

# City of Baker City Comprehensive Plan



Includes Amendments Through:  
Ordinance No. 3323, 06/25/2013



## INTRODUCTION

This is the City of Baker City's Comprehensive Plan, replacing an earlier plan adopted in 1966. The basic purpose of this plan is to establish cohesive policies for managing existing resources and guiding the future development of our community. The City has here set out for itself a number of goals to work towards; these are found at the beginning of each section of this plan. Findings, specific policies and implementation measures follow from and detail each goal.

This plan is a significant document as it is in fact "the law of the land." It has been prepared with much research, thought and the participation of many: not only City staff, Planning Commission and Council, but consultants, Baker County officials, other government agencies and numerable concerned citizens of the City of Baker City.

Much of this plan was based on two earlier documents the City published: "Public Facilities and Land and Environmental Features" and "Economic and Population Trends and Housing Inventory." If additional background is desired by the reader, it is suggested these publications be reviewed as well.

This plan document is not final and unchangeable, which is an important concept to keep in mind. It is designed to be responsive to the evolving needs and circumstances of Baker City's residents. Thus, unlike a novel, future readers as well as the original authors will have the continuing opportunity to adopt, revise or otherwise improve the content of this plan to promote a better Baker City community.

## LIST OF AMENDMENTS

- Resolution No. 2081: 08/08/1966, Adopted comprehensive plan.
- Ordinance No. 2780: 12/26/1978, Adopted new comprehensive plan (Acknowledged by DLCD on 01/30/1980).
- Ordinance No. 2783: 03/13/1979, Amended land suitability map to remove approximately 320 acres of industrial land from the UGB (west ½ of Map 09s40e10).
- Ordinance No. 2805: 11/27/1979, Amended land suitability map and text to be consistent with the zoning map.
- Ordinance No. 2852: 11/10/1981, Amended various sections of text.
- Ordinance No. 2882: 04/12/1983, Amended land suitability map to expand commercial land (parcel east of Powder River between Bridge St. and Eldon St.).
- Ordinance No. 2940: 06/27/1986, Amended land suitability map to expand industrial land (parcel south of Pocahontas Road between 17<sup>th</sup> St. and railroad).
- Ordinance No. 2954: 06/23/1987, Amended various sections of text.
- Ordinance No. 2963: 02/09/1988, Amended land suitability map to change the UGB in the east Campbell Street area and expand commercial land (adjacent to Interstate and east of Smith Ditch).
- Ordinance No. 2977: 01/24/1989, Amended land suitability map to expand commercial land (parcels on Resort St. between Valley Ave. and Auburn Ave.).
- Ordinance No. 2978: 03/14/1989, Amended land suitability map to expand commercial land (parcel southeast of Birch St. and “D” St. intersection).
- Ordinance No. 2983: 09/12/1989, Amended land suitability map to expand commercial land (parcels north of Madison St. between Campbell St. and Resort St.).
- Ordinance No. 3019: 01/28/1992, Amended land suitability map to expand commercial land (parcels south of Hwy 86 between interstate and Best Frontage Road).
- Ordinance No. 3023: 10/08/1991, Amended land suitability map to add residential land to the UGB (Nazarene Church parcel northwest of Hughes Ln. and Cedar St.).
- Ordinance No. 3025: 01/28/1992, Amended land suitability map to expand commercial land (parcel adjacent to Cedar Street and north of Campbell Street).
- Ordinance No. 3035: 05/12/1992, Amended land suitability map to add residential land to the UGB (parcel east of Campbell St. and below west side of Smith Ditch).

- Ordinance No. 3054: 07/27/1993, Amended land suitability map to expand residential land (parcel southeast of “F” St. and East St. intersection).
- Ordinance No. 3055: 08/10/1993, Amended land suitability map to expand industrial land (parcel northeast of “F” St. and 15<sup>th</sup> St. intersection).
- Ordinance No. 3058: 09/28/1993, Amended land suitability map to expand industrial land (parcels north of “F” St. between East St. and Clark St.).
- Ordinance No. 3065: 03/08/1994, Amended land suitability map to expand residential land (parcels between Interstate and Smith Ditch).
- Ordinance No. 3073: 07/26/1994, Amended land suitability map to expand industrial land (parcels east of 14<sup>th</sup> Street between Campbell Street and “A” Street).
- Ordinance No. 3077: 07/26/1994, Amended land suitability map to add residential land to the UGB (parcel between Interstate and Smith Ditch).
- City Council Meeting: 09/24/1996, Approved the Transportation System Plan.
- Ordinance No. 3119: 09/09/1997, Amended land suitability map to expand commercial land (parcels adjacent to Interstate and south of Campbell Street).
- Ordinance No. 3121: 10/28/1997, Amended land suitability map to expand commercial land (parcel southeast of Hwy 7 and David Eccles Road intersection).
- Ordinance No. 3125: 03/24/1998, Amended land suitability map to expand residential land (parcels south of Auburn Ave. between 10<sup>th</sup> and 11<sup>th</sup> Streets and adjacent to 13<sup>th</sup> Street; and parcels north of Broadway St. between 13<sup>th</sup> and 14<sup>th</sup> St.).
- Ordinance No. 3135: 10/27/1998, Amended land suitability map to expand residential land (parcel west of 17<sup>th</sup> Street and north of “C” Street alignment).
- Ordinance No. 3141: 11/24/1998, Repealed by Ordinance No. 3143, 03/09/1999.
- Ordinance No. 3142: 02/09/1999, Amended land suitability map to expand residential land (parcels between Auburn Ave. and Place Street and from 11<sup>th</sup> Street to the alley between 12<sup>th</sup> Street & 13<sup>th</sup> Street)
- Ordinance No. 3149: 08/24/1999, Amended Urbanization, Housing, and Economic sections based on new analysis for lands needed for residential, commercial, and industrial uses.
- Ordinance No. 3160: 06/13/2000, Amended Solid Waste Disposal sections based on recommendations from the Solid Waste Management Plan.

- Ordinance No. 3166: 08/08/2000, Amended land suitability map to modify industrial land (parcels southeast of 14<sup>th</sup> Street and Baker Street).
- Ordinance No. 3170: 10/24/2000, Amended land suitability map to modify industrial land (parcels north of Broadway Street and west of the railroad to 13<sup>th</sup> Street).
- Ordinance No. 3171: 11/14/2000, Amended land suitability map to expand commercial land (parcels east of the railroad from Baker Street to Church Street).
- Ordinance No. 3175: 02/13/2001, Amended land suitability map to expand commercial land (parcel west of Interstate and south of “H” Street).
- Ordinance No. 3187: 07/24/2001, Amended Sewer System, Transportation, Domestic Water, and Extension of Sewer and Water Service sections, and added a Public Facilities Plan section.
- Ordinance No. 3188: 08/14/2001, Amended land suitability map to add residential land to the UGB south and west of the end of Indiana Avenue (parcels along Scenic Vista Lane).
- Ordinance No. 3193: 01/22/2002, Amended land suitability map to add residential land to the UGB south and west of the end of Indiana Avenue (additional parcels along Scenic Vista Lane).
- Ordinance No. 3209: 04/22/2003, Amended land suitability map to expand commercial land (parcels east of Resort Street and north of Campbell Street).
- Ordinance No. 3235: 09/28/2004, Amended Transportation System Plan to support traffic signal installation at the Campbell Street and Cedar Street intersection.
- Ordinance No. 3241: 01/25/2005, Amended land suitability map to expand commercial land (parcel east of Resort Street and north of Broadway Street).
- Ordinance No. 3311: 03/13/2012, Amended land suitability map to expand commercial land (parcels between Oak and Cedar Streets, north of Campbell Street).
- Ordinance No. 3323: 06/25/2013, Transportation System Plan Update incorporating relevant policies, maps, and standards into the Comprehensive Plan and Development Code.

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## **STATEWIDE PLANNING GOALS**

Adopted by the Land Conservation and Development Commission (LCDC)

**GOAL 1: CITIZEN INVOLVEMENT** - To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Refer to “Public Involvement and Procedures for Planning”.

**GOAL 2: LAND USE PLANNING** - To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Refer to “Public Involvement and Procedures for Planning”.

**GOAL 3: AGRICULTURAL LANDS** - To preserve and maintain agricultural lands.

Refer to “Land Suitability” and “Urbanization”.

**GOAL 4: FOREST LANDS** - To conserve forest lands for forest use.

Not applicable and not addressed in this plan.

**GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES** - To conserve open space and protect natural and scenic resources.

Refer to Public Facilities and Services - “Parks & Recreation”, “Existing Natural Features and Land Use”, “Land Suitability”, and “Historic Preservation”.

**GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY** - To maintain and improve the quality of the air, water and land resources of the state.

Refer to “Existing Natural Features and Land Use”, Public Facilities and Services - “Sewer System”, “Solid Waste Disposal”, and “Domestic Water”.

**GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS** - To protect life and property from natural disasters and hazards.

Refer to “Existing Natural Features and Land Use”.



GOAL 8: RECREATIONAL NEEDS - To satisfy the recreational needs of the citizens of the state and visitors.

Refer to Public Facilities and Services - "Parks & Recreation".

GOAL 9: ECONOMY OF THE STATE - To diversify and improve the economy of the state.

Refer to "Economic Element".

GOAL 10: HOUSING - To provide for the housing needs of the citizens of the state.

Refer to "Housing".

GOAL 11: PUBLIC FACILITIES AND SERVICES - To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Refer to "Public Facilities and Services".

GOAL 12: TRANSPORTATION - To provide and encourage a safe, convenient and economic transportation system.

Refer to Public Facilities and Services - "Transportation".

GOAL 13: ENERGY CONSERVATION - To conserve energy.

Refer to "Public Facilities and Services", "Existing Natural Features and Land Use", "Urbanization", and "Economic Element".

GOAL 14: URBANIZATION - To provide for an orderly and efficient transition from rural to urban land use.

Refer to "Urbanization".

## **PUBLIC INVOLVEMENT AND PROCEDURES FOR PLANNING**

### **GOAL:**

To provide for public involvement at all stages of planning decisions and to establish procedures for changing the plan and making related policies.

### **FINDINGS:**

In order for planning to be fair and effective, there must be clear procedures for making decisions. These should include provisions for making day-to-day decisions that implement the plan and means of involving the public in planning decisions of the City. In so doing, planning should be flexible enough to respond to changes in public opinion and unforeseen circumstances, yet avoiding decisions made to satisfy special interests. Planning should be a thoughtful, reasoned process based on the best data available, attempting to avoid hastily made judgments in heated political atmospheres. Planning must be in the interests of the entire community and conducted in a fair and open manner.

This section of the plan establishes policies that will guide the processes by which planning decisions are made and assures that participation of all interested parties.

### **POLICIES:**

1. The City will make all reasonable efforts to publicize planning issues and meetings where these issues will be discussed and decided upon.
2. Persons or firms making proposals or applications for land use decisions that may have an affect on neighbors or the general public will be expected to provide descriptive materials and information adequate for the determination being made.
3. The Planning Commission will continue to undertake efforts to involve and inform the public of planning issues.
4. In instances where public hearings are required, relative to this plan, the Planning Commission and City Council will follow procedures established in the City's zoning ordinance.

These bodies are responsible for considering the affects of a decision on the entire community and should not be swayed unduly by the number of persons testifying for or against a particular course of action.

5. Planning decisions generally, and amendments to this plan particularly, will be consistent with the state planning goals.
6. Planning related decisions of the City will be in accord with the policies of the Comprehensive Plan.
7. The City will maintain and regularly update information and maps used as a basis for making planning decisions.
8. The Comprehensive Plan will be thoroughly reviewed and necessary alterations made every three years. The staff will prepare an initial review for presentation to the Planning Commission, which will conduct at least one public hearing and make its recommendations to the City Council.
9. Changes to the Comprehensive Plan may be made at any time. Proposals for change may be initiated by the City Council, Planning Commission, City staff or citizens. Once a proposal is made, the following procedures will be followed:
  - a) It must be demonstrated that the following conditions exist, when applicable:
    - i) There is a mistake or omission in the plan;
    - ii) There is not an adequate amount of land designated as suitable for specific uses by the Plan;
    - iii) If a particular area is proposed for a change in designation, it must be demonstrated that the proposed use is more suitable in the area than the existing use;
    - iv) It must be demonstrated that public facilities will be used efficiently and that no unnecessary tax burden will fall upon the general public or nearby landowners;
    - v) The effects on the area surrounding a proposed change will not be reasonably harmful or incompatible; and
    - vi) The proposed policy or land use change is consistent with the state planning goals.
  - b) The City will attempt to gain media coverage of the issues and public notice of the proposed change will be advertised.
  - c) Affected public agencies will be informed and asked for a response to the proposed change.
  - d) The proposed change will be submitted to the LCDC for comment (if required by state law).
  - e) Recommendations will be forwarded by the Planning Commission to the City Council where changes will be considered according to ordinance adoption procedures.

- f) Any measures necessary to implement the change will be initiated as soon as practicable.
- 10. Amendments to the Comprehensive Plan which involve an exception to the statewide goals shall comply with all requirements of ORS 197.732.

**IMPLEMENTATION:**

1. The City staff will keep the news media informed of planning issues and decisions being considered by the City, and whenever a public hearing is required notice will be published in a newspaper of general circulation.
2. The City staff will prepare in writing findings and their evaluation for new planning directions and proposed policy changes. The staff will also be responsible for gathering additional information that cannot be provided by the proponent of a change and which is necessary for making decisions regarding a proposal.
3. The zoning ordinance will contain a section regarding hearing procedures to be used by the Planning Commission and City Council when considering planning related decisions.
4. Subsequent to the adoption of the comprehensive plan, policies and ordinances necessary to implement the plan will be adopted as soon as practicable, aiming for the time frames indicated within individual implementation items.
5. The Planning Commission will annually review the effectiveness of formal and informal procedures for public involvement and make suggestions to the City Council for improvements.

## **FIRE PROTECTION**

### **GOAL:**

To protect the community's citizens and property from loss due to fire by a program of inspection, direction in methods of prevention, and swift suppression of any fire outbreak.

### **FINDINGS:**

1. Unless present city boundaries are significantly expanded, response time from a single, centrally-located station house will remain within acceptable limits.
2. The fact that the airport is three miles north of the city limits presents a separate problem. There is now insufficient water available there for fighting any sizeable fire, and this problem is compounded by slow response time from the station house due to its distance. The airport is now within the boundaries of Baker Rural Fire Protection District which has a fire-truck station within one mile of the main hangars at the airport. This has significantly relieved the problem of fire protection at the site.

### **POLICIES:**

1. In order to provide the best possible service to the community, a conscientious and studied evaluation of the department's operations and facilities shall be made regularly, with particular attention paid to demands incurred by new growth.
2. Adequate facilities are required for combating fires and housing both men and equipment; these facilities shall be provided by the City as needed.

### **IMPLEMENTATION:**

1. The Fire Chief shall be responsible for continually monitoring the department's facility requirements and operations. In conjunction with the annual preparation of his budget request, a written evaluation shall be prepared for the City Manager, who in turn may call attention to specific items for consideration by Planning Commission, Council or staff.

## PARKS & RECREATION

### GOAL:

To maintain present park and recreation areas and provide for the varied and growing needs of the City's residents and its visitors.

### FINDINGS:

1. The following facilities are generally available:

#### CITY OWNED AND MAINTAINED

- a) Cedar Acres Park (Neighborhood Park) 0.51 Acres
  - Playground Equipment
  - Picnic Tables
- b) Riverpark Drive Park (Neighborhood Park) 0.24 Acres
  - Playground Equipment
- c) South Baker Park (Neighborhood Park) 0.37 Acres
  - Playground Equipment
  - Creative Play Area
- d) Geiser-Pollman Park (City Park) 4.7 Acres
  - Playground Equipment
  - Picnic Tables
  - Barbecue Grills
  - Horseshoe Pits
- e) Sam-O Springs Park (Neighborhood Park) 0.16 Acres
  - Picnic Tables
- f) Sam-O Swim Center (Municipal Indoor Swimming Pool)
  - 45'x75' Main Tank
  - 16'x32' Training Tank

## SCHOOL DISTRICT OWNED AND MAINTAINED

- a) Baker High School (North Baker City)
  - Grass activity fields
  - Basketball Courts (2)
  - Baseball Diamond
  - Tennis Courts (3)
  - All-Weather Track
- b) Baker Middle School (Central Baker City)
  - Asphalt and grass activity areas
  - Basketball Courts (2)
  - Baseball Diamonds (2)
- c) Brooklyn Elementary School (East Baker City)
  - Asphalt and grass activity areas
  - Basketball Courts (2)
  - Baseball Diamonds (2)
  - Playground Equipment
- d) Churchill Elementary School (West Baker City)
  - Asphalt and grass activity areas
  - Basketball Courts (1)
  - Baseball Diamonds (1)
  - Playground Equipment
  - Tennis Court (1)
- e) North Baker Elementary School (North-Central Baker City)
  - Asphalt and grass activity areas
  - Basketball Courts (2)
  - Baseball Diamonds (2)
  - Tennis Courts (2)
  - Playground Equipment
- f) South Baker Elementary School (South Baker City)
  - Asphalt and grass activity areas
  - Basketball Courts (2)
  - Playground Equipment

## OTHER RECREATION AREAS

The following facilities provided by a number of different agencies are more structured in their use than the preceding, but are considered among the recreation areas available to City residents.

- a) Church Grounds
  - b) County Fairgrounds
  - c) Crossroads Arts Center
  - d) Leo Adler Field
  - e) Library
  - f) Oregon Trail Regional Museum
  - g) Municipal Golf Course
  - h) Wade Williams Field
  - i) YMCA
  - j) Surrounding Areas (outside of our planning boundaries)
2. As can be seen in reviewing the above listing, the City and school district have assumed primary responsibility for meeting outdoor recreational needs within the city. This will likely continue in the future.
  3. Baker City has recently experienced a slight decline in population and is projected to experience only slight-to-moderate growth within the planning period. It is not, therefore, anticipated that any dramatic increase in recreation space will be warranted in the near future.
  4. Park and open space standards are often quoted as goals (most often mentioned are guidelines of National Recreation and Park Association). However, City staff feels so-labeled 'standards' should serve only as a very general guide and not over-ride a subjective evaluation of local circumstances. It would seem obvious that park, recreation and open space standards for a large, metropolitan area must be in excess of what is appropriate here in Baker City where forested mountains, sage lands, and waterways are only minutes distance and frequently visited by a highly mobile population.
  5. With the above in mind, a city-wide planning survey taken in the summer of 1977 found that 63% of the respondents felt present facilities were adequate. A respectable minority of some 22%, however, did express the desire to develop an additional park, similar in size to Geiser-Pollman, at the City-owned Sam-O Spring site. In conjunction with this, considerable interest



was expressed for development of a municipal swimming pool (which would, presumably, replace and extend the present operation of the school district's pool). A municipal swimming pool was constructed at the Sam-O Springs site and open for operation in June, 1983. The school district pool has been closed.

**POLICIES:**

1. The City shall coordinate plans for park and recreation space expansion with other agencies (notably the school district and the Baker County Court).
2. Requirements for dedicating land for recreation space or paying some equivalent fee with any new development will be further studied.
3. The need for parks and other open space recreation facilities will be regularly evaluated and identified.

**IMPLEMENTATION:**

1. The City staff shall study the concept of a systems development charge for financing of new park and recreation facilities. Staff shall further review subdivision requirements that pertain to this concern.
2. Planning Commission shall biannually, or more often if deemed necessary, identify and prioritize park and recreation facility needs as they may exist at that time.

The following items shall be considered and used as guides in making these determinations:

- a) Perceived need or demand;
  - b) Parcel itself, including such elements as acreage, land configuration, soil and natural cover, slope, etc.;
  - c) Location, relationship to population served and to other similar facilities in town;
  - d) Zoning;
  - e) Access, safety, traffic patterns;
  - f) Aesthetics, compatibility with surroundings, possible buffers required;
  - g) Type of development and age segment of population to be served;
  - h) Acquisition costs, possible land swaps;
  - i) Maintenance and policing;
  - j) Coordination necessary with other agencies.
3. Development proposals shall be included as part of the City's capital improvement program.

4. The City Planning Commission shall name an individual or committee to contact and coordinate any park or recreation facility proposal with all affected agencies. Comments received will be considered in the commission's recommendations.

## **POLICE PROTECTION**

### **GOAL:**

To protect the community's residents and their property through a program of citizen awareness and enforcement of local and state laws.

