of Siletz Indians
- Oregon Parks and Recreation Department
- Friends of Yaquina Lighthouses
- Oregon Coast Trail Committee
- Surfrider Foundation
- Pedestrian/bicycle community
- Spanish-speaking community / Centro de Ayuda
- Limited Mobility Advocates

A public survey was distributed, and responses collected, in August and September of 2021 for the purpose of gathering public feedback on transportation-related issues at YHONA. The project website was launched at that time. It is still active and a link is included in the study. A second round of outreach was conducted in February of 2022 to solicit public feedback on an existing and projected conditions report. The third and final round of outreach occurred between May and June of 2022, with interested persons being afforded an opportunity to provide comment on the transportation improvement recommendations contained in the draft study.

The final study includes four appendices, which were shared with the Planning Commission at an August 22, 2022 work session, but for brevity have not been included as attachments to this report. They are as follows:

Appendix A: Public Involvement
Appendix B: Existing and Projected Conditions Memo
Appendix C: Alternatives Analysis
Appendix D: Cost Estimates

If the Yaquina Head Traffic Study is adopted by reference into the Newport Comprehensive Plan then these appendices would likewise be adopted.

The study includes a range of recommended projects, many of which are internal to the 100-acre YHONA and under BLM's jurisdiction. Proposed improvements to NW Lighthouse Drive from the park entrance to the US 101 traffic signal, improvements to the highway intersection proper, trail connections to the Agate Beach neighborhood, and the Lighthouse to Lighthouse multi-use pathway project, will require collaboration between the City and BLM. A grant application sponsored by the

City and supported by BLM is under review with FHWA's Federal Lands Access Program. It would fund a portion of the Lighthouse to Lighthouse pathway connection and it would be advantageous to have the Yaquina Head Traffic Study officially acknowledged by the City before FHWA acts on the request, as that would show local support for the project.

The Yaquina Head Traffic Study, and its appendices, provide a depth of analysis sufficient for the Planning Commission to find there to be a significant change in one or more conclusions as it relates to transportation facilities in the area and, consequently, that there is a public need for the change. This would support a favorable recommendation to the City Council that the Comprehensive Plan be amended in the manner recommended.

IX. Conclusion and Recommendation: The Planning Commission should review the proposed amendment and make a recommendation to the City Council. As this is a legislative process, the Commission may recommend changes to the amendment if the Commission chooses to do so. If the Commission provides a favorable recommendation, then an ordinance will be prepared with the requisite findings for the City Council's consideration. The Council may also make changes to the proposal prior to, or concurrent with, the adoption of an implementing ordinance.

Derrick I. Tokos AICP
Community Development Director
City of Newport

October 5, 2022

August 23, 2022 Draft Amendment to Transportation Goals and Polices, Public Facilities Element of the Newport Comprehensive Plan

(Unless otherwise specified, new language is shown in double underline, and text to be removed is depicted with ~~strikethrough~~. Staff comments, in *italics*, are for context and are not a part of the revisions.)

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.

Yaquina Head Traffic Study, for FHWA Western Federal Lands Highway Division and the Bureau of Land Management, by Robert Peccia & Associates, dated June 30, 2022.

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.

Policy 7: Monitor the transportation impacts of development in South Beach through the South Beach Transportation Overlay Zone (SBTOZ) and associated Trip Budget Program.

Policy 8: Continue to engage ODOT regarding future project planning and funding that would lead to improvements to, and possibly replacement of, the Yaquina Bay Bridge in its existing location.

Goal 4: Active Transportation. Complete safe, convenient, and comfortable networks of facilities that make walking, biking, and transit more attractive choices for 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.

Policy 7: Work with Lincoln County Transit to identify barriers to transit ridership, enhancements to service, and physical improvements that can promote transit use, such as signage, posted schedules, and bus stop shelters.

Policy 8: Explore opportunities with Lincoln County Transit to enhance shuttle service across the bay during the busy tourist season to help reduce traffic congestion subject to the availability of funding.

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.

Policy 6. Create spaces that are specifically designed to support and promote the Farmer's Market and other community-oriented activities when modifying or realigning US 101 in the central part of the city.

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.

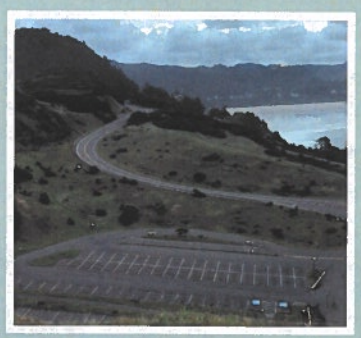
Staff: Goal 1, Policy 1 is being amended to incorporate, by reference, the Yaquina Head Traffic Study that was completed in June of 2022. This refinement plan, prepared for FHWA Western Federal Lands Highway Division in coordination with the Bureau of Land Management, focuses on transportation facilities in and adjacent to the Yaquina Head Outstanding Natural Area. It was prepared at the same time the City of Newport was updating its Transportation System Plan and the project concepts were coordinated. The city of Newport Transportation System plan update was adopted by7 the Newport City Council on August 15, 2022 with Ordinance No. 2199.

Attachment "B"
2-CP-22

JUNE 30, 2022

YAQUINA HEAD
Traffic Study






Prepared for:
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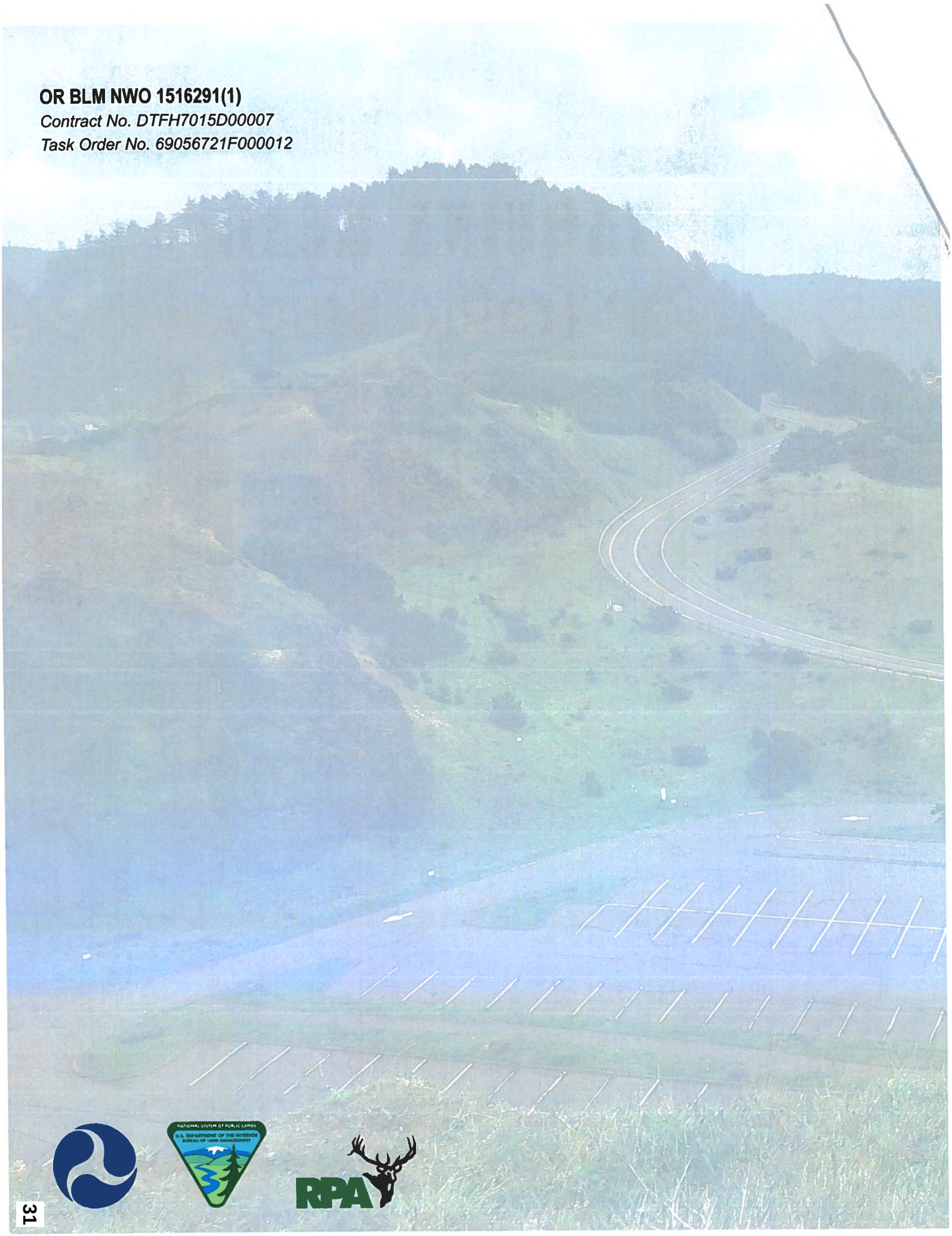
Task Order No. 69056721F000012



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ABBREVIATIONS & ACRONYMS

ADA	Americans with Disabilities Act
AFM	Automated Fee Machine
BLM	Bureau of Land Management
CATEX	Categorical Exclusion
DOI	Department of the Interior
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
FAST	Fixing America's Surface Transportation Act
FHWA	Federal Highway Administration
FLAP	Federal Lands Access Program
FLTP	Federal Lands Transportation Program
FLMA	Federal Land Management Agency
FONSI	Finding of No Significant Impact
FOYL	Friends of Yaquina Lighthouses
IIJA	Infrastructure Investment and Jobs Act
mph	miles per hour
MUTCD	Manual on Uniform Traffic Control Devices
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
OC	Oversight Committee
OCT	Oregon Coast Trail
ODOT	Oregon Department of Transportation
ONA	Outstanding Natural Area
PIP	Public Involvement Plan
RPA	Robert Peccia and Associates
SHPO	State Historic Preservation Officer
SUP	Shared Use Path
THPO	Tribal Historic Preservation Officer
TSP	Transportation System Plan
USC	United States Code
USFS	United States Forest Service
USFWS	United States Fish and Wildlife Service
WFL	Western Federal Lands

ACKNOWLEDGMENTS

The following individuals provided guidance and support throughout the course of this study.

OVERSIGHT COMMITTEE

Matt Betenson – BLM, Site Manager

Jay Mueller – BLM, Chief Park Ranger

Thomas Linegar – BLM, Facilities Operations Specialist

Kath Fuller – BLM, Education Specialist/Volunteer Coordinator

Chris Robinson – BLM, Civil Engineer

Derrick Tokos – City of Newport, Community Development Director

James Feldmann – ODOT, Transportation Planner

Carrie Warren – FHWA, Project Manager

CONSULTANT TEAM

This study was conducted by consulting firm Robert Peccia and Associates (RPA). The following team members contributed to the study.

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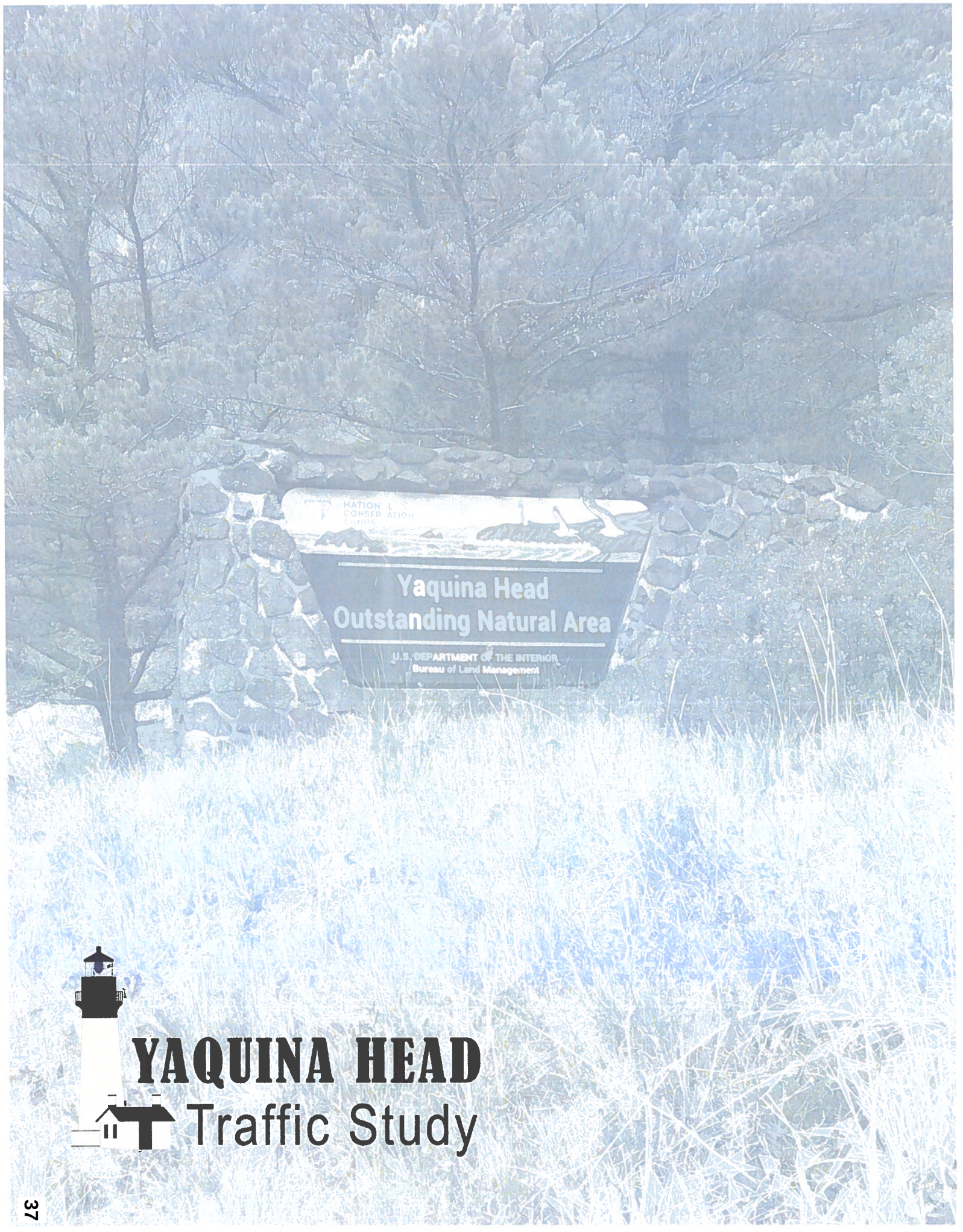
Shane Forsythe, PE – Project Engineer

Hailee Cross, EI – Engineering Designer/Construction Technician



YAQUINA HEAD
Traffic Study


Source: BLM

Chapter 1: Introduction

The Federal Highway Administration (FHWA) Western Federal Lands Highway Division (WFL) and the Bureau of Land Management (BLM) conducted the Yaquina Head Traffic Study to evaluate the Yaquina Head Outstanding Natural Area (ONA) and identify improvements to address site needs while considering public and stakeholder input, environmental constraints, constructibility challenges, and financial feasibility. Understanding the history and recreational opportunities at the site helps provide context for determining needs and potential improvements

1.1. STUDY AREA

Yaquina Head ONA is a 100-acre protected area managed by the BLM and officially designated by the United States Congress to provide for the conservation and development of the scenic, natural, and historic values of the area; the continued use of the area for education, scientific study, and public recreation; and protection of the wildlife habitat of the area.

Yaquina Head ONA is located on the central coast of Oregon at the north end of the City of Newport in Lincoln County. The ONA is located on a headland extending nearly one mile into the Pacific Ocean. At the point of the basalt headland is the Yaquina Head Lighthouse, Oregon's tallest lighthouse.

The ONA is accessible via Lighthouse Drive which is a one-mile-long, two-lane road that begins at the intersection with the Oregon Coast Highway (US Highway 101 [US 101]) at mile post 137.61. The ONA boundary begins about 0.2 mile west of the intersection. **Figure 1** presents the Yaquina Head ONA study area. The ONA site serves as the primary focus area for this study, although parking facilities and multimodal corridors outside the Yaquina Head ONA boundary are also considered in the context of connectivity and access for ONA visitors.

1.2. SITE HISTORY

The Yaquina Head Lighthouse (originally called the Cape Foulweather Light at Yaquina Point) was built in 1872. It is just one in a string of lighthouses strategically planned along the Pacific Coast by the US Lighthouse Service to allow mariners to sail the rocky coastline after dark.

In the early days, the area was wilderness with limited access to the lighthouse. The US Lighthouse Service extended a rough wagon road to bring supplies from the docks at Newport to the light station at Yaquina Head traveling partially along Agate Beach. Construction materials and supplies were mainly delivered to the small cove just south of the headland, where workers hauled them up the bluff, eventually using a tramway built in 1885 at present-day Cobble Beach. Along with the construction of the lighthouse and its associated oil house, a large dwelling for two keepers and their families was built east of the lighthouse tower. Other structures included a smaller keeper's dwelling, barn, water tank, cisterns, and a workshop. Keepers and their families raised livestock and tended a kitchen garden to supply herbs, fruits, and vegetables. As the wagon road gradually improved, early automobiles brought increasing numbers of visitors to the lighthouse and reduced the need for the keepers to tend a garden and raise livestock.

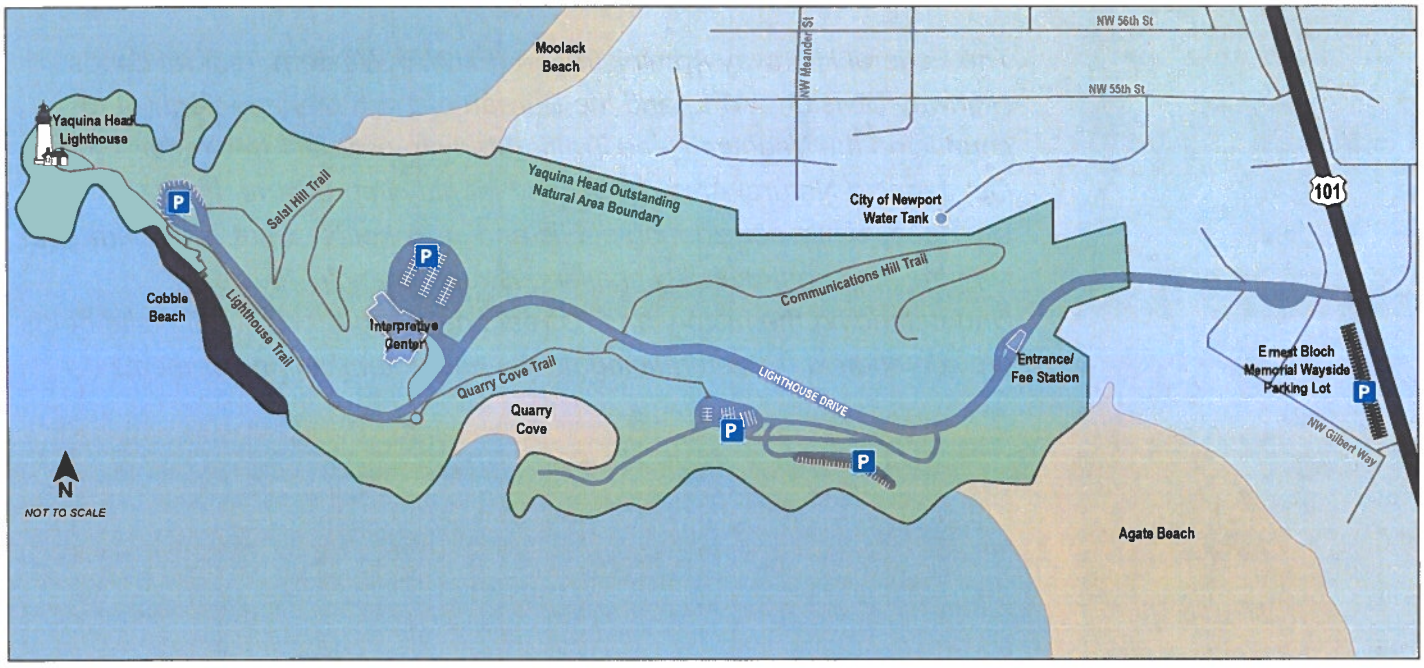


FIGURE 1: STUDY AREA

In 1966, a computer was installed at Yaquina Head Lighthouse and a resident keeper was no longer needed on the grounds. The unoccupied keeper's quarters eventually fell into disrepair and were eventually removed in 1984. Today, only the lighthouse, oil house, water tank, and garden remain at the site.[1]

Between 1917 and 1983, quarrying activity removed huge amounts of basalt rock from Yaquina Head, carving out present-day Quarry Cove and the site of the Interpretive Center. Basalt rock from the quarries was crushed into gravel and used for various road construction projects, including US 101. In the 1970s, nearby residents expressed concerns about the impacts of the quarry activity, including the changing shape of the headland.[2] On March 5, 1980, US Congress designated about 100 acres of Yaquina Head as an Outstanding Natural Area to protect the unique scenic, scientific, educational, and recreational values of the lands. BLM now acts as caretaker for the site, conserving and protecting its natural values for all to enjoy. Ongoing efforts are focused on eliminating non-native vegetation and reintroducing native plants to improve habitat for wildlife and preserve the cultural landscape. Yaquina Head ONA also offers space to conduct research, collect data, and house monitoring equipment for many areas of science including geology, paleontology, biology, marine biology, archaeology, history, and social science.[3]

1.3. RECREATIONAL OPPORTUNITIES

Yaquina Head ONA provides multiple recreation opportunities including seal, sea bird, and wildlife viewing; whale watching; tide pooling; and numerous walking and biking trails. The offshore islands provide a year-round refuge for harbor seals and a spring-summer home for thousands of nesting seabirds. Gray whales can be spotted during their annual migrations to Mexico (during late fall-early winter) and Alaska (during late winter-early spring). During the summer months some gray whales feed in the shallow waters around the headland. Cobble Beach, named for the smooth, dark, rounded basalt stones that cover the beach, offers some of the best tidepool exploration in the area. When the tide is low, a vibrant ocean floor is revealed with pools of colorful animals including orange sea stars, purple sea urchins, and giant green anemones.

This 1975 photo shows the upper level of the Yaquina Head quarry where the present day Interpretive Center is located.

For a brief time, Quarry Cove provided access to the nation's only wheelchair-accessible tidepools. However, the ocean continually deposited sand in the pools, so the BLM decided to instead maintain Quarry Cove as an *Americans with Disabilities Act* (ADA)-accessible beach.

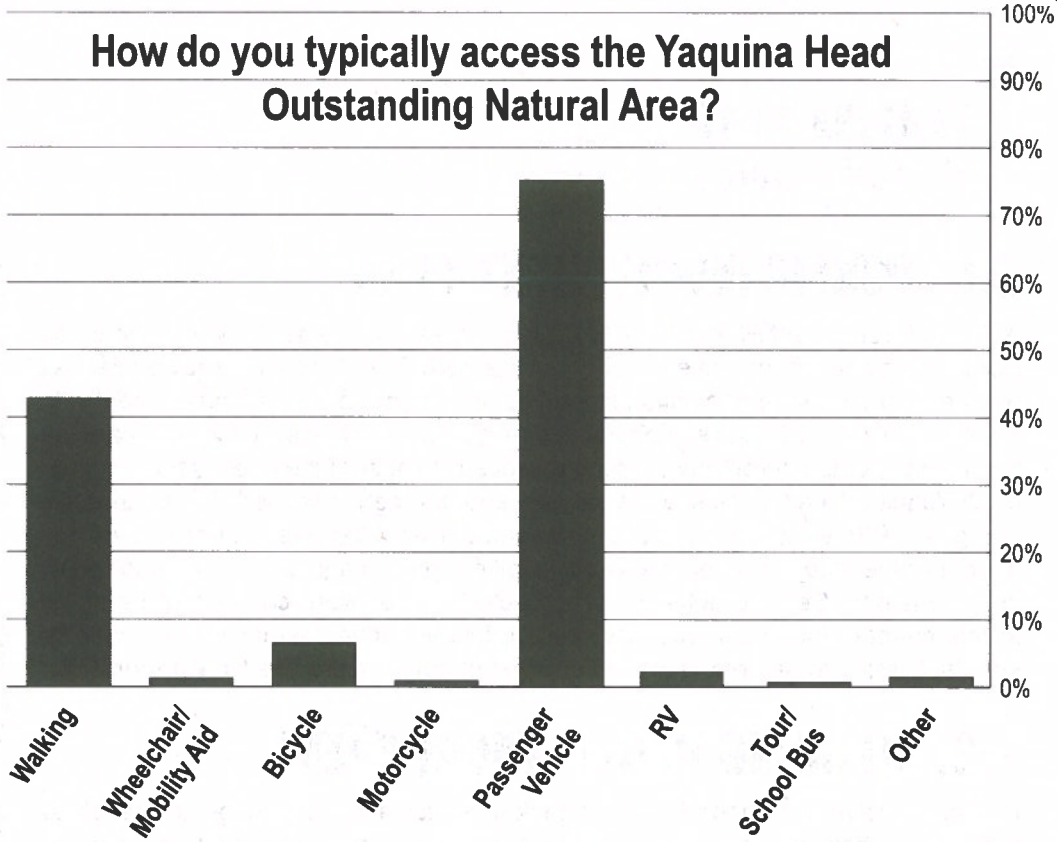
Many local residents regularly walk their dogs at the site. Leashed dogs are allowed on all trails and beaches but are not allowed inside the Interpretive Center or lighthouse. Walking, hiking, and biking are popular for both locals and out-of-area visitors to enjoy stunning views of the Oregon coast.

Other users visit Yaquina Head ONA to surf or hang/paraglide. Communications Hill Trail provides access to 2 hang/paragliding launch sites. Pilots are instructed to check in with ONA staff prior to flying as there is at least one closure or restriction in force at all times. There are also several good viewpoints to watch these recreationists.

Guests are encouraged to visit the Interpretive Center to view exhibits, presentations, and videos on seabirds and marine life as well as human history on the headland. The center also features the wheelhouse of an historic ship, a recreated rocky island and its inhabitants, and a full-scale replica of the lighthouse lantern. For many years, peregrine falcons have built nests on the cliffs above the Interpretive Center. Visitors often congregate in the Interpretive Center parking lot to watch the falcons.

BLM staff and volunteers are available for visitors to ask questions. When weather and staffing conditions permit, ranger-led lighthouse tours are also offered.

YAQUINA HEAD
Traffic Study



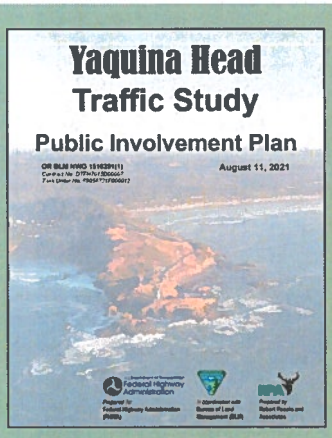
Yaquina Head Traffic Study Survey - Summer 2021

Chapter 2: Outreach and Public Involvement

Education and public outreach are essential parts of fulfilling the responsibility to inform the public about the study process. Public involvement is critical to ensure the study reflects visitor and local community needs, issues, and values. Comments from the public foster cooperation and help BLM staff and local officials make informed decisions.

2.1. PUBLIC INVOLVEMENT PLAN

A *Public Involvement Plan* (PIP) was developed early in the study process to guide public participant opportunities throughout the study. The PIP outlined key audiences and proposed public participation strategies and opportunities for engagement with members of the public and stakeholders. The goal of the PIP was to facilitate ongoing public engagement throughout the study process to ensure the needs and concerns of all Yaquina Head ONA site users were appropriately identified and addressed. Using the PIP as a starting point, engagement activities were tailored over the course of the study in response to site, staffing, participant, and health and safety considerations. Specific public outreach activities that were conducted are noted in this chapter. Materials, such as press releases, advertisements, informational sheets, flyers, newsletters, and the survey summary are provided in **Appendix A**.



Yaquina Head Traffic Study Public Involvement Plan Cover

2.2. ONGOING PUBLIC ENGAGEMENT

Multiple involvement opportunities enabled participants to engage in the study process at their convenience. Key audiences included state and local officials, stakeholder organizations, and the public.

EMAIL CONTACT LIST

The study email contact list included individuals, organizations, or other groups with knowledge and interest in the study area as well as individuals who attended public meetings or signed up for the email list. Emails were sent to notify study contacts of key milestones during study development.

STUDY WEBSITE

A website (https://www.yaquinalights.org/yaquina-head-traffic-study/) was developed to encourage public interaction and to provide information. The website was hosted by Friends of Yaquina Lighthouses (FOYL) and contained contact information, an overview of the study purpose, study announcements, newsletters, maps, and study documents. The planning team updated the website throughout the study process as new information and materials became available.

Yaquina Head Traffic Study website homepage

2.3. TARGETED OUTREACH

Targeted outreach activities were scheduled to share important study information, obtain meaningful input and dialogue about the study process, and to identify important considerations for potential improvements. The following outreach activities were conducted to interact with the study oversight committee (OC), stakeholders, and the public.

2.3.1. Oversight Committee (OC)

A study OC was established with representatives from FHWA, BLM, Oregon Department of Transportation (ODOT), and the City of Newport. The OC met throughout the course of the study to discuss progress, review materials, and provide feedback. The committee provided guidance to the consulting team and reviewed study documentation before publication.

2.3.2. Public Outreach

Public outreach activities were conducted at key points during the planning study. The first outreach effort occurred during the initial evaluation of existing and projected conditions. The second outreach coincided with the release of the *Existing and Projected Conditions Memorandum,* and the third outreach event was conducted in tandem with release of the draft *Yaquina Head Traffic Study*.

PUBLIC OUTREACH #1 – SUMMER 2021

The first public outreach effort took place between August 13 and September 10, 2021, and consisted of a public survey and launch of the study website. The purpose of this initial outreach effort was to explain the study process and gather information from the public and stakeholders to identify issues and concerns relating to the site. The effort allowed members of the public to learn about the study and provide feedback about transportation-related issues and concerns.

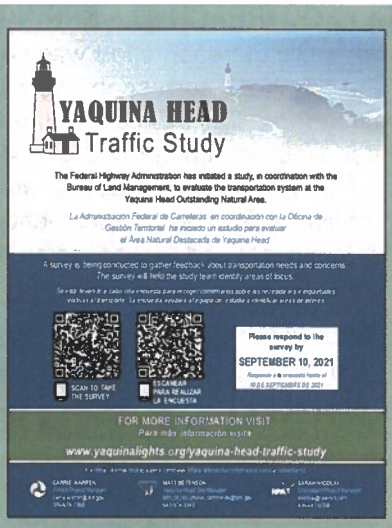
Members of the consultant team, BLM, and FHWA were onsite at the ONA to kick off the outreach effort and boost participation in the survey. Team members set up a booth at the ONA on August 13th with tablets available for the public to take the survey. The team was also available to answer questions about the study. Before the site opened in the morning, the team was stationed at the entrance station to catch neighborhood residents walking into the site outside of normal operating hours. In the late morning/early afternoon, the team was stationed at the lighthouse.

Several methods, including print and electronic formats developed in both English and Spanish, were used to notify the public and stakeholders of the survey and website and to promote overall engagement. The website contained links to the survey in both English and Spanish, a brief video explaining the study process, and the study newsletter. An email update was sent to the study contact list announcing the study, survey, and website. Flyers were posted around the site and handed out to public venues in Newport (including the library, post office, recreation center, and local businesses). Newsletters explaining the study process and announcing the survey were available at the Interpretive Center gift shop. Small handouts with a QR code directing visitors to the survey were given to BLM staff to provide to visitors throughout the survey duration. A news release was also shared with local media outlets.

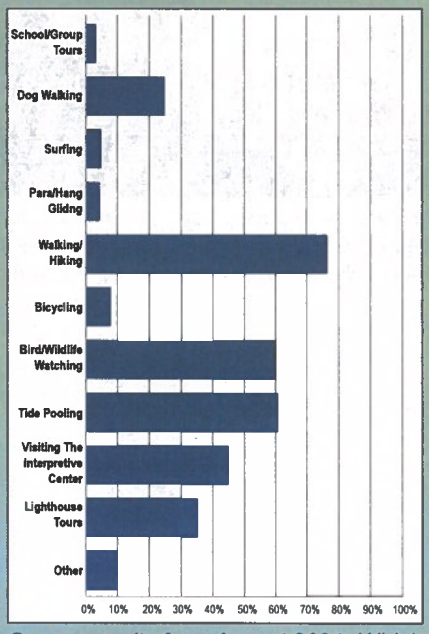
The survey was an opportunity for visitors to share concerns and ideas regarding transportation at Yaquina Head ONA to help the team identify areas of focus for the study. A total of 251 respondents participated in the survey.

PUBLIC OUTREACH #2 – WINTER 2022

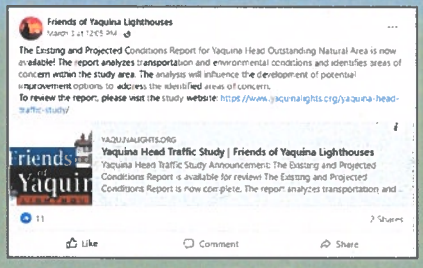
The second public outreach effort occurred in February 2022 corresponding with release of the *Existing and Projected Conditions Memorandum*. Outreach activities included updated website content, posts on the FOYL social media accounts, and an email to the study contact list announcing availability of the report. A summary of key findings from the analyses contained in the report was also provided.



Flyer for public outreach #1 posted at the site and around Newport



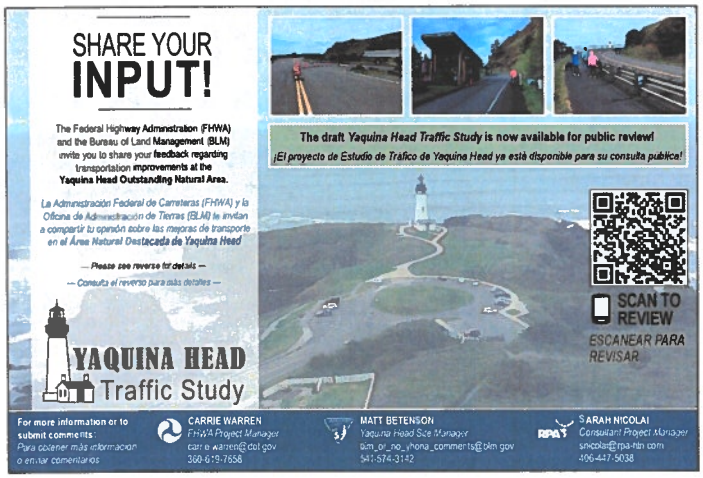
Survey results from August 2021: Which activities have you participated in during visits to the ONA?



Social media post on FOYL Facebook page

PUBLIC OUTREACH #3 – SPRING 2022

A third public outreach effort was conducted from May 16 to June 17, 2022, corresponding with release of the draft *Yaquina Head Traffic Study*. Outreach activities included updated website content and a postcard and email to the study contact list announcing availability of the report. A total of five written public comments were received. A list of the comments and responses are provided in **Appendix A**.



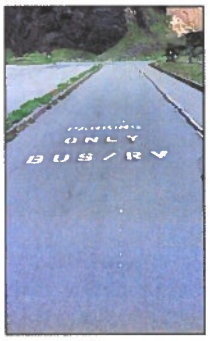
Postcard mailers were sent to the properties neighboring Yaquina Head ONA to announce the release of the draft traffic study and opportunity for public and stakeholder comment.

2.4. PUBLIC AND STAKEHOLDER FEEDBACK

Public and stakeholder comments were collected and considered throughout the study process. A public survey was conducted to understand public priorities, needs, and visiting characteristics. Common themes relating to primary topics of interest are summarized in this section. A summary of comments received over the course of the study is provided in **Appendix A**.

ENTRANCE STATION

Visitors and staff are frustrated with the congestion at the entrance. To help alleviate congestion during peak periods, staff stand in traffic to conduct "line busting" which involves standing in live traffic between traffic cones and directing pass holders to proceed to the left side of the booth through one of the lanes typically used for outbound traffic. An extra lane would be helpful to allow pass users, deliveries, and staff to bypass visitor lines or expedite visitor processing time. A reservation system, especially during peak periods, could also be helpful. Hours and fees should be posted near the US 101 intersection, and a turn-around opportunity should be provided before the fee booth.



