

Bay Front Plan*

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Prepared by

Department of Planning & Community Development
City of Newport
810 S.W. Alder St.
Newport, Oregon 97365

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Michael A. Shoberg, Planning Director

Vision Statement

The Newport Bay Front has historically been a mix of tourist and fishing related industries. Fish plants, fishing boats, support services, restaurants and gift shops have shared the geographically limited area for over a century. Because of those different users, conflicts are bound to occur. It is important to remember however, that all the different functions are important to the overall well being of the economic, physical and cultural health of the Bay Front. The intent of this plan is to therefore preserve that historic mix, enhance the interrelationships between those uses and ensure that new development or redevelopment preserves the overall integrity of the Bay Front.

As such, the vision of the Bay Front is to foster a mix of uses that enhances the historic and cultural character. New development should be of high quality and should "fit" into the overall design and function of other uses. The local economy should be preserved by developing and encouraging a multi-use area. Transportation and circulation systems should be developed and sized to accommodate a reasonable amount of activity. However, because of the cyclical nature of the use of the Bay Front, all problems cannot be solved. Alternative modes of transportation such as transit, bicycling and walking should be explored as alternatives to other, more expensive transportation systems such as streets and parking lots. Overall, the Bay Front should be an area that provides a number of different uses and experiences for a number of different users.

Introduction

The Bay Front Plan

Located on the banks of the Yaquina Bay, the Bay Front offers a number of different environments for residents and visitors. Fishing, fish processing, retail, residential and tourist related uses all call the Bay Front home. A mixture of uses therefore typifies the development of the properties along Bay Boulevard.

The Bay Front was also one of the first areas on the Oregon Coast settled by Europeans. Much of that historic character still exists and has been enhanced by some new development. However, some development has not added to the attractiveness and historical nature of the Bay Front and detracts from the overall cohesiveness.

The Bay Front also experiences periods of intense activity (usually during the summer months) and periods of relative inactivity. During the active times, parking becomes a premium with many people and users competing for the limited number of spaces. Conversely, the inactive season experiences few problems with parking so people have little trouble parking relatively close to where they want to go but businesses struggle for lack of customers.

The Bay Front, a subarea of the City of Newport, lays on the north side of Yaquina Bay roughly between the Yaquina Bay Bridge and up to and including the Embarcadero Resort. It is an area that has historically been an active and integral part of the City and Lincoln County. Home to one of the largest fishing and fish processing industries on the West Coast, the Bay Front is also characterized by a strong tourist and residential sector. To provide a framework for the management of change and the promotion of growth, the City is preparing the Bay Front neighborhood plan to guide future development and redevelopment.

Purpose

The Bay Front is an exciting and important area with many opportunities and challenges. As such, the Bay Front Plan will provide a framework in which development and redevelopment will be guided so as to achieve the objectives outlined in the plan. The Plan's main concerns are with land use changes, the physical, economic, social and cultural integration of the multiple uses and the preservation of the historic character.

Plan Process

The Plan preparation started in 1996 with a general neighborhood meeting of residents, business owners, property owners and anyone else who was interested in the future of the Bay Front. The purpose of the meeting was to solicit issues from people regarding the future of the Bay Front. From the conversation with the community, a number of issues were raised that people believe faced the study area. A complete list of those issues are contained in Appendix A. That list is merely a listing of the issues raised and is in no particular order.

From the general meeting, seven people volunteered to serve on an advisory committee on the development of this plan. They met on a monthly basis and discussed the issues raised and solutions to the issues considered important enough to be included in a general planning document. They also reviewed the draft plan, goals and policies.

Once the draft plan was reviewed and approved by the advisory committee, another general meeting was held to seek further input. From the comments received, the draft was refined and placed on the docket of the Planning Commission for review and recommendation to the City Council. A public hearing was held at the Planning Commission so people would have another opportunity for comment. After the Planning Commission, the Plan was placed on the agenda for the City Council for yet another public hearing and more opportunity for review and comment. After final review by the Council and amendment, the Plan was adopted by the City Council as a part of the City's overall Comprehensive Plan thus becoming the official guiding document for the subarea known as the Bay Front.

