



# Chapter 1: Executive Summary

## INTRODUCTION

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The City of Newport initiated this update to their Transportation System Plan (TSP) to address a range of challenges and opportunities that emerged since the 2012 Newport TSP. In general, the TSP update process was designed to comply with the State of Oregon guidance and requirements per the Transportation Planning Rule (OAR 660-012-0015), which includes a public outreach process, an evaluation of current and future transportation needs, and a strategic and reasonable funding program (see Figure 5, Chapter 2 for more details).

**Critical Community Issues** were developed specifically for Newport, under the guidance of city leaders and a committee of key community stakeholders, referred to as the Project Advisory Committee. This TSP update focused on the following critical community issues:

- Developing desired streetscape, urban form, and roadway alignment for downtown commercial core to spur redevelopment.
- Developing transportation enhancements for the Agate Beach neighborhood that are sensitive to local geologic conditions.
- Updating the TSP capital projects and planning level estimates for near- and long-term system investment priorities.
- Clarifying whether the US 101 highway alignment may change as a part of the future replacement of Yaquina Bay Bridge.
- Evaluating the viability and efficiency of NE Harney Street extension as north-south alternative to US 101.
- Developing an integrated multi-use bike and pedestrian network.
- Developing neighborhood traffic calming measures and pedestrian safety needs.

- Identifying transit needs of the community.
- Identifying the city’s role in supporting emerging transportation technology.
- Refining street cross-sections requirements to provide options that address constraints.
- Refining infill frontage improvement requirements that better balance cost and community needs.

The outcomes and recommendations are presented in the following chapters. Technical background information that formed the basis for many of the recommendations are available in a separate volume (see Newport TSP, Volume 2). The overall structure of the is summarized below.

**Chapter 1: Executive Summary** is a high-level overview of the TSP and its findings.

**Chapter 2: Transportation System Context** introduces the local history of Newport and its transportation system. It defines the planning goals and objectives and lays out the challenges and opportunities that the city addressed through this TSP update. The stated goals and objectives are the basis for choosing preferred transportation projects (see Chapter 5).

**Chapter 3: Newport Today & Tomorrow** presents how the city is planning to grow through 2040, and how historical travel patterns could change as a result. Each component of the local transportation system was reviewed and evaluated to consider how effectively it performs its intended objectives, and to identify gaps or limitations that should be addressed. The outcomes of these evaluations provide a list of transportation system needs around the city that will be examined to develop solutions (see Chapter 5).

**Chapter 4: System Design & Management Principles** defines the preferred routes and hierarchy of the system as it relates to freight, motor vehicles, transit, bicycling, and walking. In addition, the facility standards show specific design requirements regarding the overall dimensions, amenities, and provisions for individual travel modes. These facility cross-sections are used later in the process (see Chapter 6) to prepare initial estimate construction costs, and right-of-way requirements.

**Chapter 5: Project Development & Evaluation** presents the process used to identify investments that best align with the goals and objectives, which involved a combination of technical analysis as well as feedback from the project stakeholders and the public.

**Chapter 6: Projects and Priorities** lists the outcomes of the solution development and scoring process from Chapter 5. Projects are listed in four groups, according to funding priorities.

**Chapter 7: Implementation & On-Going Strategies** lays out the steps ahead to act on the TSP update, and to address on-going community issues related to transportation that are not specifically resolved by the TSP process and recommendations.

## TRANSPORTATION SYSTEM CONTEXT (CHAPTER 2)

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

### KEY TRANSPORTATION OPPORTUNITIES AND CHALLENGES

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

- **US 101 and US 20** form the primary transportation network and carry most the motor vehicle traffic. Outside of the downtown core area, the geographic constraints of the ocean coast, Yaquina Bay and local hillsides have fostered a strong reliance on the state highway system both for local travel and regional service to nearby communities. These highways were built with limited walking and bicycling amenities which continues to be a challenge for residents, visitors and tourists who are traveling outside of their motor vehicles.
- **Downtown** is where many of the properties are underutilized or in economic distress with vacant storefronts and aging, poorly maintained buildings. The City has an opportunity to leverage its urban renewal district to generate funding to revitalize the downtown area, which is also referred to as the commercial core area, along with upgrading the transportation system to catalyze economic development and provide infrastructure needed to support additional density.
- **Yaquina Bay Bridge** is an integral part of Newport as well as an historic icon on Oregon's coast highway system. Since its opening in 1936, the bridge has been the only transportation link across Yaquina Bay to South Beach. The Oregon Department of Transportation (ODOT) has been working to extend the functional life of the bridge, but expects that it will eventually be replaced. The timing for its replacement is uncertain, however, ODOT has indicated that its current location would be the preferred option to minimize environmental, engineering and community impacts.
- **Natural Hazards** considered in this TSP include the potential tsunami events following earthquakes and mitigating for unstable soils and ocean bluff erosion.

