Exhibit B:
Proposed amendments to the Transportation Element of the Oakland Comprehensive Plan

TRANSPORTATION

Introduction

An important aspect of any community is its transportation system, the means by which access between areas of the city, and between the city and areas outside of it, is possible. Oakland's predominant mode of transportation involves a city-wide network of streets for use by automobiles, trucks and~~, to a lesser extent,~~ bicycles. There are also some sidewalks for pedestrian use.

The relationship between a city and its transportation network, in Oakland's case the streets, involves more than just movement and access. Streets serve as the location for underground utilities such as water, sewer, and electrical lines.

Streets contribute significantly to the physical appearance of a community, and for a number of reasons. They constitute a sizeable portion of a city's land area, and are located throughout town. The manner in which streets are laid out geographically organizes a town and the various land uses. The physical proportions of streets, in terms of size, relative to that of other land uses and nearby buildings, can be an asset to detract from the overall appearance of a city. Because they are free of buildings, streets serve as a city-wide network of "hard" open space. The size of this open space is augmented by the building setback requirements necessary to provide good visibility to allow for safe travel.

The type and quality of access in any given area can influence the type of land uses which locate there. For example, an area adjacent to a street which is used by cars from throughout town may be attractive for commercial use.

Transportation can influence the overall physical size of cities. The widespread use of the automobile, inexpensive fuel, and the willingness of cities to build and maintain miles of streets has in the past encouraged sprawling, lower density development. Sometimes this has involved converting agricultural land for urban purposes. The availability of access into rural areas had allowed for lifestyles characterized by people living some distance from where they work. Oakland's location and rural character provide for this kind of lifestyle.

In the future, additional residents may cause traffic volumes on major streets to increase. New residential development will require the construction of additional streets to provide access. Further, new industries may attract employees in traffic volume on major streets.

As can be seen, a city's transportation system does more than just provide a means for access and movement throughout town.

Another consideration in examining the city's transportation system include persons with problems in obtaining transportation. In Oakland the transportation disadvantaged are confronted with few sidewalks, poor wheelchair access to sidewalks and buildings, and no public transportation. Transportation for the transportation disadvantaged can be improved with more sidewalks and paths, removal of existing and prevention of new architectural barriers, and a means for the transportation disadvantaged to get to and from shopping and employment, such as "dial-a-ride" service or small vehicles adequately equipped to accommodate such individuals. The city's opportunity to influence transportation in the future can occur through numerous channels. Through the Oakland Local Street Network Plan (LSP), an amendment to City's comprehensive plan, it ~~can~~ has designated where major streets, bikeways, and other paths ~~are to~~ should be located. In addition, consideration can be given to alternate means of using streets besides the one person- one car pattern. Such alternatives may include carpools and bicycles. The city ~~can~~ has specif~~y~~ied standards for sidewalks, bikeways, and street size and construction, in the City's Development Code. Finally, it can review the access proposed in new developments for the feasibility, impact on the city, conformance to city standards, and ~~accessibility to the handicapped~~ consistency with the Americans with Disabilities Act (ADA).

In the following discussion, Oakland's transportation system is described and evaluated. Consideration is given to the street system, and to other modes of transportation. The city's policies with respect to transportation conclude this section of the plan.

Streets

Oakland has an approximately 11.7 ~~9.4~~ mile network of streets, with different streets serving particular functions. ~~In the following examination, the pattern and function of the city's streets is described. In addition, their adequacy is evaluated.~~

The streets east of 8th Street in Oakland provide access into the more rural residential areas both within and outside of the city. There is no geometric pattern to the layout of streets in these areas.

Most of the area west of 8th Street, on the other hand, is characterized by a grid pattern of street layout, which is similar to the lines in a game of tic-tac-toe. These streets define 200' x 220' blocks, each of which is bisected by an alley in a north-south direction. This layout contributes significantly to the appearance and design of the city. The street arrangement provides a rectangular framework within which the city's other land uses occur. This rectangular shape has influenced the positioning of lot lines and buildings. Most of the streets in this part of town provide access to residences, and have 60' rights-of-way.