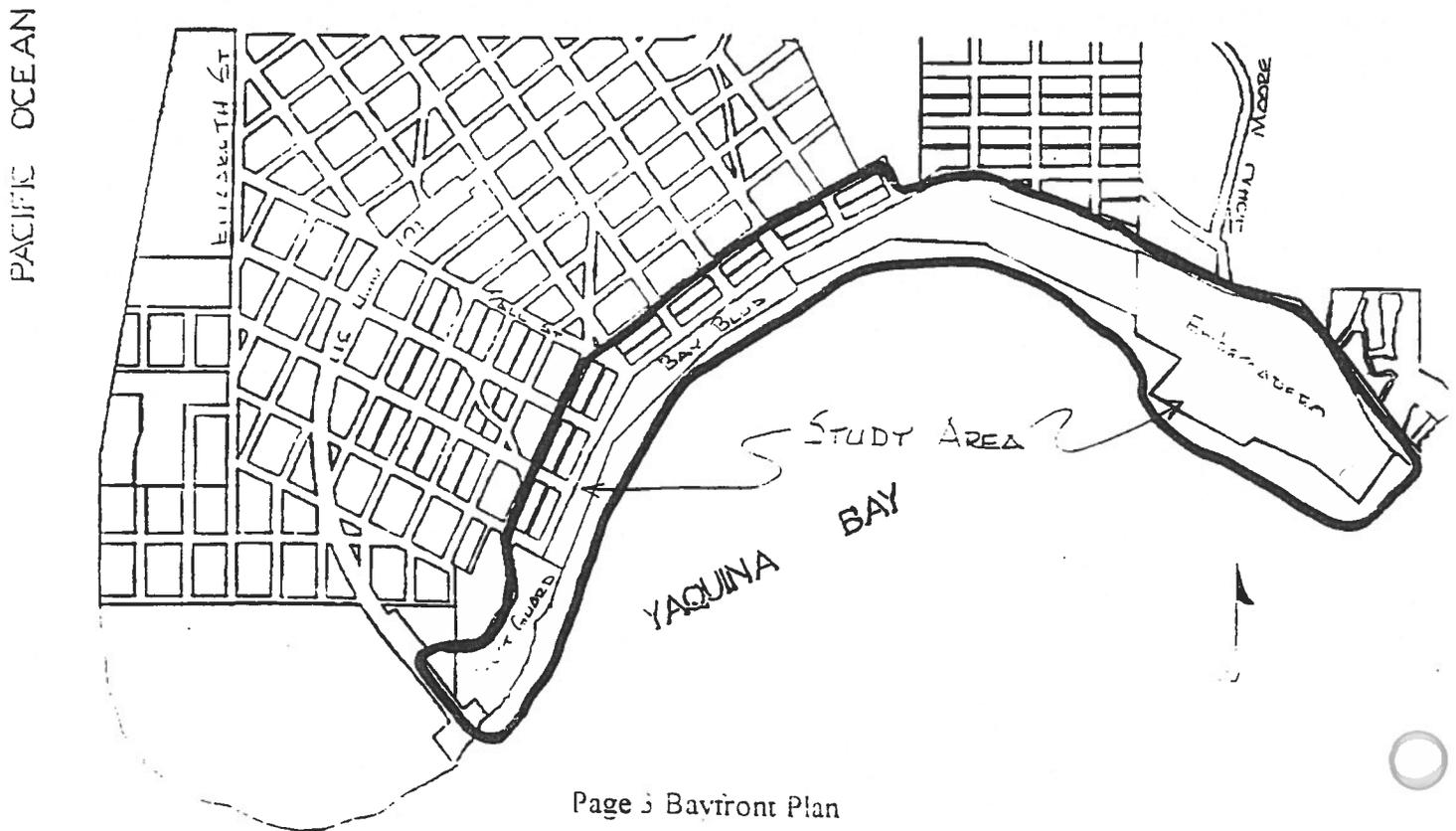
Existing Conditions

Physical Description

The Bay Front is defined as that area between the Yaquina Bay Bridge up to and including the Embarcadero Resort, and between Yaquina Bay and one lot deep landward off of Bay Boulevard (see Figure 1). The area is characterized by a narrow strip of development that parallels the Bay and Bay Boulevard. Inland behind the first row of lots, the land rises sharply from an elevation of about 13 feet to 125 feet above mean sea level. The bluff is very steep in places and is generally covered with vegetation although some areas are so steep that vegetation cannot grow.

Because the strip of flat land is very narrow along the Bay, many of the buildings on the water side of Bay Boulevard, especially south of Hatfield Drive, are built on pilings. Further east, fill has been added to the Bay to create more flat land. Additional fill and pilings to any great extent is highly unlikely so the amount of buildable area available today is most likely the most that will be available in the foreseeable future.

Figure 1



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Geology

The Bay Front Neighborhood is characterized by a substrate of the Nye Mudstone formation along the bottom of the slopes. This formation is described as a massive to indistinctly bedded, gray, clayey siltstone and very fine-grained sandstone; it contains sandstone interbeds near the base and calcareous concretions in places. Overlaying the Nye mudstone and making up the slopes off the Bay Front, are marine terrace deposits. These deposits are up to 75 feet of semi-consolidated uplifted beach sand overlain locally by fine-grained dune deposits. Lenses of gravel are present in places.¹

The Nye Mudstone unit is highly unstable where beds are inclined in the same direction as slope. Although the marine terrace deposits are semi-consolidated and fairly stable, the occasional incompetent layers of fine-grained soils, organic soils, and peat in the subsurface can cause stability problems. If these materials are within the sphere of load influence, they will settle unpredictably. The foundation characteristics of these soils can be determined only by drilling and soil testing. Landslides are common where the bedrock underlying the marine terrace deposits is composed of soft sedimentary layers that dip 15 degrees or more toward the bay. Construction on the terraces should be located where erosion and landsliding will not endanger the buildings within the time frame of their planned purpose. The removal of vegetation in preparing the ground for a multi-unit development should be followed immediately by construction; otherwise, erosion and water saturation could produce excessive runoff along the cliff areas and induce slope instability and accelerate erosion.²

There is mounting evidence that the Pacific Northwest is periodically subject to massive subduction zone earthquakes. A subduction zone is where two crustal plates meet and one is pushed below the other. Usually these occur where an oceanic and a continental plate meet. Typically, where the two plates meet, the subducting plate gets locked into place causing the continental plate above it to bulge upward. When the strain becomes too great, the two plates abruptly shift causing an earthquake and a downward movement of the continental plate.

Earthquakes of this type can be very strong with estimates as high as 9.0 on the modified Richter scale. The area affected by the earthquake can also cover over 600 miles in length up and down the Pacific coast line and be destructive for over 100 miles inland. It has been predicted by some that the odds of such an earthquake occurring on the Oregon Coast is 20% over the next 50 years.²

Accompanying all earthquakes that happen under the ocean are tsunamis (commonly called tidal waves although they have nothing to do with tides). Therefore if a strong earthquake

¹Environmental Geology of Lincoln County, Oregon prepared by the State of Oregon Department of Geology and Mineral Industries, 1973.

²Ibid.

were to occur just off the coast, a tsunami would surely follow, probably in a very short time. However, tsunamis can also be generated from remote places such as Japan or Alaska. These tsunamis can also cause damage and endanger lives, but the warning time is usually a long enough time to warn people.

Wetlands

No detailed wetland delineation studies have been done for the Bay Front Neighborhood. However, there is a more general map that was prepared by the Fish and Wildlife Service of the U.S. Department of the Interior. The National Wetland Inventory maps were prepared primarily by stereoscopic analysis of high altitude aerial photographs. Wetlands were identified on the photographs based on vegetation, visible hydrology, and geography in accordance with the Classification of Wetlands and Deep water habitats of the United States. The aerial photographs typically reflect conditions during the specific year and season when they were taken. In addition, there is a margin of error inherent in the use of the aerial photographs. Thus, a detailed on the ground and historical analysis of a single site may result in a revision of the wetland boundaries established through photographic interpretation. In addition, some small wetlands and those obscured by dense forest cover may not be included on the maps.

With that in mind, the only wetlands identified in the study area are Yaquina Bay and two intermittent streams located at roughly Eads Street and the other at roughly the Embarcadero. Both streams extend a short distance up the hill. There are no names for either stream.

Yaquina Bay has been identified as an estuarine subtidal environment with an unconsolidated bottom. The two streams are a riverine intermittent environment with a streambed that is seasonally flooded.

Other Goal 5 Resources

Goal 5 refers to the Land Conservation and Development Commission's Statewide Planning Goals. The title of the Goal is open spaces, scenic and historic areas, and natural resources. In the preparation of comprehensive plans, planning bodies are required to address the resources enumerated in the Goal. Those resources are open space, mineral and aggregate resources, energy sources, fish and wildlife areas and habitats, ecologically and scientifically significant natural areas, outstanding scenic views and sites, water areas, wetlands, watersheds and groundwater resources, wilderness areas, historic areas, sites, structures and objects, cultural areas, potential and approved Oregon recreation trails, and potential and approved federal wild and scenic waterways and state scenic waterways.

