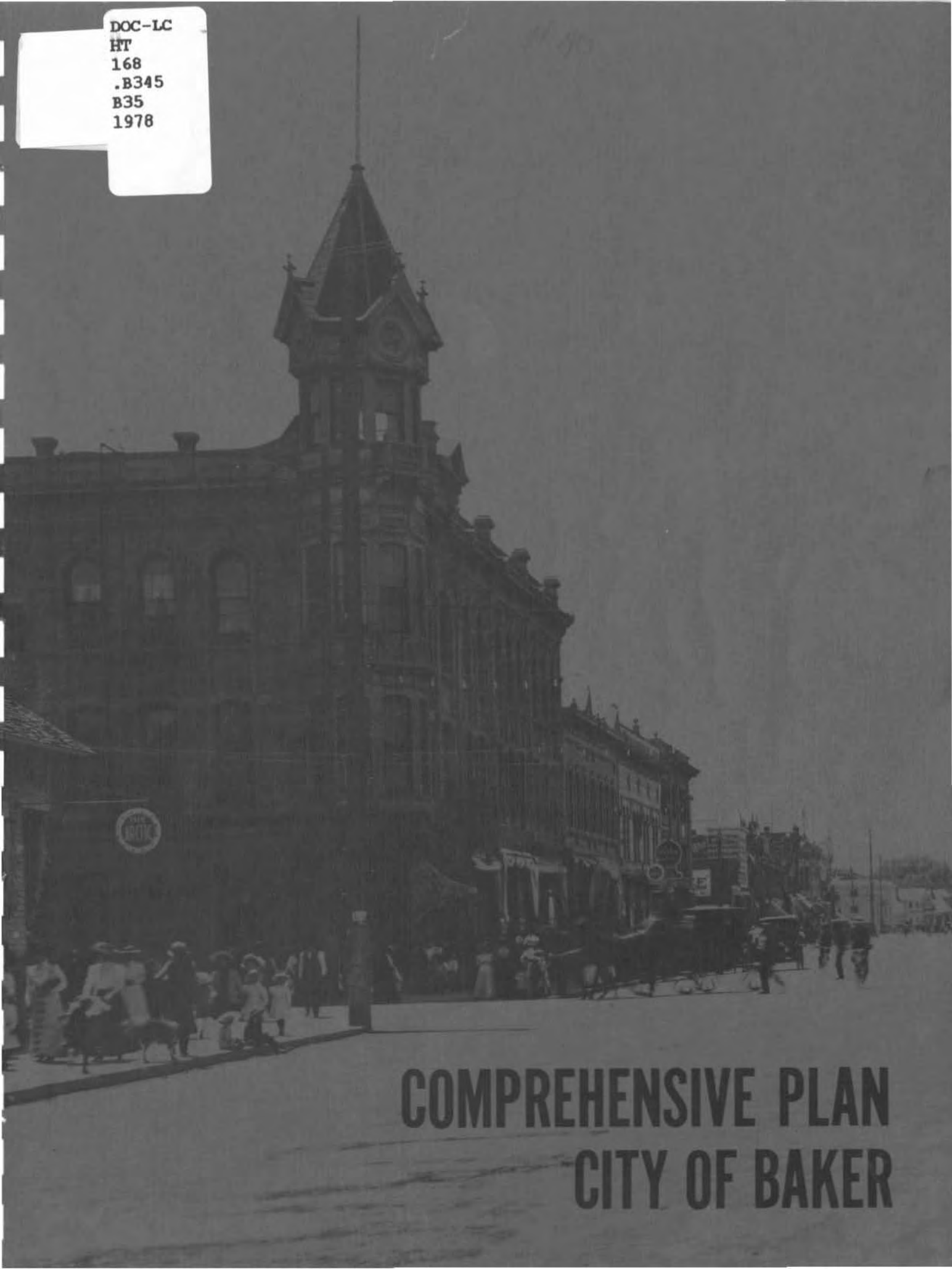


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COMPREHENSIVE PLAN CITY OF BAKER

#40

ORDINANCE NO. 2783

AN ORDINANCE AMENDING ORDINANCE NO. 2780 ADOPTING THE COMPREHENSIVE PLAN FOR THE CITY OF BAKER BY AMENDING THE URBAN GROWTH BOUNDARY FOR THE CITY OF BAKER AND AUTHORIZING A JOINT MANAGEMENT AGREEMENT BETWEEN BAKER COUNTY AND THE CITY OF BAKER.