### **FINDINGS:**

1. The existing facilities in the northwest wing of City Hall are presently adequate as a base of operations.
2. If population growth exceeded significantly the numbers projected over the next 15-year period, or if the city boundaries were considerably expanded through annexation, or if the incident of crime jumped radically, it is conceivable that new facilities and additional manpower might be required.
3. There has been discussion at the state level concerning higher standards for and expansion of county detention facilities. The City's potential involvement derives from the fact that City prisoners are now housed in the county jail and that any required relocation would have an impact on surrounding land area.
4. Discussion and study of the possibility of some level of police consolidation between Baker City and Baker County is presently underway. Actions stemming from this investigation could result in the need for new facilities at a future date.

### **POLICIES:**

1. In order to provide the best possible service to the community, a conscientious and studied evaluation of the department's operations and facility needs shall be made regularly, with particular attention paid to new demands caused by growth, state directives or local consolidation efforts.

### **IMPLEMENTATION:**

1. The Chief of Police shall be responsible for continually monitoring the department's facility requirements and operations. In conjunction with the annual preparation of his budget request, a written evaluation shall be prepared for the City Manager, who in turn may call attention to specific items for consideration by Planning Commission, Council, and staff.

2. The City planning staff and Commission shall, where future events warrant, work in cooperation with Baker County in determining suitable police facility locations.
3. The City shall continue to cooperate with Baker County in evaluating the possibility of City-County police and judicial consolidation.

## SCHOOLS

### GOAL:

To assure suitable siting for the City's public schools appropriate to the policies established in the plan.

### FINDINGS:

1. School District 5-J operates four elementary schools within the city, each serving a geographical division of the city appropriate to enrollment capacities: Brooklyn School serving east Baker City, South Baker School, Churchill School in west Baker City, and North Baker School.

These grade schools are situated on three to four acre sites which provide open space as a kind of neighborhood courtyard drawing young people together, while still serving as a buffer between the school and surrounding residential areas. (Specific recreation facilities are listed in that section of this plan.)

2. The Baker Middle School occupies a six-acre site near the geographical center of town. The two buildings, separated by Washington Avenue, are partly in a commercial and partly in a residential zone. The school district foresees the need for modernization or reconstruction here if the Middle School is to continue at this site. There has been discussion as to its location being less than ideal and perhaps more suitable for some other use, such as a law enforcement center.
3. Baker High School is located in the north end of town on about a 50-acre tract. Presently some 20 acres is built upon or used for recreational/athletic purposes.
4. Baker City's schools now have approximately 2,200 students. The Superintendent states that this enrollment level represents about 70% of the physical plant's capacity. With the minor growth anticipated over the next 10 to 20 years, it is not anticipated that any further school facilities will need to be constructed.
5. The 1966 Plan expressed concern with the 3-to-4 acre elementary school sites. It stated that the Oregon State Department of Education recommended a 5-acre minimum plus an additional acre for each 100 students, and suggested that the school district purchase additional property for this expansion. This is still viewed as desirable by the district; however, funds for these land acquisitions are not readily available. One small addition of

approximately 1/8 acre was made during the past 11 years, this at North Baker School for the tennis courts at that location.

**POLICIES:**

1. The City shall work with the school district in identifying suitable sites for future school construction.
2. The City shall be supportive of the school district's efforts for expansion of present elementary school sites.
3. The City shall give special consideration to school district property proposals which may reflect a change on use, occupancy, zoning, or construction, or require some other action which may take City approval or cooperation.

**IMPLEMENTATION:**

1. The City planning staff shall provide site and area data and other available information to the district upon request and work with school administrators in identifying suitable sites for new facility construction.
2. The City shall take part in any discussion or planning for the future of the Middle School facility as it progresses in the future which may significantly affect the operation of the City government.
3. The City staff, Planning Commission and City Council shall be responsive to the school district's needs and assist the district in appropriate ways upon request.

## **PUBLIC FACILITY PLAN**

### **GOALS:**

1. To assure urban development is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the community.
2. To assure that facilities and services are provided in a timely, orderly and efficient arrangement.
3. To provide a framework for urban and rural development within the City's urban growth boundary (UGB) by establishing appropriate levels of service for development within the UGB.

### **FINDINGS:**

1. Coordinating provision of public services with urbanization promotes efficient urban growth, reduces the cost of providing services, and helps the City comply with state law.
2. The Public Facilities Plan (PFP) combines, in a convenient form, important information about the City's water, sewer and transportation systems and planned capital improvement projects for the next 20 years.
3. Planning public facilities and services to meet projected future growth, and using a range of funding mechanisms to pay for construction and maintenance of facilities is crucial to maintain the quality of life in Baker City. This is particularly important in light of the City's recent, rapid growth and expected future growth rates.
4. Monitoring and maintaining public facilities infrastructure creates long term economic and environmental benefits.
5. The Comprehensive Plan, Development Code, Design Standards and Urban Growth Management Agreements are all important in helping plan for, provide and fund public facilities and services.

### **POLICIES:**

1. The City of Baker City shall insure the provision of urban services (water, sewer and storm drainage and transportation infrastructure) to residential, commercial and industrial lands within the City's Urban Growth Area.

2. To minimize the cost of providing public services and infrastructure, the City will discourage urban development that lacks adequate public services and promote efficient use of urban and urbanizable land within the City's urban growth boundary.
3. For purposes of this plan, urban development is defined as:
  - Residential development that individually or in the aggregate yields a density equal or greater than one dwelling per 2 acres;
  - Commercial development that involves more than 5000 square feet of indoor space or whose water consumption is more than the average equivalent of two residential dwelling units;
  - All industrial development.
4. The City will require that all urban level development in the City and urbanizable area of the urban growth boundary be served with full urban services.
5. On an interim basis, the City may approve development that is served by an on-site well or City water and a septic drainfield provided that: a) soils are suitable for septic drainfield systems; and b) site improvements are located so that urban level development can be achieved when full urban services are available to the property.
6. The City will require all properties that receive urban services to either annex to the City or enter into an agreement for future annexation when contiguous to city limits.
7. The City shall only support development that is compatible with the City's ability to provide adequate public facilities and services.
8. The City may prioritize the extension of water, sewer, and transportation infrastructure within the UGB and will include a list of improvements needed to serve growth needs in the comprehensive plan.
9. The City will coordinate the extension of public services with other service providers, including Baker County, the Baker City School District and other urban service providers.
10. The City will adopt, periodically review and update long range master plans for its water, sewer, storm drainage, and transportation systems.
11. The City shall adopt and periodically update a Public Facilities Plan, as a supporting document to the Comprehensive Plan, for development of public services and facilities in conformance with the policies of the Comprehensive Plan.
12. The City shall periodically update and adopt master plans for water, sewer, storm drainage, and transportation systems.



13. The City shall comply with state and federal regulations for utility systems.
14. The City will generally require that the extension of water, sewer, and transportation infrastructure will be financed by the property owners benefiting from service extensions.
15. The City may adopt System Development Charges (SDC's) to help finance new water, sewer, storm drainage and transportation infrastructure as allowed by state law, and adjust SDC's to keep them up to date with current construction costs.
16. The City shall establish and maintain utility rates and user fees that equitably allocate costs for the operation and maintenance of public facilities to users.
17. The City shall maintain an eight-year supply of commercial and industrial land that is serviceable by water, sewer, and transportation infrastructure.

#### **IMPLEMENTATION:**

1. The City will adopt and periodically update a Public Facility Plan that summarizes the conditions and needs of water, sanitary sewer, storm drainage, and transportation systems. The plan will include a description of system improvements necessary to support future growth and development based on the specific recommendations contained in the City's adopted master plans.
2. The City will use the Public Facility Plan as a guide for preparing capital improvement plans for upgrading and expanding public facilities.
3. The City's Public Works Advisory Committee and Planning Commission will serve as the principal citizen advisory review body for the Public Facility Plan and related capital improvement plan.
4. The City will develop and periodically update Standard Specifications and Drawings for Public Works Construction to provide clear and objective standards for public facility improvements related to new development.
5. The City will take steps to apply for state and federal assistance to aide in implementing the Public Facility Plan.
6. The City will take steps to make sure the Public Facility Plan is consistent with other City planning documents, such as the Transportation System Plan, Water Master Plan, and other public facility implementing plans and documents.
7. The following projects have been identified as necessary improvements to meet anticipated growth and development over the next twenty years.

| Sanitary Sewer System                 | Sanitary Sewer System (Continued)                        | Transportation - Pedestrian Projects                   | Transportation - Bicycle Projects                      |
|---------------------------------------|--|--|--|
| Sludge Removal                        | "A" Basin (0.1-A9)                                       | 10th Street - Broadway to "D"                          | 10th Street - Hughes to Broadway                       |
| Alternate Disinfection System Testing | Terra Cotta Pipe Replacement                             | 17th Street - "B" to Auburn                            | Broadway Avenue - 10 <sup>th</sup> to Main             |
| Disinfection System Upgrade           |  | Auburn Avenue - 17 <sup>th</sup> to Railroad           | Campbell Street - 17 <sup>th</sup> to Main             |
| Headworks Building                    |  | Auburn Avenue - Oak to Birch                           | Hughes Lane - Hwy 30 to Cedar                          |
| Grinder Facility                      | <b>Domestic Water System</b>                             | Broadway Avenue - 17 <sup>th</sup> to Railroad         | Resort Street - Campbell to Bridge                     |
| Lift Station Pumps                    | Mountain Transmission Line                               | Campbell Street - Ash to Balm (north side)             | Leo Adler Pathway                                      |
| Electrical Controls building          | Other Transmission Improvements                          | Campbell Street - Curb extension & median islands      | High School Pathway                                    |
| Automated sampling                    | Watershed Intake   | Cedar Street - Madison to "H"                          | 17th Street - Pocahontas to "B"                        |
| Parshall Flume                        | Water Supply Expansion Study                             | "D" Street - 13 <sup>th</sup> to Main                  | 17th Street - "B" to Auburn                            |
| Storage Lagoon 2                      | Water Supply Improvements                                | "D" Street - Walnut to Birch                           | Auburn Avenue - 17 <sup>th</sup> to Railroad           |
| Storage Lagoon 3                      | Groundwater Well #2                                      | Grove Street - Campbell to "H"                         | Broadway Avenue - 17 <sup>th</sup> to Railroad         |
| Center Pivot Improvements             | Disinfection System                                      | "H" Street - 17 <sup>th</sup> to 10 <sup>th</sup>      | Cedar Street - Hughes to Campbell                      |
| River Outfall Improvements            | Storage Reservoir  | Resort Street - Campbell to Broadway                   | Dewey Avenue - Auburn to S. Foothill                   |
| Effluent Pump Station                 | ASR Pumping  | Washington Avenue - Balm to Birch                      | Bridge Street - Auburn to Elm                          |
| Land Purchase                         | Water Treatment Plant                                    | 10 <sup>th</sup> Street - Auburn to Myrtle             | Campbell Street - West city limits to 17 <sup>th</sup> |
| Center Pivot 2                        | Distribution System 5-yr CIP                             | 10 <sup>th</sup> Street - "D" to Hughes                | Elm Street - Bridge to S. Bridge                       |
| Center Pivot 3                        | Pipe Replacement, additions, Model Analysis Improvements | Campbell Street - West city limits to 10 <sup>th</sup> | "H" Street - 17 <sup>th</sup> to 10 <sup>th</sup>      |
| Manhole Sealing                       |  | East Street - Campbell to "H"                          |  |
| D1 (D155-D165A)                       |  | "H" Street - Grove to Birch                            |  |
| D11 (D119-D154)                       | <b>Storm Drainage System</b>                             | Main Street - "C" to "D"                               | <b>Transportation - Street Projects</b>                |
| D111 Investigation                    | Surface Water Drainage Master Plan                       | Spring Garden Avenue - Bridge to Oak                   | Indiana Avenue - Ravine Crossing                       |
| E1 (E67-E108)                         |  | 17th Street - "B" to Pocahontas                        | Birch Street - "D" to Campbell                         |
| E11 (E50-E66)                         |  | Birch Street - "D" to "H"                              | "D" Street - Main to Elm                               |
| "A" Basin Investigation               |  | Cedar Street - "H" to Hughes                           | "H" Street - River to 8 <sup>th</sup>                  |

## **SEWER SYSTEM**

### **GOAL:**

To efficiently provide developed areas of the City with storm and sanitary sewer adequate for the proper maintenance of health, safety and public convenience.

### **FINDINGS:**

#### **Storm Sewers:**

1. Storm drainage (basically underground) is provided in areas where streets are improved to primary standards for the purpose of draining storm runoff from the public street system.
2. Storm drainage generally is not provided in areas with unimproved or secondary type streets. Drainage from private property needs to be managed on the development site as opposed to discharging to a public storm drainage system.
3. Though the likelihood of serious damage to property is not great, it is recognized that storm sewer capacity is insufficient in the downtown area. The City is committed to developing a drainage master plan that will identify improvements needed to remedy this problem.
4. The City has and will continue to invest in reducing storm water inflow and ground water infiltration into the sanitary sewer system.
5. Due to topography, provision of storm drainage (if desired) to west Baker City and north of 'H' Street will be costly.
6. Natural drainage ways and methods of storm drainage management that emphasize natural processes are a crucial part of the City's overall storm drainage management infrastructure. They are also more cost-effective in the long-term, prevent water quality and flooding problems and maintain ecological health.

#### **Sanitary Sewer:**

1. The City's existing plant and treatment facility serves virtually all of Baker City's present population. The treatment facility will need to be improved to provide mandated levels of treatment for the projected population for the year 2020.
2. Preliminary plans have been prepared by Anderson Perry and Associates for modification of treatment systems and effluent discharge to conform with the state Department of Environmental Quality permitting requirements for municipal discharges. The plan also

includes plans for improving the collection and conveyance system, provided funding is available. Areas of emphasis in the plan are to remove accumulated solids from the treatment lagoon and to modify effluent discharge systems to meet existing and emerging regulations for treatment prior to discharge to the Powder River, which is a water quality limited stream.

#### **POLICIES:**

1. The City shall establish standards for stormwater management that require, wherever feasible, on-site management of stormwater runoff using techniques such as detention ponds, bio-swales, and discharge to natural drainage ways.
2. As part of the adopted Transportation System Plan, storm drainage will be provided when streets are improved to primary standards (with curbs and gutters).
3. When serious known surface water problems are existing in specific areas, some corrective measures, usually consisting of sumps or ditches and culverts, may be taken to help alleviate the problem.
4. The City shall take steps to minimize adverse impacts from construction site erosion and other sources of erosion and sedimentation in natural drainage ways and storm drainage facilities.
5. The City will require all urban-level development to connect to the sanitary sewer system and will encourage the incremental extension of sewer service.
6. No mixed (storm and sanitary together) sewer lines shall be constructed; existing mixed use will be discontinued when and wherever possible.
7. All lines shall be adequately sized based on the best information available, taking into consideration foreseeable service demand and the economic return on the City's investment.
8. Any new sanitary sewer connections, by an individual or on the initiative of the City, shall follow the general public utility extension policy as set forth in the City of Baker City Development Code.
9. The City shall strive toward eventually servicing all urban level development within the city limits with sanitary sewer.
10. There shall be periodic review, evaluation and recommendations for needed additions or improvements to the City's sewage system.

## **IMPLEMENTATION:**

1. The City will prepare a storm drainage master plan for the City that addresses water quantity and water quality management issues associated with urban storm water runoff.
2. The City will develop and periodically update a wastewater facility master plan that addresses the operations, maintenance, and capital improvements needs of the City's sanitary sewer collection and treatment system.
3. The City Technical Service staff shall, in designing any primary street improvement, include adequate storm drainage.
4. The City Public Works Department will, as a rule, not permit discharge of storm runoff to the public drainage system from the development of private property, but may provide some corrective measures for specific isolated problems.
5. No mixed (combination) sewer lines will be constructed or allowed by the City. When existing mixed lines are replaced, the City's Public Works Department and City Inspector shall see to it that sanitary and storm sewage are segregated.
6. Director of Public Works will continually monitor the system and annually, in conjunction with preparation of the budget, present a written evaluation of the system, and his recommendations for system improvement to the City Manager.
7. The City will continue to monitor the availability of federal grants for construction of, modification and improvement to the sewage treatment plant.
8. Presently identified sewer needs will be prioritized in relation to all other system requirements and be scheduled as part of the City's capital improvements program.

## **SOLID WASTE DISPOSAL**

### **GOAL:**

To assure a clean, healthful environment for Baker City residents, specifically through provision of fair and efficient disposal of solid wastes accumulating within the city.

### **FINDINGS:**

1. Solid waste disposal is presently provided by Baker Sanitary Service operating under an exclusive franchise granted by the City. Service is essentially available to anyone desiring collection within the city; approximately 73% of all residences now avail themselves of this service. No special expansion problems are foreseen.
2. Solid waste generated within Baker City is disposed of at Baker Landfill, a 251 acre landfill located approximately six miles southeast of Baker City. The landfill is owned and operated by Baker Sanitary Service.
3. A Solid Waste Management Plan, developed in 1994 in conjunction with Baker County and all incorporated cities therein, has determined that Baker Landfill receives approximately 7,000 tons of solid waste per year and has an estimated 35 more years of capacity. The landfill, as operated, meets federal and state regulatory standards.
4. Recycling is accomplished through provision of a central drop-off at Baker Sanitary. Curbside recycling will be provided when demand warrants. Recycling efforts presently meet or exceed applicable regulatory guidelines.

### **POLICIES:**

1. The City shall continue to assure availability and reasonable fees for solid waste collection and dumping at the landfill.
2. The City shall minimize any adverse effects from temporary storage of solid waste within the city limits.
3. The City shall keep abreast of trends and innovations in the industry and strive for the most efficient operation possible.
4. The City shall accept recommendations of the 1994 Solid Waste Management Plan, hereby adopted by reference, with regard to continued use of Baker Landfill and recycling efforts.

6. The City shall strive to maximize the recycling of solid waste generated by its operations and shall advocate voluntary recycling by the public.

**IMPLEMENTATION:**

1. When renewing any franchise agreement or negotiating any change in the contract's provisions or in any revision of rates, City staff shall thoroughly review such proposals and report its findings and recommendations to the City Council.
2. The City staff shall vigorously enforce ordinances pertaining to in-town storage and excess accumulation of solid waste.
3. The City staff shall investigate and report to the Council prior to issuance of a new (or extension of the existing) solid waste franchise agreement, the feasibility of mandatory collection.
4. The City shall work in cooperation with Baker County in developing a county-wide solid waste management plan.
5. The City employees shall strive to implement solid waste recycling efforts within their respective departments.

## TRANSPORTATION

### GOAL:

To provide a safe, efficient and convenient transportation system realizing maximum mobility for the community's citizens.

### FINDINGS:

1. The City has developed a Public Facility Plan in conformance with rule requirements for Statewide Planning Goal 11, which includes planning requirements for transportation.
2. The City has more than 86 miles of street right-of-way within its corporate limits.
3. Streets, roads, and highways lend themselves to classification by their level of use. For purposes of this plan, designated state highways carrying through-city traffic and serving also as principal cross-town routes for local transportation are classified as Arterials. Traffic collectors, bridging residential areas with Arterials, are termed Collectors. This designation is also applied to a number of streets which serve the primary purpose of providing access to business and industry. The remaining streets are principally for access to the abutting properties and are termed Local streets.
4. The following public and freight transportation is presently available:
  - a) AIR: Charter, air ambulance and limited freight service can be available at the Baker Municipal Airport (located approximately three miles north of the city).
  - b) BUS: Interstate bus service is provided by Greyhound Lines on a regular schedule.
  - c) RAIL: Union Pacific handles freight (in carload lots).
  - d) TAXI: Baker Cab, franchised by the City, is available for local point-to-point transportation.
  - e) LOCAL BUS TRANSIT: Northeast Oregon Public Transit operates Baker City Trolley, providing a single, two-way route from the east side of Baker to the west six days per week, and linking NEOTransit services in La Grande, Halfway, and Wallowa County. There is also demand-responsive and ADA para-transit service available to residents and others in Baker City.
5. Many older streets in town are in need of patching and resurfacing. In addition, a few will require base or curb construction.
6. There are some 9.64 miles of unpaved, but open, streets.
7. The City presently has 60.61 miles of paved streets, 9.64 miles of gravel streets, and 11.47 of



platted but unopened streets. Of the 60.61 paved miles, 38.96 miles were determined in 2013 to be in very good or good condition.

