

Chapter IV. Transportation Policies

INTRODUCTION

The purpose of the Transportation Element is to describe those problems which affect transportation in Lakeside and prescribe policies for minimizing these problems and enhancing the overall quality of Lakeside's transportation system.

The Lakeside Transportation Element should include a summary of the city's transportation system, a discussion of the key transportation problems, a statement of transportation goals and objectives, and a listing of possible transportation activities and street improvement priorities.

In this section we present an analysis of issues, goals, objectives, and policies that are consistent with state land use and transportation goals and priorities.

TRANSPORTATION IN LAKESIDE

Transportation in Lakeside is oriented toward the private automobile. There are few alternatives to this mode. No buses, taxis, or other public transportation services exist in Lakeside. Aside from automobile use, travel within the city is limited to riding bicycles or walking. However, fewer than half of the streets and roads in Lakeside are paved; the rest are gravel or dirt. This discourages the use of bicycles. The lack of sidewalks along many of the city streets compounds the bicycle and foot traveler's transportation problems.

Most automobile traffic in or out of Lakeside occurs on Highway 101. Access to and from US 101 at Lakeside has become increasingly difficult because of increased highway traffic volume.

From a transportation perspective, Lakeside is unique because some of its residents and people living in the immediate area can reach their homes only by boat.

Although there is no public transportation service operating within Lakeside, Greyhound Bus Lines does provide intra-city bus service with four northbound and two southbound schedules daily. In addition, the Central Oregon and Pacific Railroad provides freight service to Lakeside. The railroad passes through the city and connects to the main line at Eugene by way of Reedsport and Florence.

Although Lakeside does have a small general aviation airport, the closest commercial airline service is in North Bend, some 12 miles south.

Parts of North and South Ten Mile Lakes are within the city limits. Water transportation facilities on the lakes are fairly well established. Commercial moorage's, private docks, and public boat ramps provide service to the boaters.

TRANSPORTATION PROBLEMS

The transportation system in Lakeside is beset by a few specific problems. A summary of those problems:

Highway 101

Because Highway 101 is the principal transportation link between Lakeside and other points, it is of critical importance. A main problem affecting Lakeside drivers is the difficulty involved in gaining access from Lakeside to Highway 101 and from Highway 101 to Lakeside. This is a particularly significant problem during the summer months when traffic volume is high.

Traffic Circulation

There is only one railroad crossing connecting the northern and southern portions of Lakeside. If this crossing is blocked the southern portion of town becomes isolated from the rest of the City. Current service on the line consists of daily trips to and from the Coos Bay area. The primary cargo shipped through Lakeside consists of lumber and veneer products, as well as chemicals primarily related to the pulp and paper industry (e.g., caustic soda, resins, etc.).

Street Conditions

Slightly less than half of Lakeside streets are paved. Problems which result from this include increased wear on automobiles, and more dangerous and less efficient conditions for bicycle travel. Further, long-term maintenance costs on gravel roads are higher than those of paved roads. The main barrier to paving streets at this time is the lack of capital required.

Public Transportation

Although commercial bus service does provide service from Lakeside to other destinations, there is no taxi or other in-town transportation service. Further, no transportation services have been provided by South Coast Business to communities located north of the McCollough Bridge over Coos Bay. Dial-a-Ride service began in Lakeside on May 1, 1995. A van is available to transport seniors and the disabled to a central dispatch site in the Coos Bay three days a week, leaving in the morning and returning to Lakeside in the afternoon. Once in Coos Bay, passengers will be able to connect with rides to locations throughout the Coos Bay-North Bend area.

Freight Service

Delivery of small freight to and from Lakeside is handled by Greyhound, United Parcel Service, and Federal Express. However, lack of a depot or drop/pickup point makes

Greyhound freight service difficult. UPS, operating from a Coos Bay depot, adds a service charge for Lakeside service. Neither of these conditions are satisfactory.

Pedestrians

Sidewalks are lacking along many streets in Lakeside. As a result, pedestrians are often required to walk along the shoulders of streets and roads. This is an inconvenient safety hazard to pedestrians.

Bicycle Transportation

Bicycles are essentially confined to the same street network as cars. Because many of the existing roads need improvement (over half are unpaved), the use of bicycles as an effective means of transportation is limited. Although the City developed a bicycle lane along 8th Avenue, the lane is difficult to see and narrow. Although this lane partially meets bicycle needs, Lakeside still has a significant need for bicycle lanes.