Whereas, it has been brought to the attention of Baker County and the City of Baker that a portion of the northeast corner of the Urban Growth Area is under a permit from the Oregon State Department of Geology and Mineral Industries for a gravel operation, and,

Whereas, the Oregon State Fish and Wildlife Department is developing an overall game management plan for the gravel mining operation, and

Whereas, Oregon Department of Land Conservation and Development requires that the city and county enter into a joint management agreement for those lands lying outside the corporate city limits but designated for urbanization, and

Whereas, the county has studied this area and determined that area under a wildlife management plan would be unsuitable for urban development, and

Whereas, the county and the city have agreed on a management plan for those lands in the county but within the urban growth boundary,

NOW, THEREFORE, BE IT ORDAINED BY THE CITY OF BAKER:

SECTION 1. The Comprehensive Plan of the City of Baker, Oregon, adopted by Ordinance No. 2780 is hereby amended to delete from the Urban Growth Boundary Map that parcel of land bounded by State Highway 86 on the north, County Road 814 on the east, "H" Street on the south and the freeway frontage road on the west.

SECTION 2. That the City of Baker is hereby authorized to enter into a formal joint management agreement with Baker County for the management of that land lying outside of the corporate city limits and within the Urban Growth Boundary.

SECTION 3. It is hereby declared and found that it is in the best interest and welfare of the people of the City of Baker that the Urban Growth Boundary Map be amended as stated above and

that a joint management agreement be entered into by Baker County and the City of Baker. By virtue of the foregoing reasons an emergency is hereby declared to exist and this ordinance shall be in full force and effect immediately upon and after its passage by the City Council and approval by the Mayor of the City of Baker, Oregon.

Read for the first time in full this 27th day of

February, 1979.

Read for the second time by title only this 27th day of February, 1979, upon the unanimous vote of all the members of the council present, after the text of the ordinance was offered to the members of the council and for the use during the meeting of the press and public attending.

Read for the third time by title only this 13th day of March, 1979, upon the unanimous vote of all the members of the council present, after the text of the ordinance was offered to the members of the council and for the use during the meeting of the press and public attending.

PASSED by the city council and approved by the Mayor of the City of Baker, Oregon, this 13th day of March, 1979.

APPROVED:

MAYOR

ATTEST:

Frederic C. Coughlin

City Recorder

AN ORDINANCE ADOPTING A NEW COMPREHENSIVE PLAN FOR THE CITY OF BAKER AND REPEALING RESOLUTION 2081.

WHEREAS, acting pursuant to the statutes of the State of Oregon and the goals and guidelines of the Land Conservation and Development Commission, the City of Baker has undertaken the preparation of a new comprehensive plan to establish policies for guiding the future development of our community, and,

WHEREAS, the city planning commission and the city council, acting singly and in concert, have prepared a final document entitled "Comprehensive Plan, City of Baker, October, 1978" and, after public hearings, the council wishes to make amendments to said proposed plan and to adopt the amended plan as the official comprehensive plan and rescind any prior such plans, now, therefore,

BE IT ORDAINED BY THE CITY OF BAKER:

SECTION 1. Resolution No. 2081 of the City of Baker, dated August 8, 1966, and adopting a comprehensive plan is hereby repealed.

SECTION 2. That document entitled "Comprehensive Plan, City of Baker, October, 1978," is hereby approved and adopted as amended as and for a comprehensive plan for the future development of the City of Baker, Oregon.

Read for the first time in full this 20th day of December, 1978.

Read for the second time by title only this 20th day of December, 1978, upon the unanimous vote of all the members of the council present, after the text of the ordinance was offered to the members of the Council and for the use during the meeting of the press and public attending.

Read for the third time by title only this 26th day of December, 1978, upon the unanimous vote of all the members of the Council present, after the text of the ordinance was offered to the members of the Council and for the use during the meeting of the press and public attending.

PASSED by the City Council and APPROVED by the Mayor of the City of Baker, Oregon, this 26th day of December, 1978.