8. Key transportation needs include:
  - a) Sidewalk infill along key east-west and north-south roadways.
  - b) Formal designation of Neighborhood Routes along key east-west and north-south roadways.
  - c) Expansion of the multi-use pathway network.
  - d) Refinements to the overall roadway functional classification system including Special Transportation Area (STA) and Urban Business Area (UBA) overlay designations to key segments of the state highway network.
  - e) Expansion of the existing roadway grid to serve potential future development.
  - f) Enhancements to major intersections and roadway segments to accommodate future growth or address safety concerns.
9. At the airport, the main runway, 13-31, was totally reconstructed during 1983-84 and received an overlay in 2002. Runway 17-35 received an overlay in 1991 and was sealed in 2004. The Airport Master Plan, updated in 2010, provides that Runway 17-35 will be maintained to a lesser level of readiness than the main runway, 13-31.
10. Sidewalks are now found in nearly all areas of town with streets developed to primary standard. In other areas, existence of sidewalks is spotty. Although some areas are less critical due to the nature of existing and planned development or the volume of foot traffic, other areas would benefit from sidewalk infill projects. Sidewalk infill is proposed on designated neighborhood routes as well as on higher volume streets and school walking routes; such projects provide important access to destinations such as local parks, schools, and shopping areas. Where sidewalk infill is not proposed, there is either a sidewalk already existing or low motor vehicle volumes and speeds support walking on the street.
11. Baker City has a well-connected network of neighborhood streets that are comfortable for walking and bicycling. The TSP identifies a network of “Neighborhood Routes” to improve access to destinations throughout the city. Implementation of this network includes:
  - a) Sidewalk installation along pedestrian network gaps
  - b) Crossing enhancements where neighborhood routes cross major streets
  - c) Wayfinding such as signs and/or pavement markings to identify neighborhood routes and direct pedestrians and bicyclists to key destinations; and

- d) Low traffic volumes and speeds, which support bicycling without separate bicycle lanes.
- 12. The City has developed a prioritized list of planned roadway extensions, roadway modifications, and intersection improvements as part of its Transportation System Plan.

**POLICIES:**

1. The City will take steps to assure that the Transportation System Plan and Public Facility Plan are coordinated, particularly with regard to recommended capital improvements.
2. The City shall determine street status designation on a continuing basis.
3. Street construction standards, signaling, signing, and all services (for example, sweeping and snow removal) shall correspond with these designations and be appropriate to the particular street's design and use.
4. The City shall designate truck routes and enforce their use where necessary and desirable.
5. The City will strive to facilitate variety and adequacy of the transportation services available to the community.
6. The City shall repair, construct new, and generally upgrade its streets to the greatest extent possible recognizing monetary constraints.
7. Airport facilities shall be maintained at a level which is adequate for the safety of its use and protects the capital investment in existing improvements. In addition, the City shall prohibit structures either within city limits or the Urban Growth Boundary that impact on the airport conical surface.
8. Sidewalks shall be provided in new subdivisions and pursuant to Development Code requirements for reasons of safety, ease of pedestrian movement, and as a buffer between street and privately-owned land uses. The City may accept interim improvements, and may pursue grants for infill sidewalk projects that cannot otherwise be provided through development exactions.
9. Bike lanes shall be provided as designated by the Bicycle Network Plan to make bicycling safe, enjoyable and an efficient alternative to local motorized transport. Potential recreational use shall be considered as well, particularly in designating routes inappropriate for motor vehicle traffic.
10. Multi-use paths are appropriate in the general locations shown on the Pedestrian and Bicycle Network Plans. Where there is property owner support for creating multi-use paths, the City will work cooperatively with property owners and pursue grants to develop multi-use paths.

The City may also adopt incentives for pathway development, for example, through transportation system development charge credits and/or adjustments to open space and/or standard subdivision improvement requirements. (These options would require amending the Development Code.)

11. Any proposed public right-of-way extension, opening, addition, widening, or improvement, closure or vacation must be formally approved and accepted by the City, pursuant to Development Code provisions and the 2013 Baker City Transportation System Plan, and any amendments thereto. Also, any private use of any public right-of-way must receive prior approval. The City may, at its discretion, require certain improvements be made or make other stipulations as a condition to the City’s acceptance of any street or alley use. This is done specifically for reasons of the City’s liability in public right-of-way, maintenance obligation, police patrol, fire access and responsibility generally for the public peace, safety and welfare.
12. The City of Baker City will address access concerns in the development of new streets and the management of the existing ones. In addressing these concerns, the City shall coordinate with ODOT and avoid conflicts with State Highway Access Management Rules, and:
  - a) Support the ODOT Special Transportation Area (STA) designation of the state highway segments outlined in Table 1. The STA designation would acknowledge Baker’s historic development pattern, including the presence of on-street parking.
  - b) Support the ODOT Urban Business Area (UBA) designation of the state highway segments outlined in Table 1. The UBA designation would acknowledge the unique access characteristics and potentially streamline the permit process for uses in these areas.

| <b>Table 1: Recommended Special Transportation Area (STA) and Urban Business Area (UBA) Designations</b> |                                 |                             |
|--|---------------------------------|-----------------------------|
| <i>Roadway</i>   | <i>From (milepost)</i>          | <i>To (milepost)</i>        |
| <b>STA Designation for US 30 (La Grande-Baker Highway)</b>   |                                 |                             |
| Broadway Street  | 10 <sup>th</sup> Street (51.23) | Main Street (51.79)         |
| Main Street  | Broadway Street (51.79)         | Auburn Avenue (52.04)       |
| Auburn Avenue/Elm Street   | Main Street (52.04)             | Powder River Bridge (52.13) |
| <b>UBA Designation for US 30 (La Grande-Baker Highway)</b>   |                                 |                             |
| 10th Street  | Hughes Lane (49.97)             | Broadway Street (51.79)     |
| <b>STA Designation for OR 86 (Baker-Copperfield Highway)</b>   |                                 |                             |
| Main Street  | Broadway Street (0.00)          | Baker Street (0.13)         |

| <b>UBA Designation for OR 86 (Baker-Copperfield Highway)</b> |                      |                        |
|--|----------------------|------------------------|
| Main Street  | Baker Street (0.12)  | Campbell Street (0.24) |
| Campbell Street  | Main Street (0.12)   | Birch Street (0.98)    |
| <b>STA Designation for OR 7 (Whitney Highway)</b>            |                      |                        |
| Main Street/Dewey Avenue                                     | Estes Avenue (50.83) | Auburn Avenue (50.96)  |

13. The City shall continue to encourage the provision of bus service for senior citizens and otherwise transportation disadvantaged persons, in coordination with transit and social service providers.

**IMPLEMENTATION:**

1. Figure 3-1 identifies significant transportation routes within the city, and classifies them as Arterials and Collectors (as defined in the Findings section, Item 3). Planned and possible future extensions of Arterials and Collectors needing additional right-of-way are also noted. (None of these classifications considers the present condition of any street other than the fact of its being open or not.) These designations will be reviewed at a minimum of once yearly by the City staff who will recommend needed changes or adjustments.
2. The City’s Public Works Department shall review annually and recommend needed changes or adjustments in the previously adopted street standards that pertain to construction, signaling, signing, and all street related services.
3. The City shall make effective use of all available resources in order to retain all transportation service presently available and to re-acquire, if possible, commuter airline service. The City shall also be receptive to new alternatives that appear in the best interests of the community’s residents.
4. The City shall implement its highest priority transportation projects. The Public Works Department shall, pursuant to available funding, schedule projects in advance in order to provide sufficient lead time in planning and coordinating all necessary elements. Criteria for project selection shall include the following:
  - a) Implementation of plan goals and policies with specific reference to map of planned transportation network.
  - b) Present and anticipated public need, use (traffic counts, if available), density of development in area to be served.
  - c) Condition of existing streets.

- d) Public demand, petition by owners, number of owners, and length of time request on file.
  - e) Relationship to other planned or anticipated improvements or development either public or private.
  - f) Use classification, traffic flow and safety.
  - g) Relationship to existing paved streets (logical extension or isolated improvements?).
  - h) Engineering considerations:
    - i) General feasibility.
    - ii) Right-of-way (possible acquisition required?);
    - iii) Cost of construction with respect to area conditions such as soils, slope, groundwater, or ditches.
    - iv) Size of project as relates to time and cost;
    - v) Capability of other utilities to keep pace with construction;
    - vi) Special problems or conditions;
  - i) Annual 'balance' of type and size of projects.
5. The City shall integrate the above extension and bridge proposals and the street construction program as part of the general capital improvement plan.
  6. The City shall integrate pedestrian and bicycle improvements with its Capital Improvement Program.
  7. The City has adopted an Airport Master Plan. The City shall continue to coordinate efforts to obtain federal financing which will make the capital improvements program set forth in said Master Plan possible.
  8. The City shall take any and all lawful actions as it sees fit to continually insure that any use of or action affecting a public right-of-way will follow established City ordinances and policies and is in the public interest.
  9. The City through its Development Code shall ensure the provision of adequate multi-modal transportation facilities needed to serve development.



## DOMESTIC WATER

### GOAL:

To provide in a cost-efficient manner, good quality water meeting all standards of pleasant taste, at adequate pressure, and in sufficient quantity for development within the City's Urban Growth Boundary.

### FINDINGS:

1. The Old Mountain Transmission line has been in service for more than 100 years and needs to be replaced to assure continued service.
2. Minimum daily storage need is estimated to be 5.7 MG in 2020. These estimates take into account high population projection, fire demand, and an increasing per capita use rate. Consideration has not been given to increased needs arising from industrial expansion or a possible decrease in summer demand due to the number of shallow wells recently put into use for domestic irrigation. Storage in the City's three reservoirs adjacent to the city limits is presently about 7.5 MG with a 3.5 MGD (million gallons daily) well also at that location. Goodrich Reservoir, within the City's watershed, has a storage capacity of 200 MG. Goodrich storage is necessary in order that the City have sufficient water for heavy usage in the summer months, while the 'in-town' storage is necessary for immediate response to any emergency and for temporary use if the mountain transmission lines fail for whatever reason. In conclusion, water supply and storage capacity appear basically adequate through 2020, although there are concerns about seasonal shortages during drought years and long-range supplies.
3. The City's distribution system (primarily in the far southeast and northeast sections of the city) now experience periods of low pressure (below 30 psi) during peak demand hours. Anderson Perry & Associates has recommended several improvements to the distribution system to address fire flow needs for commercial and industrial properties and low pressure for residential properties.
4. The Federal Safe Drinking Water Act of 1974 requires that the City make several basic improvements to its system, including covering the two open reservoirs, and possibly a filtration plant. The City has provided such covers.
5. Other situations needing attention include repair and replacement of existing transmission

lines, collection dams and diversion structures in the watershed, and the replacement of several thousand feet of old steel mains in the core area of town.

6. In 1980, residents of the City authorized the issuance of approximately 4 million dollars in bonds to provide funds for the renovation of the mountain water line and diversion structures, installation of a turbidity bypass at the reservoir site, and expansion and renovation of the water distribution system inside the city limits. These funds have been expended and the improvements installed.
7. Additional information regarding the water distribution system is contained in the Public Facility Plan, and the Baker City Water Facility Plan, which are published separately.

#### **POLICIES:**

1. In order to develop and maintain an adequate water supply, the City shall develop and administer a scheduled program for repair and construction of diversion structures and transmission lines within the City watershed.
2. System needs shall be identified annually with particular attention to growth demands.
3. Basic policies governing the extension of City water service are set out in a separate section of this plan.
4. All proposed system improvements shall be in accord with the policies of this plan and be scheduled and coordinated with other City activities and plans listed in the Public Facility Plan.
5. The City shall take steps to protect its surface drinking water supply and to enhance the water quality and quantity of its groundwater supplies by:
  - Working with the US Forest Service to protect surface water sources;
  - Establishing wellhead protection measures;
  - Adhering to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage and transportation infrastructure.

#### **IMPLEMENTATION:**

1. System needs that can be identified shall be incorporated as part of the City's Public Facility Plan capital improvements program. Some projects may require additional study, which will be the responsibility of the City's Public Works Department or its consultant.



2. A watershed management plan will be jointly arrived at between the City and U.S. Forest Service. Any actions necessary to affect that plan will follow.
3. The system shall be monitored continually by the Public Works Director; he shall present the City Manager with a written evaluation and statement of needs once each year in conjunction with preparation of the annual budget.

## **EXTENSION OF SEWER AND WATER SERVICE**

### **GOAL:**

To provide procedures for the extension of City sewer and water appropriate to the findings and policies established in this plan.

### **POLICIES:**

1. The City shall construct, own, operate, control and maintain the sewer and water systems, thereby eliminating any further extension of private service lines which have been allowed in years past as an alternative to service by a City main.
2. Systems development charges may be imposed for heavy demand users of these utilities; generally, though, the existing plant will stand the increased use as a form of public subsidy to development.
3. New users shall pay for extending service to their property in a manner proportionate to the cost of providing that service to their land holding. The City may elect to provide a portion of the initial cost for a period of time, but in a manner that would result essentially in a non-subsidized extension.
4. All extensions shall be within the Urban Growth Boundary as designated in this plan with the possible exception of certain industrial uses. (See Urbanization section.)
5. The cost for providing additional capacity through oversized lines will be borne by the developer when the need is attributable to his project. On the other hand, general system needs for oversized lines, known and identifiable whether a specific proposed project is constructed or not, will be the financial responsibility of the City.
6. The City may, for exceptional cause and if deemed in the best interests of the community, waive or modify the policies as set forth above, if not inconsistent with the other land use planning goals.

## EXISTING NATURAL FEATURES AND LAND USE

### GOAL:

To preserve, protect, and conserve the quality of our environment and natural resources while providing for the orderly growth and development of the City.

### FINDINGS:

#### Natural Features

1. Detailed information on air quality, climate, geology, energy sources, hydrology, terrain, and soils is to be found within the Land and Environmental Features section of an earlier City publication intended as supportive to this plan document. A summary listing follows here.
2. Air quality in Baker City is good. This region has attained the National Ambient Air Standards for sulfur dioxide and is considered to have attained the same standard for suspended particulate matter (airborne solids).
3. Baker City's climate is typical of the western high plateau regions: temperate and semi-arid with well defined seasons. The frost-free season can vary considerably in the range of from 122 to 140 days. The daily average summer-time high is about 81 degrees and in winter, about 37 degrees. Annual rainfall is slightly over 11 inches with about a third falling in the three months of November, December, and January, and another 20% during May and June.
4. Baker City is situated at the head of a wide valley floor between mountain ranges and bisected by the Powder River. Activity during the Pleistocene and Holocene Epochs (covering the last 2.5 million years) best explains the present appearance of Baker Valley. The weight of lava flows working in numerous faults in the earth's crust had earlier formed a down-warp at this location. Sediment was then deposited by the action of erosion and river flow. Consequently, today the ground underlying Baker City consists primarily of alluvial deposits - soil, sand and gravel - some 600 feet and more in depth.
5. Energy sources within the city are also very limited. There are no known coal, oil, or natural gas deposits. There are no productive forest lands. Wind potential seems minimal but some conversion of solar energy may be workable with advancements in technology.  
Ellingson Timber Company does use some wood waste products to fire a steam-driven electrical generator for the mill's own power. Electricity is also generated on the City's water transmission line, where water flowing from the Blue Mountains powers a 75-KW generator.

Sam-O Springs, owned by the City, has limited geothermal application in that the water temperature is approximately 81 degrees. The energy from this geothermal source is presently used through a heat-pump system to heat the water used in the City-owned indoor swim pool at Sam-O Springs and other commercial purposes.

6. In addition to the Powder River, Sutton Creek empties into the Powder from the southeast and Spring Creek flows from Sam-O Springs. Portions of some eight irrigation ditches also lie within the city limits. Though vital to agriculture primarily outside the city, they are within the city's boundaries, often an inconvenience and occasionally a hazard.
7. Generally soil conditions outside the known hazard areas do not present any real obstacle to development. This is true both within the limits and also within the proposed urban growth boundary. However, it should be noted that the urban growth boundary as designated does propose over time to convert some Class I through VI agricultural lands for commercial and industrial use. Due to parcel size and existing development, as well as the land's proximity to major transportation routes and existing public facilities and services, this does not seem inappropriate. (For additional information, please refer to the Urbanization Section of this Plan.)
8. Other hydrologic and terrain datum is shown on the preceding 'Natural Features & Development Hazards' map. Though it does not pretend to be site specific, it does show generally where development would have to overcome obstacles of excessive slope, high groundwater or periodic flooding. Generally, then, building in these areas would incur extra costs to be borne by the developer and finally the consumer. Also, a water service 'boundary' is indicated, which though not truly a natural feature, seems appropriate. Any development south or east of this line would be at an elevation higher than what the City reservoirs could serve without auxiliary pumping at the development site.
9. The Powder River is a recreation resource in the city both as a habitat for game fish, principally rainbow trout, and for swimming and other related activities.

### **Existing Land Use**

1. The boundaries of the City of Baker City encompass some 4200 acres. If one subtracts from that figure the land in farm use (1064 acres) and an additional 930 acres of land presently unused, or vacant, some 2205 acres remain. For purposes herein, this remainder, improved for a variety of urban uses, will be considered the City's developed land. It is a significant

element of this plan that land within the city is divided approximately in half - one part developed, the other undeveloped.

2. Of the developed land, the approximate percentage in each use is as follows (listed from the most extensive use to the least):

- Residential 50%
- Government Owned/Public Use\* 23%
- Industrial 12%
- Commercial 9%
- Quasi-Public (e.g. Churches or a lodge hall) 6%

(\* does not include transportation network which is distributed throughout all use categories)

### **POLICIES:**

1. The City shall act to maintain the present high standard of air quality and meet state and federal codes in considering approval for new industrial plants.
2. The City shall strive to make the best application of its known energy resources, noting specifically the water transmission line and Sam-O Springs.
3. The City shall allow for experimentation in applying new energy technologies such as solar or wind power.
4. The City shall strive for energy efficiency in its buildings, street lighting, equipment operation, and in the provision of all City services and products.
5. The City shall take necessary actions to prevent the contamination or degrading of all natural water supplies including both surface run-off and groundwater. In particular, any effluent being discharged into the Powder River shall be in accordance with allowable EPA and DEQ requirements.
6. The City shall not specifically act to encourage development in known hazard areas. When construction does take place in these areas, the City will require proper precautions to be taken.
7. The City shall strive for development of land to its highest and best use, recognizing the various needs of all its citizens.
8. The City shall act to meet DEQ requirements pertaining to excess noise levels wherever appropriate.

9. The City shall encourage suitable reclamation efforts be made to exhausted gravel pits or other excavation sites.

**IMPLEMENTATION:**

1. The City shall in all instances where it has jurisdiction act in each case to maintain water and air quality at a high level.
2. The City shall in the remodeling work planned for City Hall apply energy efficient principles after consultation with professionals in this field. All pertinent activities shall be regularly viewed in this light. The City shall also take into account, in any remodeling work, the historic nature of the City Hall structure itself. Any activities planned which would materially change the exterior appearance of City Hall shall be taken only after due consideration of all factors involved.
3. The City shall enforce all requirements of the Uniform Building Code, Uniform Plumbing Code, and Uniform Mechanical Code, noting particularly requirements for construction in flood zones and certain other hazard areas.
4. The City shall use the 'Land Suitability' map and criteria within this plan as a basis for future zoning and other development decisions.
5. Many other policies and implementation measures in this plan are directly or indirectly based at least partially on the findings contained within this section. This base information will be regularly updated by the City's planning staff and be made available to individuals or agencies upon request.







## LAND SUITABILITY

It must first be assumed that essentially all developable land within the city will eventually be improved or built upon. The ‘Land Suitability’ map following, then designates areas deemed appropriate for each general type of development. Four categories are shown:

- (1) Residential
- (2) High-Density Residential
- (3) Commercial
- (4) Industrial

The rationale used in this mapping flows out of the many policy statements made throughout this land and to the degree possible, all land-related criteria pertinent to the particular development category. It is of course, recognized that few if any development decisions will be based on all the criteria identified or may, in fact, be based primarily on some other, such as parcel availability, which would be impossible to map. In a sense, then, each development decision is unique, needing the right combination of financing, market, and site. The purpose here is to assist in choosing the latter; and though recognizing that each contemplated use would mean some alteration in the relative value of all factors to be considered, the following chart outlines the City's basic concerns for each of the four development categories.