Historic Resources

The area between the Yaquina Bay bridge and the Embarcadero has been specified in the adopted Comprehensive Plan as a potential historic area. More specifically, Policy 5 under the Historic section in the Plan states:

"Policy 5: The Bay Front and the Nye Beach areas will be considered for historic district status. The Goal 5 analysis and possible ordinance development will be completed by the next regularly scheduled periodic review."

In addition to the general historic status, there are five historic and cultural sites on the Bay Front. The first is the Yaquina Bay bridge. Completed in 1936 after two years of construction, the bridge replaced the Yaquina Bay Ferry and was a key portion of the coast highway system. The bridge led to development of the business district along Highway 101 in Newport, dramatically increasing tourism on the Oregon Coast. The Oregon Coastal Zone Management Association (OCZMA) has categorized the bridge as having importance to the state. The Newport Transportation System Plan also identifies the importance of the bridge and, if necessary to expand the bridge, it should be in the same corridor and preserve the bridge silhouette by locating on the west side.

The second site is the Ocean House Hotel Site and the U.S. Coast Guard Station. The Ocean House Hotel was built in 1866-67 by James R. Bayley and Samuel Case. Case, the proprietor, came to the area as an infantryman to serve at the Siletz Reservation. The present U.S. Coast Guard Station is located on the Ocean House Hotel Site and was built in about 1935. The OCZMA has listed the site as having historical importance to the county. A Lincoln County Historical Society marker identifies the Ocean House site.

The third site is the Abbey Hotel/Bayview Hotel site. Peter Morton Abbey was one of Newport's pioneer settlers in 1867. He built the Bayview Hotel in 1871 on the waterfront and moved it back against the hill in 1911. The hotel was torn down in 1935. The Abbey Hotel, built in 1911 at 704 S.W. Bay Boulevard, operated until it was burned in 1964. It was a three-story wooden building with 45 rooms. George Bahr, the owner in 1964, replaced the hotel with a restaurant-bar called "The Abbey," which was subsequently torn down for a parking lot in 1986. The OCZMA has recognized the site as having historic importance.

The fourth site is the two and one-half story wooden structure at 618 S.W. Bay Boulevard known as the Grand. It is one of the oldest structures, if not the oldest, on the Newport waterfront. It was built in 1886 as an Oddfellows or Masonic Lodge in Olsonville (about a half a mile up the bay from its present location) and was established as a boarding house. It is now known as "Circa 1996," a gift shop.

The final site is the Scott House. Located at 333 S.E. Bay Boulevard, this house was built in 1928 by General Ulysses S. Grant McAlexander, a World War I veteran known as the "Rock

of Marne. The house was built on the foundation of Dr. James R. Bayley's mansion and has been partially rehabilitated.

Scenic Views

Although many scenic views exist on the Bay Front, at this time there are no officially designated scenic views. However, through discussions with various committees, the hillside above the Bay Front has been identified as very picturesque and worthy of preservation. This can be accomplished in a couple of different ways. One is to preserve the many street rights-of-way on the hillside in public ownership. Another is to require a geologic investigation into ramifications of any significant vegetation removal. Another is to require that, if removed, private owners should replace the vegetation removed to the greatest extent possible. It is recognized that there is private property that may be developed and nothing should prevent that from happening as long as health and safety issues can be addressed and mitigated. But, care should be taken to preserve the scenic vista that is now present.

Open Space

The Bay Front has some lots that are currently vacant or underutilized and therefore may be considered open space at this time. However, open space does not refer to any parcel that is vacant. Open space means those areas that are targeted to remain open. There is no property on the Bay Front that is designated as truly open space. It is, however, important that the bluff above Bay Boulevard remain vegetated or have proper engineering to ensure stability of the slope.

Mineral and Aggregate Resources

There are no known mineral and aggregate resources in the study area.

Energy Sources

There are no known energy sources within the study area.

Fish and Wildlife Areas and Habitats

There are no significant fish or wildlife habitats within the study area.

Coastal Shorelands

Ocean Shorelands are defined as those areas:

1. Subject to ocean flooding and lands within 100 feet of the ocean shore or within 50 feet of an estuary or a coastal lake;

2. Adjacent areas of geologic instability where the geologic instability is related to or will impact a coastal water body;
3. Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;
4. Areas of significant shoreland and wetland biological habitats whose habitat quality is primarily derived from or related to the association with coastal water areas;
5. Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, dredge material disposal and mitigation sites, and areas having characteristics suitable for aquaculture;
6. Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas; and
7. Coastal headlands.

Within the Bay Front neighborhood, numbers 1 and 5 apply. Much of the Bay Front is within 50 feet of Yaquina Bay and therefore would fall under the riparian vegetation requirements if it were not for the fact that most of the area is extensively developed so little vegetation remains. It is therefore difficult to replace or, where some may exist, maintain a riparian buffer along the Bay. The exception would be the area west of the Coast Guard station and the riprap wall to the beach. This area may have a trail someday so a riparian buffer may be appropriate. It is also possible to encourage development to restore some riparian buffer as properties develop.

Number 5 deals with water-dependent and water-related uses. The area is zoned either W-1 (Water Dependent) or W-2 (Water Related) with some exceptions in the W-2 zone. This plan will address that issue specifically and come with some policy statements to assure that the Bay Front remains a viable area.

Beaches and Dunes

There is a beach located west of the Coast Guard station and under the Yaquina Bay Bridge. This beach is accessible only during low tides. The area is under the jurisdiction of the U.S. Coast Guard, the Oregon Department of Transportation and the Oregon State Parks. The area is used for walking, clamming, and other recreational activities. Access is limited however because of its location.

Land Use and Infrastructure

Existing Land Use and Zoning

The Bay Front neighborhood consists of a mix of uses ranging from fish processing, marinas, port docks, fishing industry related retail and wholesale establishments, retail uses (especially tourist related commercial uses), residences, parking, and government uses such as the Coast Guard station and the Port of Newport offices. There is some vacant land left and some room for redevelopment. Most of the vacant land is on the Port of Newport property just west of the Embarcadero and along the water side of Bay Boulevard to Fogarty Street.

The Bay Front is zoned P-1 (Public Structures) from the bridge to Bay Street, W-2 (Water-Related) from Bay Street to Port Dock 7, W-1 (Water Dependent) from Port Dock 7 to the Embarcadero and W-2 through the Embarcadero. The W-2 zone also allows outright uses allowed in the C-2 (Tourist Commercial) district as a conditional use subject to the issuance of a conditional use permit. Conditional use permits are reviewed by either the Planning Commission or Planning Staff after notice and opportunity for comment. Conditional use permits are attached to the use and the land, and are valid indefinitely.