## REFINED GOALS AND OBJECTIVES

The TSP goals and objectives define how the community’s vision will shape the design, construction, operation, and management of the transportation system. This **2022 TSP update** reorganized the 2012 TSP structure and added several new goals. The plan framework now better supports performance-based planning. The new goals for the Newport TSP are listed below. For more details about the full policy framework, please refer to *Setting the Direction for the Plan* in Chapter 2.

- **Goal 1: Safety** – Improve the safety of all users of the system for all modes of travel.
- **Goal 2: Mobility** – Promote efficient travel that provides access to local and regional major activity centers, as well as to goods, services, and employment to meet the daily needs of all users.
- **Goal 3: Active Transportation** – Complete safe, convenient and comfortable networks of facilities that make walking and biking an attractive choice by people of all ages and abilities.
- **Goal 4: Grow the Economy** – Develop a transportation system that facilitates economic activity and draws business to the area.
- **Goal 5: Environment** – Minimize environmental impacts on natural resources and encourage less polluting transportation alternatives.
- **Goal 6: Support Healthy Living** – Support options for exercise and healthy lifestyles to enhance the quality of life.
- **Goal 7: Prepare for Change** – Ensure that the choices being made today make sense at a time when Newport is growing, and the transportation industry is rapidly changing.
- **Goal 8: Fiscal Responsibility** – Sustain an economically viable transportation system.
- **Goal 9: Work with Regional Partners** – Partner with other jurisdictions to plan and fund projects that better connect Newport with the region.

In addition to the goals outlined above, a set of supplemental strategies and guidelines were developed to address specific issues of concern within the Commercial Core and the Agate Beach areas of the City.

## DECISION-MAKING STRUCTURE

The decision-making structure for this TSP was developed to establish clear roles and responsibilities throughout the project. The primary elements of that structure included:

- A Project Management Team (PMT) that included city staff, ODOT staff and the consultants.

- A Project Advisory Committee (PAC) that included local committee, neighborhood, and business representatives, emergency service providers, and agency staff members from the City of Newport, Lincoln County, and the ODOT.
- The City Council and Planning Commission for Newport were briefed throughout the process.
- The City Council made all final decisions pertaining to this TSP. The PMT made recommendations to the Planning Commission and City Council based on technical analysis and community input.

## **PUBLIC AND STAKEHOLDER ENGAGEMENT**

Public outreach was conducted between November 2020 and August 2021 to share information about the TSP project and community members, stakeholders, and other interested parties were invited to share their ideas and feedback. The project team adapted to the COVID-19 pandemic to provide several engagement opportunities to enable community members to safely participate and provide meaningful input. Approximately 970 people were engaged through a variety of outreach opportunities.

Overall, the respondents wanted a focus on the safety and circulation for the walking, biking, and transit modes of travel. A complete summary of the outreach efforts can be found in Appendix N, Newport TSP Outreach Summary.

### **Common themes heard from public engagement included the following:**

- Pedestrian and bicyclist safety throughout the city.
- Increased bus/transit/shuttle options.
- Interest in improving traffic flow and reducing congestion, for through travelers and local users.
- Parking improvements, especially in the downtown area.
- Traffic speeding enforcement.
- Preserve/rebuild the Yaquina Bay Bridge in the same location.
- Strong support for emerging technology such as electric vehicle (EV) charging stations, parking solutions and solar power.

## **NEWPORT TODAY AND TOMORROW (CHAPTER 3)**

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

The findings of this technical analysis for all travel modes combined with input from the public engagement process formed a master list of system needs for the community. Later in the update process (see Chapters 5 and 6), the past TSP projects identified from the 2012 TSP were refined

and amended, as needed, to fully address the latest understanding of the community's transportation needs.

