



## **PLANNING COMMISSION WORK SESSION AGENDA**

**Monday, November 08, 2021 - 6:00 PM**

**City Hall, Conference Room A, 169 SW Coast Hwy, Newport, OR 97365**

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This meeting will be held electronically. The public can livestream this meeting at <https://newportoregon.gov>. The meeting will also be broadcast on Charter Channel 190. Public comment may be made, via e-mail, up to four hours before the meeting start time at [publiccomment@newportoregon.gov](mailto:publiccomment@newportoregon.gov). 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.

Anyone wishing to make real time public comment should submit a request to [publiccomment@newportoregon.gov](mailto:publiccomment@newportoregon.gov). at least four hours before the meeting start time, and a Zoom link will be e-mailed.

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### **1. CALL TO ORDER**

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

### **2. NEW BUSINESS**

#### **2.A Fiscal Year 2022 / 2023 Goals Discussion.**

[Memorandum](#)

[Planning Commission 2021-2022 Goals](#)

[Community Development Department 2021-2022 Goals](#)

[Vision 2040 Brochure](#)

### **3. UNFINISHED BUSINESS**

**3.A Final Draft and Outreach Results for South Beach - US 101 Refinement Plan.**

[Memorandum](#)

[Final Draft of the Refinement Plan](#)

[Report Appendices](#)

[Summary of Survey #2 Feedback](#)

**3.B Updated Planning Commission Work Program.**

[PC Work Program 11-5-21](#)

**4. ADJOURNMENT**

# Memorandum

To: Planning Commission/Commission Advisory Committee

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

Date: November 5, 2021

Re: Fiscal Year 2022 / 2023 Goals Discussion

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At your last work session, I distributed a memo from City Manager Spencer Nebel, outlining the goal setting process for the upcoming fiscal year. Departments and committees have been asked to have their current year goals updated, and new goals identified, by mid-December. This information will be used to inform the City Council's goal setting session on January 10, 2022.

For this work session, I have prepared a status update for the Community Development Department and Planning Commission FY 2021-22 goals, which I would like to review with the group. This will also serve as segue to move into a discussion about the Commission's goals for the 2022-2023 fiscal year. New goals must be correlated to any Vision 2040 strategies that they implement. A copy of the Vision 2040 strategies brochure is also enclosed.

My plan is to use feedback from this meeting to put together a draft set of FY 2022-23 goals for the Commission's consideration at its November 22, 2021 meeting.

#### Attachment

Planning Commission 2021-2022 Goals

Community Development Department 2021-2022 Goals

Vision 2040 Brochure

## Newport Planning Commission Goals 2021-2022

Goal#	Goal Title	Goal Type	Status Updates	V2040 Strategies	Objectives
1	Utilize extensive community engagement to update the City of Newport Transportation Plan in collaboration with the Oregon Department of Transportation.	2-5 Years	2020-21: Public outreach program was reworked as a result of the pandemic. Initial round of public engagement to inform "transportation needs" planned for spring of 2020 was deferred to fall/winter of 2020. Project concepts, informed by community feedback, to be further vetted and prioritized by public in spring of 2021. Development of transportation standards and financing options to be completed by the end of the fiscal year.2021-22: Consultant provided draft copy of TSP for staff review 10/29. Will be provided to PAC after initial round of review at meeting the week of 12/13. Two follow-up PAC meetings to be scheduled in Jan. PC Adoption phase Feb/Mar 2022.	A3 A10 A11 A15 A16 F4	<ul style="list-style-type: none"> <li>•Conduct public hearings before the Planning Commission and City Council on the adoption of the TSP update so that members of the public can share their thoughts about the plan and its various components.</li> <li>•Provide meaningful opportunities for community members to share their ideas about the condition of the City's transportation system and the types of investments it should be making in the coming years.</li> <li>•Utilize community feedback to inform the development of transportation project concepts and vet the concepts with the community so they can weigh in and rank priority projects.</li> </ul>
3	Lay the groundwork for a set of regulations and incentives to pair with the Transportation System Plan update that will facilitate revitalization of the US 101 / 20 corridors, including the City Center area.	2-5 Years	2020-21: Includes rework of zoning along the US 101/US 20 corridors to complement desired street improvements identified in the TSP. May include provisions to support additional density and mixed-use live work arrangements. Incentives to include development of an urban renewal funded building facade improvement program. Concept vetted with ODOT/DLCD staff, who indicated that project would be a good fit for TGM grant funding. Pre-app held in March but grant application was not filed due to pandemic related delays to the TSP update.2021-22: TGM grant application submitted 7/21, and City was informed that it received funding in 10/21. Scope of work is being developed with ODOT/DLCD TGM staff. Consultant to be under contract Feb/Mar 2022.	A3 A4 A5 A6 F4	<ul style="list-style-type: none"> <li>•Develop a scope of work, budget, and project justification sufficient to secure grant funding.</li> <li>•Secure the services of a consulting team, refine scope of work, prepare preliminary outreach program, develop draft schedule and initiate project.</li> </ul>
4	Develop a Refinement Plan for South Beach Commercial / Industrial areas to inform the urban renewal districts final project phase.	Current FY	2020-21: Consultants are under contract and project has been initiated. Schedule calls for adoption at end of October 2021.2021-22: Final draft of the refinement plan presented to Planning Commission at its 11/8/21 work session. Island annexation concept reviewed with Commission at its 9/24/21 meeting and is included as a final phase URA project (with incentives).	A1 A3	<ul style="list-style-type: none"> <li>•Develop a Refinement Plan for South Beach Commercial / Industrial areas to inform the urban renewal districts final project phase.</li> <li>•Evaluate the feasibility of annexing unincorporated "island properties" to normalize the city limits.</li> </ul>
5	Initiate updates to Newport commercial / industrial buildable lands inventory.	Ongoing	2020-21: Work on this project has not started and will likely not be started until the City completes the Transportation System Plan update (committed) and housing needs and buildable lands update (state mandated). 2021-22: Work on this element will follow the housing needs assessment and production strategy work.	A1 A4 C3	<ul style="list-style-type: none"> <li>•Initiate updates to Newport commercial / industrial buildable lands inventory.</li> </ul>
6	Update off-street parking requirements in line with Parking Study or related recommendations adopted by the City Council.	Ongoing	2020-21: Funding for installing meters along the Bayfront was deferred for a year due to the pandemic. Meter implementation will be a significant part of the Committees initial work. Committee recruitment has been delayed pending resolution of the funding issue. City capacity to adequately staff the committee is also a factor. Most objectives to carry forward, with meter installation targeted for spring/summer 2022 if funded.2021-22: City is recruiting volunteers to fill out the Parking Advisory Committee that will assist with this work. Applications are due by 11/30/21. Council will conduct interviews, possibly as early as 12/6/21. Committee to start work in January.	A14 C1 C8	<ul style="list-style-type: none"> <li>•Update off-street parking requirements in line with Parking Study or related recommendations adopted by the City Council.</li> </ul>
9	Implement recommendations from the Homelessness Taskforce that rely upon revisions to City land use regulations.	Current FY	2020-21: Adopted ordinance allowing car camping by homeless persons (Ord. #2170). 2021-22: Housing Needs and Buildable Lands Study, mandated by HB 2003, will inform the City of the type and nature of housing needs of homeless individuals. Portion of Affordable Housing CET Funds could be used for supportive grants to non-profit organizations providing homeless services. Commission could explore adoption of transitional housing standards.	A2	<ul style="list-style-type: none"> <li>•Implement recommendations from the Homelessness Taskforce that rely upon revisions to the City land use regulations.</li> </ul>
42	Implement Recommendations from US 101 Corridor Refinement Plan	Current FY	2021-22: Final draft of the plan completed in 11/21. An initial draft of code revisions implementing the Committees recommendations will be presented to the Commission at a work session in January. Commission to provide Council with a recommendation to initiate the island annexation process. That could occur as early as 12/13/21.	A3 A14	<ul style="list-style-type: none"> <li>•Revise commercial and industrial zoning as recommended by the code audit.</li> <li>•Pursue annexation of unincorporated "island properties" to normalize the city limits, if found to be feasible.</li> </ul>
43	Initiate any Needed Refinements to Historic Nye Beach Design Review Overlay	2-5 Years	2021-22: Placeholder for future project at the request of the Commission. Nye Neighbors were recognized by the City Council as a Neighborhood Association with Resolution No. 3928 on 8/2/21. The group is looking into funding options so that they can undertake a grassroots, neighborhood scale, visioning effort. Nothing has progressed to the point where there would be a need to update the citys land use regulations.	A6 F4	<ul style="list-style-type: none"> <li>•Initiate refinements to the Historic Nye Beach Design Review Overlay, as needed.</li> <li>•Examine the feasibility of a neighborhood visioning process for Nye Beach as part of a review of any needed updates to the Design Review Overlay.</li> </ul>
44	Initiate Newport Housing Needs and Buildable Lands Update	Ongoing	2021-22: HB 2003 (2019) expanded the scope of the analysis, reframing the work as a housing capacity assessment with a separate housing production strategy requirement. DLCD is requiring that Newport initiate its update next fiscal year. Project expected to take 18 months, start to finish. Grant application submitted 6/21. Notice of grant award received 10/21. Grant agreement approved by Council and RFP to secure consulting services will close 12/3. Consultant likely to be under contract by the end of January.	A2 A7 A9 A14 F4	<ul style="list-style-type: none"> <li>•Prepare a scope of work, outreach plan, budget, and schedule in consultation with DLCD to confirm the project will adequately address HB 2003 requirements.</li> <li>•Secure state technical assistance grant funds to hire a consultant(s) to assist with plan preparation and outreach.</li> <li>•Develop an RFP, select consultants through a competitive selection process, and initiate work on the project.</li> </ul>

## Newport Community Development Department Goals 2021-2022

Goal#	Goal Title	Goal Type	Status Updates	V2040 Strategies	Objectives
50	Update the Newport Transportation System Plan (Joint City/ODOT Project).	Current FY	2020-21: Future conditions forecasting complete and reviewed by project advisory committee. Public outreach program had to be reworked as a result of the pandemic. Initial round of public engagement to inform "transportation needs" planned for spring of 2020 was deferred to fall/winter of 2020. Project concepts, informed by community feedback, to be further vetted and prioritized by public in spring of 2021. Development of transportation standards and financing options to be completed by the end of the fiscal year. 2021-22: A draft of the TSP update has been completed and is being reviewed and refined by city staff and the project advisory committee. Adoption process to begin February/March of 2022.	A3 A10 A11 A15 A16 F4	<ul style="list-style-type: none"> <li>Complete Transportation System Plan Adoption Process.</li> </ul>
51	Establish a set of land use regulations and incentives to complement the Transportation System Plan update and facilitate revitalization of the US 101 / 20 corridors, including the City Center area.	2-5 Years	2020-21: Includes rework of zoning along the US 101/US 20 corridors to complement desired street improvements identified in the TSP. May include provisions to support additional density and mixed-use live work arrangements. Incentives to include development of an urban renewal funded building facade improvement program. Concept vetted with ODOT/DLCD staff, who indicated that project would be a good fit for TGM grant funding. Pre-app held in March but grant application was not filed due to pandemic related delays to the TSP update. 2021-22: Grant application to fund this work was submitted in June of 2021 and was approved in October. Scope of work is being developed for IGA and consulting contract. IGA to be presented to Council before the end of 2021. Consultant to be under contract by March of 2022.	A3 A4 A5 A6 F4	<ul style="list-style-type: none"> <li>Meet once a year with the advisory committee of the Bike &amp; Ped on issues of joint concern.</li> <li>Coordinate with funding partners to get consultants under contract and initiate project.</li> </ul>
52	Develop a Refinement Plan for South Beach Commercial / Industrial areas to inform the South Beach urban renewal districts final project phase.	Current FY	2021-22: Consultants final report to be presented at November 15, 2021 URA meeting. South Beach URA Plan to be amended December of 2021.	A1 A3	<ul style="list-style-type: none"> <li>Plan a City Tree Board training meeting.</li> <li>Amend South Beach Urban Renewal Plan to reflect agreed upon changes.</li> </ul>
53	Implement Parking Study recommendations adopted by the City Council.	2-5 Years	2021-22: City is recruiting to empanel the Parking advisory Committee. Applications due by 11/30/21. City Council to interview candidates and make appointments in December. Committee will assist staff with Bayfront meter roll out as initial project. Non-meter options for Nye Beach will also be evaluated.	A14 C1 C8	<ul style="list-style-type: none"> <li>Recruit and empanel a Parking Advisory Committee to provide recommendations to policymakers and staff regarding city parking policy and programs.</li> <li>Initiate refinements to the Historic Nye Beach Design Review Overlay, as needed.</li> <li>Prepare a Request for Proposals for installation of meters and related improvements (target spring 2021 for implementation).</li> <li>Develop draft ordinance changes to lift Bayfront off-street parking standards that serve as an impediment to development/redevelopment (to be implemented concurrent with metering).</li> <li>Initiate discussions with Nye Beach businesses on alternatives for managing parking in a sustainable manner.</li> </ul>

54 Facilitate Provision of Additional Housing Opportunities within the City	Ongoing	2020-21: Committee formed to assist staff and policymakers with developing a framework for distribution of affordable housing CET funds. That work should be complete spring/summer of 2021. HB 2001 amendments are in draft form and will be adopted by the end of FY 20/21 as required by state law.2021-22: Skinny street standards and adjustments to City exaction requirements are being developed as part of the TSP update with adoption anticipated in February/March of 2022.	A2 A6 A7	<ul style="list-style-type: none"> <li>• Incorporate "skinny" public street options into subdivision and zoning ordinances to reduce costs that may be an impediment to development.</li> <li>• Adjust exaction requirements to ensure they are equitable, particularly for small scale residential projects.</li> <li>• Initiate refinements to the Historic Nye Beach Design Review Overlay, as needed.</li> <li>• Assist policy-makers in identifying a location and, in the permitting of, an overnight homeless shelter.</li> </ul>
57 Partner with DOGAMI and DLCDC on Tsunami Resiliency Initiatives	Current FY	2020-21: Tsunami Hazard Overlay adopted with Ord #2166. City was originally going to match funding with DLCDC for beach access resiliency assessment. City funding had to be pulled due to budget reductions. DLCDC was able to fully fund with City providing technical support. Scope of work prepared and consultant hired. Assessment work started 2/21.2021-22: Beach access assessment has been completed.	A13 E5 F4	<ul style="list-style-type: none"> <li>• Complete the beach access assessments and utilize results to secure funding to implement recommended improvements.</li> </ul>
58 Initiate work on HB 2003 Mandated Housing Needs and Buildable Lands Update	2-5 Years	2021-22: HB 2003 (2019) requires Citys update their housing needs and buildable lands inventories more frequently, with supplemental outreach and more robust analysis, including a set of housing production strategies. The state has included Newport in the initial round of communities required to update plans beginning in FT 2021-22. DLCDC has requested technical assistance funding, which if approved by the legislature will likely result in 75% or more of the costs being grant eligible. Work will be informed by the 2020 census.	A2 A7 A9 A14 F4	<ul style="list-style-type: none"> <li>• Prepare a scope of work, outreach plan, budget, and schedule in consultation with DLCDC to confirm that the project will adequately address HB 2003 requirements.</li> <li>• Secure state technical assistance grant funds to hire a consultant(s) to help with plan preparation and outreach.</li> <li>• Develop an RFP, select a consultant(s) through a competitive review process, and initiate work on the project.</li> </ul>
59 Support Development of STR Ordinance Implementation Work Group Recommendations	Current FY	2021-22: Work group was created by the City Council to observe implementation of the Citys updated short-term rental regulations adopted with Ord. #2144 (2019) and provide recommendations for further revisions. The group was to be empaneled for 12-months however, their term was extended an additional 24-months due to the pandemic.	A8 A9 F1 F4	<ul style="list-style-type: none"> <li>• Assist Work Group in understanding how City Administration implements ordinance implementation through the summer of 2021 via a series of quarterly meetings.</li> <li>• Provide the Work Group with requested information and options for addressing identified issues.</li> <li>• Develop ordinance amendments or potential administrative procedural changes at the request of the Work Group for presentation to the City Council.</li> </ul>
60 Assist BLM and FHWA on Lighthouse Drive Transportation Study	2-5 Years	2021-22: Project has been initiate by BLM/FHWA. Study is assessing potential access improvements to Yaquina Head Outstanding Natural Area, with an emphasis on bike/pedestrian enhancements. Work expected to extend through the fiscal year, positioning City for Federal Lands Access Program (FLAP) grant application in 2022-23 to pay for needed improvements. Viable source of funding for Lighthouse Drive bike/ped improvements, upgrades to Lighthouse Drive and US 101 intersection, trail connections to Agate Beach and the wayside, and a portion of a Lighthouse to Lighthouse trail connection. FLAP grant was submitted earlier than anticipated, in October of 2021, while study is ongoing. If approved, funding will be available in FY 24-25.	A10 A11 B2 F4	<ul style="list-style-type: none"> <li>• Assist BLM, FHWA, ODOT, and consulting team with development of study, including background data and recommendations from Newport TSP Update and public outreach.</li> <li>• Provide feedback to BLM/FHWA regarding community priorities for infrastructure investment and incorporate recommendations as an amendment to the Newport TSP.</li> <li>• Work in consultation with BLM to develop a grant application to secure a Federal Lands Access Program grant to fund needed improvements.</li> </ul>

61 Facilitate Acquisition of Additional Land in Big Creek Watershed	2-5 Years	2021-22: City Council has expressed an interest in acquiring additional land within the Big Creek watershed to secure the City's water supply. Seed money will come from the sale of an easement to Central Lincoln PUD for a new high-voltage line over the city reservoirs. The high-voltage line will provide a redundant power feed to the City, improving resiliency. The easement conveyance has been completed. City is pursuing an OWEB grant to complete a forest management plan within the Big Creek Watershed. An initial application received a "do fund" recommendation from OWEB staff however, they lacked resources to fund all of the applications. A second grant application was submitted in November. If it is approved, the funding will be available in April. Developing a forest management plan is often a first step toward acquiring property. The OWEB application was submitted in partnership with Oregon Coast Community Forest Association (OCCFA), Sustainable Northwest, Hancock Forest Management, and others.	A13 B1 B6	<ul style="list-style-type: none"> <li>• Coordinate with Central Lincoln PUD on valuation of the easement, including contributory value of the timber, and other steps outlined in the Council adopted MOU to complete the easement transaction.</li> <li>• Contact ownership interests within the watershed to ascertain interest in participating in land sales and/or exchanges.</li> <li>• Consult with OCCFA and Sustainable Northwest and prepare application to secure USDA, OWEB or other grant funds to supplement city resources for land acquisition.</li> </ul>
62 Yaquina Bay Estuary Management Plan Update	2-5 Years	2021-22: DLCD funded project with \$220,000 NOAA grant. Estuary Management Plan governs in-water development and natural resource mitigation and enhancement activities within the bay. City staff to serve a support role, serving on a steering committee, and providing contract for with background information to inform development of the plan. Once the plan is adopted, City would update its estuary management regulations (last amended in the 1980s). Effort could simplify in-water permitting processes, and will help shoreland property owners better understand estuary resource preservation and enhancement objectives. Includes a climate adaptation element. Plan to be completed spring/summer of 2022. DLCD has hired a consultant and the taskforce has held an initial meeting.	B6 C1 C5 F4 F7	<ul style="list-style-type: none"> <li>• Participate on taskforce to update the plan, providing technical expertise and background data relevant to portions of the estuary within the city limits of Newport.</li> <li>• Conduct work sessions with City policy-making bodies to keep them informed of the proposed amendments, and assist DLCD with public outreach.</li> <li>• Initiate updates to the estuary management chapter of the Newport Comprehensive Plan and Corresponding chapter of the zoning ordinance.</li> </ul>
63 Update Newport Unsafe Building Codes	Current FY	2021-22: Sync nuisance and unsafe building code provisions in the Municipal Code to create streamlined and equitable process for abating dangerous buildings, including those damaged by landslides or other natural events.	E5	<ul style="list-style-type: none"> <li>• Coordinate with Police Departments Code Enforcement staff and State Building Codes Division to develop draft amendments.</li> <li>• Conduct work sessions with policymakers to review amendments and update based upon feedback.</li> <li>• Initiate ordinance amendment process.</li> </ul>

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

ENHANCING A LIVABLE REGION



## ACKNOWLEDGEMENTS

The Greater Newport Area Vision 2040 was developed with the guidance and collaboration of The Greater Newport Area Vision 2040 Advisory Committee, the Newport City Council, and City of Newport staff, based on thousands of comments and suggestions received from Greater Newport Area community members and visitors. A special thank you to the entire community, but especially to all those who helped guide the process.

### GREATER NEWPORT AREA VISION 2040 ADVISORY COMMITTEE

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## GREATER NEWPORT AREA VISION 2040 OUR COMMUNITY VISION

In 2040, Greater Newport is the heart of the Oregon Coast, an enterprising, livable community that feels like home to residents and visitors alike. We live in harmony with our coastal environment – the ocean, beaches and bay, natural areas, rivers, and forests that sustain and renew us with their exceptional beauty, bounty, and outdoor recreation. Our community collaborates to create economic opportunities and living-wage jobs that help keep the Greater Newport Area dynamic, diverse, and affordable. We take pride in our community's education, innovation, and creativity, helping all our residents learn, grow, and thrive. Our community is safe and healthy, equitable and inclusive, resilient and always prepared. We volunteer, help our neighbors, support those in need, and work together as true partners in our shared future.

*Look Inside to Explore Our Vision Focus Areas and Strategies to Achieve Our Vision*



LEARN MORE

[www.newportoregon.gov/vision2040](http://www.newportoregon.gov/vision2040) 541-574-0603



### KEY STRATEGIES - Indicates priority for ★ Latino Communities † Senior Communities

#### TIER I

- A1. Infrastructure Investments.**  
Maintain and upgrade local infrastructure within available funding.
- A2. Housing Supply.\*†**  
Increase supplies of affordable and workforce housing, including rentals and for sale units at prices that are accessible to a broad range of the general public.
- A3. Transportation Corridors.**  
Revitalize Highway 101 and Highway 20 in and around Newport to serve as attractive gateways to the community.

#### TIER II

- A4. City-Wide Beautification.\***  
Promote city-wide beautification, generating a fresh yet familiar look for Newport through streetscaping, improvements to building façades, and ocean-friendly landscaping.
- A5. City Center Revitalization.†**  
Develop a City Center improvement strategy that expands options for living, shopping, working, and dining in the area by promoting walkability, mixed-use development, and refurbishment of historic buildings.
- A6. Mixed-Use Development.**  
Promote mixed-use neighborhoods in appropriate areas of the city, incorporating a blend of commercial uses, employment, and residential development that creates a distinct sense of place.
- A7. Housing Development Incentives.\*†**  
Implement incentives to lower development costs and encourage construction and renovation of an array of housing types to augment the supply of affordable, quality, energy-efficient units.

- A8. Vacation Rentals.**  
Assess the growth and distribution of vacation rentals and take longer-term actions that may be required to address impacts on neighborhoods and the community.
- A9. Understanding Impacts of Seasonal Housing.**  
Gain a better understanding of the impacts that seasonal housing, including second homes and vacation rentals, has on the availability and affordability of housing and the provision of public services within the community.
- A10. Street, Highway and Bridge Improvements.**  
Engage the State of Oregon and community partners to identify bridge alternatives and future street and highway improvements that meet local needs while mitigating congestion and accommodating future growth and increased traffic.

- A11. Bicycle and Pedestrian Safety and Amenities.\*†**  
Work to improve the safety of bicyclists and pedestrians throughout Newport. Plan, fund, and develop improvements to bicycle and pedestrian amenities in strategic areas of the city, including sidewalks, crosswalks, overpasses, "traffic calming," bike racks, and planned bicycle and pedestrian routes.

- A12. Multiuse Paths and Trails.**  
Maintain and expand the multiuse path and trail system.
- A13. Strategic Investments and Partnerships.**  
Pursue strategic investments and partnerships to adequately meet the needs of the community as it grows and develops.

- A14. Developable Land.**  
Ensure an adequate supply of buildable land by first encouraging redevelopment of underutilized and redevelopable properties. Extend infrastructure to undeveloped land that is zoned for development-related uses.
- A15. Complete Streets.\*†**  
Design neighborhoods around streets that are well integrated with local transit, are ADA accessible, and accommodate "active transportation" such as cycling, walking, and wheelchair moving.

- A16. Public Transit Improvements and Expansion.\*†**  
Develop targeted improvements to the local transit system, including better scheduling, signage, and plans for system expansion. Work with Lincoln County to upgrade bus service in Newport and surrounding areas, with improved routes and more frequent service.
- A17. Transit Reliability and Promotion.\*†**  
Develop and promote transit as a robust and reliable alternative to driving within the Greater Newport Area.

#### TIER III

- A18. Telecommunication Technology.**  
Promote universal, high-speed internet access throughout the city. Expand community and business access to new telecommunication technologies.

# CREATING NEW BUSINESSES & JOBS

In 2040, the Greater Newport Area collaborates to create economic opportunities and living-wage jobs that help keep Newport dynamic, diverse, and affordable. Our economy is balanced and sustainable, producing living wage jobs in the trades and professions, while supporting new start-up companies and small businesses based on local talent, entrepreneurship, ideas, and resources.



## KEY STRATEGIES

### TIER I

#### C1. Expanded Working Waterfront.\*

Leverage our maritime industries and marine-related assets to expand and diversify the capacity of marine businesses, including full utilization of the International Terminal.

#### C2. Science Economy Expansion.

Expand Newport's science and marine economy, promoting it nationally and internationally as a hub for scientific research, ocean observation, education, and utilization and conservation activities.

#### C3. Living Wage Jobs.\*

Partner with new and existing businesses to retain, expand, and create jobs that pay living wages, providing at least a minimum income necessary so that workers can meet their basic needs.

### TIER II

#### C4. Airport Improvements.

Maintain and enhance the Newport Municipal Airport as a viable community asset that can support business growth and development and improve access to and from the community.

#### C5. Marine Economy and Economic Development.

Link OSU's Marine Studies Initiative and the area's marine economy into economic development planning.

#### C6. Tourism Diversification.

Diversify Newport's tourist industry by promoting expansion of ecotourism as well as interpretive programs based on Newport's maritime industries.

#### C7. Arts and Cultural Destination.

Promote the Greater Newport Area as a major arts and cultural destination.

#### C8. Local Businesses Support.

Support and retain existing local businesses.

#### C9. Small Business Development.

Expand training and education for small business development and entrepreneurial skills, including resources for artists, craftspeople, trades, and technology start-ups.

#### C10. Green and Sustainable Business.

Promote and support businesses in the Greater Newport Area that use and market green and sustainable technologies, materials, and products.



#### C11. Sustainable Fisheries.

Support innovation and new markets in sustainable fisheries by leveraging new technologies and partnering with the science community.

#### C12. Diversified Agricultural Economy.

Promote the production, marketing, and direct sales of seafood, value added wood products, and local agricultural products.

#### C13. "Shoulder Season" Attractions and Festivals.

Develop new attractions, festivals, and marketing to sustain tourism through the shoulder season.

### TIER III

#### C14. Viable and Sustainable Commercial Air Service.

Work with local, state, and federal partners to develop a model for sustainable commercial air service.

#### C15. Permanent Farmers Market.\*

Create a permanent home for a year-round farmers market with expanded hours and business acceleration opportunities for food, beverage, and agriculture related start-ups.

# LEARNING, EXPLORING, & CREATING NEW HORIZONS

In 2040, the Greater Newport Area takes pride in our community's education, innovation, and creativity, helping all our residents learn, grow, and thrive.

Our schools are appropriately funded through diverse means of support to meet the highest standards of educational achievement. Our college and university prepare students for rewarding lives and productive careers. The arts and opportunities for creative expression and learning are high quality, diverse, and available and accessible to everyone.



## KEY STRATEGIES

### TIER I

#### D1. Funding for Schools.

Develop creative, diverse, and alternative sources of funding for educational facilities, classes, programs, and extracurricular activities in the Greater Newport Area schools, including consideration for pre-K and early childhood education.

#### D2. Vocational Technology and STEM Programs.

Expand vocational tech and Science, Technology, Engineering and Mathematics (STEM) education, including K-12, OCCC, and OSU, and offer classes, training, and certification for marine sector and other jobs.

### TIER II

#### D3. Art in Public Spaces.

Integrate the arts as a key element of the city's identity, including expanding the presence of public art throughout the community.

#### D4. Expanded and Upgraded Arts Footprint.

Invest in improvements to performing and visual arts venues, including the Performing Arts Center and Visual Arts Center, to increase their capacity to accommodate arts and cultural events.

#### D5. Summer Arts Offerings.

Expand outdoor summer arts events and offerings, such as music and theater.

#### D6. Schools and Local Talent.

Promote increased partnerships between schools and local talent, including scientists, artists, craftspeople, and tradespeople who share their knowledge with area classes and students.

#### D7. Teacher and Administrator Diversity.\*

Increase the diversity of teachers and administrators to be more representative of student demographics.

#### D8. Bilingual and Cross-Cultural Education.\*

Establish comprehensive bilingual and cross-cultural educational programs throughout the community, including English for Speakers of Other Languages (ESOL) instruction, to promote better integration and improved achievement of residents of all ages.

#### D9. Expanded and Integrated Higher Education.†

Support Oregon Coast Community College (OCCC) in gaining accreditation and expanding its offerings, including workforce education and the trades.

#### D10. Education Partnerships.†

Encourage K-12, community college, professional, and noncredit education partnerships that promote pathways to marine educational programs at Oregon State University (OSU)'s Newport campus.

#### D11. School-to-Work Programs.\*

Work with local schools, OCCC, OSU, and employers to develop a school-to-work program for students, training and certifying them to fill the needs of local employers and the job market.

### TIER III

#### D12. Access to the Arts.\*†

Increase the availability of, and access to, lower cost arts venues and performances while supporting new, innovative opportunities, including workshops, film, and student work.



# PRESERVING & ENJOYING OUR ENVIRONMENT

In 2040, the Greater Newport Area lives in harmony with its coastal environment. Our ocean, beaches and bay, natural areas, rivers, and forests sustain and renew us with their exceptional beauty, bounty, and outdoor recreation. We retain our connection to nature, protecting our land, air, water, natural habitats, and biodiversity, and promoting more sustainable ways of living.

### TIER I

#### B1. Sewer and Stormwater Management.

Maintain, upgrade, and modernize stormwater and sewer infrastructure to reduce overflows, keep our waterways and beaches clean, and minimize flooding in a manner that is both fiscally responsible and environmentally friendly.

#### B2. Integrated Shared-Use Trail System.\*†

Develop an integrated trail system, accommodating multiple uses, that connects neighborhoods, visitor destinations, open spaces, and natural areas.

### TIER II

#### B3. Parks and Recreation Needs and Upgrades.\*

Engage the community in identifying priorities and future needs related to open space, trail, and park and recreation assets. Make recommendations for future park upgrades, planning, and development, paying particular attention to funding maintenance.

#### B4. Trail-Building Program.

Establish a City trail-building program that provides opportunities for volunteer involvement.

#### B5. Green Building and Development.

Promote and incentivize environmentally responsible, resource-efficient building and development techniques, including onsite stormwater management, permeable pavement, energy-efficient buildings, ecological landscaping, and native plantings.

#### B6. Environmental Conservation Partnerships.

Prioritize conservation of significant open spaces and natural resource areas, including beaches and headlands, midcoast watersheds, the Yaquina Bay Estuary, rivers, streams, forests, and fish and wildlife habitat. Partner with local environmental organizations and agencies to expand and strengthen programs to protect and restore natural areas and resources and preserve environmental quality.

#### B7. Comprehensive Recycling and Reduced Waste.

Target the Greater Newport Area to achieve the highest rate of recycling of any city in Oregon through source reduction, reuse, recycling, composting of food waste, and curbside glass recycling.

#### B8. Renewable Energy.

Increase the use of renewable energy to achieve energy independence in the Greater Newport Area, harnessing a combination of renewable energy sources and technologies.

### TIER III

#### B9. Climate Action Plan.

Develop a comprehensive public-private climate action plan to lessen the Greater Newport Area's contribution to climate change, as well as to mitigate the impacts of climate change on the community itself.



## KEY STRATEGIES

### TIER I

#### F1. Transparency and Communication.

Encourage and support continued open communication, transparency, and accountability on the part of City leaders and staff.

#### F2. Vision as Foundational Document.

Ensure Greater Newport's 2040 Vision serves as the foundation for ongoing public processes, planning, and decision-making.

### TIER II

#### F3. Vision-Focused Council and Community.

Promote key elements of Greater Newport's 2040 Vision through the Newport City Council, City staff, Greater Newport Area partners, and Vision advocates who engage with community partners.

#### F4. Community Engagement.\*†

Develop new avenues for Greater Newport Area residents and businesses to engage and participate in the development of plans and policies, and to contribute to the decision-making process.

#### F5. Culturally Competent and Inclusive Outreach.\*

Develop new forms of culturally competent outreach, such as Spanish-language publications and public service announcements, to reach out to and involve the entire community.

#### F6. Model Communities.

Research the best practices of other communities that have been successful in implementing vision plans and strategic community objectives, and learn from their successes.

#### F7. Collaboration and Partnerships.

Sustain positive relationships and high levels of civic collaboration between public, private, faith-based, civic, neighborhood, and community-based organizations and the community at large.



#### F8. Community Forums.\*

Develop community forums that bring people of different backgrounds and cultures together to discuss issues and share solutions.

#### F9. Youth Involvement.

Work through the schools, Oregon Coast Community College, and Oregon State University to increase involvement of younger generations in current affairs and community issues, local government, volunteerism, long-range planning, and decision-making.

#### F10. Retiree Involvement.†

Encourage area retirees to become more active in civic life, contributing their skills, time, energy, and resources to address community needs, mentor young people, and promote their own health and engagement.