Oakland's street network can be further described in terms of the functions which different streets serve (refer to Map #~~6~~ 14 in the ~~Map Appendix~~ LSP). The principal streets are arterial. Their main function is to move large volumes of traffic smoothly, to provide cross town access, and connect to major roads leading out from the city. ~~Oak Street and Stearns Avenue are the only arterial in an east-west direction. They both connect to Front Street, the city's only north-south arterial.~~

Because of the large amount of traffic that they handle, arterial are suited for providing access to an area having commercial and industrial uses. ~~Oak and~~ Front Street~~s~~ in Oakland adjoin the city's business area, providing access from throughout town.

It is important that arterials be designed so that their main function is not hindered. This should include limiting the number of access ways onto the street, including driveways and other streets. The presence of numerous access ways could slow traffic flow, and increase energy use, traffic congestion, and the potential for traffic conflict as the volume of use increases in the future.

Another type of street is a collector. As the name suggests, it generally serves the function of gathering traffic from local streets and moving it to an arterial street. Access to abutting property, and on-street parking, are secondary functions of collector streets, which should not interfere with the main purpose of these streets. In Oakland collector streets are distinguished as major collectors or minor collectors. This added distinction provides for greater variety in the application of design standards for streets, while maintaining basic consistency with generally accepted design standards for similar streets. Oak Street is classified as a major collector. This designation enables speeds on Oak Street that are slower than an arterial and will be more conducive to the existing on-street parking dynamic and high occurrence of direct access. ~~Fifth Street, which provides access from the schools, Old Town, and residential areas within town to Oak Street, serves as a collector.~~ Locust Street and Stearns Street, ~~also~~ both ~~a~~ minor collector~~s~~, provide~~s~~ access from residential and commercial areas of town to Front Street. Locust Street also provides immediate access to adjacent property, and on-street parking.

Local streets constitute a third category of access. Their principal purpose is the provision of access to abutting property, and to move local traffic to a collector street. As a result, they are not intended for heavy traffic. In Oakland, local streets are distinguished as major local and minor local. This distinction blends the need for urban roadway standards (curb, gutter, sidewalk) within new development, with the desire to keep the historic local feel of existing neighborhoods. Major local streets are intended to provide internal circulation, including basic street improvements (curb, gutter, sidewalk). Minor local streets are intended to have narrower lanes with one in each direction. Minor local streets are not required to have bike lanes or sidewalks. This kind of street can be found throughout Oakland, providing access to residential areas of town, and constituting the side streets in the business area. As side streets they provide parking space.

To avoid undue traffic and noise, especially in residential areas, minor local streets should not provide through access across town. It is interesting to note that the presence of numerous platted, but as yet undeveloped streets north of Oak Street, prevents through traffic on many of the local residential streets in that area.

Because of the small amount of traffic on minor local streets, they are suited for use by bicycles.

Within the Oakland Local Street Network Plan, the pattern and function of the city's streets are described in more detail. Their adequacy is evaluated as well.

~~The future land use map designates arterial and collector streets, including those that are anticipated and do not currently exist. The significance of the anticipated streets is as follows:~~

~~On Stearns Avenue, the streets are shown so that they create cross intersections rather than "T" intersections, they loop to minimize the number of intersections, and the intersections are at least a few hundred feet from each other and from other intersections. Driver Valley Road is shown with a realignment at the intersection with Oak Street to create a safer traffic pattern and allow a cross intersect ion to be created when a street is put in on the north side of Oak Street.~~

There are a number of factors which combine to indicate the adequacy of a street for its purpose. Some of these have been referred to in the previous discussion. Others which are considered here are automobile traffic volumes, and physical conditions.