PARKING (GENERAL)

The use of RV/bus and ADA parking spaces should be better enforced, and more of each type of parking stall is desired. Additional offsite parking may be beneficial to encourage walking/ biking into the site. Electric vehicle/ bicycle charging stations could also be helpful. Parking by Communications Hill is useful for hang/paragliders.

VEHICLES

Minimizing vehicle access is desirable to some visitors. Consideration of noise and pollution impacts of vehicles is a concern. Improvements should be sensitive to traffic fluctuations throughout the year, not just addressing peak periods.

PEDESTRIANS

Better accessibility for disabled individuals is desired. Sidewalks or separated paths along Lighthouse Drive (from US 101 intersection and ONA entrance) are also desired. Improved visibility at crosswalks would be beneficial, especially near the Keeper's Garden. Providing walking distances on maps may help promote walking.

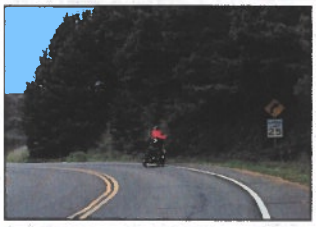
SAFETY

Speed enforcement is desirable and speed bumps were suggested to help slow vehicles. Lowering the speed limit through the site and providing speed feedback signs may also help reduce speeds. Providing physical separation of vehicles from pedestrians and bicyclists may help increase user comfort and safety. There are active landslides within the site, especially near the entrance station. Visitor safety is a concern in a landslide event.

LIGHTHOUSE PARKING AVAILABILITY

Visitors expressed frustrations regarding the cones forcing vehicles into the Interpretive Center lot, especially when the lighthouse lot was not full. A display of the number of open spots at the lighthouse could be helpful, or at least a sign indicating that the lighthouse lot is full. Better indication of distances/walking options at the Interpretive Center would help promote more walking to the lighthouse. Consider potentially limiting parking/driving to the lighthouse to disabled individuals and tour groups.

MULTIMODAL OPTIONS



A shuttle is desired by some to limit vehicle use at the site. BLM could consider coordinating with other Oregon Coast recreation sites. Additional trails are also desired. Bike access from US 101 is perceived as unsafe. Improving public transportation to the site is desirable.

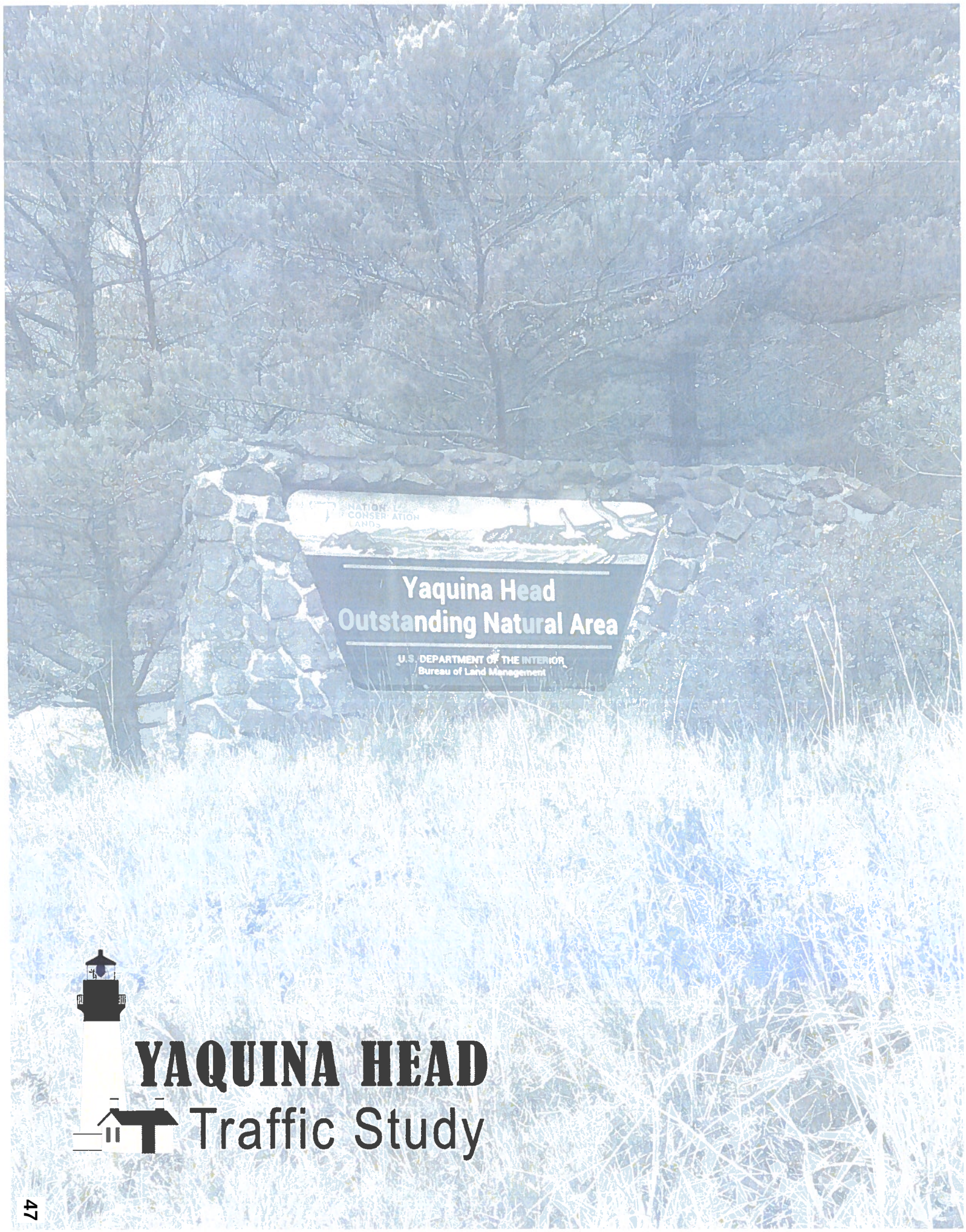
EMERGENCY RESPONSE

Consideration of how improvements would function during emergencies is important. Improvements should address emergency transportation issues both for small-scale and large-scale emergencies, such as fire, earthquake, or tsunami. A threshold of maximum capacity should be considered to allow safe evacuation in the event of an emergency.

OTHER

Other general comments that were received throughout the planning process are summarized below.

- Access for hang gliders and paragliders is very appreciated.
- The rangers are extremely helpful and friendly, and communicating with them enhances the visitor experience.
- Drone use at the site is not desirable.
- Road improvements/maintenance on Lighthouse Drive are needed.
- Closing at sunset makes it difficult for visitors to obtain sunset photos.
- Protecting the environment is important to visitors.
- Moving the gates before the fee station could help with management of the site during off hours.
- Theft has occurred in the past and increased security of the site is desirable.



YAQUINA HEAD
Traffic Study

Chapter 3: Transportation System

The study evaluated the existing transportation system to establish the current traffic conditions and to identify areas of concern. The following analysis of transportation conditions includes an examination of existing traffic data, vehicle crash history, field observations, pavement conditions, aerial imagery, and geographic information system data. Existing data were provided by ODOT, and additional traffic data were collected by RPA in 2021. The available information supplemented with the collected data were used to establish the existing transportation characteristics and conditions. **Appendix B** *provides additional details about existing and projected transportation conditions within the study area*

3.1. PHYSICAL FEATURES AND OPERATIONAL CHARACTERISTICS

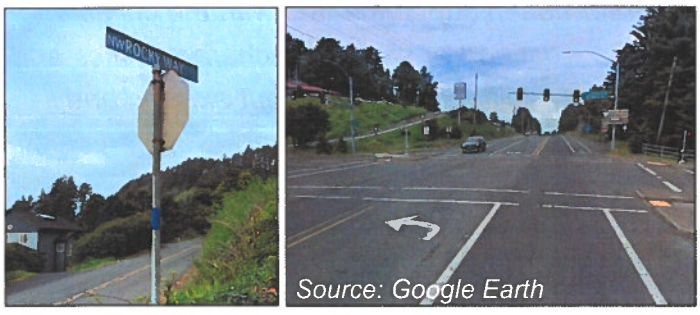
Lighthouse Drive serves multiple residential and commercial areas and provides access to Yaquina Head ONA. The following sections discuss physical features and operational characteristics of the roadway and adjacent parking areas and multimodal corridors.

3.1.1. Roadway Surface and Width

The entirety of Lighthouse Drive is paved from the US 101 intersection to the lighthouse parking lot. From the US 101/Lighthouse Drive intersection to the Yaquina Head ONA entrance gate, the widths on Lighthouse Drive are generally 21 feet with minimal shoulders. Past the entrance gate, the widths on Lighthouse Drive vary from 24 feet to 35.5 feet in width with 1.5-foot to 6-foot shoulders. The widest stretch of roadway occurs just beyond the entrance gate. The narrowest section of roadway within Yaquina Head ONA is 12 feet and occurs on the Quarry Cove access road beyond the upper parking lot.

3.1.2. Intersecting Facilities and Traffic Control

Based on field review and aerial photography, 10 intersecting vehicular facilities occur along Lighthouse Drive, including a variety of public roadways, private approaches, recreational accesses, and parking areas. Outside the Yaquina Head ONA, existing traffic control on Lighthouse Drive consists of a traffic signal at the US 101/Lighthouse Drive intersection and stop signs on some approach roadways including NW Agate Way, the Hill Buffet and Grill driveway, and NW Rocky Way to the north. Within the Yaquina Head ONA, stop signs are placed on the Quarry Cove and Interpretive Center access roadways.



The US 101/Lighthouse Drive intersection is signalized; all other intersecting roadways are stop controlled.

3.1.3. Traffic Circulation and Parking

Within the Yaquina Head ONA, vehicular traffic uses Lighthouse Drive to enter the site and to reach key destinations. Additionally, the Quarry Cove roadway provides access to the upper and lower parking areas at Quarry Cove. Several parking opportunities are available both within the site and the surrounding area to serve visitors. The total number of parking stalls provided in each lot is summarized in **Table 1** at the end of this section. **Figure 2** provides a map showing the locations of the available parking areas. Stakeholders have noted a desire for additional large vehicle and ADA parking stalls within the Yaquina Head ONA.

ENTRANCE STATION CIRCULATION

After entering the Yaquina Head ONA site, visitors proceed to the entrance station where they are greeted by a ranger and either pay an entrance fee or present a valid pass. For credit card purchases, visitors are directed to an automated fee machine (AFM) kiosk located just to the west of the main booth.

During peak visitation periods, a traffic queue extends along Lighthouse Drive and sometimes reaches back to the US 101 intersection, according to BLM staff.[4] To expedite visitor processing during these times, BLM staff conduct what is called "line busting" which involves standing in live traffic between traffic cones and directing pass holders to proceed to the left side of the booth through one of the lanes typically used for outbound traffic. This can create a conflict with pedestrians walking from the AFM kiosk back to the booth to pick up a pass from the ranger.

Occasionally, drivers decide not to proceed into Yaquina Head ONA and attempt to turn around before the entrance station. These maneuvers are generally not safely accommodated by the existing traffic control and entrance configuration.

During periods of peak visitation, traffic queues at the entrance station have extended to the US 101 intersection.

QUARRY COVE CIRCULATION AND PARKING

The Quarry Cove access road is a single-lane, one-way couplet serving vehicles entering and existing the Quarry Cove recreational area. A pullout is provided on the south side of the couplet that is used for parking. In addition, 2 separate paved parking lots are available for visitor use off the Quarry Cove access road. The northern parking lot, referred to as the upper lot, consists of 12 angled parking stalls, 3 perpendicular parking stalls, 2 ADA-compliant stalls, and 3 large vehicle parking stalls. Restroom facilities are provided as well as dedicated crosswalks with access to and from the upper and lower Quarry Cove Trails. The configuration of this lot is confusing and lacks clear direction for vehicle circulation. One-way signs appear to point in opposing directions, and some personal vehicles were observed circulating through areas striped as large vehicle parking stalls. Additionally, BLM staff have reported that visitors sometimes cross the solid yellow line into the oncoming lane to reach the gated ADA access roadway.

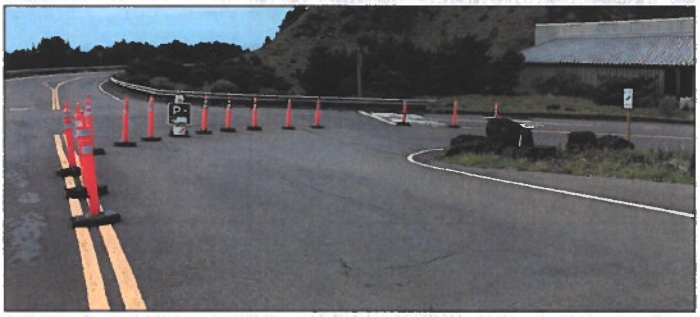
An additional lot, referred to as the lower lot, is located on the southern side of the Quarry Cove access road. This lot contains 31 perpendicular parking stalls and 2 ADA parking spots. A small turnaround area is provided at the eastern end of the lot. This lot generally does not accommodate large vehicles due to its narrow configuration.

The Quarry Cove parking lot consists of two levels; upper (pictured) and lower. The circulation pattern of the lot can be confusing to visitors.

INTERPRETIVE CENTER CIRCULATION AND PARKING

The Interpretive Center parking lot is a popular parking area for visitors. It offers 126 perpendicular parking stalls, 4 of which are designated for Official Vehicles Only. The lot also provides 6 angled stalls and 8 ADA stalls. A lane designated for large vehicle parking is provided parallel to the parking lot entrance lane, and some drivers confuse the parking lane for a circulation route. The lane provides space for approximately 3 large vehicles. BLM staff have indicated that RVs sometimes park in the angled stalls near the maintenance building as well as in undesignated areas along the perimeter of the lot during busy times.

When the Interpretive Center is open, BLM uses traffic cones to channel westbound vehicles from Lighthouse Drive into the Interpretive Center parking lot. This configuration is used to circulate visitors through the Interpretive Center lot in the hope that visitors will park and walk down to the lighthouse rather than driving. Once inside the Interpretive Center lot, the intended circulation pattern directs visitors around the outside edge of the lot in the counterclockwise direction. Visitors often express frustration with the cones and sometimes perform unsafe maneuvers to avoid circulating or parking in the Interpretive Center lot. Some drivers have been observed swerving around the cones to continue on Lighthouse Drive, while other drivers enter the parking lot and immediately make a U-turn in order to leave the lot and continue west on Lighthouse drive. These maneuvers result in increased potential for user conflicts within the parking area and on Lighthouse Drive.



When the Interpretive Center is open, BLM staff set out cones forcing visitors into the Interpretive Center parking lot. The cones are sometimes bypassed and can be confusing to visitors.

A small pet relief area is provided northeast of the parking lot with a short loop trail/mowed corridor. Pedestrian access to the lighthouse is provided from this lot via the Lighthouse Trail which wraps around the Interpretive Center, crosses under Lighthouse Drive, and continues along the south edge of Lighthouse Drive. Some visitors were observed walking from the parking lot to the intersection with Lighthouse Drive and then continuing west along Lighthouse Drive, despite the lack of dedicated pedestrian facilities on this route.

LIGHTHOUSE CIRCLE CIRCULATION AND PARKING

The lighthouse parking area is a one-way loop with angled parking around the outside edge. Access to the Yaquina Head lighthouse and Cobble Beach are provided on the western edge of this lot. A small area with additional parking is also provided off the east side of the parking lot, providing direct access to Salal Hill Trail, restroom facilities, and a small maintenance building.

In total, the lot provides 26 angled parking stalls, 11 perpendicular stalls, 3 designated ADA stalls, 2 stalls for Official Vehicles Only, and 3 stalls designated for large vehicle parking. Sidewalk is provided along the outside edge of the parking lot, however, pedestrians are often observed walking across the center island and within the vehicle travel lanes as a shortcut to reach their desired destination.

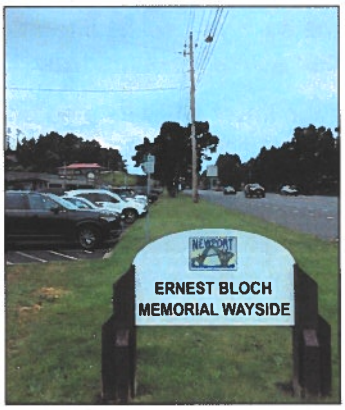
The RV stalls in the lighthouse parking lot are sometimes occupied by personal vehicles.

ERNEST BLOCH MEMORIAL WAYSIDE PARKING

The Ernest Bloch Memorial Wayside parking area is located adjacent to US 101 and is accessed from NW Gilbert Way. The lot offers 65 perpendicular parking stalls, 3 large vehicle stalls, and 3 designated ADA stalls. A crosswalk is provided across NW Gilbert Way allowing access from adjoining sidewalks next to the parking area. Some visitors choose to park in this area and walk into the Yaquina Head ONA, despite the lack of designated pedestrian facilities between US 101 and the Yaquina Head ONA site.

INFORMAL PARKING

Several informal parking areas are located within the site, including along the Quarry Cove access road and on Lighthouse Drive. A small parking area exists approximately 130 feet west of the US 101/Lighthouse Drive intersection that offers 11 parking stalls and allows visitors to walk down to the beach or to Yaquina Head ONA. The pullouts on Lighthouse Drive within the ONA are often used by visitors for parking, although BLM staff indicated these pullouts are provided as short-term viewpoints and are not intended for long-term parking purposes. Staff also noted concerns about visitors attempting to park in these pullouts with the end of their vehicles partially in the roadway. Some visitors, especially hang/paragliders, also park in the widened area at the base of Communications Hill.



The Ernest Bloch Memorial Wayside parking lot is located approximately in the southwest quadrant of the US 101/ Lighthouse Drive intersection.

A few small pullouts are located on Lighthouse Drive. The pullouts are intended to be for short-term photo opportunities but are often used for longer-term parking.

TABLE 1: AVAILABLE PARKING

Parking Lot	Perpendicular Stalls	Angled Stalls	ADA Stalls	Large Vehicle Stalls	Official Vehicles Only Stalls	Total Stalls
Quarry Cove (Upper)	12	3	2	3	--	20
Quarry Cove (Lower)	31	--	2	--	--	33
Interpretive Center	122	6	8	~3	4	143
Lighthouse Circle	11	26	3	2	3	45
Ernest Bloch Memorial Wayside	65	--	3	3	--	71
Informal Parking*	--	11	--	--	--	11
Total Stalls	241	46	18	11	7	323

**Only marked parking stalls are included.*

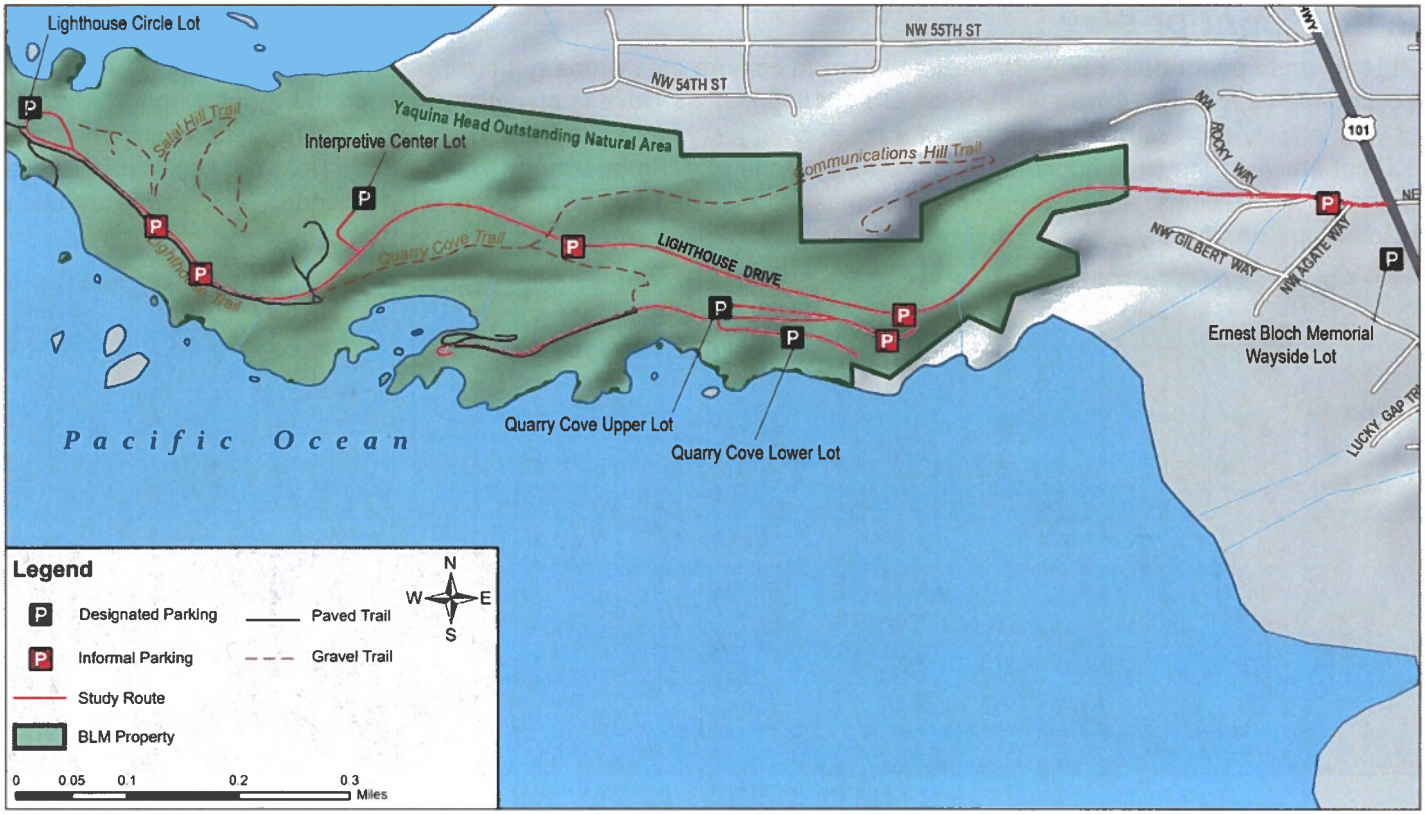


FIGURE 2: PARKING

3.1.4. Utilities

Several utilities are located within the Lighthouse Drive corridor including underground telephone, gas, power, water, and sanitary sewer. The utilities are generally located along the roadway centerline with meters located sporadically along the corridor on both sides of the roadway. Overhead power and telephone lines also cross Lighthouse Drive about 400 feet west of the US 101/ Lighthouse Drive intersection.

The US Coast Guard maintains the facilities at the top of Communications Hill. The site includes communications equipment for aircraft, a cell phone tower, and research equipment for Oregon State University. Vehicular access to Communications Hill will need to be maintained so these facilities can be properly serviced.

An AFM is located at the entrance gate outside of the fee booth and is used to collect credit card payments. Electrical utilities including a high voltage switch pad, telephone utilities, and a meter are located at the entrance station. Additionally, the entrance booth includes a staff restroom served by water and sanitary sewer utilities.

3.1.5. Bridges and Culverts

Three intermittent unnamed streams cross Lighthouse Drive. The first stream crosses Lighthouse Drive approximately 250 feet west of the US 101 intersection. The second stream crosses Lighthouse Drive at the entrance station. The third stream crosses Lighthouse Drive near the Interpretive Center. No drainage features for these streams were identified based on available as-builts and field survey.

Utilities are provided near the entrance station for the AFM.

One culvert was identified on Lighthouse Drive during field investigations. The culvert was located approximately 200 feet west of the Quarry Cove entrance roadway. A few drainage culverts are also located near the Interpretive Center in the vicinity of Lighthouse Trail. Supplemental review of available as-built drawings confirms no other hydraulic features within the Yaquina Head ONA boundary.

3.1.6. Right-of-Way

BLM recently performed a boundary retracement to confirm their property boundary. The BLM right-of-way boundary occurs approximately 0.2 mile west of the US 101/Lighthouse Drive intersection. As seen in **Figure 3**, the BLM right-of-way is fairly wide with the exception of a pinch point just before the entrance station, where there is approximately 15 feet between the BLM boundary and the edge of the existing pavement. The northern BLM boundary borders the adjacent subdivisions. A city-owned water tank is also located just north of the BLM boundary and there has been discussion from the city about possibly moving the water tank or replacing it with a pump.

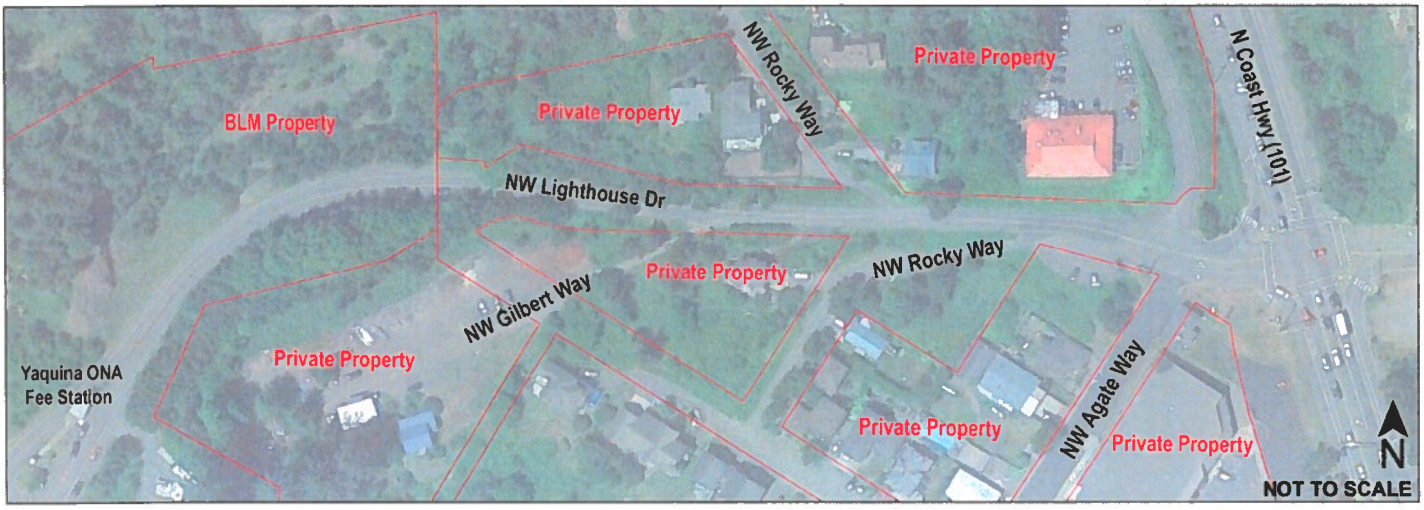
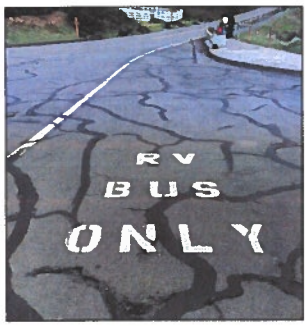


FIGURE 3: RIGHT-OF-WAY MAP

3.1.7. Maintenance Responsibility, Activities, and Vulnerabilities

ODOT is responsible for maintenance of US 101 and the Ernest Bloch Memorial Wayside parking area. The City of Newport is responsible for maintenance of Lighthouse Drive west of the US 101 intersection to the Yaquina Head ONA boundary. BLM is responsible for maintenance of Lighthouse Drive beginning at the Yaquina Head ONA boundary as well as all trails, parking areas, and buildings within the Yaquina Head ONA boundary.



BLM uses crack sealing techniques to repair cracks in the pavement at the ONA.

Historical asphalt maintenance records were provided by Yaquina Head ONA staff. The records include contract work dating back to 1998 and more recent maintenance work completed internally by BLM facilities staff. Records show that BLM staff conducts periodic maintenance including application of slurry seal, striping, and crack sealing.

Several locations along the Lighthouse Drive corridor have experienced pavement failures including transverse and longitudinal cracking and sloughing. The cause of these failures is typically a weakened or deteriorating subgrade. This distress on the pavement can be caused by a variety of factors including poor drainage, erosion, frost heave, lack of compaction, or weak materials. BLM staff noted an ongoing issue with sloughing on the Quarry Cove access road, which was previously filled and patched but continues to deteriorate.

3.1.8. Alternative Transportation Facilities and Services

PEDESTRIAN AND BICYCLES

Multiple pedestrian and bicycle opportunities are provided at Yaquina Head ONA. Visitors entering the site on foot or by bike do not have to pay amenity fees. Once inside the ONA, pedestrian trails range in difficulty and surface type. Bicycles are only allowed on paved areas of the site and on the Communications Hill Trail. **Table 2** summarizes trails at Yaquina Head ONA, and **Figure 4** displays them graphically.

TABLE 2: YAQUINA HEAD ONA PEDESTRIAN AND BICYCLE TRAILS

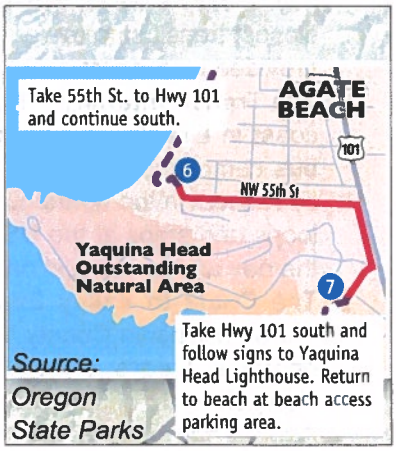
Trail Name	Rating	Walking Time	Steepest Grade	Surface Type	Bicycles Allowed?	Wheelchair Accessible?	Notes
Quarry Cove Trail (Lower)	--	--	--	Paved	--	Yes	• Access to Quarry Cove ADA Beach • Disabled users can drive down to beach
Quarry Cove Trail (Upper)	Most Difficult	10 minutes each way (to Interpretive Center)	33%	Gravel	No	No	• Steep concrete stairs • Connection to Communications Hill and Lighthouse Trails
Lighthouse Trail	Most Difficult	10 minutes each way (to Interpretive Center)	8%	Asphalt	No	Yes	• Paved path on south side of Lighthouse Drive separated from the roadway by guardrail • Access to Cobble Beach via steep wooden stairs
Salal Hill Trail	Moderate	25-30 minutes round trip	36%	Unimproved	--	No	• Accessed from lighthouse parking lot behind the keeper's garden leading to a point above the Interpretive Center
Communications Hill Trail	Most Difficult	15 minutes each way	15%	Gravel Road	Yes	No	• Trailhead to hang/paragliding launch sites • Primitive trail to water tank and Agate Beach neighborhood
Lighthouse Access	--	--	--	Sidewalk	--	Yes	•Recently reconstructed sidewalks from lighthouse parking lot to lighthouse and observation decks

-- Not stated on trail signs.

Source: Bureau of Land Management, Trail Wayfinding signs, viewed on site in May 2021.

Other designated trails or pedestrian/bicycle routes in the vicinity of the study area are listed as follows.

- **Lighthouse to Lighthouse Trail:** Lighthouse Drive is featured as part of the 10-mile trail on Newport's published bike maps. The route connects the Yaquina Bay and Yaquina Head Lighthouses traveling mainly on city streets and US 101.
- **Oregon Coast Bike Route:** US 101 between the northern and southern Lincoln County lines is a designated bike route on the Lincoln County Bicycle Route Map. Bike lanes are provided on US 101 through the study area.
- **Oregon Coast Trail (OCT):** A 362-mile hiking trail follows the Oregon coastline along beaches, state parks, public lands, US 101, city streets, and some easements on private property. Some sections called "gap sections" are identified in areas that are disconnected, inconvenient, unsafe, or inaccessible during certain seasons. The Agate Beach gap section instructs trail users to take 55th Street to US 101 and continue south following signs to Yaquina Head Lighthouse then returning to the beach at the Agate Beach access/parking area.



The Yaquina Head area is identified as a gap section in the OCT because the area lacks connectivity along the coastline.

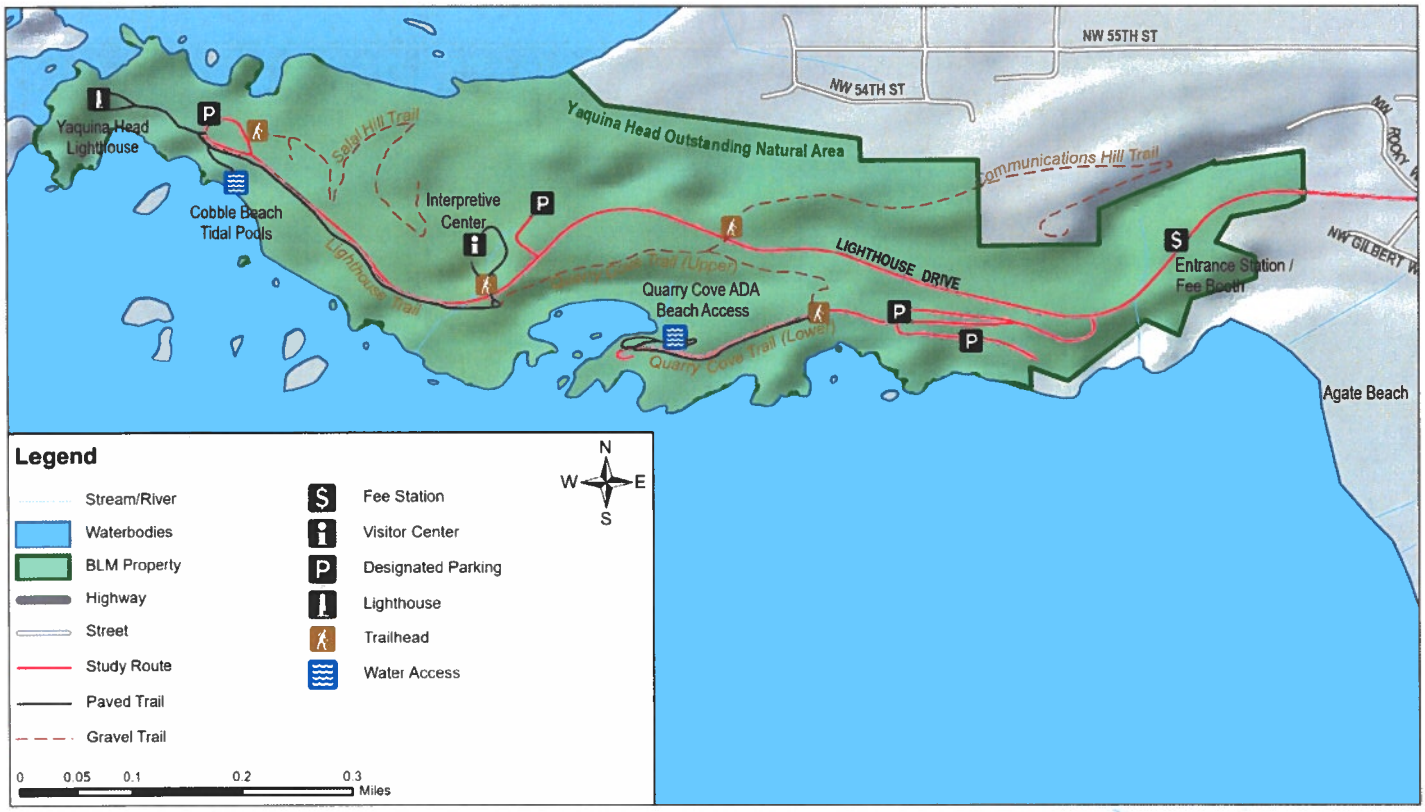


FIGURE 4: YAQUINA HEAD ONA TRAILS

TRANSIT

Lincoln County Transit provides transit services to the Newport area via a city loop and inter-city routes between Lincoln City, Siletz, Yachats, Corvallis, and Albany.

- The **Newport City Loop** completes a full loop through Newport 6 times each day, 7 days a week. Buses are wheelchair accessible with bicycle racks. The closest transit stop to Yaquina Head ONA is Bloch Wayside/52nd Street and is provided by request only.
- The **Transit Intercity – North County** route provides daily service along the coast in Lincoln County north of Nye Beach. Monday through Saturday, the bus completes 5 loops and stops at the US 101/NE 52nd Street intersection by request in the northbound direction only. On Sundays, the bus completes 4 loops and stops at the US 101/NE 52nd Street intersection on the first loop of the day and by request on the other 3 loops in the northbound direction only.
- The **Coast to Valley Express** is a service provided through a partnership between Lincoln County Transit and Benton County Transportation. The bus operates 7 days a week with 4 daily runs between Albany, Corvallis, and Newport with optional connections to Portland, the Portland International Airport, and other destinations on the coast. The Newport stop is located at Newport City Hall.
- A **Dial-A-Ride** service is also provided within the City of Newport. The buses operate from 8:00AM to 3:30PM Monday through Friday by reservation.