Availability of Funds

A problem which affects transportation in Lakeside is the availability of funds for street improvement. At this time, the City is experiencing difficulty keeping up with routine maintenance due to lack of funds. Further, the City has significant paving needs, as well as bicycle and pedestrian needs.

Table 16 summarizes the transportation revenues and costs for the City of Lakeside since fiscal year 1989-90. Revenues and costs have varied widely during the past six years. A high percentage (generally over 70 percent annually) of Lakeside's transportation revenues come from the state motor vehicle tax.

Most of the other revenues have come from state or county grants. For fiscal year 1994-95, the City expects over \$95,000 in transportation revenues and about \$100,000 in costs. The City has historically carried a small reserve balance in its transportation accounts, with a projected surplus at the end of fiscal year 1994-95 of about \$1,000.

In terms of expenses, the two largest categories have generally been personal services and materials and services. These two categories have been responsible for over 80 percent of all revenues each year.

Table 16. Lakeside Transportation Budget Summary, 1990-1995

Category	Actual FY 1989-90	Actual FY 1990-91	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Proposed FY 1994-95
Revenues						
Motor vehicle tax	\$44,709	\$57,250	\$57,393	\$60,523	\$62,593	\$69,000
Permit fees	\$5,470	\$0	\$580	\$0	\$0	\$0
Interest on investments	\$376	\$1,749	\$548	\$771	\$700	\$300
Loan repayments	\$0	\$0	\$0	\$0	\$0	\$0
State grant	\$0	\$72,053	\$0	\$12,500	\$25,000	\$25,000
County grant	\$0	\$42,455	\$0	\$0	\$0	\$0
Street assessments	\$733	\$251	\$303	\$3,015	\$500	\$300
Miscellaneous	\$151	\$0	\$0	\$0	\$0	\$730
Total	\$51,435	\$173,758	\$58,824	\$76,809	\$88,793	\$95,330
Expenses						
Personal services	\$26,013	\$27,883	\$33,798	\$37,352	\$38,424	\$40,786
Materials and services	\$17,071	\$34,512	\$30,646	\$26,085	\$39,735	\$43,850
Capital outlay	\$0	\$105,309	\$1,350	\$0	\$6,500	\$6,230
Transfers to general fund	\$0	\$0	\$14,000	\$500	\$6,000	\$5,000
Miscellaneous	\$0	\$0	\$0	\$0	\$6,100	\$3,800
Total	\$43,084	\$167,734	\$79,794	\$63,937	\$96,759	\$99,669

Source: City of Lakeside budget documents.

Lakeside depends on a variety of revenue sources to support transportation improvements. Table 17 shows transportation revenues for the City of Lakeside for fiscal years 1990-1995 by source. The State Tax Street Fund is generally responsible for over 70 percent of the City's annual transportation revenues. This Fund has consistently returned \$60,000 to \$70,000 to the City each year. Other revenues have come from a variety of grant sources.

Table 17. City of Lakeside Transportation Revenue Sources, 1990-1995

Category	Actual FY 1989-90	Actual FY 1990-91	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Proposed FY 1994-95
State Tax Street Fund	\$51,435	\$59,250	\$58,824	\$64,309	\$63,793	\$70,330
Bike Path Grant Fund	\$0	\$92,445	\$0	\$0	\$0	\$0
North Lake Paving Grant Fund	\$0	\$0	\$0	\$12,500	\$0	\$0
SCA Paving Grant	\$0	\$0	\$0	\$0	\$25,000	\$25,000
Jacobsen Way Grant	\$0	\$22,053	\$0	\$0	\$0	\$0

Source: City of Lakeside budget documents.

Additional stable funding sources need to be identified to meet maintenance and improvement needs. The City should not consider grants a stable funding source and should rely on grants for special projects. Historical data suggest that many new street paving projects are funded through grants.

Transportation Goals, Objectives, Policies, and Actions

In the following section we present transportation goals and objectives that are consistent with statewide planning and transportation goals and policies. These goals, objectives, policies, and actions are also included in Volume II--Goals and Policies of the Lakeside Comprehensive Plan.

Introduction

The purpose of the Transportation Element is to describe those problems which affect transportation in Lakeside and delineate a formula for correcting these problems to enhance the overall quality of Lakeside's transportation system. The Lakeside Transportation element includes a summary of the city's transportation system, a discussion of the key transportation problems, a statement of transportation goals and objectives, and a listing of possible transportation activities and street improvement priorities.