APPROVED: [Signature]

MAYOR

ATTEST:

[Signature]
City Recorder

2780

COMPREHENSIVE PLAN

*CITY OF BAKER
DECEMBER, 1978*

CITY COUNCIL

RALPH E. MCNEIL, MAYOR
PANSEY ALLEN
GEORGE (BILL) GWILLIAM
SID JOHNSON
CHARLES SIMPSON
HANS NEUBERGER
WAYNE PIERCE

CITY PLANNING COMMISSION

DICK HINDMAN, CHAIRMAN
MICHAEL WOOTERS
JACK GYLLENBERG
CAROLYN LARA
WENDY MCCULLOUGH
LARRY RALEY
PEGGI TIMM

CITY STAFF

GEORGE O. HIATT, CITY MANAGER
BILL CLARK, CONSULTANT
KEN HOBSON, COMMUNITY DEVELOPMENT DIRECTOR
JACK LEUENBERGER, ADMINISTRATIVE ASSISTANT

INTRODUCTION

This is the City of Baker'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.

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'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 community.

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PEOPLE

State of Oregon Planning Goals

Public Involvement and Procedures for Planning

STATE-WIDE PLANNING GOALS

ADOPTED BY THE

LAND CONSERVATION AND DEVELOPMENT COMMISSION

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 Planning Procedures and Citizens Participation.

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 Planning Procedures and Citizens Participation.

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, 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, Solid Waste, 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 and Recreation.

GOAL 9: ECONOMY OF THE STATE

To diversify and improve the economy of the state.

Refer to Economics.

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, Economics.

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 the participation of all interested parties.

POLICIES:

1. 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 committee for Citizen Involvement (CCI) 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. 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:
 - (1) There is a mistake or omission in the plan.
 - (2) There is not an adequate amount of land designated as suitable for specific uses by the plan.
 - (3) 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.
 - (4) 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.
 - (5) The effects on the area surrounding a proposed change will not be unreasonably harmful or incompatible.
 - (6) 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.
- 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.

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 Committee for Citizen Involvement (CCI) will annually review the effectiveness of formal and informal procedures for public involvement and make suggestions to the planning commission and city council for improvements.

SERVICES

Public Facilities and Services

Fire Protection

Parks and Recreation

Police Protection

Schools

Sewer

Solid Waste

Transportation

Water

Extension Policies for City Utilities

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. The existing station house is literally falling over; it needs replacement.
2. Unless present city boundaries are significantly expanded, response time from a single centrally located station house will remain within acceptable limits.
3. The fact that the airport is 3 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.

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.
2. City staff shall investigate means of financing a new station house facility. This shall be incorporated as part of the city's overall capital improvements program.
3. At the airport, lack of fire protection generally, and water specifically, shall be addressed as part of the city's airport master plan which has been contracted for and is expected to be completed by mid 1979.

PARKS AND 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) - .51 acres
Playground equipment
Picnic tables
- b. River Park Drive Park (neighborhood park) - .24 acres
Playground equipment
- c. South Baker Park (neighborhood park) - .37 acres
Playground equipment
Creative play area
- d. Geiser-Pollman Park (City Park) - 4.7 acres
Playground equipment
Picnic tables

Barbecue grills
Horseshoe pits

School District 5-J owned and maintained

- a. Baker High School (north Baker)
 - Grass activity fields
 - Basketball courts (2)
 - Baseball diamond
 - Tennis courts (3)
 - All-weather track
- b. Baker Middle School (central Baker)
 - Asphalt and grass activity areas
 - Basketball courts (2)
 - Baseball diamonds (2)
- c. Brooklyn Elementary School (east Baker)
 - Asphalt and grass activity areas
 - Basketball courts (2)
 - Baseball diamonds (2)
 - Playground equipment
- d. Churchill Elementary School (west Baker)
 - Asphalt and grass activity areas
 - Basketball courts
 - Baseball diamond
 - Playground equipment
- e. North Baker Elementary School (north central Baker)
 - Asphalt and grass activity areas
 - Basketball courts (2)
 - Baseball diamonds (2)
 - Tennis courts (2)
 - Playground equipment

- f. South Baker Elementary School (south Baker)
 - 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. Mini-Museum (Baker County Chamber of Commerce)
- 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 has recently and is expected to continue to experience moderate growth. It is not, therefore, anticipated that any dramatic increase in recreation space will be warranted in the near future.

4. An existing requirement for dedicating land for public park purposes in conjunction with development of new subdivisions aids significantly in keeping park space in step with population growth.