LINCOLN COUNTY TRANSIT

3.2. GEOMETRIC CONDITIONS

Existing roadway geometrics for Lighthouse Drive were evaluated and compared to current standards. As-built drawings from 1995 were available for the segment of Lighthouse Drive extending from the entrance station to the lighthouse parking lot. Field review and aerial photography were used to document existing roadway geometrics in this segment.

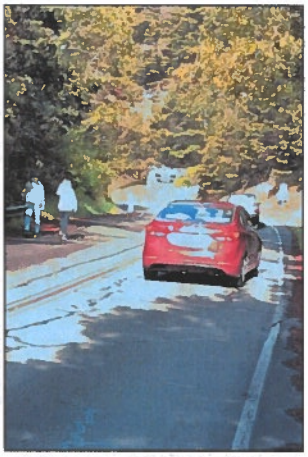
The collected traffic volumes classify Lighthouse Drive as a very low volume local road. Based on nationally accepted design standards, Lighthouse Drive generally meets all minimum design requirements regarding roadway widths, horizontal and vertical alignment, sight distance, and clear zone widths. The following deficiencies were identified:

- A narrow portion of the Quarry Cove access road does not meet the minimum roadway width.
- The curves on the Quarry Cove access road do not meet the minimum radii standards. This portion of the study area is signed at 15 miles per hour (mph), and none of the horizontal curves are considered to be potential areas of concern.
- The two curves to the east of Communications Hill were identified as providing limited sight distance due to the density of trees adjacent to the roadway.
- It is not always feasible to provide wide clear zone distances or side slopes due to the existing context of the roadway, including steep embankments or dense tree growth. Guardrail is in place along Lighthouse Drive in areas without sufficient side slopes.

A few locations at the Yaquina Head ONA do not meet minimum geometric design requirements.

3.3. SAFETY

Concerns for pedestrian and bicycle safety have been noted and observed within Yaquina Head ONA and the surrounding area. In general, there is a lack of a continuous, dedicated facility for pedestrians on Lighthouse Drive. As a result, visitors entering the ONA on foot are often observed walking along the roadway shoulder and sometimes in the travel lanes. BLM staff and the public have noted potential conflicts between vehicles and pedestrians, especially in the section of Lighthouse Drive between the US 101 intersection and the entrance station.



Due to a lack of dedicated pedestrian facility on Lighthouse Drive, many pedestrians walk in the roadway. Blind curves and high speeds further compound safety concerns.

The ONA tends to experience high traffic volumes during peak periods at the entrance station, Keeper's Garden, and Lighthouse Circle, all of which lack dedicated crosswalks. Pedestrian-vehicle conflicts create safety concerns at these locations, within parking areas, and at other key crossing locations on Lighthouse Drive. At the entrance station, conflicts have been observed between pedestrians and opposing traffic as well as vehicles performing unsafe turnaround maneuvers. Staff safety has also been noted as a potential concern, particularly when staff are conducting line busting activities in live traffic. At Lighthouse Circle, there are no dedicated crosswalks or paths through the center of the parking lot. Many visitors walk randomly throughout the parking lot creating concerns for potential conflicts, especially since the mound in the center island blocks drivers' views.

Several other areas within the Yaquina Head site also lack pedestrian facilities or provide poor visibility. While some sidewalk is provided on the Quarry Cove access road, there is a gap in the sidewalk between the pullout on the south side of the couplet and the lower parking lot. The crosswalk between Quarry Cove Trail and Communications Hill Trail is located after a set of s-curves. Drivers sometimes travel too fast around these curves and do not realize there is a crosswalk approaching.

A continuous, protected pedestrian facility along the length of Lighthouse Drive is desired to improve pedestrian safety. Enhanced wayfinding may be needed to direct pedestrians to the path and reduce the potential for pedestrians in the roadway.

BLM staff and regular visitors have noted concerns regarding vehicle speeding issues on Lighthouse Drive. Speeding is primarily a concern on the segment of Lighthouse Drive between US 101 and the entrance station. Aggressive and unsafe driving has also been observed at the Interpretive Center intersection, with some visitors swerving into the opposing lane of traffic to bypass the cones directing traffic into the Interpretive Center parking lot. Visitors often circle the lighthouse parking lot waiting for parking spaces to become available, which causes congestion and general safety concerns since there are often pedestrians walking in the roadway at this location. Some visitors park in undesignated areas which sometimes includes obstructing travel lanes.

3.4. TRAFFIC CONDITIONS

Lighthouse Drive serves a variety of access purposes including residential, commercial, and recreational. Heading west from the US 101 intersection, approximately the first 0.1 mile of roadway contains several approaches that provide access to residential areas and businesses. The remainder of Lighthouse Drive generally serves users who are intending to visit Yaquina Head ONA. Passenger cars, delivery trucks, buses, RVs, emergency vehicles, bicycles, and pedestrians are all common on the roadway.

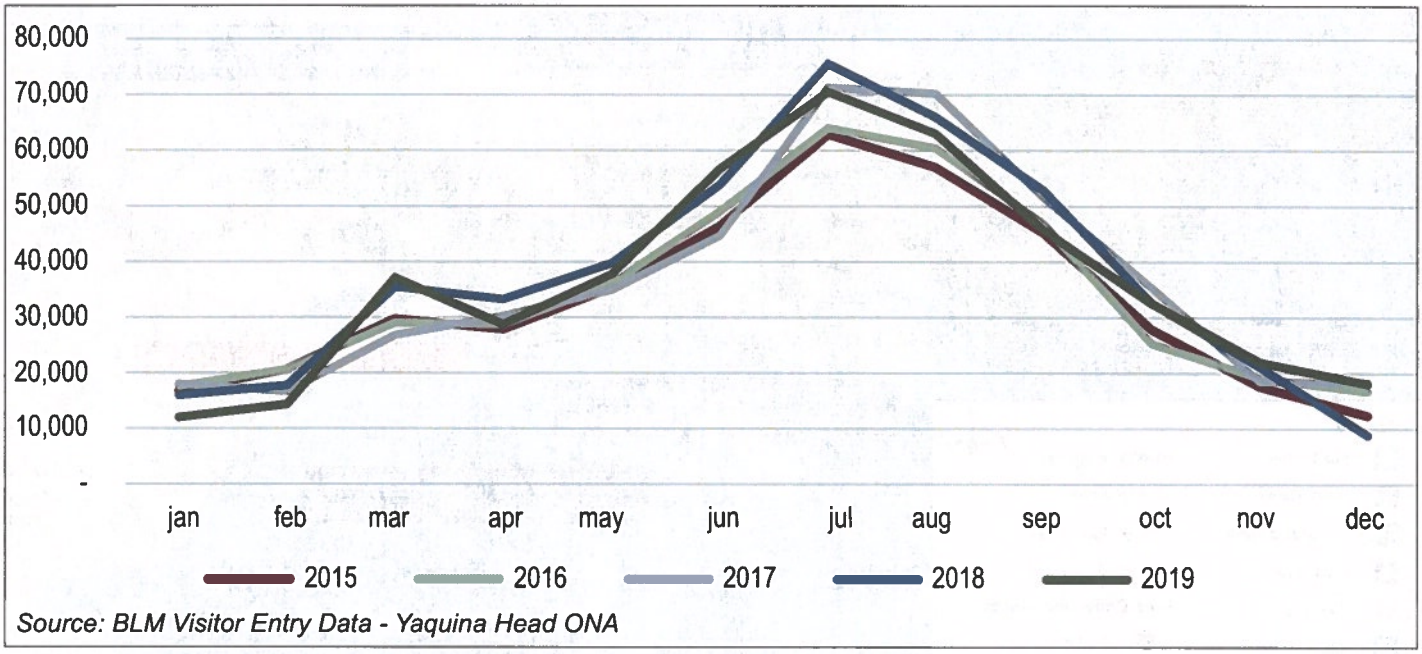
3.4.1. Visitor Entry Data

The BLM staff at the Yaquina Head ONA entrance station collect visitor entry data each day during regular operating hours. The staff tracks entering users and classifies them based on payment type, transportation mode, and visitor type. To approximate the total number of visitors, BLM uses a generalized estimate of 3 visitors per vehicle. Upon entry, BLM classifies vehicles as either a recreational or a non-recreational vehicle. Non-recreational vehicles include BLM staff, delivery vehicles, utility and maintenance vehicles, contractors, and other non-visitor vehicles. Recreational vehicles include all other vehicles which are assumed to be occupied by visitors. Only recreational vehicles are included in the visitation count.

Monthly visitor entry data were provided for the years 2015 through 2019. Overall, visitor numbers exhibited a steady growth rate of 2.8 percent per year. The data show that approximately 2,500 people visit Yaquina Head ONA on a typical day during the peak season, with spikes in visitation occurring over the weekends of Memorial Day and July 4th and at the end of July. The number of visitors recorded per month at the site over the 5-year period from 2015 to 2019 is displayed in **Figure 5.** As shown in the figure, visitation generally begins to increase in May with peak visitation observed in July. Numbers begin to decrease In October, and low volumes are recorded throughout the winter season. A slight increase in visitation is observed in the month of March, potentially corresponding to spring break and the spring gray whale migration.

An analysis of visitor transportation mode was also performed. Of the data provided by BLM, an average of 39 pedestrians, 6 bicycles, and 803 recreational vehicles were observed each day. This translates to approximately 2,450 daily visitors. Note, these values are recorded during the hours that the site is open and staffed by BLM. Many residents enter the site by foot or by bicycle before and after hours.

Upon entry, vehicles either present their pass (week, annual, or lifetime) or pay a fee to be issued a pass. When visitors have their pass already in hand, processing time at the gate is typically expedited. While there is considerable variability each day, the average mix of passes in hand and passes issued is nearly equal (53 and 47 percent, respectively). At the highest, the percent of visitors with a pass already in hand was 67 percent and was lowest at 24 percent.



Source: BLM Visitor Entry Data - Yaquina Head ONA

FIGURE 5: VISITORS PER MONTH

3.4.2. Traffic Volumes and Speeds

Traffic data were collected at Yaquina Head ONA in August 2021 including traffic volumes and speed information. Pneumatic road tubes were placed on Lighthouse Drive before and after the entrance station, on Lighthouse Drive between Quarry Cove and the Interpretive Center, on Lighthouse Drive near the Keeper's Garden, and along the access road for Quarry Cove to collect data. **Figure 6** presents a map of the locations where traffic data were collected along with the resulting volume data from the counts. See **Appendix B** for more information.

LIGHTHOUSE DRIVE TRAFFIC VOLUMES

Between 7:00 AM and 8:00 PM, a total of 586 and 694 vehicles entered the site on Friday and Saturday, respectively. A higher volume of traffic was observed on Saturday, which is expected given the recreational nature of Yaquina Head ONA. The entering and exiting patterns were found to be different between the two days, with a larger percentage of daily visitors arriving in the morning and leaving before noon on Friday. On Saturday, visitors appeared to arrive later and stay at the site longer with no defined peaks throughout the day. Based on a comparison of the number of vehicles counted at the sites both before and after the entrance, approximately 15 percent of vehicles on Lighthouse Drive reached the entrance and turned around without continuing into the site.

The parking lot at the end of Lighthouse Drive has 37 personal vehicle stalls, 3 large vehicle stalls, and 3 ADA accessible stalls. An additional 2 stalls are designated for official use only. Based on the collected traffic counts on Lighthouse Drive near the Keeper's Garden, this parking area reached or surpassed available capacity about 10 percent of the time on Friday and about 7 percent of the time on Saturday. On Friday, the lot was at capacity (45 cumulative vehicles or more) between 10:00 AM and 11:30 AM. The peaks on Saturday exceeded 45 vehicles for only one 15-minute interval at 10:30 AM. When the Interpretive Center is open, vehicles are directed into the Interpretive Center parking lot by cones placed at the intersection.

QUARRY COVE ACCESS ROAD TRAFFIC VOLUMES

Beyond the Yaquina Head ONA entrance, pneumatic road tubes were placed along the access road for Quarry Cove. The Quarry Cove parking lot has approximately 55 parking stalls. Based on the volume counts on the Quarry Cove access road, this parking lot never reached capacity on the days of observation. On Friday, two peaks occurred at 11:30 AM and 3:00 PM with approximately 16 vehicles each. On Saturday, 1 distinct peak occurred at 11:45 AM with 25 vehicles. Generally, 10 or more vehicles were counted in the Quarry Cove area for the majority of the day from 11:00 AM until 5:30 PM.

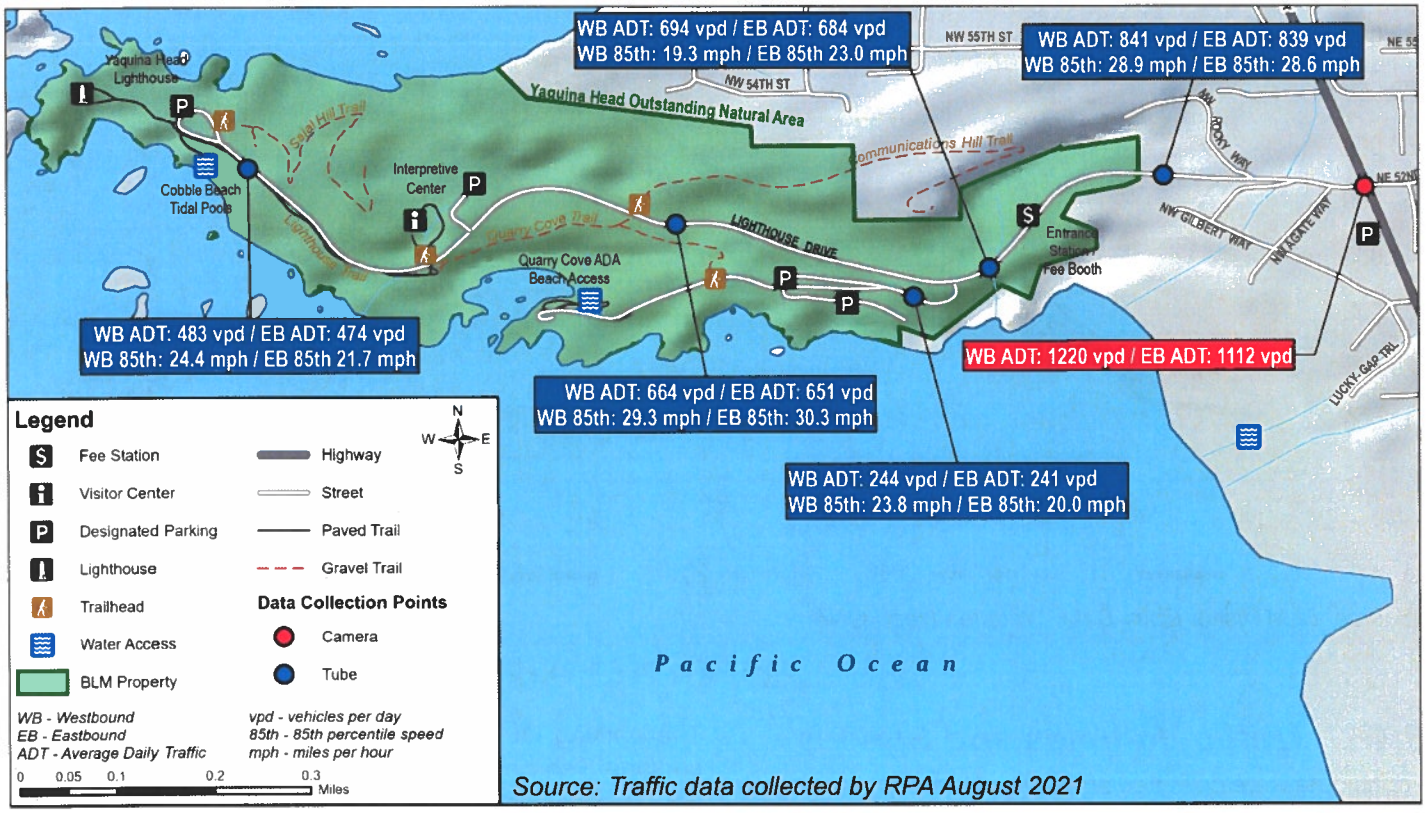


FIGURE 6: TRAFFIC VOLUME DATA

VEHICLE SPEEDS

Most of the site is signed at 25 mph, except the Quarry Cove access road and Lighthouse Drive in the eastbound direction only near the Keeper's Garden, which are signed at 15 mph. US 101 through the study area is signed at 45 mph. Input from BLM suggested that posted speed limits are not well respected within the Yaquina Head ONA boundaries, and vehicles often speed through the site, endangering non-motorists and motorists alike.

Along with traffic volume information, the pneumatic tube counters were used to collect speed data. Using the collected data, the 85th percentile speed was determined for each count site. The 85th percentile speed is the speed at or below which 85 percent of vehicles are observed to travel. **Figure 6** presents the observed 85th percentile speeds. See **Appendix B** for more information.

Based on the 85th percentile speeds, all vehicles generally traveled below or within about 5 mph of the posted 25 mph speed limits. The most common spots at which speeding vehicles were noted were within the 15 mph zones. In the westbound direction on the Quarry Cove access road, 88 percent of vehicles were observed exceeding the speed limit. Near Keeper's Garden, 20.2 percent of vehicles were observed exceeding the 15 mph speed limit. For all 25 mph zones combined, approximately 4.3 percent of vehicles were observed speeding. Comparatively, about 32.8 percent of vehicles were speeding within the combined 15 mph zones.

3.4.3. Projected Growth and Traffic Conditions

The *Newport Transportation System Plan*[5] (TSP) forecasted future (2040) traffic conditions using the latest (2018) Newport Travel Demand Model developed and maintained by ODOT. The model predicted future traffic volumes based on an assumed 21 percent overall increase in households and 20 percent increase in the number of jobs in Newport.

Based on TSP assumptions, Lighthouse Drive could experience traffic volumes greater than 3,000 during the peak summer season within the next 20 years. During the spring season, upwards of 2,500 vehicles could be observed on Lighthouse Drive by 2042.

Chapter 4: Environmental Setting

The environmental setting includes naturally occurring features and populations as well as human influences and characteristics. These elements provide context for transportation projects and may serve as potential constraints or opportunities during the project development process. Summaries reflect available environmental information. **Appendix B** *provides additional details about environmental conditions within the study area.*

4.1. PHYSICAL ENVIRONMENT

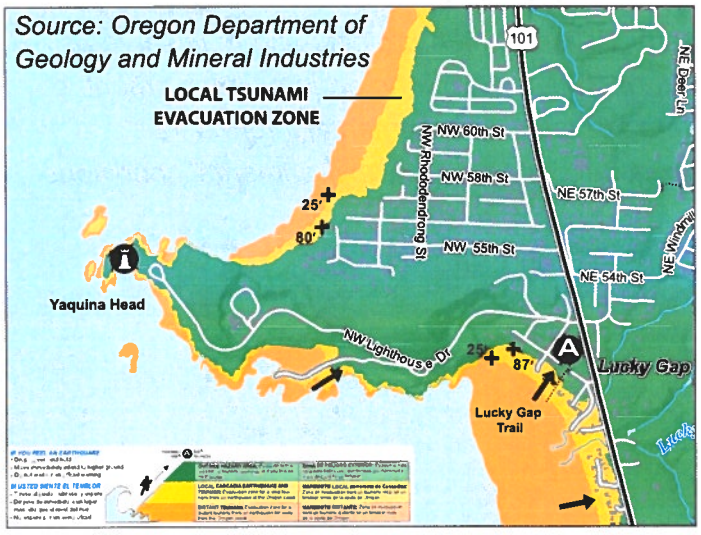
The physical environment includes natural elements such as soil and rock features, water sources, wetlands, floodplain areas, air quality, and human influences such as developed land areas, farmlands, hazardous materials sites, residences, and areas sensitive to noise impacts.

4.1.1. Land Ownership and Land Use

Lands surrounding Yaquina Head ONA are mostly privately held, although some bordering lands are owned by the City of Newport and Lincoln County. BLM owns the nearly 100 acres of Yaquina Head ONA including all roads. The right-of-way for Lighthouse Drive and US 101 is held in public interests. The City of Newport is responsible for Lighthouse Drive from the US 101 intersection extending about 850 feet west and ODOT is responsible for US 101. The small parking lot adjacent to Lighthouse Drive near the US 101 intersection is mostly within private right-of-way while the Ernest Bloch Memorial Wayside parking lot along US 101 south of Lighthouse Drive is within the US 101 right-of-way.

4.1.2. Soil Resources and Prime Farmland

Mapping developed by the US Department of Agriculture Natural Resource Conservation Service show that no prime farmland exists within the Lincoln County Area. About 11 percent of the lands are classified as farmland of statewide importance.



The majority of the Yaquina Head ONA is located outside the hazard zone for a tsunami caused by an earthquake.

4.1.3. Geologic Hazards

The study area lies within the Siletz-Yaquina Watershed and is primarily composed of Quaternary sediments and Miocene volcanic and marine sedimentary rocks.[6] Coastal erosion and landslides are extensive from Otter Rock southward to Yaquina Head. Large landslides occur on both the north and south sides of Yaquina Head. The majority of Yaquina Head ONA is considered to be at moderate to high risk for landslide occurrence. Additionally, seismic hazards are considered one of the major natural hazards in Oregon, with the strongest earthquake effects generally felt closer to the coastline. Tsunamis and coastal erosion are additional geologic hazards that could potentially affect the study area.[7] Due to its elevation, almost the entire ONA is outside the hazard area for a tsunami resulting from an earthquake. However, the Quarry Cove ADA access road is within the hazard area for both a local and distant tsunami.

4.1.4. Surface Waters

The study area lies entirely within the Siletz-Yaquina and Moolack Creek Watersheds. Although no prominent surface water features cross or run parallel to Lighthouse Drive, 3 intermittent unnamed streams cross Lighthouse Drive. These streams, by definition, only hold water during wet portions of the year (October through April).

WATER QUALITY

The Moolack Creek Watershed is rated as impaired for aquatic life. The impairment categories were identified as low oxygen levels in the water and impaired biota, meaning that the biological community within the water body is unhealthy or the population numbers are significantly lower than expected. The Yaquina Head area is also rated as impaired for fish and shellfish consumption.

4.1.5. Groundwater

There are 6 wells within the Yaquina Head ONA: 5 water wells and 1 geotechnical well. One water well is used for industrial purposes and one was used for water monitoring purposes. The intended use of the other wells is unknown.

4.1.6. Wetlands and Waters of the U.S.

National Wetland Inventory[8] mapping for the study area shows primarily estuarine and marine wetlands, freshwater ponds, and various rivers and stream channels. Three unnamed, intermittent riverine features cross Lighthouse Drive at separate locations.

4.1.7. Floodplains and Floodways

The entirety of Lighthouse Drive runs adjacent to the coastal floodplain, but the roadway itself lies outside of the floodplain boundary. A small area on the end of Quarry Cove Road lies within the coastal floodplain boundary. The Federal Emergency Management Agency categorizes the headland and inland portion of the study area as Zone X, meaning this is an area of minimal flood hazard. The Pacific Ocean along Quarry Cove and Cobble Beach is subject to flooding by the 1-percent-annual-chance flood event due to high velocity waves that are typically present during storms (Zone VE).

4.1.8. Hazardous Substances

The Yaquina Head Lighthouse is listed as a very small quantity generator in the US Environmental Protection Agency (EPA) Hazardous Waste Site database.

4.1.9. Air Quality

Lincoln County is considered an attainment area for all pollutants, and therefore proposed transportation projects would likely not be subject to conformity requirements.

4.1.10. Noise

Residences in the study area are sensitive noise receptors that could be affected by roadway improvements within Yaquina Head ONA. Sites within the study area protected under Section 4(f) of the *U.S. Department of Transportation Act* and Section 6(f) of the *Land and Water Conservation Fund Act* may also be considered sensitive noise receptors.

Construction activities associated with improvements resulting in substantial roadway changes within Yaquina Head ONA may result in localized and temporary noise impacts in the vicinity of residences. These impacts can be minimized by incorporating measures to control noise sources during construction.

4.2. BIOLOGICAL RESOURCES

The biological environment includes plants and animals known or likely to occur in the study area, including sensitive species protected by state and federal regulations.

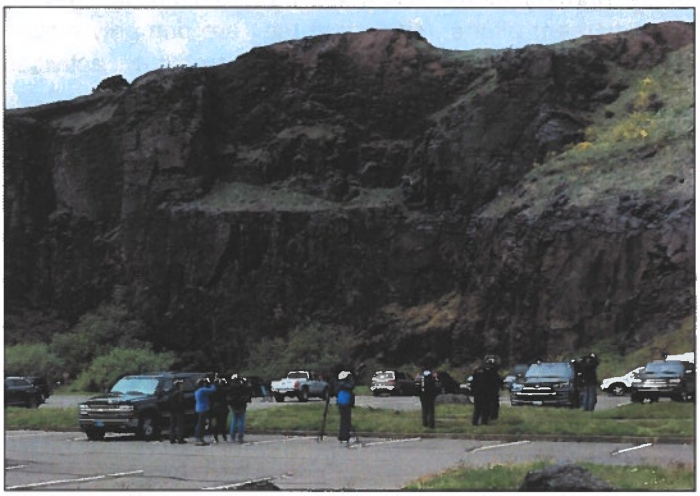
4.2.1. Vegetation

Several vegetation types occur within the Yaquina Head ONA study area, including mixed hardwood and coniferous forest, coastal spruce, and western hemlock forest. The majority of Yaquina Head ONA is classified as conifer, developed, or non-vegetated.

Invasive weeds are a growing concern in Lincoln County. Nine species of noxious weeds are known to occur within the study area. All are designated as 'List B' by the State of Oregon, meaning they are regionally abundant but may have limited distribution in some counties. Intensive control measures for these weeds are conducted at the state, county, or regional level and are determined on a case-by-case basis. The known noxious weeds within the study area are knotweed, herb Robert, ivy, giant knotweed, Armenian blackberry, field bindweed, bull thistle, Canada thistle, and St. Johnswort.

4.2.2. Fish and Wildlife

Bird observation is a common activity at Yaquina Head ONA. During the breeding season, typically from May to August, seabird breeding colonies can be observed within close range of Yaquina Head ONA facilities. According to the US Fish and Wildlife Service (USFWS), 5 species of seabird and 1 shorebird species breed on the coast at Yaquina Head ONA. Two varieties of cormorants can be observed: Brandt's and Pelagic. The Brandt's cormorants in the area typically nest on the rock tops along the coast, and the Pelagic cormorants nest among the cliff faces. Pigeon guillemots and western gulls are also observed along the cliff ledges. Black osytercatchers frequent the tides in search of food. The common murre, an abundant seabird in Oregon, is often observed on the nearshore sea stacks. Other birds that frequent or pass through Yaquina Head ONA include brown pelicans, bald eagles, harlequin ducks, surfbirds, and black turnstones.



Bird and wildlife viewing is a popular activity at Yaquina Head ONA.

Other wildlife that are commonly observed in the area are gray whales and harbor seals. Gray whales pass by Yaquina Head ONA just off the coast, and harbor seals can be observed with their young resting on the coastal rocks, which are managed by the USFWS as part of the Oregon Islands National Wildlife Refuge. They provide sanctuary for the harbor seals and seabirds and are closed to public access year-round.

4.2.3. Threatened and Endangered Species

There are 9 species federally listed as threatened or endangered that are known or believed to either reside within the study area or have the potential to be indirectly affected by project activities within the study area. The species include the pacific marten, marbled murrelet, northern spotted owl, western snowy plover, short-tailed albatross, leatherback sea turtle, loggerhead sea turtle, olive ridley sea turtle, and the Oregon silverspot butterfly. Species often move and habitats change, therefore the noted species are not guaranteed to be found within or near the study area at the time of a future project.

4.2.4. Other Species of Concern

Species of concern are native animals or plants that are at risk to declining population trends, threats to their habitats, and restricted distribution, among other factors. The red tree vole, a small rodent that inhabits treetops, is native to coniferous forests west of the crest of the Cascade Mountains in Oregon and northwestern California and generally are found at lower elevations. Within Oregon, the north coast area, which does not include Lincoln County, is the primary focus of species preservation and habitat management efforts. Given that they are primarily a tree-dwelling species, they are very vulnerable to activities such as development, recreation, and road construction, that could potentially cause tree reduction or disturbance.[9]

4.3. SOCIAL AND CULTURAL RESOURCES

The study evaluated the social and cultural environment within the study area, including characteristics of the human population, living and working conditions, recreation uses, culturally important sites, and visual character. These elements reflect human experiences and values.

The Yaquina Head ONA may be habitat for the endangered Oregon silverspot butterfly. Impacts to their habitat should be avoided or otherwise mitigated with any potential improvements.

4.3.1. Demographic Conditions

The City of Newport is slightly more diverse, racially and ethnically, than both Lincoln County and the state of Oregon. Persons identifying as White make up approximately 71 percent of the population in Newport, 83 percent of the population in Lincoln County, and 76 percent of the population in Oregon. The percentage of the population identifying as Hispanic or Latino is greater in Newport (20 percent) compared to Lincoln County (9 percent) and Oregon (13 percent). Persons identifying as Black or African American make up nearly 2 percent of the population in Oregon and Newport compared to 0.6 percent in Lincoln County. The percent of the statewide population identifying as Asian is about 4 percent in Oregon and approximately 2 percent and 1 percent in Newport and Lincoln County, respectively. For all other races, the city, county, and state have comparable population distributions.

ENVIRONMENTAL JUSTICE

To better meet responsibilities related to the protection of public health and the environment, the EPA has developed an environmental justice mapping and screening tool called EJSCREEN based on nationally consistent data and an approach that combines environmental and demographic indicators in maps and reports. While the EJSCREEN report (**Appendix B**) indicates that most environmental and demographic indicator values for Yaquina Head ONA are below comparable values for the State of Oregon, EPA Region, and the nation, minority and/or low-income populations are present in the area.

4.3.2. Economic Characteristics

Median household incomes in Newport and Lincoln County are both below the state median values. The median income in Newport is approximately 22 percent lower than that of the statewide median, while that in Lincoln County is 24 percent lower than the statewide median. The poverty rates in Newport and Lincoln County are both above that of the overall poverty rate in Oregon. The statewide unemployment rate is also less than that of the city and county rates.

In 2019, the City of Newport employed approximately 4,467 people. The largest employing industry in the city was accommodation and food services (18 percent). Retail trade employed 13 percent and health care and social assistance employed 11 percent of the population in Newport. The highest paying industries were utilities ($103,750), professional, scientific, and technical services ($53,750), and public administration ($52,708).

Historically, the tourism industry has thrived in Newport. Newport boasts a plenitude of tourist attractions including museums and city parks. Recreational opportunities are also in abundance including fishing, boating, biking, and various other activities. The national and state parks and historical sites in the area also continue to attract tourists.

4.3.3. Cultural and Historic Resources

The Yaquina Head Lighthouse is classified as being of natural historic significance, and it is denoted with a Lincoln County Historical Society marker. The site is also listed on the National Register of Historic Places (NRHP). The NRHP is an official list of historic places in the US that have been deemed worthy of preservation. Qualified historic locations may receive preservation assistance and incentives. According to the Tribal Directory Assessment Tool, three tribes with potential interest in Lincoln County include the Confederated Tribes of Siletz Indians of Oregon, Confederated Tribes of the Grand Ronde Community of Oregon, and the Confederated Tribes of the Warm Springs Reservation of Oregon.

4.3.4. Section 4(f) Resources

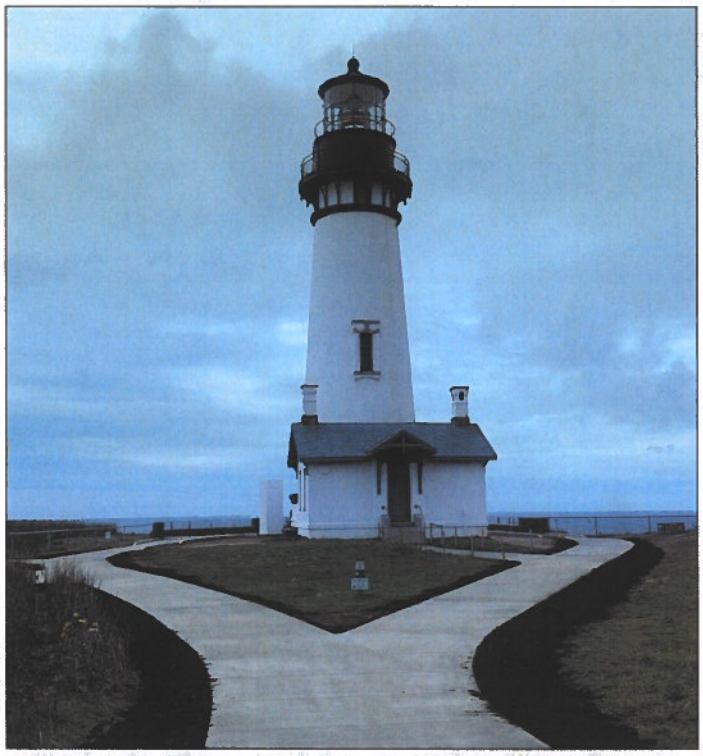
Section 4(f) of the *U.S. Department of Transportation Act* protects publicly owned public parks, recreation areas, wildlife/waterfowl refuges, and historic sites of national, state, or local significance on public or private land that are potentially eligible for listing or are listed on the NRHP. The Yaquina Head Lighthouse is listed on the NRHP and impacts to the study area should be investigated and appropriately considered in accordance with Section 4(f) if improvement options are forwarded from this study.

4.3.5. Section 6(f) Resources

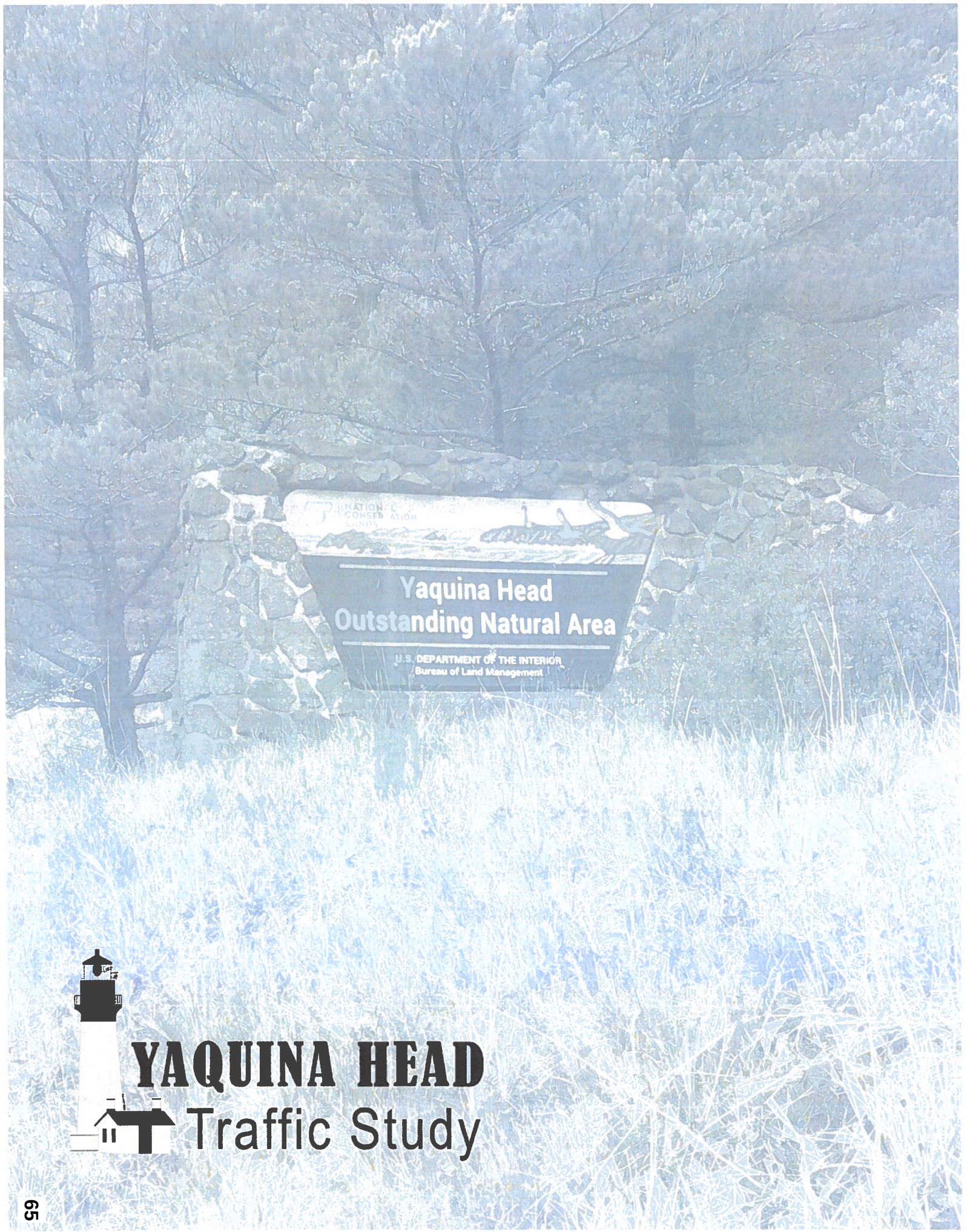
Section 6(f) protection applies to public recreational sites purchased or improved with *Land and Water Conservation Fund Act* funds. It does not appear that any projects funded under Section 6(f) of the are within the vicinity of the study area.

