

Oakland Local Street Network Plan

Technical Memorandum 1: Goals and Objectives

I. Introduction and Purpose

A. Community Profile

The City of Oakland is located in southern Oregon two miles off of Interstate 5, just north of Sutherlin and approximately 15 miles north of Roseburg, the seat of Douglas County, and the area's regional center. The city has a total area of approximately 617 acres within its UGB.

As of the 2010, there were 927 people, 380 households, and 256 families residing in the City of Oakland. The average household size was 2.44 and the average family size was 2.89. The racial makeup of the city was 94.2% White, 0.1% African American, 1.4% Native American, 0.3% Asian, 1.2% from other races, and 2.8% from two or more races. Hispanic or Latino of any race were 3.0% of the population.

Of the 380 households in Oakland, 31.8% had children under the age of 18 living with them, 46.1% were married couples living together, 13.4% had a female householder with no husband present, 7.9% had a male householder with no wife present, and 32.6% were non-families. 25.3% of all households were made up of individuals and 10% had someone living alone who was 65 years of age or older. The median age in the city was 40.8 years. 23.6% of residents were under the age of 18 and 14.1% were 65 years of age or older.

Population in the City of Oakland has remained largely constant over the last twenty years, except for one significant spike at the beginning of this century. Since that time the population has either decreased or grown only slightly, remaining near or below 950 residents (Table 1).

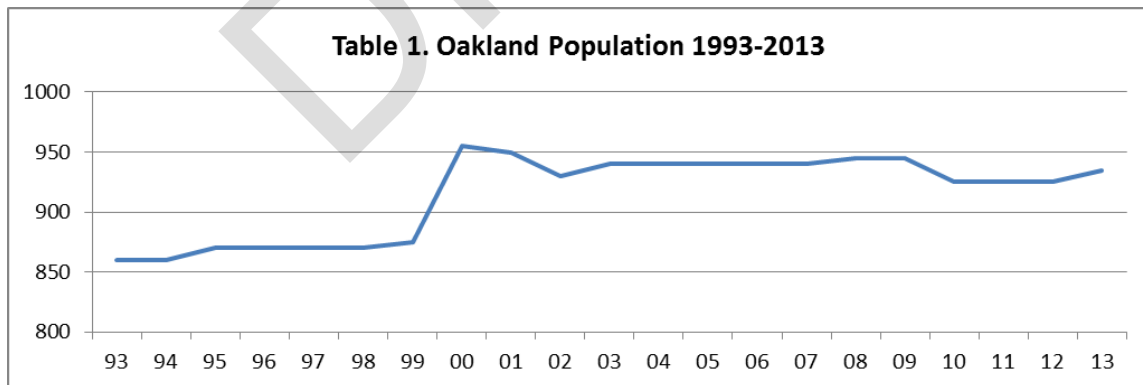
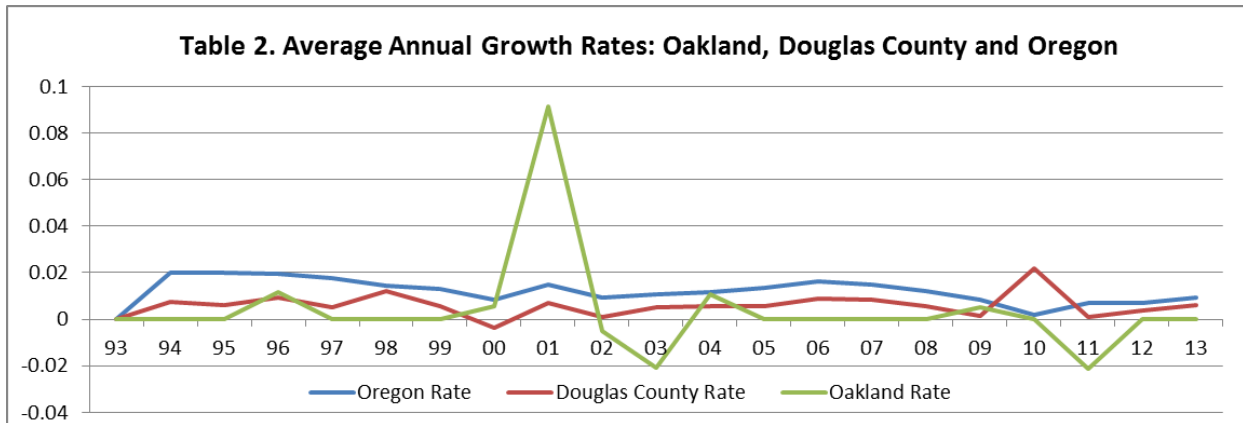