Streets

Because the Bay Front is such a narrow strip of land along the Yaquina Bay and the abrupt embankment that rises immediately off the water level, the opportunities for streets are limited. Basically, Bay Boulevard parallels the bay from the Coast Guard station through the study area. Perpendicular streets such as Bay Street, Fall Street, Hatfield Dr., Fogarty Street, and John Moore Drive connect the Bay Front with the uplands. A few other streets such as Case Street, Abbey Street, Hurbert Street and Eads Street provide local access and parking to some properties but do not extend all the way up the hill. The ability to extend those streets is virtually impossible due to topography.

Bike Paths

There are currently no designated bicycle paths within the study area. However, because the area is relatively flat and the traffic moves slowly, bicycles can easily share the roadway with other vehicles. There is a County bicycle path that continues up the Bay Road just outside the City limits about three quarters of a mile past the Embarcadero.

Pedestrian Paths

Sidewalks border Bay Boulevard on both sides from the Coast Guard station to Fogarty Street. From Fogarty street, sidewalks are on the water side of Bay Boulevard only to the Embarcadero. Sidewalks do not extend any further east than the Embarcadero. Sidewalks are also along Bay Street from Bay Boulevard to 13th Street. There are additional sidewalks that run up

the hill along Fall Street, Canyon Way and Hurbert Street from Bay Boulevard to Highway 101. There are also sidewalks along Hatfield Drive from Bay Boulevard to 9th Street. In addition to the improved sidewalks, there are a couple of trails that link the Bay Front with the uptown area.

Water Transportation

The Bay Front is an improved, working water front with a many docks, wharfs and piers for both the loading and unloading of product and the moorage of water vessels. The Embarcadero also has a large marina that primarily serves pleasure craft. For the past two summers (1996 and 1997) a water taxi has operated that connects South Beach with the Bay Front.

Other Utilities

All urban amenities such sanitary sewer, water, storm drainage, telephone, electricity, cable television and natural gas are available on the Bay Front.

Future Development

Introduction

As an area develops, certain physical, economic, and community issues arise and must be considered in the planning stage so that the new development has a positive impact on the neighborhood and the City. Haphazard or ill-conceived development can and often does detract from the quality of life cherished by residents, property owners and tourists. This does not mean that development will not occur. On the contrary, it is the intent of the land use program set up by the state and the City that development will take place within the established Urban Growth Boundary (UGB). So it is not a matter of whether development and change will occur but how. This section addresses how development will occur so that neighborhood and community goals can be maintained.

Basically, there are three types of development on the Bay Front. One is the fishing industry which includes fishing boats, fish processing plants and support industries. The second is the tourist commercial types of uses such as restaurants, gift shops, short term rentals and art galleries. Finally, there are residents primarily at the Embarcadero.

Of course to serve all those various uses the infrastructure must be in place to serve them. Streets, sewerage, water line and storm drainage are the common systems provided by the City but other utilities such as telephone, electricity, cable TV and natural gas are also needed to function in a modern society. All those facilities are available to the Bay Front.

Transportation

Moving people and goods are an essential part of everyday life of any city. People need to reach places of work, education, health care, shopping, and recreation, and goods must be moved between the producer and the consumer. An efficient transportation system can widen access to opportunities for local people and assist the local economy. However, the growing demand for mobility is taking its toll on the community and environment. Traffic congestion is increasing, especially in popular places like the Bay Front. A sustainable transport system must be developed, balancing the needs of the neighborhood as well as meeting the travel needs of the whole community.

The City of Newport has developed a general Transportation System Plan (TSP) for the entire community and that document is by reference incorporated into this plan. The TSP however is relatively general and only addresses the major transportation systems citywide. The purpose of this section is to fine tune and supplement the TSP and deal with issues specific to the Bay Front neighborhood.

Streets

Streets are the most visible of all public utilities. Even if work is done on a water or telephone line, more often than not a street will be disrupted. Therefore particular attention must be paid to assure that the street system will take a comprehensive approach to moving vehicles. It must be recognized however that streets will be disrupted especially in an area like the Bay Front where there are very few alternative routes. Streets will be disrupted, utilities must be worked on, traffic accidents do occur and storms do topple trees and telephone poles across streets.

For the Bay Front, a network of streets is very difficult to attain. The topography limits the ability to connect to other parts of town except in a few places. It is very doubtful that there will be any further street development of any consequence in the study area. The focus should therefore be on improving and maintaining the existing street network so that it works efficiently and safely.

Bay Boulevard is generally a two way street with parking on both sides. The parking varies between 72 hour parking to 15 minute loading zones. The parking also varies between parallel and angled parking. The angled parking is 45 degrees and extends from Fall Street to Bay Street on the land side of Bay Boulevard and from Hatfield Drive to Smuggler's Cove on the water side of the street. The former angled parking has been in existence for many years but the latter area has been in existence only since the completion of the boardwalk in the fall of 1996.

One of the ideas in the Peninsula Plan prepared Demuth Glick and Associates, was to change the angled parking between Fall Street and Bay Street to parallel parking. This would allow the widening of the sidewalk to provide for a more friendly pedestrian environment and for wider travel lanes on the street for easier maneuvering by trucks and other large vehicles. This will work only if the lost parking can be compensated for in some other manner. The issue of parking will be discussed in a later section.

There are a couple of streets in the study area that need to be improved to City standards. One is Hurbert Street just off of Bay Boulevard. That street is currently paved but has no curbing or sidewalks. Because a number of workers on the Bay Front use that street for parking, an adequate pedestrian way needs to be provided along the street. Other streets include the Eads, Fifth and Fourth area. Those streets are currently gravel and should be improved to City standards.

Finally, Fall Street as it intersects with Bay Boulevard is a three way intersection that is stopped on Bay Boulevard but not on Fall Street coming down the hill. Although, the traffic coming down the hill does not have to stop, the alignment of the intersection implies that a stop is warranted. Another complication is that there is a pedestrian crosswalk on Fall Street that is very wide so it requires a considerable amount of time to cross. All this leads to a confusing intersection especially for people not familiar with the system. A suggestion is that a three way stop would better define the traffic pattern and help people through the intersection.

Pedestrian Facilities

There are sidewalks as outlined earlier. Some of them are adequate but many are in need of repair or improvement. Whenever a permit beyond a certain threshold from the City is issued, a condition of that permit should be that the sidewalk is improved or repaired. There is one exception, the land side of Bay Boulevard between Fogarty and John Moore Road. The topography in that section is so severe that putting in a sidewalk would be difficult and expensive. The pedestrian amenities on the other side of Bay Boulevard should be improved to the extent that pedestrians will use that side.