5. 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 where forested mountains, sage lands and waterways are only minutes distant and frequently visited by a highly mobile population.

6. 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, Samo 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).

POLICIES:

1. 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. 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. A study shall be completed and findings presented to the planning commission for their consideration within three months of adoption of this plan.
2. City staff, with assistance of a council appointed committee shall study and present a feasibility plan for a swimming pool facility with consideration of Samo-Springs as a possible location.
3. 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 the population to be served.
- h. Acquisition costs, possible land swaps.
- i. Development costs, including cost of bringing needed utilities to the site.
- j. Maintenance and policing.
- k. Coordination necessary with other agencies.

4. Development proposals shall be included as part of the city's capital improvements program.

5. 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 the 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 or staff.
2. City planning staff and commission shall, where future events warrant, work in cooperation with Baker County in determining suitable police facility locations.
3. City shall in cooperation with Baker County complete their evaluation of city-county police consolidation and make recommendations regarding any facility needs required thereby within 18 months of adoption of this plan.

SCHOOLS

GOAL:

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

FINDINGS:

1. School District 5-J operates 4 elementary schools within the city, each serving a geographical division of the city appropriate to enrollment capacities: Brooklyn School serving east Baker, South Baker School, Churchill School in west Baker and North Baker School.

These grade schools are situated on 3 - 4 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 the surrounding residential areas. (Specific recreation facilities are listed in that section of this plan.)

2. The Baker Middle School occupies a 6 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's schools now have approximately 2450 students. The superintendent states this enrollment level represents about 80% of the physical plant's capacity. Given a high population projection for the city and taking into consideration students coming into the "city's" schools from outside the city limits, it should be expected that overall capacity enrollment will be reached by 1995 and specific schools may peak before then.

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. City shall work with the school district in identifying suitable sites for future school construction.
2. City shall be supportive of the school district's

efforts for expansion of present elementary school sites.

3. 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 co-operation.

IMPLEMENTATION:

1. 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. 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 city government.

3. City staff, planning commission and council shall be responsive to the school district's needs and assist the district in appropriate ways upon request.

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.
2. Storm drainage generally is not provided in areas with unimproved or secondary type streets.
3. Design standards throughout the system are such that perhaps once each year water backs up in certain street areas, but curb overflow is much less common and water damage over the years has been negligible.
4. Though the likelihood of serious damage to property is not great, it is recognized that storm sewer capacity is insufficient in the downtown area.

5. There is some disposal of storm water into the sanitary system; roof drains in the downtown area are particularly noted here. They are recognized as a major contributing factor to occasional back-up and over-flow of basement drains during a heavy rain.

6. Due to topography, provision of storm drainage (if desired) to west Baker and north of H Street will be costly.

Sanitary Sewer

1. The city's existing plant and treatment facility serves approximately 97% of Baker's present population. It is projected that during the remaining two years of the current five year construction program an additional 3% of the city's residents will be served. The existing treatment facility can handle this load as well as the additional high projection of 12,000 persons by 1995.

2. At present no new connections to the city's system south of Indiana Avenue and east of the Powder River are allowed due to lines serving that area being at or above design capacity. A lift station or siphon is needed to cross the river and route sewage northward through lesser used lines.

3. Preliminary plans have been prepared by CH2M-Hill for modification of treatment to conform to secondary standards as established by the U.S. Environmental Protection Agency effective July 1, 1977 and the even more restrictive standards as proposed by the State Department of Environmental Quality for 1983.

POLICIES:

1. As part of the 10 year street program, commencing in 1978, storm drainage will be provided when streets are improved to primary standards (with curbs and gutters).
2. Unimproved streets or streets built to secondary standards shall not as a rule have any drainage system. When serious known surface water problems exist in specific areas, some corrective measures, usually consisting of sumps or ditches and culverts, may be taken to help alleviate the problem.
3. No mixed (storm and sanitary together) sewer lines shall be constructed; existing mixed use will be discontinued when and wherever possible.
4. 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.
5. Any new storm or sanitary sewer connections, by an individual or on the initiative of the city, shall follow the general public utility extension policy as set forth herein.
6. The city shall strive towards eventually servicing all development within the city limits with sanitary sewer.

7. There shall be periodic review, evaluation and recommendations for needed additions or improvements to the city's sewage system.