Transportation Problems

The transportation system in Lakeside is beset by a few specific problems. A summary of those problems:

Highway 101

Because Highway 101 is the principal transportation link between Lakeside and other points, it is of critical importance. A main problem affecting Lakeside drivers is the difficulty involved in gaining access from Lakeside to Highway 101 and from Highway 101 to Lakeside. This is a particularly significant problem during the summer months when traffic volume is high.

Traffic Circulation

There is only one railroad crossing connecting the northern and southern portions of Lakeside. If this crossing is blocked the southern portion of town becomes isolated from the rest of the City. Current service on the line consists of daily trips to and from the Coos Bay area. The primary cargo shipped through Lakeside consists of lumber and veneer products, as well as chemicals primarily related to the pulp and paper industry (e.g., caustic soda, resins, etc.).

Street Conditions

Slightly less than half of Lakeside streets are paved. Problems which result from this include increased wear on automobiles, and more dangerous and less efficient conditions for bicycle travel. Further, long-term maintenance costs on gravel roads are

higher than those of paved roads. The main barrier to paving streets at this time is the lack of capital required.

Public Transportation

Although commercial bus service does provide service from Lakeside to other destinations, there is no taxi or other in-town transportation service. Further, no transportation services have been provided by South Coast Business to communities located north of the McCollough Bridge over Coos Bay. Dial-a-Ride service began in Lakeside on May 1, 1995. A van is available to transport seniors and the disabled to a central dispatch site in the Coos Bay three days a week, leaving in the morning and returning to Lakeside in the afternoon. Once in Coos Bay, passengers will be able to connect with rides to locations throughout the Coos Bay-North Bend area.

Freight Service

Delivery of small freight to and from Lakeside is handled by Greyhound, United Parcel Service, and Federal Express. However, lack of a depot or drop/pickup point makes Greyhound freight service difficult. UPS, operating from a Coos Bay depot, adds a service charge for Lakeside service. Neither of these conditions are satisfactory.

Pedestrians

Sidewalks are lacking along many streets in Lakeside. As a result, pedestrians are often required to walk along the shoulders of streets and roads. This is an inconvenient safety hazard to pedestrians.

Bicycle Transportation

Bicycles are essentially confined to the same street network as cars. Because many of the existing roads need improvement (over half are unpaved), the use of bicycles as an effective means of transportation is limited. Although the City developed a bicycle lane along 8th Avenue, the lane is difficult to see and narrow. Although this lane partially meets bicycle needs, Lakeside still has a significant need for bicycle lanes.

Availability of Funds

A problem which affects transportation in Lakeside is the availability of funds for street improvement. At this time, the City is experiencing difficulty keeping up with routine maintenance due to lack of funds. Further, the City has significant paving needs, as well as bicycle and pedestrian needs.

A high percentage (generally over 70 percent annually) of Lakeside's transportation revenues come from the state motor vehicle tax. Most of the other revenues have come from state or county grants. For fiscal year 1994-95, the City expects over \$95,000 in transportation revenues and about \$100,000 in costs. The City has historically carried a small reserve balance in its transportation accounts, with a projected surplus at the end

of fiscal year 1994-95 of about \$1,000. In terms of expenses, the two largest categories have generally been personal services and materials and services. These two categories have been responsible for over 80 percent of all revenues each year.

Lakeside depends on a variety of revenue sources to support transportation improvements. The State Tax Street Fund is generally responsible for over 70 percent of the City's annual transportation revenues. This Fund has consistently returned \$60,000 to \$70,000 to the City each year. Other revenues have come from a variety of grant sources.

Additional stable funding sources need to be identified to meet maintenance and improvement needs. The City should not consider grants a stable funding source and should rely on grants for special projects. Historical data suggest that many new street paving projects are funded through grants.

Goal:

To provide a safe and efficient transportation system for current residents and reasonable future needs.

Objectives:

1. Highway 101 Access: To encourage greater ease and safety of access to and from Lakeside by the use of traffic control, and/or the structural redesign of accesses.
2. Street Improvements:
 - a. To provide for quality streets which ensure maximum safety to pedestrians, bicyclists, and motorists by establishing long-range priorities for paving existing streets and side walks, creating bicycle paths, and providing adequate drainage for streets as funds become available.
 - b. To ensure the orderly development of streets by coordinating construction within the framework of the comprehensive plan, funding capabilities, and the capacity of public facilities.
3. To provide for efficient commodity transport to and from the city by encouraging the development of regularly scheduled freight delivery and pick-up service.
4. To encourage a diverse transportation system by encouraging further development of air, water, and rail facilities.