Another idea that came out of the Demuth Glick plan was to improve the land side of Bay Boulevard by making the sidewalk more attractive and wider. This would encourage pedestrians to use that side (which they mostly do now anyway) and separate the tourists from the heavy industrial users on the water side (the fish plants). However, all water access to the visitor would not be off limits. The idea is to provide fingers of water access that direct people to businesses and docks that are appropriate. An example is the Abbey Street pier development. Other places for water access would be the City owned vacant property at the end of Bay Street, the public parking lot at the end of Fall Street, the dock that serves the Marine Discovery Tours, the Undersea Gardens and, finally, the boardwalk between Port Dock 3 and Port Dock 7.

A dream for many years of some citizens of the City is a boardwalk connecting the Embarcadero with the rest of the Bay Front west of Hatfield Drive. A portion of that boardwalk became reality in 1996 when the City's Urban Renewal Agency developed the walk between Hatfield Drive and Port Dock 7. The boardwalk is on the water side of the street and gives some excellent pedestrian access along Bay Boulevard and to the water.

The Port of Newport has developed a plan for the Port Dock 7 area for future development (by reference incorporated into this plan) and shows two alternatives for continuance of the boardwalk along their property. One option is to keep the boardwalk along the water's edge and build overpasses where needed. The advantages of this plan is that the aesthetics would be the best and it would provide people with an opportunity to closely view the workings of the fishing boats. The disadvantages are that the cost is much greater because of the overpasses and the potential interference of tourists and pedestrians with the fishing boat activity, a potentially dangerous situation.

The other option would be to continue the boardwalk down Bay Boulevard to the east property line of Port Dock 7 then head to the bay where it could connect with the existing boardwalk of the Embarcadero. The idea was to also provide a couple of fingers along the stretch to observation areas on the water. The disadvantage of this plan is that the pedestrian is away from the water and the greatest amount of activity and therefore interest. The advantage is the reduced cost and the separation of the tourist/pedestrian traffic with the fishing industry. It would also be a continuation of the development pattern to the west.

A pedestrian trail that would connect the Bay Front with the ocean beach was discussed during the meetings of the Bay Front Steering Committee. It was agreed that it was an excellent idea but the location of the trail needs to be determined. One resident of the City suggested that the sidewalk from Bay Boulevard be extended through the Coast Guard Station and connect with a narrow, gravel road that serves the north jetty. That path would have to include a overpass over the access way from the barracks to the boat moorage. The advantage of this route is that the trail would remain at roughly the same level the entire length to the beach.

The problem arise in two areas. One is the expense. Whenever a structure such as the overpass is added, the cost of the facility is greatly increased. The other problem is the Coast Guard. Although they said they would consider a design that included a walk over their facility and they would work with the City, they did not like the idea on the face of it. Their concern was the interference of pedestrians with the workings of the Coast Guard facility and the liability if an accident occurred. They would much prefer an alternative route.

The alternative route is to go up Bay Street (which already has a sidewalk) turn toward the bridge on Naterlin Drive and then drop down to water level on the road that serves the north jetty all the way to the beach. The disadvantage of this route is the grade change which amounts to about a 35 foot rise and fall. The big advantages of this route is the cheaper cost and the use of public right-of-way and a portion of the Coast Guard property that is not extensively used. If fact, discussion with the Coast Guard suggested that they would greatly prefer that route and would facilitate it. However, care must be taken to maintain the roadway that serves as access to the north jetty, especially when the jetty needs repair.

Weighing the two options, the route up Bay Street and Naterlin Drive appears to be the most logical even with the grade change. The improvements needed are a sidewalk along Naterlin Drive to where the north jetty access road intersects. There would also have to be some work done on the trail to make it pedestrian friendly for the entire length to the beach.

Another idea is to narrow down the crossing distance on Fall Street at the intersection with Bay Boulevard. This crossing is currently very wide (on the order of 65 feet). The distance is complicated by the fact that Fall Street does not stop coming down the hill (an assumed situation) and tourists, especially during the summer months, are not paying attention. If the crossing were narrowed, as shown in the Demuth Glick study, the situation would be improved.

One difficulty is that the fish company just west of the City's parking lot, uses Fall Street to maneuver trucks into the fish waste hopper. If a full curb were installed to narrow down the Fall Street crossing, that maneuvering would be very difficult if not impossible. The solution is to build a mountable curb on the west side of Fall Street so trucks could still back into the truck bay. The sidewalk would also have to be built strong enough to support trucks.

Other pedestrian ways may include a path to include Hurbert Street with Lee Street between the two parking areas, and the improvement of an informal path that connects the upper

portion of Lee Street near 12th Street. In addition, minor changes and additions to crosswalks can help direct people to cross at safe locations. Two possible crosswalk improvements are at the Abbey Street Pier and the western end of the boardwalk. Those two crossings should be well marked to increase safety and direct pedestrians.

Bicycle Facilities

There are currently no bicycle routes on the Bay Front and the width of the street and the development that is in place make it difficult if not impossible to provide a separate bicycle path or lane. However, the traffic on Bay Boulevard, especially during the summer months, moves slow enough that bicycles can easily share travel lanes with car and truck traffic. A shared lane is therefore the option from the Embarcadero to the Coast Guard station.

East of John Moore Road however the right-of-way is there to provide a bike lane especially if no parking is allowed along the street. This would also connect a bike land in the City to one that is outside the City along Yaquina Bay Road. That land goes all the way to Toledo (about 12 miles) and is very flat. The City's TSP shows that connection.

Parking

Probably the biggest single issue for the Bay Front is parking. In fact, the meetings of the Steering Committee invariably lead to a discussion, sometimes lengthy ones, on parking. And it is not an issue of simple numbers. There are a number of users that have different needs for the parking that is available. The fish plants need loading areas, both long and short term, and parking for their employees that work eight to twelve hour shifts. The fishing industry needs parking that may be needed for four or five days while they are out on the ocean. The charter fishing industry needs parking that is up to 12 hours long and the tourist businesses need eight hour or longer parking for the owners and employees but a quicker turnaround on the two to four nature for customers. The tourist industry also needs loading and delivery space usually on a short term basis. And, in recent years, more buses of tourists are visiting the Bay Front to take advantage of the attractions in the burgeoning whale watching industry. All together it makes for an interesting mix of needs and users that often compete for the limited amount of parking available, especially during the summer months.