For further technical background information, refer to Technical Memorandums #5 *Existing Transportation Conditions*, #6 *Future Traffic Forecast* and #7 *Future Transportation Conditions and Needs* that are contained in Volume 2.

## LAND USE AND TRANSPORTATION DEMAND GROWTH

The city's present urban growth boundary (UGB) and adopted land use zoning maps indicate the location and type of development that is expected to occur in Newport. In addition, citywide population forecasts are coordinated with a statewide effort that is led by Portland State University. By 2040, the growth in households and employment for Newport are illustrated in Figures 11 through 16 in Chapter 3. In summary, they include the following planned growth:

- **Households** - About 1,000 more homes are expected throughout the city, with the highest concentrations in the recent UGB addition near NE 36<sup>th</sup> Street and NE Harney Street, and the emerging neighborhood along SE 40<sup>th</sup> Street near the Oregon Coast Community College. Many other neighborhoods expect modest residential in-fill development.
- **Population** – About 2,400 more permanent residents are expected to reside in these new homes. In addition, visiting households during peak seasons are forecasted to increase by about 210 more than today (see Figure 19, Chapter 3).
- **Summer Employment** - About 2,700 more jobs are expected during the summer. Overall job growth will be highest in the South Beach area, especially along Marine Science Drive, and south of 40<sup>th</sup> Street, and in the very north end of the city near 73<sup>rd</sup> Street.

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

## MOTOR VEHICLE SYSTEM PERFORMANCE ISSUES

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

- Six of the intersections on US 101 are expected to have major delays for motor vehicle traffic. This includes three locations that are controlled by traffic signals (at NE 52<sup>nd</sup> Street, US 20, and Hurbert Street) and three stop controlled intersections (at NE 73<sup>rd</sup> Street, Oceanview Drive, and Angle Street).
- Many other intersections along US 101 that were not specifically analyzed are expected to have severe delays during peak hours for traffic intending to turn left onto the highway.

Several neighborhoods derive their only access from US 101, such as NE San-Bay-O Circle near the Fred Meyer store.

- Two of the US 20 intersections are expected to have major delays including SE Benton Street (stop sign controlled on the side street) and NE Harney Street-SE Moore Drive (traffic signal control).
- The US 20/NE Harney Street-SE Moore Drive intersection was also cited by public feedback as being problematic for serving school related traffic before/after school sessions, and for major events at the Lincoln County fairgrounds.
- Other community safety concerns included the lane merging on southbound US 101 approaching Yaquina Bay Bridge, and the irregular access spacing on US 101 near the Newport Theater.
- Three local bridges were identified as being structurally deficient including US 101 over Big Creek, the Yaquina Bay Bridge, and on Big Creek Road over Big Creek.
- In addition to its weight limited condition, the vehicle traffic using the Yaquina Bay Bridge is expected to grow and it will eventually exceed the carrying capacity.

## **WALKING AND BICYCLING SYSTEM PERFORMANCE**

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

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

Based on technical evaluation, field observations, and public feedback, the following walking and bicycling issues were identified:

- For walking travelers, about 25 percent of state highway and city collector street blocks were rated in the low to moderate LTS range, which is generally comfortable for the average traveler.
- For bicyclists, about 15 percent of state highways and 90 percent of city collector streets had low to moderate ratings.
- On the other end of the LTS scale, extreme ratings were shown for 60 percent of the highways for walking travelers, and 85 percent of bicyclists. This is the highest level of stress and is considered very challenging.



- Extreme or high bike LTS was noted due to high speeds and traffic volumes and unprotected bike facilities. This includes both state highways and short segments of NE Harney Street, NE 31<sup>st</sup> Street, NE Yaquina Heights Drive, SE Bay Boulevard and SE Ferry Slip Road.
- Sixteen of the 20 intersections studied on US 101 and US 20 had extreme or high LTS scores due to non-compliant ADA curb ramps, complex elements or limited refuge or enhancements at the crossing. Bicycling LTS has similar scores at these locations.
- NW Oceanview Drive, a component of the Oregon Coast Bike Route, was rated at extreme level of traffic stress between US 101 and the intersection with NW Edenvue Way, and medium level of traffic stress from there to Spring Street.

System deficiencies were noted in cases where the walking or bicycle facilities had major gaps, extreme LTS, or were near important destinations, such as parks, schools, transit stops or essential services. These were flagged to be reviewed for possible system improvements (see Chapters 5 and 6).