Each criterion is weighed as to its significance to each type of land development category. The reader should keep in mind that all land whether developed or not had to be included in this evaluation.

|  | Generally Serious Consideration XX | Some Consideration X            | Minor or None     |                   |
|--|------------------------------------|---------------------------------|-------------------|-------------------|
|  | <b>Residential</b>                 | <b>High-Density Residential</b> | <b>Commercial</b> | <b>Industrial</b> |
| <b>SITE SPECIFIC LAND FEATURES:</b>                  |                                    |                                 |                   |                   |
| Parcel Size  |                                    |                                 | XX                | XX                |
| Availability of Land for Site Expansion              |                                    |                                 |                   | X                 |
| Terrain, Slope                                       | X                                  | XX                              | XX                | XX                |
| Soil Stability                                       |                                    | X                               | X                 | XX                |
| Water Table  | X                                  | X                               | X                 | X                 |
| Flood Zone   | X                                  | X                               | X                 | X                 |
| <b>TRANSPORTATION NETWORK:</b>                       |                                    |                                 |                   |                   |
| Direct Rail Access                                   |                                    |                                 |                   | XX                |
| Nearby Highway Access                                |                                    |                                 | X                 | XX                |
| Convenient Arterial Street                           |                                    | X                               | XX                | XX                |
| Right-of-Way Adequacy for Proper Traffic Circulation | X                                  | XX                              | XX                | XX                |

|   | Residential | High-Density Residential | Commercial | Industrial |
|---|-------------|--------------------------|------------|------------|
| <b>PUBLIC FACILITIES, UTILITIES AND SERVICES:</b>                       |             |                          |            |            |
| Condition of Street Utilities Present or Available to the General Area  | X           | XX                       | XX         | XX         |
| Existing Fire Zone  |             |                          | X          |            |
| Frequent Police Checks Area   |             |                          | X          |            |
| <b>INTER-RELATIONSHIPS OF LAND, ITS USES AND ITS PEOPLE:</b>            |             |                          |            |            |
| Visibility  |             |                          | X          |            |
| Proximity of Like Development   | XX          | X                        | XX         |            |
| Proximity of Conflicting Land Uses or Development having Adverse Affect | XX          | X                        | X          |            |
| *Proximity of Supportive Land Uses and/or Needed Services               | X           | XX                       | X          |            |
| Existing Zoning Density   | X           | X                        | X          |            |

\*For residential areas, supportive land uses include such things as schools, and parks and recreation facilities, high-density residential would also consider distance to grocery and retail stores. In the commercial area, government buildings, for example, would be directly supportive of certain businesses or professions, such as a land title company being close to the County Courthouse.

It should be re-emphasized that the four suitability categories are the basis for further refinements of the particular uses to be allowed within specific areas. This will be accomplished through a comprehensive evaluation and revision of the present zoning ordinance. By quickly comparing the land suitability map with existing land uses, a number of significant changes from existing to proposed uses become apparent. A few observations here may aid in the reader's understanding of these changes and give a clearer picture of the intended uses within the four basic categories. (The reader is also referred to the Housing and Economic sections of this plan for additional details.)

The residential designation contemplates a gradual conversion of vacant parcels, large residential holdings and agricultural lands to residential use of varying density depending both on the natural features of the sites and the preferences of developers and the market. A 7500 square foot minimum lot size is planned for increasing the efficiency of land use and making development more feasible economically for both the private and public sectors.

The high-density designation for residential use has been expanded considerably. From the central part of the city, high density residential (with minimum lot size of 5000 square feet for a

single family residence and greater allowance for multi-family dwellings) extends southward to include the Wilovale area and all of south Baker City and eastward to approximately Clark Street. In addition, much of the area north of Campbell Street and east of the river now zoned commercial is shown returning to its earlier residential classification. Also, this area has developed as a site for assisted housing, particularly housing for the elderly. As of 1981, one 32-unit congregate housing project has been located in this area and another 30 units planned for 1982 has actually been built. This development has served to spur the installation of the utilities in this area necessary to support residential growth. Very little commercial development of this property has occurred. With its close-in location, the availability of service facilities and the large amount of publicly owned lands dedicated to recreational opportunities, high density residential use appears particularly appropriate. Furthermore, the designation of this land and additional areas of town for such use means that the per unit conversion costs of raw land to improved lots is lessened; and thus, new housing is affordable to a greater percentage of the buyer's market.

The primary increase in industrial land designations excepting the area outside the city limits, is in the extreme northwest corner of the city where large parcel size, rail access, proximity to industrial uses and fringe location weigh favorably for this classification. This new area, along with pre-existing industrial areas of town, is generally seen as suitable for heavy industry. A light-industrial category is suggested here for most of the industrial land shown outside the city limits. With the development of a frontage road between the central and north interchanges, this land, the majority of which is flat and able to be readily served by necessary utilities, could prove to be a valuable asset to the community. In addition, the industrial category is suggested for the industrial land outside the city limits north and south of Pocahontas Road and west of 17th Street extended. This industrial parcel is needed due to the fact that it contains fairly large sections of land which would be suitable for developers or industrial users needing a large number of continuous acres. Parcels of this size are presently unavailable within the city limits. This industrial site is further appropriate due to the fact that it lies adjacent to the main line of the Union Pacific Railroad and has easy access to I-84 via Hughes Lane.

New land designated for commercial uses is to be found, principally, in three locations. Significantly, these areas are outside the city limits - in the U.S. 30, Chico Lane, Pocahontas Road triangle, north of Hughes Lane and south of the freeway interchange between I-84 N and the county road, and south of 'H' Street, and east of I-84 N. Much of the triangle is already developed with some properties already receiving City water and sewer; the other areas are essentially

undeveloped to any urban use, but their potential, due primarily to location, has been recognized. Only a small portion of the east Campbell Street area is presently developed in commercial use and it is anticipated that retailing and particularly services for the motoring public will increase in time, while the downtown should remain the heart of the city's commercial life, boosted considerably by a transfusion of old blood in the form of a National Historic District.

This plan, finally, makes an effort to balance out proposed development, so that a suitable amount of space is set aside for all contemplated uses. It is at the same time both expected and hoped for that the criteria named represent many of the concerns of future developers of the city, for the success of this plan will be measured in great part by their actions.



## **URBANIZATION**

### **GOAL:**

To minimize the expansion of the urban service area outside the city limits in order to provide for the efficient use of land, eliminate the unnecessary and uneconomical expansion of public facilities, and to conserve agricultural lands outside of the city.

### **FINDINGS:**

1. According to a study conducted by David Evans and Associates on behalf of Baker City in June, 1999, the City has an existing supply of 790 acres of vacant land zoned residential and available for development. At an estimated development rate of five units per acre for High-Density Residential property and eight units per acre for Low and Medium Density, the City has enough developable land for 6,413 housing units. For various reasons, including topography and development cost, not all this land is suitable for practical development, however, at a projected need by 2020 of 947 housing units (see Housing section), there is sufficient vacant and developable land within the present city limits and Urban Growth Boundary Area to meet expected housing demands.
2. According to the study referenced above, the City has an existing supply of 183 acres of vacant land zoned commercial and suitable for development. In addition, the City has 247 acres of land zoned industrial and suitable for development. Based on a projected need of seven acres of land for industrial uses and 11 acres of land for commercial uses (see Economic Element), there is sufficient vacant and suitable land within the present city limits and Urban Growth Boundary Area to meet expected demand for industrial and commercial property.

### **POLICIES:**

1. Baker City and Baker County shall maintain and update as needed their current agreement providing for administration of lands within the Urban Growth Boundary Area.

### **IMPLEMENTATION:**

1. The City shall adhere to a policy of not providing services outside the city limits except for those areas considered suitable for industrial and commercial development within the

urbanization boundary. The development of these areas will be guided by the extension policies and be annexed at a time convenient to the City. An exemption may be made for City-owned properties and for those industrial uses which would be incompatible within or near the urbanization boundary. These areas may be provided with some City services. Exemptions from the prohibition on providing City services for industrial uses outside the Urban Growth Boundaries shall be made only upon the following findings:

- a. There is no feasible alternative for servicing the rural industrial use, considering water availability, soil suitability for subsurface sewage disposal, costs of a subsurface system, the long-term viability of a subsurface system to function successfully, or state or federal environmental regulations;
- b. Provision of municipal sewer or water service will not impair the City's long-term ability to service land within the city limits or Urban Growth Boundary;
- c. The proposed extension of municipal sewer or water service will not service any intervening lands;
- d. Extension of municipal sewer or water service shall not be a basis for future determination of commitment of intervening rural lands; and
- e. The extension is limited to the needs of the rural industrial use.

## HOUSING

### **GOAL:**

Provision of varied housing which is safe, sanitary and adequate for all residents of the community.

### **FINDINGS:**

The following is a report prepared by David Evans and Associates on behalf of Baker City dated June 30, 1999 and entitled "Goal 10: Housing".

#### **Introduction**

This report is an analysis of the residential land needs in Baker City for the next 20 years. The analysis is based on the data sources described below.

Official U.S. Census data is used for historic comparison and analysis. Portland State University's (PSU) Center for Population Research and Census develops annual population estimates for Oregon and its cities and counties for the purpose of allocating certain state tax revenues. The analysis employs the most up-to-date official estimates and forecasts, as required by state policy. The source of official estimates is the Portland State Center for Population Research and Census. The OEA is the source of official forecasts. Governor Kitzhaber's Executive Order 97-22 states that *...each Community Solutions Team agency shall use the population and employment forecasts developed or approved by the Department of Administrative Service's Office of Economic Analysis in coordination with Oregon's 36 counties to plan and implement programs and activities.*

At the request of the Governor's Community Solutions team, the Oregon Office of Economic Analysis (OEA) coordinated with many state, regional, and local agencies and organizations to prepare long-term (through year 2040) state population and employment forecasts, disaggregated by county. The county-level employment forecasts are based on covered employment payrolls as reported by the Oregon Employment Department (OED).

PSU's 1998 population estimate 10,160 for Baker City suggests a faster rate of growth in the 1990s than earlier decades. With the 1990 census count at 9,140, the 1998 estimate represents annual growth of 1.33%. However, the cyclical nature of population growth makes an 8-year time period too short for a long range analysis. Therefore, this analysis uses the OEA projected



population growth for the City of 0.8% per year and employment slightly lower at 0.66% over the 22-year period, as shown in Table 4 located in the Economic Element section of this plan.

OEA used business-cycle trends (as reflected by the OED employment forecasts) as the primary driver of population and employment for the short term. Long-term forecasts shift to a population-driven model. Population-driven models emphasize the demographics of the resident population, including age and gender of the population, and includes assumptions regarding life expectancy, fertility rate, and immigration. By calculating a weighted average growth rate for each county (weighting recent growth more heavily than past growth) and combining this average growth rate with the projected county-wide growth rate, the OEA methodology assumes a convergence of growth rates because of the physical constraints of any area to sustain growth rates beyond the state or county average for long periods of time. These constraints include availability of land and housing, as well as infrastructure limitations.

Inventories of land zoned for residential uses were provided by Baker City in a database format.

### *Housing Analysis*

At the most basic level, housing demand is generated by an increase in households. Such increases are usually generated by population growth, but can also occur as the result of changes in household composition. For example, the same number of people can have a higher demand for housing units if the average household size gets smaller. Using OEA's population projections and trends in household composition, David Evans and Associates, Inc. (DEA) calculated a projected increase in number of households.

### **Inventory of Residential Buildable Lands**

An inventory of buildable and redevelopable residential lands within the Baker City UGB was built based on the Baker County Assessor's records. Each tax lot within the UGB with a residential zoning classification was entered into a database. Information entered into this database included map identification number (tax lot), zoning, size, land value, improvement value, total value, current use, and structure type. The findings of this inventory will be compared to the anticipated demand to determine if there is a shortfall or surplus of residential lands.

## *Definitions*

- **Vacant Acres** - This is the number of acres within each zoning designation that were determined by Baker City Planning Department to be vacant by field verification. Nearly all of these parcels have an improvement value of \$0.00. An improvement value of \$0.00 indicates there are no improvements on the parcel. For parcels with improvement values greater than \$0.00 and a vacant determination, the vacant determination was used to represent the status of the parcel.
- **Limited Acres** - This refers to vacant parcels that are currently committed to a passive use such as parking, park space, or yard space. This also includes acreage that is limited due to high slopes. Limited acres may be converted to other uses in the future.
- **Redevelopable Acres** - Parcels with an improvement value less than 30% of the total value (improvement + land value) are considered redevelopable. As vacant land becomes scarce and valuable, parcels with existing low-value improvements typically are redeveloped.

It should be noted that infill development was not specifically addressed in this report. Residential infill would typically occur where lots are much larger than needed for the existing use, such as lots where septic drainfields were once required but are now served by sewer. The residential development pattern in Baker City is typical of older cities, with mainly smaller lots in the city. It is not anticipated that infill would create significant numbers of new lots for residential development.

## *Residential Zones*

Residential lands inside the Baker City UGB have three designations, Low Density Residential (R-LD), Medium Density Residential (R-MD), and High Density Residential (R-HD). There are 2,391 acres of residential land within the Baker City UGB. As shown in Table 1, around 790 acres of this total are vacant and 1,601 acres are developed. The vacant acreage is on 502 tax lots.

Most of the vacant residential land is zoned as Low Density Residential, followed by Medium Density Residential. Only 29 acres of the vacant land have a current limitation on their use. Four acres of the total vacant land consists of lots less than 4,000 square feet in size. This implies that future residential development would not be restricted by a large number of small lots. There are 47 acres of potentially redevelopable residential land inside the Baker City UGB, with most of this redevelopable land zoned R-MD.

**Table 1: Summary Description of Residentially Zoned Lands within the Baker City UGB**

| <b>Zone</b>  | <b>Vacant Acres</b> | <b>Vacant Tax Lots</b> | <b>Developed Acres</b> | <b>Limited Acres</b> | <b>Acreage of Lots &lt; 4,000 ft2</b> | <b>Redevelopable Acres</b> |
|--------------|---------------------|------------------------|------------------------|----------------------|---------------------------------------|----------------------------|
| R-HD         | 69                  | 144                    | 400                    | 5                    | 2                                     | 7                          |
| R-MD         | 248                 | 270                    | 476                    | 17                   | 2                                     | 40                         |
| R-LD         | 473                 | 88                     | 725                    | 6                    | 0                                     | 0                          |
| <b>Total</b> | <b>790</b>          | <b>502</b>             | <b>1,601</b>           | <b>29</b>            | <b>4</b>                              | <b>47</b>                  |

Source: David Evans and Associates, Inc analysis based on Baker City Assessors Office data, 1999

**Actual Housing Density and Mix**

Table 2 reflects the number of housing units by type built in Baker City between 1994 and 1998. With the exception of 1996, the number of new building permits per year has decreased since 1994.

**Table 2: Building Permits in Baker City: 1994-1998**

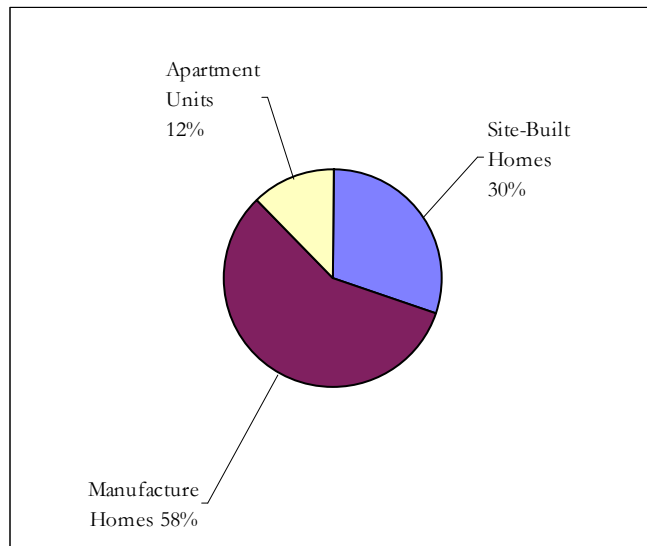
|                    | <b>1994</b> | <b>1995</b> | <b>1996</b> | <b>1997</b> | <b>1998</b> | <b>1994-1998</b> |
|--------------------|-------------|-------------|-------------|-------------|-------------|------------------|
| Site-Built Homes   | 12          | 17          | 25          | 17          | 17          | 88               |
| Manufactured Homes | 37          | 33          | 39          | 31          | 28          | 168              |
| Apartment Units    | 24          | 0           | 12          | 0           | 0           | 36               |
| <b>Total Units</b> | <b>73</b>   | <b>50</b>   | <b>76</b>   | <b>48</b>   | <b>45</b>   | <b>292</b>       |

Source: Baker City Planning Department, 1999

Recent development patterns reflect a greater proportion of total demand for manufactured homes. Over half of the building permits issued between 1994 and 1998 were for manufactured homes. Site-built homes (single-family dwellings) represent 30% and apartment units represent 12% of the total building permits issued in this time period, as shown in Figure 1.

**Figure 1: Building Permits in Baker City: 1994-1998**

Source: Baker City Planning Department, 1999



### *Density and Mix of Housing*

Data relating building permits to lot sizes was not available for this analysis. Given the homogeneity of the building activity within Baker City, in absence of actual data it is appropriate to use some assumptions about the amount of land consumed by recent building activity.

Minimum lot sizes for low and medium residential densities (R-LD and R-MD) are 7,500 square feet for single-family dwellings. Additional lot size requirements apply to efficiency apartments and single to multiple bedroom units. In the high-density zone (R-HD), a minimum lot size of 5,000 square feet applies, with additional lot size requirements for efficiency apartments or single to multiple bedroom units.

According to Baker City planning staff, nearly all of the development between 1994-1998 has been on either R-LD or R-MD zoned lots in newer subdivisions. Two apartment buildings were built within the 1994-1998 time period, accounting for the 36 total units in the building permit inventory. Each of these were built on approximately four R-MD lots. Nearly all of the site-built homes and manufactured homes residences built in this same period were constructed on R-LD and R-MD lots approximately 7,500 square feet in size. Based on this information, this analysis assumes that site built and manufactured homes were built on the minimum lot sizes within the R-LD and R-MD zones, and that apartment buildings were each built on four R-MD zoned lots.

Table 3 demonstrates the estimated amount of acreage used for new site-built homes, manufactured homes, and apartment units from 1994-1998. An average of 9 acres per year were consumed by this development.

**Table 3: Estimated Acres Used for Residential Construction: 1994-1998**

|   | 1994     | 1995     | 1996      | 1997     | 1998     | 1994-1998 |
|---|----------|----------|-----------|----------|----------|-----------|
| Acres Used for Site Built and Manufactured Home Development (Lots @ 7,500 sq.ft.)   | 8        | 9        | 11        | 8        | 8        | 44        |
| Acres Used for Apartment Development (Each complex consumes four 7,500 sq.ft. Lots) | 1        | 0        | 1         | 0        | 0        | 2         |
| <b>Total Acres</b>  | <b>9</b> | <b>9</b> | <b>12</b> | <b>8</b> | <b>8</b> | <b>46</b> |

*Total Acres does not include land used for public dedication.*

Based on the number of acres developed and number of units built, the net density can be estimated for the combined R-LD and R-MD zones. Table 4 shows the net density (net density does not include public dedications for roads, utilities, parks, etc.) of new home construction in the combined residential zones by year within Baker City for the period of 1994-1998.

**Table 4: Estimated Net Densities of Low and Medium Density Residential Zones in Baker City: 1994-1998**

|  | <b>1994</b> | <b>1995</b> | <b>1996</b> | <b>1997</b> | <b>1998</b> | <b>1994-1998</b> |
|--|-------------|-------------|-------------|-------------|-------------|------------------|
| Total Units Constructed  | 73          | 50          | 76          | 48          | 45          | 292              |
| Total Acres Used   | 9           | 9           | 12          | 8           | 8           | 46               |
| Estimated Density in Residential Zones (total units/total acres) | 8           | 6           | 6           | 6           | 6           | 6                |

*Source: Numbers of homes built based on Baker City Building Department Records, 1999. Total Acres does not include land used for public dedication.*

For the purposes of this study, the following assumptions were made regarding the current overall density of residential development in Baker City.

The R-LD zone allows a maximum of 5 units per acre after a 20% reduction for roads, and other public infrastructure; therefore, an average density of 5 units per acre was assumed for as an estimate for home construction within the last 5 years.