Traffic volume measured as average daily vehicle count, taken alone, cannot be used to judge whether or not a street is adequate. An increase in traffic volume does, not necessarily mean that a street is inadequate. Further, if a street should prove to be inadequate, there may be numerous solutions available for improving it, among them widening it. Traffic counts serve only as a rough indicator of the existence of or the potential for some problem. Average daily traffic counts for various intersections in Oakland are indicated on Map #~~6~~ 4 in the LSP~~Map Appendix~~. ~~The intersection that witnessed the most increases in traffic volume in recent years is at the Stearns Avenue entrance to the western part of the city. Stearns Avenue provides access between the city and Interstate 5. Traffic will increase even more along this road, should this area experience development, or if this street serves as a major access to areas witnessing additional development.~~

~~The streets throughout Oakland were evaluated "In 1978 according to their physical condition as represented by the adequacy of the width, the drainage capability, and the surface condition.~~

~~The condition of Oakland's streets are illustrated on Map #7 in the Map Appendix. The following chart summarizes the extent of various street conditions in Oakland:~~

~~One-fourth of all~~ Many platted streets in Oakland have not yet been developed. In terms of developed streets, more than half ~~almost 75%~~ of local and collector streets are in either ~~good or fair~~ poor or bad condition~~, including most of the collectors and arterial.~~ Many streets ~~locals in the residential area south of downtown, while in good conditions, received a fair rating because of~~ have inadequate, failed or failing storm drainage. ~~These streets function efficiently, but the lack of storm sewers could hasten their deterioration. The only marked concentration of poor streets consists of Second and Third Streets between Cypress and Oak, and Pine Street between Front and Fourth.~~ Further discussion of street conditions can be found in the Oakland LSP ~~support document.~~

Other Forms of Transportation

While automobiles using streets constitute the predominant means of movement within Oakland, they are by no means the only form of transportation available. Many residential streets throughout the city have very little traffic volume, and can be safely used by bicycles.

In addition to this, there are ~~a few~~ pedestrian and bicycle paths in some parts of town. There are sidewalks in the downtown area and on some streets in the southern part of town. The northern part of the city has virtually no pedestrian circulation paths, except for the bike-foot path along Fifth Street to the schools. This is a vital and well-used link in the circulation network, as it effectively separates bike and pedestrian traffic from automobile traffic. A high priority project identified in Oakland's Local Street Network Plan is a multi-use path network utilizing public open space west of the railroad tracks and the Ash Creek right-of-way.

In 1971, the Oregon Legislature passed the "Bicycle Bill." This law requires that at least 1% of all money a city receives from the state highway fund be budgeted for constructing bike trails and lanes and/or footpaths along new and reconstructed roads. This fraction of the money received from the state highway fund can be accumulated for future projects.

As gasoline becomes more expensive, more Oakland residents will need to seriously consider ~~carpooling~~ transportation alternatives, not only to places of employment, but for shopping or other personal trips to ~~Sutherlin and Roseburg~~ to surrounding areas.

~~There are also other forms of transportation that can be used or affect Oakland. The Southern Pacific Railroad runs through Oakland, although there are no stops or railroad spurs. The Greyhound Bus Line no longer stops in Oakland, but does stop once a day in Sutherlin, enabling "residents to travel north or south by bus. Natural gas is provided in Oakland by California Pacific Natural Gas Company, which has a transmission line that runs from the main line west of Interstate 5 to the city. Freight and package delivery are also available to Oakland.~~

Through the following policies, the city commits itself to certain courses of action in regard to transportation.

GOAL:
TO PROVIDE FOR SAFE, CONVENIENT, SMOOTH, AND ENERGY EFFICIENT MOVEMENT THROUGHOUT THE CITY BY A VARIETY OF MEANS FOR ALL GROUPS OF PEOPLE; AND FOR ORDERLY USE OF THE LAND AS IT RELATES TO TRANSPORTATION.