## TRANSIT SERVICES

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

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

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

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

## OTHER TRANSPORTATION SYSTEMS

### Freight Network

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



Other locations with identified freight needs include Bay Boulevard which is a working waterfront and is a key freight generator for the City of Newport. This area is also a tourist destination which can create conflicts between the high volume of pedestrians, passenger cars, and freight vehicles which serve Newport's fishing industry.

Freight vehicles face the steep grades for northbound traffic approaching the Yaquina Bay Bridge. The recent relocation of the traffic signal from SE 32<sup>nd</sup> Street to SE 35<sup>th</sup> Street has improved this operational issue. The bridge has weight limit restrictions.

### **Airport**

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

### **Waterways**

The Port of Newport maintains and operates separate commercial and recreational marinas to serve Newport's ship traffic. The commercial marina, located on the north side of Yaquina Bay, south of Bay Boulevard includes four docks for commercial vehicles and serves a large, prolific fishing fleet and a yacht club. This marina can accommodate vessels up to 100 feet. The recreational marina is located on the south side of Yaquina Bay, near South Beach, with space for 522 vessels and includes power, water, fuel, and sanitary services as amenities. This marina also serves as a public boat launch with space for trailer storage. The Port also provides an International Terminal with a multi-use shipping facility that is one of three deep draft ports on the Oregon Coast. This terminal is located on a 17-acre site about 2.5 miles from the ocean entrance.

## **CHAPTER 4: SYSTEM DESIGN & MANAGEMENT PRINCIPLES**

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This chapter presents several refinements to Newport's multimodal transportation system hierarchy and facility design requirements. The recommended changes for city streets, trails, and shared-use pathways were developed to improve safety and accessibility for all users, and to directly respond to several of the critical community issues:

- Developing an integrated multi-use bike and pedestrian network.
- Developing neighborhood traffic calming measures and ped safety needs.
- Refining street cross-sections requirements to provide options that address constraints.

This chapter also acknowledges more recent guidance from ODOT's *Blueprint for Urban Design*, which provides a flexible approach to improvements adjoining the state highways that allow cities to better accommodate urban development that offer enhanced walking, bicycle, on-street parking,

and store front amenities. For the full technical presentation of system design and management changes, please refer to *Transportation Standards (Technical Memorandum #10)* in Appendix K.

## **STREET FUNCTIONAL CLASSIFICATION CHANGES**

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

The major changes to the street functional classification designations for City of Newport Streets include the following:

- **Designating State Highways as the only Arterial Roadways** - Several city streets that were previously designated as arterials roadways were downgraded to better match their intended use today and in 2040. Arterial streets are primarily intended to serve regional and through traffic. It is determined that only the two State Highways provide that type of service.
- **Dividing City Collector Streets into Two Tiers, Major and Neighborhood Collector** - The city previously had one category for collector streets, which are intended to connect neighborhoods to each other and to arterial roadways. The top tier collector was renamed to a Major Collector. A second tier of collector roadway was introduced where it was most appropriate to apply traffic calming techniques in neighborhoods, and to tailor bike and pedestrian designs to best match the local environment.
- **Adding Private Streets to the system map** - A new designation was added to show Private Streets, which are owned and maintained by the adjoining property owners. Typically, these are driveways or private roadway connections that serve four or fewer parcels.
- **Local Truck Routes Added** - In addition to the state and federal designated truck routes on US 101 and US 20, there are several city streets that serve as key local truck routes within the community. These routes were added to the city's freight network to highlight the need to design and manage them to serve trucks. Examples include Bay Boulevard, and SE Marine Science Drive.

## **MULTIMODAL NETWORK DESIGN**

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

The recommended design standards for the City of Newport presented in Chapter 4 encompass all levels of streets, trails and pathways. For full details, refer to that chapter. A summary of the key changes for network design types follows below:

- **Added Yield or Shared Streets** - A new classification for local streets was added to recognize cases where traffic volume is low (fewer than 500 vehicles daily). These cases were referred to as Yield or Shared Streets, and they allow narrower street widths (see Table 2, Chapter 4) and lower speed limits.
- **Sidewalk Minimum Width Varies** - The minimum sidewalk width was changed to be wider depending on the street classification, and fronting land use types (see Table 3, Chapter 4). For example, this allows added space for street side amenities in commercial districts.
- **Bicycle Facilities Tailored to Street Classification** - To better support an integrated bike network, the design standards were modified to better match the required bike facilities with the on-street conditions experienced by cyclists. As shown in Table 4, Chapter 4, where traffic volumes and speeds are high like on the state highways, wide and protected bike facilities are preferred. Whereas, in neighborhoods the bikes can more readily share the street with motor vehicles.
- **Minimum Pedestrian and Bicycle Facilities** - These design standards apply to pedestrian trails, accessways, and shared-use pathways, showing the minimum facility width for each case (see Table 5, Chapter 4).