#### F11. Volunteerism.†

Cultivate the community's spirit of collaboration and engagement to create meaningful opportunities for public involvement and volunteerism for all ages.

# IMPROVING COMMUNITY HEALTH & SAFETY

In 2040, the Greater Newport Area is safe and healthy, equitable and inclusive, resilient and always prepared. We volunteer, help our neighbors, and support those in need. Our community's physical, environmental, social, and economic assets allow all of our residents, including families and children, young people, and seniors, to live healthy lives and find the support and services they require, including excellent, affordable, and accessible healthcare and childcare.

## KEY STRATEGIES

### TIER I

#### E1. Affordable and Accessible Healthcare.\*†

Work to improve access to and affordability of healthcare for all in the community through improved healthcare facilities, education, and preventive services.

#### E2. Medical Professionals and Specialists.\*†

Recruit and retain more healthcare providers and medical professionals in the community, including medical specialists in pediatrics, geriatrics, mental health, chronic diseases, services for veterans, and the prevention and treatment of addiction.

#### E3. Expanded Mental Healthcare.\*†

Expand mental health services in the area, including improved community education, prevention, and counseling services, as well as trauma-informed care that diagnoses and treats the mental health impacts of adverse life experiences.

#### E4. Improved Service Coordination.

Enhance coordination among social services, non-profits, and faith-based institutions to provide integrated, comprehensive support to residents of our community experiencing poverty, hunger, social isolation, homelessness, addiction, domestic violence, and related issues.

### TIER II

#### E5. Disaster Preparedness.

Expand disaster preparedness and self-reliance programs and activities, focusing on neighborhood level organizing, and including multilingual information, training, and assistance.

#### E6. Proactive Police and Fire Services.\*

Support police and fire services in meeting and addressing growth and changing community needs. Support improved community policing practices that promote positive interactions between public safety officers and the public.

#### E7. Homelessness Solutions.

Implement proactive solutions to expand services and resources for people who are homeless, including homelessness prevention and other programs and partnerships to help the area's homeless population obtain stable housing.

#### E8. Translation and Multilingual Services.\*

Increase and support existing local capacity to provide translation and multilingual services, including assistance with employment, physical health, mental health, rehabilitation, education, nutrition, legal, immigration, and financial education needs.

#### E9. Accessible and Affordable Childcare.

Increase the number and capacity of quality accredited childcare facilities and staff in the region and make childcare more accessible and affordable for all families.

#### E10. Accessible and Affordable Eldercare.†

Work toward meeting the need for quality and affordable housing, independent living, and care facilities for elders in the Greater Newport Area.



#### E11. Foster Care Improvements.

Study and make recommendations to address the area's child foster care challenges, including causes, solutions, and prevention. Increase the number and quality of foster homes, while implementing preventive approaches that will help keep more children from entering the foster care system.

#### E12. Access to Healthy Food.

Improve community "food security" by addressing issues of availability, accessibility, and affordability of healthy food.

### TIER III

#### E13. All-Weather Facilities and Activities.\*

Improve affordable access to recreational and community facilities, including indoor spaces for sports, family and cultural celebrations, classes, youth programs, and other recreational and social activities that are accessible during evenings and the rainy season.



# Memorandum

To: Planning Commission/Commission Advisory Committee  
From: Derrick I. Tokos, AICP, Community Development Director   
Date: November 5, 2021  
Re: Final Draft and Outreach Results for South Beach - US 101 Refinement Plan

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Enclosed is a close to final draft of the refinement plan and its appendices, which includes the code audit by Jet Planning. It will be presented to the Newport Urban Renewal Agency on November 15, 2021. Also enclosed is a summary of the survey results from the second round of online outreach. Please look over the materials. We can still make a few minor changes and this meeting is an opportunity for you to identify any adjustments that may need to be made to the document before it is finalized.

#### Attachments

Final Draft of the Refinement Plan  
Report Appendices  
Summary of Survey #2 Feedback



# South Beach / US 101 Refinement Plan

November 2021

*Review Draft 10/25/2021*



## Acknowledgements

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Planning Commission  
Public Arts Committee

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Brett Fox, White-Fox LLC  
Peggy Hawker, Public Arts Committee  
Travis Henry, Henry Point Development, LLC  
Phillis & Marvin Hoover, Commercial Property Owners  
Carrie Lewis, Oregon Coast Aquarium  
Jonathan Ledesma, Project PDX  
Lyle Mattson, JC Market Thriftway  
Paula Miranda, Port of Newport  
Bonnie Serkin, Landwaves, Inc  
Lance Vanderbeck, Newport Airport Committee  
Jack Waibel, Rogue Brewery  
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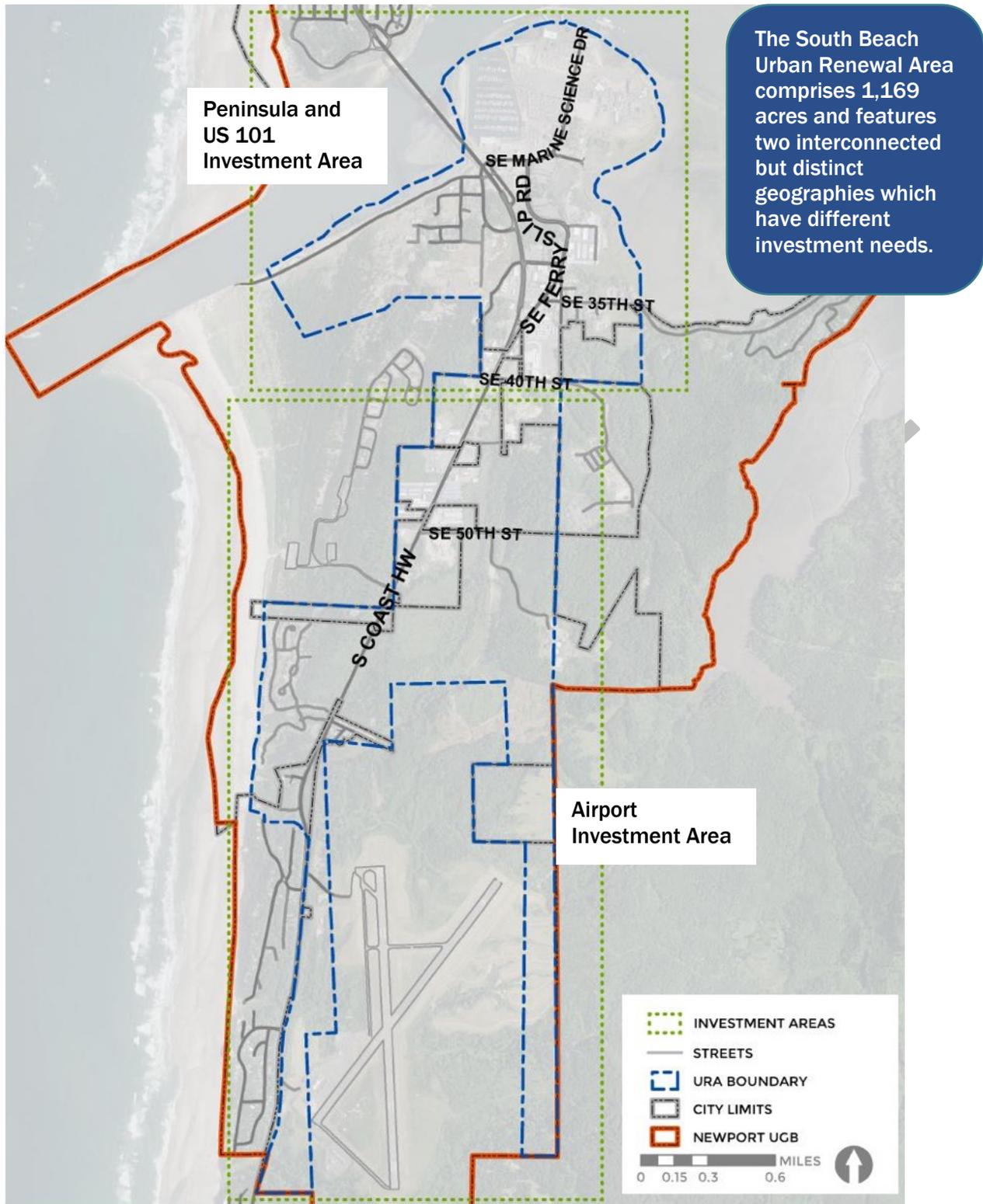
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DRAFT

Exhibit 1. Urban Renewal Investment Areas



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



# 1. Plan Purpose and Background

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

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

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



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

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<sup>1</sup> The Agency would have up to \$5.15 million for future projects costs if it proceeded with a “pay as you go” scenario acquiring no new debt. The Agency would have up to \$8.97 million if it takes out an additional loan in 2025.

# South Beach Urban Renewal Plan Objectives

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

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

## South Beach Blighting Conditions (1983)

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

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

Incomplete pedestrian/bicycle circulation systems and Tsunami evacuation routes

Inadequate water storage capacity and distribution lines

Undersized or absent sanitary sewer collection service lines

Incomplete winter storm water management systems

Inadequate neighborhood recreation facilities and open space

*Source: South Beach Urban Renewal Plan Amendment 5*

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

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

<sup>2</sup> Substantial Amendment Five to the South Beach Urban Renewal Plan 5 The Benkendorf Associates Corp September 2008, City of Newport, Oregon Urban Renewal Agency

## Plan Investment Priorities

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

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

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

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

Source: Newport Vision 2040

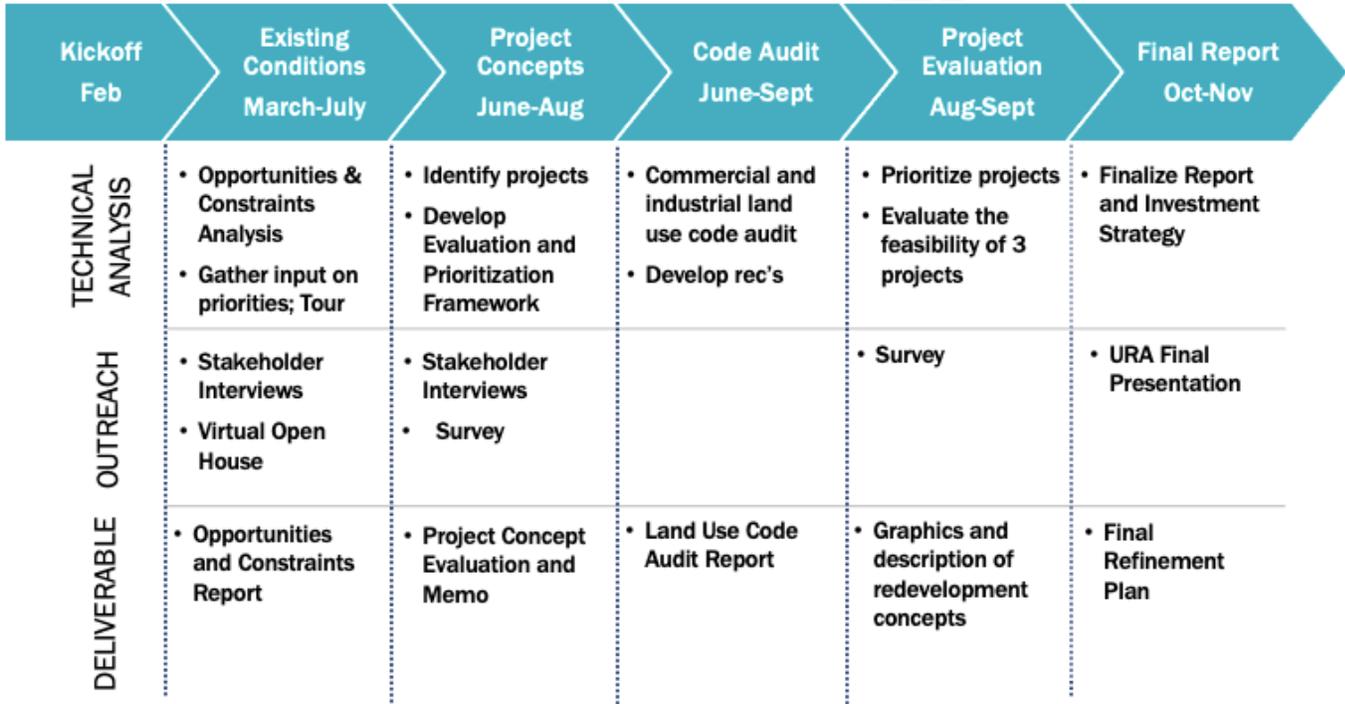


Aquarium Village offers an eclectic blend of makerspaces and businesses serving visitors, such as gift shops and restaurants.

# Refinement Plan Process and Public Involvement

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

**Exhibit 2. Refinement Plan Timeline and Tasks**



**Engaged with the community.** While COVID-19 restrictions prevented in-person engagement, the planning team conducted community outreach throughout the entire planning process with:

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

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

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

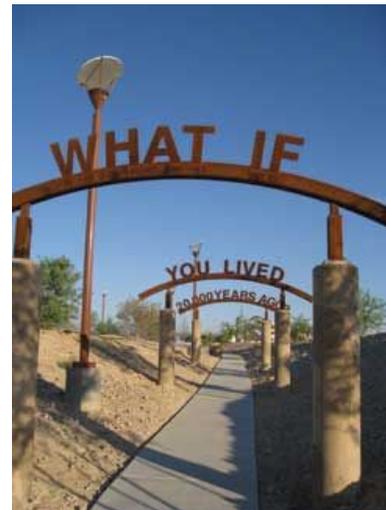
How do people perceive South Beach? Survey respondents indicated that South Beach suffers from traffic congestion and lacks a sense of place.

“No identity, just a place from which businesses operate.”

“Traffic nightmare”

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

“Potential to be the fun...district of Newport.”  
 “Natural beauty”



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

## 2. Opportunities and Constraints Summary

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

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



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

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



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

### **Lack of infrastructure, developer uncertainty, and negative public perception is limiting development of Airport industrial sites.**

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

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While funding projects that enable new development and job creation at the airport may be important, it was not a priority for survey respondents.

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

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



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

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

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

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

## Land Use Policies, Zoning and Regulations Audit

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

**Exhibit 3. Land Use Audit Findings and Recommendations**

Key Findings	Recommendations
<p><b>Mapping</b> - The mix of commercial and light industrial zones along US 101 generally aligns with Urban Renewal District goals. There is potential for select re-designation from industrial to commercial for key areas.</p>	<ul style="list-style-type: none"> <li>▪ Expand commercial district along US 101 to encompass the SE 35<sup>th</sup> St gateway site and surrounding properties.</li> <li>▪ Rezone the NE corner of SE 40<sup>th</sup> St and US 101 for commercial taking advantage of potential new signal.</li> <li>▪ Rezone parcel on south side of SE 40<sup>th</sup> St from heavy industrial to light industrial to reduce potential use conflicts. Identify sites for heavy industrial farther south.</li> </ul>
<p><b>Annexation</b> - Nearly 25% of the district is outside of the City limits and cannot yet be developed to urban levels of intensity or served by urban infrastructure. More than half of these areas are designated for industrial uses.</p>	<ul style="list-style-type: none"> <li>▪ Actively pursue annexation of industrial properties using island annexation provisions coupled with financial incentives to offset infrastructure costs, engaging with individual property owners to understand priorities and needs.</li> <li>▪ Engage with Lincoln County to complete the Urban Growth Management Agreement to ensure an orderly transition from County to City zoning and infrastructure.</li> </ul>
<p><b>Zoning</b> - The City's Zoning Code clearly delineates zones with use standards and site development standards. The prevalent Light industrial zone benefits from allowing a flexible mix for industrial and commercial uses however this can result in uncertainty about the compatibility of future development.</p>	<ul style="list-style-type: none"> <li>▪ Limit uses inconsistent with district development goals by prohibiting uses associated with low employment for all or highway-abutting light industrial sites.</li> <li>▪ Introduce a 15-foot setback with required landscaping for both industrial and commercial properties along US 101.</li> <li>▪ Develop landscape screening, buffering and/or fencing standards to improve compatibility of light industrial uses.</li> <li>▪ Maintain existing land use and building permit procedures, which minimize discretionary reviews.</li> </ul>
<p><b>Other Considerations</b> - The City should continue to monitor issues such as parking demand and trip allocation within South Beach and adjust as appropriate.</p>	<ul style="list-style-type: none"> <li>▪ Review the employment and tax generation potential of uses permitted within the district to determine if future modification of permitted uses is justified within the light industrial zone</li> <li>▪ Consider using development agreements for greater certainty on proposed development for select sites</li> <li>▪ Monitor parking demand and implication of current parking ratios for site development feasibility. Explore options for shared parking on individual sites and district-wide parking reductions.</li> <li>▪ Review the impact of commercial rezoning on the SBT0Z trip budgets and reallocate trips within the district as necessary.</li> </ul>

## South Beach Opportunity Sites

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

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

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

Grocery store

Gas stations

General retail

Casual restaurants



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

## Agency Owned 35<sup>th</sup> Site

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

### Exhibit 4. Opportunities and Challenges for the Agency Owned 35<sup>th</sup> Street Site

Opportunities	Challenges
<ul style="list-style-type: none"> <li>• Highly visible with lots of through traffic on a corner intersection</li> <li>• Close to key destinations</li> <li>• Can be a part of South Beach brand</li> <li>• Can be key node for multimodal path</li> </ul>	<ul style="list-style-type: none"> <li>• Far from Downtown and other commercial activity</li> <li>• Context is arterial/commercial</li> <li>• No existing building as centerpiece for adaptive reuse</li> </ul>

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

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

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

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

Development objectives for the site

Public private partnership potential

Zoning considerations

Community preferences on development concepts.

### Community Preferences

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

**Which concept was most popular for the 35<sup>th</sup> site?** Survey respondents indicated that they would like the site to become a “Food Destination” with specialty grocery and microrestaurants

*“The realignment of the traffic signals [at US 101 and 35<sup>th</sup>] and the location just south of the bridge is an opportunity to give South Beach a ‘go-to’ destination for a new type of shopping experience” - South Beach Stakeholder*

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

## Illustrative Site Plans

**Alternative 1 “Go Big” Large Anchor and Retail:** The 2.3-acre agency-owned site north of 35<sup>th</sup> is assumed to host a major tenant like a Bi-Mart style general retailer/grocery on roughly 75% of site. The rest of the site will fill out with detached additional retail and/or open space with trail amenities.

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

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

**Exhibit 5. Alternative 1: “Go Big” Large Anchor and Retail**



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

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

**Food cart pod / microrestaurant considerations**

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

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

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

**Exhibit 6. Alternative 2: “Food Destination” Specialty Grocery Plus Microrestaurants**



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

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

**Exhibit 7. Alternative 3: Mixed Retail**



### 3. Investment Framework

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

#### Who: The Agency and Partners

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

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

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

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

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#### Where: Two Investment Areas

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

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

#### When: End of 2025

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

## How Much: Up to \$9 million

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

## Why/How: Investment Criteria

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

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



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

### Funding Scenarios

#### Pay as you go - \$5.15 million

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

#### Additional Loan - \$8.97 million

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

2021 Forecasts by Tiberius Solutions

## 4. Action Plan Projects

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

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

### What's included in the project sheets?

- A description of the project
- Rationale for including the project on the list
- Alignment with South Beach's 2040 vision
- Implementation Steps
- Outreach considerations
- Potential partners for the City to engage on the project
- Planning cost estimates and
- Additional funding considerations

### Final Project Selection

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

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

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

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

**Install a traffic signal at SE 50<sup>th</sup> and US 101** - demand for this signal was determined to be very low at this time

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

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

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

# Detailed Project Sheets

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

## A Redevelop SE 35<sup>th</sup> site to meet community needs providing strategic investments in neighboring properties to promote redevelopment concepts.

Project Description	Lead
<p>The Agency-owned site at 35<sup>th</sup> Street could be South Beach’s neighborhood hub and the gateway to South Beach, given that the site sits at the District’s entrance to the key destinations of the Newport Aquarium, Hatfield Center, South Beach State Park, Rogue’s pubs, OMSI’s Camp Gray, and Aquarium Village. Community members have expressed a desire to see this area transformed to better reflect the many attractions and natural beauty of South Beach.</p> <p><b>Development objectives:</b></p> <ul style="list-style-type: none"> <li>▪ Serve as a neighborhood hub and gateway to South Beach</li> <li>▪ Provide stopping point for users of South Beach Loop path. The site will also serve as a key node along South Beach’s iconic bicycle and pedestrian loop, which connects all of the key destinations.</li> <li>▪ Provide gathering spaces for residents and visitors, with lots of retail and restaurant choices</li> <li>▪ Support food entrepreneurs and surrounding businesses</li> <li>▪ Build upon the gateway opportunity at the closed ROW at the former entrance to Ferry Slip.</li> </ul> <p><b>Potential uses:</b> The highly visible and central location could attract investments in buildings that could house services or retail (e.g., specialty grocery, restaurants, shops) as well as a central gathering space for eating and convening of groups to serve South Beach area residents and employees.</p> <p><b>Partnership with adjacent property owners:</b></p> <ul style="list-style-type: none"> <li>▪ <i>Expanded development concept:</i> On the southern parcels, which currently contain Airrow Heating, Columbia Distributing, and Hoover’s Pub and Grill, Alternative A shows a small retail cluster and single large stand-alone restaurant (new or refreshed Hoover’s). The southern parcels are privately-owned, and concepts will be influenced by ongoing conversations with the current business and property owners.</li> <li>▪ <i>Partnership with adjacent businesses:</i> Prior to RFQ release, the City should reach out to South Beach Market, Barrelhead, Columbia Distributing, Airrow Heating, and other restaurants to get feedback on the concepts, answer questions, discuss compatibility with potential commercial concepts, and gauge interest in partnerships.</li> <li>▪ <i>Billboard removal:</i> Two legacy billboards on the Hoover’s site constrain redevelopment opportunities on this site and detract from the desired village feel of the 35<sup>th</sup> site. The Agency will consider paying out the remaining contract that Hoover’s has with the billboard company to remove the billboards and allow for more flexible reuse of the site.</li> </ul>	<p>Urban Renewal Agency / Community Development / City Manager’s Office</p>

**Rationale**

Because the Agency controls the 35<sup>th</sup> site, it can help to promote a development concept that meets public goals. Coupling these improvements with gateways and public art would help to transform the southern entrance to Newport. Currently there is no clear indication that one has arrived in the community when driving north on Hwy. 101 into South Beach.

<p><b>Alignment with Vision 2040</b></p>	<p>A3. Transportation Corridors [Partner]            A13. Strategic Investments and Partnerships [Lead]            A14. Developable Land [Partner]  <i>Depending on businesses recruited:</i> E2. Medical Professionals and Specialists [Support],            E12. Access to Health Food [Support]</p>
<p><b>Implementation Steps</b></p>	<ul style="list-style-type: none"> <li>▪ Consider adjusting zoning to accommodate desired development type (from I-1 to commercial (C-1)). The commercial/retail uses proposed here are all permitted outright in the I-1 district. There could be concern, however, that surrounding I-1 sites could be developed with actual light industrial uses, including things like vehicle repair or storage, self-storage, warehousing, and distribution, that could be incompatible with the type of atmosphere desired for this site. The I-1 zone also requires a 50-foot setback from Hwy 101 that would limit the development area on this site. This could be addressed through rezoning to commercial (C-1) that has no front setback requirement or revising the setback for the I-1 district as recommended in the code audit.</li> <li>▪ Continue to discuss potential partnership with property owners of Hoover’s and Aarrow Heating sites, which could provide a cohesive gateway to South Beach. Acquire additional properties, if feasible, to develop the desired program.</li> <li>▪ Release Request for Qualifications to attract a developer in Spring 2022, using development objectives developed through the refinement plan process.</li> <li>▪ Analyze cost implications for the city of ongoing maintenance for the gateway.</li> </ul>
<p><b>Public or stakeholder outreach needed</b></p>	<p>The City conducted outreach with developers, existing restauranteurs, potential tenants, key stakeholders, and the public as part of the refinement plan to develop objectives and vet concepts. The City will reach out to property owners of parcels that may need to be acquired. The City may also coordinate with the Urban Renewal Agency to seek their input on site programming goals.</p>
<p><b>Partners</b></p>	<p>Potential developers, South Beach businesses and organizations</p>
<p><b>Estimated Cost</b></p>	<p><b>Funding Considerations</b></p>
<p>Up to \$1.3 million             (\$300K for public restroom and path user amenities and \$1 million for investments in neighboring properties)             (land write down of up to \$1.5 million not included; would be variable depending on the dev’t concept)</p>	<p>Funding for public-private partnerships on the site will come from urban renewal funds, with technical assistance from the City.</p> <ul style="list-style-type: none"> <li>▪ <b>Land write down:</b> Depending on the value proposition offered by the selected development team, the Agency could offer up to the full value of the land cost as a write down, not to exceed \$1.5 million. The Agency would need to evaluate the cost of public amenities and be receptive to developer feedback about the cost and time required to develop commercial buildings on the coast.</li> <li>▪ <b>Direct subsidy:</b> The Agency may consider providing direct support to help pay for public amenities like a public restroom and Loop path user amenities.</li> </ul>

# ILLUSTRATIVE SITE PLANS

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



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



## Exhibit 11. Alternative 3: Mixed Retail



## Community Feedback

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

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

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

## ZONING CONSIDERATIONS

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

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

## USE EVALUATION

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

We considered each use according to:

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

**Exhibit 12. 35th Site Use Evaluation Matrix**

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

## PRECEDENT IMAGERY

The images below illustrate the types of developments that could occur on the 35<sup>th</sup>/US 101 opportunity site.



Restaurant with outdoor plaza (Wilsonville, OR)



New/Renovated Commercial Strip (Portland, OR)



Latino Food Hall in renovated building (Portland, OR)



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



Restaurant/Brewery Manufacturing and dining (Bend, OR)



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



The Ocean food hall (Portland, OR)



Small restaurant conversion (Portland, OR)



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



Container pod restaurants and shops (Albuquerque, NM)



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



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



New-construction corner businesses: stores and offices above



Retail strip (St. Johns, Portland, OR)



Indoor/outdoor farmers market



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



Full-service grocery (Portland, OR)



Micro-grocery (Portland, OR)

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

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

### Rationale

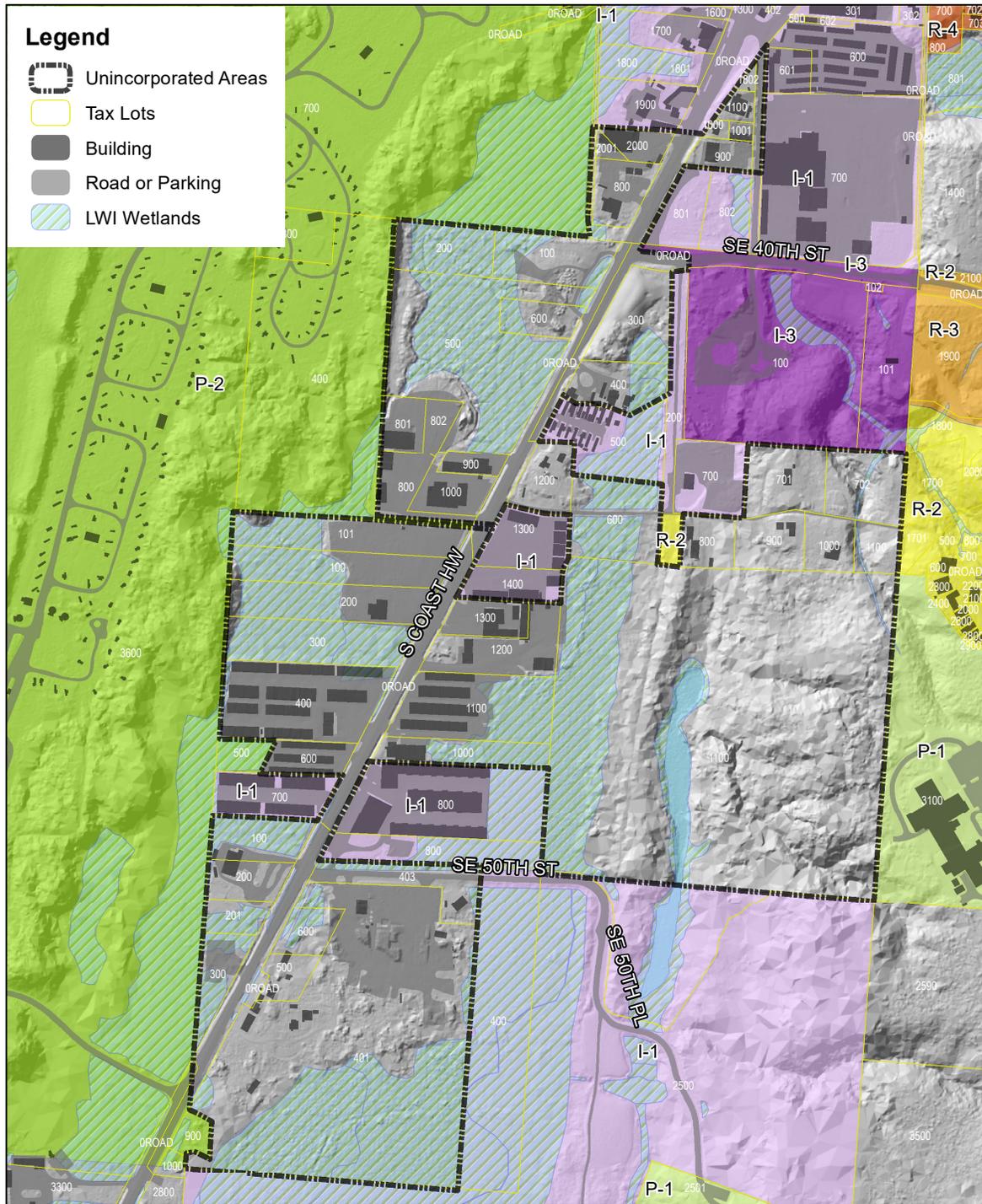
Annexing properties outside of city boundaries would:

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

<p><b>Alignment with Vision 2040</b></p>	<p>A14. Developable Land [Partner] C8. Local Businesses Support [Support] E6. Disaster Preparedness [Lead]</p>
<p><b>Implementation steps</b></p>	<ul style="list-style-type: none"> <li>▪ Refine the list of potential properties for outreach to discuss predevelopment needs and annexation potential</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Engage with Lincoln County to coordinate review of any development within the UGB to ensure that it can be consistent with City goals and standards upon future annexation.</li> <li>▪ Determine which zones are desired upon annexation to provide greater certainty and transparency for landowners and developers</li> <li>▪ Explore options for “island annexation” under ORS 222.750</li> <li>▪ Conduct outreach with property owners</li> <li>▪ Before proceeding with annexation: <ul style="list-style-type: none"> <li>○ Calculate specific amount of annexation expenses the City will cover</li> <li>○ Calculate the specific incentives needed to connect the property to the City’s sewer</li> <li>○ Develop language for agreements and a plan to have all properties annexed at one time to reduce costs</li> </ul> </li> <li>▪ Coordinate with Lincoln County to complete the Urban Growth Management Agreement to ensure an orderly transition from County to City zoning</li> </ul>
<p><b>Public or stakeholder outreach needed</b></p>	<p>Outreach with property owners to determine development interest and whether the timing for that development would fall within the Agency’s investment window of 2022-2025. The City should engage with property owners to better understand specific concerns or uncertainties about annexation and encourage annexation. One approach could include developing informational resources for property owners highlighting development potential within the City compared to existing County regulations, in addition to tax and financial implications, as well as outlining any financial incentives for infrastructure development that could be available through the urban renewal district.</p>
<p><b>Partners</b></p>	<p>Conduct outreach with property owners to gauge interest in joining the City</p>
<p><b>Estimated Cost</b></p>	<p><b>Funding Considerations</b></p>
<p>Up to \$500,000 (Preliminary estimate from the City of Newport; assumes all eligible properties are annexed at the same time)</p>	<p>Completing annexation of all willing properties at one time as opposed to piecemeal can reduce the overall costs associated with the annexation survey and staff time.</p>

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

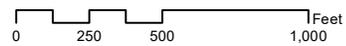


**NEWPORT** City of Newport  
 Community Development Department  
 169 SW Coast Highway Phone: 1.541.574.0629  
 Newport, OR 97365 Fax: 1.541.574.0644

**South Beach Unincorporated Commercial / Industrial Pocket**

This map is for informational use only and has not been prepared for, nor is it suitable for legal, engineering, or surveying purposes. It includes data from multiple sources. The City of Newport assumes no responsibility for its compilation or use and users of this information are cautioned to verify all information with the City of Newport Community Development Department.