Table 2 provides a comparison of Oakland's growth rate(s) over the last twenty years to those of Douglas County and Oregon. Both Douglas County and Oakland have generally seen lower growth rates than the entire state, and Oakland, with a few exceptions (1996, 2001, 2004 and 2009) has trailed behind Douglas County's growth rate.



B. A Local Street Network Plan

Oregon State law (Statewide Planning Goal 12, Transportation) requires that Oregon communities prepare a transportation plan to address existing and future access and circulation needs of the community. The Transportation Planning Rule (TPR) further defines the specific requirements for a “transportation system plan,” and directs cities and counties to develop strategies that make it more convenient for people to walk, bicycle, use transit, and drive less to meet their daily needs. The Local Street Network Plan (LSP), though not a proper “Transportation System Plan,” addresses the same issues and provides similar guidance. Development of the Oakland LSP will guide, and enable the development of public infrastructure and assist local officials in making short-term decisions that will maintain consistency with long term plans and goals.

The planning area includes all of the transportation facilities within the City of Oakland’s UGB. The LSP will provide guidance and regulatory tools so that the City can develop its transportation system through coordinated policies and planned improvements. The LSP will identify opportunities for transportation network improvements, and most importantly, priorities and recommended actions for realizing those improvements. A primary focus of the study will be building upon the efforts of the City to provide safer streets for schools and businesses. It also identifies planned transportation facilities and services needed to support planned land uses identified in the Comprehensive Plan in a manner consistent with Statewide Planning Goal 12 and the Oregon Transportation Plan. Following is a summary of things the LSP is designed to accomplish:

- Assure adequate planned transportation facilities to support planned and otherwise anticipated uses over the next 20 years;
- Provide safer streets for school children and all modes of travel;
- Provide certainty and predictability for locating new public streets, roads, highway improvements, and other planned transportation improvements;
- Provide predictability for land development;
- Help reduce the costs and maximize the efficiency of public spending on transportation facilities and services by coordinating land use and transportation decisions; and

- Facilitate future leveraging of funds and support by documenting and prioritizing transportation projects and objectives.

Providing a foundation and impetus for future improvements is a key goal for Oakland's support for the Local Street Network Plan. Important updates to transportation facilities can be very difficult for small communities to support alone. State and federal programs are an essential source for grants and loans for addressing these needs. Funders want assurance that projects have been broadly considered and are generally supported by the public. The Local Street Network Plan will be conducted with broad public and agency participation, and as such will provide critical leverage for accessing important resources that Oakland has had trouble securing in the past.

C. Local Benefits

Key benefits to Oakland and its residents include:

- Clear priorities for transportation system improvements
- Better integration of transportation with land uses
- Improved access to funding opportunities of all kinds
- A plan that reflects broad public input
- Safer streets and paths for all ages and modes of travel
- Research and evaluation of a bike and hike trail in Oakland as well as a bicycle route from Oakland to Sutherlin

D. Stakeholder Involvement

A Project Advisory Committee will also provide important broader context and insure that the planning process sufficiently considers all of the stakeholders of the Oakland transportation system.

A Citizen Advisory Committee will guide the process, and members of the community will be encouraged to participate in the development of the plan. Public meetings as well as other creative opportunities for feedback will be announced widely. Throughout the plan process, the citizens of Oakland will be given important opportunities to comment upon and shape the emerging plan through public open house meetings and through a Citizen's Advisory Committee. An LSP open-house will also be held to introduce the LSP planning process and alternatives purpose to the community. The process will also include several joint Planning Commission and City Council work session, open to the public.