## **ADDITIONAL TRANSPORTATION PLANNING STANDARDS AND OTHER ISSUES**

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

- **Vehicle Mobility Standards** - The metrics shown in Table 6 of Chapter 4 define the thresholds of acceptable congestion on city streets for a range of intersection types. These standards can be applied to form the basis for requiring conditions of approval for pending development to ensure that the ultimate facility design matches the expected demands.
- **Multimodal Connectivity** - The spacing standards in Table 8 of Chapter 4 define the minimum and maximum spacing standards for block length, driveway spacing, setbacks, and space between ped/bike connections. The intent of these standards is to provide for efficient, safe, and timely multimodal travel, particularly in newer neighborhoods designs.

The final two sections of Chapter 4 highlight unique natural hazards facing the City of Newport, and the city's response to manage those conditions. This includes the Oregon Seismic **Lifeline Routes** that facilitate emergency evacuation and recovery routes following disasters, such as a tsunami

event. This TSP includes projects that promote seismic resilience on lifeline routes, adds pedestrian or bicycle facilities on evacuation routes, and other wayfinding projects.

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

**CHAPTER 5: PROJECT DEVELOPMENT AND EVALUATION**

Building the updated project list for this TSP involved identifying several new projects to specifically address new community concerns and combining them with past projects from other local transportation plans including the 2012 TSP, Oregon Coast Bike Route Plan and Yaquina Bay Recreation Site Plan.

The prioritization process was applied to emphasize improved system efficiency and management over adding capacity. These priority outcomes were then compared to city goals and objectives for the transportation investments. This process allows the city to maximize use of available funds, minimize impacts to the natural and built environments, and balance investments across all modes of travel.

**PROJECT FUNDING**

Each project was reviewed to assess which agency would lead the project and the likely funding source. It is important to note that these funding assumptions do not obligate any agency to commit to these projects. In general, projects were assigned to either the City of Newport or ODOT as the lead agency, with a few cases where they may jointly

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

fund a project. Also, each project was assigned an assumed funding source, which included the City’s North Side Urban Renewal District, South Beach Urban Renewal District, and other City/State revenue. It is recognized that there may be other partnering opportunities with ODOT and Lincoln County Transit, these decisions are ultimately up to those agencies. Also, private development will also likely build TSP projects in coordination with land use actions and future development in the city.

Based on historical and forecasted funding levels, the city expects to have about \$76 million through the year 2040 for transportation projects in this TSP. This includes about \$38 million for projects in the North Side Urban Renewal District boundary and another \$38 million from other City and State funding sources for other citywide projects. And although it was not included in the TSP

revenue forecast, the South Beach Urban Renewal District will also provide an additional \$3 million in funding for remaining projects in the district boundary. This is still far below the funding required to implement all the projects in this plan, which total approximately \$222 million.

A high priority subset of the City's Aspirational Projects that are constrained to a level of funding that is expected to be available for the next 20 years is presented in Chapter 6 section of this Executive Summary. These projects are referred to as **Financially Constrained**, as they represent the city's highest value projects that can reasonably be funded through 2040.

## **SPECIAL TRANSPORTATION STUDIES**

A series of studies were conducted that provided greater depth of technical review and public engagement than is common for a TSP update. The focus of these special studies included corridor solutions along US 101 and US 20 in the downtown area, and a closer look at the feasibility, effectiveness, and cost to construct a proposed Harney Street extension. The 2012 TSP shows a proposed Harney Street extension parallel to US 101 north of US 20 to NE 36<sup>th</sup> Street that would provide alternative circulation for longer trips to relieve congestion in the downtown area.