4.3.6. Visual Resources

The study area boasts a high level of scenic quality. Protruding approximately a mile into the Pacific Ocean, Yaquina Head ONA is comprised of lush vegetation, sandy beaches, and a dark basalt coast. The rocky areas of Cobble Beach provide excellent tidepool viewing opportunities. The *City of Newport Comprehensive Plan* expanded the Ocean Shorelands Boundary in 1991 to include Yaquina Head as a major visual resource of the Newport area due to the seaward exposure of the headland.



The Yaquina Head Lighthouse is listed on the NRHP and is subject to protections under Section 4(f).



YAQUINA HEAD
Traffic Study

Chapter 5: Goals, Objectives, and Other Considerations

Goals, objectives, and other considerations were identified based on a comprehensive review of existing information and input from the study team, stakeholders, and the public. A summary of the identified needs and concerns, limiting constraints, and other considerations that helped guide development of the goals and objectives is shown in **Figure 7**.

Goals and objectives are important in explaining why a potential improvement option may be necessary, whereas other considerations serve as constraints that may limit potential improvements. The following statements reflect the existing social, environmental, and engineering conditions and recognize the local and regional use of Lighthouse Drive and the adjoining transportation system.

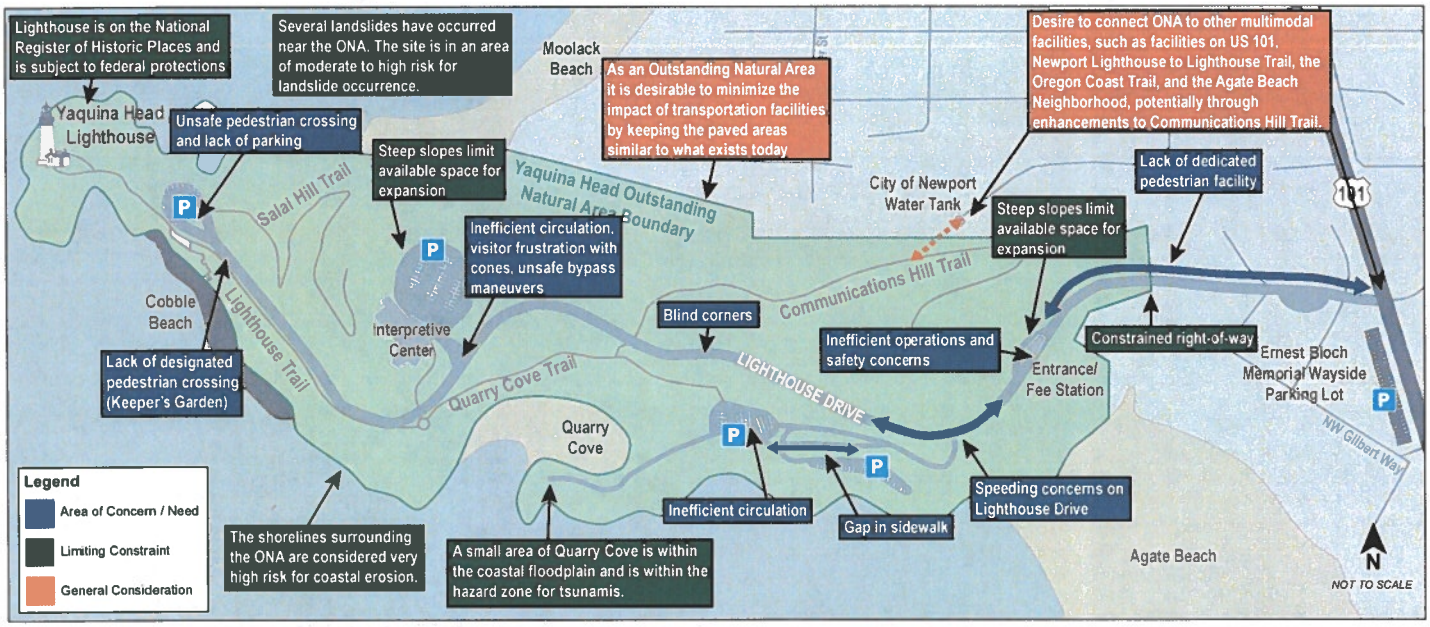
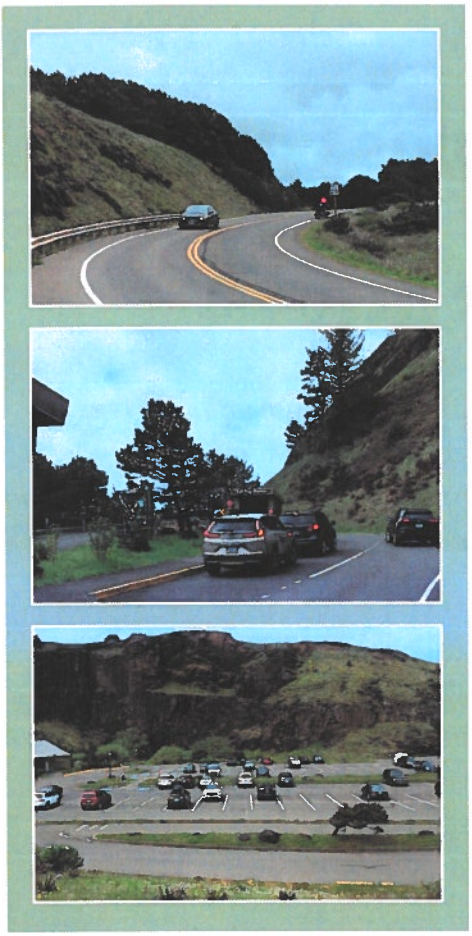


FIGURE 7: KEY FINDINGS SUMMARY



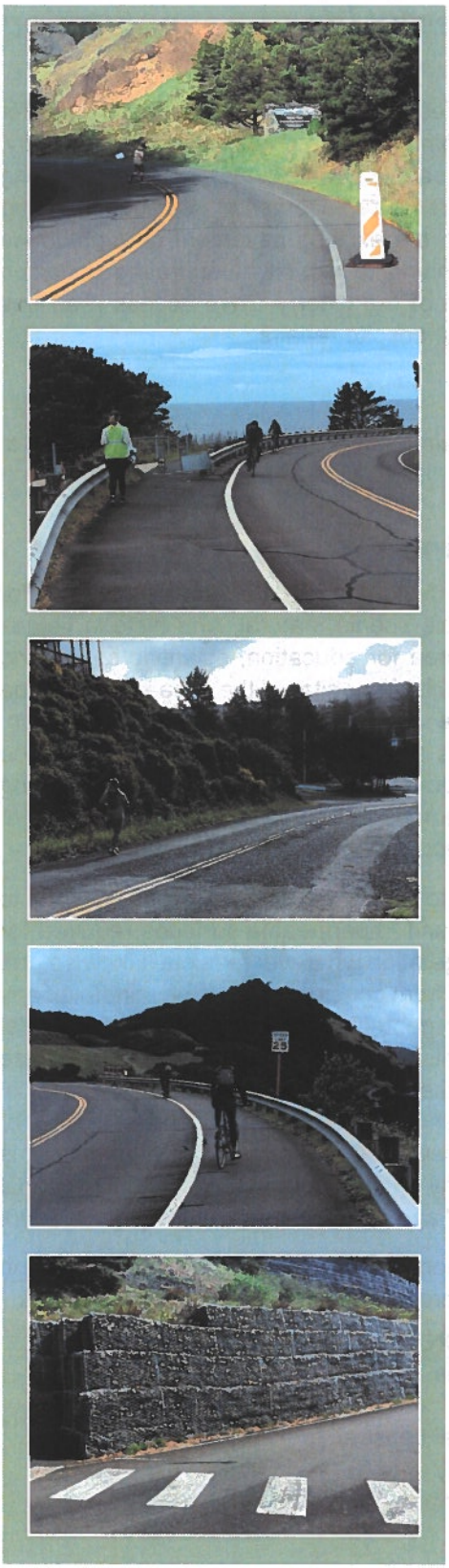
Goal 1: Improve operation of the roadway corridor, entrance station, and parking lots.

Yaquina Head ONA receives approximately 500,000 visitors each year. The number of visitors to the site is expected to continue growing due to increased recreational interest and opportunities. Consequently, Lighthouse Drive and other site transportation facilities are projected to experience increased traffic volumes. As the number of visitors continues to increase, it will be important to provide a transportation system that can efficiently accommodate increasing traffic volumes for many years to come.

Field observation and personal accounts from BLM staff and Yaquina Head ONA visitors indicate a need to improve the overall operability of the transportation system to accommodate visitor demand. With the current configuration of the entrance gate, vehicles often back up while waiting in the entrance line, occasionally extending all the way to US 101, causing visitor delay and frustration. Visitors and staff have also indicated a need for improved vehicle circulation throughout the site, especially in the Quarry Cove, Interpretive Center, and Lighthouse parking lots. Additional ADA and RV parking is also desirable.

OBJECTIVES:

- Reconfigure the entrance station to improve efficiency.
- Reconfigure parking lots to improve circulation and provide adequate ADA and RV parking opportunities.



Goal 2: Improve the safety of the transportation system for all roadway users.

Lighthouse Drive lacks dedicated non-motorized facilities between the US 101 intersection and the Interpretive Center, increasing the potential for vehicle-pedestrian conflicts on the roadway, especially on blind corners with limited sight distance. Additionally, non-motorists have indicated that the travel speeds of vehicles within the site contribute to poor safety and feelings of discomfort.

OBJECTIVES:

- Reduce potential for vehicle/non-motorist conflicts.
- Construct facilities that lower vehicle speeds.

Goal 3: Provide multimodal transportation facilities that connect to destinations within the site and to the regional transportation system.

Visitors, stakeholders, and staff have expressed a desire for improved multimodal transportation connections to destinations and recreational opportunities within the site, as well as to the larger regional transportation system. In addition to attractions within the Yaquina Head ONA, other prominent recreational trails in the vicinity of the ONA include the OCT, Lighthouse to Lighthouse Trail, and Oregon Coast Bike Route. Providing improved connectivity for pedestrians, bicycles, and vehicles between these attractions and the ONA will improve accessibility to the site and potentially increase visitation. Improving connectivity to the existing public transportation system in Newport, Lincoln County, and the broader state of Oregon, is also important to ensure equitable access to the site and offer mode choice.

OBJECTIVES:

- Facilitate multimodal transportation access to recreational opportunities within the Yaquina Head ONA and the broader region.
- Provide multimodal facilities consistent with local planning efforts and recreational needs.
- Integrate with regional public transportation travel options.

Goal 4: Extend the useful life of transportation facilities.

To keep the site's transportation facilities operating safely and efficiently for visitors, various upgrades, repairs, or maintenance activities may be necessary. If facilities are insufficiently maintained, roads can quickly deteriorate, impacting visitor travel and requiring costly repairs or replacements. Although ongoing maintenance is performed by BLM staff, the existing pavement on Lighthouse Drive is over 20 years old and is beginning to exhibit deteriorating condition in a number of locations, and a section of the Quarry Cove access road has continually experienced sloughing issues, despite repairs.

OBJECTIVES:

- Conduct appropriate preventive maintenance activities to extend the life of existing facilities.

Other Considerations

Yaquina Head ONA is a protected area designated by Congress to provide for the conservation and development of the scenic, natural, and historic values of the area; the continued use of the area for education, scientific study, and public recreation; and protection of the wildlife habitat of the area. The Yaquina Head Lighthouse, holds historical value and is a popular tourist destination. When proposing potential improvements to the ONA, potential impacts to the environment, cultural, scenic, and recreational aspects of the site and surrounding areas should be considered. Any adverse impacts should be avoided, minimized, or otherwise mitigated with positive impacts elsewhere within the site.

To preserve the ONA, it is important to BLM, stakeholders, and visitors to minimize the amount of new pavement and impermeable surfaces required for improvements and provide additional vegetation wherever feasible. Likewise, it is important to minimize temporary impacts from construction and be mindful of any barriers to construction feasibility due to geotechnical and other environmental constraints. New facilities should fit within existing right-of-way to minimize costs and impacts. To determine if facilities are financially feasible, the cost of construction and routine maintenance should be considered and eligibility for potential funding sources should be reviewed. Beyond the ONA boundary, it is important to ensure projects align with any ongoing and future local and regional planning efforts such as the Newport TSP and *Greater Newport Area Vision 2040*.

The following constraints and other factors should be taken into consideration when identifying potential improvement projects within the Yaquina Head ONA.

- Context, function, and use of the ONA
- Impacts to environmental resources
- Temporary construction impacts
- Construction feasibility and physical constraints
- Maintenance cost and responsibility
- Alignment with local and regional planning efforts
- Existing right-of-way
- Funding availability

Chapter 6: Improvement Options

Several concerns were identified that could be potentially mitigated through implementation of sitewide multimodal management strategies and site-specific improvements as summarized in the following sections.

6.1. SITEWIDE IMPROVEMENT STRATEGIES

Several concerns were identified that could be potentially mitigated through traffic calming, wayfinding, improved accommodations for pedestrians, bicyclists, and transit riders, and implementation of other sitewide strategies. Beneficial strategies that could be feasible to implement in the Yaquina Head ONA are described in the following sections. Varying levels of additional staffing may be required to implement the proposed strategies. If pursued, a determination of staffing availability and additional needs will be made by BLM prior to implementation. A summary of the proposed strategies is provided in **Table 3**.

6.1.1. Traffic Calming Strategies

Traffic calming has been shown to increase the quality of roadway user experience, particularly for non-motorized users. Traffic calming methods, depending on the technique, can be used to reduce vehicle speeds or volumes. Most of the roadways within the Yaquina Head ONA are signed at 25 mph, except the Quarry Cove access road in both directions and Lighthouse Drive in the eastbound direction near the Keeper's Garden, which are signed at 15 mph. Vehicles have been observed to travel above the posted speed limits at the site. Given the high presence of pedestrians on and adjacent to the roadway, especially along Lighthouse Drive, there is an increased potential for conflict between pedestrians and vehicles.

Implementation of traffic calming measures would be beneficial in helping to reduce vehicle speeds and increase the safety for non-motorized users. Several potential traffic calming techniques have been identified for possible implementation on roadways within Yaquina Head ONA. A summary of the advantages, disadvantages, and other considerations for each strategy is in the following sections.

Slower speeds are desired to protect non-motorized users on site.

LOWER POSTED SPEED LIMIT

The *Manual on Uniform Traffic Control Devices*[10] (MUTCD) generally recommends that the posted speed limit should be within 5 mph of the 85th percentile speed of free-flowing traffic, which is the speed that 85 percent of vehicles travel at or below. The 85th percentile speed is typically considered to be the speed at which drivers are comfortable driving on a road and is a good indicator of a reasonable speed limit. However, the MUTCD also specifies other characteristics that may be considered, such as roadside development, parking presence, and pedestrian activity.

While the MUTCD does not provide guidance on how to incorporate these factors into the process of setting a speed limit, the *Methods and Practices for Setting Speed Limits*[11] prepared by FHWA and the Institute of Transportation Engineers describes several methods for altering speed limits. One method, referred to as the engineering approach, entails first determining a speed within 5 mph of the 85th percentile speed and then adjusting it accordingly after reviewing the roadside environment and characteristics.

Based on speed data collected at multiple locations within the ONA in August 2021, the 85th percentile speeds were all generally below or within 5 mph of the posted 25 mph speed limits. Recorded 85th percentile speeds ranged from 19.3 mph (Lighthouse Drive west of the entrance) to 30.3 (Lighthouse Drive between Quarry Cove and the Interpretive Center). Most of the speeding vehicles were observed in the 15 mph zones. Approximately 4.3 percent of vehicles were speeding within the combined 25 mph zones, while 32.8 percent of vehicles were speeding within the combined 15 mph zones.

Given the high pedestrian activity on Lighthouse Drive and the roadway context within the ONA, engineering judgment may be used to lower the posted speed limit below the 85th percentile speed. A sitewide speed limit of 15 mph may be appropriate to lower travel speeds and reduce confusion over changing speed limits at the site. It is however important to note that lowering the speed limit does not guarantee that vehicles will travel at the posted speed limit since the 85th percentile speed is generally a representation of typical driver behavior. Additionally, enforcement is needed to ensure vehicles travel at the posted speed.

A sitewide speed limit of 15 mph may be desirable at Yaquina Head ONA.

SPEED FEEDBACK SIGNS

Dynamic speed feedback sign systems are traffic control devices that are programmed to provide a message to drivers exceeding a certain speed threshold. These systems are typically installed in conjunction with a speed limit sign and usually include a speed-measuring device such as a loop detector or radar to measure vehicle speeds. When vehicles exceed a predetermined speed threshold, the feedback signs display messages such as "YOUR SPEED XX MPH," "SLOW DOWN," or similar messaging to alert drivers traveling above the posted speed limit.

When appropriately complemented with enforcement, speed feedback signs can be an effective method for reducing speeds at a desired location. Without enforcement, drivers who pass the sign regularly may become accustomed to its presence and may begin to disregard its messages. This may not be a substantial concern at Yaquina Head, since the site attracts more irregular visitors than frequent users.

Speed feedback signs display a message when drivers are exceeding the posted speed limit.

WARNING SIGNS

The MUTCD provides guidance for additional warning signs that may be effective in reducing vehicle speeds. Warning signs such a pedestrian warning sign (W11-2) or a share the road (W16-1P) plaque may alert drivers to the potential for pedestrians and bicyclists on or near the roadway and may result in slower vehicular travel speeds. MUTCD guidance for the installation of signs of this type recommends using engineering judgment to determine the need for additional warning signs on the roadway. At the ONA, pedestrian warning signs are already used near pedestrian crossings. If bicycle use increases, share the road signage may be useful. However, signs should be used sparingly to avoid causing information overload for users and/or detract from the natural setting of the ONA.

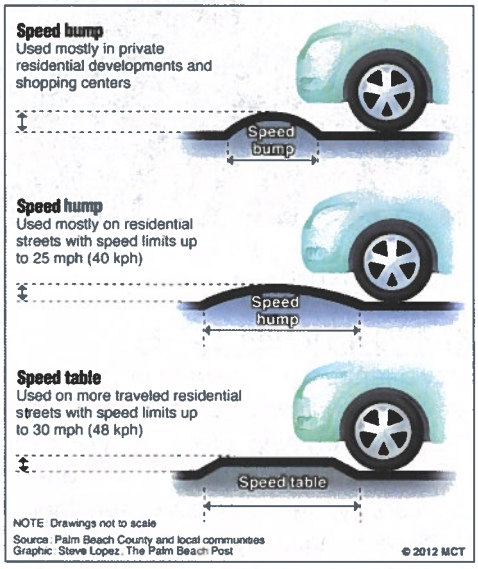
Pedestrian warning signs are already used at some locations on site.

SPEED BUMPS, HUMPS, AND TABLES

Speed bumps, humps, and tables are vertical obstacles commonly used in traffic management to reduce vehicle travel speeds. All 3 devices are vertical structures in the road that jolt the occupants of a vehicle moving too quickly over them. They can be made from asphalt, concrete, plastic, rubber, or metal.

Speed bumps are the most aggressive traffic calming device and are most useful in parking lots and driveways. A speed bump generally slows traffic to 2–10 mph, giving both people and cars time to react safely to one another. Speed bumps are rarely used on public roadways because they require vehicles to slow to a near stop to pass over them and can cause damage to cars moving at posted speeds. Speed bumps are typically 2 to 4 inches high and between 6 inches to 2 feet long measured in the direction of vehicular travel.

Speed humps are raised areas of pavement that are often installed across low-volume, low-speed roadways to slow traffic speeds. Speed humps are typically 3 to 4 inches in height and 12 to 14 feet in length. Speed humps can reduce travel speeds to 15 to 20 mph. Speed humps are most often placed in a series to maintain speed reduction through a long corridor.



Speed bumps, humps, and tables vary in width and height and serve different transportation purposes.

Speed tables are midblock traffic calming devices that raise the entire wheelbase of a vehicle to reduce its traffic speed. Speed tables are longer than speed humps and have a flat top, typically with a height of 3 to 3.5 inches and a length of 22 feet. Where a speed table coincides with a pedestrian crossing, it should be designed as a raised crosswalk. Speed tables are often designed using pavement markings, colored pavers, or other distinctive materials to help make the speed table visible for all roadway users.

On roadways within the Yaquina Head ONA, speed humps or speed tables installed at pedestrian crossings would be the most appropriate tool for reducing vehicle speeds. While these devices have mostly positive impacts and are typically successful in reducing average vehicle speeds, they may impact the ease of emergency-vehicle travel on the roadways where they are installed. As a result, speed humps are not recommended for installation on major roadways or emergency routes. This is particularly troublesome at the ONA since Lighthouse Drive is the only ingress and egress route for the site. Additionally, since speed humps interrupt the free flow of traffic, they may be frustrating to visitors and staff and prompt a negative response from their implementation.

Providing gaps in speed management devices can help with emergency vehicle access.

NARROW TRAVEL LANES

Travel lanes are striped to define the intended travel path for vehicles within a corridor. Historically, wider travel lanes (11 to 13 feet) have been used to provide a more forgiving buffer to drivers, especially in high-speed environments. Conversely, narrower lanes may feel more uncomfortable to drivers, naturally encouraging them to slow down to navigate the roadway. In addition to managing speeds, narrower lanes also reduce exposure and crossing distances for pedestrians at crossings.

The travel lanes at the Yaquina Head ONA vary but are generally 11 feet in width. Generally, travel lane widths of 10 feet are considered appropriate to provide adequate vehicle safety while still discouraging speeding. However, additional width may be necessary for routes carrying high volumes of heavy trucks or buses and at locations with tight curves. Narrowed lane widths can easily be achieved by restriping the existing pavement for minimal cost. The space gained could then be used to accommodate non-motorized users such as a pedestrian pathway or bike lanes.

LATERAL SHIFTS AND CHICANES

A lateral shift is a realignment of an otherwise straight roadway that causes travel lanes to shift direction in an effort to reduce vehicle speeds. Typically, lateral shifts separate opposing traffic with the aid of a raised median. Without the median, a motorist could easily cross the centerline in order to drive the straightest path possible or veer into the path of opposing traffic, reducing the effectiveness of the device.

A chicane is a series of alternating curves or lane shifts that are positioned in a way that forces motorists to steer back and forth out of a straight travel path. The curvilinear path is intended to reduce the speed at which a motorist is comfortable traveling through the feature.

Lateral shifts can be applied on roadways with all levels of traffic volumes, while chicanes are most appropriate on low-volume roads. Both devices are most effective on roadways with speed limits of 35 mph or lower. Both devices can be used along a primary emergency vehicle route, provided traffic volumes are low enough to allow an emergency vehicle to straddle the roadway centerline and where medians are designed to be easily mounted or straddled by emergency vehicles if needed.

Lateral shifts [left] and chicanes [right] help reduce vehicle travel speeds by forcing motorists to steer in non-linear paths. Chicanes are typically more effective at reducing speeds, but lateral shifts are typically more efficient for emergency vehicles.

Both lateral shifts and chicanes can slow traffic by encouraging drivers to moderate their speed using horizontal deflection. However, the effectiveness of the devices is dependent on the length of the alignment shift, as well as the volume and distribution of traffic. The devices are less effective in situations where traffic volumes are significantly higher in one direction than the other, or where volumes are so low that the likelihood of encountering an opposing vehicle within the lateral shift/ chicane zone is low. Chicanes typically achieve a greater speed reduction than lateral shifts.

6.1.2. Pedestrian Accommodation Strategies

Multiple pedestrian opportunities are provided at Yaquina Head ONA and in the surrounding area. Visitors entering the site on foot do not have to pay entrance fees. Once inside the ONA, several pedestrian trails ranging in difficulty and surface type are provided. A common concern at the Yaquina Head ONA is the lack of a continuous, dedicated facility for pedestrians on Lighthouse Drive between US 101 and the lighthouse. As a result, visitors entering the ONA on foot often walk on the roadway, and near-miss conflicts between vehicles and pedestrians have been observed, especially in areas with limited sight lines. Pedestrians using Lighthouse Drive consist primarily of local residents, OCT users, and visitors who park at Ernest Block Memorial Wayside and walk to the site to avoid paying vehicle entrance fees.

Another challenge is the general lack of connectivity between multimodal facilities surrounding the ONA, such as the Lucky Gap Trail providing access to Agate Beach, a small trail off NW Gilbert Way providing access to Ernest Bloch Memorial Wayside, and the Oregon Coast Bike Route on Oceanview Drive. The TSP outlines several locations in Newport that are in critical need of improvements to pedestrian facilities including the Yaquina Bay area, the OCT, and crossings on US 101. There is a need to address existing gaps in pedestrian facilities, poor connections, vehicle speeds, and safety issues in order to complete the pedestrian system and help make walking a more attractive and efficient travel option in the area. Specific recommendations for pedestrian and bicycle facilities were identified in the TSP and the projects occurring near the Yaquina Head ONA are provided in **Table 3**. Completing these important connections would help expand transportation and recreational opportunities in the area, fill a gap in the existing OCT, and enhance connectivity between Yaquina Head ONA and Yaquina Bay. Currently, the OCT terminates at the beach just north of Yaquina Head ONA and begins again on Agate Beach.

TABLE 3: RECOMMENDED PROJECTS FOR AGATE BEACH AREA (NEWPORT TSP)

ID	Location	Description
TR2	**US 101 (North)** *NW Oceanview Dr to North UGB*	Construct a shared use path (SUP) on the east side of US 101. Sidewalk infill will also be completed on the west side south of NW 60th Street. SUP project should be consistent with previous planning efforts (e.g., Agate Beach Historic Bicycle/Pedestrian Path, Lighthouse to Lighthouse Path).
TR3	**US 101** *NW Lighthouse Dr to NW Oceanview Dr*	Construct a SUP on the west side of US 101, with sidewalk infill on the east side. SUP project should be consistent with previous planning efforts (e.g., Agate Beach Historic Bicycle/Pedestrian Path, Lighthouse to Lighthouse Path).
TR5	**NW Lighthouse Drive** *US 101 to End*	Construct a SUP on one side only and other improvements as identified by the BLM/FHWA. Note: pedestrian/bicycle crossing improvements may be needed at the intersection of US 101/NW Lighthouse Drive.
TR7	**New Connection** *NW Biggs Drive to Yaquina Head ONA*	Construct new SUP connection, which will likely occur where existing easement provides access to a City water storage facility known as the Smith Tank.
TR8	**NW Lighthouse Drive** *US 101 to terminus*	Construct a SUP on one side and other improvements as identified by BLM/FHWA.
CR3	**NW 55th Street/US 101**	Install an enhanced pedestrian and bike crossing to connect to the SUP on the east side of US 101
BR16	**NW 55th Street** *NW Glady St to NW Piney St*	Install signing and striping as needed to designate a bike route.
SW24	**NW 55th Street** *NW Glady St to NW Piney St*	Complete existing sidewalk gaps.

Source: City of Newport, Draft Transportation System Plan, February 2022; personal communication from City of Newport Community Development Director, June 2022.

Between the Interpretive Center and the lighthouse, a separated pedestrian path is located on the south side of Lighthouse Drive. The path width varies in some sections but the usable walking surface is generally 8 feet wide with a guardrail barrier separating the path from the roadway. BLM, the City of Newport, and ODOT would like to provide a continuous separated pedestrian facility between US 101 and the lighthouse, similar to the path that exists today. The path would parallel Lighthouse Drive along its entire length, with additional connections between existing trails to provide a continuous and connected route. Coordination with the City of Newport will be required to complete the path between US 101 and the Yaquina Head ONA boundary.

SHARED USE PATH DEVELOPMENT

One of the primary considerations for developing a separated pedestrian facility will be to determine which side of Lighthouse Drive the path should follow, either the north side or the south side. Due to space constraints, it will be difficult to accommodate a path on both sides of the roadway in most locations. A summary of the constraints and other factors that should be considered when designing and developing the path is provided in **Figure 8**.

There are many factors that may determine which side of the roadway is most appropriate, including available space for roadway widening, existing utilities, connections to other pedestrian facilities and attractions, desirable views from the path, and geotechnical hazards. In some locations, the existing roadway width may be sufficient to accommodate a path with only minor modifications. However, in other locations, significant excavation and installation of retaining structures may be required. Additionally, there may be locations where it may not be feasible or cost-effective to construct an 8-foot-wide path with a barrier as recommended. These constrained locations are shown in **Figure 8**. The most appropriate design of the path, including width, location, and separation type would need to be determined during future design phases.

Without more detailed investigation and design, the cost difference between placing the path on the north versus south side of Lighthouse Drive is unknown. However, construction of a paved 8-foot wide path along Lighthouse Drive from the BLM property boundary to the Interpretive Center is estimated to cost approximately $600,000. A separated path from the US 101 intersection to the BLM property boundary would be under the jurisdiction of the City of Newport and would be funded separately.

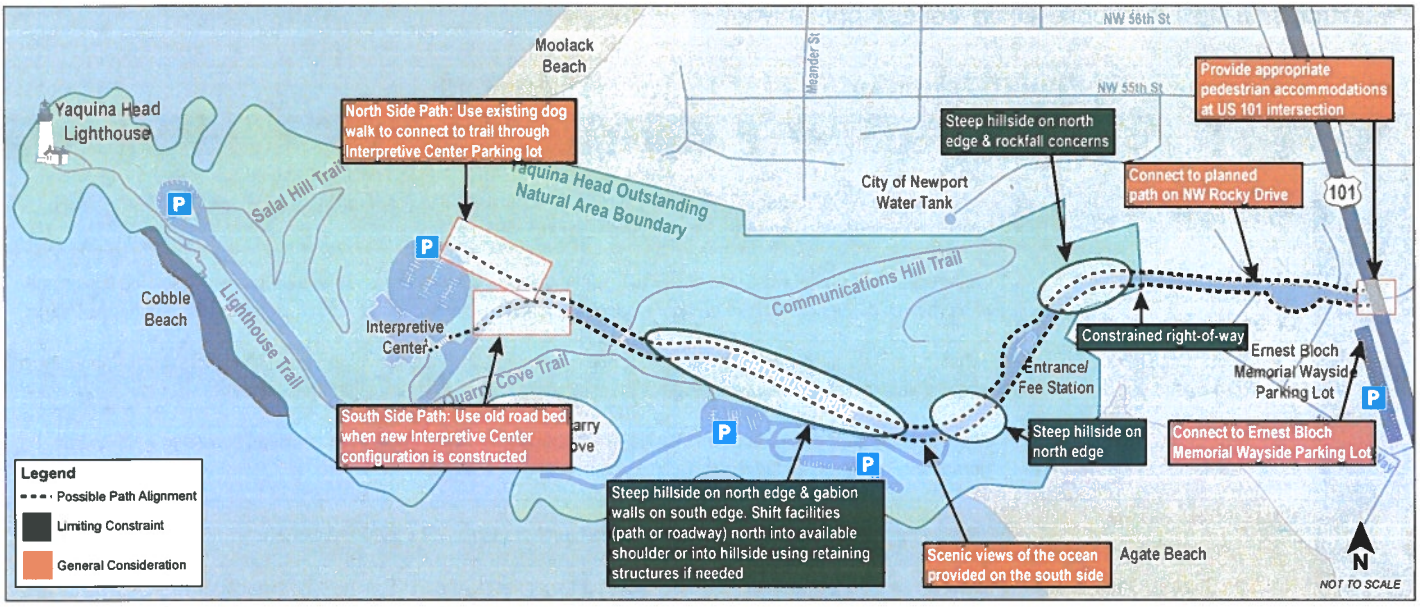


FIGURE 8: SHARED USE PATH CONSTRAINTS AND OTHER CONSIDERATIONS

NORTH SIDE OF LIGHTHOUSE DRIVE

Placing the separated pedestrian path on the north side of Lighthouse Drive is generally more feasible in the segment between US 101 and the Yaquina Head entrance station. More space is available for the path without having to considerably shift the roadway alignment. West of the entrance station, the roadway would have to be realigned or the path would have to shift to the south side of the Lighthouse Drive due to a pinch point created by steep side slopes and rocky cliffs. Keeping the path on the north side of the roadway around the perimeter of the entrance station may be a user safety concern due to a history of landslides and rockfall events occurring on the slopes surrounding the north side of the entrance station.

West of the entrance station above the Quarry Cove parking lot, a steep hillside is located on the north side of Lighthouse Drive and a steep drop off is supported by gabion walls on the south side. In this segment, approximately 8 feet of useable shoulder could be reclaimed for a path. Limited space is available for roadway expansion. If expansion is necessary to accommodate the path, the facilities would have to shift into the northern hillside to avoid impacts to the gabion on the south side. Additional retaining structures may be required to maintain structural stability of the hillside.

The path is generally feasible to construct on the north side of Lighthouse Drive for the remainder of the segment to the Interpretive Center, although the alignment may vary based on the improvement option selected for the Interpretive Center parking lot. At the Interpretive Center, the path would shift to its existing location on the south side of the roadway using the pedestrian tunnel under Lighthouse Drive at the Interpretive Center.

A path located on the north side of Lighthouse Drive would lend itself well to complete connections to Communications Hill Trail and to the proposed path on NW Rocky Way from the Newport TSP. However, a crossing at or near the US 101 intersection would be required to facilitate a connection for the Oregon Coast Trail and to other existing and proposed trails leading south of the study area.

SOUTH SIDE OF LIGHTHOUSE DRIVE

Placing the pedestrian path on the south side of Lighthouse Drive would be more technically challenging in the segment between US 101 and the entrance station due to space limitations. The alignment of Lighthouse Drive would likely have to shift to accommodate the path, however, if a second entry lane is added to the entrance station, this realignment would occur anyway. The path would likely be feasible to construct on the south side of Lighthouse Drive for the remaining segment between the entrance station and the Interpretive Center, with the road being shifted north into the hillside in some locations, as discussed previously.

Crossings would occur at the entrance to the host site and at Quarry Cove. The south side alignment would provide direct connections to the Ernest Bloch Memorial Wayside parking lot, Quarry Cove, and existing trails on the south side of Lighthouse Drive without requiring pedestrians to cross the roadway. Additionally, the ocean is on the south side of Lighthouse Drive, so the views from the path would be less obstructed if the path were to be constructed on the south edge of the roadway.

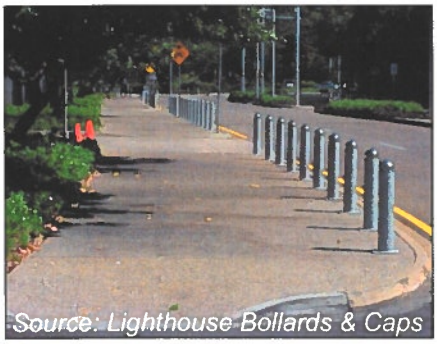
It is envisioned that a shared use path on Lighthouse Drive would be constructed similarly to the existing Lighthouse Trail with a barrier separating pedestrians from vehicle traffic.

SEPARATION TYPES

The existing Lighthouse Trail is separated from Lighthouse Drive using guardrail. This type of barrier provides physical separation between pedestrians and vehicles, thereby increasing safety and providing a comfortable walking environment. However, it takes up a significant amount of space that could potentially be used to provide a wider pedestrian path. Several other types of separation could be considered instead that can provide an even greater degree of protection, minimize maintenance needs, or maximize the amount of available space for pedestrians.