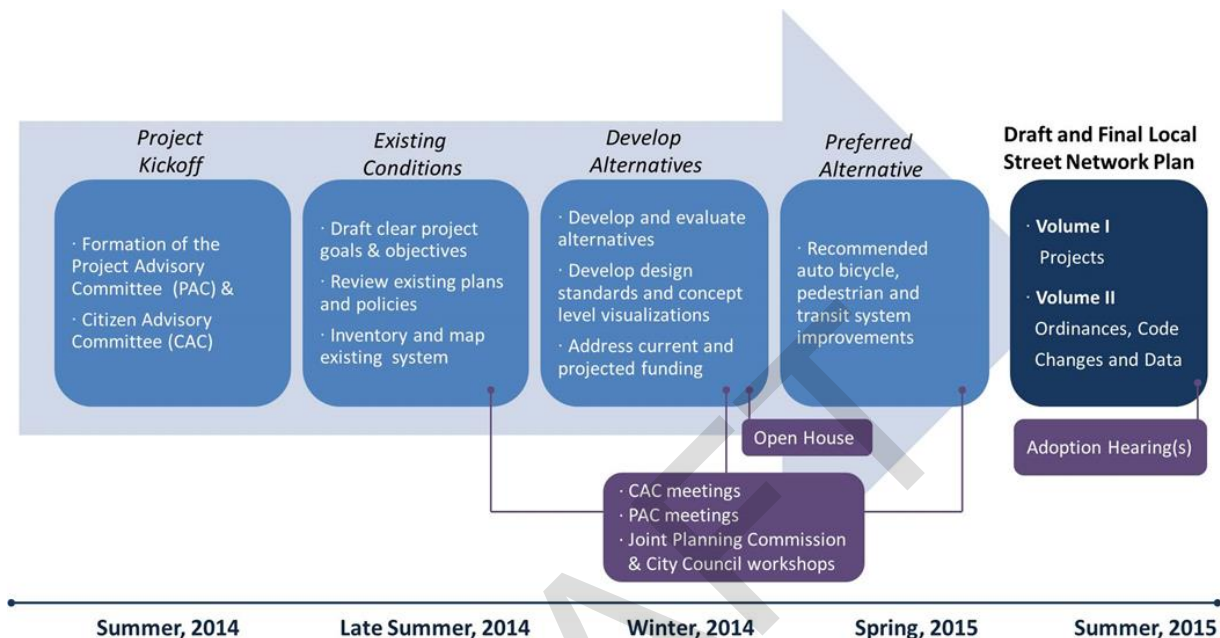
E. Modes

The transportation modes addressed in this LSP include:

- Motor vehicles (autos, trucks/freight)
- Transit (public transportation)
- Bicycles
- Pedestrians
- Rail

F. Plan Development Schedule and Key Steps

The project's official start was in mid-summer 2014. Tasks will proceed in rapid succession until the project's completion in summer 2015. Following is a summary of key tasks and the project schedule:



II. Goals and Objectives

The goals and objectives of the LSP should serve as the basis for the Plan, for needs analysis, policy and ordinance development, and project selection and priorities. The goals and objectives should reflect the transportation goals and overall transportation vision of the City. The goals will also ensure consistency with elements of Goal 12, and the 1992 Oregon Transportation Plan (OTP).

Oakland's Comprehensive Plan states the following about transportation system planning:

The City's opportunity to influence transportation in the future can occur through numerous channels. Through the comprehensive plan, it can designate where major streets, bikeways, and other paths are to 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 specify standards for sidewalks, bikeways, and street size and construction. 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.

Following are seven primary goals proposed by the project team. They are followed by proposed objectives for achieving the goals. These goals and objectives will be reviewed by the Citizen Advisory and Project Advisory Committees, as well as Oakland's Planning Commission

and City Council. Objectives from Oakland's Comprehensive Plan have been included and identified with asterisks in the lists. Additional Comprehensive Plan and other concepts and ideas for objectives have been assembled and included as Attachment A. The City is not limited to either of these lists in developing goals or objectives for the project.