Image Taken July 2018  
 4-inch, 4-band Digital Orthophotos  
 Quantum Spatial, Inc. Corvallis, OR



# C

## Provide Sewer Infrastructure to Industrial Sites Near Newport Municipal Airport

Project Description	Lead
<p>The City will help to implement sewer infrastructure investments to facilitate industrial development at the airport. Based on a preliminary evaluation of the investment alternatives the two that are most feasible are (1) Expand Airport Septic System (LOSS) and (2) Onsite Treatment WWTP (Package Plant w/Land Application) as determined in the Opportunities and Constraints Report.</p>	<p>Lincoln County concurrent with Animal Shelter project (with reimbursement from Agency).</p>
Rationale	
<p>Currently the sewer main stops at 50<sup>th</sup> Avenue and there is no sewer access to the airport. This limits the types of industries that can function on the sites. Certain development projects that have been envisioned for the airport industrial sites include airport hangars, flex warehouse, and industrial condominiums among others as noted in the Opportunities and Constraints Report. Sewer infrastructure would expand the realm of possibilities for these sites and reduce developer uncertainty around dealing with effluent.</p>	
Alignment with 2040 Vision	<p>A1. Infrastructure Investments [Lead]            A14. Developable Land [Partner]            B1. Sewer and Stormwater Management [Lead]            C4. Airport Improvements [Lead]</p>
Implementation steps	<p>The LOSS is the most cost effective solution; however more detailed analysis is needed to confirm feasibility, including:</p> <ul style="list-style-type: none"> <li>▪ Discuss implementation steps and process with WWTP</li> <li>▪ For the LOSS, evaluate suitability of soils for a drain field, working with County sanitarian.</li> <li>▪ Refine cost estimates against the agency’s funding capacity; factor in additional operations and maintenance expenditures</li> <li>▪ Determine if regulatory barriers can be overcome – both alternatives require permitting and the LOSS requires FAA review</li> <li>▪ Analyze cost implications for the city for ongoing maintenance of the system</li> <li>▪ Pursue installation of LOSS, preferably through development agreement with Lincoln County, if system is viable. Fully vet package plant option only if LOSS is not viable.</li> <li>▪ Identify fee structure for future system connections that is equitable to all users.</li> </ul>
Public or stakeholder outreach needed	<p>The City will conduct outreach with property owners where appropriate.</p>
Partners	<p>Urban Renewal Agency, City of Newport Public Works, Airport Committee, property owners</p>
Estimated Cost	Funding Considerations
<p>Planning estimates:            LOSS - \$594,000             Onsite Treatment WWTP - \$1,960,000</p>	<p>Leveraging a development agreement with a lessee that would otherwise have to construct their own septic system will reduce Agency costs. The balance of funding will be Urban Renewal. Lessee benefits because land they would otherwise have to dedicate to a septic system, drainfield, and replacement drainfield area can be dedicated to other uses.</p>

## D Improve fire suppression capability at Airport industrial sites

Project Description	Lead
<p>The City will upgrade its water system at the Airport to enable adequate water flow rates to enable fire suppression. The airport’s current water flow rate is between 400 to 600 gallons per minute at the hydrants. The Oregon State Fire Code adopted by the City of Newport requires that for any new structure being built there must be a minimum water flow rate of 1500 gallons per minute from the hydrants to fight fires. This flow rate might still limit the types of development that could be feasible.</p> <p>Potential options to increase and maintain water flows would include:</p> <ul style="list-style-type: none"> <li>• A large water holding tank</li> <li>• Building a holding pond with a dry hydrant</li> <li>• Putting in booster stations and larger pipes</li> <li>• Automating the existing intertie between Seal Rock Water District and the City of Newport. The City would meter usage and use software that could pick up a sudden decrease in pressure attributed to hydrant use and automatically open up intertie to compensate.</li> </ul>	Public Works

### Rationale

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

<b>Alignment with 2040 Vision</b>	A1. Infrastructure Investments [Lead] A14. Developable Land [Partner]
<b>Implementation steps</b>	<ul style="list-style-type: none"> <li>• Public Works Department to assess automation options for City of Newport/Seal Rock Water intertie.</li> <li>• Engineering study of the airport’s water system to determine the most cost-effective option to be able to make the minimum 1500 gallons per minute water flow rate and have enough water on hand to fight fires.</li> </ul>
<b>Public or stakeholder outreach needed</b>	Existing airport tenants
<b>Partners</b>	City of Newport Public Works, Seal Rock Water District
<b>Estimated Cost</b>	<b>Funding Considerations</b>
\$150,000 - \$500,000 (preliminary estimate)	Principal funding source will be urban renewal dollars. Automating intertie could be supported by water fund, if resources are available.

## E Install redundant Yaquina Bay water pipeline

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

### Rationale

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

<b>Alignment with 2040 Vision</b>	A1. Infrastructure Investments [Lead] E5. Disaster Preparedness [Lead]
<b>Implementation steps</b>	<ul style="list-style-type: none"> <li>• Complete detailed cost estimates</li> <li>• Pursue resiliency grant funding (Application is being prepared for FEMA Hazard Mitigation Grant)</li> <li>• Determine potential funding sources and suitability for remaining funding needed (e.g., FEMA, American Jobs Plan, NOAA Resiliency Grants, etc.)</li> </ul>
<b>Public or stakeholder outreach needed</b>	City will need to coordinate with DSL, the Army Corp, and upland landowners to either side of the crossing.
<b>Partners</b>	Lincoln County, Port of Newport, and Yaquina Industrial Park (private owner at north end of crossing).
<b>Estimated Cost</b>	<b>Funding Considerations</b>
\$750,000 - \$1.5 million in urban renewal funds (grant match - Total: \$3 million)	FEMA or other grants, and water fund; if grants are unsuccessful the Agency could pay closer to \$3 million using surplus from other projects.

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

Project Description	Lead
<p>The City will enhance South Beach’s sense of place by investing in landscaping, improving wayfinding, and adding amenities (including public art).</p> <ul style="list-style-type: none"> <li>▪ <b>Gateways:</b> <ul style="list-style-type: none"> <li>○ <b>Northern:</b> The City will establish a northern gateway into South Beach that could include wayfinding signage that clearly directs visitors to key South Beach destinations after they exit the Yaquina Bay Bridge. There are two potential locations identified in the Opportunities and Constraints Report: (1) the exit ramp from US 101 onto Abalone Street and (2) the north side of Safe Haven Hill right after the Yaquina Bay Bridge on the east side of US 101.</li> <li>○ <b>Southern:</b> A gateway into South Beach south of 35th will improve the arrival experience into South Beach and help businesses and other destinations off Hwy. 101 that currently have limited visibility. The City has an opportunity to create a gateway feature south of 35th in the space created by the closure of the connection from US 101 to Ferry Slip Rd. Additional property may need to be acquired to accommodate the desired development program and gateway features.</li> </ul> </li> <li>▪ <b>Landscaping:</b> A coherent, complete, and uniformly branded path and trail network is an amenity unto itself and helps support the local economy by providing additional ways for people to travel around South Beach.</li> <li>▪ <b>Key nodes/rest stops:</b> The improvements will also identify key starting points for the pathway system for visitors, which would include amenities like seating areas, drinking water, and bathrooms. Key locations are identified in Exhibit 14 and could include the SW 26th/Marine Science Drive; Ferry Slip/35th Street, the Hatfield Visitors Center, the Aquarium Overflow Lot</li> <li>▪ <b>Wayfinding and Public Art:</b> As the final stage of improvements to transportation infrastructure (trails, gateways, and road infrastructure enhancements), the City would implement updated wayfinding elements and public art at different scales. Signage and public art would incorporate the overall identity for the district. Water-based themes related to the existing uses in the area as well as themes relating to the history of the area were the most popular among survey respondents.</li> </ul>	<p>Public Works, Community Development, Public Arts Committee</p>

## Rationale

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

<p><b>Alignment with 2040 Vision</b></p>	<p>A4. City Wide Beautification [Lead]            B3. Parks and Recreation Needs and Upgrades [Lead]            C7. Arts and Cultural Destination [Partner]            D3. Art in Public Spaces [Lead],</p>
<p><b>Implementation steps</b></p>	<p>The City will need to:</p> <ul style="list-style-type: none"> <li>▪ Develop an RFP for landscaping, wayfinding, and public art improvements in South Beach. The work completed through this RFP would help to:</li> </ul>

	<ul style="list-style-type: none"> <li>○ Design a community engagement plan that helps to hone in on key investments for the area.</li> <li>○ Determine design of landscaping along the trail, including opportunities for removal of invasive species in public ROWs (see precedent imagery for examples of how landscaping interacts with multimodal path improvements).</li> <li>○ Determine the ideal location for the northern and southern gateways connects with other placemaking and mobility/safety projects. Determine the type of gateway feature and other programmatic elements of the site.</li> <li>○ Evaluate current wayfinding signage, update as necessary. If the current wayfinding system is significantly incomplete, design a new wayfinding signage schema.</li> <li>○ Identify potential locations for public art installations and work with the Public Arts Committee to commission pieces, develop a plan for wayfinding, public art, and landmarks. The group will confirm priority areas to focus on first (e.g., 35th Site).</li> <li>○ Complete detailed cost estimates and a phasing plan, identifying which projects should be completed with urban renewal dollars.</li> </ul> <ul style="list-style-type: none"> <li>▪ Based on phasing plan, install new gateway features, landscaping wayfinding, and public art.</li> <li>▪ Analyze cost implications for the city for ongoing maintenance of the landscaping, public art, and gateways</li> </ul>
<b>Public or stakeholder outreach needed</b>	The RFP for services would include stakeholder engagement with area residents, employers, visitors, and key organizations for feedback on location and design alternatives for all placemaking elements. The City could reach out to local artists to commission art for along the trail. The City will coordinate with the Public Arts Committee for gateway feature design ideas and execution.
<b>Partners</b>	City of Newport Public Works, Public Arts Committee, South Beach businesses, residents, key organizations in South Beach.
<b>Estimated Cost</b>	<b>Funding Considerations</b>
\$1 million (\$150-250K in consulting fees, up to \$850,000 in improvements)	The Urban Renewal Agency would fund key aspects of this project but could seek other funding for public art improvements.

# Precedent Imagery

## LANDSCAPING, ART, PLACEMAKING, GATEWAYS



Landscape Gateway (Pendleton, OR)



Arch Sign Gateway (Bandon, OR)



Monument Sign Gateway (Portland, OR)



Public Space / Park Gateway (Sherwood, OR)



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



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



Signage gateway (Tigard, OR)



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



Murals and large-scale art (Eugene, OR)



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

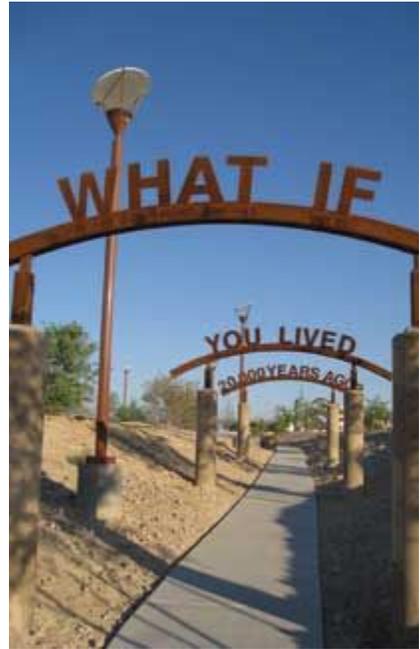


Sidewalk Sculpture Art (Grand Junction, CO)



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

# WAYFINDING SIGNAGE





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

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

### Rationale

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

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

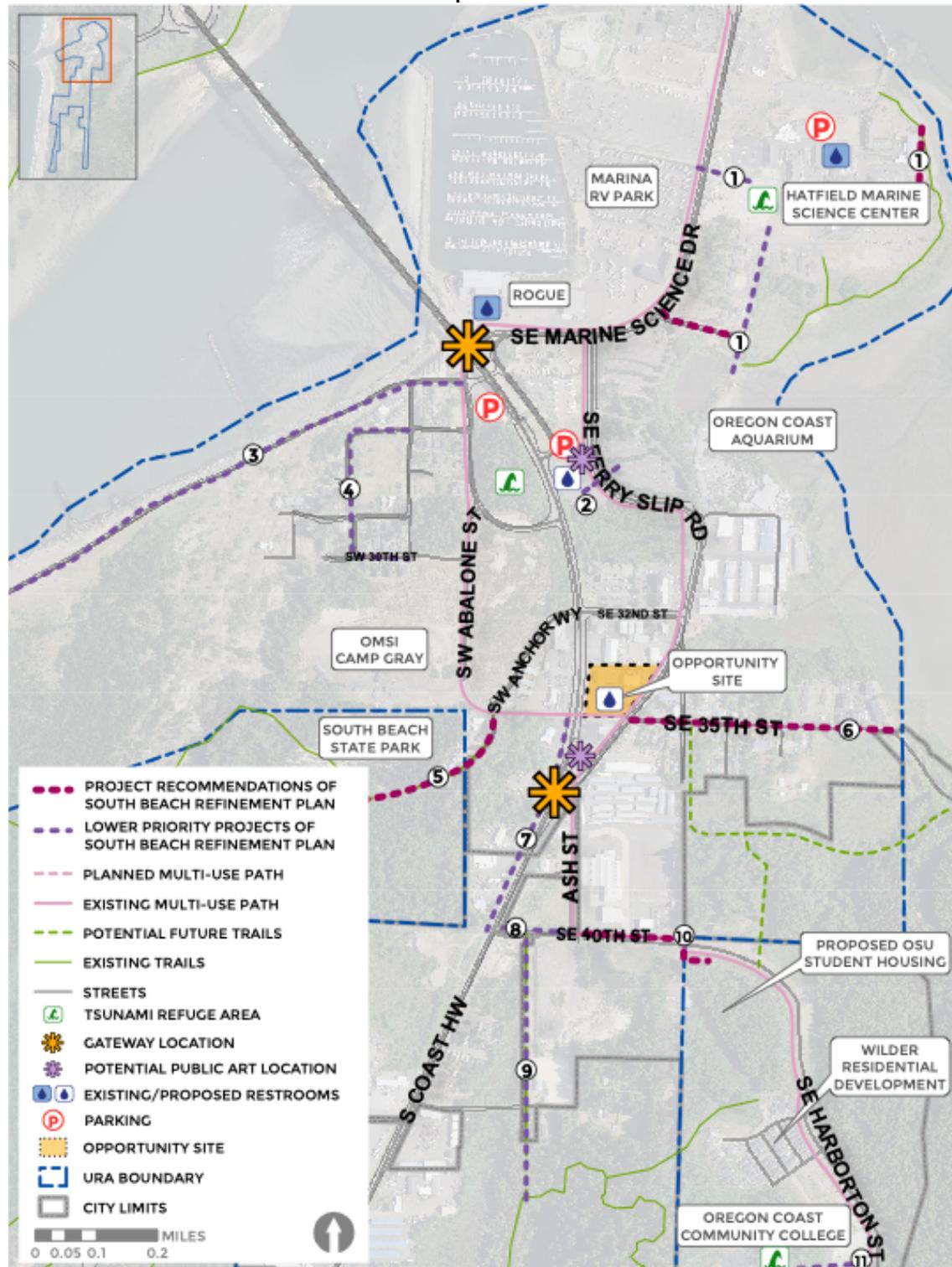
Exhibit 14 and Exhibit 15 provide an overview of the potential connections in South Beach, while Exhibit 16 provides an evaluation of each alignment based on several criteria – whether the alignment completes the multimodal network, community/support (based on investment priorities and focus group conversations),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

<p><b>Alignment with 2040 Vision</b></p>	<p>A11. Bicycle and pedestrian Safety and Amenities            A12. Multiuse Paths and Trails [Lead]            A15. Complete Streets [Partner]            B2. Integrated Shared-Use Trail System [Lead]            C6. Tourism Diversification [Partner]</p>
<p><b>Implementation steps</b></p>	<p>The City will need to:</p> <ul style="list-style-type: none"> <li>▪ Release an RFP that seeks consultant assistance in completing detailed designs and inventorying surface conditions.</li> <li>▪ Award priority projects by 2025</li> <li>▪ Analyze cost implications for the city for ongoing maintenance of the path improvements</li> <li>▪ Signage costs depend on material cost</li> <li>▪ 18 regular blade signs on poles</li> <li>▪ 3 vehicular signs</li> <li>▪ 1 informational kiosk (map on both sides) \$150k for all of that (half of that was kiosk / three signs)</li> </ul>

<b>Public or stakeholder outreach needed</b>	The City could seek input from the community on residents' mobility needs (i.e. where they want to go and how they want to get there) and landowners along the trail network. The City should also coordinate with South Beach State Par on their planned trail connections.
<b>Partners</b>	City of Newport Public Works, Bike and Pedestrian Committee, local property owners
<b>Estimated Cost</b>	<b>Funding Considerations</b>
<p>\$1.3 - 1.5 million (high priority projects only, excluding ROW acquisition)</p> <p>Total Cost for all multimodal path improvements: \$3 million to \$3.4 million+</p>	<p>Given the limited window for completing the projects, it is expected that the bulk of the funding will be urban renewal dollars. The Aquarium, HMSC, OPRD, and ODOT might be contributors for projects that specifically benefit their facilities. Travel Oregon grant funding might be available for wayfinding enhancements.</p>

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Exhibit 14. South Beach Multimodal Concepts



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



**Exhibit 15. Multimodal Connections in South Beach**

Map Key	Project	Description	Implementation Considerations	Estimated Cost	Focus
1	Hatfield Marine Science Center Path	<p><b>PRIORITY</b> 1,700-ft eastward path improvement connecting to the Estuary Trail</p> <p><b>LOWER PRIORITY</b> 1,200-ft path from the Marina RV Park at SE Marine Science Drive along the south side of the new HMSC building and southward on Hatfield Marine Science Center driveway to SE 25th</p>	TBD, to verify recently-built improvements through the HMSC west side parking lot and links to the path network on the west side of SE Marine Science Dr.	<p>\$230,000 (east path to the Estuary Trail)</p> <p>\$160,000 (Path along the driveway to the south of the Science Center)</p> <p>TBD on west side connection</p>	<p>Recreation</p> <p>Resiliency</p>
2	Enhance crossing to Aquarium overflow lot on Ferry Slip Road	120-foot new path with one improved street crossing on the south.	Crossing improvements will need to be well-marked and coordinated with traffic operations along the busy access road. Both new path segments will require some tree clearing.	\$40,000 for path and marked crossing; add'l \$30,000 for crossing warning lights	Recreation
3	Jetty Multiuse Path	Approximately 0.8-mile new multi-use path along SW Jetty Way from SW Abalone to the Yaquina Bay South Jetty trailhead.	Path on south side would be simpler to construct; path of north side would offer greater views of the Bay from the trail but may require extensive shoring and structural work.	\$560,000 – for new path site preparation and construction; does not include any right-of-way acquisition	Recreation
4	Extended shared use path in Coho/Brant neighborhood	<p><b>PRIORITY</b> 350-ft shared-use path along SW 26th to fill the gap between SW Brant and SW Abalone</p> <p><b>LOWER PRIORITY</b> ¼ mile path extension on SW 27th, SW Coho, and SW 30th connecting to the existing system on SW Brant. The includes both street-adjacent paths and a segment through forested area north of SW 29th Street</p>	<p>May require right-of-way expansion to fit the path on road segment. Off-street segment north of SW 29th St. may be through private or public property (additional investigation needed)</p> <p>Alignment may not be suitable</p>	<p>\$50,000+ for segment on SW 26th; largely depends on right-of-way needs and facility design as separated path or in-street allocation</p> <p>\$100,000+ for clearing, grading, and construction for segment on SW 27th, SW Coho, and SW 30th; more if land acquisition is needed.</p>	Housing/ Jobs Connection
5	Planned trail connection to South Beach State Park	950-ft path system both aside a street and as new construction through a forested area. This path will connect South Beach State Park to the growing path system on SW Abalone and throughout South Beach.	<p>Needs coordination with Oregon State Parks department</p> <p>May be eligible for disaster planning funding pending level of improvement to the path linking to the existing SW 35th segment.</p>	\$150,000-300,000 depending on trail width, alignment, surface materials, and tree removal or protection needs	Recreation

Map Key	Project	Description	Implementation Considerations	Estimated Cost	Focus
6	<b>35th Street Sidewalk Improvements</b>  <b>PRIORITY</b>	New sidewalks, curb cuts, and curbs on SE 35th between SE Ferry Slip and eastward to the URA Boundary approximately near South Beach Manor Memory Care. This segment is 1,600-ft long.	Urban renewal or CIP funds are the most likely	\$750,000 for sidewalks on both sides of street. Does not include right-of-way acquisition, regrading, or stormwater system installation – which could increase costs by several fold.	Housing/Services Connection
7	<b>Multimodal shared path along west side of Hwy 101 between SE 35<sup>th</sup> and SE 40<sup>th</sup>.</b>  <b>LOWER PRIORITY</b>	1,400-ft shared path constructed to provide a separated walking and biking facility along this stretch of busy Hwy 101.	Due to upcoming closure of SE Ferry Slip Rd access to Hwy 101, this segment should face no street crossings other than those at the endpoint streets.	\$200,000 for alignment preparation, grading, and new construction	Housing/Services Connection
8	<b>Multimodal path along SE 40<sup>th</sup> from Hwy 101 to Ash</b> <b>LOWER PRIORITY</b>	Complete missing segment of the path system along SE 40th by building a 450-foot segment along the north side of the street between Highway 101 and SE Ash Street.	Land acquisition needed for right-of-way expansion to fit the path.	\$70,000 for clearing, grading, and path construction; TBD for land acquisition	Housing/Jobs Connection
9	<b>Improved trail connection between 40th St. and Mike Miller Park</b>  <b>LOWER PRIORITY</b>	Construct an approximately 1,600-foot path routed along the west side of the minor road between SE 40th and SE 42nd, and extending through forested area to then link to the Mike Miller Park Educational Trail.	May require right-of-way expansion to accommodate the path adjacent to the road segment. To-be-determined routing, land acquisition, and construction complexity through forested land.	\$200,000 or more for path segment along the road. Additional cost if land must be acquired for right-of-way. To-be-determined cost for path through forested land.	Recreation
10	<b>Improved multi-modal connection to Wilder along 40th St.</b>  <b>PRIORITY</b>	Complete the missing segment along SE 40th by building a 750-foot segment along the south side of the street from SE Ash to the east connecting to the existing path that is continues to Wilder. This project also includes a marked crossing of the west leg of the SE 40th / SE Ash intersection.	Land acquisition to expand right-of-way may be needed. Complex shoring and grading may be needed to support the path near the existing water retention pond.	\$120,000 for marked crossing and path construction. Additional \$50,000-100,000 for slope shoring. TBD for land acquisition if needed.	Housing/Jobs Connection
11	<b>Oregon Coast Community College Multi-use Path</b>  <b>LOWER PRIORITY</b>	New ~400-foot path along SE College Way will complete the connection of the Wilder path network to OCCC and provide improved tsunami evacuation routing	Requires minor tree clearing depending on final alignment. Connection could be extended formally across the parking lot at the west end, adding cost and considerations to reduce conflicts.	\$75,000 for tree clearing, grading, and path	Recreation  Housing/Jobs Connecting
Total				\$2.9 - \$3.4 million+*	
High Priority				\$1.3-\$1.5 million+ without ROW acquisition	

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

**Exhibit 16** provides an evaluation of each alignment based on several criteria – whether the alignment completes the multimodal network, community support (based on investment priorities and focus group conversations to date), its focus (recreational or housing/jobs connections). We have prioritized five alignments based on this evaluation.

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**Exhibit 16. Evaluation of South Beach Multimodal Concepts**

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

# Precedent Imagery

## GENERAL PATHWAYS



Landscaped path



Path enhanced with native plantings



Elevated boardwalk helps protect sensitive ecosystems and seasonal water flows



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



Picnic shelter and bike parking stopping point along a trail



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



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



Trail wayfinding signage (Clackamas County, OR)



Marked street crossing for multi-use path



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



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



Waterfront trail system with lighting and hearty, native planting

# H Install a traffic signal and enhanced pedestrian facilities at 40<sup>th</sup> Avenue and U.S. 101

Project Description	Lead
<p>The City will install a traffic signal for four approaches as well as repave the intersection, ADA ramps, striping, signing, Right-Of-Way (at SW corner, SE corner, and NE segment behind proposed sidewalk extension), and utility coordination. A roundabout could be considered if the City cannot meet state requirements for a signal.</p> <p>Additional project elements could include:</p> <ol style="list-style-type: none"> <li>1) Extending a 6-foot-wide sidewalk from the ramp at the south end of the crosswalk at SE Ferry Slip along the east side of US 101 to SE 40th</li> <li>2) A 10-foot-wide multi-use path from SW 35th to SW 40<sup>th</sup>.</li> </ol>	<p>Community Development, Public Works</p>

## Rationale

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

<b>Alignment with 2040 Vision</b>	<p>A10. Street, Highway and Bridge Improvements [Lead]            A11. Bicycle and Pedestrian Safety and Amenities [Lead]</p>
<b>Implementation steps</b>	<p>The City will need to:</p> <ul style="list-style-type: none"> <li>• Evaluate the intersection for compliance with ODOT traffic control warrants</li> <li>• Have the new traffic signal, or roundabout, authorized by the State Traffic Engineer</li> <li>• Determine the extent of the project – will it include one or both additional multimodal improvements</li> <li>• Acquire the necessary ROWs</li> <li>• Develop a construction traffic plan to minimize impacts</li> </ul>
<b>Public or stakeholder outreach needed</b>	<p>The city will need to reach out to landowners to acquire ROWs.</p>
<b>Partners</b>	<p>ODOT, Public Works, neighboring property owners</p>
<b>Estimated Cost</b>	<b>Funding Considerations</b>
<p>\$1.5 million            (not including bike/ped improvements, which are included in Project G)</p>	<p>It is expected that urban renewal funds will be used to construct the signal. ODOT might contribute to stretch the scope of the project if they conclude that the intersection meets signal warrants.</p>

# South Beach / US 101 Refinement Plan Appendices

- A. Opportunities and Constraints Report
- B. Project Evaluation Process
- C. Survey #1 Summary of Results
- D. Survey #2 Summary of Results
- E. Land Use Code Audit

# Appendix A. Opportunities and Constraints Report

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# Newport South Beach

## Opportunities and Constraints Assessment

June 2021

Prepared for: Newport Urban Renewal Agency

**ECON**orthwest  
ECONOMICS • FINANCE • PLANNING



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# 1. Purpose & Background

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

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

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

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

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

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

## Urban Renewal Plan Objectives

The objectives<sup>1</sup> of the South Beach Urban Renewal Plan (1983) are to:

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

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

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

Incomplete pedestrian/bicycle circulation systems and Tsunami evacuation routes

Inadequate water storage capacity and distribution lines

Undersized or absent sanitary sewer collection service lines

Incomplete winter storm water management systems

Inadequate neighborhood recreation facilities and open space

*Source: South Beach Urban Renewal Plan Amendment 5*

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



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

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

## 2021 Investment Priorities

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

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

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



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

### Exhibit 1. Urban Renewal Plan Objectives and 2021 Investment Priorities

<b>1983 Urban Renewal Plan Objective*</b> <i>Any URA investment must meet at least one of these objectives.</i>	<b>2021 Refinement Plan Investment Priorities</b> <i>Key priorities for Agency investments, based on current conditions and users of South Beach to meet the urban renewal plan objectives.</i>
1. Preserve forest, water, wildlife and other natural resources	<ul style="list-style-type: none"> <li>Objective met through land use planning process.</li> </ul>
2. Identify sites for public uses such as the OSU Marine Science Center	Objective met
3. Complete a Port facilitated marine recreation area	Objective met
4. Encouraging marine oriented activities on the northern Shorelands	Objective met
5. Assure the development of complementary uses adjacent to the Airport	<ul style="list-style-type: none"> <li>Improve connectivity for bicyclists and pedestrians to South Beach destinations.</li> <li>Reduce sewer, water, and transportation infrastructure barriers to enable job creation on industrial lands near the airport.</li> <li>Invest in improvements that promote long-term community resiliency to address tsunami, flooding, and earthquake hazards.</li> </ul>
6. Plan new sewer, water, and transportation capacity	
7. Allocate a major part of South Beach to heavy commercial and light industrial uses	<ul style="list-style-type: none"> <li>Promote a sense of place for residents and visitors that reflects the South Beach identity.</li> <li>Attract new development that can meet the service and retail needs of South Beach residents.</li> <li>Invest in overcoming market and development barriers on underutilized or vacant sites.</li> </ul>

Source: South Beach Urban Renewal Plan Amendment 5.

## Investment Areas

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

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

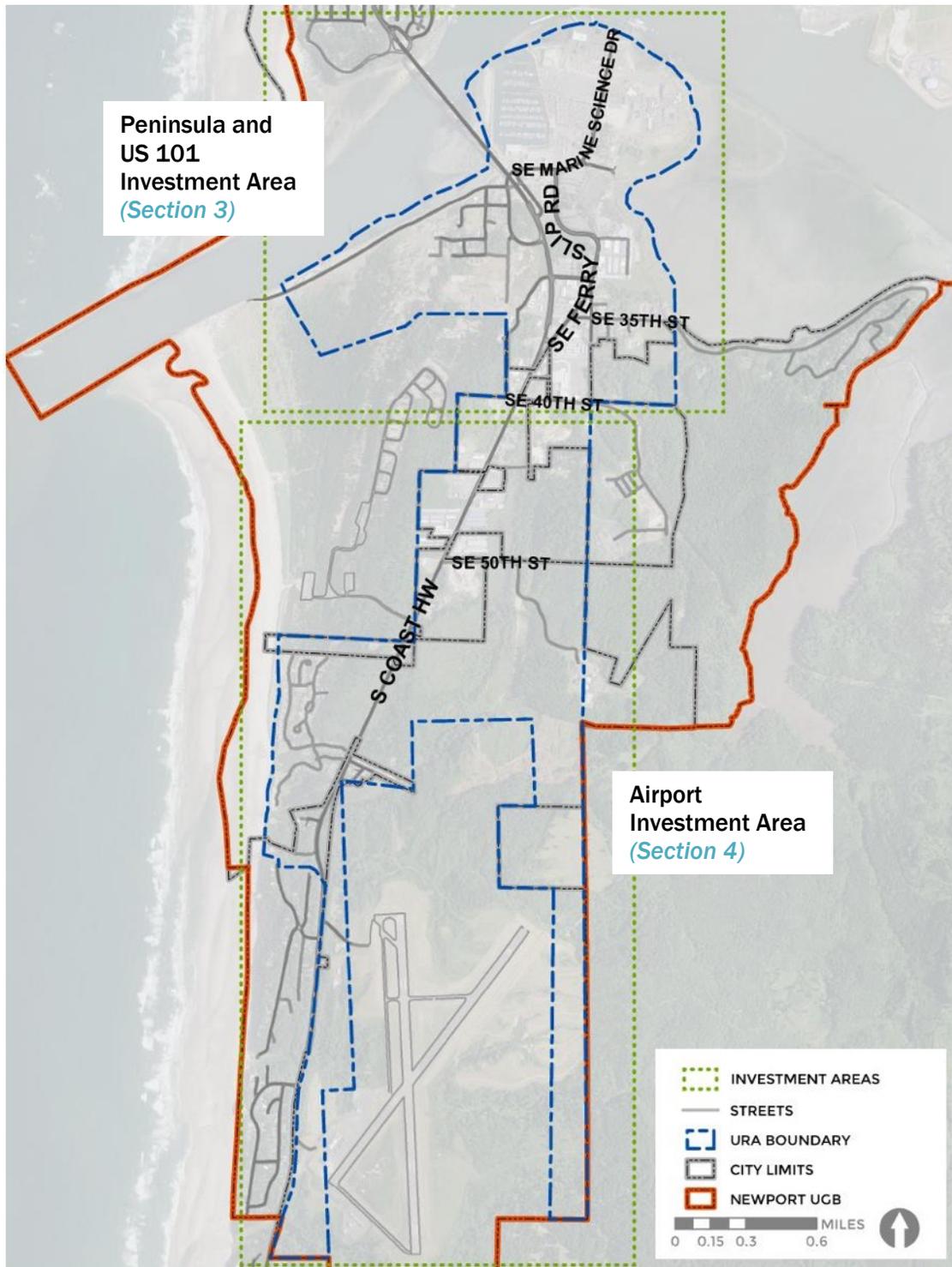
The City and Urban Renewal Agency are interested in helping South Beach to contribute to the overall vision for Newport:

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

Source: Newport Vision 2040  
[https://www.newportoregon.gov/dept/cdd/documents/Vision2040/Vision2040\\_Brochure.pdf](https://www.newportoregon.gov/dept/cdd/documents/Vision2040/Vision2040_Brochure.pdf)

Exhibit 2 provides an overview of the two investment areas.

Exhibit 2. Investment Areas



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



## Approach and Methods

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

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

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

### Exhibit 3. Stakeholder Interview List

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

## 2. Who Does South Beach Serve?

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

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

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

### Residents

**South Beach is home to a relatively small share of Newport’s overall permanent population, but many residents may not be captured in official data.<sup>2</sup>**

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

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

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

<sup>3</sup> ESRI population data and projections based on US Census data for South Beach (Census Block Group 9512.002) and Newport (Place)

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

## Student Housing

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

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

## Wilder

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

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

## Workers

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

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

#### Exhibit 4. South Beach Employment by Industry, 2018

Source. United States Census On the Map, Census Block 9512.002

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

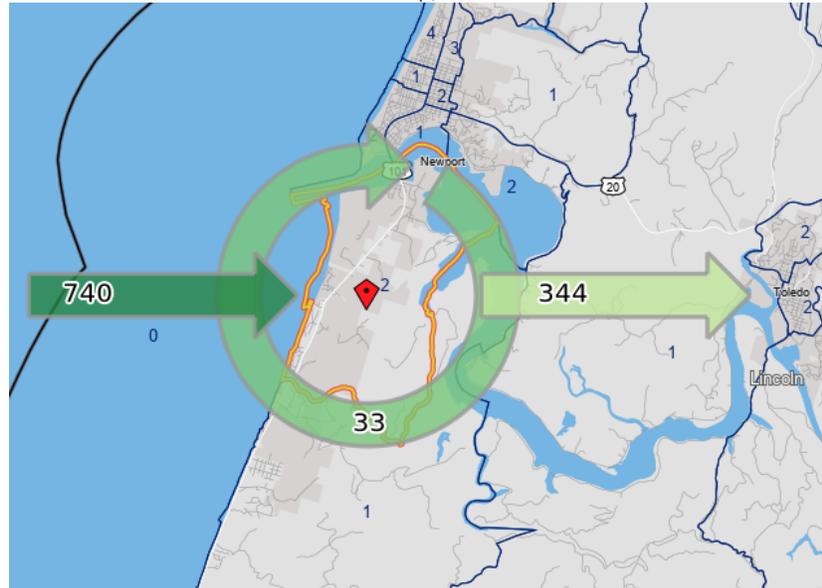
**South Beach imports workers who may benefit from additional services proximate to their workplace.** Most workers commute into South Beach from Newport and beyond. Given the stated expansion plans of several major employers, the number of regular daytime visitors is likely to increase. These workers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

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

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

**Exhibit 5. Commuting Flows, South Beach, 2018**

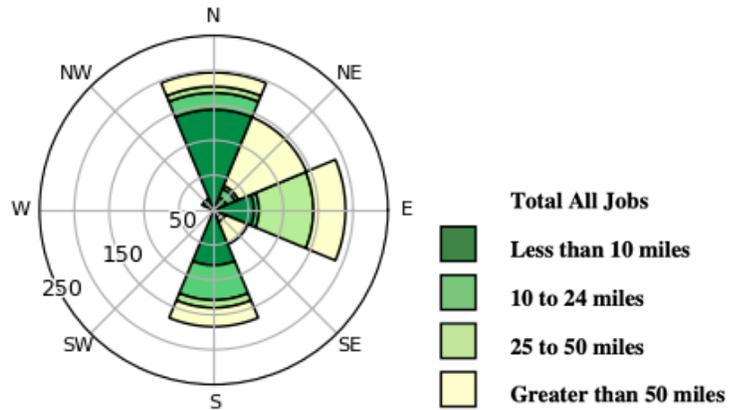
Source: United States Census On the Map, Census Block 9512.002



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

**Exhibit 6. Distance/Direction from Home for South Beach Workers, 2018**

Source: United States Census On the Map, Census Block 9512.002



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

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

**Exhibit 7. Distance from Home for South Beach Workers, 2018**

Source: U.S. Census Bureau, Census On the Map.