Table 1 shows the available parking and the type of that parking on the Bay Front between Bay Street and the Embarcadero. The parking inventory also includes some parking on Bay Street from Naterlin Drive to Bay Boulevard and on Fall Street from Canyon Way to Bay Boulevard. Those two streets provide a number of parking spots for people visiting the Bay Front. There is also a public parking lot on Canyon Way next to the Canyon Way Bookstore that has 47 spaces. There are plans to make that lot more efficient and do some minor expansion that may raise the total to 60 spaces. In addition, there are about 45-50 spaces along Canyon Way. The problem with those spaces is that they are up quite a steep hill from the Bay Front so access is limited.

The issues then become how many spaces are needed to accommodate the anticipated demand, where, if needed, should those spaces be built and what is the mechanism to fund the construction of the spaces? The first question is a difficult one because it depends on the time of year and any further development. Currently, the demand for spaces is very high during the

Table 1
Parking Inventory for the Bay Front

| | | Street Section | | | | | | |
|----------|--------------|----------------|----------|-------|-----------|----------|------------|-------|
| | | Waterlin | Coast | Abbey | Canyon | Fall St. | Hatfield | |
| | | to | Guard to | to | Way to | to | to | |
| | | Bay Blvd | Abbey | Fall | Bay Blvd. | Hatfield | John Moore | Total |
| 30 min. | Public | | | | | | | |
| | Private | | | | | | | |
| 1 Hour | Public | | | | | | | |
| | Private | | | | | | | |
| 2 Hour | Public | | 36 | 18 | | 19 | 8 | 81 |
| | Private | | | | | | | |
| 4 Hour | Public | | 30 | | | | | 30 |
| | Private | | | | | | | |
| 12 Hour | Public | | 36 | 11 | | 20 | | 67 |
| | Private | | | | | | | |
| 72 Hour | Public | 24 | | 8 | 20 | 11 | 226 | 289 |
| | Private | | 20 | 14 | | 90 | 77 | 201 |
| Other | Public | | | | | 18 | | 18 |
| | Private | | | | | | | |
| Loading | Public | | 1 | | | 5 | | 6 |
| | Private | | | | | | | |
| Large | Public | | 3 | | | 1 | | 4 |
| Loading | Private | | 2 | | | 1 | | 3 |
| Taxi | Public | | 1 | | | | | 1 |
| | Private | | | | | | | |
| Handicap | Public | | 2 | 2 | | 1 | 2 | 7 |
| | Private | | | 1 | | 3 | | 4 |
| | Total | 24 | 131 | 54 | 20 | 169 | 313 | 711 |

summer months but relatively low during the rest of the year. In fact, during much of the winter months, parking is not an issue at all. The tourist industry is usually down, the weather keeps the fishing boats in port and the fish plants are not processing fish because the boats are not working.

On the other hand, during the summer months, all the industries are running at full strength creating a difficult parking situation.

Will additional spaces help? Again that question is a difficult one. During the summer months it is doubtful that enough spaces can be built regardless of the number. To quote a famous movie "build them and they will come." During the winter months, all those additional spaces will be vacant along with many of the spaces that already exist.

And the cost of additional spaces could be very high. There is not a great amount of land available for large parking lots so the option is to go up with a parking structure. There has been plans to build a parking structure on the Abbey Street parking lot that would provide about 350 to 400 spaces. The cost of a structure on the Abbey Street parking lot (owned by the City and a logical place to put a public parking garage) is estimated to be \$3.2 million in 1997 dollars. A 20 year loan or bond repayment at 8.5% means a monthly debt load of about \$28,000. Of course if the interest rate is lower or the length of the mortgage is changed or other moneys such as grants or cash is thrown into the pot, the monthly amount can change. But, in any case the monthly debt service is going to be high for a structure.

Is there revenue enough to cover the debt? That is always the ultimate question, can you pay for what you want? The idea is to create some retail space on the bottom floor of the parking structure to serve two purposes. One is to generate revenue and the other is to fill in the large gap between the convenience market and the next building toward the bridge. Preliminary plans show enough space to create about 4,000 square feet of retail space. It is estimated that the monthly rental for prime Bay Front property is about \$1.00 per square foot (1997 dollars) or, for the 4,000 square feet, about \$4,000 per month.

If, in addition to the leased space, one were to charge \$1.00 per hour for the parking spaces and if all the spaces were full all the time, about \$400 dollars an hour could be collected. Assuming an eight hour day, that means \$3,200 per day. If that happened every day of the month, 30 days on average, \$96,000 a month could be generated.

Of course, there are some very large assumptions in those calculations. One is that people would not be willing to pay \$1.00 an hour for parking. During the summer months when parking is at a premium, the spaces may be full. During the winter when there is ample parking on the street for free, the parking garage will stand empty. Another assumption is that the garage will be full for eight hours every day. A highly unlikely scenario. And finally, it is assumed in the above example that the garage will be full not only for the whole day but for every day of the month. Another highly unlikely scenario. A more likely case would be that the garage would be full during a few hours during the day in the summer months especially on weekends. For sake of argument, four hours a day for 15 days a month. Using the same numbers as above (\$1.00 an hour for parking), the monthly income would be \$24,000. Adding that to the \$4,000 of the rental income we barely make the \$28,000 a month needed. During the winter, the monthly income could easily be less than \$4,000 a month.

The point of the preceding exercise is that a parking structure is very expensive. So far we have only talked about building the structure and retiring the debt. No mention has been made of maintenance, administration of the rentals and other overhead that always occurs. It seems doubtful at this time that a parking structure is feasible unless heavily subsidized by the community or the businesses on the Bay Front.

So what are the options? One would be to build smaller surface lots around the Bay Front. Those lots would be a fraction of the cost of a structure (about \$2,000 per space including land). The only problem would be that the number of spaces that could be created especially in the most heavily used portion of the neighborhood would be very limited. Another option would be to provide a shuttle service from other portions of town that have parking during the busiest time of the year, July and August. The shuttle could connect all parts of the Bay Front with the Nye Beach area where many of the hotels are. The cost of this service is estimated to be about \$500 per day. This would mean for the 60 to 70 days during the summer when the service is needed, the total cost would be \$30,000 to \$35,000 dollars, a little more than the cost of one month of the parking structure. It appears that the best course of action in the short term (over the next five to ten years) is the more conservative approach to relieving the parking crunch during the summer months by constructing a few small parking lots to serve of the needs on the Bay Front.

One of the biggest needs is for longer term parking (three to five days) for the fishing community. A plan has been developed that would provide for 60 to 65 spaces on the Port Dock 7 property near the west end. That parking could be dedicated to the fishing boats and made secure. This would open up some parking spaces along Bay Boulevard that are currently being used by that segment of the neighborhood.