Within the R-MD zone, both single family and multi-family units were constructed between 1994-1998. The number of single family residences built in each of the two residential zones is not available. Therefore, an assumption had to be made on the net density of units in the R-MD zone. A net density of 8 units per acre was assumed for the following reasons: (1) trends show a preference for single family homes over apartments, (2) the R-MD zone allows from 5-18 units per acre, and (3) very few multi-family units have been constructed between 1994 and 1998.

Similarly, it is necessary to make an assumption for the net density for the R-HD zone. The allowable density range within this zone is 7-19 units per acre. Since none of the apartment complexes built between 1994-1998 were in the R-HD Zone, single-family dwellings within this zone would most likely be built near the lowest allowable density at 8 units per acre. Table 5 presents the estimated residential densities within Baker City between 1994-1998.

**Table 5: Estimated Residential Densities in Baker City: 1994-1998**

| <b>Residential Zones</b>               | <b>Units/Acre</b> |
|--|-------------------|
| Residential Low-Density Zone (R-LD)    | 5                 |
| Residential Medium-Density Zone (R-MD) | 8                 |
| Residential High-Density Zone (R-HD)   | 8                 |

*Source: Estimated by David Evans and Associates, Inc., 1999*

### **Residential Land Needs Analysis**

#### *Demographic Overview*

The following demographic background serves as the basis for the analyses of housing in Baker City.

Baker City is the largest incorporated city within Baker County, making up 61% of the County's total population. The other incorporated cities in Baker County are significantly smaller than Baker City, resulting in Baker City's role as an employment and retail leader in the county. Like the County and its other incorporated cities, Baker City's 1998 population is not significantly different than its 1960 population. While Oregon grew at an annual average rate of 1.61% from 1970 to 1998, Baker City's rate was 0.3%. Table 6 shows the population trend for Baker County's cities and the county as a whole over the 1960-1998 period.

As shown in Table 6, the cities of Baker County, including Baker City grew at rates somewhat faster than the county's overall rate of growth between 1970 and 1998. Baker County experienced an actual population loss between 1960 and 1970. Since 1970, the county has grown at an average rate of 0.4%. With a 1998 estimate of 16,700 persons, the population of the county is still smaller than its 1960 population count of 17,295.

**Table 6: Historic Population Growth, 1960 to 1998, Baker County and Incorporated Cities**

|                 | 1960      | 1970      | 1980      | 1990      | 1998      | 1970 to 1998 Change |                |
|-----------------|-----------|-----------|-----------|-----------|-----------|---------------------|----------------|
|                 |           |           |           |           |           | Number              | Annual Average |
| Baker County    | 17,295    | 14,919    | 16,134    | 15,317    | 16,700    | 1,781               | 0.40%          |
| Baker City      | 9,986     | 9,354     | 9,471     | 9,140     | 10,160    | 806                 | 0.30%          |
| Haines          | 331       | 212       | 341       | 405       | 470       | 258                 | 2.88%          |
| Halfway         | 505       | 317       | 380       | 311       | 350       | 33                  | 0.35%          |
| Huntington      | 689       | 507       | 539       | 522       | 580       | 73                  | 0.48%          |
| Richland        | 228       | 133       | 181       | 161       | 180       | 47                  | 1.09%          |
| Sumpter         | 96        | 120       | 133       | 119       | 175       | 55                  | 1.36%          |
| Unity*          | N/A       | N/A       | 115       | 87        | 145       | 30                  | 1.30%          |
| State of Oregon | 1,768,687 | 2,091,533 | 2,633,156 | 2,842,321 | 3,267,550 | 1,176,017           | 1.61%          |

\* Unity was incorporated in 1972.

Source: U.S. Census Bureau (1960, 1970, 1980, and 1990 Censuses); and Portland State University Center for Population Research and Census (1998 estimates)

Table 7 demonstrates population growth trends in Baker County as forecast by OEA. As shown, the population is expected to grow at an annual average rate of 0.8% from 1998 to 2020. This growth would add approximately 3,200 people to the county by 2020.

**Table 7: Population Forecast 1998 to Year 2020, Baker County and State of Oregon**

|                 | 1998      | 2000      | 2005      | 2010      | 2015      | 2020      | 1998 to 2020 Change |                |
|-----------------|-----------|-----------|-----------|-----------|-----------|-----------|---------------------|----------------|
|                 |           |           |           |           |           |           | Number              | Annual Average |
| Baker County    | 16,700    | 17,349    | 18,001    | 18,635    | 19,267    | 19,893    | 3,193               | 0.80%          |
| State of Oregon | 3,267,550 | 3,406,000 | 3,631,000 | 3,857,000 | 4,091,000 | 4,326,000 | 1,058,450           | 1.28%          |

Source: State of Oregon Office of Economic Analysis

Baker County’s growth rate is expected to be lower than the expected growth rate for the state overall. To maintain consistency with Baker City’s other long-range planning efforts, this analysis assumes that Baker City’s growth will keep pace with the County’s, at an average annual growth rate of 0.8%. Based on this assumption, Baker City’s population is anticipated to increase from 10,160 people in 1998 to 11,960 by year 2020, as shown in Table 8.

**Table 8: Population Forecast 1998 to Year 2020, Baker County and its Incorporated Cities**

|                             | 1998   | 2000   | 2005   | 2010   | 2015   | 2020   | Change 1998-2020 |       |
|-----------------------------|--------|--------|--------|--------|--------|--------|------------------|-------|
|                             |        |        |        |        |        |        | Number           | CAARG |
| Baker County                | 16,700 | 17,349 | 18,001 | 18,635 | 19,267 | 19,893 | 3,193            | 0.8%  |
| Baker City                  | 10,160 | 10,200 | 10,610 | 11,040 | 11,490 | 11,960 | 1,800            | 0.7%  |
| Haines                      | 470    | 480    | 530    | 580    | 620    | 670    | 200              | 1.6%  |
| Halfway                     | 350    | 370    | 380    | 390    | 400    | 410    | 60               | 0.7%  |
| Huntington                  | 580    | 590    | 610    | 630    | 650    | 670    | 90               | 0.7%  |
| Richland                    | 180    | 190    | 200    | 210    | 220    | 230    | 50               | 1.1%  |
| Sumpter                     | 175    | 180    | 190    | 200    | 210    | 220    | 45               | 1.0%  |
| Unity*                      | 145    | 111    | 112    | 114    | 116    | 118    | -27              | -0.9% |
| Sum of Incorporated Cities  | 12,060 | 12,120 | 12,630 | 13,160 | 13,710 | 14,280 | 2,218            | 0.8%  |
| Unincorporated Baker County | 4,640  | 5,230  | 5,370  | 5,480  | 5,560  | 5,610  | 975              | 0.9%  |

*Source: Portland State University Center for Population Research and Census (1998 population estimates); and State of Oregon Office of Economic Analysis (county forecasts); and David Evans and Associates, Inc (disaggregation of county forecast to cities).*

### Household Size

Compared with the rest of the state and with Baker County, Baker City has historically had a smaller average number of persons per household. Like the rest of the State of Oregon, Baker City has experienced a decline the average number of persons per household.

**Table 9: Average Household Size, 1980, 1990, and 1998, Baker City, Baker County, and Oregon**

|                 | 1980 Census | 1990 Census | 1998 Estimate |
|-----------------|-------------|-------------|---------------|
| Baker City      | 2.52        | 2.39        | 2.33          |
| Baker County    | 2.58        | 2.45        | 2.40          |
| State of Oregon | 2.60        | 2.52        | 2.50          |

*Source: U.S. Census Bureau and Claritas, Inc.*

The average number of persons per household declined from 2.52 persons per household in 1980 to 2.39 persons per household in 1990, as shown in Table 9. Claritas, Inc. estimates that the trend of declining average numbers of persons per household has continued since the 1990 Census, with Baker City’s 1998 average household size estimated at 2.33.

*Type of Households*

Figures in Table 10 reveal some general characteristics of households in Baker City relative to Baker County and the state. There was a lower percentage of family households in Baker City compared with Baker County and the state. As would be expected based on this statistic, there were also more persons living alone and over the age of 65 years in Baker City compared with the county and state.

**Table 10: Total Households by Type, Baker City, Baker County and Oregon, 1990**

| 1990 Census Information  | Baker City |                               | Baker County |                               | State of Oregon |                               |
|--------------------------|------------|-------------------------------|--------------|-------------------------------|-----------------|-------------------------------|
|                          | Number     | Percent (of Total Households) | Number       | Percent (of Total Households) | Number          | Percent (of Total Households) |
| Total Households         | 3,706      | NA                            | 6,118        | NA                            | 1,103,313       | NA                            |
| Family Households        | 2,472      | 67%                           | 4,307        | 70%                           | 750,844         | 68%                           |
| Non-Family Households    | 1,234      | 33%                           | 1,811        | 30%                           | 352,469         | 32%                           |
| Householder living alone | 1,084      | 29%                           | 1,589        | 26%                           | 278,716         | 25%                           |
| Householder 65+ years    | 559        | 15%                           | 829          | 14%                           | 108,579         | 10%                           |

*Source: U.S. Bureau of Census, 1990 Census.*

Table 11 illustrates that residents in Baker City show a strong preference for home ownership. According to the 1990 US Census, 66% of occupied housing units were occupied by their owners. Only 34% of occupied housing units were occupied by renters. As expected, there is a much lower vacancy rate for homeowners compared with renters (1.9% and 8.4%, respectively). Homeownership is slightly more common in Baker County compared with Baker City, but both jurisdictions have higher percentages of homeownership compared with the state as a whole.

**Table 11: Ownership and Rental Data, Baker City, Baker County, and Oregon, 1990**

| 1990 Census Information      | Baker City |                          | Baker County |                          | State of Oregon |                          |
|------------------------------|------------|--------------------------|--------------|--------------------------|-----------------|--------------------------|
|                              | Number     | Percent (of Total Units) | Number       | Percent (of Total Units) | Number          | Percent (of Total Units) |
| Total Occupied Housing Units | 3,706      | NA                       | 6,118        | NA                       | 1,103,313       | NA                       |
| Owner Occupied               | 2,455      | 66%                      | 4,210        | 69%                      | 695,957         | 63%                      |
| Renter Occupied              | 1,251      | 34%                      | 1,908        | 31%                      | 407,356         | 37%                      |
| Homeowner Vacancy Rate       | NA         | 1.9%                     | NA           | 2.4%                     | NA              | 1.4%                     |
| Rental Vacancy Rate          | NA         | 8.4%                     | NA           | 8.4%                     | NA              | 5.3%                     |

*Source: U.S. Bureau of Census, 1990 Census*



### Population Age Composition

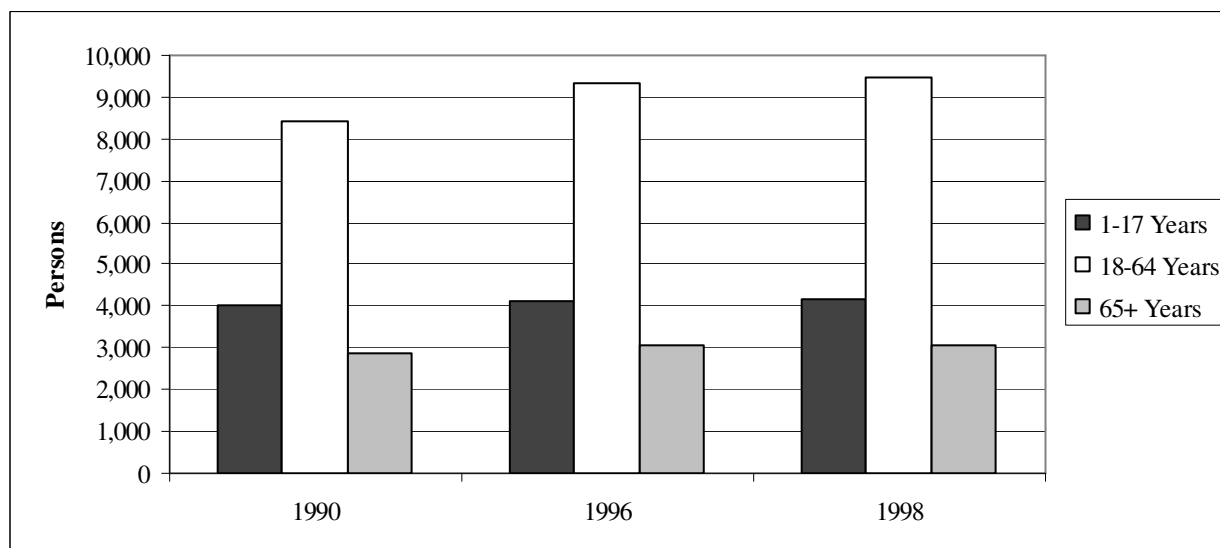
The age composition of the population in Baker City and Baker County since 1990 has been stable and is similar to the state as a whole. Table 12 demonstrates that in 1990 Baker City's age structure was very similar to that of Baker County's. Baker City had slightly higher percentages of people age 65+ years than Baker County; 20.2% compared to 18.8% respectively. Figure 2 shows how the representation within these age groups has remained stable since 1990.

**Table 12: Persons by Age Groups: Baker County and Baker City, 1990**

| Age Groups  | Baker County, 1990 |         | Baker City, 1990 |         |
|-------------|--------------------|---------|------------------|---------|
|             | Number             | Percent | Number           | Percent |
| 1-17 Years  | 4,014              | 26.2%   | 2,340            | 25.6%   |
| 18-64 Years | 8,417              | 55.0%   | 4,953            | 54.2%   |
| 65+ Years   | 2,886              | 18.8%   | 1,847            | 20.2%   |
| Total       | 15,317             | 100.0%  | 9,140            | 100.0%  |

Source: U.S. Bureau of Census, 1990 Census

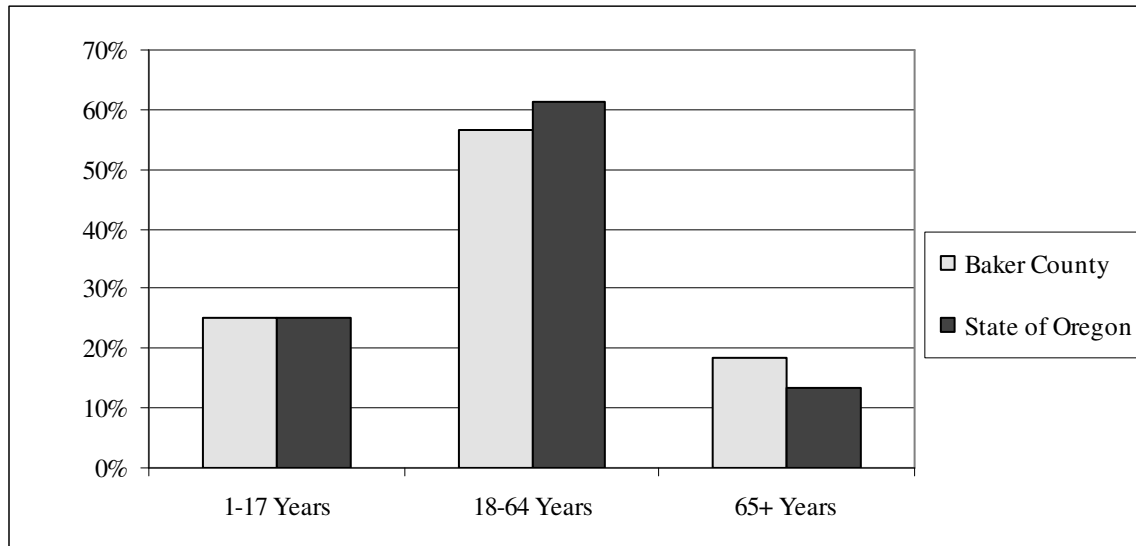
**Figure 2: Baker County Age Profiles: 1990, 1996, and 1998**



Source: U.S. Bureau of Census (1990 data), Portland State University CPRC (1996, 1998)

In 1998, Baker County had a slightly smaller proportion of working-age persons and more retired-age persons than the state. This comparison is demonstrated in Figure 3. In 1998, 61% of Oregon's population was 18-64 years of age, compared to 57% for Baker County. Reflecting the higher proportion of older persons in Baker County, 18% of Baker County's population was reported to be 65 years and older in 1998 compared with 13% in the same age category statewide.

**Figure 3: Age Composition in 1998, Baker County and Oregon**



Source: Portland State University, CPRC.

A more detailed description of Baker County’s age distributions in 1990 and 1998 is shown in Table 13. Declining numbers of people in the lower age groups 0-34 years suggest that there are few in-migrants in lower-age categories or higher out-migration of existing residents after high school. Conversely, older residents (65+ years) appear to be aging in place. Based on these data, significant in-migration of older persons does not appear to be occurring within the county.

**Table 13: Baker County Age Profile: 1990 and 1998**

| Age Groups   | 1990          |               | 1998          |               |
|--------------|---------------|---------------|---------------|---------------|
|              | Number        | Percent       | Number        | Percent       |
| 0-14 years   | 3,375         | 22.0%         | 3,424         | 20.5%         |
| 15-24 years  | 1,544         | 10.1%         | 1,720         | 10.3%         |
| 25-34 years  | 2,042         | 13.3%         | 1,803         | 10.8%         |
| 35-44 years  | 2,151         | 14.0%         | 2,334         | 14.0%         |
| 45-54 years  | 1,708         | 11.2%         | 2,532         | 15.2%         |
| 55-64 years  | 1,611         | 10.5%         | 1,820         | 10.9%         |
| 65-74 years  | 1,567         | 10.2%         | 1,481         | 8.9%          |
| 75-84 years  | 1,006         | 6.6%          | 1,164         | 7.0%          |
| 85+ years    | 313           | 2.0%          | 422           | 2.5%          |
| <b>Total</b> | <b>15,317</b> | <b>100.0%</b> | <b>16,700</b> | <b>100.0%</b> |

Source: Portland State University, CPRC.

### Income Distribution

The disposable income of a household also serves to determine the range of choices that a household can make about housing. One concern in providing housing is the current lending criteria of for-sale units. The mortgage lending community has development income and other requirements for various lending amounts. The factors upon which households are evaluated include:

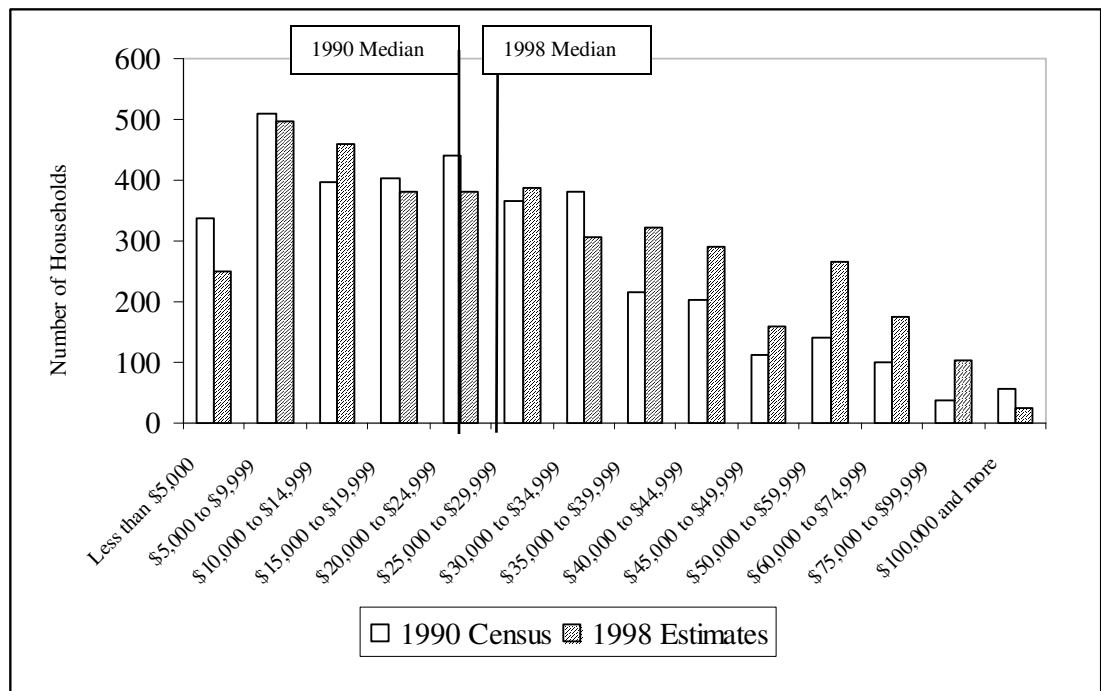
- The ratios of income to total monthly housing cost (principal, interest, taxes, and insurance);
- Mortgage terms (interest rate and years);
- The applicant’s down payment capability and financial condition; and
- The applicant’s credit history.