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

## Marine Science and Research Employment

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

## Students

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

## Visitors

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

### South Beach State Park

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

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<sup>4</sup> Oregon Coast Community College Fast Facts, 2018. [https://oregoncoast.edu/wp-content/uploads/2018/04/FastFacts\\_040418c.pdf](https://oregoncoast.edu/wp-content/uploads/2018/04/FastFacts_040418c.pdf)

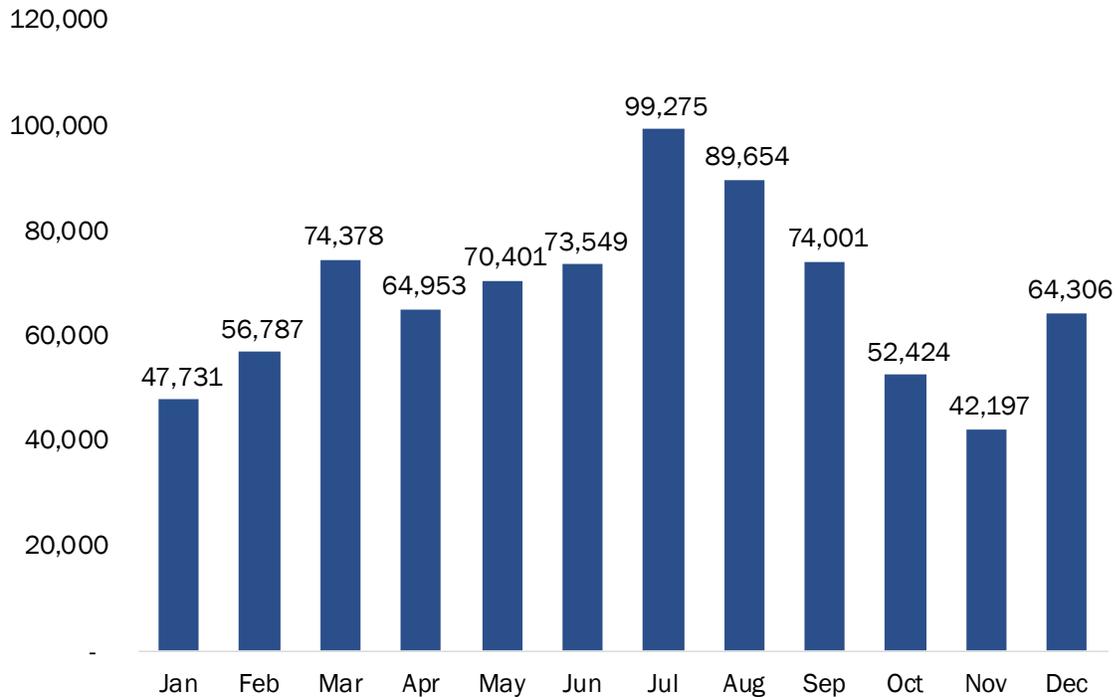
<sup>5</sup> Oregon Secretary of State Blue Book – Hatfield Center for Marine Science. <https://sos.oregon.gov/blue-book/Pages/cultural/science-hatfield.aspx>

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

and accommodates about 1,300 guests per night on weekends in the summer (June through September) and about 850 guests per night on weekdays.<sup>7</sup>

**Exhibit 8. Average Monthly Visits to South Beach State Park, 2016 - 2019<sup>8</sup>**

Source: Oregon Parks and Recreation Department, visitation data



**Port Facilities**

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

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

<sup>8</sup> 2020 data was not included in the analysis due to COVID which caused variation in visitation patterns

<sup>9</sup> <https://www.coastexplorermagazine.com/features/newport-seafood-and-wine-festival-features-oregons-bounty>

## Oregon Coast Aquarium

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

## OMSI’s Camp Gray

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

## Hatfield Marine Science Center

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

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<sup>10</sup> Stakeholders provided the annual visitation numbers. The number of students was retrieved from the Aquarium’s website on 5/10/2021 <https://aquarium.org/about/>

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

### 3. Peninsula and US 101 Investment Area

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

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

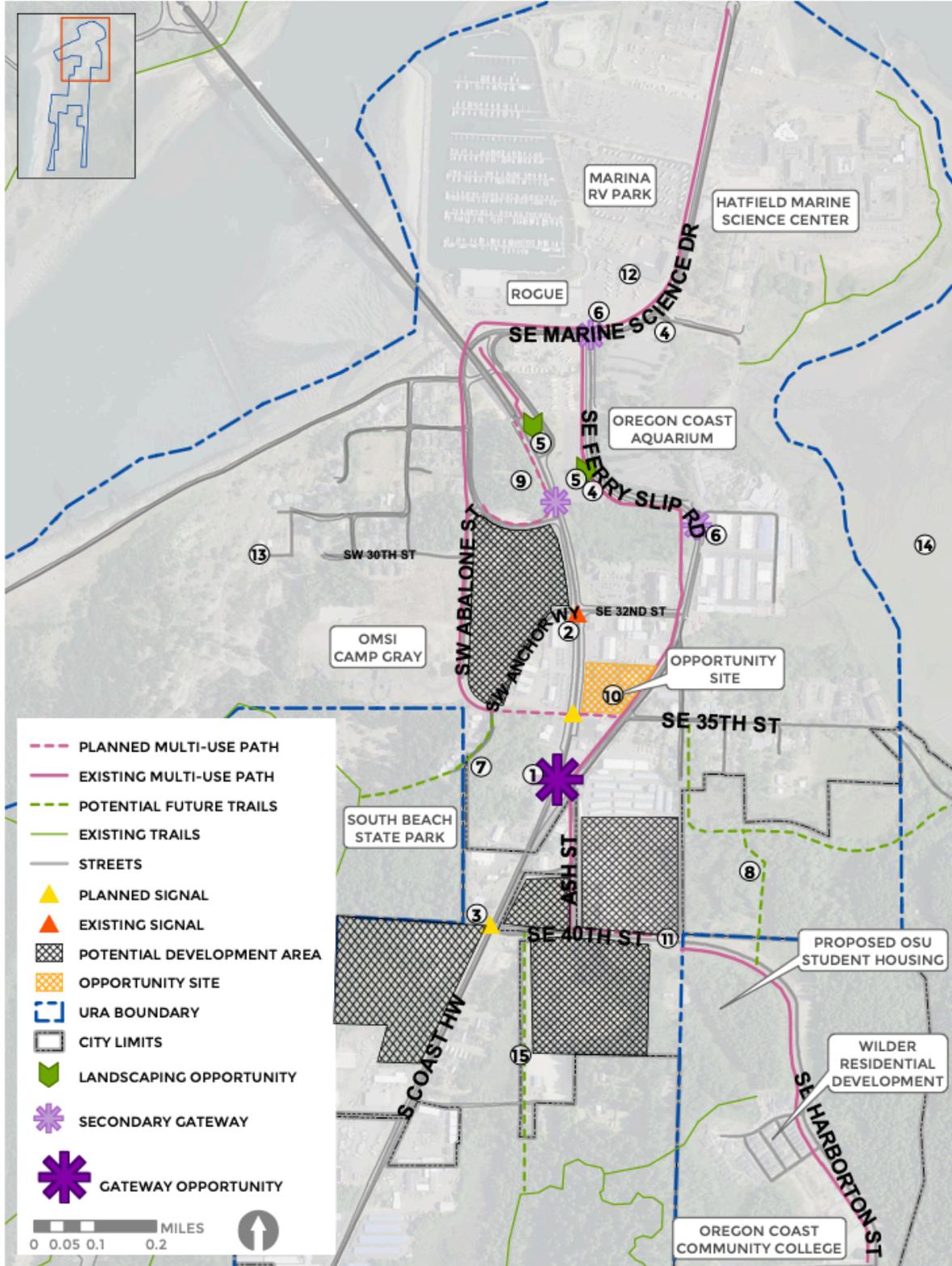
South Beach will continue to grow. Wilder has plans to expand with twenty-six houses being added this year and Camp Gray is also hoping to expand soon. This growth along with the growth of key tourist attractions and employment centers means that there is great opportunity to invest in the area. In each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

#### Summary of Opportunities and Constraints

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

# Exhibit 9. US 101/Peninsula Opportunities and Constraints

Source: SERA Architects, ECONorthwest



## NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



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

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

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

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

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

Key Challenges	Initial List of Potential Agency Investments based on Stakeholder Feedback
Visibility of South Beach destinations from US 101	<ul style="list-style-type: none"> <li>• Consolidate wayfinding signage, which is often confusing, to create a cohesive navigational assistance and South Beach branding.</li> <li>• Catalyze redevelopment of City owned parcels and/or the US 101 Ferry Slip Road closure to create a southern gateway.</li> </ul>
Traffic flow through the Peninsula is not straightforward	<ul style="list-style-type: none"> <li>• Define Ferry Slip Rd. as a primary route through the Peninsula with a multi-use median, landscaping improvements, and additional/improved pedestrian crossings.</li> <li>• Add to and clarify Aquarium wayfinding signage</li> </ul>
Billboards detract from sense of place and dilute the impact of visual gateway elements	<ul style="list-style-type: none"> <li>• Buy out billboards to remove visual clutter.</li> </ul>
Destinations are compelling, but there is little district-level sense of place	<ul style="list-style-type: none"> <li>• Enhance multi-use trails to develop iconic and easily identifiable wayfinding elements that serve as connectors between the different areas/districts within South Beach.</li> <li>• Potential non-Agency actions: public art investments</li> </ul>
Getting around as a pedestrian or cyclist can be challenging, with several unsafe crossings and a patchy path network	<ul style="list-style-type: none"> <li>• Upgrade multi-use trails to improve circulation and safety for bicyclists/pedestrians and provide stronger wayfinding throughout South Beach. Integrating wayfinding signage and public art elements would help make these trails iconic landmarks.</li> <li>• Potential non-Agency actions: public art investments</li> </ul>
Finding parking, especially during events	<ul style="list-style-type: none"> <li>• Potential non-Agency actions: Shared parking strategies, limited paid parking on Peninsula lots</li> </ul>
Limited activities for families/kids beyond the aquarium.	<ul style="list-style-type: none"> <li>• Designate a site for a new soccer field in South Beach. Newport residents have been requesting soccer fields and there are no flat areas in Newport north of the bridge.</li> <li>• Potential non-Agency actions: Promote a family-friendly environment by emphasizing family destinations with a focus on children’s activities.</li> </ul>
Limited options for food/dining, especially during peak periods.	<ul style="list-style-type: none"> <li>• Attract casual dining or grab and go options to South Beach.</li> </ul>

## How can the City emphasize a sense of place?

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

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

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



US 101 northbound approaching the intersection with Ferry Slip Rd.

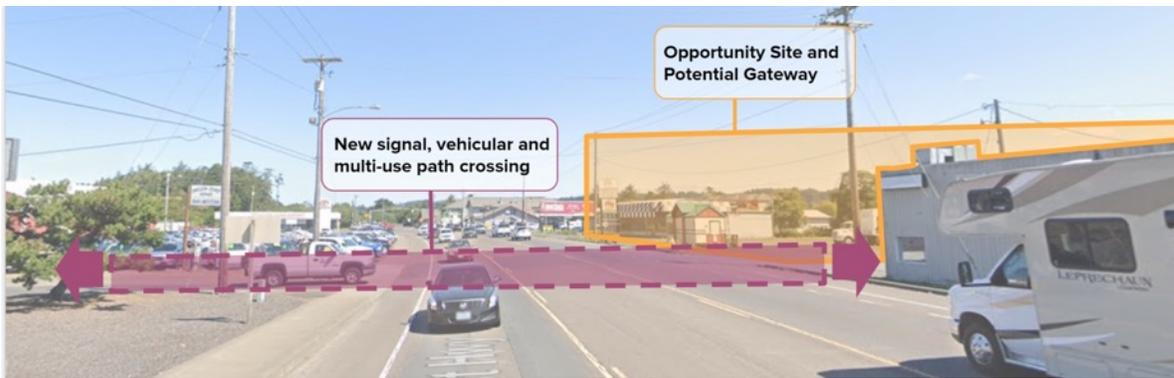


US 101 northbound approaching the intersection of SE 40<sup>th</sup> St., access to Wilder and the OCCC

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

### Opportunity Site at US 101/35<sup>th</sup> St.

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



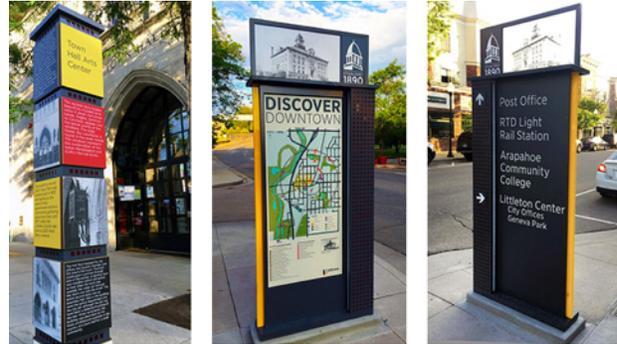
City-owned opportunity site at US 101 and SE 35<sup>th</sup> St. with new signal and street crossing

## Gateways

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



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



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



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



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

## Multi-Use Path Improvements

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



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

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



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



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

## Potential Opportunity: Removing Billboards

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



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



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



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

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

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

### Key Challenges

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

## Potential Development Concepts

### Interviews and available data suggest unmet demand for additional retail.

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

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

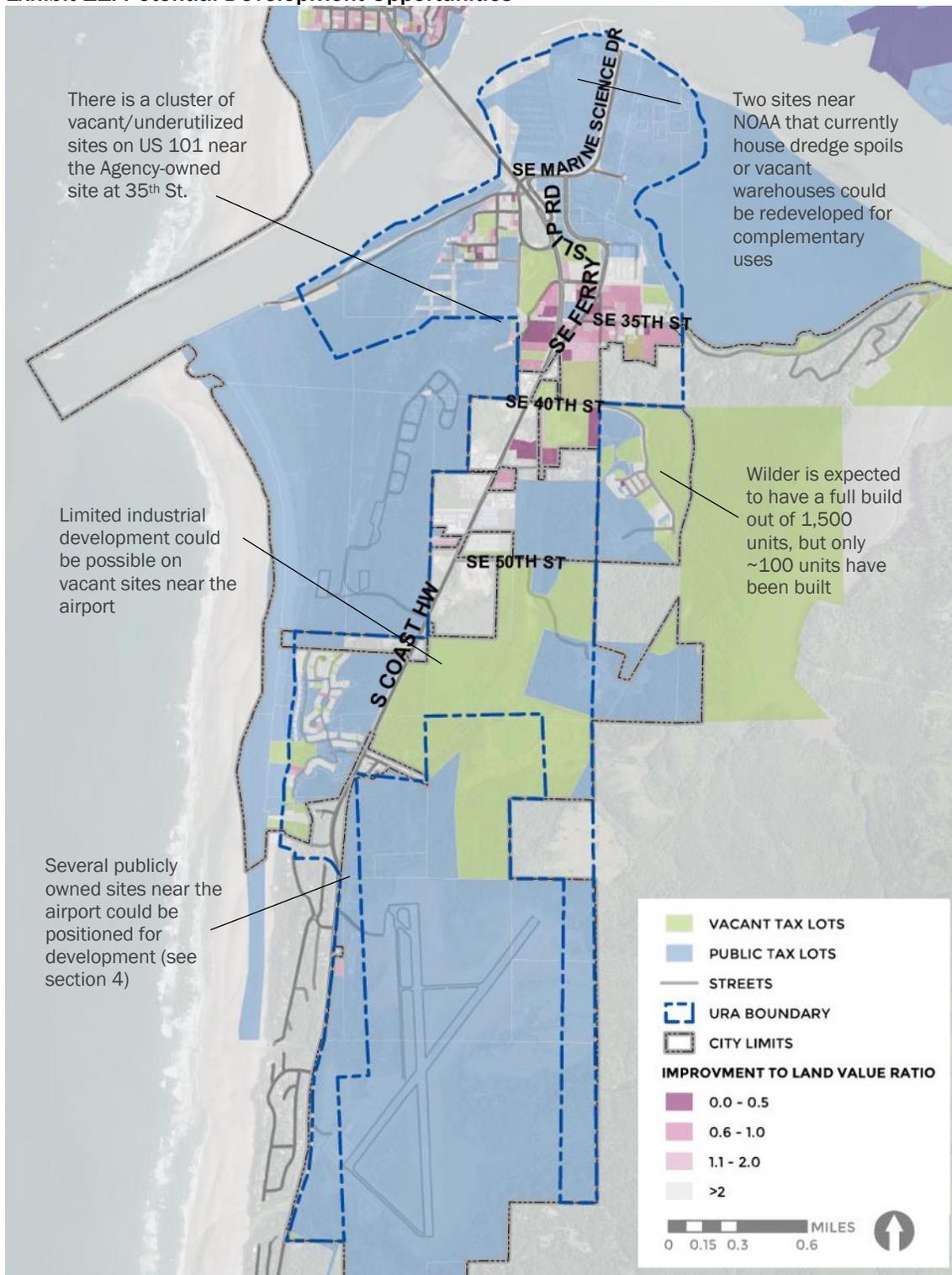
### Where are opportunities for development in South Beach?

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

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

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

### Exhibit 11. Potential Development Opportunities



### NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



## What are the opportunities and constraints for potential development concepts?

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

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

	<b>Demand</b>	<b>Current Supply</b>	<b>Operating Considerations</b>
<b>Grocery Store</b>	<ul style="list-style-type: none"> <li>• Students (limited mobility), residents, demand from the South for something bigger than 7-11 - Green Zebra, Grocery Outlet</li> </ul>	<ul style="list-style-type: none"> <li>• Closest full grocery stores are across the bridge</li> <li>• Currently South Beach Grocery, a mini market, is the only grocery in South Beach</li> </ul>	<ul style="list-style-type: none"> <li>• Challenges with bringing in merchandise due to freight route (winding and slow) and traffic (tourists).</li> <li>• Labor and seasonality</li> <li>• Store isolation - lack of nearby retailers</li> <li>• Limited population growth</li> <li>• Site too small for low grocery margin</li> </ul>
<b>Gas Station</b>	<ul style="list-style-type: none"> <li>• Visitors (including from the RV park), residents</li> </ul>	<ul style="list-style-type: none"> <li>• Closest gas station is across the bridge or in Waldport</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders expressed a need for a gas station in South Beach but raised concerns about having it at this location. This location has an opportunity to be a gateway into South Beach and a gas station may not be the appropriate use.</li> </ul>
<b>General Merchandise</b>	<ul style="list-style-type: none"> <li>• Visitors, residents, boaters from the marina</li> </ul>	<ul style="list-style-type: none"> <li>• No general merchandiser in South Beach; closest is across the bridge</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of anchor that attracts business</li> <li>• Bringing in merchandise - challenges with freight route (winding and slow) and traffic (tourists)</li> <li>• Labor and seasonality</li> </ul>
<b>Restaurants</b>	<ul style="list-style-type: none"> <li>• Focus on grab-and-go for beach/marina visitors and residents</li> </ul>	<ul style="list-style-type: none"> <li>• Most restaurants in South Beach are full service such as Rogue</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of anchor that attracts business labor and seasonality</li> </ul>

## What are key development considerations in the area?

### Natural Hazards

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

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

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

### Zoning

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

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

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

**Exhibit 13. Study Area Zoning Description**

Source: City of Newport Chapter 14 Zoning Ordinance

Development Site	Zone	Zoning Description
Investors 12 Site	Tourist Commercial (C-2)	<ul style="list-style-type: none"> <li>• Meant to provide for tourist needs as well as the entertainment needs of permanent residents</li> </ul>
US 101 and 35 <sup>th</sup> St. Site; Airport Sites	Light Industrial (I-1)	<ul style="list-style-type: none"> <li>• Meant to provide for commercial and industrial uses that can be located near residential or commercial zones</li> </ul>
Industrial Site South of 40 <sup>th</sup> St.	Heavy Industrial (I-3)	<ul style="list-style-type: none"> <li>• Intended to provide industrial uses that involve production and processing activities generating noise, vibration, dust, and fumes</li> </ul>
Adjacent Uses	Retail and Service Commercial (C-1)	<ul style="list-style-type: none"> <li>• Intended to supply personal services and goods to the average person</li> </ul>
	Public Structures (P-1) and Public Parks (P-2)	<ul style="list-style-type: none"> <li>• Intended for public uses. P-1 allows all types of public buildings while P-2 is limited to parks, open space, trails and supporting facilities</li> </ul>
	Medium Density Single-Family Residential (R-2)	<ul style="list-style-type: none"> <li>• Intended to provide for low density, smaller lot size residential development and serve as a transitional area between the low-density residential district and higher density residential districts.</li> </ul>
	Medium Density Multi-Family Residential (R-3)	<ul style="list-style-type: none"> <li>• Intended for medium density multi-family residential development. It is planned for areas that can accommodate the development of apartments.</li> </ul>
	High Density Multi-Family Residential (R-4)	<ul style="list-style-type: none"> <li>• Intended to provide for high density multi-family residential and some limited commercial development.</li> </ul>
Water Dependent (W-1) and Water Related (W-2)	<ul style="list-style-type: none"> <li>• Intended to protect areas of the Yaquina Bay Shorelands for water-dependent, water-related uses</li> </ul>	

**Transportation**

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

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

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

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

## 4. Airport Investment Area

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

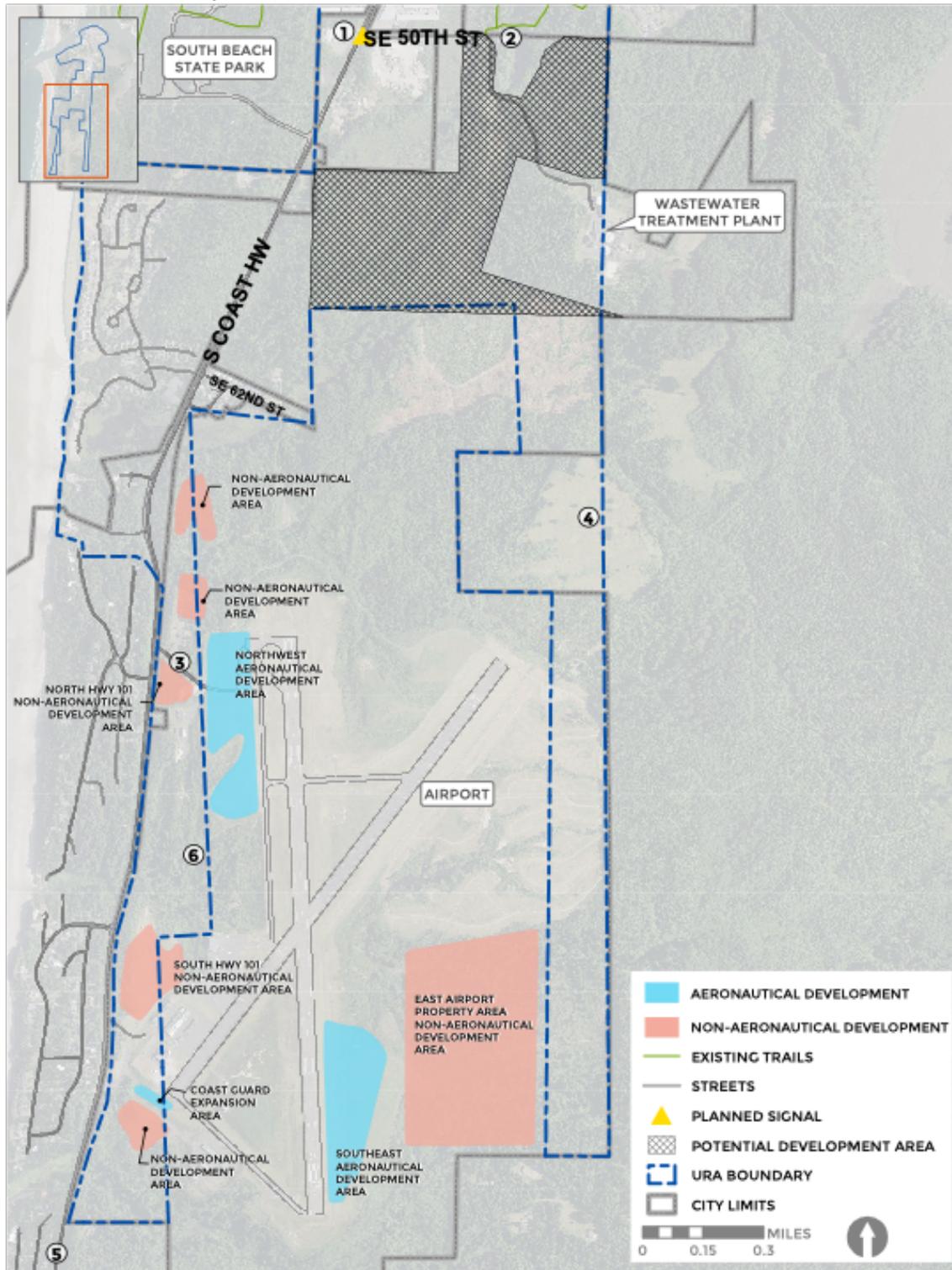
Because it currently requires a subsidy, the City is interested in making the airport more financially self-sustaining by providing opportunities for industrial development. This would help improve current public perception of the airport while generating economic benefits for the area.

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

### Summary of Opportunities and Constraints

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

Exhibit 14. Summary of Opportunities and Constraints



**NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN**



Exhibit 15. Opportunities and Constraints Map Key

- 1 Proposed signal at 50<sup>th</sup>

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

## What are the developable parcels in this area?

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

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

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

## What are the barriers to development?

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

### Key Barriers

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

## What are the possible uses for development at the Airport?

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

### Exhibit 16. Development Concepts Gathered During Engagement

Source: ECONorthwest and community stakeholders

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

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

### Exhibit 17. Airport Site Buildout Assumptions Over the Next 20 Years

Source: City of Newport

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

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

What are the options for these investments?

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

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

### Exhibit 18. Sewer Infrastructure Alternatives and Capital Costs<sup>12</sup>

Source. Murraysmith. Assumes 40% contingency.

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

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

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

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

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

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

**Exhibit 19. Evaluation of Alternatives**

Source: Murraysmith

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

## 5. What Funding Is Available to Support Revitalization?

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### TIF Dollars

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

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

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

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

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<sup>13</sup> Remaining URA Increment – Working Document, 2021.

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

# Known Projects and Costs

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

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

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

# Potential Partnership Funding

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

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

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

- Oregon Parks and Recreation Foundation Fund Grant
- Land and Water Conservation Fund
- Oregon Department of Fish and Wildlife Conservation and Recreation Fund
- **Private or Foundation Support:**
  - Grants (Meyer Memorial Trust, AARP Community Challenge Grant, Collins Foundation, International Mountain Biking Association, PeopleForBikes, PGE Better Together Resilient Communities Grant Program)
  - Advertising/Naming Rights/Sponsorships
  - Crowdfunding

## 6. Conclusion

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### Implications for Public Action and Investment

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

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

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

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

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

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

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

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

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

### Initial Framework for Public Action

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

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

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

## Next Steps

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

In addition, we will be completing the following analyses:

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

# Appendix A-A. Stakeholder Outreach

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

**Exhibit 21. Key Priorities for US 101 and Peninsula Stakeholders**

	Key Transportation Priorities from 2010 TGM Refinement Plan	Key Placemaking and Development Opportunities in 2021
<b>Aquarium</b>	<ul style="list-style-type: none"> <li>• District-wide sidewalks and pathways.</li> <li>• Improved wayfinding and signage.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue multi-use path improvements and connectivity with a particular focus on ADA considerations.</li> <li>• Improved connections from parking to Aquarium.</li> <li>• Visual improvements - entrance to the Peninsula, benches and trash areas, vantage points to estuary.</li> <li>• Improved wayfinding, signage, and branding.</li> <li>• Family friendly environment.</li> <li>• Support grocery and restaurants in South Beach.</li> <li>• Support family friendly uses/destinations in South Beach.</li> <li>• EV charging stations.</li> </ul>
<b>Hatfield Center</b>	<ul style="list-style-type: none"> <li>• Improved bike and pedestrian connections to and throughout the Peninsula.</li> </ul>	<ul style="list-style-type: none"> <li>• Support grocery and restaurants in South Beach.</li> <li>• Improved multimodal connections throughout the Peninsula (including safety considerations like lighting).</li> <li>• Improved wayfinding, signage, and branding.</li> </ul>
<b>Rogue</b>	<ul style="list-style-type: none"> <li>• Maintain the efficiency of their operations.</li> <li>• Traffic-related safety on the Peninsula, particularly truck and pedestrian interactions near the tourist boat dock.</li> </ul>	<ul style="list-style-type: none"> <li>• Improved wayfinding and signage.</li> <li>• Expansion of Rogue.</li> <li>• Improved parking.</li> </ul>
<b>Port of Newport</b>	<ul style="list-style-type: none"> <li>• Ensure a parking supply that can meet the needs of its users.</li> <li>• Improve bike and pedestrian circulation on the Peninsula, to allow for tourists/RV owners to get around without a car.</li> <li>• Water taxi to provide a connection between the Peninsula and destinations across the bay.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure a parking supply that can meet the need of its users.</li> <li>• Events.</li> <li>• Support grocery and gas station.</li> <li>• Small areas for development.</li> <li>• Improved parking signage.</li> </ul>

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

	Key Transportation Priorities from 2010 TGM Refinement Plan	Key Placemaking and Development Opportunities in 2021
<b>South Beach State Park</b>	<ul style="list-style-type: none"> <li>• Improve bicycle/pedestrian connectivity between the State Park and destinations on the Peninsula.</li> <li>• Improve wayfinding signage.</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
<b>Public Arts Committee</b>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>	<ul style="list-style-type: none"> <li>• Billboard removal is a high priority.</li> <li>• More continuity in development.</li> <li>• Create a unique identity for South Beach.</li> <li>• Cohesive arts program tied into the landscape and existing assets in the area.</li> </ul>
<b>OMSI Camp Gray</b>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>	<ul style="list-style-type: none"> <li>• Support grocery and gas station.</li> <li>• Consider tsunami hazards when planning; consider adding additional capacity for evacuation and improving the resiliency of the Yaquina Bay Bridge.</li> <li>• Improved sidewalk connectivity to the beach and accessibility for people with a focus on ADA considerations.</li> </ul>