Guardrail: This is the existing barrier in use to separate the pathway. It consists of wood posts mounted in the roadbed with steel sheeting attached to the front of the posts. Installed, guardrail is approximately 1 foot wide and 2 feet tall. The steel sheeting is susceptible to rusting due to environmental elements. Guardrail is typically installed along roadways where hazards exist to protect vehicles. When used as a pedestrian barrier, guardrail provides a significant degree of protection between users.

Cable Rail: This type of barrier is already in use at the site, primarily as a barrier between walkways and protected natural areas. The cable rails at Yaquina Head consist of steel posts connected by tension cables. Shapes and sizes of cable rail varies, however, the cable rails already used onsite are approximately 4 feet tall and 2 inches wide. The steel used for the posts and cables can be susceptible to rusting. Depending on the materials used, installation method, and intended use, cable rails may not be designed to withstand impact from vehicles during a crash. Proper deflection distances behind the rails would be necessary.



Bollards: Bollards are vertical posts that are often used to control traffic or prevent vehicles from colliding with pedestrians and structures. Bollards can come in many different shapes, sizes, and materials including metal, stone, concrete, or plastic. They can be permanently mounted in the ground or be temporary and portable, such as the bollards used to guide vehicles into the Interpretive Center during peak hours. Flexible, surface-mounted, plastic bollards are presently used at the entrance station to divide opposing lanes of traffic. Standard bollard sizes range from 3 to 6.5 inches wide and are typically 3 feet tall. Bollards should be spaced about 3 to 5 feet apart to allow for pedestrian and wheelchair access but deter the entrance of a vehicle. Concrete or stone bollards are the most sturdy and may require less maintenance over time.

Jersey Barrier: Jersey barriers can be made of either plastic or concrete and are typically 24 inches wide and 32 inches tall. Concrete jersey barriers provide the maximum amount of pedestrian protection but require the most lateral space. Plastic jersey barriers are filled with water to provide crash protection but can be penetrated by fast moving vehicles. Both types are movable with appropriate equipment. Compared to plastic water-filled barriers, concrete jersey barriers are less susceptible to environmental elements and may require less maintenance over time.

Grade Separation/Curbing: This type of separation consists of installing the pedestrian path at a specified height above the roadway, typically 4 to 6 inches, much like a sidewalk with curb and gutter. Grade separation maximizes the amount of available space for pedestrians because there is no physical barrier that takes up space laterally. However, this configuration provides the least amount of protection in a crash since there is no physical barrier to absorb impact from a crash.

6.1.3. Strategies to Encourage Alternative Transportation

Yaquina Head ONA is most often visited by personal vehicle or by foot. Some visitors also enter the ONA by bus for educational school tours. Few visitors enter by bicycle, and transit options directly to the ONA are limited. The current configuration of the site caters to personal vehicles and offers limited opportunities and accommodations for other modes. In addition to pedestrian treatments discussed in the previous section, several strategies are proposed to encourage the use of alternative transportation modes, such as bicycling, transit, and other environmentally friendly modes. Implementation of these strategies could help alleviate parking capacity concerns, reduce vehicular conflicts, and support BLM's desire to have visitors enjoy the site outside of a vehicle.

REGULAR TRANSIT SERVICE

Lincoln County Transit provides transit services to the Newport area via a city loop and inter-city routes between Lincoln City, Siletz, Yachats, Corvallis, and Albany. The Newport City Loop completes a full loop through Newport each day. City loop buses are wheelchair accessible and are equipped with bicycle racks. At the time of writing, the closest transit stop to Yaquina Head ONA was Bloch Wayside/52nd Street and was provided by request only.

To encourage increased transit ridership and visitation to the site, BLM could consider coordinating with local transit services to provide regular service to the ONA. Consideration should be given to potential pick up and drop off locations and general logistics if buses intend to travel onsite. Potential undesirable delays could be incurred if buses are required to wait in lines at the entrance station during peak visitation hours. Similarly, it may be undesirable to position a bus stop at Lighthouse Drive/US 101 without having dedicated pedestrian facilities to allow transit riders to safely complete the last leg of the journey to the site.

BLM is planning to prepare an updated business plan for the Yaquina Head ONA, in which the site's fee structure will be assessed and potentially modified. If desired, BLM could consider allowing city buses to pick up and drop off riders on site and allow these visitors to access the site without having to pay entrance fees.

BICYCLE ACCOMMODATIONS

Bicycles are currently only allowed on paved areas of the site and on the Communications Hill Trail. To support increased use of bicycles at the ONA, additional dedicated bicycle facilities could be provided, including bike racks, bike lockers, and shared-lane markings and signage.

Due to its location on the OCT, Yaquina Head is a popular attraction for trail riders. Providing bike racks at key destinations across the site could help encourage riders to park their bikes and tour the site for longer periods of time. Many of these riders are traveling long distances, so they are often carrying cargo on their bikes and may be hesitant to leave their belongings out of sight for long periods of time. For this reason, it may be desirable to provide several bike racks at all destinations (Quarry Cove, Interpretive Center, lighthouse), or provide bike lockers in a convenient location where riders could drop their gear in a locked box for safe storage.

For riders who are less confident riding with traffic, shared-lane markings (or sharrows) and signage on Lighthouse Drive may also be beneficial for promoting ridership. Shared-lane markings help increase awareness of bicyclists in the roadway by indicating a shared roadway environment for bicycles and vehicles. These markings help encourage bicyclists to position themselves safely in lanes too narrow to comfortably fit a vehicle and bicycle traveling side by side. To further alert drivers to the potential presence of bicyclists, MUTCD bicycle warning signs (W11-1) with share the road supplemental plaques (W16-1) could be used.

Bicycle warning signs (top) and sharrows (bottom) can help increase awareness of bicycles in the roadway.

Electric bicycles or electric-assist bicycles, often called e-bikes, are becoming increasingly popular because they can make biking easier or more comfortable for users. The State of Oregon defines e-bikes as a bicycle with 2 or 3 fully functional pedals equipped with a motor that does not exceed 1000 watts and is designed with a maximum speed of 20 mph. E-bikes are considered a bicycle by the Oregon Vehicle Code and are allowed on any roadway, bike lane, or path that is approved for bicycles but are prohibited from sidewalks. In October 2019, the Department of the Interior

(DOI) announced Secretary's Order 3376, *Increasing Recreational Opportunities Through the Use of Electric Bikes*, which will allow the use of low-speed electric bicycles on DOI-managed public lands, such as Yaquina Head ONA, where traditional biking occurs. Supporting the use of e-bikes may help increase bike ridership and decrease reliance on personal vehicles at the site.

BIKE SHARE PROGRAM/ONSITE BIKE RENTALS

Some visitors may want to tour the Yaquina Head ONA by bicycle but, due to travel and other constraints, may not have a bike to ride on site. To accommodate these users and reduce vehicular traffic on site, it may be beneficial to develop a bike share program offering short-term bike rentals. A bike share program typically has a station with a payment kiosk where rentals can be paid for and picked up. Each station has several docks (anywhere from 10 to 100+, depending on local traffic volumes) used to store and lock the bikes, although dockless bike share programs are being used in some cities. The system is automated and does not require daily management. Payment systems vary, but can be based on membership structures, hourly usage, or both. The bikes themselves can be branded with recognizable colors or the logos of sponsors.

At Yaquina Head ONA, the bike share program could be internal to the site, with bikes only being available for pick up/drop off at the ONA. However, consideration could be given to coordinating with the City of Newport to provide other bike share stations across the city to expand biking options and encourage fewer vehicular trips. This may be especially beneficial for promoting the Lighthouse to Lighthouse Trail, Oregon Coast Bike Route, and other bicycle activities and attractions. Usually, users don't have to return a particular bike to a specific station. However, this requires program employees to move bikes between stations by truck or trailer to maintain an even distribution of bikes across the system.

A bike share program could help expand bike ridership on site and across Newport if coordinated with the city.

Bike-share programs, particularly those run by municipalities or nonprofits, may not be entirely user-funded. Some programs tap private individuals or local companies to become station sponsors responsible for maintenance, upkeep, and repairs. Programs might also receive grants from local transportation authorities, municipal governments, or private companies.

ONSITE SHUTTLE BUS

The prospect of a shuttle bus that transports passengers to different locations within the ONA has been proposed in previous conversations with BLM. The concept is intended to reduce vehicular trips at the site, while still allowing passengers to travel by vehicle to primary destinations within the ONA, such as Quarry Cove, the Interpretive Center, and the lighthouse. This would allow visitors to park in the large parking lots at Quarry Cove and/or the Interpretive Center and ride the shuttle to their other destinations. This is beneficial for groups with young children or persons with limited mobility who can't physically walk between destinations. A shuttle system could also help reduce parking needs in constrained locations, such as at the lighthouse.

Several variables should be considered with this scenario. BLM would have to determine whether this service would be provided by BLM staff or an outside company. BLM would also have to consider how the service would be paid for including any user fees associated with the service, the frequency of service, and specific routes.

GUIDED TOUR BUS

As an alternative to an onsite shuttle, BLM could provide a guided tour bus with commentary on the site's history, natural and cultural features, and other important information. If desired, BLM could also coordinate with the Oregon Parks and Recreation Department, Friends of Yaquina Lighthouses, City of Newport, and other organizations/agencies to expand the tour service to other destinations in Newport or on the Oregon Coast. Considerations for a guided tour bus would be similar to those for the onsite shuttle bus.

A shuttle bus could be used to decrease personal vehicle trips on site. The bus could also offer guided tours at other Oregon Coast destinations.

ELECTRIC VEHICLE ACCOMMODATIONS

Oregon is home to one of the largest and most robust networks of electric vehicle fast charging stations in the US. The West Coast Electric Highway is a network of fast charging stations located every 25-50 miles along I-5, Highway 99, and other major roadways in the Pacific Northwest. Travel Oregon is helping develop itineraries on Oregon's Electric Byways that pass by environmentally friendly businesses and key landmarks across the state. Travel Oregon has also partnered with Forth, a non-profit organization dedicated to expanding equitable access to electric transportation, to offer rebates for tourism-related businesses in Oregon that successfully install charging stations.

BLM could consider providing electric vehicle charging stations at the ONA to help boost tourism, encourage environmentally friendly travel practices, and support the adoption of electric vehicle infrastructure across the state. Providing charging stations at the Interpretive Center may also encourage visitors to park and charge their vehicles while they tour the rest of the site on foot.

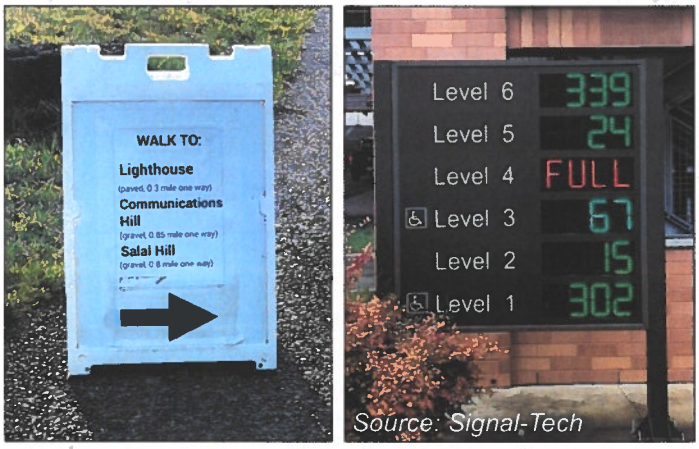
Oregon is making great strides in expansion of electric vehicle accommodations across the state. BLM could support this effort by providing a charging station at Yaquina Head ONA while also potentially boosting tourism at the site.

6.1.4. Wayfinding Strategies

Wayfinding refers to information systems that guide people through a physical environment and enhance their understanding and experience of the space. Wayfinding is particularly important in complex and high-stress built environments, such as transportation facilities, and can be developed for both pedestrians and motorists, who each have unique challenges navigating roadway corridors. Comprehensive wayfinding systems often combine signage, maps, symbols, colors, and other communication techniques to help guide visitors to their destinations and reduce confusion.

There are 4 types of wayfinding signs: identification, directional, informational, and regulatory. At Yaquina Head ONA, wayfinding is needed to communicate a variety of information including fee requirements and turnaround options in advance of the entrance station, which lane to get in at the entrance station, directions to key destinations within the site, parking availability at the lighthouse, and walking and biking directions. Signs sharing this type of information already exist at the site, but many of these signs are small, temporary placards requiring staff time to set out and pick up each day. Installing larger permanent signs would reduce staff time and be more prominent to visitors. Wayfinding signs also offer an opportunity to provide signage on site that is cohesive and consistent with BLM/Yaquina Head ONA branding and messaging.

Increasingly, wayfinding systems are integrating with mobile applications, digital displays, and other wireless technologies to communicate with broader audiences. These types of systems could be beneficial to install where dynamic information is valuable, such as at the Interpretive Center to indicate parking availability at the lighthouse. Intelligent transportation systems can be used to detect the number of vehicles entering and exiting the lighthouse circle in order to calculate how many parking spaces are available at a given time. This information could be displayed as vehicles approach the Interpretive Center to encourage visitors to park in the Interpretive Center lot and walk down to the lighthouse, reducing the number of circulating trips at the lighthouse. This would be helpful in communicating to visitors why they are directed into the Interpretive Center lot rather than directly to the lighthouse.



BLM uses temporary wayfinding signs (left) for various purposes already; permanent signs with dynamic information displays (right) could help reduce staffing needs.

6.1.5. Pavement Preservation and Maintenance Strategies

Maintenance of transportation facilities accessing Yaquina Head ONA is shared between ODOT, the City of Newport, and BLM. ODOT is responsible for US 101 and Ernest Bloch Memorial Wayside, the City of Newport is responsible for Lighthouse Drive between US 101 and the ONA boundary, and BLM is responsible for all facilities within the ONA boundary. Within the site, the most recent roadway maintenance work, including application of slurry seal, striping, and crack sealing, has been completed by BLM facilities staff. Contracted asphalt work has also been completed in past years. Several roadways within the ONA have experienced continuing pavement failures including transverse and longitudinal cracking and sloughing.

Roadway preservation is a long-term strategy for enhancing functional roadway performance by using integrated, cost-effective maintenance practices that extend roadway life, improve safety and motorist satisfaction, and achieve sustainable roadway conditions. The following sections discuss pavement preservation strategies and maintenance practices that could be implemented at Yaquina Head ONA.

OPTIMAL TIMING

Traditionally, federal, state, and local agencies have allowed roadways to deteriorate to "fair" or "poor" condition before steps were implemented to rehabilitate the road. However, recent findings show that this management strategy is both costly and time consuming. Agencies have realized that regularly implementing a series of low-cost preventive maintenance treatments is the most cost-effective way to manage and preserve roadways while also avoiding continual rehabilitation. The most effective roadway preservation strategy consists of implementing planned roadway treatments at the optimum time to address minor deficiencies before they become major failures.

Figure 9 illustrates this roadway preservation concept with an emphasis on optimal timing. The example compares 2 paved roadways starting at the same condition. One scenario is managed under the traditional approach of rehabilitating the roadway and allowing it to deteriorate to a state of failure. Failure occurs when the road is in fair to poor condition shown by the rehabilitation trigger line. At this line, irreversible structural damage has occurred, resulting in the need for costly rehabilitation of the entire roadway.

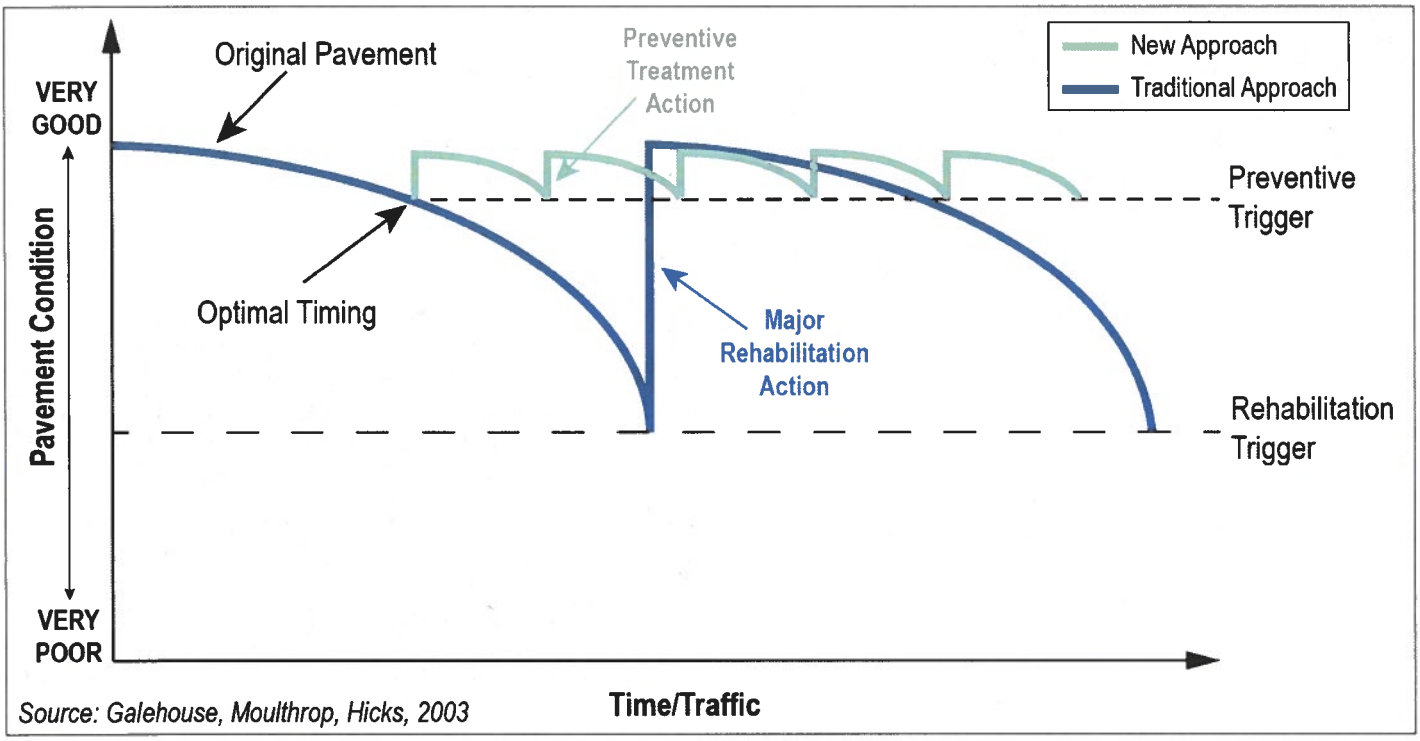


FIGURE 9: OPTIMAL TIMING PAVEMENT PRESERVATION CONCEPT[12]

As shown in **Figure 9**, the new approach scenario implements regular pavement preservation techniques, which are low-cost preventive maintenance treatments implemented when the roadway reaches a predetermined level. The timing of treatment implementation is crucial for the success of the preservation plan. If the treatments are implemented after the optimal time, the roadway will be deteriorating at a rate from which it cannot recover and the investment in maintenance will be wasted. However, if the preventive maintenance is implemented at the optimal time, the roadway will be restored to near original condition, and if routine maintenance continues it will result in much greater intervals between roadway rehabilitations.

PREVENTIVE ASPHALT MAINTENANCE ACTIVITIES

Preventive measures typically include crack sealing, fog seals, chip seals, and/or hot-mix asphalt thin overlays (non-structural). Each of these treatments are most effective when implemented at the optimal time. The optimal application time for each treatment should be established in accordance with the roadway's condition rating and field verification. The expected life of each treatment is dependent on traffic volumes and environmental conditions; however, non-structural overlays typically last the longest, followed by chip seals and crack seals. Chip sealing is the most commonly used treatment in the Pacific Northwest. Microsurfacing, ultrathin bonded wearing course, cape sealing, and cold in-place recycling are other asphalt pavement preservation treatments that have been used by agencies in the region. However, most of the agencies do not regularly use these treatments based on previous performance, costs, and existing roadway conditions.[13]

BLM typically performs crack sealing treatments to preserve the pavement at Yaquina Head ONA. Several other methods are used across the state with chip sealing being the most commonly used.

DRAINAGE IMPROVEMENTS

Inadequate drainage is a primary factor in pavement failures. Proper drainage is vital to remove water from roads and maintain a healthy roadway network. A proper drainage system includes the traveled way, shoulders, ditches, and culverts. These elements work together to prevent water from penetrating the road surface. The crown and cross slope of the roadway and shoulder help move water to the roadside so ditches and culverts can carry it away. When water stands on the road it can seep into the road base which saturates and weakens the road strata, causing cracking, rutting, and potholes. It is important to closely monitor roadway drainage and fix any problems immediately.

Maintaining vegetation in ditches is also desirable to provide adequate drainage and prevent erosion. Mowing vegetation and cutting brush is necessary to keep water flowing smoothly. Keeping culverts and other drainage structures free of sediment and debris also helps avoiding road deterioration and flooding.

ROUTINE MAINTENANCE ACTIVITIES

In addition to preventive maintenance activities, non-preventive (or routine) maintenance is also needed to keep the roadway in proper working order. This includes trimming vegetation to maintain driver sight lines, maintenance of road signs and striping, road sweeping and debris removal, litter cleanup, noxious weed control, snow removal, and spot repairs.

EMERGENCY MAINTENANCE ACTIVITIES

Emergency maintenance is typically conducted following an emergency condition such as a landslide or flood event or in response to road failures needing urgent repair. Coastal erosion and landslides are extensive in the area surrounding Yaquina Head. The majority of the ONA is considered to be at moderate to high risk for landslide occurrence. The ONA is also located in a region that is expected to experience very strong to severe shaking in the instance of an earthquake. Landslide and rockfall events have occurred at the site, most recently near the entrance station. The steep rocky cliffs resulting from past quarrying activity at the site and the general geologic composition of the area have made several of the slopes unstable. Landslides, rockfall events, and erosion can cause significant impacts to transportation within the site including blocking travel routes, causing roadway damage, or causing bodily harm to visitors and staff. In the event

In the past, landslides have occurred on this hillside near the entrance station, blocking traffic and staff exit from the fee booth.

of one of these occurrences, immediate debris removal should be conducted and the need for slope stabilization should be investigated. As a precautionary measure, retaining structures, rockfall barriers, and catchments can be installed to prevent substantial damage should an event occur.

Lighthouse Drive runs adjacent to the coastal floodplain, but the roadway itself lies outside of the floodplain boundary. Some areas of the ONA, including part of Quarry Cove Road, lies within the coastal floodplain boundary. Depending on the severity of a flood event, road washouts and other severe damage could occur. However, the primary impact of flooding is saturation of the road surface which can weaken the asphalt, cause deterioration, and make the asphalt more susceptible to damage such as cracks, deformations, and potholes in the long term. Installing proper drainage and repairing surface deformations when they occur can help minimize the impacts of a flood event and prevent severe damage.

6.1.6. Strategies to Accommodate Oversize and Accessible Parking

The Yaquina Head ONA strives to accommodate a range of user abilities and vehicle types as part of its purpose to support education, scientific study, and public recreation. In addition to standard passenger vehicle parking spaces, each designated parking area at the site provides oversized vehicle parking and accessible parking in compliance with applicable regulations. Considerations relating to parking configurations are discussed in the following sections.

ACCESSIBLE PARKING

Government entities must provide accessible parking spaces in parking lots in accordance with the 2010 *Americans with Disabilities Act Standards for Accessible Design*.[14] In addition, facilities that provide goods or services to the public have a continuing obligation to remove barriers to accessibility in existing parking facilities.

The required number of accessible parking spaces must be calculated separately for each parking facility, not calculated based on the total number of parking spaces provided at a site. At least 1 in 6 accessible parking spaces (always at least 1) must be designed to be van accessible. Based on the ADA guidelines, summarized in **Table 2** below, all parking lots at Yaquina Head ONA meet or exceed the minimum requirements for ADA parking spaces. Note, small parking lots of 4 or fewer spaces must have accessible spaces, but those spaces do not need to be signed and anyone, regardless of disability status, can park in the accessible space.

TABLE 4: MINIMUM REQUIRED ACCESSIBLE PARKING SPACES

Total Number of Parking Spaces Provided in Parking Facility	Minimum Number of Accessible Parking Spaces (Car and Van)	Minimum Number of Van-Accessible Parking Spaces (1 in 6 Accessible Spaces)
1 to 25	1	1
26 to 50	2	1
51 to 75	3	1
76 to 100	4	1
101 to 150	5	1
151 to 200	6	1

Source: 2010 ADA Standards for Accessible Design

ADA-accessible parking stalls are provided in all parking lots at Yaquina Head ONA; an increased number of ADA stalls is desired.

Accessible parking spaces must be located on the shortest accessible travel route to an accessible entrance. Where buildings have multiple accessible entrances, the accessible parking spaces must be dispersed and located closest to the accessible entrances. An accessible route, without curbs or stairs and at least 3 feet wide, must always be provided from the accessible parking to the accessible entrance.

Accessible parking spaces are 8 feet wide while van-accessible spaces are 11 feet wide. Access aisles provide room for individuals to deploy vehicle-mounted wheelchair lifts and/or unload and use mobility devices such as wheelchairs or walkers. Aisles should be provided on both sides of an accessible space and should be 5 feet wide for both standard and van-accessible spaces. It is permissible for the aisles to be shared between 2 adjacent spaces. Access aisles must be marked (e.g., painted with hatch marks) to discourage parking in them. An alternate design allows a van-accessible space to be 8 feet wide if the adjacent access aisle is also 8 feet wide. Minimum stall lengths are not provided in the 2010 ADA Standards, but BLM guidance suggests a standard length of 20 feet.[15]

Accessible parking spaces must also be identified by signs that include the International Symbol of Accessibility. Signs at van-accessible spaces must include the additional phrase "van-accessible." Signs should be mounted so that the lower edge of the sign is at least 5 feet above the ground to ensure visibility by both drivers and local enforcement officials.

ADA Standards do not prohibit front-in only, back-in only, or angled accessible parking spaces. However, where van-accessible spaces are angled, the standards require the access aisle to be located on the passenger side (where vehicle ramps and lifts are typically deployed). Since users pull in or back in depending on which side the access aisle is needed, it is advisable to design both standard and van-accessible spaces so that they can be entered in either direction. Otherwise, consider providing 1 access aisle at each regular accessible space instead of allowing 2 adjacent spaces to share an aisle so that access is available on both sides.

RV PARKING

RV sizes vary considerably but typically range between 20 and 50 feet in length. RV parking spaces are also variable depending on the type and purpose of the parking space. For example, RV parking spaces in campgrounds are often much longer and wider to accommodate the activities that accompany camping, such as picnicking and grilling. RV stalls in RV parks are similar but must be at least 20 feet wide to comply with fire codes. When parking lots provide designated RV parking, stalls are often large enough to accommodate most RV sizes. Most RV parking spaces are a minimum of 20 feet wide and 40 feet long while a standard vehicle parking space is generally 9 feet by 18 feet long. Where designated RV parking is not provided, some RVs will be able to fit in a standard parking space, while larger models will need to take up multiple spaces.

The number of RV parking spaces needed in a parking lot varies based on site and facility needs. There are no requirements or standard guidance available. Input from BLM staff suggests that on the busiest day at the site, 7 to 8 RV stalls are needed in the Interpretive Center parking lot to accommodate demand. There are currently only 3 RV stalls in the Interpretive Center parking lot. On busy days, RVs have been observed parking on the outer edge of the parking lot partially blocking through traffic.

Angled RV parking stalls are provided at lighthouse circle. An irregularly shaped RV/Bus lane is also provided. Both are often occupied by personal vehicles during peak visitation times.

Spaces designed for RVs and trailers are not exempt from accessibility coverage, but the 2010 ADA standards do not include technical provisions specific to these spaces. Accessible RV or trailer spaces may be located among other RV or trailer spaces so long as they are on the shortest accessible route to nearby facility entrances. Access aisles serving accessible spaces must be as long as the vehicle space they serve.

The *Architectural Barriers Act Standards*[16] apply to facilities designed, built, altered, or leased with federal funds. Yaquina Head ONA is subject to compliance with these standards. The standards include provisions for RV parking and pull-up spaces at outdoor developed areas on federal lands such as camping and picnic facilities. The standards specify that parking spaces and pull-up spaces for recreational vehicles shall be a minimum of 20 feet wide except where 2 adjacent RV parking spaces are provided, when 1 parking space may be a minimum of 16 feet wide.

6.1.7. Management Strategies

Yaquina Head ONA is managed by several BLM staff, including both year-round and seasonal workers, and volunteer site hosts. The staff manage the entrance station, educational tours, the Interpretive Center, and the general park operations. The site hosts provide support to BLM staff and work various shifts at the tidepools, lighthouse, and Interpretive Center or wherever needed. The following strategies are proposed to help manage the site efficiently during day-to-day operations, peak visitation periods, and emergency situations.

ENTRANCE STATION MANAGEMENT

The Yaquina Head entrance station is presently managed by BLM staff. Between 1 to 2 rangers are stationed in the fee booth during park hours to greet visitors, check and issue passes, manage ADA clickers for Quarry Cove, track visitor entry numbers, and collect cash payments. Visitors paying by credit card are directed to an AFM kiosk located just to the west of the main booth. During peak visitation periods, BLM staff conduct "line busting" which involves standing in live traffic between traffic cones and directing pass holders to proceed to the left side of the booth through 1 of the lanes typically used for outbound traffic.

To expedite visitor processing time, a second fee station with a second entry lane is recommended. It is envisioned that 1 or both of the new stations would be equipped with a credit card kiosk and a barrier gate with an automatic arm to allow the second station to operate automatically during peak periods. At the time of writing, BLM staff were unable to collect and process credit card payments without a self-serve AFM. In the future, however, it is expected that BLM staff could either process credit card payments in the fee booth or install an AFM in the entry lane to allow visitors to pay by credit card without having to park and get out of their vehicle at the self-serve kiosk. It is also envisioned that pass holders may be able to scan their pass, with the automated barrier gate immediately allowing entry into the site.

With these modifications, it is expected that processing times would be shortened considerably and standing queues would be much smaller. The addition of a second booth would also provide more space for queues to build without having to extend down the city-owned portion of Lighthouse Drive. Both fee booths could be designed to operate fully automatically, however, it is desirable to BLM to have a booth staffed by at least 1 staff member so they can greet and orient visitors to the site, as this is sometimes the only contact rangers have with visitors. Staff also like to be present to issue ADA clickers and talk with visitors as they leave the site.

The entrance station is also equipped with in-ground loop conductors for traffic monitoring purposes. BLM uses vehicle counts from the loops to track the number of visitors to the site each day. Staff also manually track recreational vehicles versus non-recreational vehicles (BLM staff, delivery vehicles, utility and maintenance vehicles, contractors, and other non-visitor vehicles), pedestrians, bicycles, buses, and pass status. This data is used to track visitation at the site for planning and management purposes. It is desirable to keep some level of automatic visitation data either through loop conductors, radar, video, or other system.

An automated fee booth with attached credit card kiosk and automatic barrier arm could help expedite visitor entry times.

EMERGENCY MANAGEMENT

When improving the site, it is important to consider and address emergency transportation issues, both for small-scale and large-scale emergencies. In the event of a small-scale emergency, such as the need for immediate medical attention or a building fire, easy and efficient access by emergency vehicles will be critical. As discussed under the site-specific improvements (**Section 6.2**), access by emergency vehicles was considered with each potential improvement option. All preferred concepts would be designed to accommodate oversize emergency vehicles, such as pumpers and ladder trucks, and would also allow more direct access by emergency vehicles in emergency situations. For example, the new circulation pattern at the Interpretive Center would allow emergency vehicles to travel the shortest path through the parking lot and not require them to circulate around the entire outside edge of the lot. Additionally, installing a second entry lane into the site would help create additional space for vehicles to pull over so an ambulance or other emergency vehicle could enter the site more quickly. However, installing a pedestrian path along the entirety of Lighthouse Drive may use up the space previously dedicated for roadway shoulders that could be used in emergency situations. When the roadway is reconstructed, consideration should be given to whether additional shoulder space is needed for vehicles to pull over in emergency situations, or if the sporadic turnouts along Lighthouse Drive are sufficient.

Lincoln County's *Multi-Jurisdictional Natural Hazards Mitigation Plan*[17] provides resources, information, and mitigation strategies for reducing risk of disaster and long-term effects resulting from natural hazards. The plan notes that the area around Yaquina Head and Moolack Beach is particularly vulnerable for coastal erosion and, because of its role in defining and supporting the community, the Yaquina Head Lighthouse is identified as an important historic resource to protect from the impact of disasters. Due to its elevation, almost the entire ONA is outside the hazard area for a tsunami resulting from an earthquake. However, the Quarry Cove ADA access road is within the hazard area for both a local and distant tsunami. Emergency evacuation for Quarry Cove visitors, especially disabled visitors, should be considered.

Preparation of an evacuation plan can help with rescue efforts during a large scale emergency.

In the event of a natural disaster such as wildfire, earthquake, or tsunami, emergency evacuation is particularly challenging at Yaquina Head ONA with Lighthouse Drive being the only ingress/egress route. BLM would have to consider how visitors and staff should evacuate the site, whether by foot, by vehicles, or both. Typically, evacuation on foot is preferred to reduce traffic congestion that could delay or prohibit evacuation. A mix of vehicles and pedestrians in the constrained space of Lighthouse Drive could be potentially dangerous. Installation of a pedestrian path along the entire length of Lighthouse Drive could help alleviate some concerns. Advertising the evacuation plan and evacuation routes for the site through wayfinding signs could also be beneficial. The Ernest Bloch Memorial Wayside parking area is the closest designated assembly area to the ONA.

6.1.8. Summary of Sitewide Improvement Strategies

Table 5 on the following page presents a summary of the strategies discussed in the previous sections.