Another possible parking area would be just across Bay Boulevard from the area mentioned in the previous paragraph. There is a small piece of property (about 1,700 square feet) that is owned by the City that could be combined with a 13,800 square feet of right-of-way of an unused street to create a parking area. It is unknown exactly how many spaces could be built because it is a triangular property and there are some topographic constraints, but it is estimated that about 20 to 25 spaces could be provided on the site. This area could also be used for long term parking.

A third area that could be used for parking on Hurbert Street just off of Bay Boulevard. There is a steep hill up the first 100 to 150 feet, but the street levels off fairly flat after that. That area could accommodate about 30 to 35 spaces. This area could be used by employees of the Bay Front businesses especially if the pedestrian facilities are improved and lighting is provided.

Finally, it makes sense to provide a temporary solution to the temporary parking problems during the summer months. The best way to do that is to provide a shuttle service that would

connect the Bay Front with other parts of the City especially the hotel and motel areas in Nye Beach. The service could also connect the parking lots and other shops in the City Center area. The trick is to make the service convenient, efficient and inexpensive. That means that the shuttle will have to be subsidized during the summer months when it is used. The amount of subsidy and who pays is a question that will have to be answered before the program can be initiated. However, the best solution will probably be a cooperative arrangement between public and private entities. There will also need to be well placed stops spread out along the Bay Front that are spaced appropriately. The stops will also have to be constructed to provide easy and safe boarding.

Other Utilities

All other utilities are in place and need only to be maintained and/or expanded as more development occurs. Sewer and water line replacement is a major task on the Bay Front because they are under the street and can be worked on only in a narrow window from May to October. Unfortunately this is also the busiest time of the year so disruptions are inevitable. The City and other utilities should try to do their work before Memorial Day or after Labor Day but that is not always possible. The unavoidable disruptions are bound to happen.

When the boardwalk was built, the City also paid to have the overhead lines undergrounded. There has been many compliments on that particular aspect of the improvement, so the undergrounding of utilities along the rest of the Bay Front should be a goal.

Although restrooms are not a traditional "utility," there is a need for additional facilities on the Bay Front. The only public restrooms currently in existence are the ones on the Abbey Street parking lot. There needs to be one or two more restrooms strategically spaced so as to adequate service.

Zoning

Although there is a limited amount of land on the Bay Front, there is some and there is an opportunity for remodels, improvements and conversion of buildings to different uses. So there is a considerable amount of opportunity to change not only the uses but the appearance of the Bay Front. The zoning regulations dictate the type of change that occurs.

There are two zoning designations on the Bay Front. One is the W-1/Water Dependent classification. The uses allowed under this zoning are uses that are dependent on the water for operations. A good example is a fish plant or a charter fishing business. The other zoning classification is the W-2/Water Related district which allows the uses under the W-1 district plus some other uses most notably the permitted uses in the C-2/Tourist Commercial district. The C-2 uses are conditional in the W-2 which means it has to be reviewed by the Planning Commission or staff (depending on the size) for compliance with the applicable conditional use criteria.

Most of the development in the past years has been in the tourist industry. This means that those uses must go through a conditional use permit process in order to receive permission to operate. The disadvantage of that process is that it takes time for the applicant to go through it. The big advantage of the process is that the project can be reviewed for compliance with the goals and policies of the Bay Front. One of the major concerns when reviewing for compliance is the preservation of the historic character of the Bay Front. Without the conditional use process, there is no other mechanism to assure compliance. Because that issue is very important to the Bay Front the conditional use process should be retained (which means keeping the current zoning) or another mechanism, such as design review, should be instigated (which means developing another zoning tool). In any rate, the historic character of the Bay Front should be considered whenever a new project is being proposed. The character includes the physical appearance of the building, signing, lighting, the location of parking, and other design considerations.

There are three other areas, however, that should be considered for different zoning. One is the Port property between the Embarcadero and Douglas Street. The Port has a general plan that indicates that the property should be developed to a higher and better use. In conjunction, the plan contains a model site plan on how the property could be physically developed. The plan also calls for a mixed use type of development where some limited tourist facilities could be incorporated. This, however, would require that the property be rezoned to W-2. As long as the types of tourist uses is limited by the Port to be those that compliment rather than detract from the fishing industry, the idea is a good one. (There is also the added protection of the conditional use process and review by the Planning Commission for any tourist type of use.)

The second area is the Embarcadero property. It is currently zoned W-2 which means that the entire facility is a conditional use. This means that any expansion or change in use, regardless on how minor, requires a conditional use permit. That process seems unnecessary because the Embarcadero is a tourist facility and is likely to remain so for the foreseeable future. It makes sense to rezone that property to C-2, a zoning designation that fits the use. However, consultation with the Embarcadero ownership should proceed such a change.

The final possibility is to rezone the water side of Bay Boulevard from the Coast Guard Station to about Douglas Street from W-2 to W-1. The land side would remain W-2. This would afford greater protection of water dependent uses from encroachment of non-water related uses. A major disadvantage of this proposal is that many existing businesses would become nonconforming and subject to regulations contained in the Zoning Ordinance. This proposal therefore must be looked at very carefully before enactment.

Public Art

Public art can greatly enhance the appearance of an area. It can also provide a focal point for other public activities such as concerts, art displays and other entertainment and socializing. On the other hand, if done wrong or with a particular self interest, public "art" can add to the visual clutter and detract from community goals. This is especially true with murals. Murals can

be very attractive or they can be a large, often times very large, sign or cartoon. It is important that they remain tasteful and appropriate.

Three questions come to mind when murals are discussed. One is, how many murals is enough? Should every blank wall on the Bay Front be allowed to have a mural? Obviously there is a saturation point for the number, but there is no definitive number. Another question is, who controls the quality of the painting? A corollary question is, when does a mural cease to be a mural and start to be a sign? These are questions that have to be answered in order to maintain a modicum of order and character.

Finally, what happens when the murals start to deteriorate? Like all paint, especially on the Oregon Coast, it will start to fade. Who maintains those murals so they remain vibrant? Those questions have not been answered but need to be before a plethora of wall graphics take up the Bay Front facades.

Conclusion

The Bay Front area is a dynamic one that is characterized by a mix of tourist, fishing and residential uses. Change will happen and it is important that change will fit into that mix as well as the historic nature. It is not the intent of this plan to limit growth or interfere with individual property rights, but it is the intent of this plan to protect and enhance the interests and uses on the Bay Front.

To accomplish that end, development must consider the special qualities that characterize the Bay Front. There will not be a great deal of change in the infrastructure on the Bay Front. The goal is to therefore enhance the existing systems. There is not a great deal of vacant property left to be developed. So the direction should be to preserve the historic pattern and type of development as properties do develop and redevelop. It is very important for developers, decision makers and service providers to understand the special nature of the Bay Front and make sure that it continues.