According to the Baker City Assessor’s Office, the average sale price of a home in Baker City County was \$71,000 in 1998. Under current lending conditions, purchase of a \$71,000 home requires an annual income of approximately \$25,000. With a median household income of approximately \$25,741 in 1998, it would be expected that a median-income household would be able to acquire a median-priced single-family home in Baker City.

Figure 4 shows the household income distribution and median household income for Baker City in 1990 and 1998. The median household income rose from \$22,095 in 1990 to \$25,741, representing an increase of just under 2% per year. Figure 4 also shows the substantial increases in the number of households in income groups above \$35,000 from 1990 to 1998.

**Figure 4:  
Income  
Distribution  
in Baker  
City, 1990  
and 1998  
Estimate**

Source:  
Claritas, Inc.



### *Housing Analysis*

In the absence of other factors, population growth results in an increase in household formations. As the population grows, new families and incoming migrants require additional housing units. For Baker City, an additional factor is the declining household size.

It is likely that the trend will continue, albeit at a decreasing rate. Therefore, this analysis assumes the following:

- Population increases for Baker County will occur at the rate projected by OEA;
- Population increases for Baker City will occur at 0.8% annually, the rate used for earlier planning efforts;
- Household size will continue to decrease, but at a decreasing rate; and
- Frictional vacancy (the vacancy rate necessary to allow for choice and movement in the market) is 5%.

Population and household size assumptions suggest that Baker City will house over 5,200 households by year 2020, approximately 40% more households than in 1990. Table 14 shows the expected numbers of households in Baker City in five-year increments. This analysis assumes that the trend of decreasing household size will continue, decreasing the average persons/household from 2.33 in 2010-2015 to 2.3 beyond 2015.

**Table 14: Baker City Housing Demand Analysis: 1990-2020**

|                           | <b>1990</b> | <b>1998</b> | <b>2000</b> | <b>2005</b> | <b>2010</b> | <b>2015</b> | <b>2020</b> |
|---------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Population                | 9,140       | 9,960       | 10,200      | 10,610      | 11,040      | 11,490      | 11,960      |
| Average Persons/Household | 2.39        | 2.33        | 2.33        | 2.33        | 2.33        | 2.30        | 2.30        |
| Households                | 3,700       | 4,270       | 4,380       | 4,550       | 4,740       | 5,000       | 5,200       |

*Source: Oregon Office of Economic Analysis coordinated forecasts for Baker City*

Applying a 5% vacancy rate to these household projections, DEA estimates that there will be an increase of approximately 900 units between 1990 and 2005, and nearly 700 housing units by year 2020 in Baker City. Table 15 shows the anticipated growth in five-year increments.

**Table 15: Increase in Housing Units Required in Baker City: 1995 to 2020**

|                            | <b>1990-2000</b> | <b>2000-2005</b> | <b>2005-2010</b> | <b>2010-2015</b> | <b>2015-2020</b> |
|----------------------------|------------------|------------------|------------------|------------------|------------------|
| Increase in Households     | 680              | 170              | 190              | 260              | 200              |
| Increase in Units Required | 710              | 180              | 200              | 270              | 210              |

*Source: David Evans and Associates, Inc*

Estimates of income levels out to year 2020 are not available from state or federal agencies. Claritas Inc. analyzes regional demographic and economic trends to estimate income levels in the year 2003. Table 16 demonstrates that the income level distribution of Baker City's population has been and is expected to remain relatively stable. This suggests that if housing costs remain stable relative to household incomes, then approximately the same proportions of households that can afford a single family dwelling in 1998 (over half of the total households) will be able to afford single family dwellings in the future.

**Table 16: Income Level Distribution Baker City: 1990 Census, 1998 & 2003 Estimates**

| Household Income     | Households  |                  |                |                      |                 |                      |
|----------------------|-------------|------------------|----------------|----------------------|-----------------|----------------------|
|                      | 1990 Census | 1990% Households | 1998 Estimates | 1998 % of Households | 2003 Projection | 2003 % of Households |
| Total                | 3,706       | 100%             | 4,057          | 99%                  | 4,258           | 98%                  |
| Less than \$5,000    | 339         | 9%               | 250            | 6%                   | 202             | 5%                   |
| \$5,000 to \$9,999   | 509         | 14%              | 497            | 12%                  | 521             | 12%                  |
| \$10,000 to \$14,999 | 396         | 11%              | 458            | 11%                  | 493             | 12%                  |
| \$15,000 to \$19,999 | 402         | 11%              | 380            | 9%                   | 413             | 10%                  |
| \$20,000 to \$24,999 | 442         | 12%              | 381            | 9%                   | 398             | 9%                   |
| \$25,000 to \$29,999 | 367         | 10%              | 388            | 10%                  | 337             | 8%                   |
| \$30,000 to \$34,999 | 382         | 10%              | 306            | 8%                   | 351             | 8%                   |
| \$35,000 to \$39,999 | 217         | 6%               | 322            | 8%                   | 252             | 6%                   |
| \$40,000 to \$44,999 | 204         | 6%               | 292            | 7%                   | 281             | 7%                   |
| \$45,000 to \$49,999 | 112         | 3%               | 160            | 4%                   | 267             | 6%                   |
| \$50,000 to \$59,999 | 141         | 4%               | 265            | 7%                   | 284             | 7%                   |
| \$60,000 to \$74,999 | 101         | 3%               | 174            | 4%                   | 217             | 5%                   |
| \$75,000 to \$99,999 | 37          | 1%               | 104            | 3%                   | 129             | 3%                   |
| \$100,000 and more   | 57          | 2%               | 26             | 1%                   | 47              | 1%                   |

*Source: Claritas Inc., 1999. May not sum due to rounding.*

#### *Estimate of Required Residential Land*

Baker City has experienced low population growth in recent history, and is expected to only add 1,800 people to its 1998 population by the year 2020. Household sizes have been decreasing, and are expected to continue decreasing out to 2020. From 1990 to 1998, the trend has been toward more people living alone within the city. The number of households with families also decreased during this time period. Compared with the state, there are fewer family households and more elderly persons in Baker City. These factors favor a shift from large single family residences to smaller more affordable single family residences and multi-family units.

However, there is a strong preference for single-family residences and home ownership as demonstrated by building activity between 1994-1998 and 1990 US Census data. Considering all

of these factors, the current mix of housing is expected to remain constant through most of the planning period, with a slight increase in the percentage of multi-family units expected later in the planning horizon. The estimated mix of housing is shown below in Table 17.

**Table 17: Estimated Mix of Housing Types in Baker City: 2000-2020**

|                    | 1994-1998 Average | 1998-2000 | 2000-2005 | 2005-2010 | 2010-2015 | 2015-2020 |
|--------------------|-------------------|-----------|-----------|-----------|-----------|-----------|
| Site Built Homes   | 30%               | 30%       | 28%       | 28%       | 25%       | 25%       |
| Manufactured Homes | 58%               | 58%       | 59%       | 59%       | 60%       | 60%       |
| Apartment Units    | 12%               | 12%       | 13%       | 13%       | 15%       | 15%       |
| Total Units        | 100%              | 100%      | 100%      | 100%      | 100%      | 100%      |

Based on the estimated mix of housing types shown in Table 17 and the expected increases of housing units in Table 15, the number of units within each housing category is estimated in Table 18.

**Table 18: Number of Housing Units Demanded by Type in Baker City: 2000-2020**

| Housing Type\ Total Units Required | 2000-2005 |            |           | 2005-2010 |            |           | 2010-2015 |            |           | 2015-2020 |            |           |
|------------------------------------|-----------|------------|-----------|-----------|------------|-----------|-----------|------------|-----------|-----------|------------|-----------|
|                                    | 180 Units |            |           | 200 Units |            |           | 270 Units |            |           | 210 Units |            |           |
| Housing Type                       | SB        | MAN        | APT       | SB        | MAN        | APT       | SB        | MAN        | APT       | SB        | MAN        | APT       |
| Percentage Demanding               |           |            |           |           |            |           |           |            |           |           |            |           |
| Housing Type                       | 28%       | 59%        | 13%       | 28%       | 59%        | 13%       | 25%       | 60%        | 15%       | 25%       | 60%        | 15%       |
| <b>Number of Units Demanded</b>    | <b>50</b> | <b>106</b> | <b>23</b> | <b>56</b> | <b>118</b> | <b>26</b> | <b>68</b> | <b>162</b> | <b>41</b> | <b>53</b> | <b>126</b> | <b>32</b> |

*SB: Site-Built Homes      MAN: Manufactured Homes      APT: Apartment Units*

Table 18 demonstrates the need for housing units in Baker City by type from year 2000-2020. This reflects an increased demand for manufactured and more affordable single-family housing as well as a slight increase in the number of apartment units required. Increases in apartments are assumed to replace site built housing.

The next step is to estimate the number of acres demanded based on the type and number of units demanded within this time frame. The following assumptions were made to complete this analysis. First, it is assumed that all site built homes would be built within R-LD zone. The current zoning ordinance allows single family dwellings in all residential zones, but site built homes are usually the more costly and larger housing units. This analysis assumes individuals building these homes would prefer larger lots found in the R-LD zone.

Second, it is assumed that manufactured homes will be built mostly in the R-MD zone. The expected construction of most site built units on the R-LD lands and the accompanying increase in land values would likely encourage manufactured home construction in the R-MD zone.

Third, it is assumed that apartment units will be built on R-HD lands because this zone allows the maximum number of units per acre. These assumptions coupled with information in Table 18 results in the findings in Table 19, Acres Demanded by Zoning Designation in Baker City: 2000-2020.

**Table 19: Acres Demanded by Zoning Designation in Baker City: 2000-2020**

| Housing Type\ Total Units Required | 2000-2005 |      |      | 2005-2010 |      |      | 2010-2015 |      |      | 2015-2020 |      |      |
|------------------------------------|-----------|------|------|-----------|------|------|-----------|------|------|-----------|------|------|
|                                    | 180 Units |      |      | 200 Units |      |      | 270 Units |      |      | 210 Units |      |      |
| Housing Type                       | SB        | MAN  | APT  | SB        | MAN  | APT  | SB        | MAN  | APT  | SB        | MAN  | APT  |
| Zone                               | R-LD      | R-MD | R-HD | R-LD      | R-MD | R-HD | R-LD      | R-MD | R-HD | R-LD      | R-MD | R-HD |
| Number of Units Demanded           | 50        | 106  | 23   | 56        | 118  | 26   | 68        | 162  | 41   | 53        | 126  | 32   |
| Acres Demanded/Zone                | 10        | 13   | 3    | 11        | 15   | 3    | 14        | 20   | 5    | 11        | 16   | 4    |
| <b>Acres Demanded (all zones)</b>  | <b>26</b> |      |      | <b>29</b> |      |      | <b>39</b> |      |      | <b>30</b> |      |      |

*SB: Site-Built Homes      MAN: Manufactured Homes      APT: Apartment Units*

Table 20 demonstrates the total need for residential acreage by the year 2020. Comparing this with the inventory of buildable lands reveals there is no anticipated shortage of buildable land. Keeping in mind that the vacant acreage totals by zone in Table 3 have not been reduced by 20% to reflect the amount of acreage used for public facilities, the amount of vacant land in each zoning designation is more than adequate to accommodate anticipated demand.

It is also important to note that the time period between 1990 and 1998 saw Baker City grow at an average annual rate of 1.4%, a rate much higher than is expected from 1998 to 2020. It should be noted that the rate of population growth in Baker City over the past decade was almost double the expected rate of future population growth used in this analysis (1.4% vs. 0.8%). The recent increase in the population growth rate may be the beginning of a trend of sustained increased population growth. Uncertainty is always a factor in a long-term analysis. One way to address uncertainty is to examine the impacts of higher and lower rates of growth than the expected rate. Holding all else equal (industry group employment forecasts, space needs by occupational distribution, space allocations by employee), if the actual population growth rate over the next 20 years is double the expected rate of growth, Baker City would still have a substantial excess of residential land.

Based on the population forecasts by OEA, this analysis suggests 45 acres of R-LD zoned lands will be required by 2020. There are an estimated 473 acres of vacant available in this zone.

It should be noted that portions of the areas designated as R-LD to the south of Baker City may be very difficult to develop due to topography.

Approximately 64 acres of R-MD zoned lands will be required by 2020. The inventory finds 248 acres of vacant land, and 40 acres of redevelopable land within this zoning designation.

Approximately 15 acres of R-HD zoned lands will be required by 2020. There are 69 acres of vacant and 7 acres of redevelopable R-HD land inside the Baker City UGB.

**Table 20: Total Residential Acres Demanded in Baker City by 2020**

| Zone | Acres Demanded by 2020 | Existing Supply | Expected Surplus |
|------|------------------------|-----------------|------------------|
| R-LD | 45                     | 473             | <b>428</b>       |
| R-MD | 64                     | 248             | <b>184</b>       |
| R-HD | 15                     | 69              | <b>54</b>        |

**POLICIES:**

1. The City shall not unduly restrict land development, thereby artificially inflating the cost of both new and existing housing, but rather provide land in suitable quantities and encourage the construction of new residential units to meet increased demand.
2. The City shall provide for a variety of housing options and sites and plan for suitable locations. It is recognized that the private sector will continue their leadership role in this function.
3. The City, recognizing the financial difficulties of a sizeable segment of the City's population in providing themselves safe, sanitary and healthful shelter, shall work cooperatively with the private sector and seek state and federal aid where desirable to assist such persons in obtaining suitable housing.
4. The City shall advance where possible the evolution of safe and aesthetically pleasing residential neighborhoods that are efficiently integrated with business and commercial property, schools, parks, public facilities, and other urban development.
5. The City shall seek to make the most efficient use of developable land, particularly that already provided with City services.
6. The City recognizes that certain housing policies must be tied very closely with existing land and environmental features. The reader is referred to the 'Land Suitability' section of this plan.



7. The City shall, through mapping and other means, provide, where known, general information relative to site development suitability.
8. The City shall keep an inventory of the City's housing stock and regularly update significant statistics.
9. The City shall give consideration to alternative residential construction both in form and layout, for such reasons as aesthetics, energy conservation, lessened development costs, and provision of more usable open space.
10. The City shall provide for suitable and adequate areas for mobile homes, both in mobile home parks and on individual lots.
11. The City shall, in light of increasing demand for multi-family housing, provide suitable and adequate areas for such development.
12. The City shall encourage maintenance of the existing housing stock in safe and liveable condition.
13. The City may encourage residential development within the city limits in areas determined most appropriate.
14. The City shall not take actions to promote residential development of productive agricultural areas while other suitable areas remain vacant.
15. The City shall continually monitor and inspect all phases of both new residential construction and improvements to existing structures to insure safety and code compliance.

#### **IMPLEMENTATION:**

1. The City's zoning ordinance shall be revised to reflect the following:
  - a) The low density residential area will require a 7500 square foot minimum lot size. However, larger lots are allowed.
  - b) Provision for planned unit developments (PUD's).
  - c) Changes in text or zone boundary lines after due consideration by staff, commission, and council. Considerations listed here are offered as guides:
    - i) The suitability of an area for residential development, noting the map and criteria set forth in this plan.
    - ii) The proportional need for various types of housing units and residential zoning generally as a portion of the urban scene.
    - iii) The protection of residential property from depreciating influences.

- iv) The efficient and overall integration of dwelling units with business and commercial property, schools, parks, public facilities, and other urban development.
  - v) The possible intermingling of certain commercial and residential uses if careful control is exercised over location and the relationship between one and the other, particularly between abutting properties and in the instance of both uses occurring on the same parcel or within the same building.
  - vi) Considerations in high density residential areas:
    1. Good access to arterial streets, shopping facilities, schools, and other frequented destinations for maximum convenience.
    2. Traffic network such that it is not necessary to travel through less densely populated residential areas en route to principal destinations.
    3. Located where municipal facilities can be economically provided.
    4. Possibly located within or adjacent to commercial areas.
  - vii) Considerations in medium density residential areas:
    1. Reasonable access to shopping, places of work, recreation areas, and other service centers.
    2. Allowing for some convenience stores in these neighborhoods where general commercial areas are beyond reasonable walking distance.
    3. Protection from heavy traffic through the neighborhood or other incompatible activities.
2. The City shall continue to pursue all possibilities for financial aid for both existing and new housing. Typical of this type of effort would be the two three-year Community Development Block Grants (CDBG's) which the City has obtained from the Department of Housing & Urban Development (HUD).
  3. The City shall continue to improve its efforts to make residential neighborhoods more safe and pleasant places to be. Recent examples of this type of activity are better street signing, replacing trees within street improvement districts and a program for increased awareness among City personnel of the many small things which need prompt attention such as a broken street lamp.
  4. The City planning and building departments, in conjunction with the City Planning Commission, shall investigate and report on the feasibility of individual site inspection prior to issuance of a building permit. The site inspection would consider potential building or

emergency hazards. If site problems were found to exist, special conditions might be imposed to protect adjacent properties or to make the subject parcel itself developable in light of the City and utility companies ability to provide services and safe healthful housing generally.

5. The City planning and building departments shall be responsible for keeping current statistical information regarding the City's housing stock.
6. The City Planning Commission and staff shall have the continuing responsibility of seeking compatibility in zoning, building codes, and service layout within the City's urbanization boundary. (See specific 'Urbanization' section of this plan.)
7. The City shall through revision of its zoning ordinance, provide for the siting of mobile homes in parks, mobile home subdivisions, and on individual lots.

## HISTORIC PRESERVATION

### GOAL:

To recognize and preserve buildings and structures identified as having particular historic significance or of special architectural merit in order to further education, stabilize property values, aid in beautification of the City, and focus community pride in our colorful past.

### FINDINGS:

1. Baker City was the hub of a prosperous mining area during the period of the Oregon Gold Rush from 1861 through 1920. Three-fourths of the lode gold produced in the state during that 60-year period came out of the Baker mining district.
2. The downtown area has a concentration of masonry commercial buildings, primarily two-story, constructed between 1870 and 1920. Many of the buildings retain their original character with second story elevations intact. Some historic buildings could be reclaimed with only the removal of plaster veneers; others have potential, but would need varying degrees of work.
3. A number of public buildings near the downtown commercial area also date from this time period. A special character derives from most being constructed of the same material - a volcanic tuff. They also tie in well with a number of commercial and other structures in town made of this same rock.
4. There are a good number of historic residences throughout the City. The majority are found near the central, older part of town. Styles include Classic Revival, Carpenter Gothic, Second Empire, Italianate, Queen Anne and Colonial Revival.
5. Proper recognition and preservation of historic sites and structures unique to Baker City and compatibility of non-historic structures in the downtown area where historic buildings are most concentrated is seen as the most promising approach for the continuation of the downtown business district as the City's commercial center. Community sentiment and Council actions have supported this position. This should further serve to promote the general goals of community education, beautification, pride in our history and the enhancement of property values.

6. The City's inventory of historic sites and structures shall include those buildings within the Historic District, and also those included otherwise on the National Register of Historic Places.