TABLE 5: SITEWIDE IMPROVEMENT STRATEGIES

Strategy/Option	Advantages	Disadvantages	Other Considerations
TRAFFIC CALMING STRATEGIES			
Lower Posted Speed Limit	• Lower vehicle speeds may be more comfortable for pedestrians walking along the roadway	• Lower speed limit may not be well observed by visitors • Would require enforcement to be effective	• Consistent speed limits throughout the site would likely be better observed • Engineering judgment should be used to set the speed limit if not using the 85th percentile speed
Speed Feedback Signs	• May encourage visitors to observe posted speed limits	• Additional signage may contribute to information overload • Would require enforcement to be effective	• Can become less effective over time for regular site visitors
Warning Signs	• Could help reduce vehicle speeds if placed appropriately • Could help increase awareness of pedestrians/bicycles near the roadway	• Additional signage may contribute to information overload and detract from natural setting	• Consider appropriate placement and number of signs throughout site
Speed Bumps, Humps, and Tables	• Physical obstruction forces drivers to slow down • May improve safety and reduce speeds at pedestrian crossings	• May be frustrating to visitors • Increased maintenance required • Can cause damage to vehicles • May impact emergency vehicle access within the site	• Consider placement for maximum effectiveness • Consider pavement markings and signage to ensure visibility
Narrow Travel Lanes	• May encourage drivers to slow down • Reduces exposure and crossing distances for pedestrians	• May be difficult for trucks, RVs, and buses to maneuver tight curves	• Consider reallocation of roadway travel lanes to be used for pedestrian facilities
Lateral Shifts and Chicanes	• May encourage drivers to slow down • Chicanes typically achieve a greater speed reduction than lateral shifts	• Less effective where traffic volumes are higher in 1 direction or where likelihood of encountering opposing vehicle is low • Increased maintenance required	• Consider medians to ensure vehicles do not cross centerline • Consider emergency vehicle access such as mountable medians
PEDESTRIAN ACCOMMODATION STRATEGIES			
Path on North Side of Lighthouse Drive	• Provides an easier connection to the TSP-proposed NW Rocky Way path • Wouldn't have to shift roadway alignment significantly to accommodate path between US 101 and entrance station	• Path or roadway would likely have to shift south after entrance station due to limited available space • Potential user safety concern due to landslides and rockfall on north side cliffs • Farther from desirable ocean view	• Consider appropriate crossing locations to facilitate connections to Ernest Bloch Memorial Wayside, the OCT, and other pedestrian facilities
Path on South Side of Lighthouse Drive	• Provides an easier connection to existing pedestrian facilities within the ONA • Closer to desirable ocean views to the south	• Lighthouse Drive would have to be shifted north to accommodate path on south side between US 101 and entrance station	• Consider appropriate crossing locations to facilitate connections to NW Rocky Way and other pedestrian facilities outside the ONA
Separation Types	• Guardrail and cable rails match the existing infrastructure onsite • Jersey barriers provide the maximum degree of pedestrian protection • Bollards can be fixed or temporary depending on site needs	• Metal and plastic barriers are more susceptible to deterioration from environmental elements and require more maintenance over time • Jersey barriers and guardrail require the most lateral space	• Consider which separation type best balances protection for pedestrians, aesthetics, maintenance needs, and usable pedestrian space
STRATEGIES TO ENCOURAGE ALTERNATIVE TRANSPORTATION			
Regular Transit Service	• May help boost tourism • Could reduce parking needs if highly used • Could potentially be accommodated through Lincoln County Transit	• May not be profitable if ridership is low	• Consider location of rider drop off; consider potential delays caused by waiting in entrance station queue to ONA; consider pedestrian connections outside ONA

Strategy/Option	Advantages	Disadvantages	Other Considerations
	STRATEGIES TO ENCOURAGE ALTERNATIVE TRANSPORTATION (CONTINUED)		
Bicycle Accommodations	• May help increase bicycle use onsite and encourage visitation by OCT users • Shared lane markings help increase awareness of bicyclists in roadway	• Additional signage for shared lanes may contribute to information overload	• Consider best location for bike racks or bike lockers • Consider how e-bikes are best accommodated within existing laws
Bike Share Program/Onsite Bike Rentals	• May help boost tourism • If implemented in coordination with the city, could help reduce vehicular use and parking demands • Environmentally friendly option for traveling through the ONA	• Can be costly; fees passed on to users may not be desirable, especially if compounded with site entrance fees • Helmets are generally not provided, which can be a safety concern	• Consider partnering with the City of Newport to provide expanded biking options • Consider where bike share stations would be located and who would maintain distribution of bikes across the system
Onsite Shuttle Bus	• Visitors could park and ride the shuttle bus to other onsite destinations, reducing parking needs at other locations • Beneficial for groups with young children or disabled persons	• May be cost prohibitive, expenses include purchase, maintenance, and operations of buses as well as staffing needs	• Consider how the shuttle would be funded (user fees, grant, etc.)
Guided Tour Bus	• May help boost tourism • Could reduce parking needs if highly used • Information provided by tour guide could help enhance the visitor experience	• May not be profitable if ridership is low	• Consider partnering with other jurisdictions to provide a guided tour along the Oregon Coast
Electric Vehicle Accommodations	• Supports Oregon's desire for electric vehicle adoption across the state • Environmentally friendly option for traveling through the ONA	• If electric vehicle charging station is located outside of ONA, or not well-advertised, may not boost tourism on site	• Consider location of electric vehicle charging stations for maximum use
	WAYFINDING STRATEGIES		
Wayfinding Strategies	• Help guide visitors throughout the site and reduce confusion • Reduce staffing needs to set out temporary signs • Technologically integrated signs can display information in real time	• Additional signage may contribute to information overload • Dynamic signs may require increased maintenance and utility needs	• Opportunity to enhance Yaquina Head ONA branding/messaging
	PAVEMENT PRESERVATION AND MAINTENANCE STRATEGIES		
Optimal Timing	• Most cost-effective way to manage and preserve roadways • Extends service life • Fixes minor deficiencies before they become failures	• If treatments are not implemented at the optimal time, previous maintenance investments will be wasted	• Development of a pavement preservation plan will help ensure treatments are completed regularly and at the optimal time
Preventive Asphalt Maintenance Activities	• Treatments are most effective when implemented at the optimal time • Chip sealing is the most common preventive technique in the Pacific Northwest	• The expected life varies based on traffic volumes and environmental conditions	• Other pavement preservation techniques can be used but effectiveness and appropriateness may vary based on cost and existing roadway conditions
Drainage Improvements	• Proper drainage prevents water from penetrating the roadbed, preserving the pavement	• Inadequate drainage is a primary factor in pavement failures	• Proper vegetation maintenance prevents erosion and flooding and helps provide adequate drainage
Routine Maintenance Activities	• Help keep the roadway in proper working order and are beneficial for operations and safety	• Staff time is required to complete maintenance duties on a regular basis	• Developing a maintenance plan will help ensure all routine maintenance activities are completed regularly
Emergency Maintenance Activities	• Precautionary measures can help prevent substantial damage when an emergency occurs	• Typically conducted in response to an emergency condition or catastrophic failure	• Conduct site analysis to determine where vulnerabilities occur and the most appropriate preventive measures

Strategy/Option	Advantages	Disadvantages	Other Considerations
STRATEGIES TO ACCOMMODATE OVERSIZE AND ACCESSIBLE PARKING			
Accessible Parking	• Designated parking locations ensure key site attractions are accessible to disabled individuals • Providing a minimum number of ADA-accessible parking spaces is required under federal regulations	• The minimum number of ADA stalls may not be sufficient at the ONA due to historic visitor needs and trends • Designating more than the minimum number of ADA stalls reduces available parking for other visitors. • During times of high visitation, enforcement may sometimes be needed to ensure ADA parking designations are respected.	• Assess the appropriate number and placement of ADA parking spaces for each parking area • Assess accessible routes from ADA parking to buildings
RV Parking	• Designated RV locations minimize inappropriate parking throughout the site and facilitate turning maneuvers for larger vehicles.	• There is no standard guidance available for the number of RV stalls needed • RV stalls are not exempt from accessibility standards but there are no specific technical provisions • Due to their length, visitors may treat RV parking stalls as travel lanes	• Determine the appropriate number of RV stalls based on historic visitor trends
MANAGEMENT STRATEGIES			
Entrance Station Management	• A second fee booth and entry lane would help expedite processing times and should eliminate the need for "line busting"	• Automated fee booths would reduce staff communication with visitors	• Consider the best method(s) for monitoring visitation data
Emergency Management	• Site-specific improvements will be designed to accommodate oversized emergency vehicles • Advertising the site's evacuation plan and evacuation routes with wayfinding signs can be beneficial	• Emergency evacuation is particularly challenging since Lighthouse Drive is the only ingress/egress route • Quarry Cove ADA access road is within the tsunami hazard area, and evacuation for Quarry Cove visitors, especially disabled visitors, should be considered	• Developing an evacuation plan can help visitors and staff know how to evacuate in an emergency

6.2. SITE-SPECIFIC IMPROVEMENTS

This section contains descriptions and performance summary of preferred configurations intended to address identified conflict points and areas of concern at the entrance station, Quarry Cove, Interpretive Center, and lighthouse. The preferred configurations reflect input from stakeholders and the public, staff feedback, information gathered from an evaluation of the existing and projected conditions of the study area, and a planning-level feasibility analysis. The preferred configurations are intended to address the identified needs and objectives defined for the Yaquina Head ONA.

6.2.1. Alternatives Analysis Process

Initially, a range of possible alternatives were prepared for consideration by BLM and the OC. After review and input, the configurations were revised and analyzed based on criteria including management and maintenance, traffic and safety performance, environmental impacts, geotechnical feasibility, and overall constructibility. The revised concepts and an analysis of advantages and disadvantages of each option according to the criteria were presented to BLM staff for additional input. The study team then conducted a site visit to identify any constraints or barriers that may limit the feasibility of an option. Through the site visit and coordination with BLM and FHWA staff, preferred configurations were identified for each of the four site-specific locations. The preferred configurations were determined to best balance competing needs, interests, and perspectives while also minimizing overall impacts and cost. The preferred configurations reflecting confirmation of site conditions are presented in this chapter. A description of each preferred configuration, performance evaluations, potential impacts, cost estimates, overall feasibility, and potential constraints are provided in the following sections. The options that were considered but not advanced can be found in **Appendix C**.

DESCRIPTION

A description of the preferred configuration and associated traffic flow are provided. Images showing a conceptual design of the preferred configuration, anticipated impacts resulting from construction, and traffic circulation patterns are also provided.

MANAGEMENT/MAINTENANCE

Each concept was reviewed from a staff management perspective addressing topics such as staffing and staff transportation needs, enforcement needs, emergency management, and general site management implications. To keep the site's transportation facilities operating safely and efficiently for visitors, various upgrades, repairs, or maintenance activities may also be necessary. An evaluation of maintenance needs and requirements was another consideration for each concept.

TRAFFIC PERFORMANCE

A high-level evaluation of traffic performance was performed for each concept. The evaluation included an analysis of circulation patterns and turning movements, access needs, and connectivity for vehicles and non-motorized users. The ability of each option to accommodate large vehicles, including emergency vehicles, was also considered. Overall operational performance of each option was also a factor, including vehicle processing times, queue storage, and general congestion. Additionally, a parking capacity analysis was performed to determine if the proposed option provided adequate ADA, RV, and standard parking stalls based on visitation needs and intended use of each parking lot.

SAFETY PERFORMANCE

Speeds, unsafe driver behavior, and non-motorist protection were identified as primary safety concerns at the site. Safety performance was assessed through a high-level evaluation analysis of potential vehicle conflict areas, pedestrian conflict areas, accessibility, and general user safety. The potential for unsafe driving behavior, including bypass maneuvers and speeding, was also evaluated.

ENVIRONMENTAL IMPACTS

To preserve the ONA, it is important to BLM, stakeholders, and visitors to minimize the amount of new pavement required for improvements and provide additional vegetation wherever feasible. Likewise, it is important to minimize temporary and permanent environmental impacts from construction. Potential notable environmental impacts are listed for each option. If improvements are advanced for implementation, detailed analysis would be required during the project development process to quantify specific resource impacts and identify associated permits, laws, regulations, and mitigation requirements that may apply.

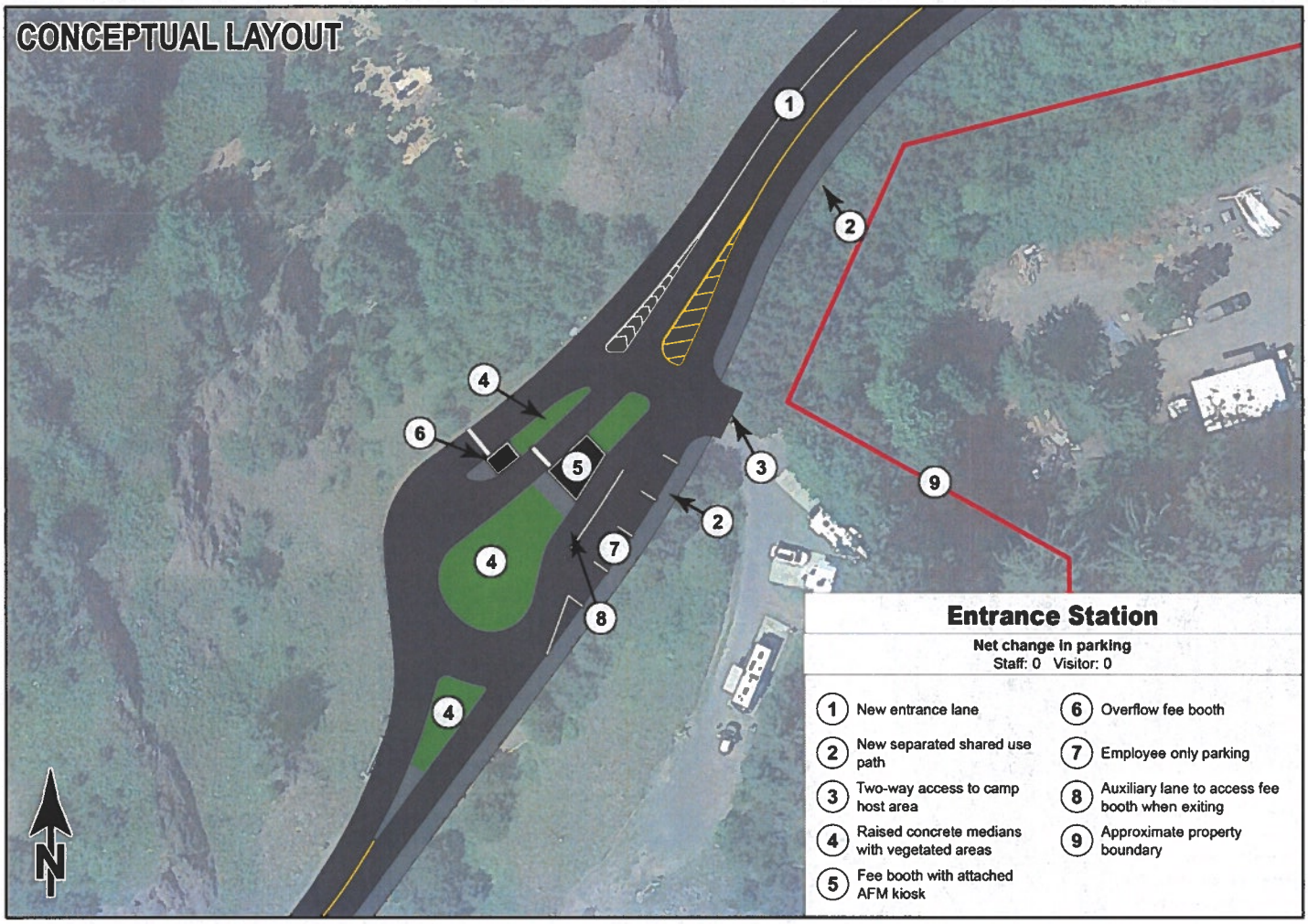
GEOTECHNICAL FEASIBILITY AND OVERALL CONSTRUCTIBILITY

A planning-level field analysis was performed to determine the geotechnical feasibility of each option. Existing conditions such as steep hillsides, rocky cliffs, utilities, and right-of-way were evaluated and considered for potential constraints to feasibility and overall constructibility of each concept. Further field studies would be required for any concept advanced into future project development phases to determine design details and feasibility.

ESTIMATED COST

Planning-level cost estimates were developed for each preferred configuration. The estimates include costs for construction engineering, preliminary engineering, traffic control, and mobilization. A general contingency to account for unknown factors and anticipated project development risk level was also included in the cost estimates for all configurations. The estimates are presented in 2022 dollars and can be expected to increase with inflation depending on the anticipated future year of expenditure. **Appendix D** contains planning-level cost estimates for each of the preferred configurations presented.

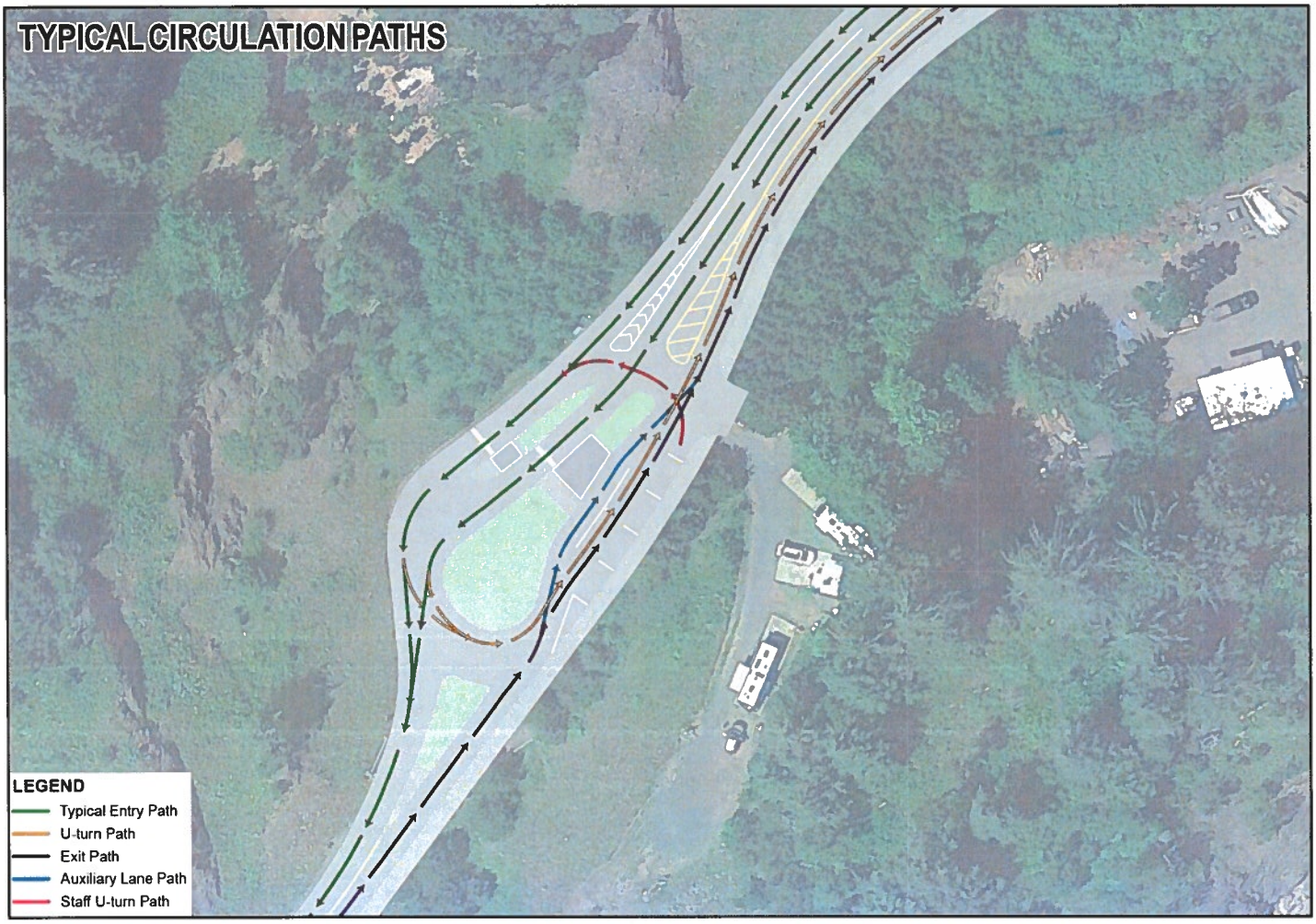
ENTRANCE STATION PREFERRED CONFIGURATION



DESCRIPTION:	MANAGEMENT/MAINTENANCE:
In this configuration the entrance station would remain in its existing location. Some roadway expansion would be necessary to provide a second entrance lane with a secondary fee booth. It is envisioned that one or both of the new entrance stations would be equipped with a credit card kiosk and a barrier gate with an automatic arm. An auxiliary exit lane would be provided to allow visitors to stop at the fee booth to talk to the ranger or return an ADA clicker. A SUP would also be constructed on one side of Lighthouse Drive beginning at the US 101 intersection and continuing westward onto the site. In the preferred configuration, the path is shown on the south side due to desirable views and separation from an active landslide area on the north side of the entrance station. Placement of the path could be pursued on the north side if constructibility or other issues were identified to the south during design.	The second entry lane with automated fee booth would provide flexibility based on staffing capacity. During the off season, one lane could be closed or automated to reduce staffing needs. The second lane would also diminish the need for staff to stand in the roadway to conduct line busting. Four staff parking stalls are anticipated to be sufficient during the typical day. An auxiliary exit lane is provided to allow visitors to stop at the fee booth to talk to the ranger or return an ADA clicker. The entrance to the camp host area is designed to allow easy access by RVs and easy turnarounds by staff with large vehicles. Increased maintenance would be required for the SUP on Lighthouse Drive.

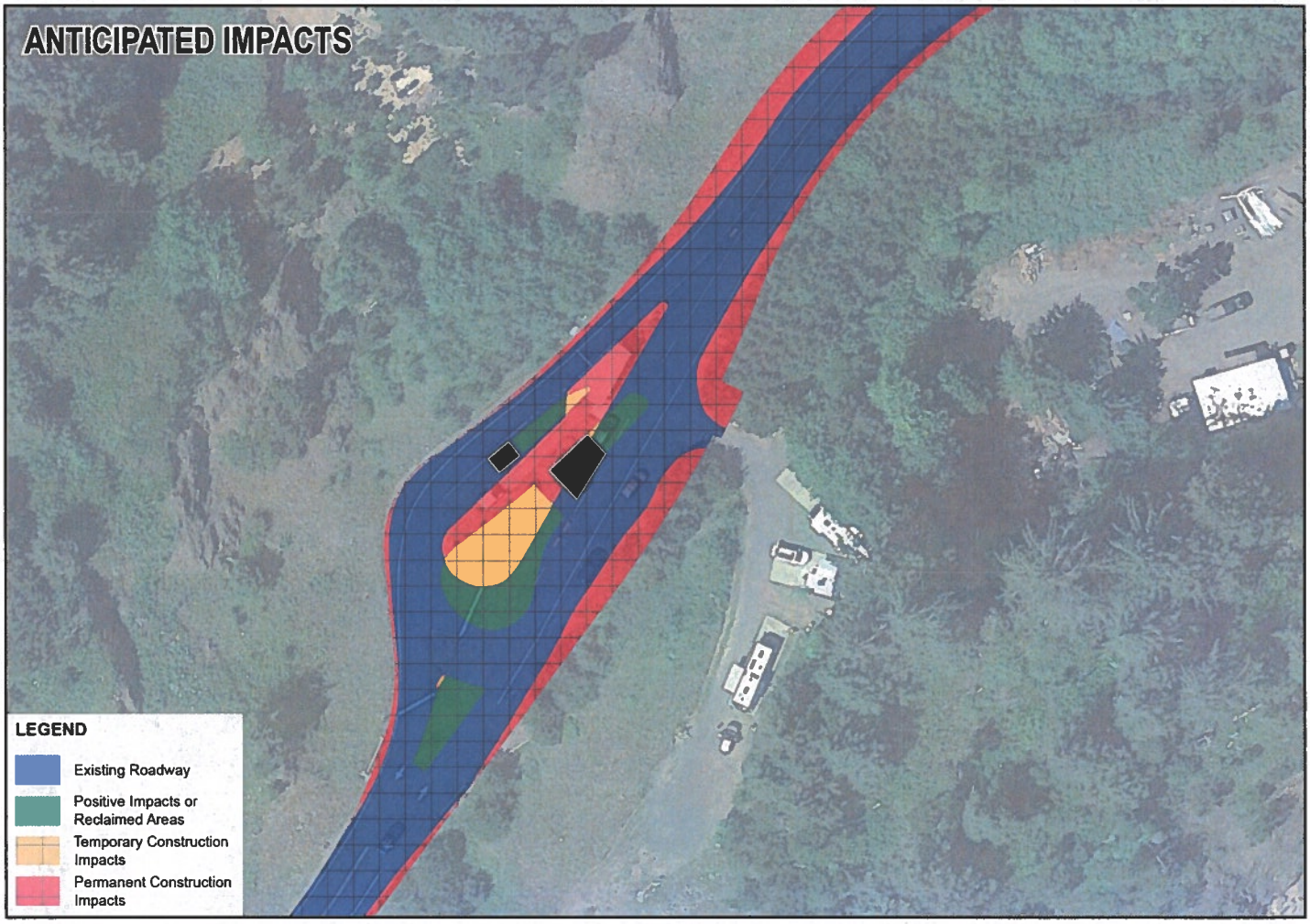
ESTIMATED COST: **$1.9M - $2.3M**

ENTRANCE STATION PREFERRED CONFIGURATION



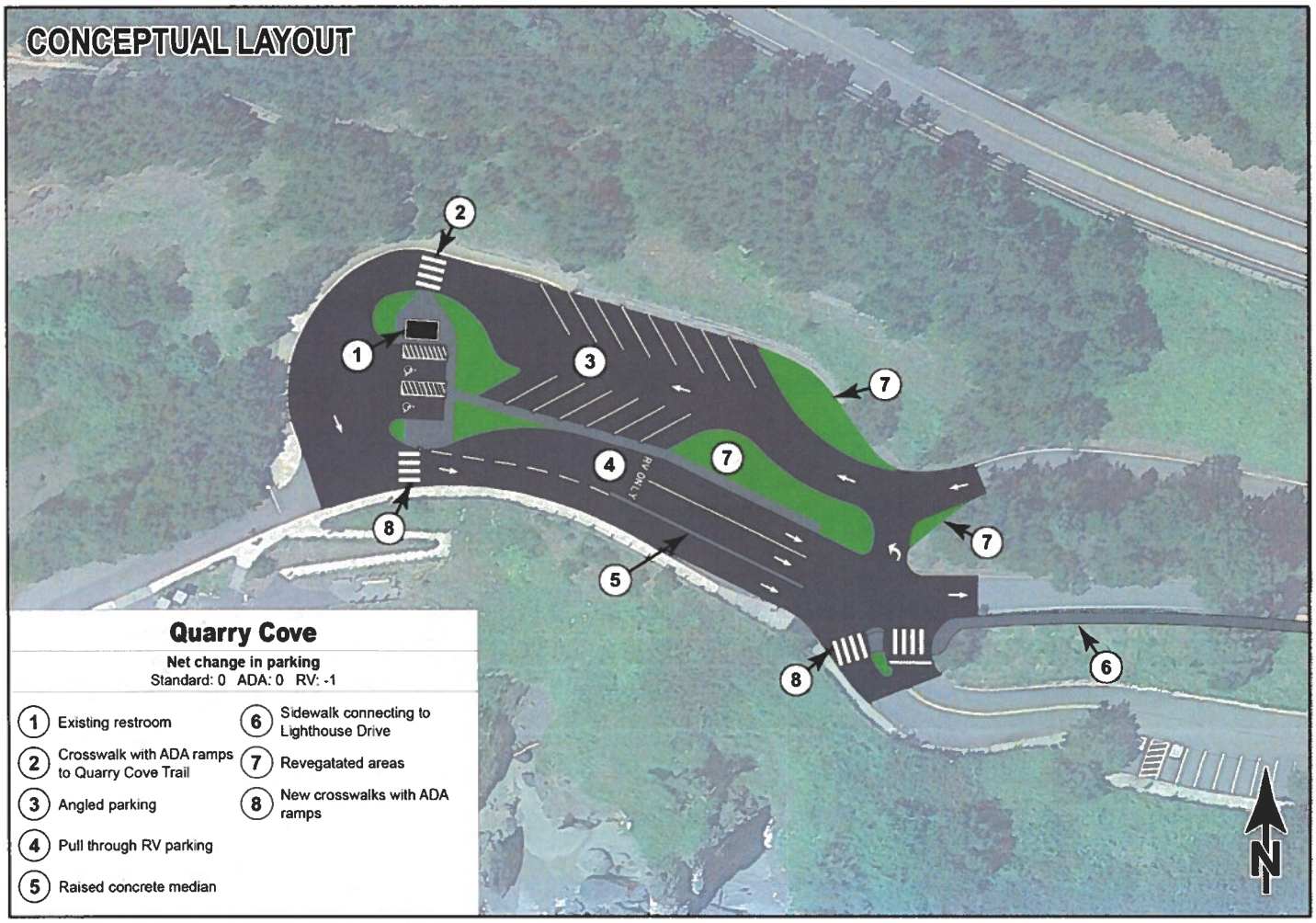
TRAFFIC PERFORMANCE:	SAFETY PERFORMANCE:
The dual entry lanes with credit card kiosks and barrier gates with automatic arms would help expedite entrance times and reduce queues. Additional informational signage could be incorporated to indicate the fee structure and other common visitor misconceptions to reduce the number of visitor turnarounds. Additional signage would be needed to direct visitors into the appropriate lane based on payment method, pass status, or other variable. More detailed analysis will be required during the design phase to determine the appropriate length of the second entry lane to accommodate visitor demand and reduce queuing effects on Lighthouse Drive outside the ONA boundary.	Compared to the existing configuration, this concept has a greater number of merging and diverging conflict points. However, dual entry lanes increase staff safety by removing the need for staff to stand in the roadway to conduct line busting. Incorporating credit card kiosks within or attached to the fee booths would also diminish the need for visitors to park, pay for their pass, and walk to the fee booth to collect their pass from a ranger. Additionally, the proposed SUP would provide protection for non-motorists and physical separation from vehicles, reducing the potential for conflicts. If the SUP is provided on the north side of the entrance station, visitor safety concerns pertaining to landslides and rockfall should be considered and properly mitigated.

ENTRANCE STATION PREFERRED CONFIGURATION



ENVIRONMENTAL IMACTS:	FEASIBILITY/CONSTRUCTIBILITY:
This configuration is designed to fit closely within the existing roadway footprint. Some expansion will be required on the north side of the entrance station to accommodate a second entry lane, and on the south side of the entrance station to accommodate a SUP. If a SUP is installed on the north side, the roadway would have to shift south to avoid potential impacts to the northern hillside that is an active landslide area. Vegetation could be incorporated into the concrete medians where feasible to minimize the additional pavement needed.	The hillside on the northern edge of the entrance station is an active landslide area, and impacts to this hillside should be avoided as much as possible. Rockfall barriers, retaining structures, or catchments may be needed to stabilize the slope and prevent hazardous landslide events from occurring. The length of the second entry lane should be evaluated in terms of traffic performance but should not extend past the BLM property boundary, which is approximately 500 feet east of the existing fee booth. Potential geotechnical and slope stability constraints should be investigated when determining the feasible length of the second lane. Right-of-way constraints on the south side of the entrance station should also be taken into consideration. A pinch point approximately 175 feet east of the existing fee booth provides approximately 15 feet of space between the edge of the existing pavement and the property boundary. Although no right-of-way acquisition is anticipated, property boundaries would need to be confirmed during design.

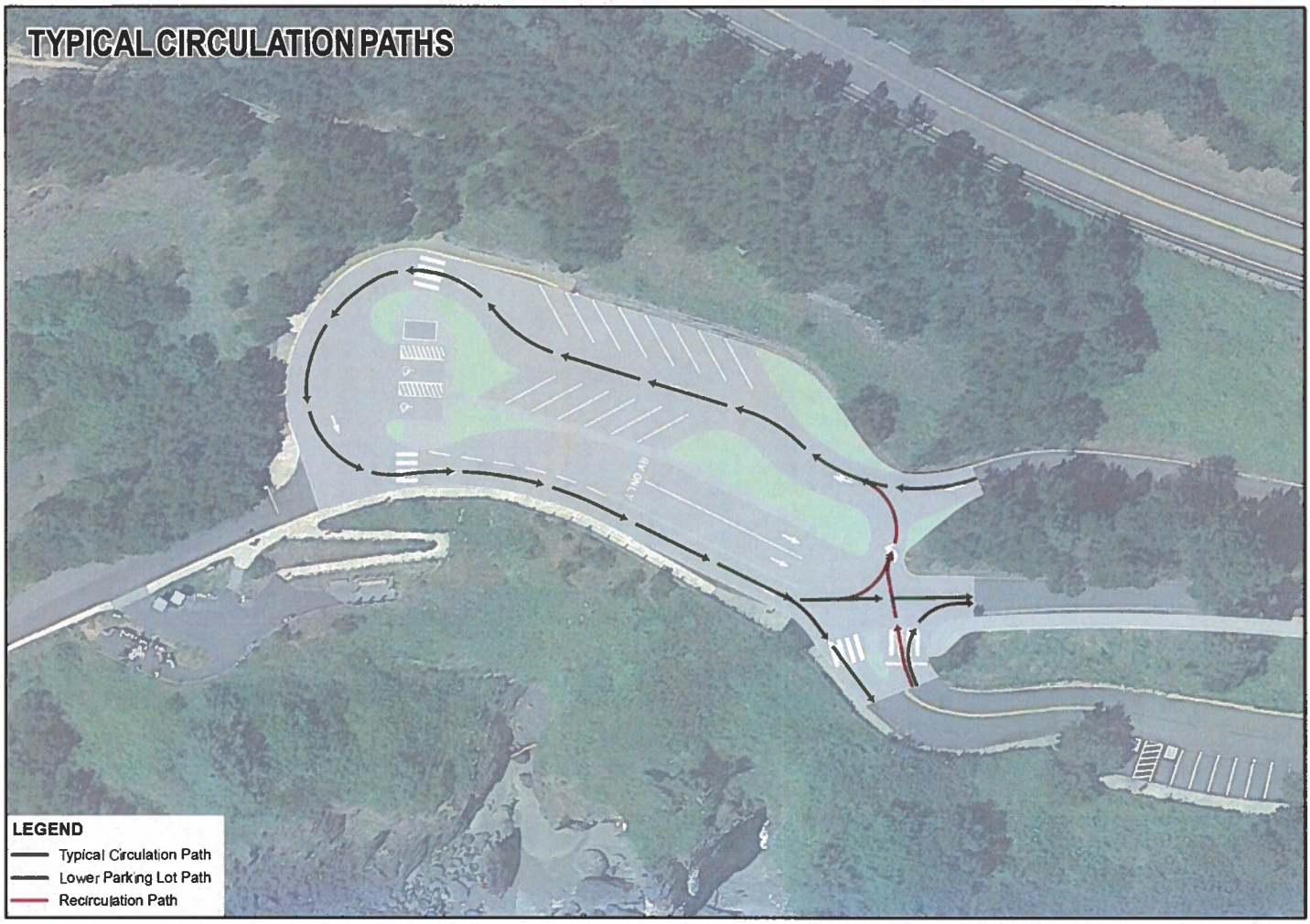
QUARRY COVE PARKING LOT PREFERRED CONFIGURATION



DESCRIPTION:	MANAGEMENT/MAINTENANCE:
This configuration is intended to improve circulation and provide a more logical traffic flow within the existing parking lot footprint. In this configuration, all entering traffic would circulate through a single parking aisle with angled parking stalls on both sides. Two ADA parking stalls would be provided by the restrooms, and two RV/bus parking lanes would be provided on the south side of center island. A sidewalk would also be provided on the exit road between the parking lot and Lighthouse Drive.	Slightly more maintenance will be required for the sidewalk between the parking lot and Lighthouse Drive. The overall management of this lot is substantially similar to the existing configuration.