## Appendix A-B. Retail Analysis

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

### Retail Gaps

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

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

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

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

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

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

Source. ESRI Business Analyst Retail Marketplace Profile Report.<sup>17</sup>

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

## Consumer Preferences

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

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

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

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

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

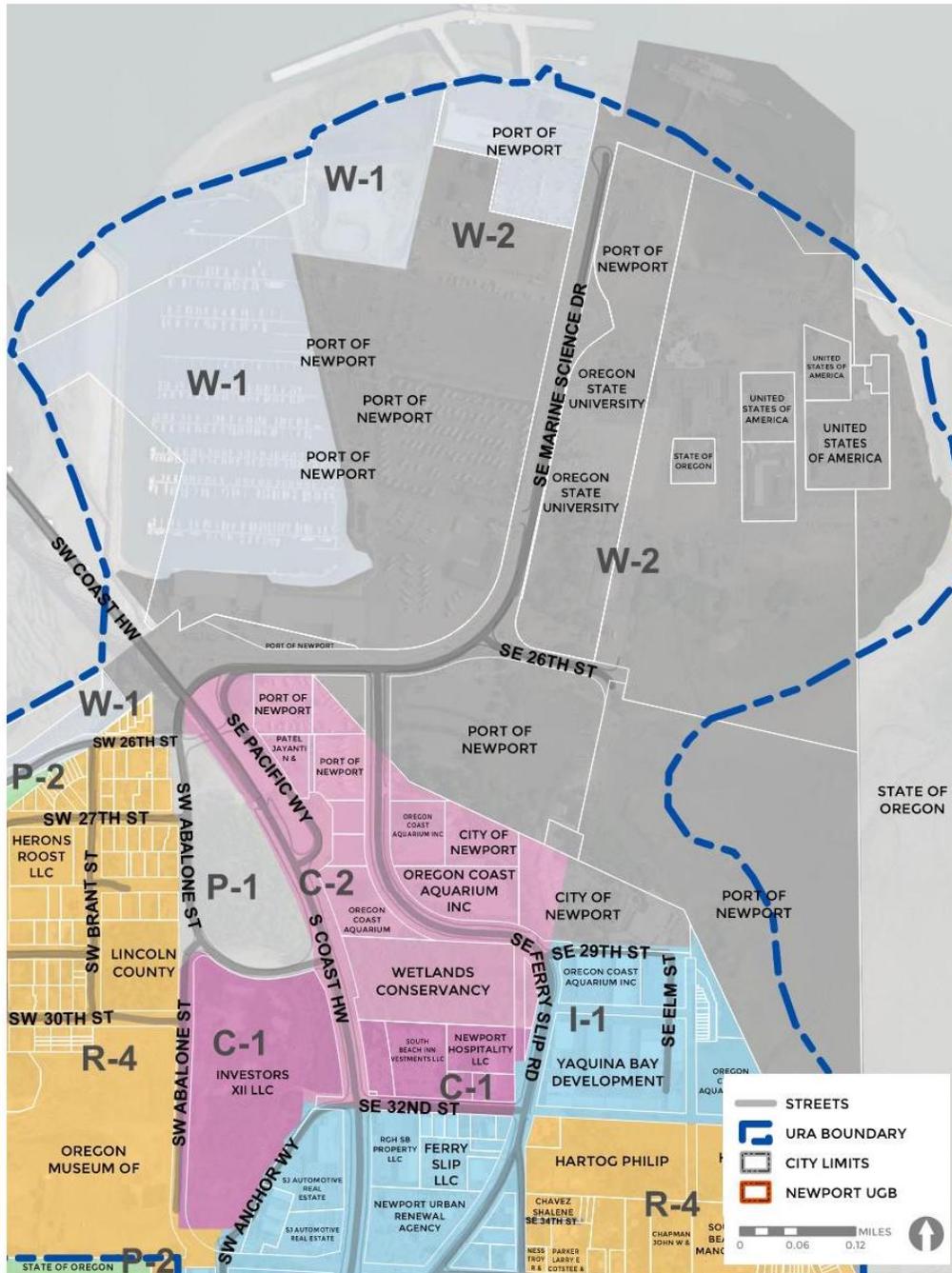
Source. ESRI Business Analyst Retail Market Potential Report

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

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

## Exhibit 22. Zoning in South Beach - Peninsula

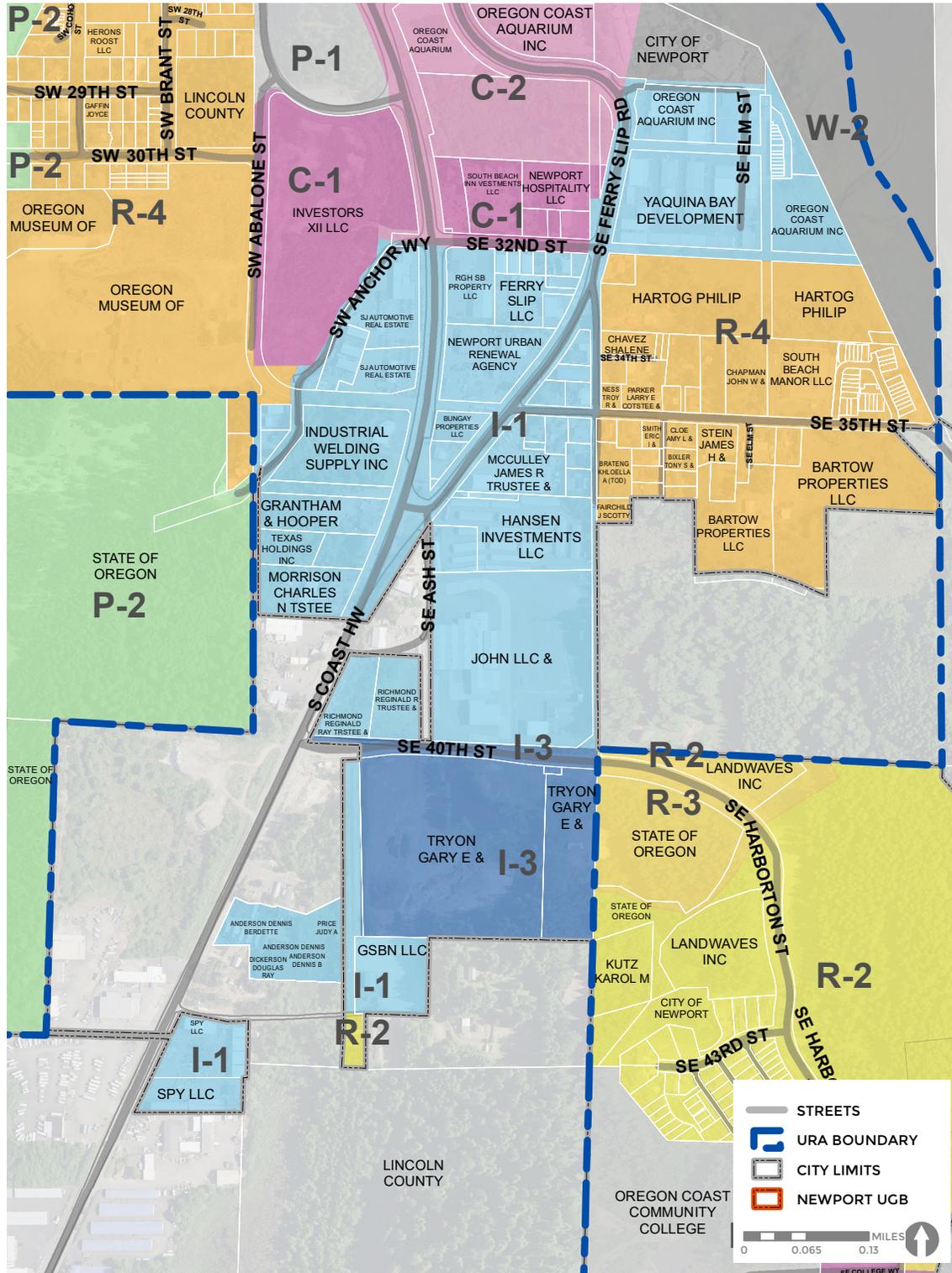
Source: City of Newport.



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



**Exhibit 23. Zoning in South Beach—US 101**  
City of Newport.



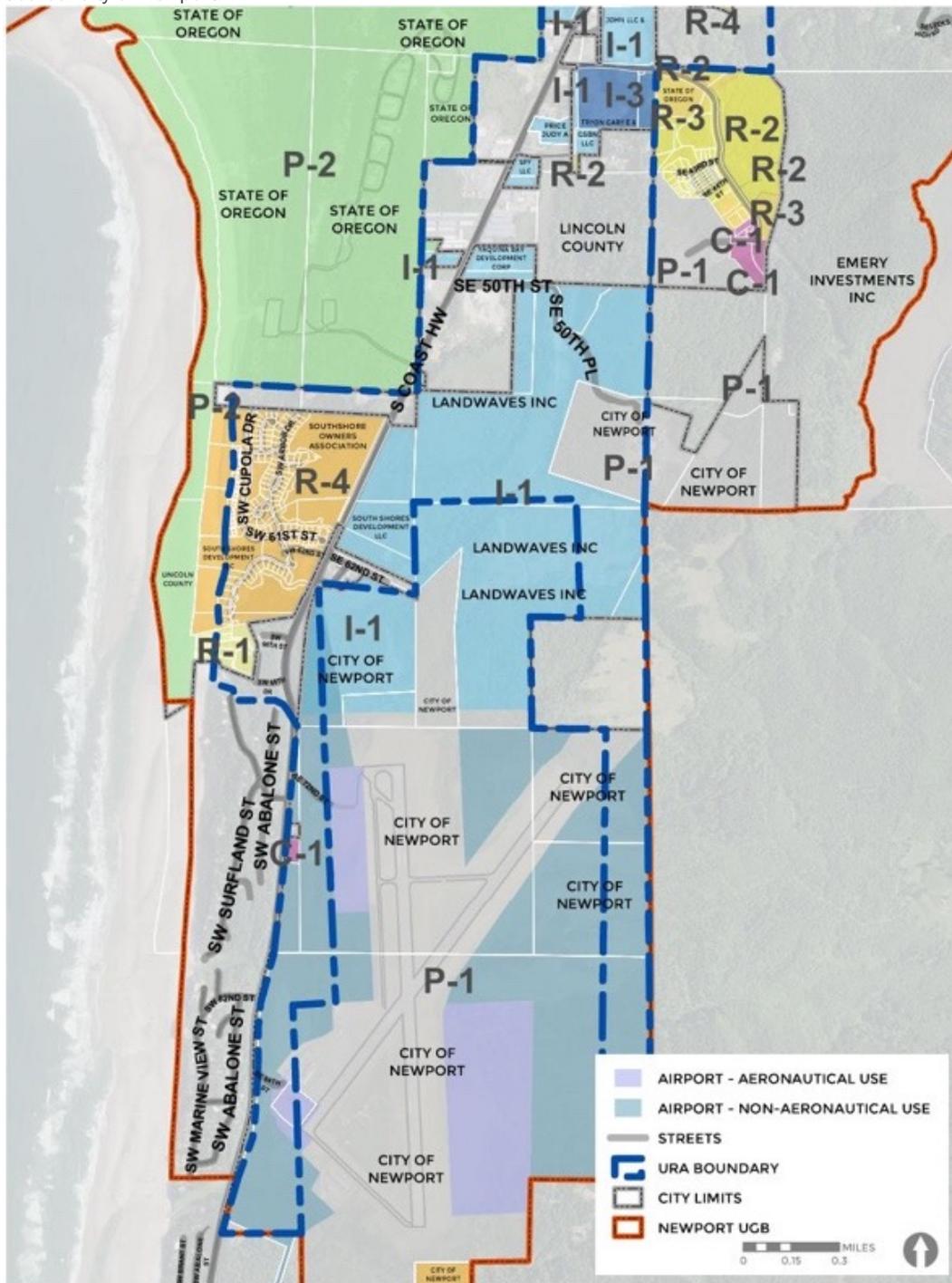
**NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN**



Source:

### Exhibit 24. Zoning in South Beach—Airport Investment Zone

Source: City of Newport.

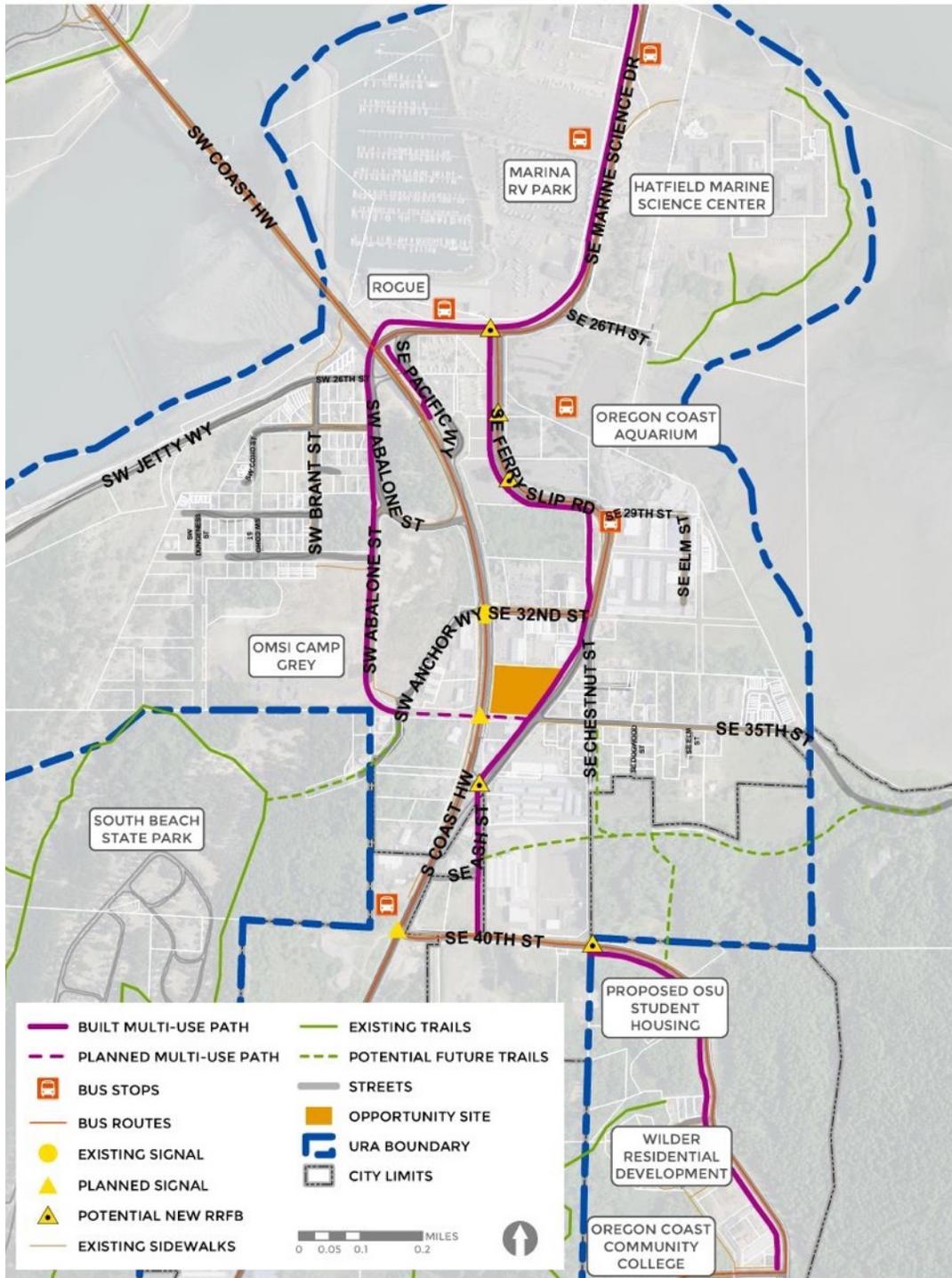


**NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN**



### Exhibit 25. Transportation Network in South Beach

Source: City of Newport.

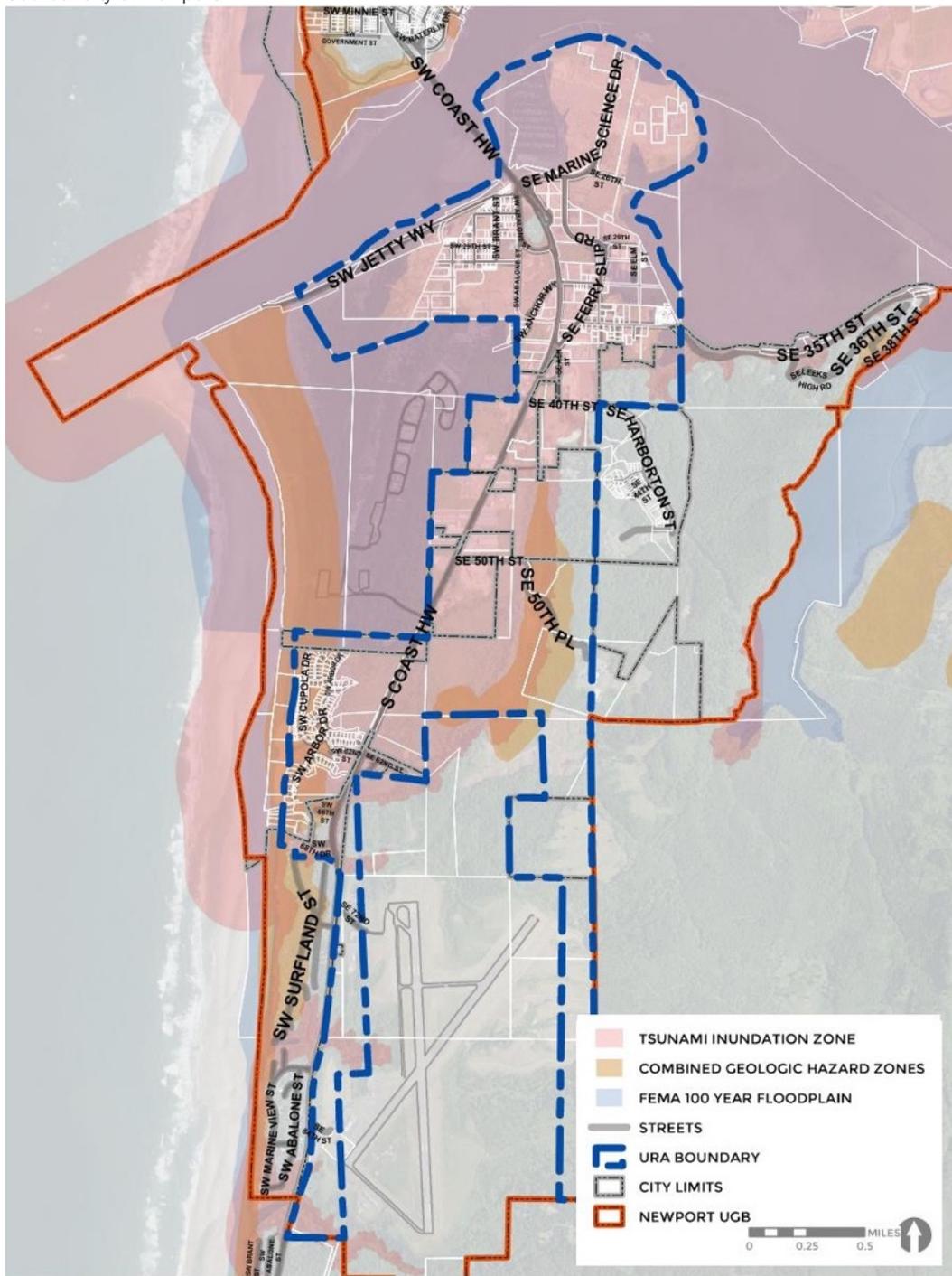


**NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN**



### Exhibit 26. Natural Hazards in South Beach

Source: City of Newport.



**NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN**



# Appendix A-D. Sewer Connection Alternatives

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## DRAFT Technical Memorandum

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

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## Introduction

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

## Purpose

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

## Analysis of Alternatives

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

### *Timeline*

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

### *Regulatory Hurdles*

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

### *Expandability (Growth)*

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

### *Ease of Operation and Maintenance*

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

### *Private Property Impacts (Easements)*

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

### *Expand Airport Septic System*

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

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

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

The primary components of this alternative are:

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

Estimated capital cost: \$594,000

### *Advantages*

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

### *Disadvantages*

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

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

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

The primary components of this alternative are:

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

Estimated capital cost: \$5,091,000

### *Advantages*

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

### *Disadvantages*

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

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

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

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

The primary components of this alternative are:

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

Estimated capital cost: \$1,297,000

### *Advantages*

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

### *Disadvantages*

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

## *Onsite Treatment*

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

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

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

Estimated Capital Cost: \$1,960,000

### *Advantages*

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

### *Disadvantages*

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

## Summary

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

**Table 1: Capital Costs Summary**

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

Notes:

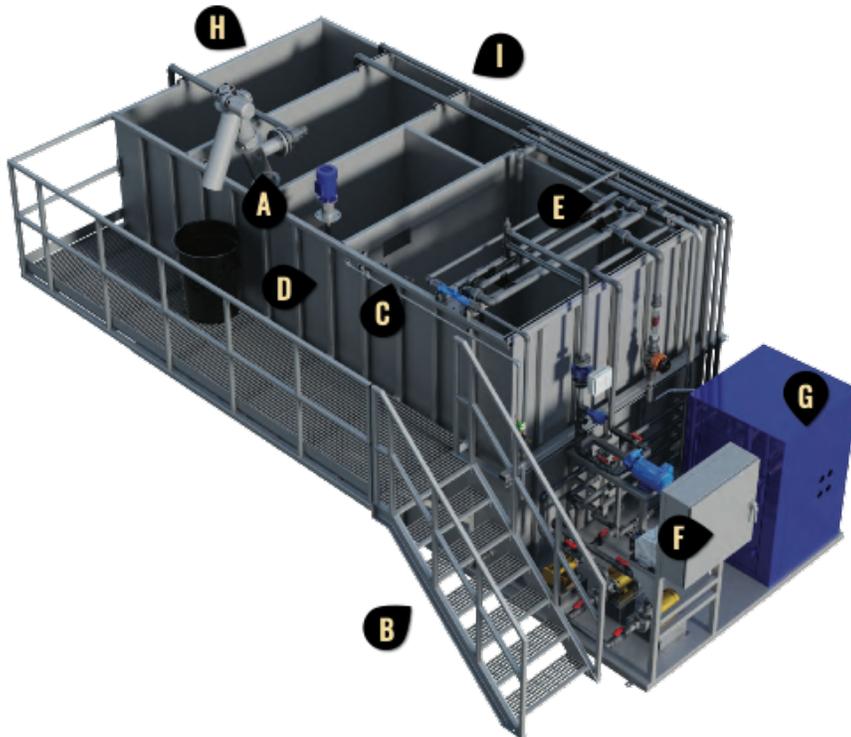
1. Cost includes material costs and installation, mobilization (12%), general conditions (8%) contractor O&P (12%), contingency (40%), and ELA (Engineering, Legal, and Administration) (25%)
2. Estimate is for planning purposes only; AACEI Class 5 estimate ranges from -30% to +50%

Table 2: Non-Monetary Evaluation of Alternatives

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

# Appendix A-E. Package Pump Station

## MEMPAC™ - E



- A:** Integrated screening
- B:** Aluminum stairs and platform (optional full catwalk and stairs shown)
- C:** All sensory equipment is mounted on the Cloacina Slide Rail™ System and is accessible from the inspection platform
- D:** Corrosion-resistant 304 stainless steel tankage and components come standard
- E:** Membrane filtration equipment is factory-installed and wet tested for a minimum of 24 hours prior to shipping
- F:** Electrical panel and controls system are factory-installed and tested
- G:** Optional semi-sound attenuated blowers
- H:** Integrated aerated sludge storage chamber
- I:** Biological Nutrient Removal (BNR)

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

### STAINLESS STEEL MEMBRANE BIOREACTOR WITH ECONOMIZED EQUIPMENT SELECTIONS

CLOACINA.COM | INFO@CLOACINA.COM | 888.483.8469

# PRODUCT DESCRIPTION



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



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

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

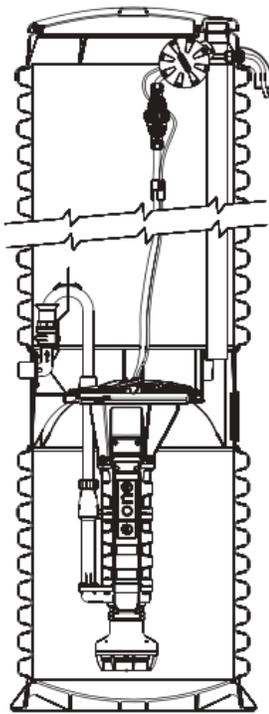
TYPICAL APPLICATIONS			
Remote domestic waste from mobile home parks, resorts, schools, campgrounds, commercial developments, truck stops and rest areas			

CLOACINA.COM | INFO@CLOACINA.COM | 888.483.8469

# Appendix A-F. Package Plant



## DH071/DR071



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

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

NA0050P01 Rev A

### General Features

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

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

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

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

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

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

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

trouble-free operation.

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

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

### Operational Information

#### Motor

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

#### Inlet Connections

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

#### Discharge Connections

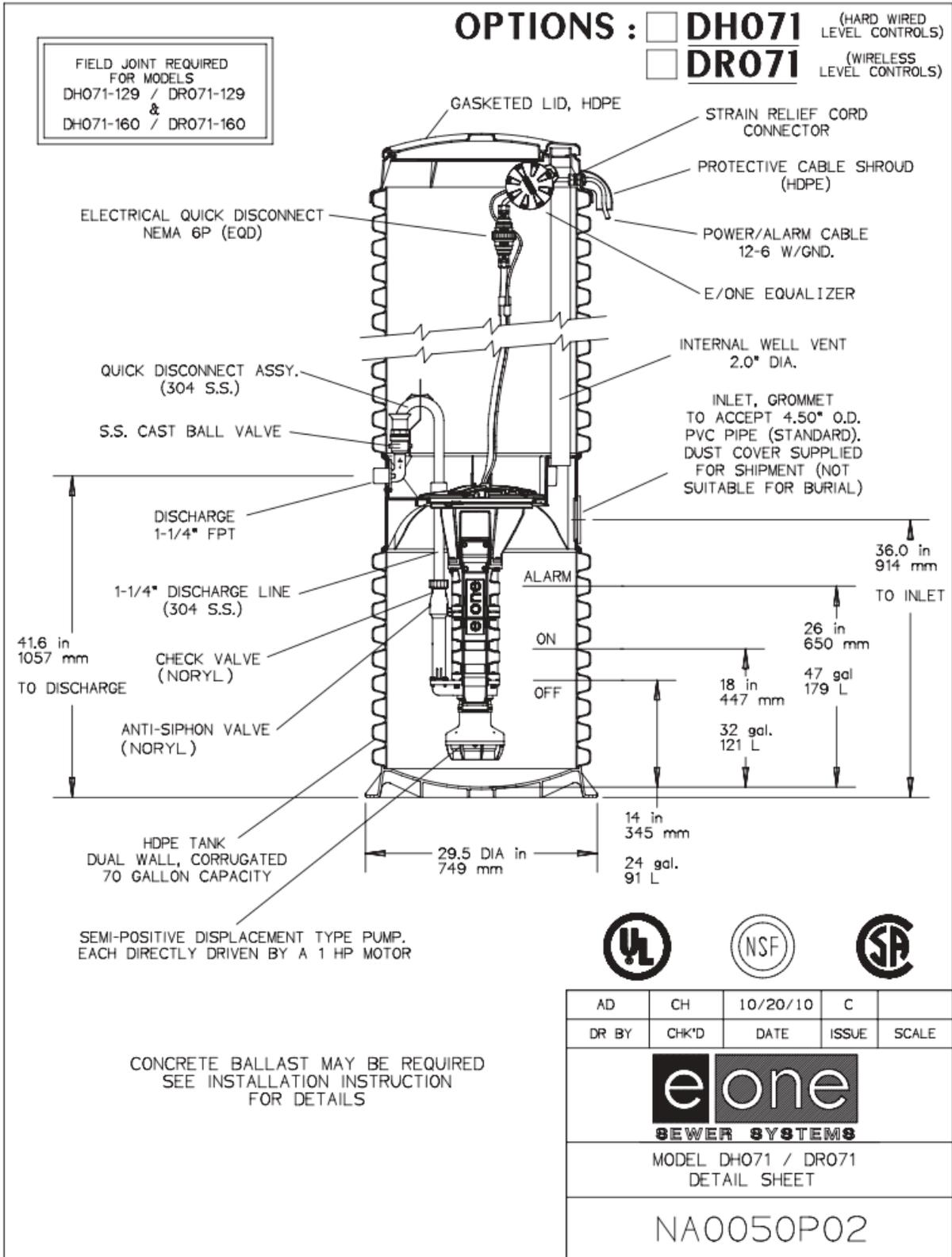
Pump discharge terminates in 1.25-inch NPT female thread. Can easily be adapted to 1.25-inch PVC pipe or any other material required by local codes.

#### Discharge\*

15 gpm at 0 psig (.75 lps at 0 m TDH)  
11 gpm at 40 psig (.63 lps at 20 m TDH)  
7.8 gpm at 80 psig (.47 lps at 42 m TDH)

### Overload Capacity

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



## Appendix B. Project Evaluation Process

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

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

### Part 1: Project Prioritization Framework

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

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

#### Who?

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

#### Where?

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

## **When?**

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

## **How Much?**

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

## Which projects?

Over the summer of 2021, ECONorthwest documented a list of project concepts that emerged through stakeholder conversations. Exhibit 1 provides an overview of the 10 projects evaluated.

**Exhibit 1. Project Summary Matrix**

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

## Why/How?

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

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

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

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

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

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

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

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

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

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

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<sup>1</sup> Substantial Amendment 13 to the South Beach Urban Renewal Plan (2018), page 18

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## Summary of Evaluation

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

Overall, the projects that ranked highest were:

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

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

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

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

**Exhibit 5. Evaluation Matrix Summary**

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

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

## Appendix C. Survey #1 Summary of Results

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

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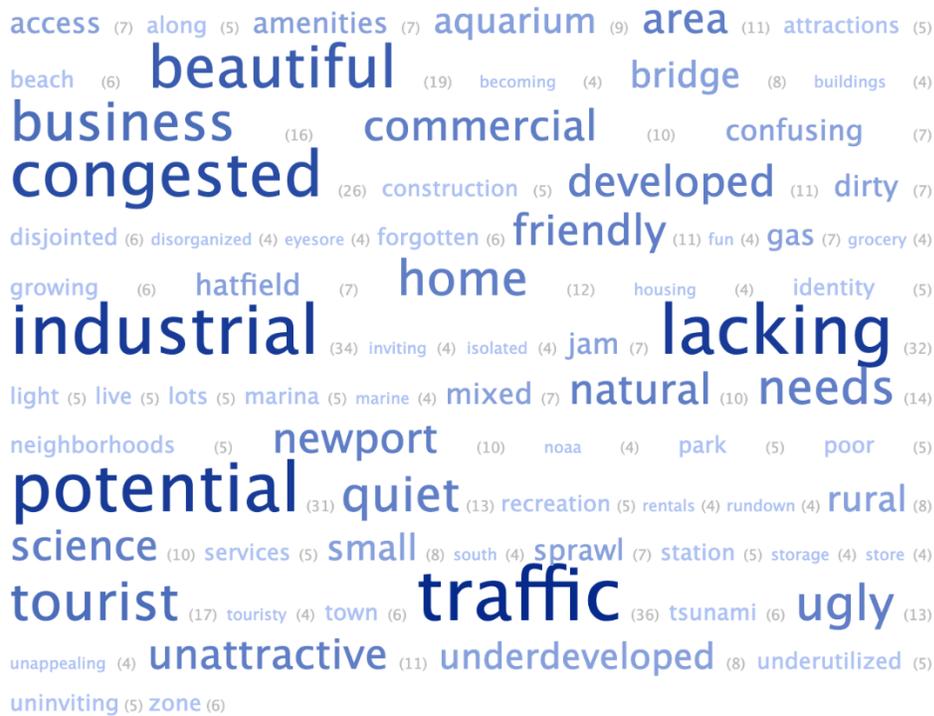
The Newport Urban Renewal Agency (Agency) has embarked upon a refinement plan process to determine how remaining investments should be prioritized before the South Beach Urban Renewal District closes to new projects in 2025. To inform the investment priorities and list of projects for the Agency to consider,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

### Key Takeaways

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

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

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



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

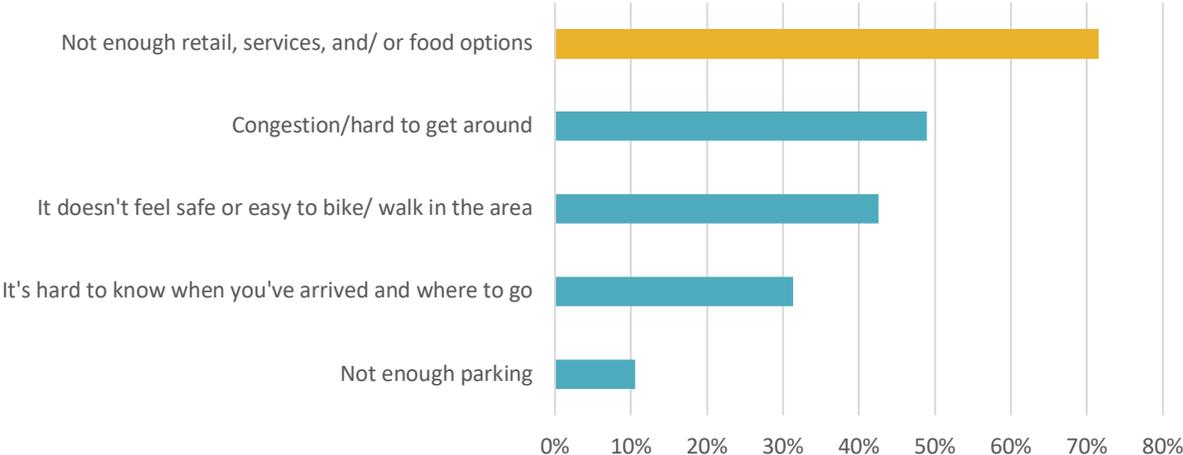
The words that respondents want people to use to describe South Beach *in the future* tend to be positive. The most common words provided by respondents are: beautiful which was submitted 41 times, friendly which was submitted 41 times, fun which was submitted 30 times, and attractive which was submitted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



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

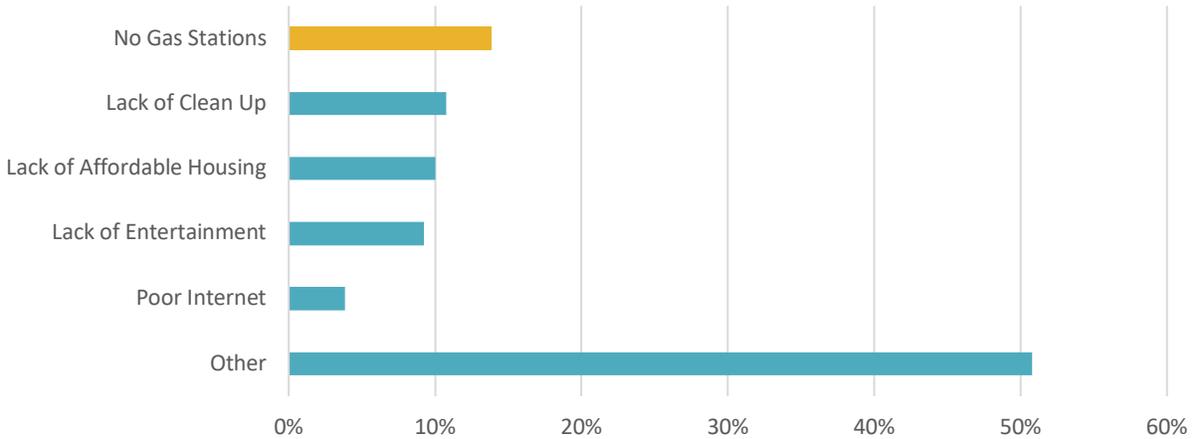
By far, the most common challenge cited by respondents (71% of respondents) was that there is not enough retail, services, and/or food options. About half (49%) of respondents stated that South Beach is congested, and it is hard to get around, while 43% of respondents stated that it does not feel safe or easy to bike or walk in the area. 31% of respondents stated that it’s hard to know when you have arrived at South Beach, and 11% of respondents stated that there is not enough parking.