5. To promote greater utilization through protection and encouragement of further development of the Lakeside Airport and the designated float plane landing area on South Tenmile Lake.
6. To promote efficient utilization of natural resources of the Lakeside area by encouraging the use of water transportation.
7. To promote the development of transportation systems in the Lakeside area in such a way that local, regional, and state transportation needs; needs of the transportation disadvantaged; social consequences; social, economic, and environmental impacts; and energy conservation all be considered.
8. To promote cooperation and coordination with Coos County and the Oregon Aeronautics Division in the protection of the Lakeside State Airport and future expansion areas from potential adverse effects of incompatible land uses.
9. To encourage greater efficiency of traffic circulation within the City by the construction of additional railroad crossings.

Policies:

1. The City will continue to support, as funds permit, the maintenance, improvement, and construction of local streets, roads, and sidewalks.
2. The City will continue to encourage the improvement of Highway 101, and access approaches to Highway 101.
3. The City will continue to encourage the development of additional railroad crossings.
4. The City of Lakeside shall consult the Oregon Department of Transportation publication "Airport Compatibility Planning Guidelines" when making land use decisions on development proposed in the vicinity of the Lakeside State Airport.
5. The City of Lakeside shall work closely with the Oregon Department of Transportation and with Coos County to ensure that both entrances to Lakeside are maintained as adequate truck routes. This policy recognizes the FAS designation of Airport Way as the primary access to the City, and it recognizes the importance of maintaining adequate alternate truck routes for local industrial users.

6. The City shall actively seek the development of a center turning lane to US Highway 101 from the intersection at Airport Way North to the entrance to Tugman State Park.
7. The City shall coordinate with the Oregon Department of Transportation in Implementing its Highway Improvement Program.
8. The City shall actively seek the design and development of bicycle/pedestrian paths along Airport Way and along 8th Street. This policy recognizes the current difficulty of access for pedestrians and bicycle users between Highway 101 and downtown Lakeside, as well as the need for substantial improvements for that access.
9. The transportation system shall be planned and developed in a manner which contributes to the community livability, recognizes and respects the characteristics of natural features, and minimizes the effects on abutting land uses.
10. Special consideration on the design of the transportation system shall be given to the needs of those people who have limited choice in obtaining private transportation.
11. The City shall establish a street improvement program for the transportation system which:
 - a. is subject to annual review;
 - b. is consistent with the land use policies of the Comprehensive Plan and considers other facility plans;
 - c. establishes a priority for improvements to the system;
 - d. provides for the needs of all modes within the rights-of-way; and
 - e. considers economic impacts upon properties resulting from transportation improvements.
12. The U.S. 101 corridor within the Lakeside City Limit shall be considered an entryway into Lakeside.
13. Special attention shall be given to major entryways into Lakeside to ensure that they reflect and contribute to a positive and desirable image of the community. This may include tree planting requirements, the application of special buffer and setback conditions at the time properties abutting the highways develop, access limitations, and other efforts to enhance the appearance and capacity of the U.S. 101 corridor.
14. Development proposals shall be reviewed to assure the continuity of sidewalks, trails, bicycle paths, and pedestrian ways.

15. Applicants shall submit a completed and approved access permit from the Oregon Department of Transportation for any development on a parcel that has frontage on U.S. 101 that includes a change in existing land use or access.

Activities:

1. Joint preparation by Lakeside and the State Highway Division of a plan designed to provide a safe and efficient method of access to and from Highway 101 at Lakeside.
2. A review at 3 to 5 year intervals of transportation needs and conditions within the City of Lakeside.
3. Encouragement of quality street development through appropriate city codes and ordinances.
4. Preparation by the city of appropriate codes and ordinances regulating street standards for existing streets, load limits, parking, etc. within the City of Lakeside.
5. Continual support by Lakeside of the Lakeside State Airport and the designated float plane landing area on South Tenmile Lake, by communicating with the appropriate government agencies and through appropriate city codes and ordinances.
6. Support by Lakeside of an efficient water transportation system by encouraging the development of businesses oriented towards providing parts, repair, fuel and storage facilities to boats operating on the Tenmile Lakes.
7. Joint preparation by Lakeside and the appropriate State agencies of a plan to develop additional railroad crossings.
8. Gravel and dirt roads are common throughout Lakeside, particularly in residential areas. Improvement by paving of these unimproved streets and roads should have a high priority.
9. The proper maintenance and, where needed, improvement of the principal collector streets in Lakeside should have a high improvement priority.