A. Goal 1: Overall Transportation System

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.

Objectives:

- Generate an updated street functional classification system.*
- Consult with pedestrian, cycling, and the disabled communities regarding transportation needs, plans, and improvements, goals and policies.*
- Use the Local Street Network Plan as the policy foundation for decisions involving transportation issues.
- Designate safe routes from residential areas to schools, and identify transportation improvements needed to ensure the safety of Oakland's children.
- Identify mechanism for supporting maintenance of the transportation system in order to preserve user safety, facility aesthetics, and the integrity of the system.
- Coordinate transportation projects, policy issues, and development actions with all affected governmental units in the area. Key agencies for coordination include Douglas County, Oregon Department of Transportation, and Umpqua Transit.

B. Goal 2: Enhanced Livability

Enhance the livability of Oakland through the location and design of transportation facilities to be compatible with the characteristics of the built, social, and natural environment.

Objectives:

- Dedicated but undeveloped streets should not be vacated.*
- Plans for new or for the improvement of major transportation facilities should identify the positive and negative impacts on: (1) local land use patterns, (2) environmental quality, (3) energy use and resources, (4) existing transportation systems and (5) fiscal resources in a manner sufficient to enable local governments to rationally consider the issues posed by the construction and operation of such facilities. (Goal 12)
- 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.

C. Goal 3: Transportation and Land Use

Maximize the efficiency of Oakland's transportation system through effective land use planning.

Objectives:

- Building setbacks should take into account the planned right-of-way width.*
- Integrate transportation and land use into development ordinances.

D. Goal 4: Street System

Provide a well-planned, comprehensive street system that serves the needs of the Oakland UGB and its residents.

Objectives:

- A street connecting Wells Lane with Oak Street should be built.*
- Dirt or gravel streets along which development exists should be paved.*
- Priorities should be established as to which streets will be improved before others.*
- The location and manner of new development should allow for population growth, yet maintain the small, quiet, rural, and visually unifies town character.*
- Design the street system to safely and efficiently accommodate multiple travel modes within public rights-of-way.
- Improve existing streets in the Oakland UGB to City street design standards.

E. Goal 5: Balanced Transportation System

Facilitate the development of bike lanes, sidewalks, multi-use paths and transit in the Oakland UGB to provide more transportation options for Oakland residents and visitors.

Objectives:

- 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 in their efforts to install bike lanes. *
- Oakland should encourage the use of the county's Dial-A-Ride System for senior citizens,* and encourage investigation into transit service expansion to Oakland by Umpqua Transit.
- Investigate opportunities for dedicated bicycle paths in and around Oakland.
- 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.
- The City shall actively seek representatives from the pedestrian, cycling, and disabled communities on project committee's ort groups.

F: Goal 6: Transportation that Supports Economic Development

Facilitate the provision of a transportation system for the efficient, safe, and competitive movement of goods and services to, from, and within the Oakland UGB.

Objectives:

- Bicycle racks shall be provided at a number of convenient locations in the business district.*
- Balance the needs of moving any freight with community livability.
- Consider the needs of railroad transportation facilities to enhance economic resources. Add railroad safety components for railroad to be compliant with safety standards.

- Manage on-street parking in downtown to facilitate pedestrian movement, and to efficiently support local businesses and residences consistent with the land use and mobility goals for each street.

G. Goal 7: Funding Transportation System Improvements

Implement the transportation plan by working cooperatively with federal, state, regional, and local governments, the private sector, and residents. Create a stable, flexible financial system for funding transportation improvements.

Objectives:

- Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal. (Goal 12)
- Investigate System Development Charges for all transportation modes.
- Update and maintain a current capital improvement program that establishes the City's construction and improvement priorities, and allocates the appropriate level of funding.
- Establish rights-of-way at the time of land division or site development and, where appropriate, officially secure them by dedication of property.
- 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.