South Beach's Problems Percieved by Respondents



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

### Most Common Answers for Other



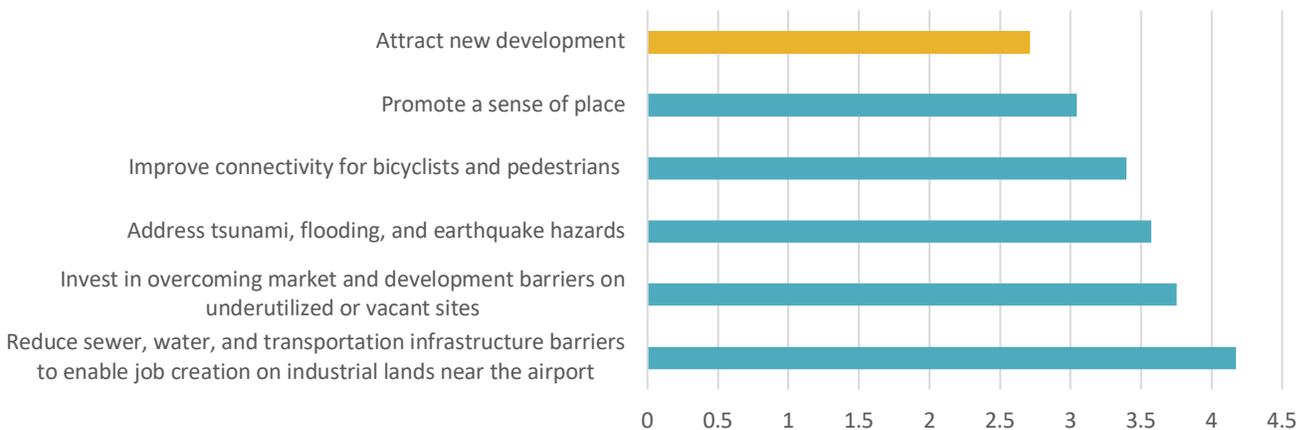
ECONorthwest also separated respondents into subgroups based on their relationship to South Beach. We found that South Beach residents, South Beach workers, Newport residents, and those who reside outside of Newport all agree that South Beach’s biggest problem is: **not having enough retail, services,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

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

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

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

Average Respondents Answer Ranked By Importance

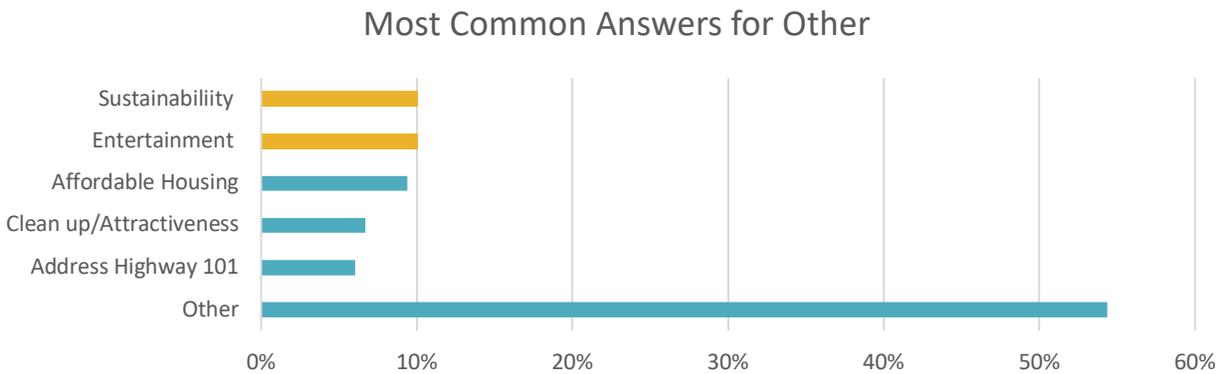


Additionally, ECONorthwest found that all subgroups agree that attracting new development should be South Beach’s highest priority.

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

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

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

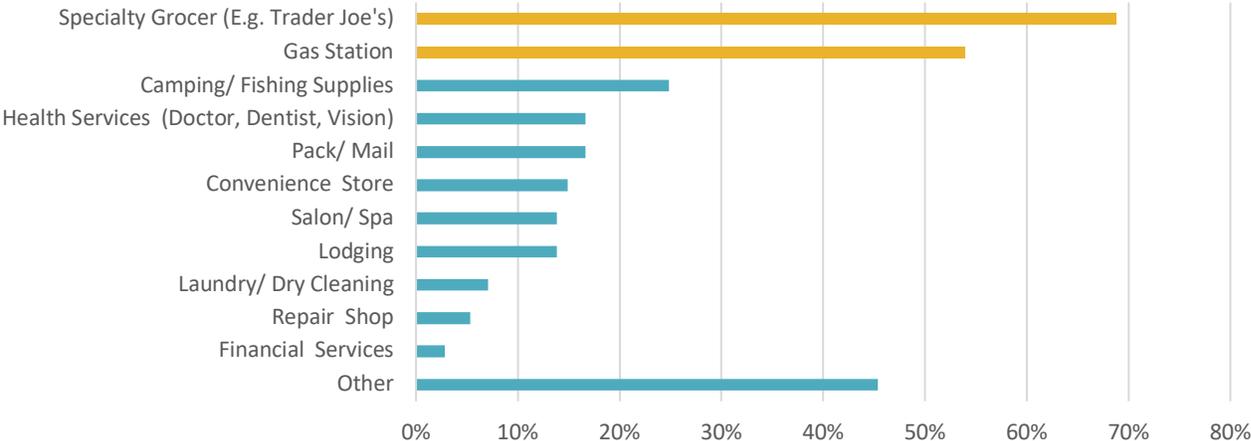


When looking at the comments for each subgroup, ECONorthwest found that South Beach residents want to prioritize protecting natural areas and congestion/traffic, South Beach workers want to prioritize congestion, and Newport residents want to prioritize entertainment and affordable housing.

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

Out of the options, the most common answers were **Specialty Grocer** and **Gas Station**. 212 out of 312 (68%) respondents chose Specialty Grocer as one of their three options while 167 out of 312 (54%) respondents chose Gas Station as one of their three options.

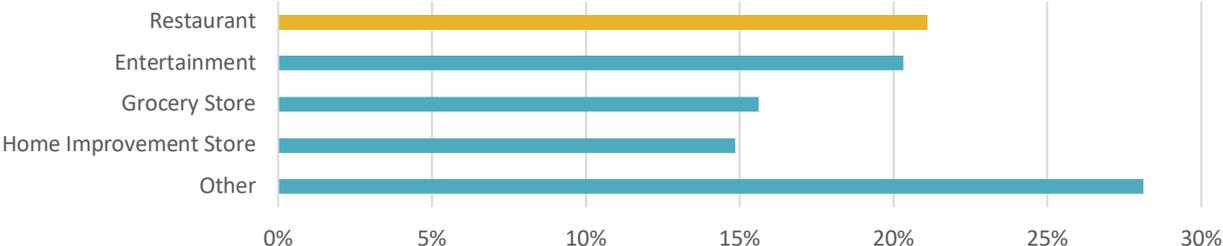
Retail Services Respondents Want



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

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

Most Common Answers for Other

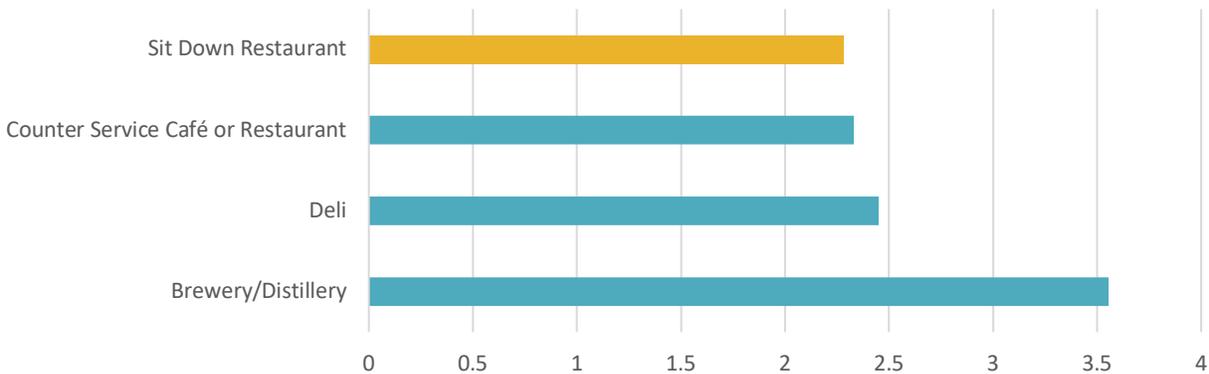


## Question 7: Please rank the types of restaurants you would most like to see in South Beach

Like Question 4, ECONorthwest found each option's average rank among all respondents by totaling respondent's rankings for each option and dividing the total by the number of respondents. The lower the average, the higher the desire. From this, ECONorthwest found that the highest priorities were:

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

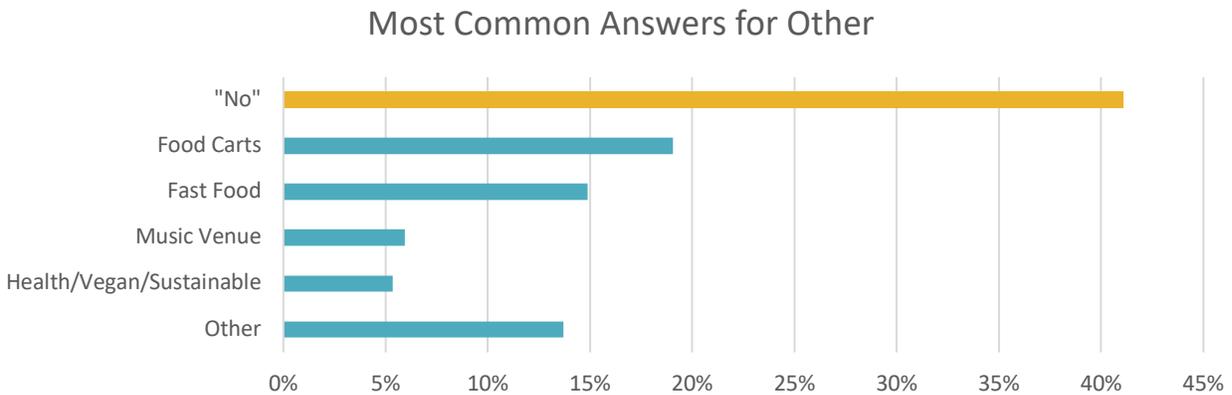
Average Respondent's Answer Ranked by Importance



ECONorthwest found that South Beach residents want a Sit-Down Restaurant while South Beach workers, Newport residents, and those who reside outside of Newport all want a Counter Service Café or Restaurant.

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

41% of the respondents stated, “No”, meaning that the restaurant types offered in Question 7 were sufficient. The next two common answers were ‘Food Carts’ where 19% of respondents expressed interest and ‘Fast Food’ where 15% of respondents expressed interest. Additionally, 6% of respondents expressed interested in a Music Venue and 5% of respondents expressed interest in a Healthy/Vegan/Sustainable restaurant.

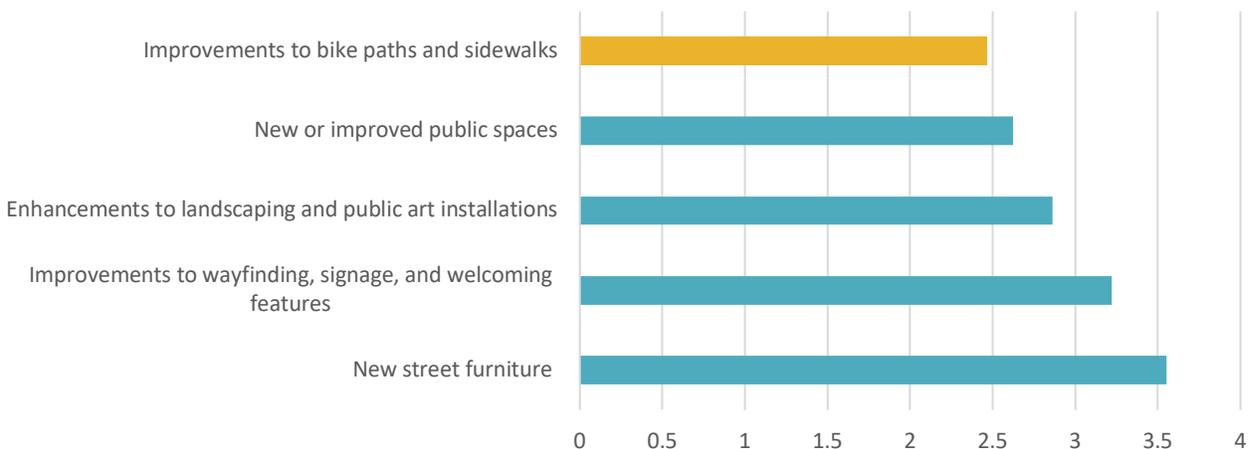


After looking at the comments, ECONorthwest found that the majority of South Beach residents believe that the options offered in Question 7 were sufficient, South Beach workers want a coffee shop, and Newport residents want a food cart pod.

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

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

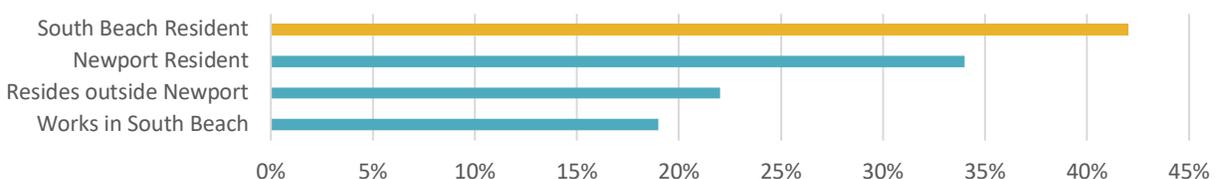
Average Respondent's Answer Ranked by Importance



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

The options include: **I work in South Beach; I live in South Beach; I live in Newport; and I live outside of Newport.** Out of the 312 responses, 42% said they lived in South Beach, 34% said they lived in Newport, 22% said they lived outside of Newport, and 19% said they worked in South Beach (respondents could choose more than one option).

Survey Respondent's Relationship to South Beach



## Appendix D. Survey #2 Summary of Results

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

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

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

### Key Takeaways

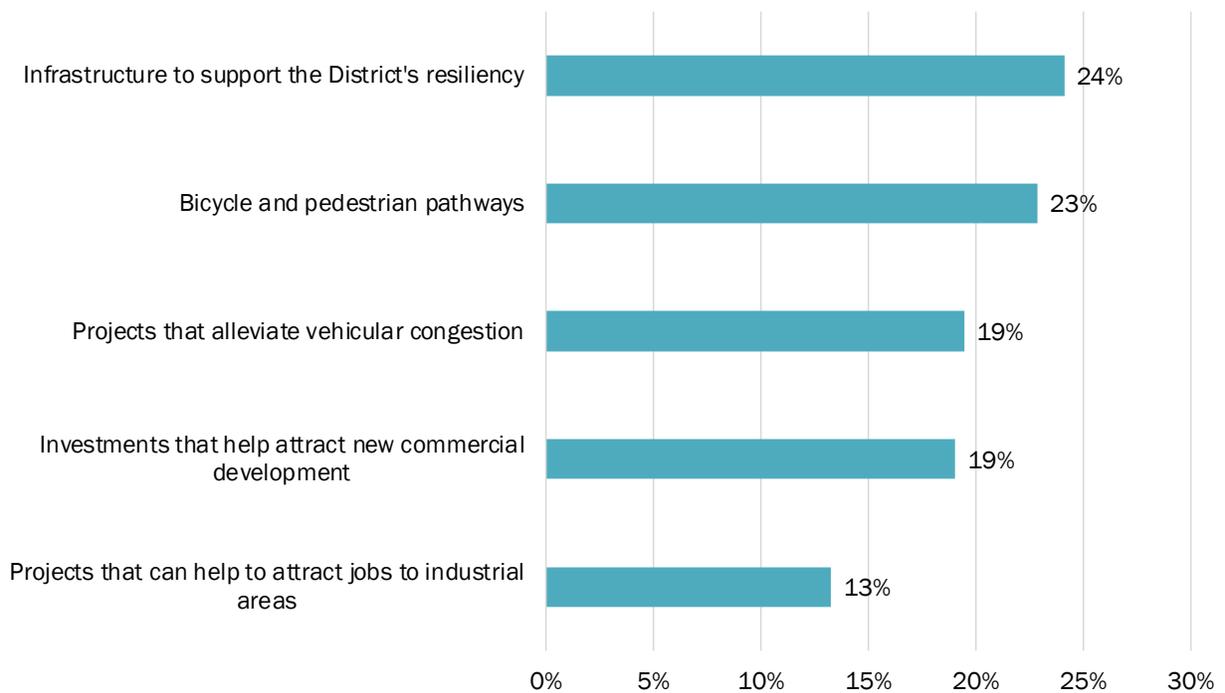
- Respondents generally preferred that the Agency spend the highest percentage of urban renewal funding on infrastructure to support the district's resiliency as well as bicycle and pedestrian paths. Projects that attract jobs to industrial areas were least important to survey respondents.
- A small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

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

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

### Exhibit 1. Preferences for Disbursement of Urban Renewal Funding Categories

Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



#### Group Differences:

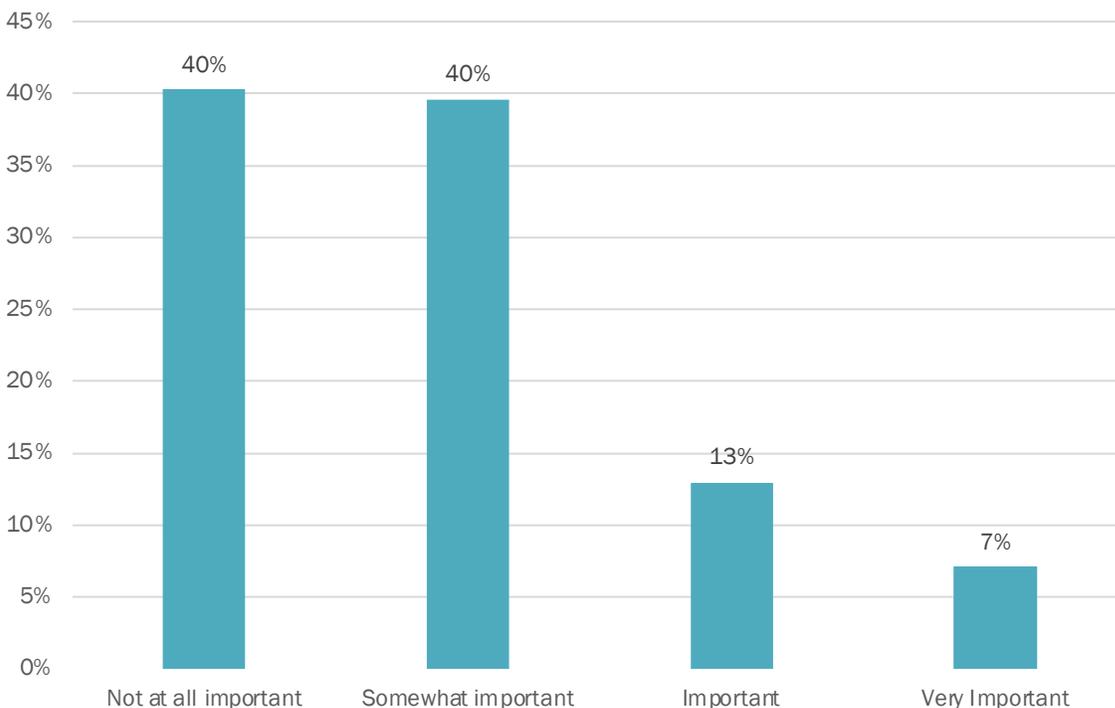
- Those who worked in South Beach tended to value bicycle and pedestrian paths the most, suggesting funding allocations 5% higher than overall respondents.
- South Beach residents rated resiliency infrastructure the highest, giving that category 26% of funds on average.
- Non-residents of South Beach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

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

Funding projects that enable new development and job creation at the Airport was not a priority of survey respondents. Forty percent of respondents indicated that it was not important and another 40% indicated that it was somewhat important. Only 7% of respondents identified it as very important.

### Exhibit 2. Preferences for Prioritization of Industrial Sites at the Airport

Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



#### Group Differences:

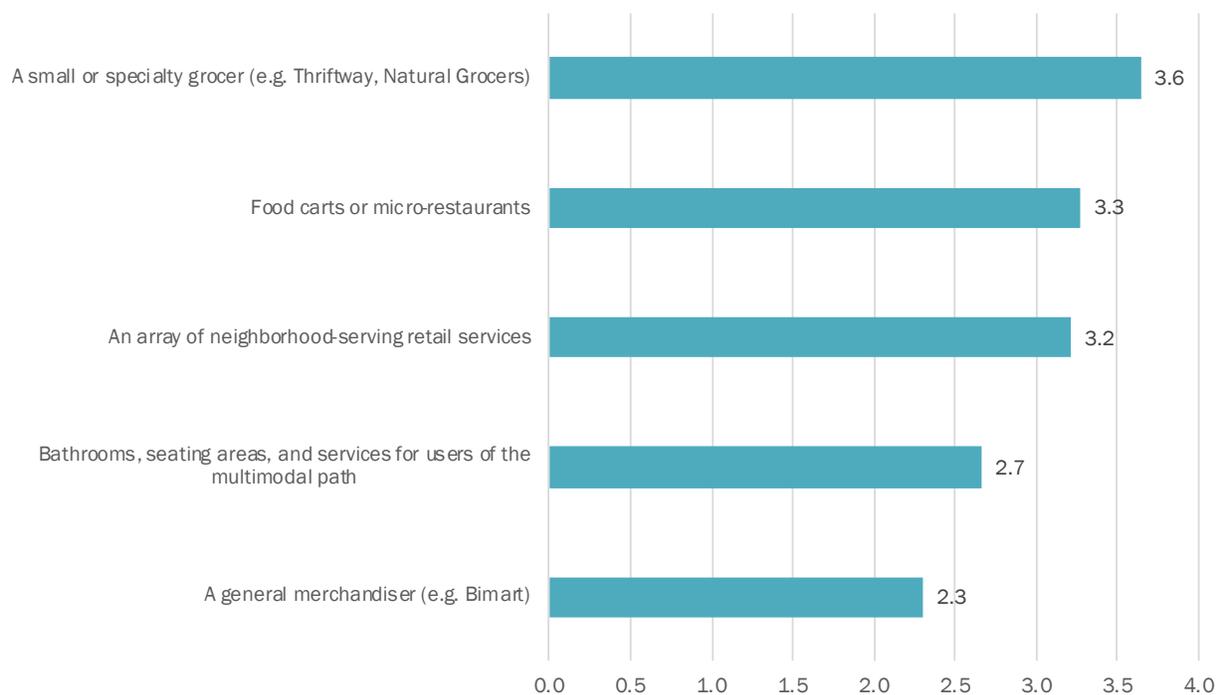
- South Beach residents and workers were more likely to indicate that funding these projects was not at all important (50%) compared to only 26% of those who do not live or work in South Beach.
- No more than 10% of any group rated these projects very important.

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

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

#### Exhibit 3. Preference for Preliminary Concepts to Attract Commercial Development on Agency-Owned site at 35<sup>th</sup> Street

Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



#### Group Differences:

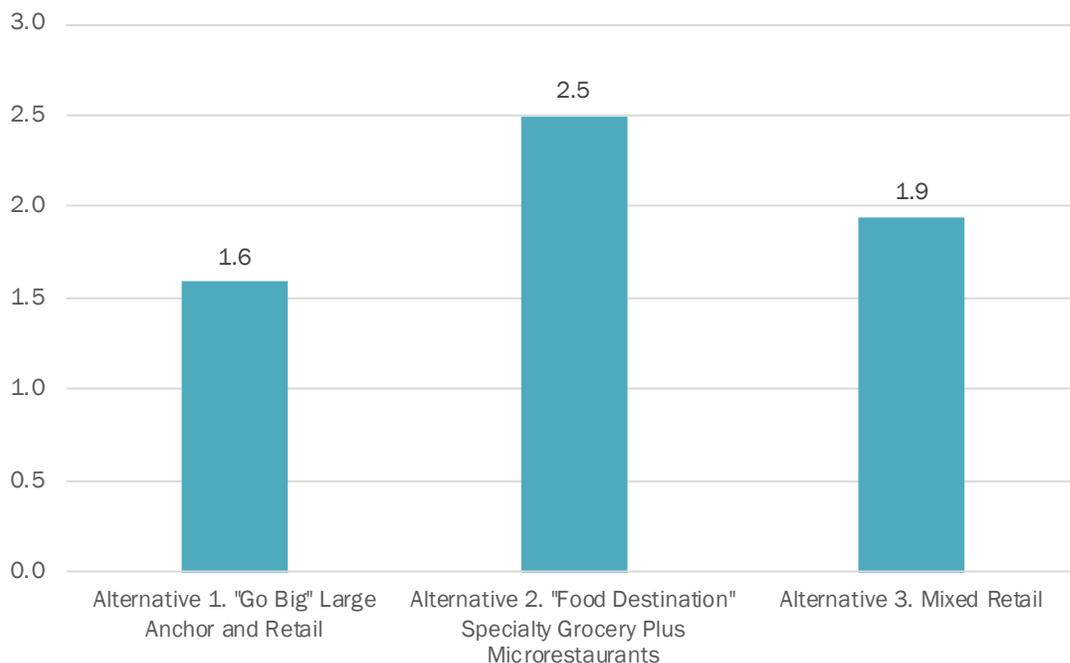
- South Beach residents and employees favored a small or specialty grocer as their first choice whereas those who lived in Newport or elsewhere identified food carts or micro-restaurants as their top choice.

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

The survey gave three options for preliminary concepts to be implemented at the 35<sup>th</sup> Street site and asked respondents to rank them from 1 to 3. Exhibit 4 presents the average score (the higher the score the more respondents liked this concept). The option of a “Food Destination” Specialty Grocery Plus Microrestaurants was the most popular choice, followed by Mixed Retail.

### Exhibit 4. Preferences for Preliminary Concepts which Incorporate Previous Uses

Source: South Beach Urban Renewal Area Preferences Survey



#### Group Differences:

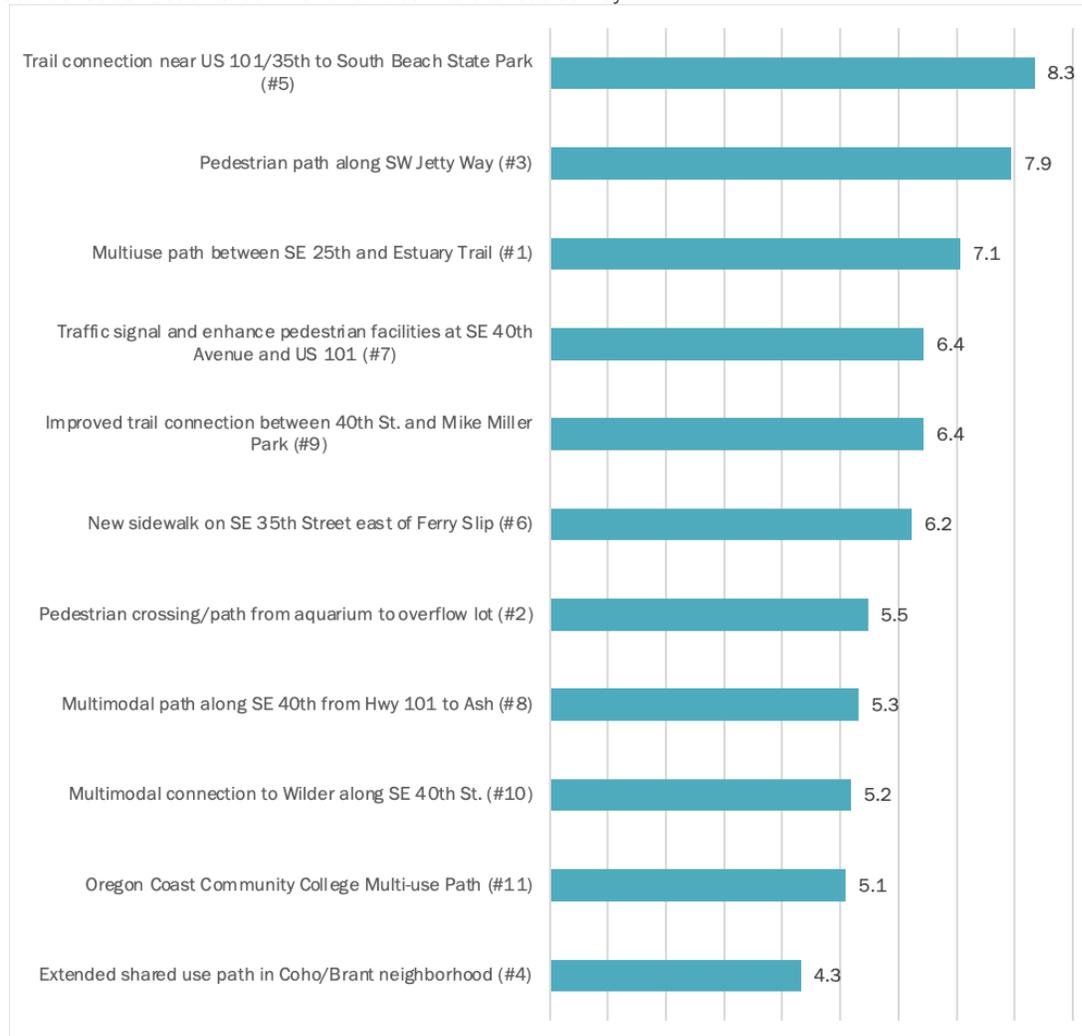
- Although there was little variation between residents and non-residents of South Beach, workers in South Beach demonstrated high support for the “Food Destination” concept: 72% of workers picked this as their first choice, while only 7% selected the “Go Big” concept.

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

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

### Exhibit 5. Preferences for Multimodal Transportation for Pedestrians, Cyclists, and Vehicles

Source: South Beach Urban Renewal Area Preferences Survey

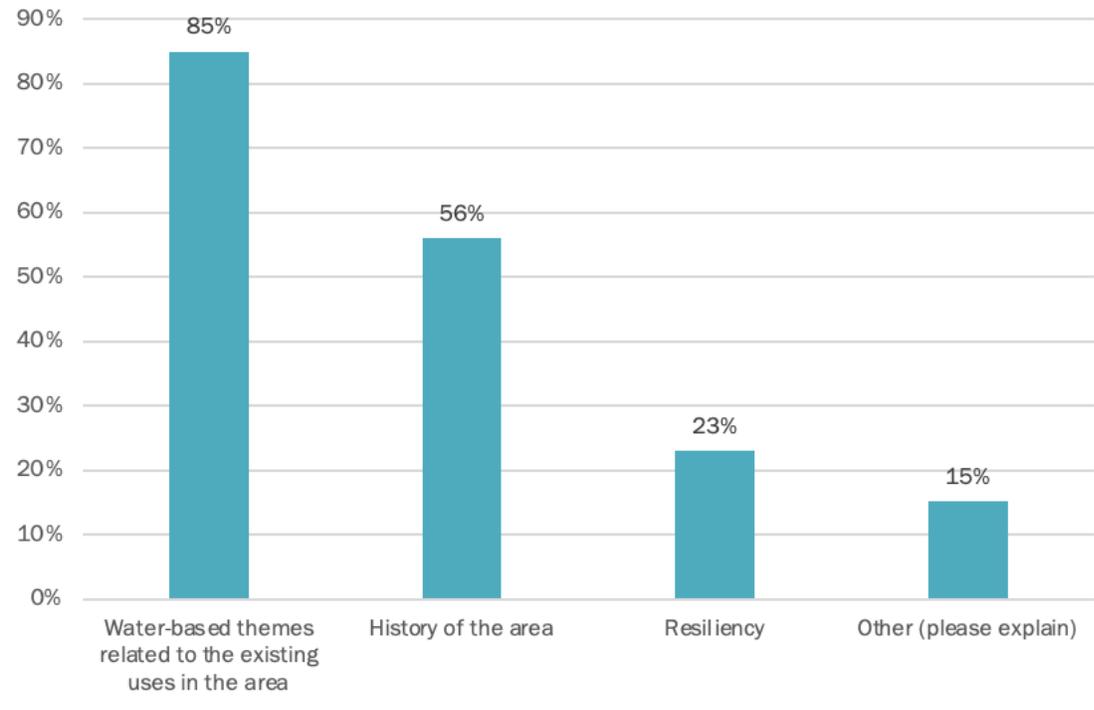


# Question 6: As the City and its partners think about how to implement new wayfinding and public art in the area, what kinds of themes should they consider?