CITY POLICIES

1. All developed parcels of land should adjoin a street for the width of the lot which connects to a citywide network. Dedicated but undeveloped streets should not be vacated. If streets are vacated they shall remain public ownership.
2. The street network shall consist of arterial streets, major and minor collector streets, and major and minor local streets.
3. Parcels of land with residential or commercial uses should not have driveway access to an arterial street, such as Oak Street-Driver Valley Road. Access to arterial streets should be through collector streets or local streets if necessary. If driveway access to an arterial or a collector street must be provided, driveways should be carefully located and designed for joint use where two or more sites require such access.

4. It is recommended that minor local streets be designed so that vehicle through traffic is discouraged.
5. Sufficient arterial right-of-way should be available along Stearns Avenue and Oak Street-Driver Valley Road so that they can be widened if and when the need arises. Building setbacks should take into account the planned right-of-way width.
6. A street connecting Wells Lane with Oak Street should be built
7. All newly developed streets should be situated taking into account the topography and potential drainage problems. They should be constructed to meet city design standards ~~specifications~~, ~~should be~~ with paved~~d~~ment, ~~and have~~ curbs and gutters.
8. Dual frontage lots ~~should~~ shall be discouraged in subdivision designs.
9. Building setbacks ~~should~~ shall allow for visibility at intersections
10. Streets which are paved, yet in poor condition, should have their surfaces repaired on a scheduled basis. Dirt or gravel streets along which development exists should be paved. Priorities should be established as to which streets wi1l be improved before others. Provision for street upgrading should be made in a capital improvements plan.
11. When reviewing proposals or planning improvements, the needs of the transportation disadvantaged shall considered.
12. The City shall work with ~~the State Department of Transportation~~ Douglas County to improve the transportation system in Oakland consistent with the goals and policies in this plan, and the priorities and goals outlined in the Oakland Local Street Network Plan.
13. The City should locate and design recreational and multi-use paths to balance the needs of human use and enjoyment with resource conservation and social attractions in areas identified by stakeholders.
14. The City should refer to the Oakland Local Street Network Plan for policy foundation in decisions involving transportation.
15. The City should working in partnership with Oregon Department of Transportation, Douglas County, and other jurisdictions and agencies, develop a long-range financial strategy to make needed improvements to the transportation system and support operational and maintenance requirements.
16. The City should maintain a current capital improvement program that establishes the City's construction and improvement priorities, and allocates the appropriate level of funding.

Sidewalks

1. Sidewalks should be constructed on at least one side of all major local ~~and collector~~ streets. They should be constructed on both sides of arterial streets, collector streets, and on streets leading to schools and commercial areas. Provision for sidewalk placement in developed areas of the city should be considered along with street upgrading in ~~the~~ a capital improvements plan.
2. Sidewalks should be constructed between any commercial establishment and the street on which it fronts.

3. All sidewalks shall be constructed to city specifications, which shall reflect ADA compatibility includeing ~~provisions allowing easy~~ appropriate wheel chair access from the street.

Bicycles

1. Bicycle lanes should be provided to connect U.S. 99 to Driver Valley Road, and along U.S. 99 south of town to connect with Sutherlin. In some cases this may involve improving the road shoulder. The city should support ~~the Department of Transportation~~ Douglas County in their efforts to install bike lanes.
2. Bicycle racks shall be provided at a number of convenient locations in the business district and otherwise in accordance with City bicycle parking standards.
3. The city should develop a program for bicycle trails/lanes and footpaths, which is to be funded from at least 1% of all money received from the state highway fund.
4. The City should design the street system to safely and efficiently accommodate multiple travel modes within public rights-of-way.
5. The City should investigate opportunities for dedicated multi-use paths in and around Oakland.
6. The City should ensure pedestrian, bicycle, and vehicle access to schools, parks, employment, and recreational areas, and the Oakland core city area by identifying and developing improvements that address connectivity needs.
7. The City should actively seek representatives from the pedestrian, cycling, and disabled communities on project committees or groups.

Public Transportation

1. Oakland should encourage the use of the county's Dial-A-Ride System for senior citizens. and encourage investigation into, and promote transit service expansion to Oakland by Umpqua Transit.