Goals and Policies

Goal 1: To preserve the mix of tourist, fishing and residential uses that give the Bay Front its special charm.

Policy 1: The current zoning designations shall be retained except for the Port of Newport property between the Embarcadero and Douglas Street (Port Dock 7), the water side of Bay Boulevard between the Coast Guard Station and Douglas Street and the Embarcadero. The City shall, within one year of the adoption of this Plan, consider rezoning those properties consistent with this Plan.

Policy 2: The W-2 zone currently allows tourist related uses as a conditional use. On the water side of Bay Boulevard, if the W-2 zoning is retained, those uses may be allowed only on a finding that the use does not interfere with the functioning of the water dependent uses.

Goal 2: To preserve the historic character of the Bay Front.

Policy 1: The current conditional use process for tourist related uses should continue with the added emphasis on the preserving the historic character of the Bay Front. Design guidelines that outline architectural and site development parameters consistent with this policy shall be developed within one year of the adoption of this Plan.

Policy 2: The zoning ordinance requires a certain percentage of the site to be landscaped. In an area such as the Bay Front, a strict percentage landscaping requirement does nothing to enhance the area especially when it can be placed anywhere. The landscaping requirement could be reduced but only if other amenities such window boxes, pedestrian benches, reduced signing or other design features are incorporated into the design of a building. The City shall amend its landscaping ordinance consistent with this policy within one year of the adoption of this Plan.

Policy 3: Parking lots should be buffered from pedestrian ways by landscaping, planter boxes, fences, low walls or other design elements.

Goal 3: To enhance the pedestrian facilities.

Policy 1: The pedestrian systems mentioned in this plan should be implemented within the next 10 years subject to the availability of funding. In order of priority, the pedestrian improvements are:

1. The continuation of the boardwalk from the eastern end of the existing boardwalk to the Embarcadero along the Bay Boulevard frontage of the Port of Newport property (Port Dock 7).
2. The pedestrian pier on City owned property on the western end of Bay Boulevard.

3. The pedestrian trail connecting the Bay Front with the beach by improving the sidewalk along Naterlin Drive in front of the Coast Guard Station and connecting to the existing trail under the Yaquina Bay Bridge.

Other projects may be developed as money becomes available. Improvements to sidewalks in front of development or redevelopment shall occur upon the issuance of building permits.

Policy 2: Whenever any permit is reviewed, the approval of the permit should be conditioned on improving the sidewalk along the subject property. The City shall develop a typical sidewalk section that is consistent with the historic character for those replacements.

Policy 3: The land side of Bay Boulevard should be the main focus of pedestrian movement with fingers extending out to the water of other public places. Ten to twelve foot wide sidewalks shall be provided between Bay Street and the Port Docks if the room is available. On the bay side of Bay Boulevard, six foot sidewalks will be provided where possible and piers or other projections that provide viewing of the water or sitting spaces for pedestrians will be provided, subject to the availability of adequate and safe access points and funding.

Goal 4: To deal with the summer crowds in appropriate, efficient and cost effective ways.

Policy 1: The parking shortage is a summer time event that cannot be solved by merely providing more parking. The preferred option at this time is to explore the possibility of operating a shuttle system to offset the demand for parking.

Policy 2: The parking in lieu of fund should remain an option for businesses on the Bay Front.

Policy 3: The angled parking on Bay Boulevard between Fall Street and Bay Street should be changed to parallel parking whenever the number of spaces lost can be replaced by an equal or greater number within the area bounded by Bay Boulevard, Fall Street, Bay Street and 13th Street.

Policy 4: The parking proposal on the Port Dock 7 property and the City property, as outlined in the parking section of this plan, should be implemented as soon as possible.

Policy 5: A development should not be shaped by its parking. If parking is provided on site it should not be located in the front and should be adequately screened as to provide a buffer between the parking lot and the sidewalk.

Policy 6: Credit for parking may be provided if that parking is located on private property no further than 1,000 feet from the use.

Goal 5: To preserve the scenic quality of the Bay Front.*

Policy 1: The City should retain rights-of-way on the hillside above the Bay Front in order to preserve vegetation in those areas. However, circumstances may dictate the need to vacate some rights-of-way when the City finds it necessary to do so. In addition to the standard criteria for

*Amended by Ordinance No. 1840 (10-1-01)

street vacations, the City shall also find that the vacation does not interfere with convenient pedestrian, bicycle or other transportation connections.

Policy 2: Removal of vegetation shall be replaced and a Zoning Ordinance provision addressing this issue shall be developed within one year of the adoption of this Plan.

Policy 3: Because of the potential geologic problems that could arise, excavation and fill permits are required for more than 50 cubic yards of material. Such permits may be required to obtain a geologic permit in conjunction with the work.

Policy 4: The City shall work with the utility providers of overhead utilities, the property and business owners on the Bay Front and others that are appropriate, to underground utilities.

Policy 5: Although little if any riparian vegetation remains, the City should encourage property owners or developers to replace some riparian vegetation as a part of their development. Such replacement may be counted toward meeting landscaping requirements.

Appendix A
Issues Raised
Bay Front Neighborhood General Meeting

Bay Front Issues:

1. Parking both long and short term, numbers, location
2. Pedestrian traffic - safety and access
3. People pollution interfering with businesses i.e. fisherman
4. Drunks
5. Spread out people
6. Views for people on the hills
7. Skateboarding
8. Restrooms - more of them
9. Utilize vacant space next to Yaquina Oyster
10. Maintain the vegetation on the bluff
11. Traffic flow and safety i.e. at Fall and Bay Boulevard
12. Odors
13. Lighting (safety for pedestrians) and noise
14. Sea lions
15. Tourist and fisherman tolerance for each other
16. Cleaniness
17. What to do with tip of SE 5th and Bay Blvd.
18. Mural on the west end to welcome and identify Bay Front
19. General circulation - moving people across the bay
20. What are the overall goals for the Bay Front
21. Feel that City is trying to remove fishing from town
22. Fishing industry is frustrated
23. Working water front is important to the tourist industry
24. Parking permits
25. Better communications between the users
26. Alternative transportation i.e. for the tourists
27. User friendly
28. Selective who we allow - e.g. no horse drawn carriages
29. Keep R.V.'s off the Bay Front
30. No surprises
31. Appearance
32. Signing - directional, interpretative. on Hwy. 101 and 20
33. Bike path from John Moore Road east to County paths
34. Provide for larger fishing vessels