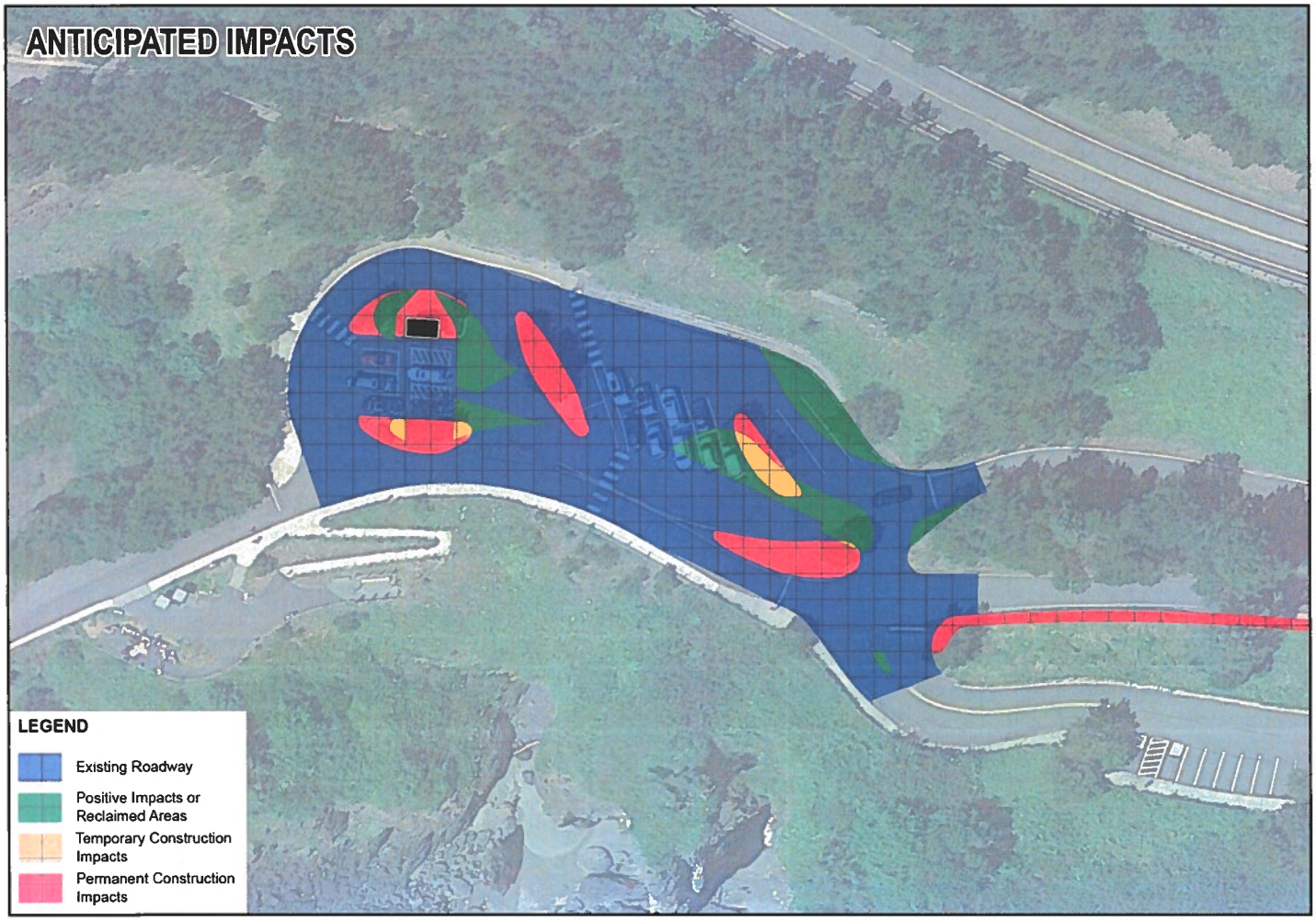
ESTIMATED COST: **$600,000 - $900,000**

QUARRY COVE PARKING LOT PREFERRED CONFIGURATION



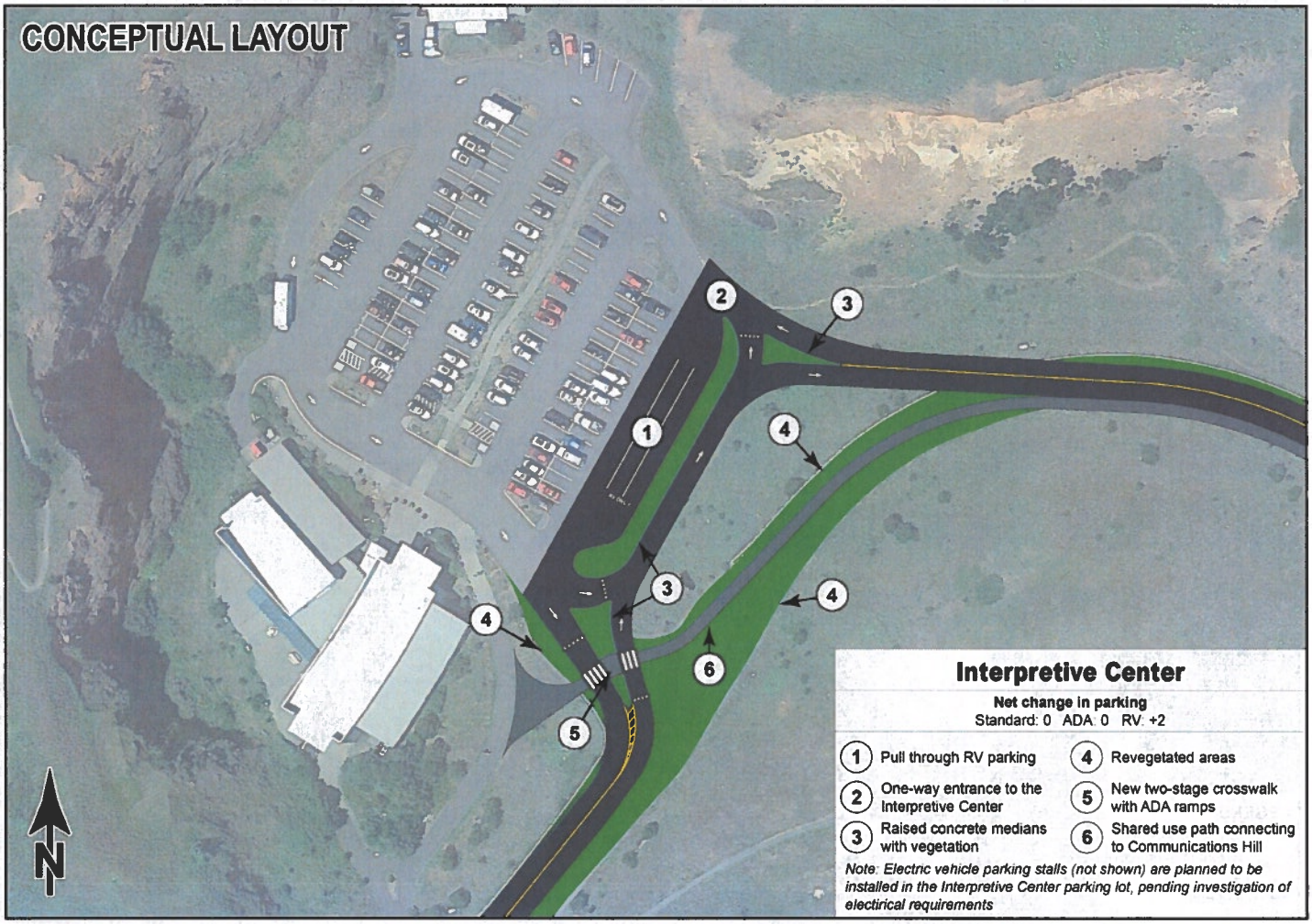
TRAFFIC PERFORMANCE:	SAFETY PERFORMANCE:
This configuration allows more logical and functional circulation through the upper parking lot and provides a more logical flow into the Quarry Cove overflow parking area. To reduce vehicle conflicts, all entering vehicles are directed to circulate through the upper lot before exiting or traveling into the lower lot, which may be frustrating to some visitors. The total number of standard and ADA parking spaces remains the same with this configuration compared to existing. The angled stall closest to the restroom could be converted to an additional ADA stall if desired. There is a loss of one RV/bus parking stall.	The revised circulation pattern is more logical and would likely reduce the potential for conflict due to driver confusion and unintentional wrong-way driving. Construction of the sidewalk on the exit road will help enhance connectivity and provide protection for non-motorists. The crosswalks provide logical connections and help streamline pedestrian movements through the parking lot.

QUARRY COVE PARKING LOT PREFERRED CONFIGURATION



ENVIRONMENTAL IMACTS:	FEASIBILITY/CONSTRUCTIBILITY:
The new configuration is generally designed to fit within the existing paved footprint, with some areas near the entrance allowing for removal of pavement and revegetation. A loss of vegetation would occur where the new sidewalk is installed. Vegetation would be provided within the concrete medians where feasible. The restrooms would remain in their existing location to avoid utility impacts.	A planning-level feasibility analysis indicates that the parking lot configuration is feasible to construct. However, the overall feasibility of the sidewalk between Lighthouse Drive and the parking lot would have to be determined through further field surveys and geotechnical analyses.

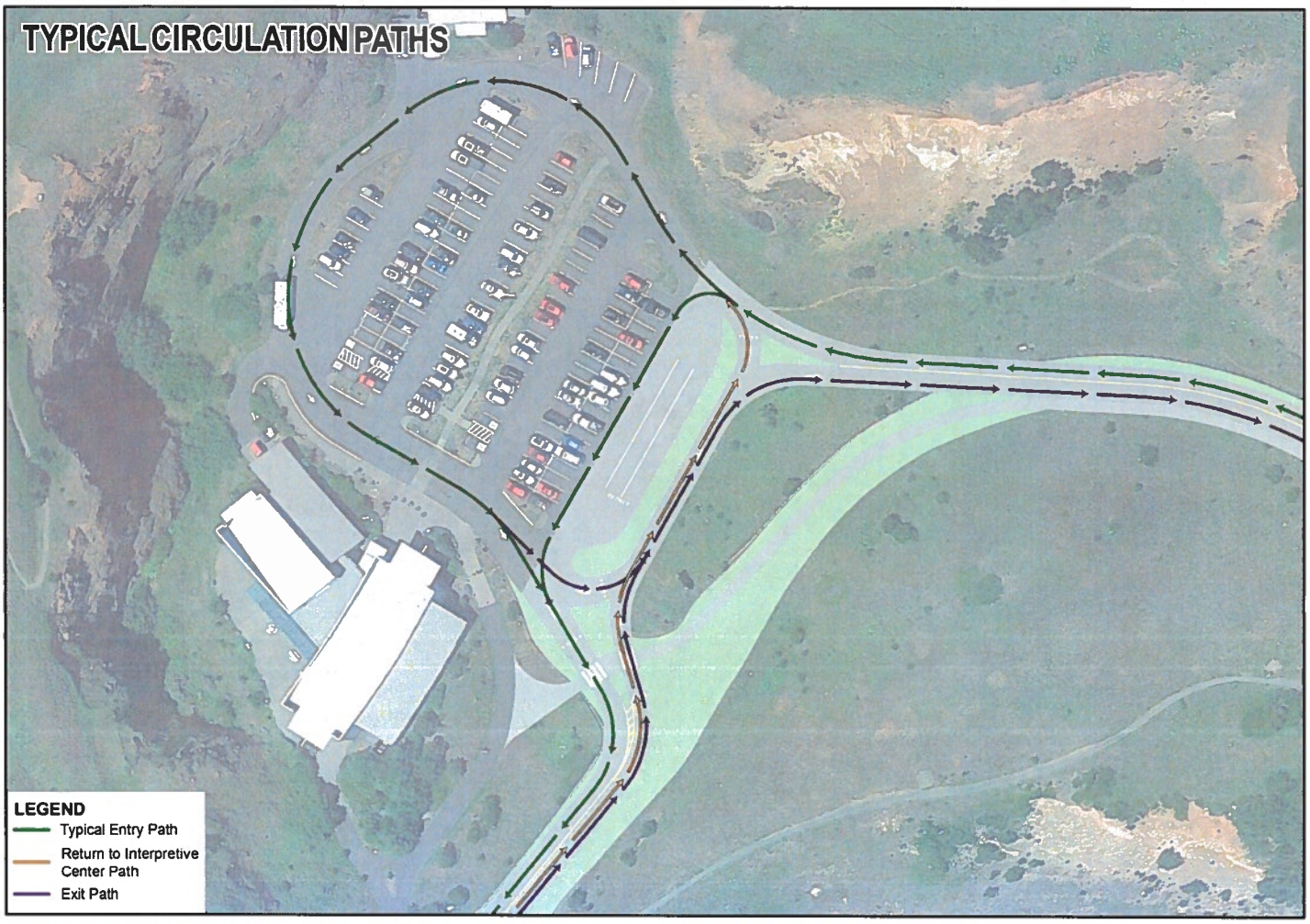
INTERPRETIVE CENTER PARKING LOT PREFERRED CONFIGURATION



DESCRIPTION:	MANAGEMENT/MAINTENANCE:
In this configuration, all traffic would circulate through the Interpretive Center parking lot via a new approach road where the existing dog walk is located. All traffic would be directed to circulate around the outside perimeter of the lot in a counterclockwise motion. A concrete median would help separate eastbound exiting traffic from the remainder of the lot to reduce potential conflicts. A SUP connecting from the Interpretive Center to Communications Hill Trail would be installed in the existing roadbed between the new approach and the existing entrance/exit intersection. Alternatively, a SUP could be installed on the north side of Lighthouse Drive and be routed to connect with the existing path in the center aisle of the parking lot. An additional RV/bus lane would be provided adjacent to the existing lane on the edge of the lot, for a net gain of 2 RV/bus spaces. The configuration and circulation of the internal parking lot would need to be determined in future design phases.	This configuration directs all traffic into the Interpretive Center parking lot without requiring staff to move traffic cones each day. By directing all traffic into the parking lot, it is anticipated that more vehicles would park in the Interpretive Center parking lot, potentially reducing the parking demand at the lighthouse. Dynamic signage could be implemented to indicate the number of available parking spaces at the lighthouse to reduce vehicle circulation at the lighthouse. However, regular visitors may be confused or frustrated by the new configuration that eliminates the ability to drive directly to the lighthouse without circling the Interpretive Center parking lot. Increased maintenance would be required for the SUP on Lighthouse Drive. BLM can revisit the configuration and circulation of the internal parking lot during future design phases to best meet user and staff needs.

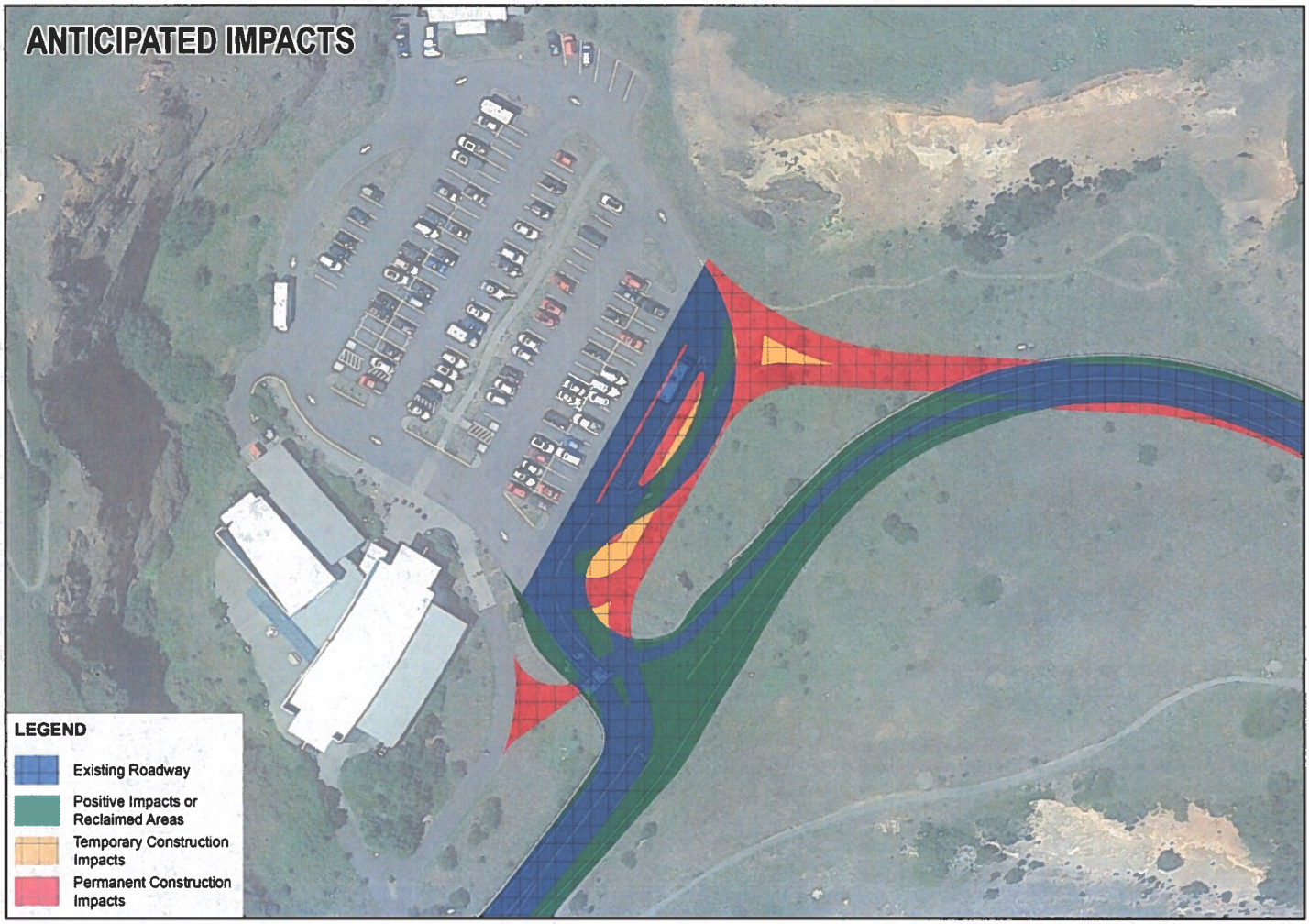
ESTIMATED COST: **$1.1M - $1.9M**

INTERPRETIVE CENTER PARKING LOT PREFERRED CONFIGURATION



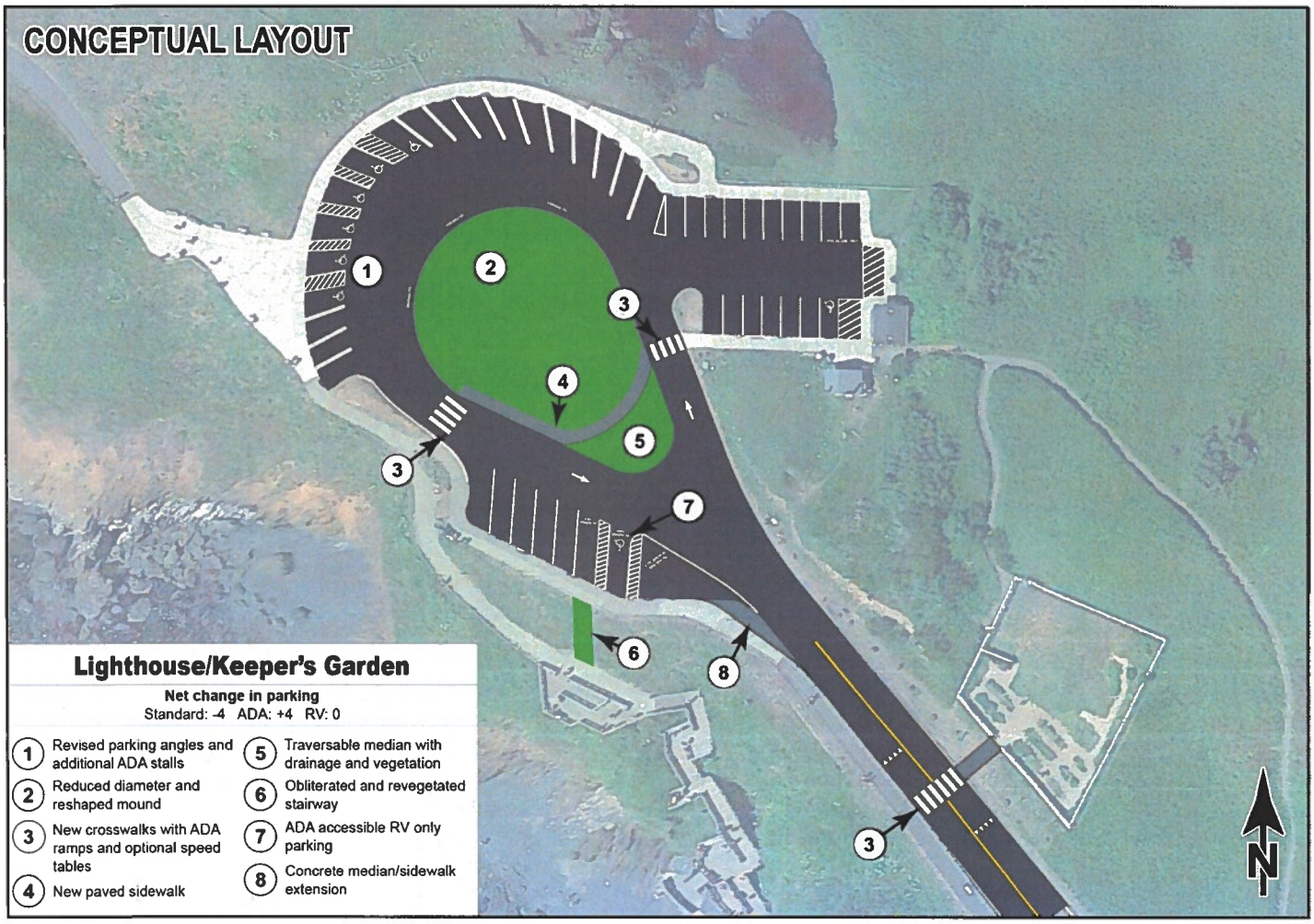
TRAFFIC PERFORMANCE:	SAFETY PERFORMANCE:
With all traffic routed into the Interpretive Center parking lot, traffic congestion could increase within the lot. However, the separation of eastbound traffic from the remainder of the lot may help alleviate this issue. Due to the potential for increased traffic flow on the northern perimeter of the lot, the parking spaces nearest the maintenance building may be difficult to back out of during peak periods. These spaces may be better suited for staff parking. RVs and buses would have to circle the perimeter of the lot in order to park correctly in the RV/bus lanes on the southeast side of the lot and would also have to circle the lot a second time when leaving. The concrete medians would help direct traffic through the lot and may help make the one-way circulation more logical to visitors, compared to the existing configuration. The new configuration would also eliminate the existing intersection and the need for a stop sign. Although two intersections are provided in the new configuration, only yielding maneuvers are required.	A two-stage pedestrian crossing is incorporated where the proposed SUP crosses Lighthouse Drive to meet the existing SUP extending from the Interpretive Center. This type of crossing requires pedestrians to cross only one lane of traffic at a time, allowing refuge in the center island between the entrance and exit lanes. The reconfigured parking lot would remove left-turn movements out of the Interpretive Center and replace that movement with a yield-controlled merging maneuver, which is considered safer due to the lower potential for severe conflicts. Potentially more conflicts are anticipated in the first aisle of the parking lot between the RV parking lanes and the first row of standard parking. It is anticipated that regular visitors may choose to travel down this aisle to more quickly exit and continue to the lighthouse rather than circling the perimeter of the lot.

INTERPRETIVE CENTER PARKING LOT PREFERRED CONFIGURATION



ENVIRONMENTAL IMPACTS:	FEASIBILITY/CONSTRUCTIBILITY:
Considerable impacts would result due to construction of the new entrance road. However, the segment of Lighthouse Drive between the new entrance road and existing intersection would be obliterated and revegetated, except where the new SUP is constructed. Without the need for an eastbound left-turn bay into the Interpretive Center, Lighthouse Drive can be narrowed and revegetated to introduce more positive impacts. Potential temporary impacts may occur during construction on the hillside between Lighthouse Drive and the parking lot and in the dog walk area. Vegetation would be incorporated into concrete medians wherever feasible.	The slope and alignment of the new entrance road would have to be determined through further field surveys and geotechnical analyses due to steep slopes and potentially constraining rock faces on the northeast side of the parking lot. The SUP could be constructed in the roadbed of the existing portion of Lighthouse Drive that would be removed with this configuration. Constructing the SUP in the roadbed would alleviate feasibility issues that may otherwise exist due to the slope of the new entrance road or the proximity to potentially unstable rockfaces on the northeast side of the parking lot.

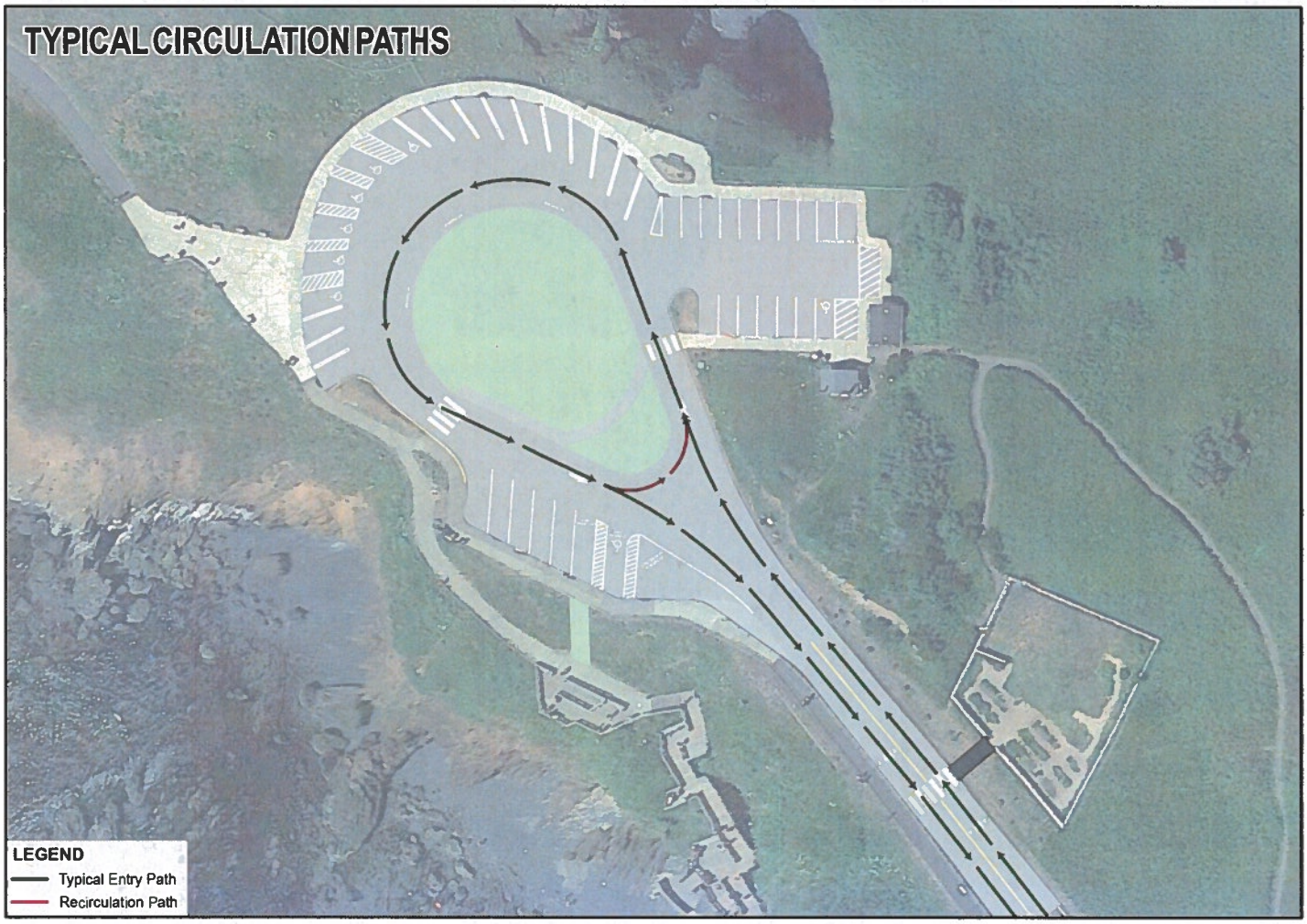
LIGHTHOUSE/KEEPER'S GARDEN PREFERRED CONFIGURATION



DESCRIPTION:	MANAGEMENT/MAINTENANCE:
The reconfigured lighthouse parking lot would include wider parking stalls with more functional parking angles and more designated ADA-accessible parking. The size of the center island would be reduced to improve vehicular circulation. A sidewalk would be constructed through the center of the parking lot with ADA curb ramps and optional raised crosswalks, or speed tables, to slow traffic and enhance pedestrian visibility. A crosswalk with optional speed table would also be provided from Lighthouse Trail to the Keeper's Garden with a short SUP facilitating easier access to the garden.	Slightly more maintenance would be required for the SUP leading to the Keeper's Garden and the sidewalk across the center island, however, removal of the stairs to Cobble Beach would decrease required maintenance efforts. The reshaped center island would allow suitable circulation area for large vehicles including BLM maintenance vehicles. If speed tables are pursued, they may impact travel by low-profile vehicles. Although the reconfigured lot would better define parking and circulation, some visitors may become frustrated with the reduction in parking for standard vehicles and the presence of speed tables. During busy periods, enforcement may be needed to ensure ADA and RV/bus stalls are used appropriately.

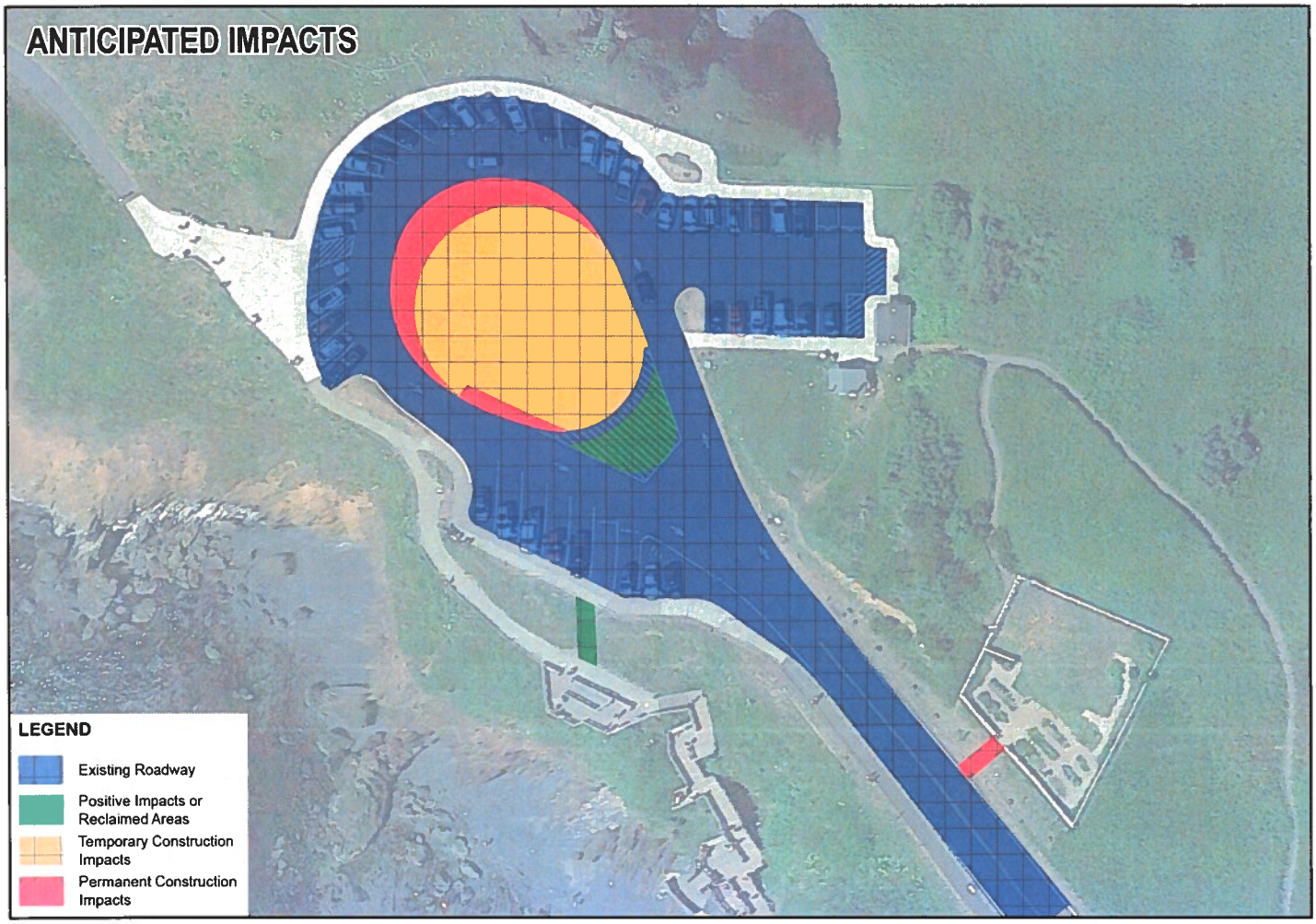
ESTIMATED COST: **$300,000 - $700,000**

LIGHTHOUSE/KEEPER'S GARDEN PREFERRED CONFIGURATION



TRAFFIC PERFORMANCE:	SAFETY PERFORMANCE:
This configuration provides revised striping for parking stalls to improve parking angles. The revised striping also converts 4 standard parking stalls to 4 ADA stalls and designates at least one accessible RV/bus stalls. The parking stalls that provide the best views of the lighthouse remain as standard stalls. The center mound would be reduced in size and reshaped to allow for better circulation for large vehicles and allow better views of available parking and pedestrians in the roadway. The pedestrian path through the center mound would help streamline pedestrian movements. Removing the stairway to Cobble Beach would also help promote use of the sidewalk.	The sidewalk through the center island, crosswalks with optional speed tables, and SUP to the Keeper's Garden would help streamline pedestrian movements, enhance visibility of pedestrians, and provide protection for non-motorists through the parking lot. The configuration would also help reduce the potential for inappropriate parking at the eastern nose of the center island and in the irregularly shaped portion of the designated RV/bus parking stall.

LIGHTHOUSE/KEEPER'S GARDEN PREFERRED CONFIGURATION



ENVIRONMENTAL IMACTS:	FEASIBILITY/CONSTRUCTIBILITY:
The new configuration is designed to fit within the existing roadway footprint. A loss of vegetation would occur where the mound is reduced in size and where the SUP to the Keeper's Garden is installed. Additional vegetation would, however, be incorporated where the stairs are removed and in the extension of the center island. Additional impacts would have to be investigated in future environmental analyses, as there is potential that some features could be culturally significant.	A planning-level feasibility analysis indicates that this configuration is feasible to construct. Some modifications to utilities may be needed in the center island.

Chapter 7: Implementation

This study evaluated the existing transportation system at the Yaquina Head ONA to determine areas of concern within the study area and identify improvements to address concerns and enhance the safety and overall experience of all users. A set of sitewide strategies and preferred configurations for four site-specific locations were identified through a comprehensive review of available information on the existing and projected transportation conditions, environmental setting, and other characteristics of the study area, coupled with focused outreach with the public and other stakeholders. Implementation of specific strategies will depend on funding availability, additional environmental analysis, design constraints, and construction considerations determined in coordination with various agencies, stakeholders, and the public.

Improvements can be implemented using federal, state, local and private funding sources. However, federal funding programs will likely be the most appropriate and applicable for improvements within the Yaquina Head ONA. Considering the current funding limits and eligibility requirements of traditional federal programs, the scale of recommended improvements, and possibility of implementing strategies that benefit the regional transportation system, additional funding or support from local and private sources may also be beneficial to accommodate existing and future visitor demands and transportation needs at the ONA. This chapter summarizes potential funding sources and next steps in the project development process once funding is secured.

7.1. FUNDING STRATEGIES

On November 15, 2021, the Bipartisan Infrastructure Law, or Infrastructure Investment and Jobs Act (IIJA), was signed into law. The bill reauthorizes several federal-aid surface transportation programs defined by the previous Fixing America's Surface Transportation (FAST) Act through federal fiscal year 2026. The bill also invests approximately $400 billion over that period to repair the nation's roads and bridges and support projects that will create jobs, boost the economy, make the transportation system safer and more resilient. In addition to reauthorizing surface transportation funding programs, the IIJA also contains significant new funding for roadways, bridges, and other major projects funded by FHWA and the US Department of Transportation.

The following sections provided an overview of federal funding sources authorized under IIJA that may be applicable for transportation projects and programs in the Yaquina Head ONA. A narrative description of each potential funding source is provided including the source of revenue, required match, purpose for which funds are intended, means by which the funds are distributed, and the agency or jurisdiction responsible for establishing priorities for use of the funds.

7.1.1. Federal Lands Access Program (FLAP)

The Federal Lands Access Program (FLAP) was created to provide safe and adequate transportation access to and through federal lands for visitors, recreationists, and resource users. The program is directed towards public highways, roads, bridges, trails, and transit systems that are located on, adjacent to, or provide access to federal lands and for which title or maintenance responsibility is vested in a state, county, town, township, tribal, municipal, or local government. In this case, improvements to US 101, Lighthouse Drive, NW Rocky Way, NW Gilbert Way and trails connecting to Yaquina Head ONA (federal land owned and operated by BLM) would be eligible for FLAP funding.

The FHWA Western Federal Lands Highway Division administers the program, and local governments are eligible applicants for the funds. All proposals must be submitted jointly by the Federal Land Management Agency(ies) (FLMA) whose lands are accessed and the entity with title or vested maintenance responsibility (state, county, town, township, tribal, municipal or local government). Projects eligible for funding include capital improvements, site enhancements, surface preservation, safety improvements, transit services/facilities, planning studies, and research projects. Competitive projects are those that improve multimodal transportation on roads, bridges, trails, transit systems, and other transportation facilities, with an emphasis on high-use federal recreation sites and federal economic generators.

Funds are allocated among the states using a statutory formula based on road mileage, number of bridges, land area, and visitation. Oregon is currently estimated to receive approximately $39 million in FLAP funds annually. Proposals requesting at least $100,000 or more will be considered. Under IIJA, a local match is no longer required.

2021 FLAP PROPOSAL

The Western Federal Lands Highway Division of FHWA solicited for proposals to receive funds through Oregon FLAP in fiscal years 2024 and 2025. ODOT, City of Newport, and BLM submitted a joint proposal for access improvements to Yaquina Head ONA. The proposed improvements included the addition of designated pedestrian/bicycle facilities on Lighthouse Drive, NW Rocky Way, and US 101; pedestrian crossing improvements at the US 101/Lighthouse Drive intersection and Lighthouse Drive approaches; ADA-accessible sidewalk to fill gaps adjacent to US 101; provision of a shuttle bus and ADA-accessible transit stop within adjacent city right-of-way; and pavement preservation on Lighthouse Drive.