IMPLEMENTATION:

1. City engineering staff shall, in designing any primary street improvement, include adequate storm drainage.
2. City public works department will, as a rule, not provide drainage systems for secondary streets or in areas where streets are unimproved; some corrective measures may be taken for specific isolated problems.
3. 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.
4. Any ordinances necessary to effect the general utility extension policy as pertains to sewage will be adopted by the council within 3 months of adoption of this plan.
5. Superintendent 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 improvements to the city manager.

6. The design phase for required modifications and improvements to the treatment plant is planned for the 1978-79 fiscal year. It is anticipated that federal dollars for construction will become available within that same time frame.

7. 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 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. Present concerns with solid waste disposal deal only indirectly with Baker Sanitary Service itself.
 - a. Primary among these are the health threat and visual pollution caused by those who neither subscribe to the service nor handle the disposal job adequately themselves.
 - b. Another issue is that of recycling which some believe receives insufficient attention by the city and its franchised collector.

POLICIES:

1. City shall continue to assure availability and reasonable fees for solid waste collection and dumping at the landfill.
2. City shall minimize any adverse affects from temporary storage of solid waste within the city limits.
3. City shall keep abreast of trends and innovations in the industry and strive for the most efficient operation possible.

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. City staff shall vigorously enforce ordinances pertaining to in town-storage and excess accumulation of solid waste.
3. 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 and of mandatory or voluntary city-wide recycling possibilities.
4. The city shall work in cooperation with Baker County in developing a county-wide solid waste management plan.

TRANSPORTATION

GOAL:

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

FINDINGS:

1. The City has more than 84 miles of street right-of-way within its corporate limits. This represents slightly more than 29% of all developed land area in the city, which is about average in the state.
2. 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 major arterials. Traffic collectors, bridging residential areas with major arterials, are termed minor arterials. 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.
3. The following public and freight transportation is presently available:

- a. Air - Regularly scheduled commuter airline charter, air ambulance and limited freight service are available at the Baker Municipal Airport (located approximately 3 miles north of the city).
 - b. Bus - Interstate bus service is provided by Greyhound Lines on a regular schedule. Halfway Stage makes a once daily round trip from Halfway via Richland. The city-county sponsored senior citizens bus provides transportation between outlying communities and Baker as well as in town.
 - c. Rail - Amtrak provides passenger service and Union Pacific handles freight (in carload lots).
 - d. Taxi - Baker Cab, franchised by the city, is available for local point-to-point transportation.
 - e. Trucking - More than a half dozen trucking firms provide Baker with both local and interstate transport.
4. Many older streets in town are in need of patching, resurfacing, and a few, in addition, will require base or curb reconstruction.
5. There are some 24 miles of unpaved, traveled streets within the city limits.
6. The deficiencies cited in 4 and 5 above will be remedied to a great extent through a 10-year street construction program beginning in 1978.

The people of Baker voted in the fall of 1976 for a 2.5 million dollar, 10-year serial levy to help finance new street construction. With an individual property assessment raising an approximately equal amount, it is expected that some 18 miles of primary and secondary type improvements will be made and another 4 miles of existing pavement overlaid. At the end of this program, then, only 2 - 3 miles of unpaved, traveled streets should remain. FAU (Federal Aid to Urban street systems) monies will also assist in financing these improvements. (Additional information regarding this program and construction standards can be found in the Public Facilities and Services booklet published separately.)

7. Transportation related construction needs:

a. A through north-south route from the central area of the city to Hughes Lane. Suggested routing at this time is north on East Street, then west on D Street, then north on Resort to H Street, then west on H and finally north on Kirk Way.

b. Replacement of Broadway and Myrtle Street bridges.

c. From Campbell Street, a northerly extension of Birch Street along Plum Street to Park Street or possibly to an easterly extension of Hughes Lane.

d. A more direct street pattern requiring new right-of-way for "turning the corner" of Indiana Avenue and the Reservoir Road.

e. The I-80N east side Frontage Road approximately paralleling the freeway from

Campbell Street north to the Richland Highway.

f. Northerly extension of College Street to Hughes Lane.

g. D Street Bridge over the Powder River.

h. Northerly extension of East Street from D Street to Hughes Lane.

i. Easterly extension of Hughes Lane from its present terminus to Plum Street extended.

j. Easterly extension of Colorado Avenue to Highway 30 with requisite railroad crossing.

k. Hughes Lane and Pocahontas Road widening.

l. Downtown parking facilities.