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

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

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



### Respondent Group Differences:

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

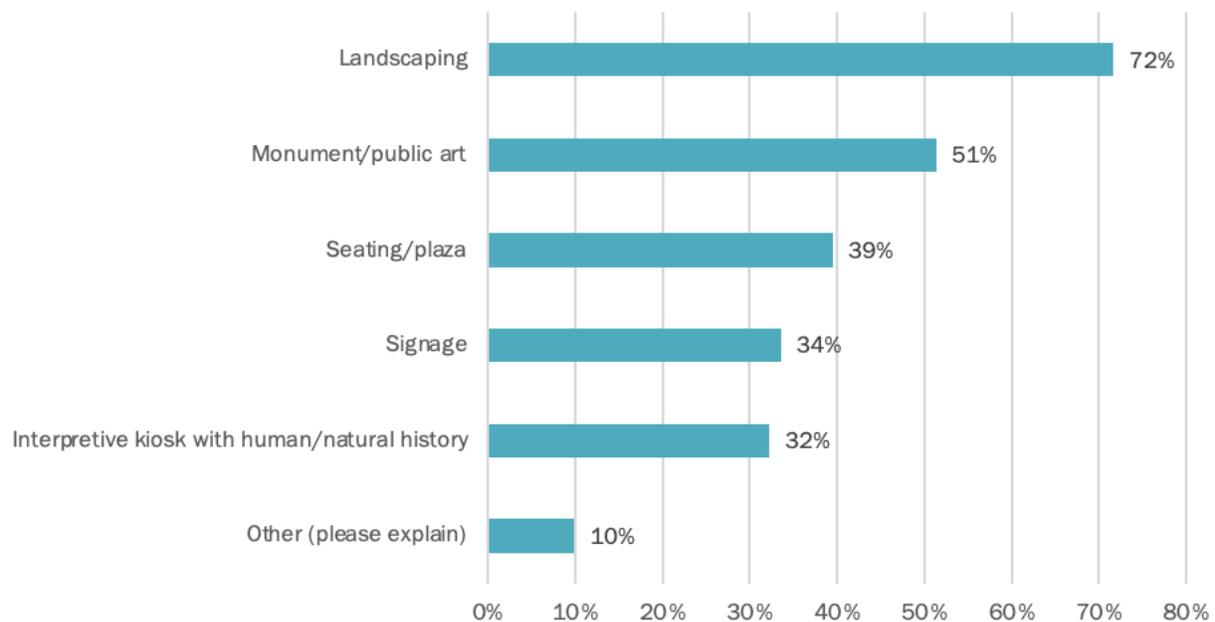
## Question 7: What type of gateway features would you like to see south of the 35th St. and US 101 Agency opportunity site?

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

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

### Exhibit 7. Preferences for Gateway South of the 35th St. and US 101 Agency Opportunity Site

Source: South Beach Urban Renewal Area Preferences Survey



#### Respondent Group Differences:

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

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

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

### Commonly Raised Topics (10-14 Respondents)

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

### Moderately Raised Topics (4-9 Respondents)

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

### Infrequently Raised Topics (1-3 Respondents)

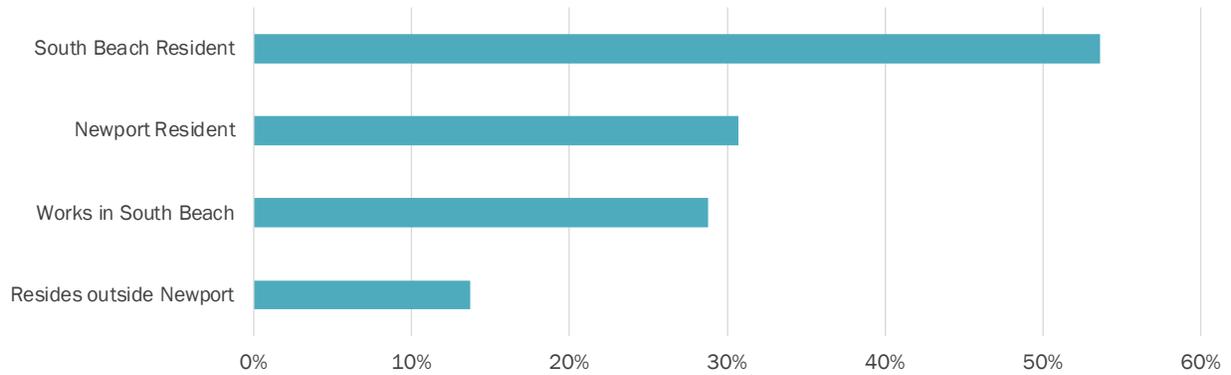
- **Community Engagement and Trust (3):** One response indicated distrust with City of Newport projects generally, one expressed desire for more community surveying around the airport, and one generally advocated for input of residents and businesses.
- **Other Ideas:** Some ideas unique to one or two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

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

The options include: **I work in South Beach; I live in South Beach; I live in Newport; and I live outside of Newport.** Out of the 153 responses, 54% said they lived in South Beach, 31% said they lived in Newport, 29% said they worked in South Beach, and 14% said they lived outside of Newport (respondents could choose more than one option).

### Exhibit 8. Survey Respondent's Relationship to South Beach

Source: South Beach Urban Renewal Area Preferences Survey



# Appendix E. Land Use Code Audit

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OCTOBER 18, 2021

## LAND USE POLICIES, ZONING & REGULATIONS AUDIT NEWPORT SOUTH BEACH

PREPARED FOR: NEWPORT URBAN RENEWAL AGENCY



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# I. Overview & Summary of Findings

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## II. Urban Renewal Background

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

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

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

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

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

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

# III. Long-Range Planning Policies

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

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

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

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

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

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

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

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

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

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

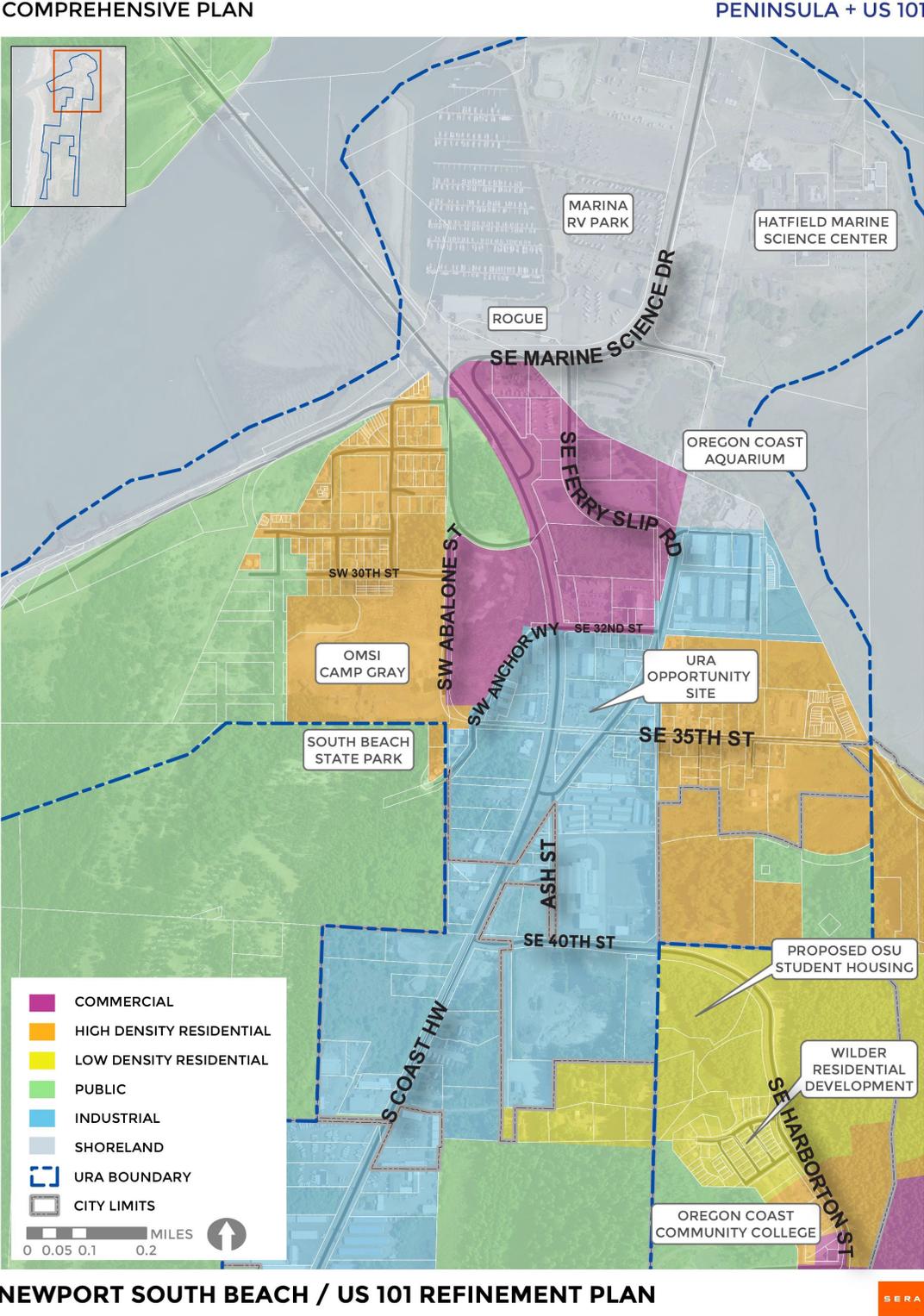
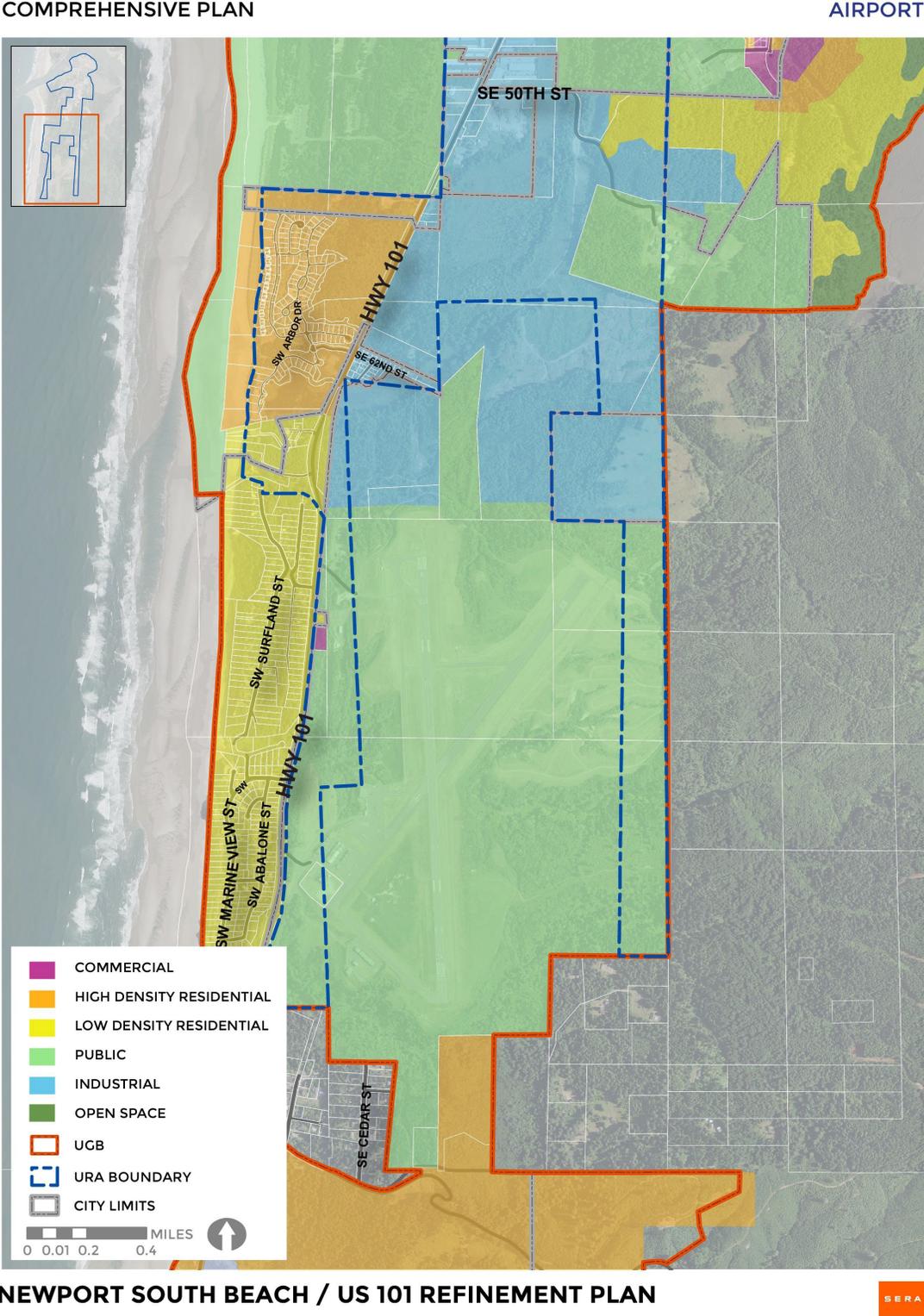


Figure 2: Comprehensive Plan Land Use Designations within South Beach (Airport)



The overall distribution of designations within the urban renewal area shows that both total size and location are important. Approximately one-third of the area is designated for Industrial use, as shown in Figure 3. Within the broader City context, the industrially designated land within South Beach represents nearly all of the City’s industrial land supply and thus is important for meeting citywide industrial development goals as well as urban renewal goals specific

to this area.

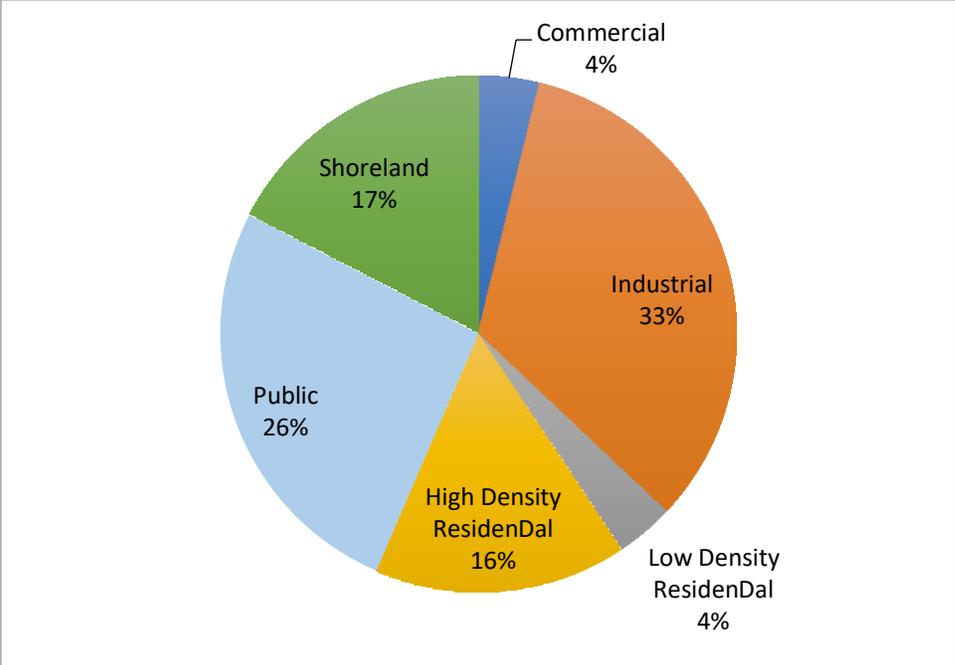
Commercially designated land totals only 4% of the urban renewal area, though its clustering at the south end of the Yaquina Bay Bridge near key attractions like the Oregon Coast Aquarium enhances the significance of this relatively small area. Public and

Shoreland uses along

the bayfront are other large uses within the district at 26% and 17% respectively; publically designated lands include a range of park and utility facility uses along the corridor in addition to the airport site at the south end of the urban renewal area. While Low and High Density Residential total a significant 20% of the district, the majority of these areas are located off of the highway corridor.

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

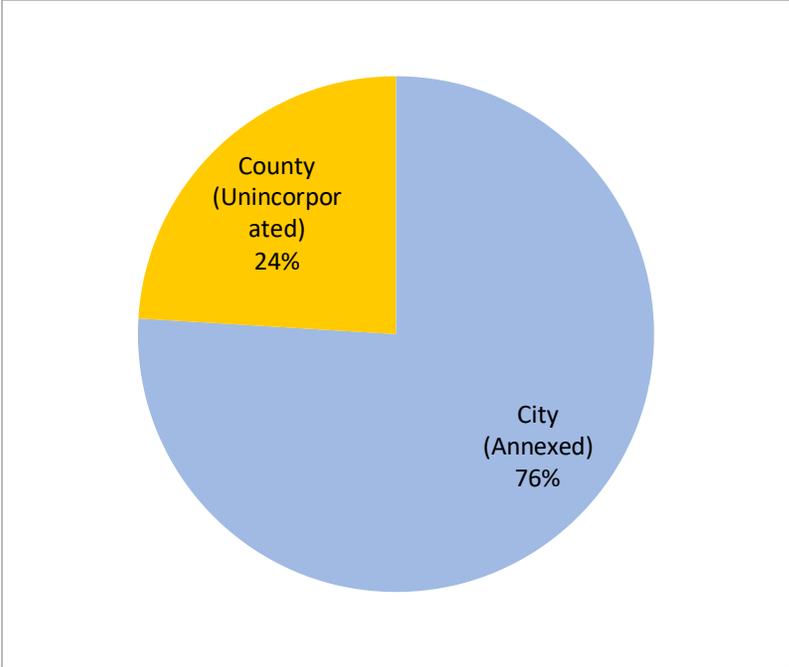
Figure 3: Distribution of Comprehensive Plan Land Use Designations



# IV. Annexation

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

Figure 4: Annexation Status of South Beach Area



(Comprehensive Plan Urbanization Policy 1, page 428.)

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

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

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

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

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

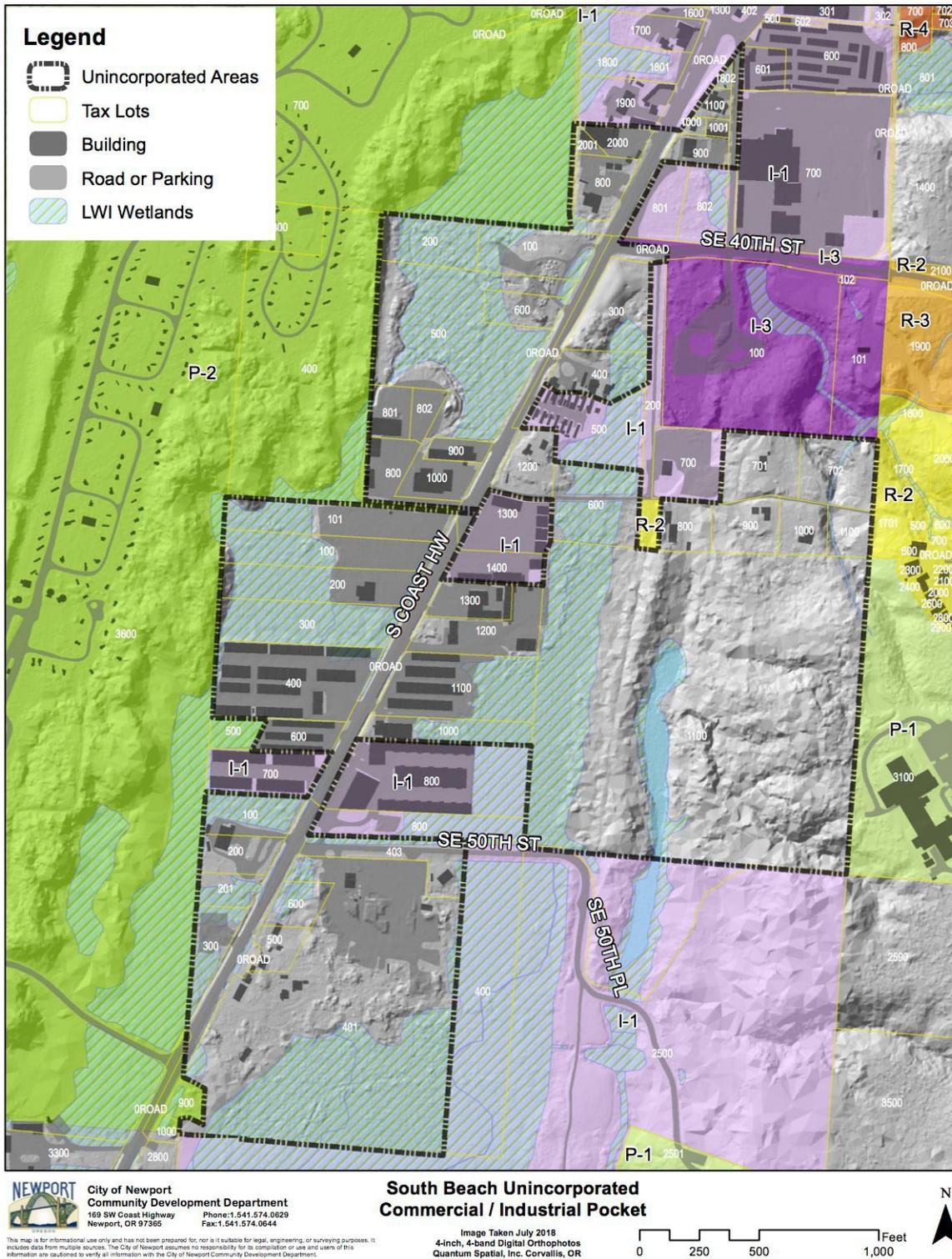
Annexation is primarily initiated by property owners under Oregon law and Newport code, and generally requires consent of owners and residents within the territory to be annexed. (ORS Chapter 222.) Newport annexation provisions permit annexation of any properties for which owner and resident consent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

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

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

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

Figure 5: South Beach Unincorporated Areas



Source: City of Newport

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

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

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

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

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

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

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

# V. Zoning Regulations

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

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

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

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

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

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

Table 2: South Beach Zoning Districts

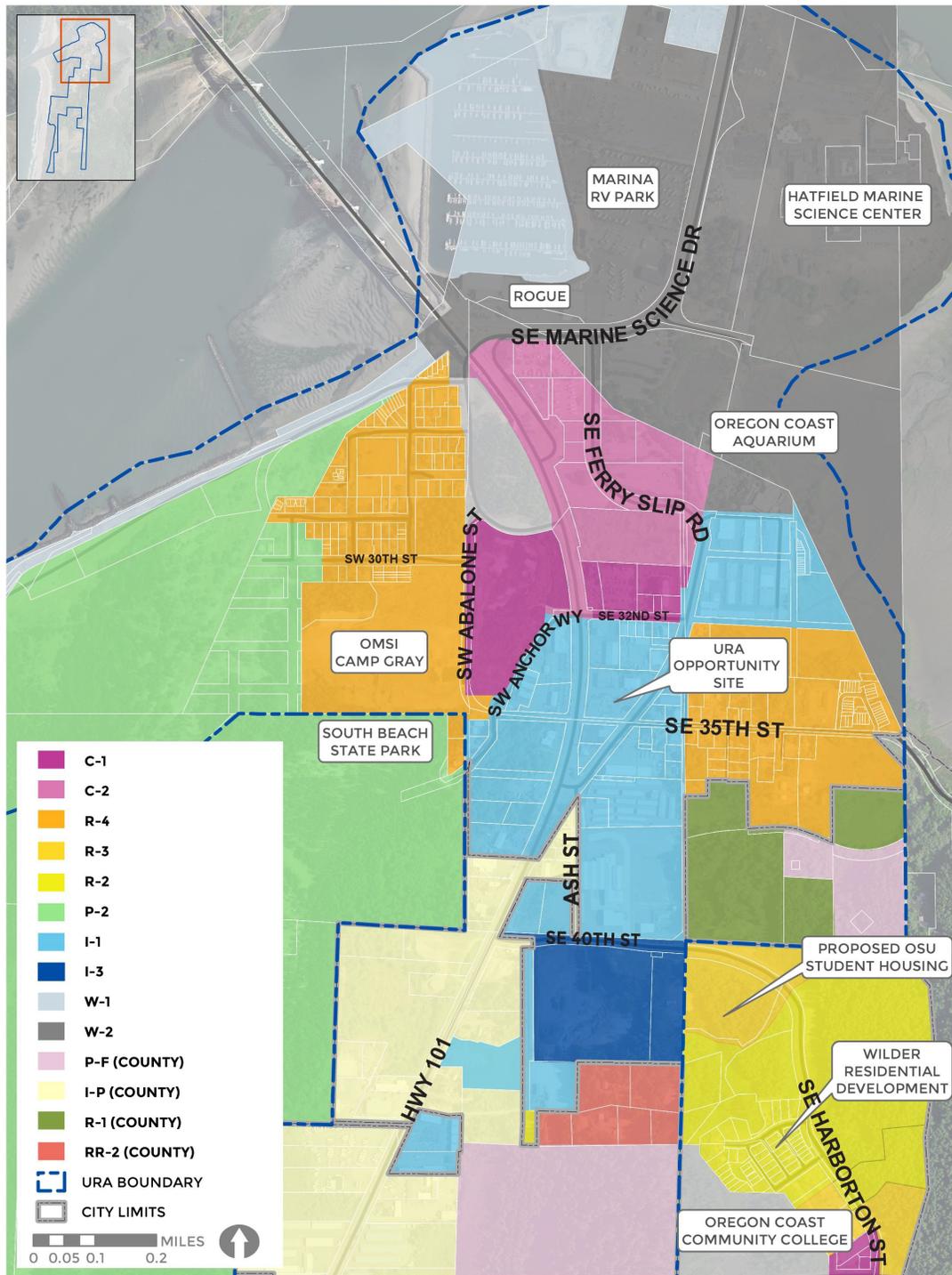
	<b>Zone</b>	<b>Acreage</b>	<b>Percent of Urban Renewal District</b>
City	Retail and Service Commercial (C-1)	17	1%
	Tourist Commercial (C-2)	27	2%
	Light Industrial (I-1)	235	20%
	Heavy Industrial (I-3)	16	1%
	Public (P-1)	174	15%
	Public (P-2)	83	7%
	Low Density Single-Family Residential (R-1)	6	0%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

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

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

CITY + COUNTY ZONING

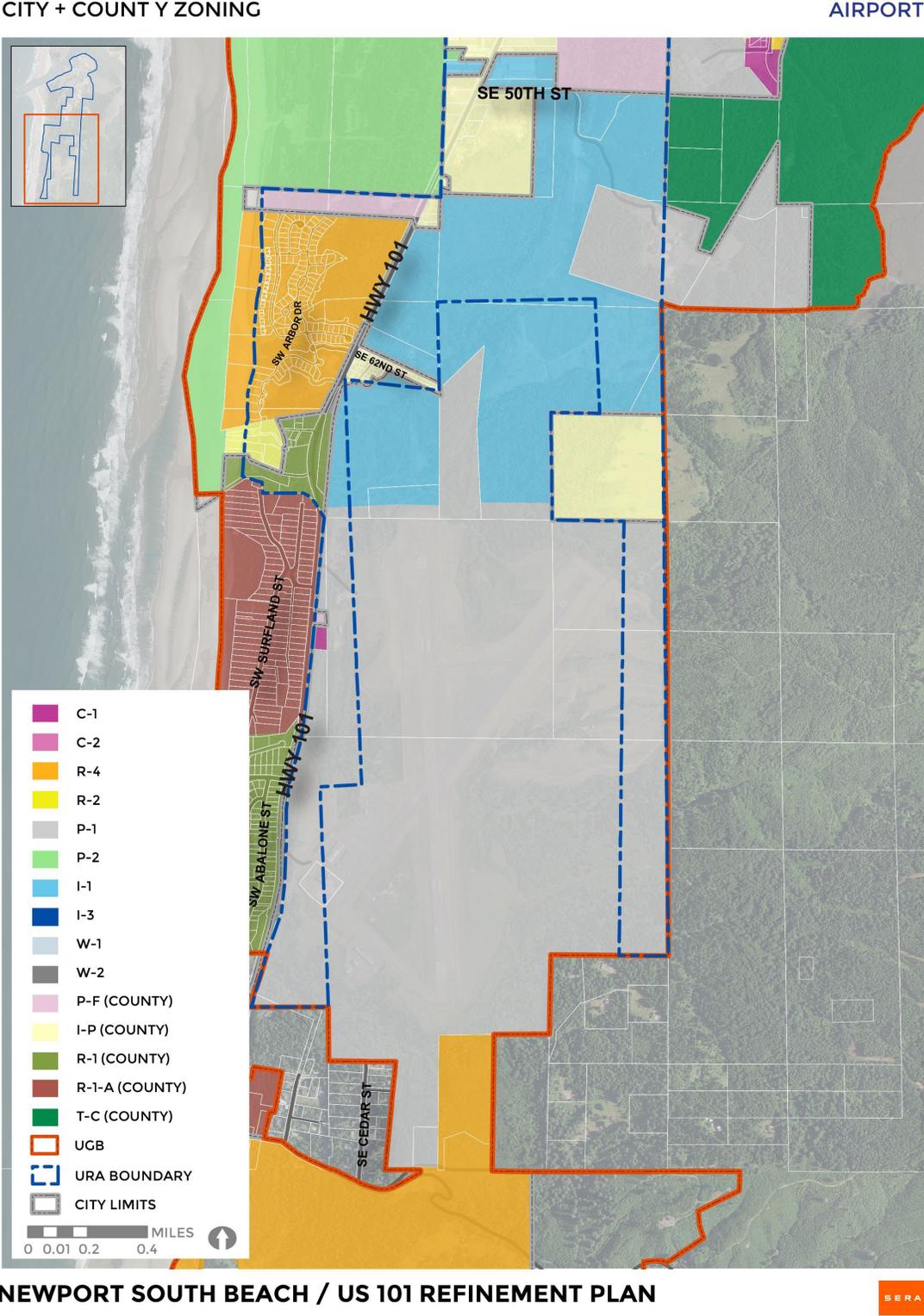
PENINSULA + US 101



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



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



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

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

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

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

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

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

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

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

Table 3: Desired Retail and Service Uses Permitted by Zone

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

P=permitted, C=conditional, X=prohibited

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

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

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

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

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

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

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

## Food Carts

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

Table 4: Potential Parking Requirements for SE 35<sup>th</sup> St Opportunity Site

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

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

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

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

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

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

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

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

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

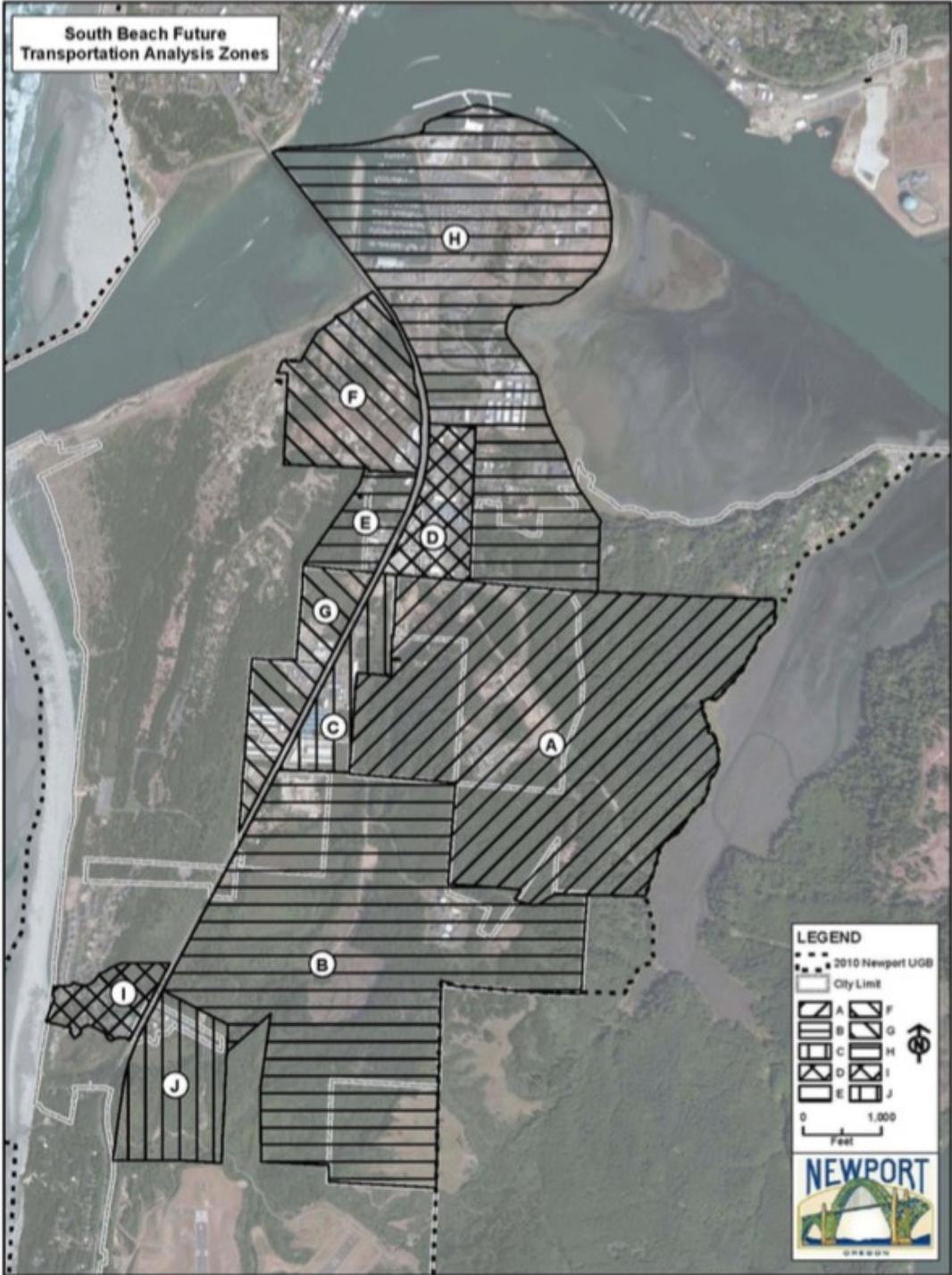
Table 5: Sample Trip Generation Rates

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

<sup>1</sup> Commercial and service uses eligible for 40-60% reduction to account for “pass-by” trips per ITE methodology as well as NMC 14.43.060(B).