Each of these projects represent large-scale capital investments that could significantly alter Newport's transportation network and travel patterns by increasing roadway capacity for motor vehicles, bicycles, and pedestrians. In addition to mobility and access improvements, the highway corridor studies also sought to leverage economic development opportunities to revitalize the downtown commercial core area.

The following discussion summarize results of each special transportation study. Please refer to Chapter 5 and the Solutions Evaluation (Technical Memo #8) in Appendix I for full details.

**US 101 Downtown Corridor (SW 9<sup>th</sup> Street to SW Angle Street)** – Three options were considered for this corridor. Two involved forming one-way couplets with the existing highway and SW 9<sup>th</sup> Street, and one retained the highway on its current alignment. However, that concept also includes providing quality bicycle facilities on parallel routes of SE 9<sup>th</sup> Street to reduce impacts to properties adjacent to the highway.

The one-way couplets would provide for southbound traffic along the present highway alignment, and northbound flow along SW 9<sup>th</sup> Street. The difference between the two couplets was one was longer, it began at the existing intersection of SW 9<sup>th</sup> Street and US 101, and the other was shorter, it began at SW Fall Street. All three options would upgrade the existing roadways to meet current ODOT design standards, which would address the narrow travel lanes, and lack of bike facilities.

Based on feedback from the public and the PAC, the Long Couplet options was set aside from further review. It was agreed that the Long Couplet concept was not worth the extra investment for a longer improved facility, especially since the area around the hospital complex was already being redeveloped along the adjoining parcels nearby. The PAC suggested that the remaining two options advance for further deliberation during the public adoption process of the TSP.

**US 20 Downtown Corridor (Harney Street-Moore Drive to US 101)** – Two options were considered for this corridor. One involved forming a one-way couplet with the existing highway and NE 1<sup>st</sup> Street. In this concept, the eastbound flow would use the existing highway, while the westbound flow of traffic would use NE 1<sup>st</sup> Street. The other option was to upgrade and expand the highway along its present alignment. Based on feedback from the public and the PAC, the preferred option was the existing two-way highway along its current alignment. However, that concept also includes providing quality bicycle facilities on parallel routes of NE 1<sup>st</sup> Street to reduce impacts to properties adjacent to the highway.

**US 20/US 101 Intersection** – Several design concepts were evaluated at this location to serve traffic growth and still meet desired performance targets. Concepts included adding more vehicle turning lanes on high volume approaches, restricting Olive Way to westbound only flow, and converting the intersection to a multi-lane roundabout. The preferred concept is to add another southbound left-turn lane from US 101 onto eastbound US 20 (see INT4 for details). Initial sketches were made to illustrate how roadway widening might impact to adjoining properties (see initial diagrams in [Appendix ZZTop](#)).

**Harney Street Extension (NE 7<sup>th</sup> Street to NE 36<sup>th</sup> Street)** – The alignment of this proposed extension was evaluated in-depth by project team engineering staff to navigate the many environmental and topographical constraints of this route. These outcomes of these engineering studies show (see Figure 38, Chapter 5) that the primary new construction would be near NE 7<sup>th</sup> Street, then it bends around the hillside to the east and then connects to the existing Harney Street at NE Big Creek Road. This route was expected to carry moderate traffic volumes that would provide some relief to the US 101 corridor. However, because of the high estimated cost of the construction, at over \$40 million, the PAC recommended that this project be set aside from priority city funding at this time.

**NW Nye Street Extension/NW Oceanview Drive** – The northerly extension of NW Nye Street to connect to NW Oceanview Drive was recommended to address safety and access concerns in this area (see EXT12 for details). Two circulation options were advanced. The first option limits the Nye Street extension to pedestrian and bike access only with no changes to Oceanview Drive circulation. The second option would allow full motor vehicle, ped/bike use on the Nye Street extension, and restrict Oceanview Drive to one-way southbound for motor vehicles between Nye Street and NE 12<sup>th</sup> Street. The former northbound travel lane would be restriped as a shared-use path for ped/bike use in the one-way section.

## **ALTERNATE HIGHWAY MOBILITY TARGETS**

As Newport grows, the mobility targets at several state highway intersections will not be met. Today, all state highway intersections comply with those mobility targets. However, by 2040, four highway intersections will exceed that target, including the US 20/US 101 intersection. For a full description, please refer to the Alternate Mobility Targets (Technical Memo #11), in Appendix L.