8. At the airport, existing runway surfaces are cracked and in spots breaking up; overlays and sealing are needed.

9. Also at the airport the main runway is neither strong nor long enough for many aircraft; overlays and an extension will eventually be warranted.

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, but less critical due to the nature of the development and in general, the volume of foot traffic.

11. Bike paths, specifically designated, are not

found in the city; funding appears to have been the major hurdle.

POLICIES:

1. City shall determine street status designation on a continuing basis.
2. 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.
3. City shall designate truck routes and enforce their use where necessary and desirable.
4. City will strive to facilitate variety and adequacy of the transportation services available to the community.
5. City shall repair, construct new, and generally upgrade its streets to the greatest extent possible recognizing monetary constraints.
6. 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.
7. Sidewalks shall be encouraged in appropriate areas for reasons of safety, ease of pedestrian movement and as a buffer between street and privately-owned land uses.

8. Bike paths may be designated and/or constructed wherever possible 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.

9. Any proposed public right-of-way extension, opening, addition, widening, or improvement, closure or vacation, must be formally approved and accepted by the city. 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 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.

IMPLEMENTATION:

1. The following map identifies significant transportation routes within the City and classifies them as major or minor arterials (as defined in the Findings Section, item 2). Planned and possible future extensions of minor arterials 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 street standards as pertain to construction, signaling, signing and all street related services (i.e., sweeping and snow removal). Standards shall be adopted by the department within one year of adoption of this plan and be available in written form for referral by the staff and public.

3. City staff shall study primary trucking destinations within the city and within two years of adoption of this plan submit a report to the council as to their findings including the desirability of designated truck routes, and if so, suggested locations.

4. City shall make effective use of all available resources in order to retain all transportation service presently available (particularly noting Amtrak and commuter airline service), as well as be receptive to new alternatives which appear in the best interests of the community's residents.

5. City shall through its 10 year street program beginning in 1978 pave and overlay as many miles of street as possible.

The city street committee shall schedule projects for two years in advance and propose a tentative scheduling for an additional three years, in order to provide sufficient lead time in planning and coordinating all necessary elements. Criteria for project selection shall include the following:

a. Present and anticipated public need, use (traffic counts if available), density of development in area to be served.

b. Condition of existing streets.

c. Public demand, petition by owners, number of owners and length of time request on file.

d. Implementation of plan goals and policies with specific reference to map of planned transportation network.

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

(1) General feasibility

(2) Right-of-way (possible acquisition required?)

(3) Cost of construction with respect to area conditions such as soils, slope, groundwater, or ditches.

(4) Size of project as relates to time and cost.

(5) Capability of other utilities to keep pace with construction.

(6) Special problems or conditions.

i. Annual "balance" of type and size of projects.

6. The City street committee (with the possible

assistance of the traffic safety commission) shall recommend individual prioritization of each of the major extension and bridge construction needs as listed in "Finding 7", using the criteria listed in Item No. 5 above.

7. City shall integrate the above extension and bridge proposals and the street construction program as part of the general capital improvements plan.

8. The city has selected M. R. Miner and Associates of Corvallis to prepare an Airport Master Plan. It is anticipated this plan, expected by mid-1978, will address any significant needs at the airport and set out a plan or timetable for meeting them. As required, recommendations of that plan will be incorporated as part of the city's overall capital improvements program.

9. The city street committee shall, within three years, further investigate provision of sidewalks with particular attention to financing. The desirability for and location of bicycle paths shall also be studied during this time and reports made to the council on its findings and recommendations.

10. 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.