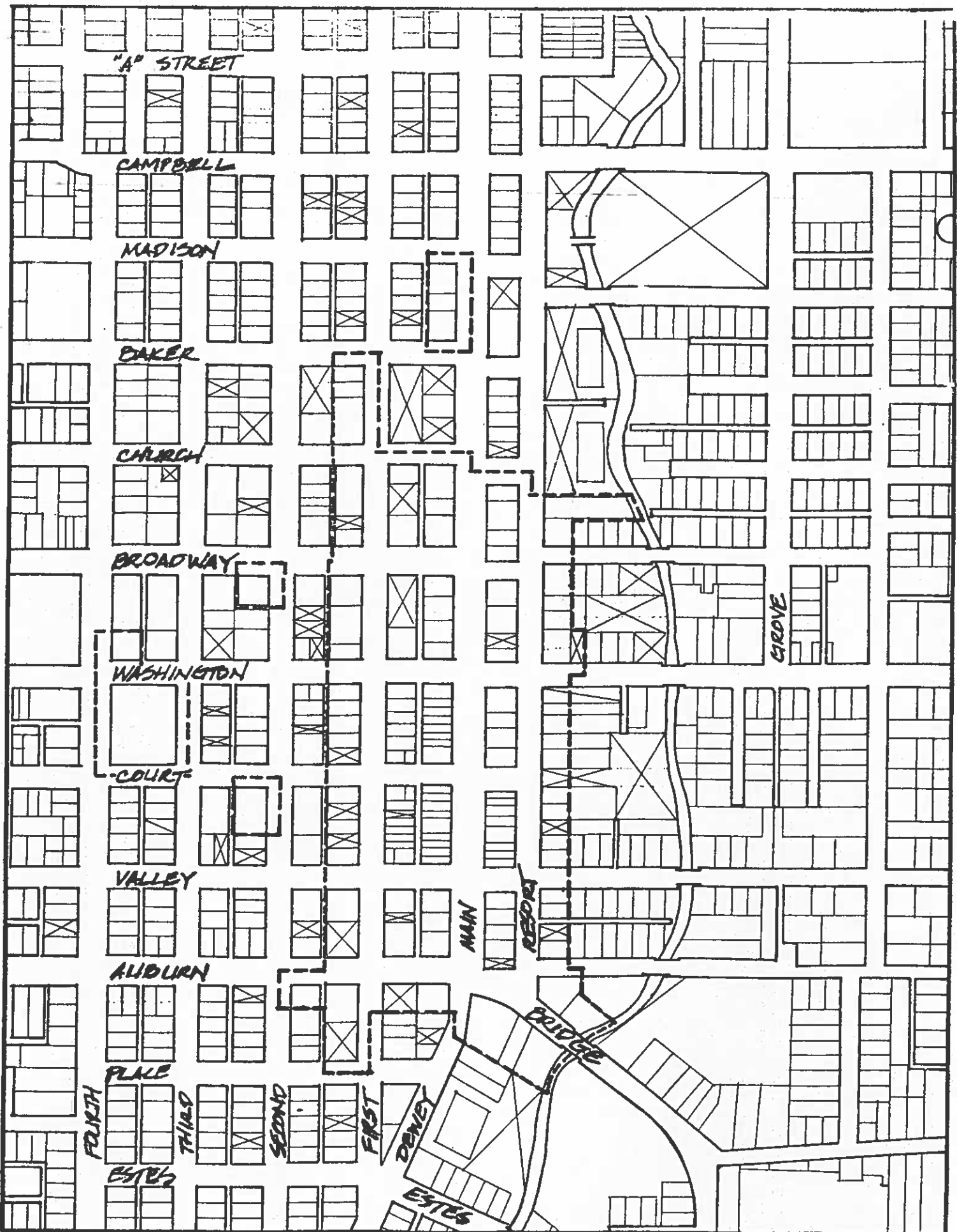
#### **POLICIES:**

1. The City shall in any maintenance, remodeling, improvements or additions to historic buildings under its ownership and control, with particular respect to exteriors, retain or reconstruct all visual elements in their original form.
2. The City shall encourage and be supportive of other public agencies and private groups or individuals in their efforts to preserve and rehabilitate historic sites and structures.
3. The City shall encourage the adaptive use of existing historic structures which are presently vacant or under utilized, bringing to old buildings new uses for an extension of their productive life span.
4. The City shall continue to take an active role in promoting the Baker City Historic District as the primary force in retaining the vitality of the downtown commercial area.
5. The City shall maintain in existence a design review commission which shall recommend that maintenance, remodeling improvements, or additions to historic buildings located within a Historic District or otherwise included on the National Register be done in such a manner as to conform to the architectural spirit of the original structure.

#### **IMPLEMENTATION:**

1. The inventory work that has been done so far indicates that a thorough, detailed, planning effort be undertaken to provide the necessary direction and structure for all future historic preservation activities in this community. City staff will have primary responsibility for this effort, but may work with consultants, architects, and community groups in development of a plan to be ultimately adopted by the City Council.
2. The City shall adopt a historic preservation ordinance after consideration and study of possible implementation techniques including the following:
  - a) Overlay zone with established design criteria and other special provisions as a part of the City's regular zoning ordinance.
  - b) Landmark designation program.
  - c) Anti-neglect or maintenance provisions as a provision of either a) or b) above.

- d) Permitting as a conditional use in historic structures, uses which may be non-conforming in that zone.
- 3. It is expected to follow from 1 and 2 above that a permanent commission be appointed and given that responsibility for much of the future direction in this area.
- 4. The City staff shall provide information, assistance, and direction in aiding public agencies or private individuals in their historic preservation efforts.
- 5. The City shall, through the media and other appropriate ways, make owners of historic properties aware of the tax benefits and financial assistance which may be available to them. The City shall further give consideration to direct grants to individuals or other methods such as City purchase-rehab-and-lease-back arrangements to encourage adaptive use for an economically vital and attractive community environment.



BAKER CITY HISTORIC DISTRICT: Proposed Boundaries



## ECONOMIC ELEMENT

### GOAL:

To improve and diversify the City's economy in order to sustain a moderate rate of growth while protecting the natural environment and enhancing the quality of life in the community.

### FINDINGS:

1. Economic conditions in Baker City are currently quite stable. The population and related economic decline of the 1960's has been reversed to the point where there is now a steady but very gradual rate of growth.
2. The income level of Baker City residents is low in comparison to the statewide average - approximately 15% less.
3. A persistent problem for the area is the scarcity of employment opportunities for young adults. Unemployment is probably not significantly different than statewide, yet this may indicate that people have left due to the lack of jobs. Increased employment during the period since 1970 has occurred as a result of additional government jobs, primarily with the Forest Service, and growth of the service sector, which parallels a national trend.
4. The commercial sector of Baker City's economy is stable, but appears to be at crossroads. The eastern end of Campbell Street with the influence of the freeway has developed quickly over the past several years and indications are that additional development is likely there in the future. The viability of the 10<sup>th</sup> Street - Broadway commercial area is also recognized and judging by recent development and re-occupancy of vacated buildings, will continue to serve the community well. Yet the Main Street downtown area supporting numerous businesses clearly remains the heart of the City. The downtown is also a unique historic asset and has been designated as a National Historic District. (Please refer to the Historic Preservation section of this plan.) This combined with developing recreational opportunities, could have much meaning for commercial activity in Baker City. The major issue pertaining to commercial development is the future role of the downtown area.
5. Future economic development of Baker City and the vicinity will be tied to the resources of the area including timber, agriculture, recreation, and mineral wealth. These resources provide the economic base of Baker City and stimulate employment in the wholesale, retail, and service sectors. Of course government, which supplies a large share of jobs in the area,



can also be considered a basic economic activity. Unless a new industry related to wood products or agriculture is begun in Baker City, employment in these sectors is unlikely to increase. Mineral related employment is currently experiencing a surge with the construction of the new lime plant at Durkee, but is expected to decline to less than previous levels upon completion. Employment related to recreation, such as in motels, restaurants, and retail establishments, has substantial potential; but these jobs are typically low paying.

6. These are possibilities for diversifying and improving the local economy. Baker City does have advantages to offer industry seeking a location here:
  - a) A high quality of life, particularly for the outdoorsman;
  - b) The character of the community; and
  - c) Good access to interstate and rail transportation.

Baker City can also offer available industrial land with adequate public services and a major trucking firm. The City might be considered in a central position with respect to major, although distant markets of Portland, Spokane, Salt Lake City, and Boise. On the other hand, there are disadvantages to locating an industry in Baker City. Among these are the long distances to markets with the resultant high transportation costs, a very small and low-skilled pool of available labor, and what some consider to be a generally unfavorable business climate in Oregon. The latter point concerns such things as high workman's compensation insurance and strict building and electrical codes. There is some debate as to whether Oregon is adversely affected by such regulations, but there is no doubt that businesses in eastern Oregon feel that Idaho and Washington have a competitive edge.

All communities have relatively positive and negative attributes. There is a good possibility of further economic development in Baker City, if the proper match of resources and advantages can be made with appropriate industries.

7. The following is a report prepared by David Evans and Associates on behalf of Baker City dated June 30, 1999 and entitled "Goal 9: Economic Development".

### **Introduction**

This report is an analysis of the industrial and commercial land needs in Baker City for the next 20 years. The analysis is based on the data sources described below.

Official U.S. Census data is used for historic comparison and analysis. Portland State University's (PSU) Center for Population Research and Census develops annual population

estimates for Oregon and its cities and counties for the purpose of allocating certain state tax revenues. The analysis employs the most up-to-date official estimates and forecasts, as required by state policy. The source of official estimates is the Portland State Center for Population Research and Census. The OEA is the source of official forecasts. Governor Kitzhaber's Executive Order 97-22 states that *...each Community Solutions Team agency shall use the population and employment forecasts developed or approved by the Department of Administrative Service's Office of Economic Analysis in coordination with Oregon's 36 counties to plan and implement programs and activities.*

At the request of the Governor's Community Solutions team, the Oregon Office of Economic Analysis (OEA) coordinated with many state, regional, and local agencies and organizations to prepare long-term (through year 2040) state population and employment forecasts, disaggregated by county. The county-level employment forecasts are based on covered employment payrolls as reported by the Oregon Employment Department (OED).

PSU's 1998 population estimate 10,160 for Baker City suggests a faster rate of growth in the 1990s than earlier decades. With the 1990 census count at 9,140, the 1998 estimate represents annual growth of 1.33%. However, the cyclical nature of population growth makes an 8-year time period too short for a long range analysis. Therefore, this analysis uses the OEA projected population growth for the City of 0.8% per year and employment slightly lower at 0.66% over the 22-year period, as shown in Table 4.

OEA used business-cycle trends (as reflected by the OED employment forecasts) as the primary driver of population and employment for the short term. Long-term forecasts shift to a population-driven model. Population-driven models emphasize the demographics of the resident population, including age and gender of the population, and includes assumptions regarding life expectancy, fertility rate, and immigration. By calculating a weighted average growth rate for each county (weighting recent growth more heavily than past growth) and combining this average growth rate with the projected county-wide growth rate, the OEA methodology assumes a convergence of growth rates because of the physical constraints of any area to sustain growth rates beyond the state or county average for long periods of time. These constraints include availability of land and housing, as well as infrastructure limitations.

Inventories of land zoned for industrial and commercial uses were provided by Baker City in a database format.

*Commercial and Industrial Analysis*

Demand for industrial and commercial lands is driven by employment growth. Although the demand for commercial space is driven primarily by patterns in consumer spending, a consumer spending analysis is outside the scope of this particular study. The OED provides 10-year projections of employment by industry type, and OEA provides long-term, demographic-driven employment forecasts based on the Bureau of Labor Statistics’ labor participation rates. The types of space used by industries vary by the occupations they employ, as well as regional land development patterns. By applying industry trends to the types of space typically used, DEA translated the employment projections to demands for commercial and industrial space.

**Inventory of Buildable Commercial and Industrial Land**

An inventory of buildable and redevelopable commercial and industrial lands within the Baker City UGB was built based on the Baker County Assessor’s records. Each tax lot within the UGB with a commercial or industrial zoning classification was entered into a database. Information entered into this database included map identification number (tax lot), zoning, size, land value, improvement value, total value, current use, and structure type. The findings of this inventory will be compared to the anticipated demand to determine if there is a shortfall or surplus of commercial and industrial lands.

*Definitions*

- Vacant Acres – This is the number of acres within each zoning designation that were determined by Baker City Planning Department to be vacant by field verification. Nearly all of these parcels have an improvement value of \$0.00. An improvement value of \$0.00 indicates there are no improvements on the parcel. For parcels with improvement values greater than \$0.00 and a vacant determination, the vacant determination was used to represent the status of the parcel.
- Limited Acres – This refers to vacant parcels that are currently committed to a passive use such as parking, park space, or yard space. This also includes acreage that is limited due to high slopes. Limited acres may be converted to other uses in the future.
- Redevelopable Acres – Parcels having an improvement value less than 30% of the total value (improvement + land value) are considered redevelopable by this analysis. This addresses the likelihood that as vacant land becomes scarce and valuable, parcels with existing low-value improvements would be redeveloped to higher uses.

*Commercial Zones*

Commercially zoned lands inside the Baker City UGB include Tourist Commercial (C-T), General Commercial (C-G), and Central Commercial (C-C). There are 757 acres of commercially zoned land within the Baker City UGB. As shown in Table 1, 183 acres of this total are vacant, and 574 acres of this total are currently developed. The majority, 168 acres, or 92% of the vacant land is zoned C-G. Only 3 acres of C-C and 12 acres of C-T are vacant. Two of three vacant acres of Central Commercial are currently used for parking. Twenty-four acres of the total vacant acreage is made up of lots less than 1 acre in size. In addition to the vacant acreage, there are 46 acres of potentially redevelopable commercially zoned land inside the UGB.

**Table 1: Summary Description of Commercially Zoned Lands within Baker City UGB**

| <b>Zone</b>  | <b>Vacant Acres</b> | <b>Vacant Tax Lots</b> | <b>Developed Acres</b> | <b>Limited Acres</b> | <b>Acreage of Lots &lt; 1 Acre</b> | <b>Redevelopable Acres</b> |
|--------------|---------------------|------------------------|------------------------|----------------------|------------------------------------|----------------------------|
| C-G          | 168                 | 97                     | 505                    | 1                    | 23                                 | 39                         |
| C-C          | 3                   | 7                      | 42                     | 2                    | 1                                  | 4                          |
| C-T          | 12                  | 2                      | 27                     | 0                    | 0.3                                | 3                          |
| <b>Total</b> | <b>183</b>          | <b>106</b>             | <b>574</b>             | <b>3</b>             | <b>24</b>                          | <b>46</b>                  |

*Source: David Evans and Associates, Inc analysis based on Baker City Assessors Office data, 1999*

*Industrial Zones*

Industrially zoned lands inside the Baker City UGB have two designations, Industrial zone (I) and Light Industrial zone (L-I). There are 492 acres of industrial lands within the Baker City UGB. As shown in Table 2, around 247 acres are vacant and 245 acres are developed. The vacant land is on 74 tax lots. None of the existing vacant lands have a limitation on their use. Around 72 acres of the vacant land consists of lots less than 5 acre in sizes. In addition to the vacant acreage, there are 19 acres of potentially redevelopable industrially zoned land inside the Baker City UGB.

**Table 2: Summary Description of Industrial Zoned Lands within Baker City UGB**

| <b>Zone</b>  | <b>Vacant Acres</b> | <b>Vacant Tax Lots</b> | <b>Developed Acres</b> | <b>Limited Acres</b> | <b>Acreage of Lots &lt; 5 Acres</b> | <b>Redevelopable Acres</b> |
|--------------|---------------------|------------------------|------------------------|----------------------|-------------------------------------|----------------------------|
| IND          | 247                 | 72                     | 245                    | 0                    | 72                                  | 19                         |
| I-L          | 0.32                | 2                      | 0                      | 0                    | 0.32                                | 0                          |
| <b>Total</b> | <b>247</b>          | <b>74</b>              | <b>245</b>             | <b>0</b>             | <b>72</b>                           | <b>19</b>                  |

*Source: David Evans and Associates, Inc analysis based on Baker City Assessors Office data, 1999*

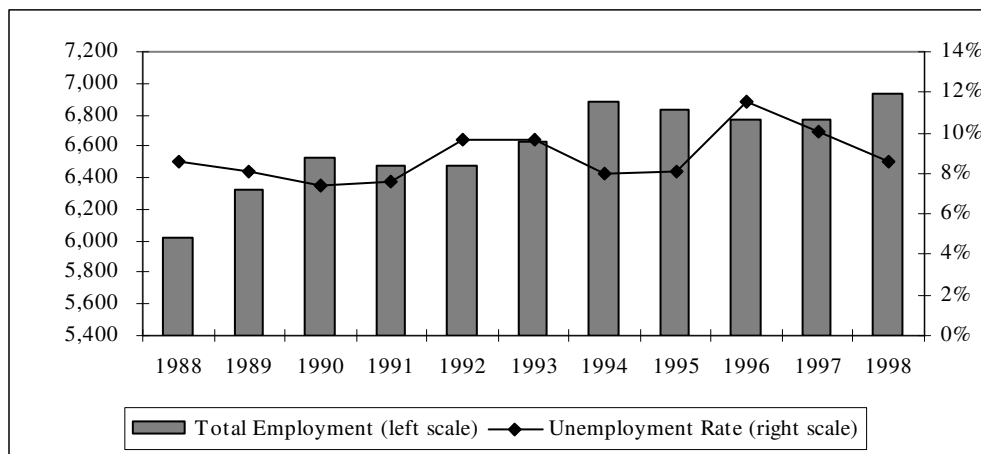
## Future Commercial and Industrial Lands Needs

### *Analysis of Existing and Historical Employment Trends*

Employment data were collected from the OED. At the publicly reported level, employment data are available only at the county level. Using these county-level data, DEA reviewed trends in employment growth, non-agricultural employment, and employment by industry group. DEA also reviewed the occupational distribution of the major industry groups at the statewide level. Based on the Baker County 1998 proportion of non-agricultural employment and the Baker County 1998 persons-per-worker ratio, DEA estimated total and non-agricultural employment for Baker City.

As shown in Figure 1, total employment in Baker County has grown in the last decade from an estimated total employment in 1988 of 6,020 to an estimated 6,940 in 1998. Unemployment rates during this same period have been as low as 7.4% in 1990 and as high as 11.5% in 1996. Since the decade-high unemployment rate in 1996, rates have declined to an average of 8.6% for 1998.

**Figure 1: Total Employment and Unemployment, Baker County, 1988 to 1998**

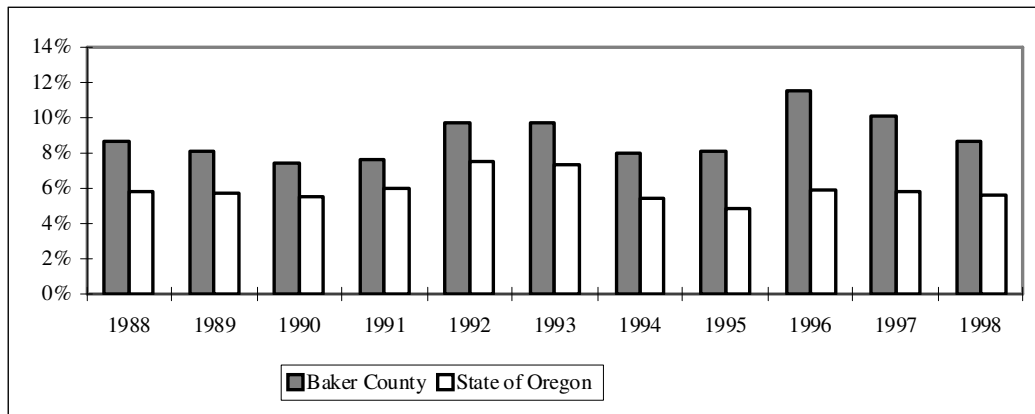


*Source: State of Oregon Employment Department.*

Throughout the last decade, Baker County has endured higher rates of unemployment than the state averages. Figure 2 demonstrates the differences between Baker County and the state's unemployment rates between 1988 and 1998. A decline in both unemployment rates occurred in the late 1980s and stabilized in the early 1990s. The smallest difference between the unemployment rates in these two geographic areas occurred in 1991, after which Baker County's unemployment rate increased faster than the state's. This difference peaked during 1996, when

the unemployment rate for Baker County was 11.5 percent - 5.6% higher than the statewide unemployment rate of 5.9%. Since 1996, the difference between Oregon and Baker County's unemployment rates has declined to the 1998 average unemployment rates of 8.6% for Baker County and 5.6% for the state.

**Figure 2: Unemployment Rate Comparison, Baker County and State of Oregon, 1988 to 1998**



Source: State of Oregon Employment Department.

As shown in Figure 3, employment by industry group in Baker County is similar to that of the state. The biggest differences are in the wholesale trade and government industry groups. In Baker County, the proportion of employment in the wholesale trade group is half the rate of the State of Oregon (3% vs. 6%, respectively). Employment in the government industry group is 56% higher in Baker County than the statewide average (25% vs. 16%, respectively).

The top four employment sectors (in terms of the number of employees) in the State of Oregon and Baker County are presented below.