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

Figure 8: South Beach Transportation Overlay Zone



Source: Newport Transportation System Plan

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

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

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

# VI. Land Use Implications for Opportunity Sites

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

Table 6: Opportunity Site Zoning and Development Considerations

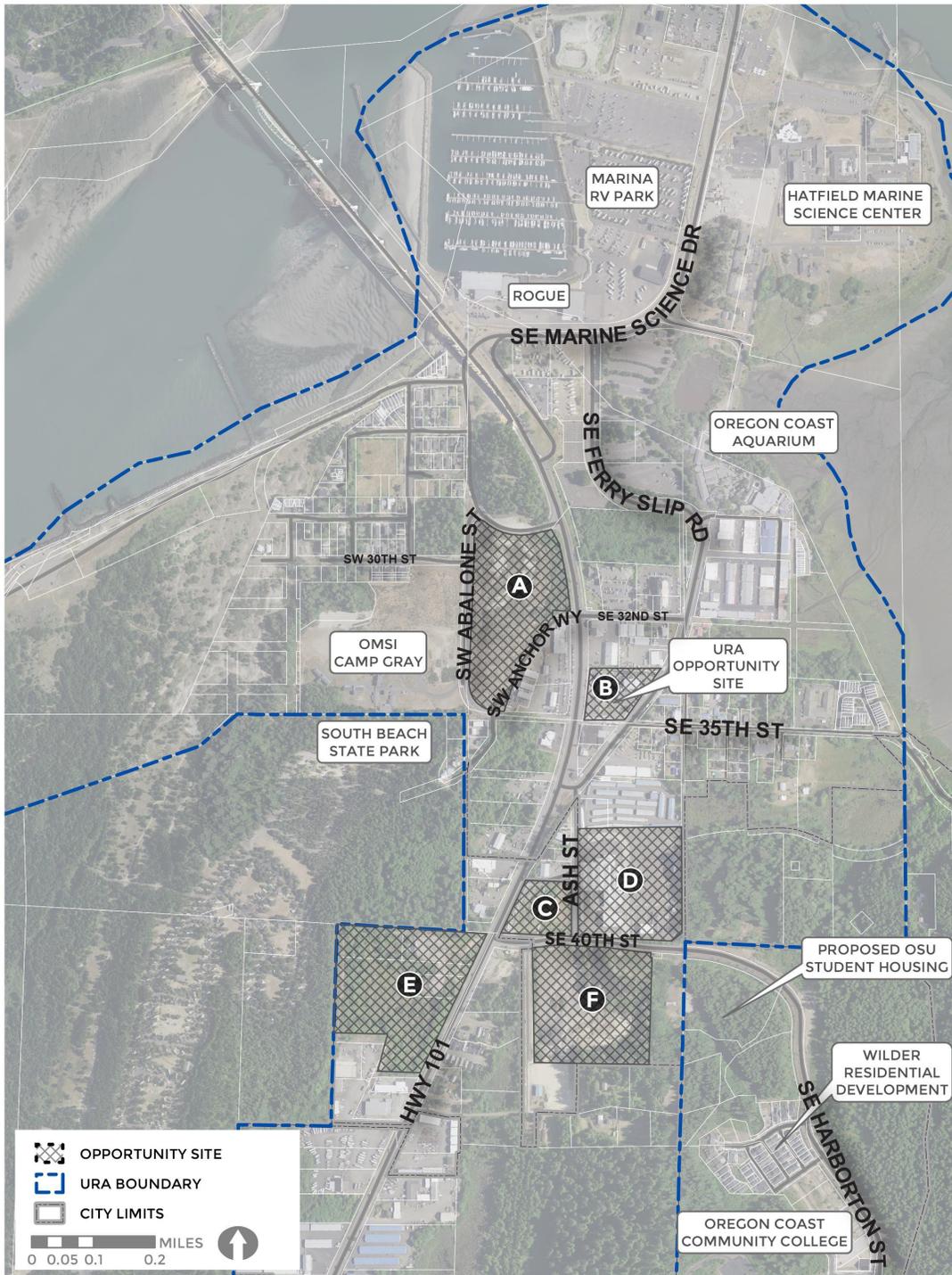
Site	Current Zoning	Development Considerations
<b>A</b>	C-1 Retail and Service Commercial	<ul style="list-style-type: none"> <li>• Prime commercial development opportunity, consistent with existing zoning</li> <li>• Consider compatibility of use, development with OMSI Camp Gray located immediately west</li> </ul>
<b>B</b>	I-1 Light Industrial	<ul style="list-style-type: none"> <li>• Intended to serve as gateway to South Beach, located with new signal</li> <li>• I-1 zoning permits the uses under consideration (retail, restaurants)</li> <li>• Urban Renewal Agency ownership provides some degree of control over future development</li> <li>• Surrounded by light industrial sites which the Agency does not control, could create detractors from site's appeal</li> <li>• Recommended rezoning to C-1 along with properties north to SE 32<sup>nd</sup> St, consider inclusion of additional properties south to Ferry Slip Rd after review of potential to create nonconforming uses</li> </ul>
<b>C</b>	I-1 Light Industrial	<ul style="list-style-type: none"> <li>• Prominent site along highway located at likely new signal</li> <li>• Current zoning would permit range of commercial or industrial uses, flexible</li> <li>• Surrounded by light industrial sites that could develop with mix of uses, little certainty about compatibility of future development</li> <li>• Potential for large scale commercial use on property, may warrant rezoning to C-1 or C-3</li> </ul>
<b>D</b>	I-1 Light Industrial	<ul style="list-style-type: none"> <li>• No highway frontage or visibility, but developed frontage and utilities along SE 40<sup>th</sup> St and Ash St</li> <li>• Current zoning would permit range of commercial or industrial uses, flexible</li> <li>• Surrounded by existing light industrial uses</li> <li>• Undeveloped residential property to the east may raise compatibility concerns</li> </ul>

Site	Current Zoning	Development Considerations
E	I-P Planning Industrial (County)	<ul style="list-style-type: none"> <li>• Has not been annexed, uncertain which industrial zone would be applied</li> <li>• Significant highway frontage and visibility at likely new signal location</li> <li>• Current zoning would permit range of commercial or industrial uses, flexible</li> <li>• Potential for large-scale industrial or commercial use</li> <li>• Consider I-1 implementing zone for broader flexibility</li> </ul>
F	I-3 Heavy Industrial	<ul style="list-style-type: none"> <li>• Has been used for sand or gravel mining</li> <li>• Significant wetland on site serves as regional storm drainage facility, which may limit development potential</li> <li>• No highway frontage or visibility, but developed frontage and utilities along SE 40<sup>th</sup> St</li> <li>• Only existing I-3 area in the City, no other heavy industrial opportunities at present</li> <li>• Proposed OSU student housing to the east raises compatibility concerns if developed for heavy industrial use</li> <li>• Consider rezoning to I-1, finding ways to limit heavy industrial uses, and/or enhancing buffering requirements for site. Consider offsetting any loss of I-3 zoning by applying to industrial parcels farther south in South Beach</li> </ul>

Figure 9: Identified Opportunity Sites

OPPORTUNITY SITES

PENINSULA + US 101



NEWPORT SOUTH BEACH / US 101 REFINEMENT PLAN



# VII. Regulatory Recommendations

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

Table 7: Recommended Comprehensive Plan and Zoning Map Updates

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

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

Table 8: Recommended Zoning Code Updates

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

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

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

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

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

## Key Takeaways

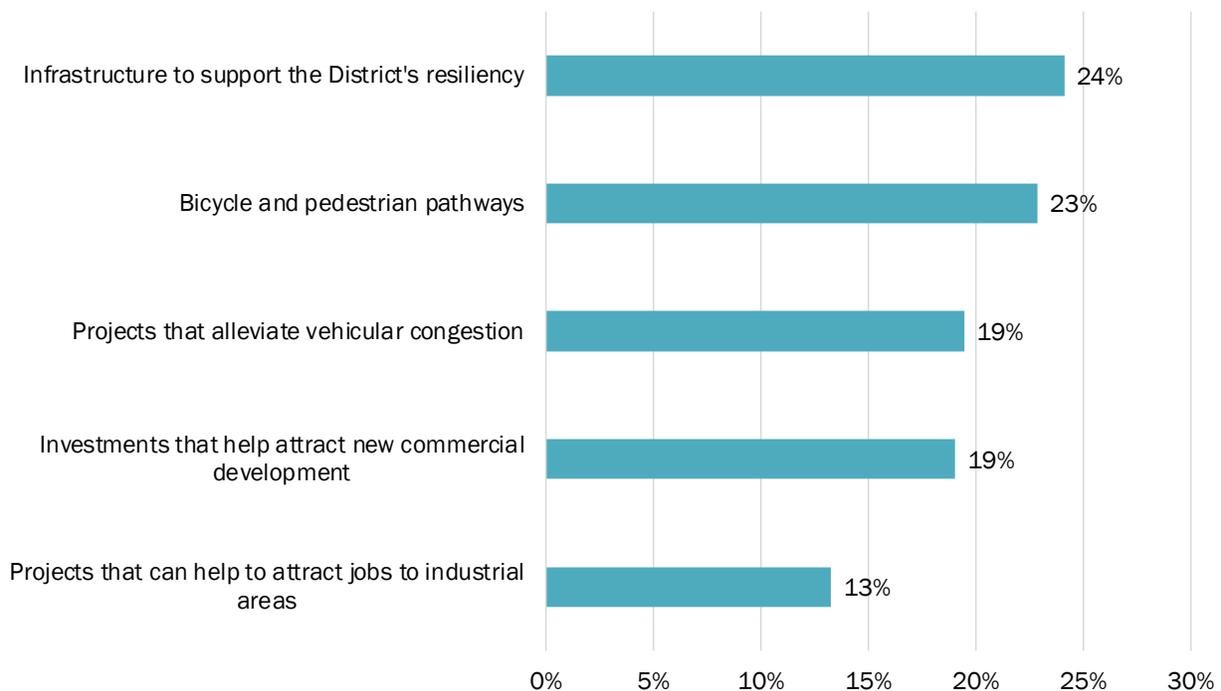
- Respondents generally preferred that the Agency spend the highest percentage of urban renewal funding on infrastructure to support the district's resiliency as well as bicycle and pedestrian paths. Projects that attract jobs to industrial areas were least important to survey respondents.
- A small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

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

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

### Exhibit 1. Preferences for Disbursement of Urban Renewal Funding Categories

Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



#### Group Differences:

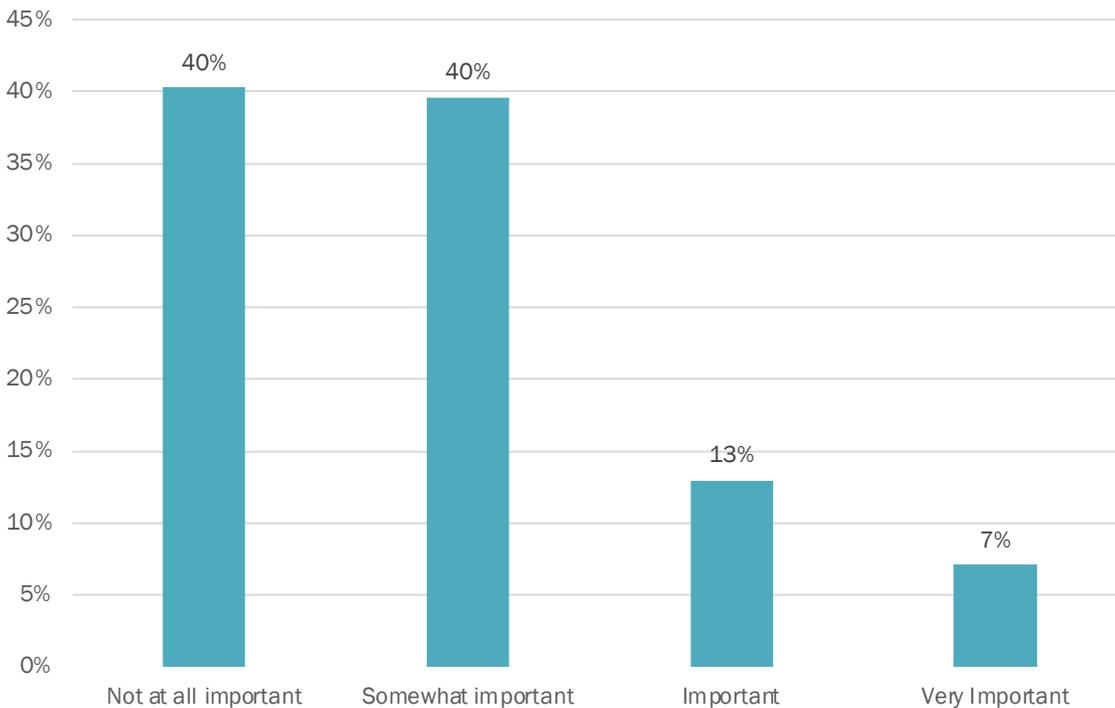
- Those who worked in South Beach tended to value bicycle and pedestrian paths the most, suggesting funding allocations 5% higher than overall respondents.
- South Beach residents rated resiliency infrastructure the highest, giving that category 26% of funds on average.
- Non-residents of South Beach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

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

Funding projects that enable new development and job creation at the Airport was not a priority of survey respondents. Forty percent of respondents indicated that it was not important and another 40% indicated that it was somewhat important. Only 7% of respondents identified it as very important.

### Exhibit 2. Preferences for Prioritization of Industrial Sites at the Airport

Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



#### Group Differences:

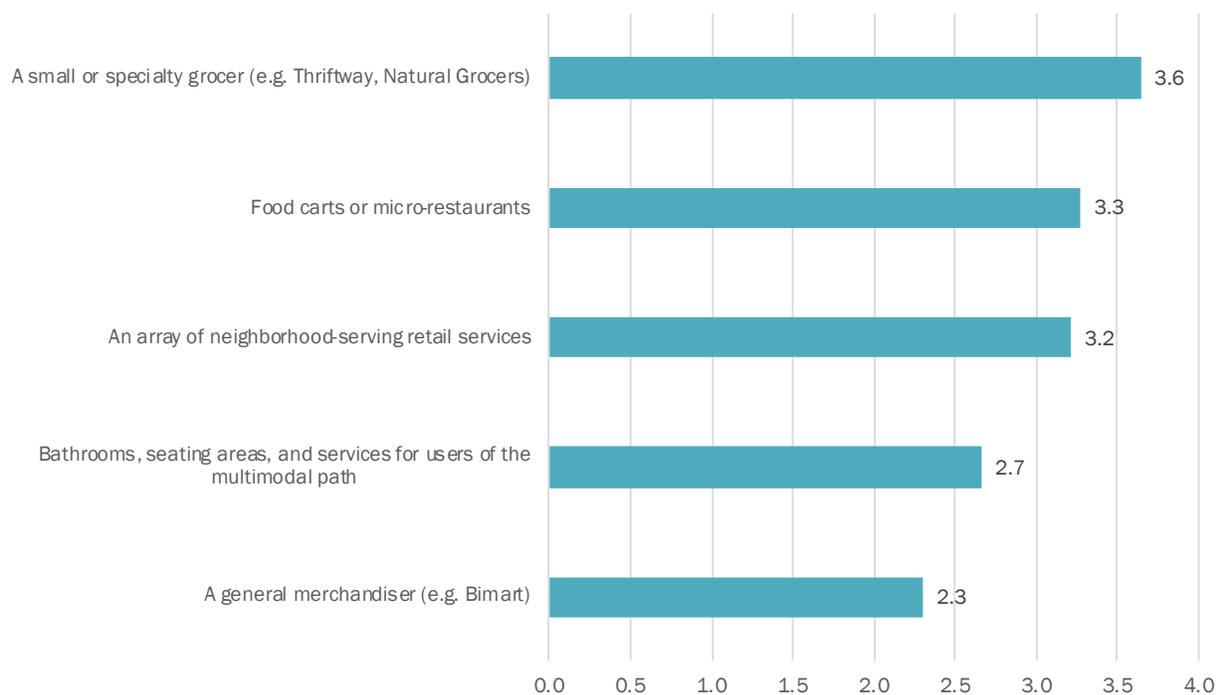
- South Beach residents and workers were more likely to indicate that funding these projects was not at all important (50%) compared to only 26% of those who do not live or work in South Beach.
- No more than 10% of any group rated these projects very important.

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

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

#### Exhibit 3. Preference for Preliminary Concepts to Attract Commercial Development on Agency-Owned site at 35<sup>th</sup> Street

Source: South Beach Urban Renewal Area Preferences Survey, Fall 2021



#### Group Differences:

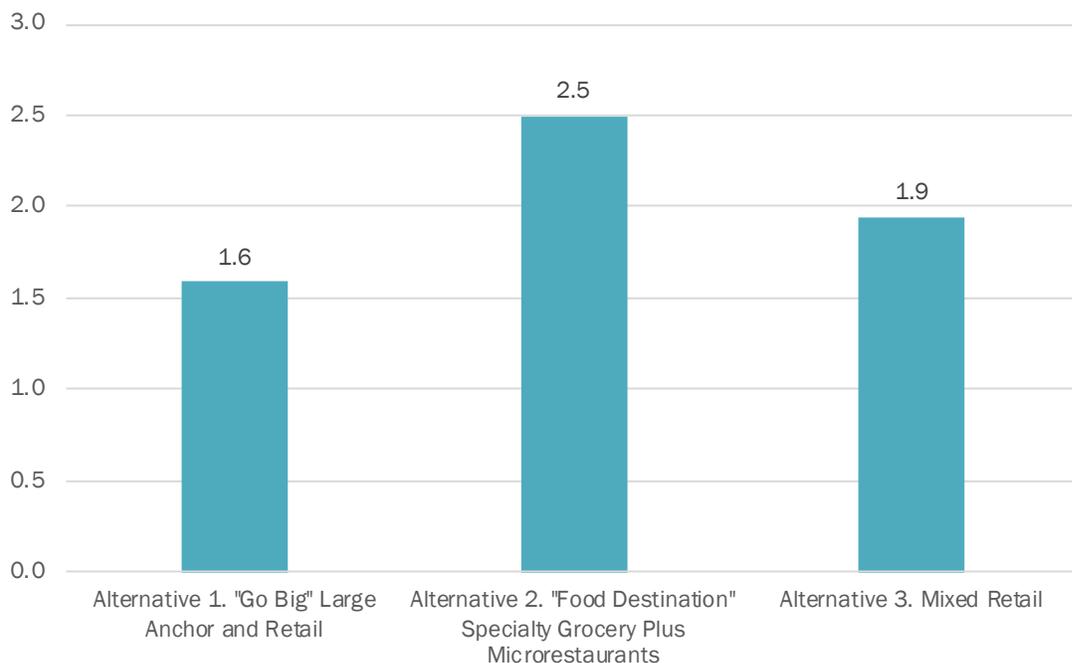
- South Beach residents and employees favored a small or specialty grocer as their first choice whereas those who lived in Newport or elsewhere identified food carts or micro-restaurants as their top choice.

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

The survey gave three options for preliminary concepts to be implemented at the 35<sup>th</sup> Street site and asked respondents to rank them from 1 to 3. Exhibit 4 presents the average score (the higher the score the more respondents liked this concept). The option of a “Food Destination” Specialty Grocery Plus Microrestaurants was the most popular choice, followed by Mixed Retail.

### Exhibit 4. Preferences for Preliminary Concepts which Incorporate Previous Uses

Source: South Beach Urban Renewal Area Preferences Survey



#### Group Differences:

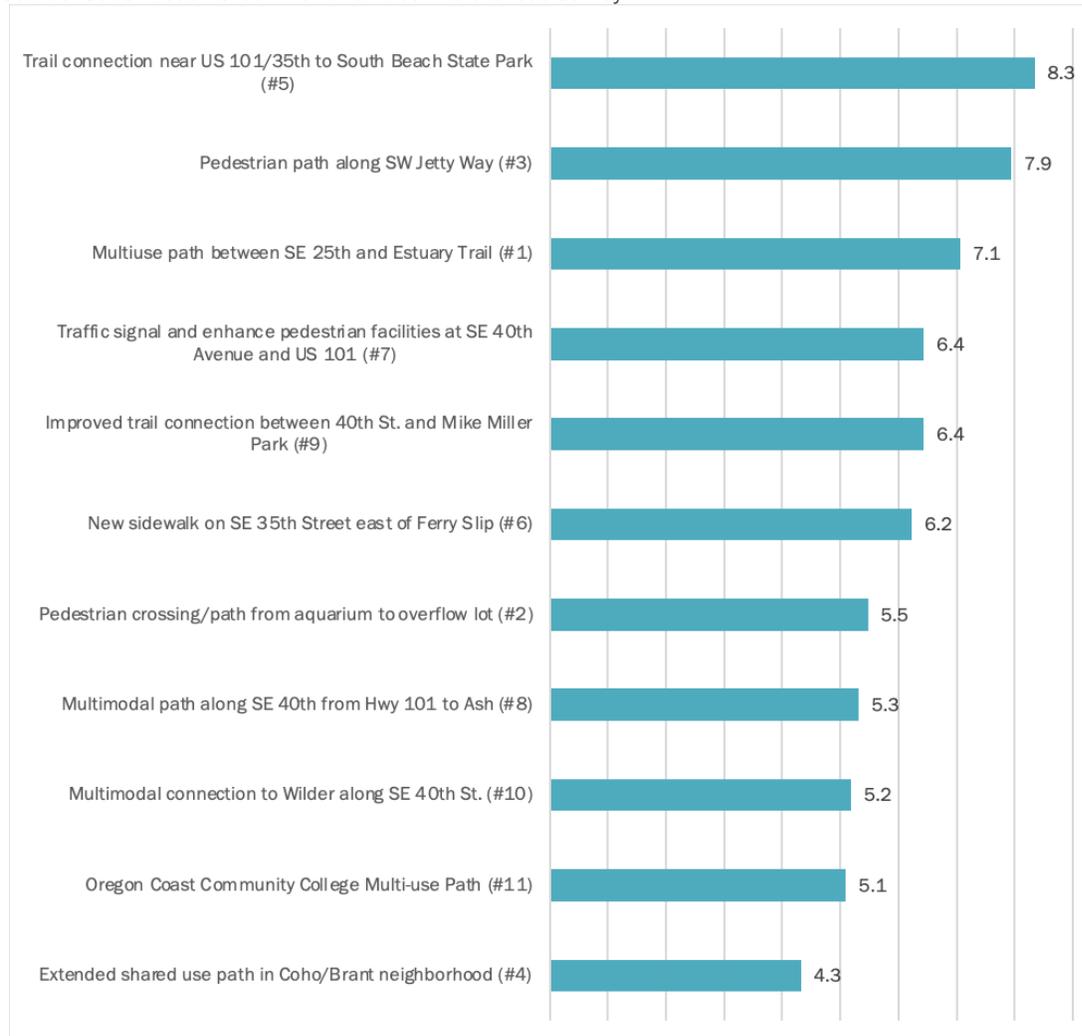
- Although there was little variation between residents and non-residents of South Beach, workers in South Beach demonstrated high support for the “Food Destination” concept: 72% of workers picked this as their first choice, while only 7% selected the “Go Big” concept.

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

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

### Exhibit 5. Preferences for Multimodal Transportation for Pedestrians, Cyclists, and Vehicles

Source: South Beach Urban Renewal Area Preferences Survey



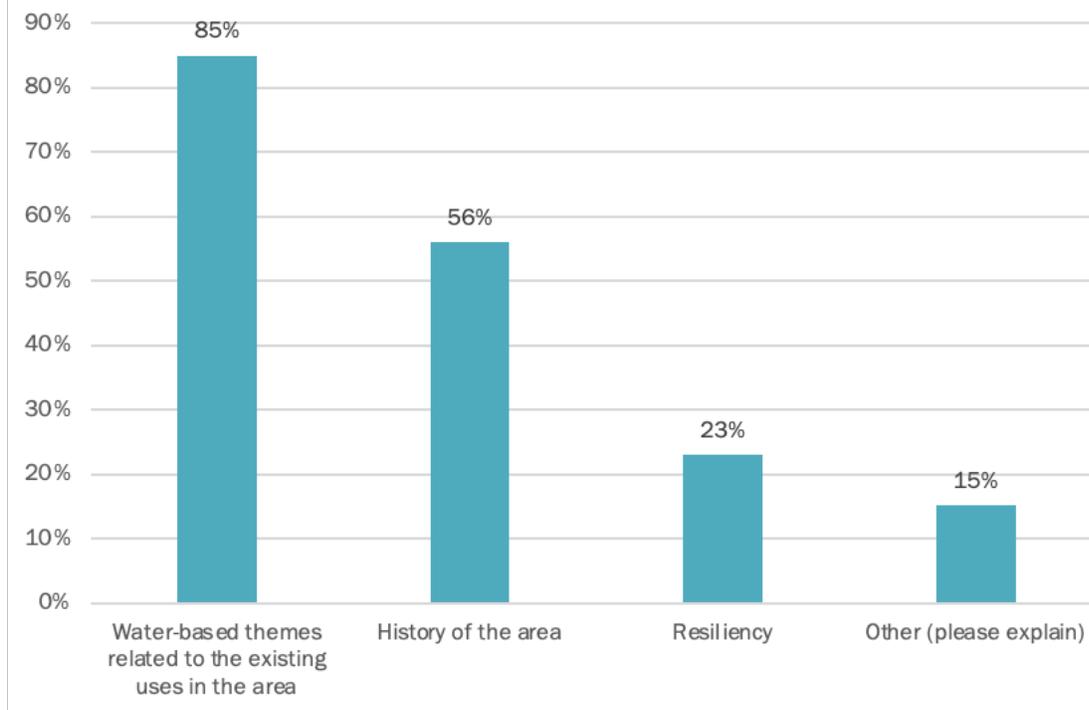
## Question 6: As the City and its partners think about how to implement new wayfinding and public art in the area, what kinds of themes should they consider?

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

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

### Exhibit 6. Preferences for Wayfinding and Public Art Themes

Source: South Beach Urban Renewal Area Preferences Survey



#### Respondent Group Differences:

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

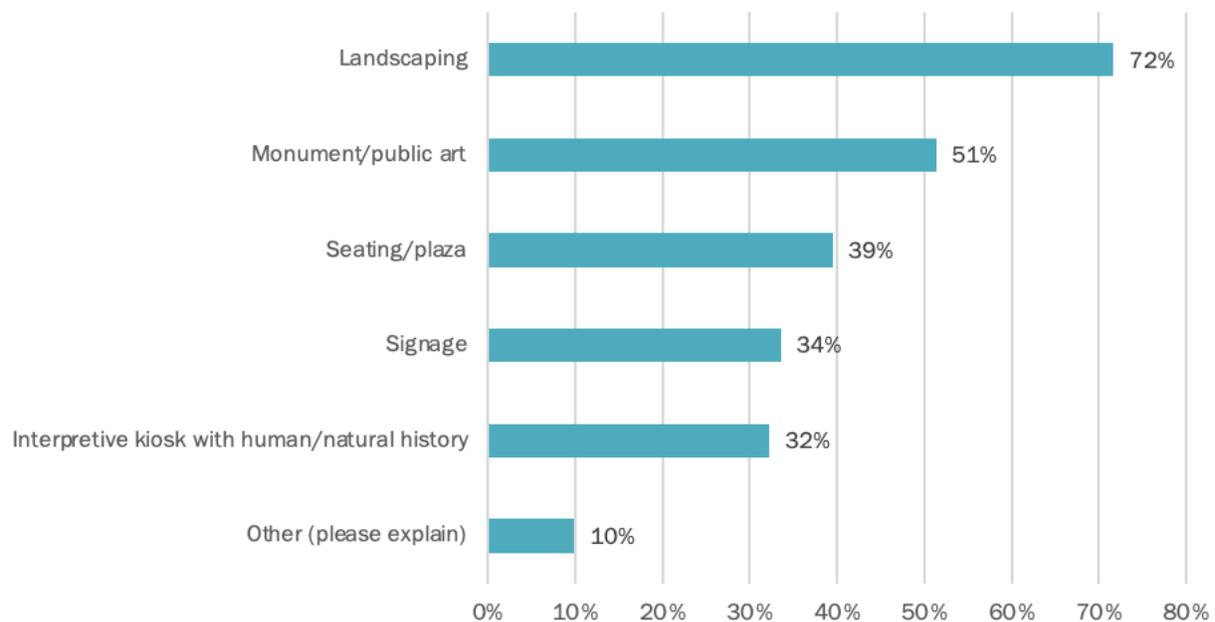
## Question 7: What type of gateway features would you like to see south of the 35th St. and US 101 Agency opportunity site?

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

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

### Exhibit 7. Preferences for Gateway South of the 35th St. and US 101 Agency Opportunity Site

Source: South Beach Urban Renewal Area Preferences Survey



#### Respondent Group Differences:

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

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

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

### Commonly Raised Topics (10-14 Respondents)

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

### Moderately Raised Topics (4-9 Respondents)

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

### Infrequently Raised Topics (1-3 Respondents)

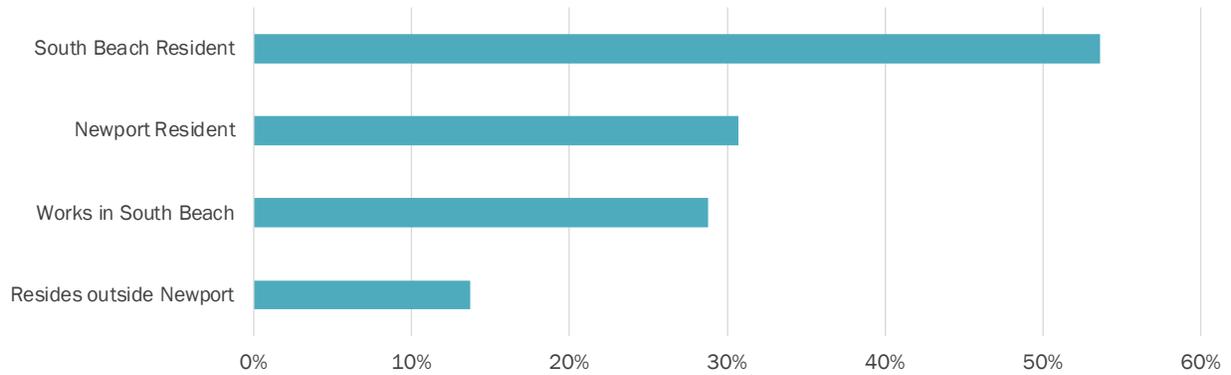
- **Community Engagement and Trust (3):** One response indicated distrust with City of Newport projects generally, one expressed desire for more community surveying around the airport, and one generally advocated for input of residents and businesses.
- **Other Ideas:** Some ideas unique to one or two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

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

The options include: **I work in South Beach; I live in South Beach; I live in Newport; and I live outside of Newport.** Out of the 153 responses, 54% said they lived in South Beach, 31% said they lived in Newport, 29% said they worked in South Beach, and 14% said they lived outside of Newport (respondents could choose more than one option).

### Exhibit 8. Survey Respondent's Relationship to South Beach

Source: South Beach Urban Renewal Area Preferences Survey



# Tentative Planning Commission Work Program

*(Scheduling and timing of agenda items is subject to change)*



## October 11, 2021 Work Session

- Review TSP Tech Memo #12 (Draft Ordinances Amending Comp Plan Policies and NMC Chapters 13 and 14)
- Review Draft RFP for Newport Housing Capacity Analysis and Production Strategy Project

## October 11, 2021 Regular Session

- File No. 1-MISC-21, Extension of Fisherman’s Wharf Tentative Subdivision Approval (Firm)

## October 25, 2021 Work Session

- Continued Review of TSP Tech Memo #12 (Draft TSP Ordinances)
- Review TSP Tech Memo #11 (Alternative Mobility Standards)
- Discuss Scope of Amendments to NMC 14.14 Parking, to Support Bayfront Permit/Meter Rollout

## November 8, 2021 Work Session

- FY 22/23 Goal Setting Discussion – Review Status of 21/22 Goals and Discuss Goals for Upcoming Year
- Review Final Outreach Results and Draft of SB/US 101 Commercial – Industrial Refinement Plan

## November 8, 2021 Regular Session - Cancelled

## November 22, 2021 Work Session

- Draft Recommendation for Distribution of Affordable Housing CET Funds (from Ad-Hoc Work Group)
- Review Final Scope of Work for TGM Grant Funded City Center Revitalization Project (Grant Received)
- Finalize FY 22/23 Committee Goals

## November 22, 2021 Regular Session

- TBD

## December 13, 2021 Work Session

- Initial Review of Housekeeping Code Amendments, Including Revisions to Address 2021 Legislation
- Review Schedule, Outreach, and Incentive Program for SB Commercial Corridor Island Annexation Concept
- Review Revised Draft of Tech Memo #12, Transportation Standards

## December 13, 2021 Regular Session

- File No. 5-CUP-21, AT&T Wireless Tower at Iron Mountain Road w/I Quarry Overlay (Tentative)
- Recommendation to City Council on SB Commercial Corridor Island Annexation Concept

## December 27, 2021 CANCELLED

## January 10, 2022 Work Session

- Receipt of Consolidated Transportation System Plan Update with PAC Recommendation
- Initial Review of Draft SB Commercial/Industrial Code Revisions (Jet Planning Recommendations)

## January 10, 2022 Regular Session

- File 1-UGB-20, Revised UGB Land Swap for Boston Timber Opportunities (Tentative)
- File 6-CUP-21, New Lincoln County Animal Shelter (Tentative)