III. Draft Evaluation Criteria

Project staff have assembled evaluation criteria, which are based on proposed project goals and objectives (including existing policies and goals in the City Comprehensive Plan, Statewide Planning Goal 12, and the Oregon Transportation Plan). The criteria will be used to evaluate existing conditions, future conditions and alternatives. The proposed evaluation criteria are as follows:

- 1. Provides safe, efficient, and effective movement of goods, services, and people.** This evaluation criterion is aimed at creating a system of arterials to direct heavy traffic effectively through the community and maintain local access roads for residents.
- 2. Provides safe and well-integrated opportunities for pedestrian and bicycle pathways.** Safety and convenient access are important considerations when prioritizing non-motorized projects, such as bicycle and pedestrian paths. Currently, there are places in Oakland that are unsafe or difficult to access by foot or bicycle. This evaluation criterion is focused on identifying street network options that will improve pedestrian and bicycle access.
- 3. Provides adequate access for emergency service vehicles.** Emergency vehicles need to access sites using the shortest route possible. Providing an interconnected street network is the best way to achieve direct access. Oakland has a number of existing cul-de-sacs, which can result in valuable emergency response time being lost when connections between streets are missing. Further, some residential areas have limited points of access. This evaluation criterion

is focused on identifying street network options that will improve access for emergency service vehicles.

4. Sustainable and Feasible Costs for Construction and Maintenance. This evaluation criterion is intended to support a street network plan that is affordable and maintainable for the community.

5. Minimizes energy consumption in terms of vehicle miles traveled as well as in terms of street construction and maintenance. Oakland has a transportation system which results in uneven traffic distribution, inefficient travel routes, and interruption of pedestrian and bicycle traffic. Traffic spread over a “grid” of streets flows smoothly and creates an opportunity for more direct access as well as opportunities for walking and cycling. Increased use of alternatives to the single-occupant vehicle, such as walking and bicycling, can limit the demand for new streets while maintaining a high level of accessibility to all areas of the City.

6. Supports downtown as the major commercial service area. This evaluation criterion is focused on providing local access to the downtown commercial area, while concentrating heavier traffic on arterial and collector streets

7. Provides access to lands for development. There are some vacant residential and industrial designated lands in City that could be developed in the future. This evaluation criterion is intended to focus on providing access to developable lands as well as connecting existing streets to the broader system.

Attachment A:
Additional Related Comprehensive Plan Objectives
And Additional Objective Concepts:

A. Goal 1: Overall Transportation System

Additional Related Comprehensive Plan Objectives:

- *Generate a street network that consists of identified arterial, collector and local streets.*
- *The City shall consult with pedestrian, cycling, and the disabled communities regarding transportation needs, plans, and improvements in Oakland consistent with the goals and policies in the Comprehensive Plan.*
- *All newly developed streets should be situated taking into account the topography and potential drainage problems. They should be constructed to city specifications, should be paved, and have curbs and gutters.*

Additional Objective Concepts

- *Ensure that adequate access for all emergency services vehicles is provided throughout the City.*
- *Promote transportation safety through a comprehensive program of engineering, education, and enforcement*
- *Enhance safety by prioritizing and mitigating any areas with traffic incident histories within the City.*
- *Investigate opportunities for bicycle connections between Oakland and Sutherlin*
- *Maintain access management standards for streets consistent with city, county, and state requirements to reduce conflicts among vehicles, trucks, bicycles, and pedestrians.*

B. Goal 2: Enhanced Livability

Additional Related Comprehensive Plan Objectives:

- *Dedicated but undeveloped streets should not be vacated.*
- *Streets which are paved, yet in poor condition, should have their surfaces repaired on a scheduled basis.*
- *Sidewalks should be constructed on at least one side of all local and collector “streets. They should be constructed on both sides of arterial streets, on streets leading to schools and commercial areas.*

Additional Objective Concepts:

- *Design roadways to enhance livability by considering aesthetics and landscaping within Oakland’s transportation system.*
- *Construct transportation facilities to meet the requirements of the Americans with Disabilities Act and other applicable federal and state regulations.*

- *Enhance the livability of Oakland through proper location and design of transportation facilities. Design streets, highways, and multi-use paths to be compatible with the existing and planned characteristics of the surrounding built, social, and natural environment.*