*Baker County Top Employment Industry Groups:*

- Government- 25%
- Services- 24%
- Retail Trade- 20%
- Manufacturing- 13%

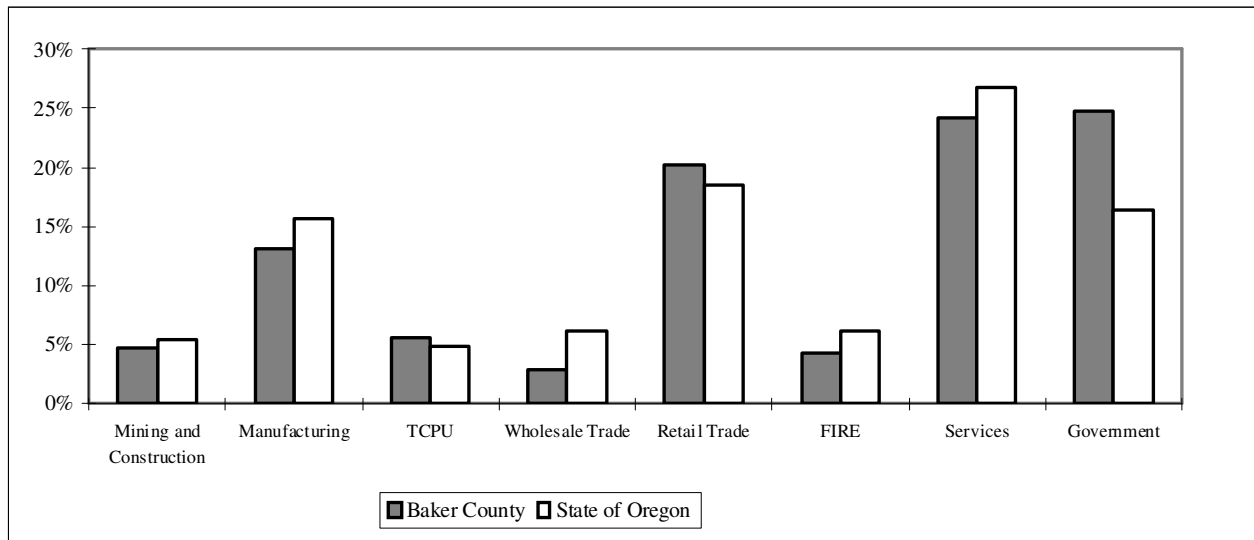
*State of Oregon Top Employment Industry Groups:*

- Services- 27%
- Retail Trade- 18%
- Government- 16%
- Manufacturing- 16%

The most notable difference between the State's and Baker County's largest employment groups is that government is the largest employer in Baker County, while it is the third largest sector for the state. Aside from this difference, the rank of the significant employment sectors in Baker County and the State of Oregon are similar. The overall importance of these top sectors in Baker County is more significant, since their share of total employment is higher than the State's.

Other sectors such as Finance, Insurance, and Real Estate and Wholesale Trade are underrepresented in Baker County in comparison to statewide statistics.

**Figure 3: Non-Agricultural Employment by Industry Group, Baker County and Oregon, 1998**



TCPU= Transportation, Communications, and Public Utilities

FIRE= Finance, Insurance, and Real Estate

Source: State of Oregon Employment Department

These industry code divisions show different trends toward the types of occupations they employ and, therefore, the types of space they require. Occupations can be generally classified as Managers and Administrators; Professional and Technical; Sales and Occupations; Clerical and Administrative support; Service Occupations; Agriculture, Forestry, and Fishing; Production, Construction and Labor; and Other. As would be expected, mining, construction, and manufacturing consist primarily of labor occupations, whereas the Finance, Insurance, and Real Estate sector comprises primarily service and sales occupations, as shown in Table 3.

**Table 3: Occupation by Industry Group, 1996, Oregon**

|                 | Managers/<br>Admin | Professional/<br>Technical | Sales<br>Occup. | Clerical/<br>Admin<br>Support | Service<br>Occup. | Agriculture,<br>Forestry,<br>Fishing | Production,<br>Construction,<br>Labor | Other | Total |
|-----------------|--------------------|----------------------------|-----------------|-------------------------------|-------------------|--------------------------------------|---------------------------------------|-------|-------|
| Agriculture     | 2.6%               | 3.7%                       | 1.2%            | 4.5%                          | 1.5%              | 80.2%                                | 6.3%                                  | 0.0%  | 100%  |
| Mining          | 6.3%               | 2.0%                       | 0.7%            | 12.2%                         | 0.4%              | 0.0%                                 | 78.5%                                 | 0.0%  | 100%  |
| Construction    | 7.9%               | 5.6%                       | 2.1%            | 9.9%                          | 0.5%              | 0.2%                                 | 73.7%                                 | 0.0%  | 100%  |
| Manufacturing   | 5.6%               | 14.9%                      | 3.0%            | 9.1%                          | 1.2%              | 2.2%                                 | 64.0%                                 | 0.0%  | 100%  |
| TCPU            | 4.6%               | 8.5%                       | 6.0%            | 24.3%                         | 2.7%              | 0.2%                                 | 53.7%                                 | 0.0%  | 100%  |
| Wholesale Trade | 7.9%               | 7.6%                       | 25.7%           | 22.2%                         | 1.2%              | 2.8%                                 | 32.6%                                 | 0.0%  | 100%  |
| Retail Trade    | 3.2%               | 2.6%                       | 34.8%           | 6.6%                          | 39.2%             | 0.2%                                 | 13.4%                                 | 0.0%  | 100%  |
| FIRE            | 12.8%              | 15.1%                      | 20.8%           | 39.8%                         | 4.9%              | 2.2%                                 | 4.4%                                  | 0.0%  | 100%  |
| Services        | 4.4%               | 38.6%                      | 3.7%            | 15.3%                         | 19.6%             | 0.8%                                 | 9.4%                                  | 8.3%  | 100%  |
| Government      | 5.9%               | 41.0%                      | 0.3%            | 21.0%                         | 18.6%             | 2.9%                                 | 10.2%                                 | 0.0%  | 100%  |
| All Industries  | 5.3%               | 21.0%                      | 11.4%           | 14.9%                         | 15.9%             | 3.2%                                 | 25.3%                                 | 3.0%  | 100%  |

TCPU=Transportation, Communications, and Public Utilities.

FIRE=Finance, Insurance, and Real Estate.

Source: State of Oregon Employment Department.

Even within these occupational distributions, the type of space required varies. For example, managerial, professional, and clerical employees generally use office space. In addition, non-retail sales occupations (including insurance sales persons, real estate appraisers and brokers, and travel agents) also use office space. Retail salespersons use retail-commercial space and construction laborers generally perform their duties on-site. New employment in other labor categories generally generates demand for industrial space.

*Employment Forecasts*

Based on the Baker County 1998 proportion of non-agricultural employment and the Baker County 1998 persons-per-worker ratio to Baker City, DEA estimated total and non-agricultural employment for Baker City. Finally, DEA prepared industry-group employment estimates and forecasts for Baker City based on the Baker City 1998 industrial composition, the Baker County 1998 proportion of persons per worker, employment estimates by industry group, and the OEA total non-agricultural employment.

Along with the long-range population forecasts, OEA also prepared employment forecasts for the state and its 26 counties. Average annual growth rates from 1998-2020 for non-agricultural employment and population growth are very similar, with population expected to grow at an average rate of 0.8% per year and employment slightly lower at 0.66% over the 26-year period, as shown in Table 4.

**Table 4: Non-Agricultural Employment Forecast, 1998 to 2020, Baker County and Oregon**

|                 | 1998      | 2000      | 2005      | 2010      | 2015      | 2020      | 1998 to 2020 Change |                |
|-----------------|-----------|-----------|-----------|-----------|-----------|-----------|---------------------|----------------|
|                 |           |           |           |           |           |           | Number              | Annual Average |
| Baker County    | 5,320     | 5,568     | 5,828     | 6,007     | 6,085     | 6,155     | 835                 | 0.66%          |
| State of Oregon | 1,556,700 | 1,601,718 | 1,718,659 | 1,814,276 | 1,882,653 | 1,947,702 | 391,002             | 1.02%          |

*Source: State of Oregon Employment Department (1998 estimates), State Of Oregon Office of Economic Analysis (forecasts).*

*Estimation of Employment in Baker City*

Based on the Baker County 1998 employment and the Baker County 1998 proportion of persons per worker, Table 5 shows estimated employment for Baker City. With an estimated 5,320 non-agricultural workers and an estimated 16,700 persons in Baker County in 1998, Baker County’s 1998 persons per non-agricultural employee ratio is 3.14. Applying this ratio to the 1998 estimated population of Baker City yields and estimated 3,236 non-agricultural workers. Using an



estimated 6,940 total employees and estimated 16,700 persons in Baker County in 1998, Baker County's 1998 total persons per employee ration is 2.41. Using this ratio to estimate the total 1998 employment in Baker City, yields an estimated 4,215 total workers.

**Table 5: Baker City 1998 Employment Estimates, Based on 1998 Baker County Population per Employment Ratio**

|  | <b>Baker County</b> | <b>Baker City</b> |
|--|---------------------|-------------------|
| Population in 1998                     | 16,700              | 10,160            |
| Non-Agricultural Employment 1998       | 5,320               | 3,236             |
| <b>Estimated Total Employment 1998</b> | <b>6,940</b>        | <b>4,215</b>      |

*Source: Baker County employment data from State of Oregon Employment Department, population data from Portland State University, CPRC population estimates*

Using the 1998 Baker County industrial makeup and the 1998 proportion of persons per worker in the county, Table 6 shows the estimated employment by industry group. This number of total non-farm employees in Baker City by 2020 is based on the 1998 proportion of persons per employee of 2.41 and the expected population of Baker City in 2020 of 11,960 (Portland State University, Center for Population Research and Census estimate). This disaggregation by industry group applies the industry group proportions of Baker County to the smaller geographic area of Baker City.

**Table 6: Baker City Employment Estimates and Forecasts by Industry Group**

|                           | <b>1998</b> | <b>2020</b> | <b>Increase</b> | <b>%Change</b> |
|---------------------------|-------------|-------------|-----------------|----------------|
| Total Non-Farm Employment | 3,237       | 3,700       | 460             | 14%            |
| Mining and Construction   | 150         | 180         | 30              | 20%            |
| Manufacturing             | 430         | 470         | 40              | 9%             |
| TCPU                      | 180         | 200         | 20              | 11%            |
| Wholesale Trade           | 90          | 100         | 10              | 11%            |
| Retail Trade              | 660         | 760         | 100             | 15%            |
| FIRE                      | 140         | 160         | 20              | 14%            |
| Services                  | 780         | 950         | 170             | 22%            |
| Government                | 800         | 900         | 100             | 13%            |

*Source: OED (number and proportion of employees by sector), and DEA (disaggregation of OEAs county forecast)*

### *Employee per Acre Analysis*

An evaluation of standard numbers of employees per acre must occur in order to determine the amount of land needed based on expected employment in Baker City. Two important variables are required to calculate the number of employees per acre of land. One is the floor area of space per employee and the other is the coverage of the development. Coverage is the ratio of a

building's floor area to its site area. An example of a 0.5 coverage ratio would be a site with half its area covered by a one-story building. The calculation of employees per acre is based on average coverage ratios and average floor area per employee as reported in the Institute of Transportation Engineers' (ITE) Trip Generation (5<sup>th</sup> edition). Retail space is typically more accurately measured through analysis of consumer buying power, which is beyond the scope of this analysis. For the purposes of this analysis, employment projections will be used to estimate need for industrial, office-commercial, and retail-commercial space.

The standard space allocations for space by industry division and land use type are shown in Table 7. Table 7 is based on national averages, including both urban and rural development. As would be expected, the amount of space per industrial worker is typically higher than those for office or retail workers. Table 7 also shows the land needs results of these space allocations at a 25% coverage, as suggested by ITE data. These calculations suggest that for every 36 to 44 office employees (varying depending on industry), an additional acre of land designated for office-commercial development is needed. Similarly, for every 5 to 36 employees (varying depending on industry), an additional acre of land designated for industrial development is required.

#### *Baker City Nonresidential Land Needs Determination*

The determination of sufficient buildable lands appropriately designated for development of uses expected in Baker City is based a number of factors reviewed in previous work tasks. A review of assessor's data and information from the City determined the amount of vacant and redevelopment land available for commercial and industrial uses within the City's UGB. An analysis of the existing and historical employment patterns in Baker County and Baker City provided the basis for the employment generation, used to determine increases in need for land designated for nonresidential purposes. Building on this historical information, DEA developed the industry-group employment forecasts applied to the City of Baker City for this analysis. Based on the employee-per-acre ratios, this document determines ability of the existing land supply to satisfy forecast increases in employment. DEA developed industry-group employment projections for Baker City based on the 10-year forecasts by industry group prepared by the OED and the long-term non-agricultural employment forecasts by county prepared by OEA.

**Table 7: Space Allocations and Acreage per Employee**

|                         | Floor Area Per Employee (s.f.) |        |        | Employees per Acre at 25% Coverage |        |        |
|-------------------------|--------------------------------|--------|--------|------------------------------------|--------|--------|
|                         | Industrial                     | Office | Retail | Industrial                         | Office | Retail |
| Mining and Construction | 750                            | 300    | 300    | 14.5                               | 36.3   | 36.3   |
| Manufacturing           | 750                            | 300    | 300    | 14.5                               | 36.3   | 36.3   |
| TCPU                    | 1,400                          | 300    | 300    | 7.8                                | 36.3   | 36.3   |
| Wholesale Trade         | 1,100                          | 300    | NA     | 9.9                                | 36.3   | NA     |
| Retail Trade            | 2,500                          | 300    | 500    | 4.4                                | 36.3   | 21.8   |
| FIRE                    | 350                            | 300    | 300    | 31.1                               | 36.3   | 36.3   |
| Services                | 350                            | 300    | 300    | 31.1                               | 36.3   | 36.3   |
| Government              | 300                            | 250    | NA     | 36.3                               | 43.6   | NA     |

*Source: ITE Trip Generation, 5<sup>th</sup> edition (coverage estimates); and Hobson, Johnson and Associates (Floor Area per Employee)*

Based on the standard needs of space based on standard occupations the industry groups employ, increases in employment would result in increases in increased need for industrial, office, and retail space, to house new employees. The space needs implied by the occupational distribution by industry group are shown in Table 8. In other words, approximately 73% of occupations in the mining and construction industry group require industrial space, 24% office space, and 3% retail space.

**Table 8: Space Needs of Occupational Distributions of Industry Groups<sup>1</sup>**

|                         | Industrial Space | Office Space | Retail Space |
|-------------------------|------------------|--------------|--------------|
| Mining and Construction | 73%              | 24%          | 3%           |
| Manufacturing           | 80%              | 12%          | 4%           |
| TCPU                    | 58%              | 34%          | 8%           |
| Wholesale Trade         | 91%              | 8%           | NA           |
| Retail Trade            | 2%               | 7%           | 91%          |
| FIRE                    | 1%               | 85%          | 13%          |
| Services                | 4%               | 68%          | 26%          |
| Government              | 9%               | 60%          | NA           |

<sup>1</sup> *As shown in Table 7*

*Totals do not equal 100% due to occupations which typically occur in spaces not classified as industrial or commercial; for example, construction workers who perform their work functions at job sites.*

Applying the employment projections, the occupational distributions, and the standard space needs and development densities, this analysis suggests a need for land designated for industrial, office-commercial, and retail-commercial uses, as shown in Table 9. This analysis shows, for example, that the expected increase of 30 workers in the mining and construction industry subgroup will generate approximately 22 workers requiring industrial space (73% of 30). At an average of 14.5 employees per acre (as shown in Table 7), these estimated 22 workers would require development which would typically require about 1.5 acres of land designated for industrial uses.

**Table 9: Acres of Land Designated to Accommodate the Forecast Increase in Employment, Baker City, 1998 to 2020**

|                                  | Forecast<br>Increase in<br>Employment | Acres of Land Designated to Accommodate<br>Forecast Increase in Employment <sup>2</sup> |          |          | Total<br>Commercial |
|----------------------------------|---------------------------------------|---|----------|----------|---------------------|
|                                  |                                       | Industrial  | Office   | Retail   |                     |
| Mining and Construction          | 30                                    | 1.5   | 0.2      | 0.0      | 0.2                 |
| Manufacturing                    | 40                                    | 2.2   | 0.1      | 0.0      | 0.1                 |
| TCPU                             | 20                                    | 1.5   | 0.2      | 0.0      | 0.2                 |
| Wholesale Trade                  | 10                                    | 0.9   | 0.0      | NA       | 0.0                 |
| Retail Trade                     | 100                                   | 0.6   | 0.2      | 4.2      | 4.4                 |
| FIRE                             | 20                                    | 0.0   | 0.5      | 0.1      | 0.6                 |
| Services                         | 170                                   | 0.2   | 3.2      | 1.2      | 4.4                 |
| Government                       | 100                                   | 0.2   | 1.4      | NA       | 1.4                 |
| <b>Total Land Area Required</b>  |                                       | <b>7</b>  | <b>6</b> | <b>6</b> | <b>11</b>           |
| Land Area Available              |                                       | 247   |          |          | 183                 |
| <b>Surplus (Deficit) of Land</b> |                                       | <b>240</b>  |          |          | <b>172</b>          |

*TCPU=Transportation, Communications, and Public Utilities.*

*FIRE=Finance, Insurance, and Real Estate.*

As would be expected, the large increase in employment of the Retail Trade, Services, and Government industry groups results in an increase in the number of employees requiring appropriate space, retail space for employees in Retail Trade and office space for employees in the Services and Government industry groups. As noted earlier, increases in employees are not always reflected in increases in space needs, because employees in some industry groups do not use commercial or industrial space. For example, the Services and Government industry groups include employees that may be employed in space characterized as institutional (such as schools or hospitals).

Based on this analysis, increases in employment would warrant development on 7 of the 247 available acres of land designated for industrial purposes and on 11 acres of the 183 acres available for commercial purposes. These data suggest that there are sufficient lands designated for nonresidential purposes to accommodate development needs through year 2020.

These estimated space requirements are not intended to predict future development or redevelopment; they are intended only to represent a magnitude of space demand, as suggested by employment forecasts. Some increases in employment may occur in space already available but underutilized.

It should be noted that the rate of population growth in Baker City over the past decade was almost double the expected rate of future population growth used in this analysis (1.4% vs. 0.8%). The recent increase in the population growth rate may be the beginning of a trend of sustained

increased population growth. Uncertainty is always a factor in a long-term analysis. One way to address uncertainty is to examine the impacts of higher and lower rates of growth than the expected rate. Holding all else equal (industry group employment forecasts, space needs by occupational distribution, space allocations by employee), if the actual population growth rate over the next 20 years is double the expected rate of growth, Baker City would still have a substantial excess of both commercial and industrial lands.

#### **POLICIES:**

1. The City shall encourage and work towards increased employment opportunities for those unemployed or under-employed, particularly young adults.
2. The City will be supportive of economic development resulting in increased income levels for Baker City households.
3. The City shall provide by zoning for development space suitable to the needs of industrial and commercial development, maximizing especially transportation and convenient locations.
4. The City shall seek first to promote improvement and expansion of present industries and services, and further look to diversifying the community's economic base.
5. The City shall vigilantly protect its natural environment, certainly one of its finest features.
6. The City, in considering any economic development proposal, shall evaluate its affect on the community beyond simply monetary terms and consistently seek to enhance our quality of life.
7. The City recognizes its unique asset in having many quality older homes and buildings representative of the City's significant place in eastern Oregon history and shall actively seek their preservation and rehabilitation and promote proper recognition.

#### **IMPLEMENTATION:**

1. The City will evaluate alternatives and strategies for a planned comprehensive economic development program, possibly in association with private interests, and governmental entities, the purposes or activities of which would, of course, be consistent with the goals and policies of this plan.
2. The maintenance and improvement of the downtown commercial area is of exceptional importance both to the City and the surrounding area. The designation, planning and

development of the downtown Historic District is seen as the most promising and desirable means of maintaining and improving the downtown area. The City will take all reasonable steps to assist efforts in this direction. (Please see the separate Historic Preservation section of this plan.)

3. Public facility improvements necessary to service industrial and commercial areas shall be incorporated in the capital improvements plan. Methods for financing these improvements shall be specified.
4. The Planning Commission shall have primary responsibility for reviewing development proposals having the potential for significant impact on the character of the community or the natural environment. Input from the City staff and public may be requested. Reasonable modifications necessary to minimize any adverse impacts can be expected as a condition of approval.
5. The City has within the Land Use Suitability section of this plan designated new and expanded areas for industrial development, and a reduction of certain commercial areas. The same criteria used in making those changes will apply when considering future ones.