7.1.2. Federal Lands Transportation Program (FLTP)

The Federal Lands Transportation Program (FLTP) was established to improve the transportation infrastructure owned and maintained by FMLAs including BLM, USFWS, National Park Service (NPS), US Forest Service (USFS), US Army Corps of Engineers, Bureau of Reclamation, and independent federal agencies with land and natural resource management responsibilities. By statute the NPS, USFWS, and USFS receive annual sums. Other FMLAs receive funding based on application submissions and determinations by the Office of the Secretary of Transportation by use of a performance management model. The federal share for FLTP projects is 100 percent. In addition, FLTP funds may be used to pay the non-federal share or match of the cost of any project that is funded under title 23 of United States Code (USC) [FLAP] or chapter 53 of title 49 USC [Public Transportation], and that provides access to or within federal or tribal land.

FLTP invests in the nation's infrastructure and supports critical transportation needs within the country's transportation network by providing access within national parks, forests, wildlife refuges, recreation areas, and other federal public lands. FLTP funding is available for program administration, transportation planning, research, preventive maintenance, engineering, rehabilitation, restoration, construction, and reconstruction of federal lands transportation facilities as well as capital, operations, and maintenance of transit facilities. The program focuses on improving transportation facilities that are located on, adjacent to, or provide access to federal lands. The facilities must be owned and maintained by the federal government.

In this case, BLM would be eligible to receive FLTP funds for improvements within the ONA. FLTP funds could also be used as a match for FLAP funds received by ODOT or City of Newport if needed. BLM generally uses FLTP for improvement projects within the ONA. FLTP funds would likely be the largest potential funding source for the proposed improvements at the site.

7.1.3. Direct Federal Spending for Resilient Recreation Sites

The DOI Office of the Secretary will implement a new funding program under IIJA to improve resilience of recreation sites on federal lands, including Indian forest or range lands. The Office of the Secretary is authorized to spend allocated funds on projects to restore, prepare, or adapt recreation sites on federal land that have experienced or may likely experience visitation and use beyond the carrying capacity of the sites. Funding is available until expended for total amount of $905 million across the entire program. However, portions of the total program amount are allocated to specific fiscal years, each with a different period of availability. The 2022 funding amount is $45 million.

If visitation at Yaquina Head ONA continues to increase beyond the carrying capacity of the site, it is possible the ONA may be eligible for funding under this program.

7.2. NEXT STEPS

The *Yaquina Head Traffic Study* is a planning document that helps identify potential improvements to be completed as funding becomes available. At this time, no funding or timeframe for construction of the recommended projects has been identified. **Figure 10** illustrates the project implementation process. After the traffic study is complete, a project would advance from the planning stage into the project development and eventual construction phases. Public involvement would occur throughout all phases. The general next steps for implementation are listed below.

1. A funding source(s) is identified and secured.
2. The project is nominated for execution by the implementing agency.
3. Feasibility studies, environmental investigations, and other development processes are completed as applicable.
4. A design is completed for the project and approved by responsible agency(ies) as needed.
5. Right-of-way is acquired for the project if necessary.
6. The project is constructed.

Although improvements initiated onsite at Yaquina ONA would fall under BLM jurisdiction, it will be important to coordinate with ODOT and the City of Newport to ensure that connecting facilities are consistent with the transportation needs of all agencies involved.

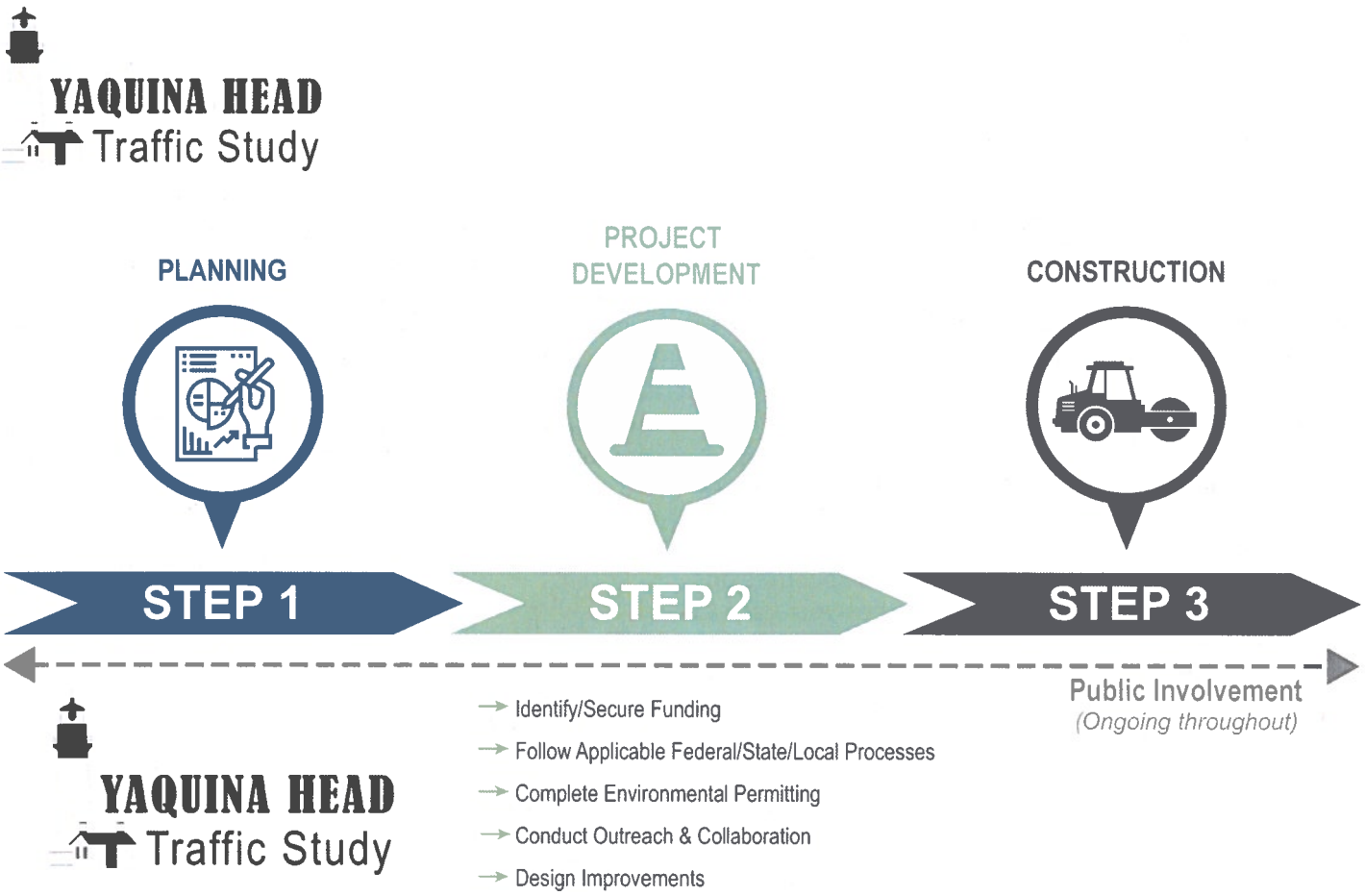


FIGURE 10: PROJECT IMPLEMENTATION PROCESS

7.2.1. Environmental Review Process

The National Environmental Policy Act (NEPA) process begins when a federal agency develops a proposal to take a major federal action as defined in 40 Code of Federal Regulations 1508.1. Federal actions include adoption of official policy, formal plans, or program, as well as approval of specific projects, such as construction or management activities. Each federal agency is required to develop NEPA procedures that supplement the general regulations. BLM's *NEPA Handbook (H-1790-1)*[18] provides additional guidance on BLM-specific NEPA compliance activities. Several jurisdictions have also established state or local environmental review requirements, however, Oregon relies on the federal NEPA regulations.

The environmental review under NEPA can involve three different levels of analysis—Categorical Exclusion Determination (CATEX), Environmental Assessment (EA), and Environmental Impact Statement (EIS)—as discussed in the following sections. Based on the scope and scale of the proposed improvements, an EA may be required for site-specific improvements and some sitewide strategies. In most cases, a CATEX will be sufficient to implement other sitewide strategies such as wayfinding or installing bike racks.

CATEGORICAL EXCLUSION DETERMINATION (CATEX)

A federal action may be categorically excluded from a detailed environmental analysis when the federal action normally does not have a significant effect on the human environment. BLM provides a list of categorical exclusions with extraordinary circumstances which must be reviewed for applicability. If an extraordinary circumstance applies, the proposed action defaults to the next level of environmental review. When no extraordinary circumstances apply, a CATEX is prepared. The list is included in the DOI *Department Manual* Part 516 Chapter 11.[19]

ENVIRONMENTAL ASSESSMENT/FINDING OF NO SIGNIFICANT IMPACT (EA/FONSI)

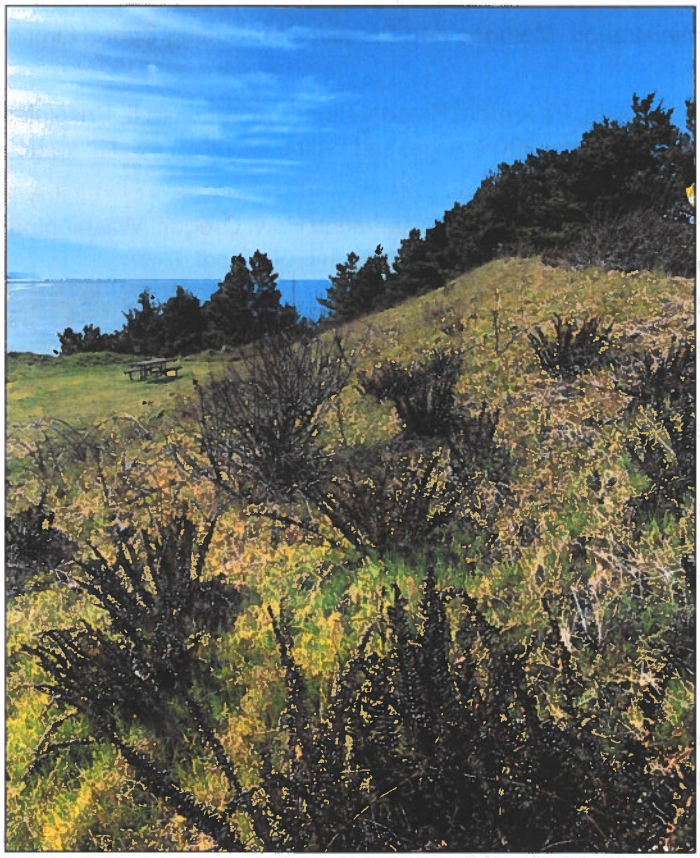
If the federal agency determines that a CATEX does not apply to a proposed action, the agency may then prepare an EA. The EA determines whether or not a federal action has the potential to cause significant environmental effects. BLM provides specific guidance for preparing an EA in Department Manual 516. The manual states that an EA is usually appropriate for land use plan amendments and land use plan implementation decisions including site-specific project plans, such as construction of a trail.

If the responsible official is uncertain of the potential for significant impacts and needs further analysis to make a determination, an EA should be completed.

Generally, the EA includes a brief discussion of:

- The purpose and need for the proposed action
- Alternatives as described in section 102(2)(E) of NEPA
- The environmental impacts of the proposed action and alternatives
- A listing of agencies and persons consulted

If the agency determines that the action will not have significant environmental impacts, the agency will issue a Finding of No Significant Impact (FONSI). A FONSI is a document that presents the reasons why the agency has concluded that there are no significant environmental impacts projected to occur upon implementation of the action. If it is anticipated or determined that the action would result in significant environmental impacts, an EIS is prepared.



It is anticipated that an EA would be required to assess the environmental impacts of each of the site-specific improvements.

ENVIRONMENTAL IMPACT STATEMENT (EIS)

Federal agencies prepare an EIS if a proposed major federal action is determined to significantly affect the quality of the human environment. An EIS should also be completed in circumstances where a proposed action is directly related to another action(s), and cumulatively the effects of the actions taken together would be significant, even if the effects of the actions taken separately would not be significant. The regulatory requirements for an EIS are more detailed and rigorous than the requirements for an EA. The EIS process ends with the issuance of the Record of Decision which explains the agency's decision, describes the alternatives the agency considered, and discusses the agency's plans for mitigation and monitoring, if necessary.

7.2.2. Cultural and Historic Review Process

Section 106 of the National Historic Preservation Act (NHPA) requires federal agencies to consider the effects of their undertakings on historic properties and sites. Additionally, NEPA requires an analysis of potential impacts to cultural, historic, and tribal resources and possible mitigation measures. It is BLM policy to coordinate NEPA and NHPA responsibilities, including consulting with appropriate entities such as State and Tribal Historic Preservation Officers (SHPO/THPO), identifying protected properties and sites, evaluating project alternatives and assessing project effects on protected resources, and resolving any adverse effects.[20] BLM would conduct NHPA and NEPA reviews concurrently for future improvement projects at the Yaquina Head site.

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STOP
STOP

YAQUINA HEAD
Traffic Study

The Yaquina Head Outstanding Natural Area was established by Congress to provide for the conservation and development of the scenic, natural, and historic values of the area; the continued use of the area for education, scientific study, and public recreation; and protection of the wildlife habitat of the area.

Attachment "C"
2-CP-22

***Draft* MINUTES**
City of Newport Planning Commission
Regular Session
Newport City Hall Council Chambers
August 22, 2022

Planning Commissioners Present: Jim Patrick, Bob Berman, Braulio Escobar, Jim Hanselman, Bill Branigan (*by video*), and John Updike.

Planning Commissioners Absent: Gary East (*excused*).

City Staff Present: Community Development Director (CDD), Derrick Tokos; and Executive Assistant, Sherri Marineau.

Public Members Present: Bill Rowley, Jeff Bertuleit, Robert Hoefs, and Traci McDowall.

1. **Call to Order & Roll Call.** Chair Patrick called the meeting to order in the City Hall Council Chambers at 7:02 p.m. On roll call, Commissioners Patrick, Branigan, Hanselman, Berman, Escobar, and Updike were present.

2. **Approval of Minutes.**

A. Approval of the Planning Commission Regular Session Meeting Minutes of July 25, 2022.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to approve the Planning Commission Regular Session meeting minutes of July 25, 2022 with minor corrections. The motion carried unanimously in a voice vote.

B. Approval of the Planning Commission Work Session Meeting Minutes of August 8, 2022.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to approve the Planning Commission Work Session meeting minutes of August 8, 2022 with minor corrections. The motion carried unanimously in a voice vote.

3. **Public Comment.** Daniel Myrick addressed the Commission. He reported he was a homeless individual who was having struggles with being harassed at the Gino's Blue Ocean Restaurant. Myrick was told to move away from their business by staff when he was on the sidewalk next to their business. He reported he had asked the Finance Department if Gino's had approval on their business license to have outdoor seating on their sidewalk. Myrick stated he was told that Gino's did not. He pointed out that the outdoor seating blocked wheelchair access on the sidewalks. Myrick stated he hadn't broken any rules by resting on the sidewalk, but Gino's had. He requested that code enforcement be sent out to enforce the seating, and asked that Gino's be fined for having fixtures placed in the concrete on the sidewalk. Myrick said that when he was told to move from the restaurant he explained to them that they were violating his civil rights.

4. **Action Items.**

A. Initiate Legislative Amendments to Adopt Yaquina Head Traffic Study.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to initiate the legislative amendments to adopt the Yaquina Head Traffic Study. The motion carried unanimously in a voice vote.

B. Citizen Advisory Board Position.

MOTION was made by Commissioner Branigan, seconded by Commissioner Berman to appoint Gail (Annie) McGreenery to the Planning Commission Citizen Advisory Board. The motion carried unanimously in a voice vote.

5. Public Hearings. At 7:13 p.m. Chair Patrick opened the public hearing portion of the meeting. He asked the Commissioners for declarations of conflicts of interest, ex parte contacts, bias, or site visits. Branigan, Berman, Hanselman, and Patrick reported site visits. Patrick called for objections to any member of the Planning Commission or the Commission as a whole hearing this matter; and none were heard.

A. File 1-CP-22 / 2-Z-22 (Continuation).

Tokos acknowledge the letter that was received from Anheuser-Busch, LLC earlier that day. He reviewed the staff report for the continuation of the public hearing covering the zoning map changes for the Aquarium Village and industrial condo sites first. Berman asked what was happening at this property that would be nonconforming with the changes. Tokos explained it would be the principal activity that would be changed. Berman asked if there was a reference to a watchman residence there. Tokos reported that this was in the condo building and it would be permissible. Berman asked if the nonconforming use was discontinued would they lose the status. Tokos confirmed if the discontinued the use it would lose the nonconforming use status after 12 months. Escobar asked how they enforced this. Tokos explained the property would be viewed as an entire facility, not an individual unit. If the entire facility was abandoned it could lose its use status. Escobar asked if there had been any discussion that came forward about the Aquarium Village. Tokos confirmed the only testimony they received was for the industrial condo units.

Tokos reviewed the map changes from I-1 to C-1. Escobar asked how the restaurant would be affected. Tokos explained the restaurant would still be permitted in a C-1. The second story dwelling was nonconforming currently but would become permissible. The Auto Doctors would have gone to prohibited as a vehicle repair, but under the current draft it would be conditional. Berman asked if it would be nonconforming if they made the changes. Tokos explained it was fine as it was, but if they looked to expand it could be a conditional use review process. Escobar asked what would happen to Auto Doctors if it was changed to C-3. Tokos explained if it was C-3 all three uses would be permissible. He noted there was a possible hotel/motel that might be developed in the C-1 area behind the Toyota dealership. Escobar asked if the hotel would be allowed in a C-3. Tokos explained it could but noted the C-3 was heavy commercial and allowed uses that weren't compatible with retail and service use. If they were trying to pull in retail and service uses, they would more so be looking at a C-1 because it was the most flexible for these types of services.

Tokos reviewed the I-1 to C-3 changes. Escobar asked if this was where the property owners accepted the C-3 designation. Tokos confirmed it was.

Tokos discussed the change to leave the I-3 as it was instead of changing it to an I-1.

Tokos covered the Comprehensive Plan change to the State Park property. Berman asked if this would be part of the future annexation. Tokos confirmed it wouldn't because it was too far south.

Tokos reviewed the code changes since the last meeting covering the setbacks and landscaping changes. Berman asked what the 15 foot setback and landscaping requirement meant. Tokos explained the first 15 feet on US 101 had to be landscaping but there would also be parking along US 101. There would be some separation between the parking and the highway and sidewalks. There was a process for adjustments for this that would come before the Commission for developers to go narrower. Berman asked if they could have more than a 15 foot setback. Tokos confirmed there could be.

Opponents: Bill Rowley addressed the Commission. He reported he had multiple properties in South Beach and his property on 32nd Street was a warehouse. He asked if it could it be a warehouse if it was sold. Tokos explained if it stayed as a warehouse it could continue. Rowley didn't like the language that said there could be no new towing companies in South Beach. Tokos noted the towing company was outside of the city limits and these changes didn't apply to it now. If it was annexed in, these properties would come in as nonconforming. It could continue as a towing business as a nonconforming use. Tokos explained there would be an option to do an alteration expansion of a nonconforming use if they wanted to expand the self-storage. Rowley was concerned that if he closed the business for years they couldn't reopen because if this. Berman confirmed that if they locked the doors for more than a year they would lose the right to open it automatically. Rowley noted that it was a permitted use in the light industrial but the code changes were saying it was a non-permitted use. He wanted to see this taken out of the code. Escobar asked if the change at his property on 32nd Street would be impacted if it was changed to a C-1. Rowley preferred it to stay light industrial. Tokos noted that going to a C-1 didn't mean it couldn't be used as it currently was used, it would become nonconforming. He reported that there was nothing that was being considered in these changes that would cause any business to close. Tokos noted that what he had heard from the Commission was that the nonconforming rules made sense to allow businesses to continue as they were. Patrick pointed out that they were trying to change the look of South Beach. As time went on they would see the primary uses change to more of a C-1 type of use. There would always be winners and losers with these changes. This was what the majority of people said they wanted to see when they did the outreach for the Urban Renewal in South Beach. If they wanted to encourage that this type of use, this was what they wanted to go with. Escobar thought the concept of making something currently in place a nonconforming use would have an impact for owners, which concerned him. Patrick noted this was why they made it conditional. Rowley stated he didn't want to see anything added that said that if the use went away they couldn't come back to it.

Jeff Bertuleit addressed the Commission. He reported he had a property located south of 40th Street. It didn't make sense to him to say zoning made jobs, it was more about compatibility. Bertuleit thought they needed to take the self-storage part out. He noted there were uses they wanted to add that might be a problem in the tsunami zones. Bertuleit noted the parking lot requirement went from 5 percent to 10 percent for landscaping. He gave examples of different properties in the city that didn't currently meet the 15 foot setbacks. Bertuleit didn't understand the need to not have buildings next to the highways. He was concerned about the overall plan for the area. Bertuleit pointed out there were about 10 landowners in the area that as far as he knew hadn't been contact. He noted that until they had a light at 40th Street they wouldn't get a gas station and store in South Beach. Bertuleit thought the city should buy additional footage of the right-of-way to make it wide enough for people to ride bikes in the area. He didn't think there was vision in the plan. Bertuleit thought they should talk to owners and look at a land plan before they moved on. He thought that saying all the uses were incompatible was wrong. There were no current businesses that weren't compatible. Bertuleit thought they needed a design review for South Beach. He was

okay with the I-3 because if there was no concrete or asphalt plant it made it difficult to build in Newport.

Berman noted there would be plenty of announcements for the annexations in South Beach beforehand. He asked if Bertuleit would be participating. Bertuleit confirmed he would. He questioned why they would annex if they didn't have any use for the land.

Robert Hoefs addressed the Commission. He asked for clarification on how the apartment he had above his candy shop wasn't allowed in the light industrial zone. Tokos explained residences weren't allowed in the light industrial except for the narrow provision to allow a watchman's residence. He reminded Hoefs that he went through a nonconforming use approval to have the apartment because of this. Hoefs noted that when they tore down the building that was there before he was told they couldn't have two apartments on the top floor of the new building, only one for a watchman's apartment. He asked if the zone was changed to C-1 could he have more than one apartment. Tokos thought there could be potentially, but he would have to go back and look at the history. He recalled that when they went through the nonconforming review, they proved they could have the residential use on the top floor. He explained that they could have residential on anything other than the ground floor. Hoefs noted that in 1982 his dad fought for the current zoning to allow the city to put in a turning lane in. There was a warranted deed to allow access for southbound traffic to his property. Hoefs noted how the changes to the traffic lanes near his property caused traffic to run through his property to get to 32nd Street. He reported they operated everything in the light industrial and this gave them the widest opportunity for business. Escobar asked if the apartment was used by employees. Hoefs confirmed it was. He reported how his staff couldn't find affordable housing so they could work in Newport. Hoefs noted there has been a store and gas station at that location before but they weren't there now. He didn't think this setup would work there again.

Escobar asked if the Anheuser-Busch property located on 32nd Street was subject to the potential zone change. Tokos explained they were and noted they had an existing distribution center there.

Patrick closed the hearing at 8:24pm.

Escobar thought the primary issue was on the property owned by Hoefs. He was okay with the C-2 at the Aquarium, the C-3 that the three land owners agreed with, and keeping the concrete plant with no change. Escobar had difficulty with the C-1 change from US 101 to Ferry Slip Road making it a nonconforming use. He pointed out that Hoefs had housing over the restaurant and thought that under a C-1 there couldn't be residential. Tokos confirmed this wasn't correct. Residential was allow on any level above street grade in a commercial. With that, Escobar noted he was good with the changes and wanted to see a C-3 zone on Hoefs property. If the other Commissioners didn't agree with this, he would consider supporting the C-1.

Hanselman noted there would be some pains for some members of the community in South Beach with these changes. They were trying to change the look in South Beach. It was difficult to try to create a body of consistent rules, and nonconforming seemed to be the biggest help they could give to property owners who thought the changes were doing damage to them. Most people were running businesses they wanted to run and would continue to run these businesses. Hanselman thought that most wouldn't see damage to thier businesses. Things changed over time and the Commission had tried to change the zoning as minimally to allow the businesses to continue to operate their businesses the way they had been running them for years. Hanselman stated he could go along with the plan even though it wasn't perfect.

Branigan agreed with Hanselman and noted there had been public outreach done in the area. The feedback was that they wanted to see more retail types businesses in South Beach. The C-1 was more attractive for investing in future business than any other zones. Branigan reminded that change happened. The businesses involved could continue what they were doing without any issues and they really didn't know what would happen down the road. Branigan hoped they could improve housing overall. He supported the recommendation with the zoning changes and thought it was the right thing to do.

Berman agreed with the concept of tailoring the zoning to encourage a better street scape. He liked the fact that the nonconforming use designation didn't have any immediate impact on anyone and they could continue what they were doing. If there was some kind of change the property owners needed they could do an adjustment, but overall it was a good plan. Berman noted there might be people who may not be able to realize their dreams as to what they could do with their properties, but this was the price of progress. The effort to develop South Beach and make it a real part of Newport with Urban Renewal funds was a key piece to the property. Berman thought the designs looked very attractive and he supported the proposal as it was modified and presented at the night's meeting.

Updike noted this was his first meeting as a Commissioner. He reported that he had reviewed the video archives and he agreed with the proposed changes. The protections afforded by a nonconforming use allowed businesses to have their continued use. Updike took to heart the concern about the economic viability of developing the properties, but if a template was not set it wouldn't happen. Updike thought the changes provided an opportunity but didn't cause harm to existing users. He always looked to try to do no harm while looking to the future, and felt this accomplished it in a modest way.

Patrick was in favor of the proposal as it stood. He pointed out that the Aquarium Village had been a nonconforming use for a while. Patrick thought the proposal was a good idea and it was an end of a long process through Urban Renewal. They were trying to make it what they thought was the most viable option in order to make things happen in the area. They tried to be as accommodating as possible but there were no guarantees in the future.

Escobar reported that after hearing the other Commissioner's comments he would support the proposal as it was presented.

MOTION was made by Commissioner Berman, seconded by Commissioner Escobar to forward File 2-Z-22 - 1-CP-22 to the City Council with a favorable recommendation for approval. The motion carried unanimously in a voice vote.

Tokos reported that a notice for the City Council hearing that would happen in last September or early October would be published and sent out to the public who had been participating.

6. **New Business.** None were heard.

7. **Unfinished Business.** None were heard.

8. **Director Comments.** Tokos noted there was a Housing Advisory Committee meeting being held on Thursday, August 25th at 6 p.m. This process was moving forward and the Commission would be kept informed of their progress.

Tokos reported that the Transportation System Plan had been approved at the last City Council meeting which would be effective 30 days after. Hanselman asked if the couplet was include. Tokos explained that it as one of two options that were included. The Transportation Growth Management grant that they received for the city center work that they were going to be doing the Oregon Department Transportation would be put through a mini RFP process. The consultant selection process would wrap up in mid-October, and the process would wrap up shortly after. It would be a 12 to 18 month process to get a final recommendation for the transportation solution. They would also be recommending other changes that needed to be made relative to land use regulations, the city center, and incentive programs that used urban renewal funding.

9. **Adjournment.** Having no further business, the meeting adjourned at 8:39 p.m.

Respectfully submitted,

_____

Sherri Marineau
Executive Assistant

Attachment "D"
2-CP-22

Derrick Tokos

From: DLCD Plan Amendments <plan.amendments@dlcd.oregon.gov>
Sent: Tuesday, August 23, 2022 3:02 PM
To: Derrick Tokos
Subject: Confirmation of PAPA Online submittal to DLCD

[WARNING] This message comes from an external organization. Be careful of embedded links.

Newport

Your notice of a proposed change to a comprehensive plan or land use regulation has been received by the Oregon Department of Land Conservation and Development.
Local File #: 2-CP-22
DLCD File #: 004-22
Proposal Received: 8/23/2022
First Evidentiary Hearing: 10/10/2022
Final Hearing Date: 11/7/2022
Submitted by: dtokos

If you have any questions about this notice, please reply or send an email to plan.amendments@dlcd.oregon.gov.

NOTICE OF A PUBLIC HEARING

The City of Newport Planning Commission will hold a public hearing on Monday, October 10, 2022, at 7:00 p.m. in the City Hall Council Chambers to review and make a recommendation to the Newport City Council on a Comprehensive Plan text amendment (File No. 2-CP-22). A public hearing before the City Council will be held at a later date, and notice of that hearing will also be provided. The proposed legislative amendment revises the "Goals and Polices" Section of the "Public Facilities" chapter of the Newport Comprehensive Plan. Amendments will adopt the Yaquina Head Traffic Study into the Newport Comprehensive Plan for it to be officially acknowledged by the City. This Federal Highway Administration (FHWA) funded project evaluated the transportation facilities in, and adjacent to, the Yaquina Head Outstanding Natural Area (YHONA) to identify needed improvements. The Newport Comprehensive Plan Section entitled "Administration of the Plan" (pp. 428-437) requires findings regarding the following for such amendments: A. Data, Text, Inventories or Graphics Amendment: 1) New or updated information. B. Conclusions Amendment: 1) Change or addition to the data, text, inventories, or graphics which significantly affects a conclusion that is drawn for that information. C. Goal and Policy Amendments: 1) A significant change in one or more conclusions; or 2) A public need for the change; or 3) A significant change in community attitudes or priorities; or 4) A demonstrated conflict with another plan goal or policy that has a higher priority; or 5) A change in a statute or statewide agency plan; and 6) All the Statewide Planning Goals. D. Implementation Strategies Amendments: 1) A change in one or more goal or policy; or 2) A new or better strategy that will result in better accomplishment of the goal or policy; or 3) A demonstrated ineffectiveness of the existing implementation strategy; or 4) A change in the statute or state agency plan; or 5) A fiscal reason that prohibits implementation of the strategy. Testimony and evidence must be directed toward the request above or other criteria, including criteria within the Comprehensive Plan and its implementing ordinances, which the person believes to apply to the decision. Testimony may be submitted in written or oral form. Oral testimony and written testimony will be taken during the course of the public hearing. The hearing may include a report by staff, testimony from proponents, testimony from opponents, and questions and deliberation by the Planning Commission. Written testimony sent to the Community Development (Planning) Department, City Hall, 169 SW Coast Hwy, Newport, OR 97365, must be received by 3:00 p.m. the day of the hearing to be included as part of the hearing or must be personally presented during testimony at the public hearing. Material related to the proposed amendment may be reviewed or a copy purchased at the Newport Community Development (Planning) Department (address above). Please note that this is a legislative public hearing process and changes to the proposed amendment may be recommended and made through the public hearing process and those changes may also be viewed or a copy purchased. Contact Derrick Tokos, AICP, Newport Community Development Director, (541) 574-0626, email address d.tokos@newportoregon.gov (mailing address above).

(For Publication Once on Friday, September 30, 2022)

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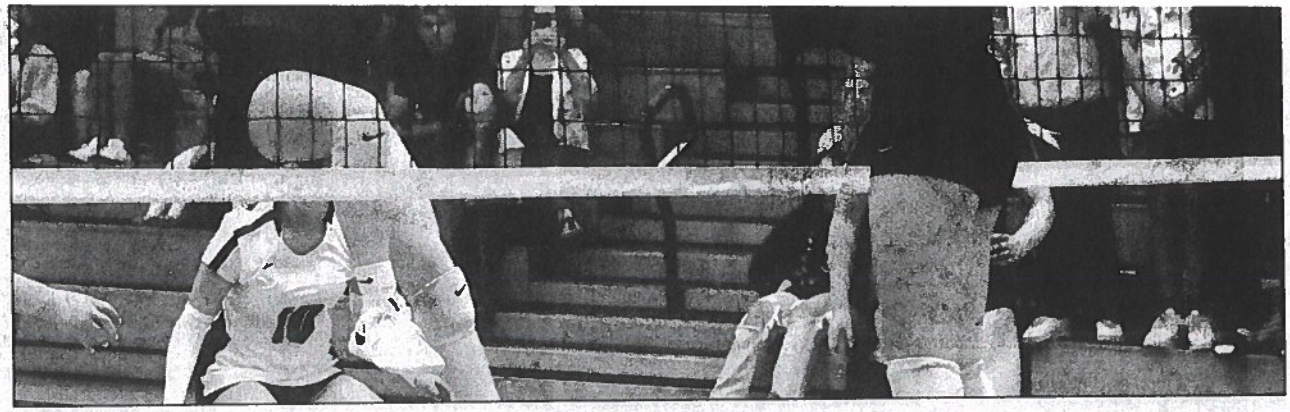

Natalie Paranto, Newport sophomore middle blocker/outside hitter, slams a kill past Sweet Home junior Brooklyn Hanni on Tuesday night during a 4A-3 Oregon West Conference volleyball match at Spangler Court in Newport. The Huskies won 25-16, 25-22, 25-11. (Photo by Michael Heinbach)

match against rival Eddyville Charter.

Eddyville Charter def. Triangle Lake, 3-1

At Eddyville, after dropping the first set of their 1A-3 Mountain West League match Tuesday with Triangle Lake, the Eagles rebounded to take the victory, 23-25. 25-23, 25-23, 25-21.

Eddyville, which improved to 7-1 in league matches and 8-4 overall, played two home matches Thursday against Mapleton, then travel Tuesday to meet Siletz Valley.

Waldport def. Reedsport, 3-1

At Waldport, the Irish inched above the .500 mark overall Tuesday night with a 21-25, 25-16, 25-17, 25-22 defeat of The Brave in 2A-3 Valley Coast Conference matchup at Irish Pavilion.

Waldport (3-4, 7-6) traveled Thursday to Illinois Valley, then plays Lowell and Oakridge on Saturday at Reedsport High School before coming home Tuesday to meet Bandon.

Oakridge def. Toledo, 3-1

At Toledo, the Warriors won their ninth consecutive match Tuesday in a 25-21, 23-25, 25-17, 25-16 defeat of the Boomers in a 2A-3 Valley Coast Conference match.

On Thursday, Toledo traveled for a league match at Lowell, then on Saturday, plays Oakland and Illinois Valley at Oakland. The Boomers begin action next week with a 6:30 p.m. Tuesday home conference tilt against Central Linn.

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Resort at Whale Point II Condominium, Stage 1; and Time Share Interest L, under the Declaration of Co-Ownership Program at The Resort at Whale Point II Condominium, being a one-thirteenth (1/13th) interest in Unit 502, The Resort at Whale Point II Condominium, Stage 1; Time Share Interest I, under the Declaration of Co-Ownership Program at The Resort at Whale Point II Condominium, being a one-thirteenth (1/13th) interest in Unit 504, The Resort at Whale Point II Condominium, Stage 1; Time Share Interest A, under the Declaration of Co-Ownership Program at The Resort at Whale Point II Condominium, being a one-thirteenth (1/13th) interest in Unit 402, The Resort at Whale Point II Condominium, Stage 1; Time Share Interest B, under the Declaration of Co-Ownership Program at The Resort at Whale Point II Condominium, being a one-thirteenth (1/13th) interest in Unit 418, The Resort at Whale Point II Condominium, Stage 4 . All of the interests being sold are located at the Resort at Whale Pointe, 939 NW Hwy 101, Depoe Bay, OR 97341. The court case number is 22CV05976, Association of Unit Owners of the Resort at Whale Pointe Merged Condominiums, plaintiff(s) vs. Richard F. Marks, Trustee or Successor Trustee of the Marks Family Trust Dated August 5, 2008, Marian J. Marks, Trustee or Successor Trustee of the Marks Family Trust Dated August 5, 2008, Jack T. Turpin, Trustee of the Jack T Turpin Trust Dated July 8, 1994, Janelle Pinardi, Elisa L. Manley, Benjamin R. Hauger, Dianne J. Hauger, Marian H. Milligan, Charles J. Gabrielson, Trustee or Successor in Trust, Under the Gabrielson Living Trust, Dated January 9, 2000 and Marlene E. Gabrielson, Trustee or Successor in Trust, Under the Gabrielson Living Trust, Dated January 9, 2000 defendant(s). This is a public auction to the highest bidder for cash or cashier's check, in hand. For more details go to http://www.oregonsheriffssales.org/county/lincoln/ S30, O7, O14, O21 11-21

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LEGAL DEADLINES:
Wednesday Edition: 5:00pm Thursday PRIOR
Friday Edition: 5:00pm Monday PRIOR