C. Goal 3: Transportation and Land Use

Additional Objective Concepts:

- *Plan land uses to increase opportunities for multi-purpose trips.*
- *Consider and support mixed-use development opportunities.*

D. Goal 4: Street System

Additional Related Comprehensive Plan Objectives:

- *Access to arterial streets should be through collector streets or local streets if necessary.*
- *Local streets should be designed so that through-traffic is discouraged.*
- *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.*
- *Provision for street upgrading should be made in a capital improvements plan.*

Additional Objective Concepts:

- *Undertake efforts to reduce per capita vehicle miles traveled (VMT) and single occupancy vehicle (SOV) demand through transportation demand management (TDM) strategies.*

E. Goal 5: Balanced Transportation System

Additional Related Comprehensive Plan Objectives:

- *Provision for sidewalk placement in developed areas of the city should be considered along with street upgrading in the Capital improvements Plan.*
- *All sidewalks shall be constructed to city specifications, which shall include provisions allowing easy wheel chair access from the street.*

Additional Objective Concepts:

- *Improve the health of Oakland's citizens and reduce the dependence on automobiles for all travel, by promoting walking or cycling alternatives.*
- *Develop neighborhood and local connections to provide adequate circulation into\and out of neighborhoods.*
- *Construct multi-use paths where they can be developed with satisfactory design components that address safety, security, maintainability, and acceptable uses.*

F: Goal 6: Transportation that Supports Economic Development

Additional Related Comprehensive Plan Objectives:

- *Sidewalks should be constructed between any commercial establishment and the street on which it fronts.*

Additional Objective Concepts:

- *Provide safe routing of hazardous materials consistent with federal guidelines, and provide for public involvement in the process.*
- *Require an appropriate supply and design of off-street parking facilities to promote economic vitality, neighborhood livability, efficient use of urban space, and reduced reliance on single occupancy motor vehicles.*

G. Goal 7: Funding Transportation System Improvements

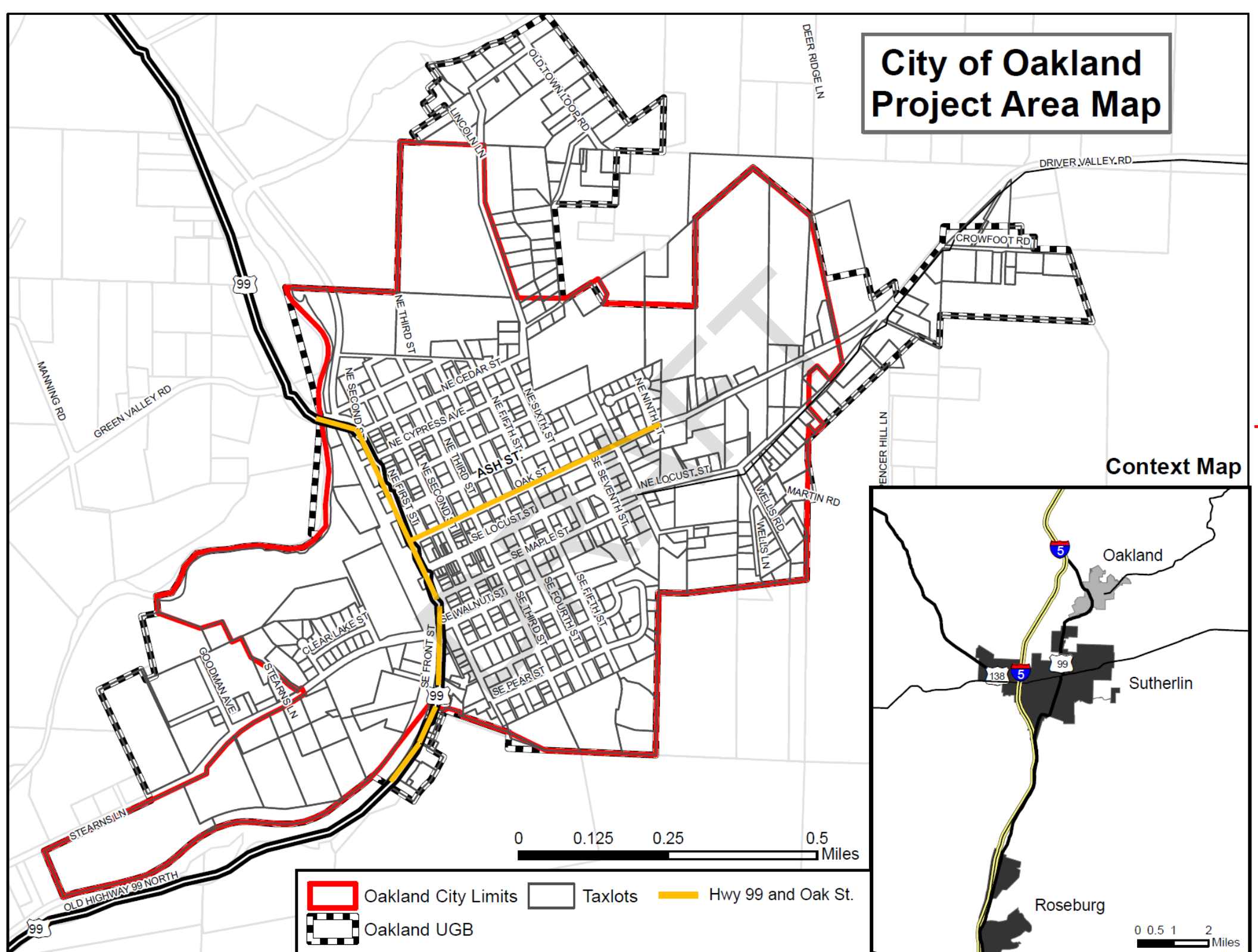
Additional Related Comprehensive Plan Objectives:

- *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.*

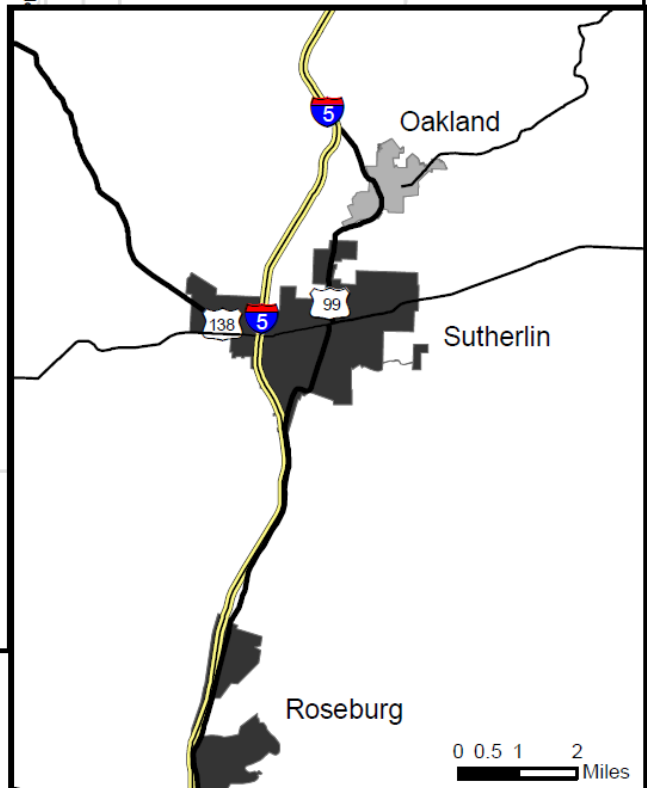
Additional Objective Concepts:





- *Investigate and potentially revise the City's System Development Charges for transportation system projects.*
- *Participate in regional transportation, growth management, and air quality improvement policies. Work with agencies to assure adequate funding of transportation facilities to support these policies.*

City of Oakland Project Area Map



Context Map



	Oakland City Limits		Taxlots		Hwy 99 and Oak St.
	Oakland UGB				