ODOT has a policy that allows their agency to change mobility targets within local jurisdictions to allow for higher congestion levels. To do so requires the adoption of the mobility targets by the Oregon Transportation Commission or their district representative. This policy was established

because ODOT acknowledges that the limitations of its funding does not provide sufficient resources on state highway facilities to meet their preferred mobility targets. By changing the targets, the local jurisdiction can proceed with planned growth consistent with their adopted land use and transportation plans.

For Newport, the recommended change is to increase the numerical v/c ratio value to 0.99 at all state highway intersections. If enacted, this would be consistent with the numerical standard that is applied to state highway intersections in the South Beach area.

## CHAPTER 6: PROJECTS AND PRIORITIES

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This chapter presents the transportation system improvements projects that were selected to address the system needs revealed by the technical analysis and the input from the community. The full aspirational project list that includes over 200 projects is provided in Chapter 6. The **Financially Constrained** (reasonably likely to be funded by 2040) projects are shown in **Appendix ZZ**. These represent the higher priority projects that can reasonably be funded given the available city and state transportation resources of about \$76 million through 2040.

## CHAPTER 7: IMPLEMENTATION ACTIONS

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The City of Newport TSP update incorporates several elements that require further action to facilitate full implementation of the plan.

### SUPPLEMENTAL FUNDING OPTIONS

Providing adequate funding for capital investments and on-going maintenance of transportation systems and services is a major challenge. In addition to the two Urban Renewal Districts, the City is encouraged to seek more funding opportunities to advance projects sooner. In general, the best candidates are a transportation utility fee, a local fuel tax increase, and a short-term property tax levy. However, given that the city recently put a local gas tax increase on the voter ballot that failed, perhaps the other options could be further pursued.

**ACTION: Pursue and enact supplemental local transportation funding option.**

### NEIGHBORHOOD TRAFFIC MANAGEMENT TOOLS

The Transportation System Plan identifies a new classification of city streets that are the best candidates for applying neighborhood traffic management (NTM) strategies. The challenge with a NTM program is to identify a clear and objective process for collecting community inputs, assessing the prevailing concerns, and evaluating which, if any, NTM solution is appropriate to be installed. This will require developing guidelines about which NTM strategies are best for Newport, and where and how they are to be applied. In addition, many cities balance the technical review process with a consensus opinion of the affected neighbors to help ensure community satisfaction with the NTM decision.

**ACTION: It is recommended that city develop and implement a NTM program that formalizes these processes.**



## STREET CROSSINGS

Streets with high traffic volumes and/or speeds in areas with significant volume of pedestrian activity generally require enhanced street crossings with treatments to improve the safety and convenience for pedestrians. The TSP includes several crossing enhancements; however, the city should also update their development code to match the Transportation Facility and Access Spacing Standards stated in the TSP.

**ACTION: Update Municipal Code to incorporate street and access spacing standards identified in the TSP for city streets**

Similarly, on state highways enhanced pedestrian crossing treatments should be considered on high speed or high-volume roads (e.g. US 101, US 20). To ensure these types of treatments are considered during the development review process, the city guidelines for traffic impact studies should be updated to require these types of studies.

**ACTION: Amend the city's traffic impact analysis guidelines to include review of pedestrian crossing treatments consistent with NCHRP Report 562.**

## VEHICLE MOBILITY STANDARDS

The City of Newport does not have adopted mobility standards for motor vehicles. The city should amend its mobility standards for planning and development review to establish clear guidelines for selecting intersection design solutions.

**ACTION: Amend city development code to introduce vehicle mobility standards on city streets consistent with the TSP (see specifics in Chapter 7).**

Additional implementation actions should:

Indicate that the Public Facilities Chapter of the Newport Comprehensive Plan will be amended to align its transportation goals and objectives with those contained in the TSP.

Emphasize that the City will take into consideration the larger parcel impact of right-of-way acquisitions for transportation projects, and will provide fair market compensation for such impacts.

Note that the City will support and promote emerging transportation technologies, where feasible, including the rollout of infrastructure for electric vehicles.

Require that transportation solutions selected for commercial core areas along US 101 and 20 must promote economic revitalization of these areas in addition to addressing broader transportation needs of the community.

Identify the need for project specific geotechnical analysis in the Agate Beach area in line with the recommendations contained in the HHPR memo.