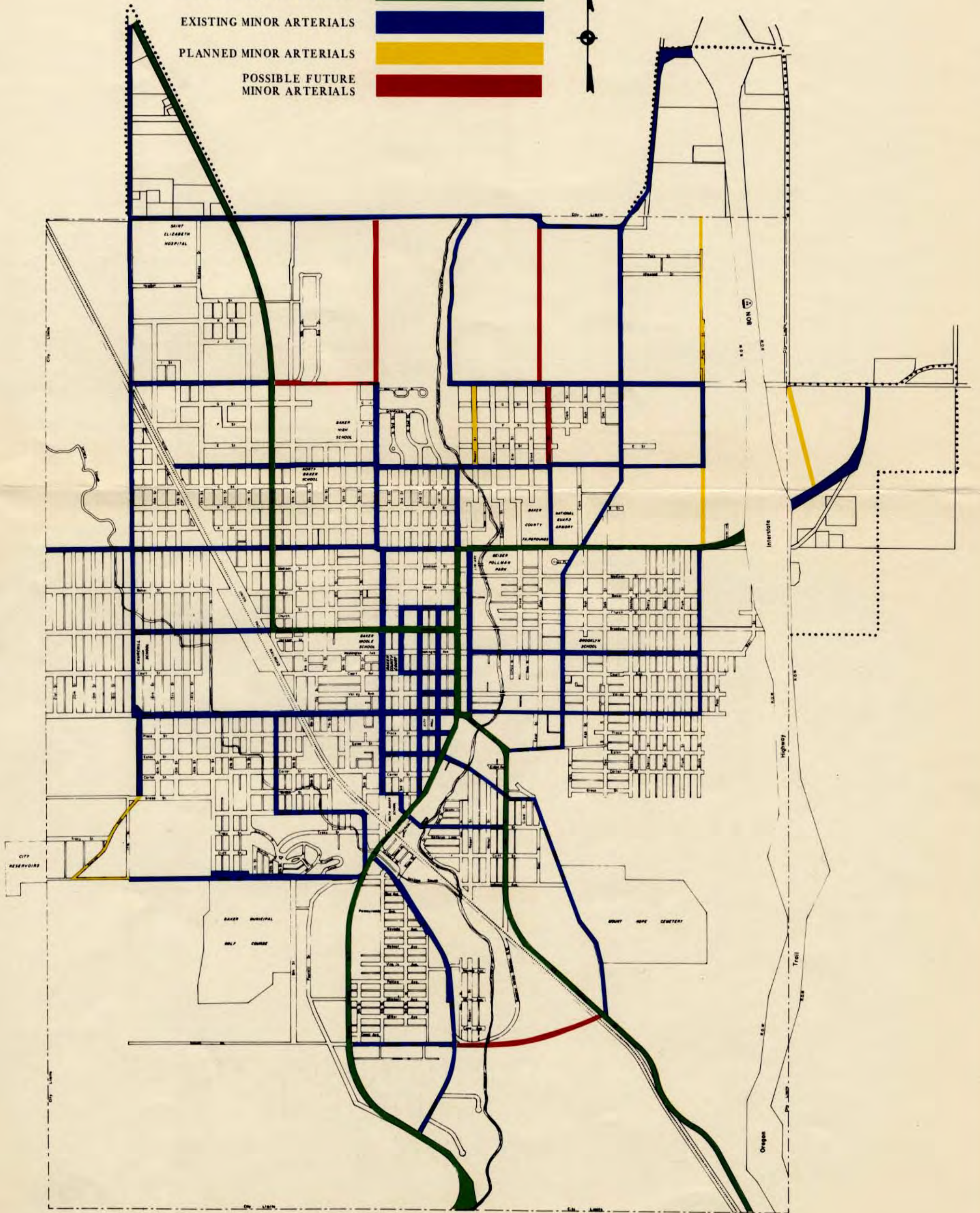
CITY OF BAKER STREET NETWORK & TRANSPORTATION CLASSIFICATION

EXISTING MAJOR ARTERIALS

EXISTING MINOR ARTERIALS

PLANNED MINOR ARTERIALS

POSSIBLE FUTURE
MINOR ARTERIALS



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. Minimum daily storage need is estimated to be 4.6 million gallons (MG) by 1980, 5.1 MG in 1985, 5.7 MG in 1990 and 6.3 MG by 1995. (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 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 1990.

2. The city's distribution system (primarily in the far southeast and northeast sections of the city) now experiences periods of low pressure (below 30 psi) during peak demand hours. CH2M-Hill has recommended either an additional 24" feeder line running parallel to the existing line from the present reservoirs or a new storage reservoir located on Spring Garden Hill and feeding the east side of the system from that point.

3. 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.

4. Other situations needing early 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.

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 all other city activities and plans.

IMPLEMENTATION:

1. System needs that can be identified shall be incorporated as part of the city's 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 effect that plan will follow.

3. The system shall be continually monitored by the public works superintendent; 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.

4. Engineering studies and water committee meetings are currently being conducted to evaluate the entire water system. At the request of the city council the city staff shall investigate means of financing general system improvements, review their need in relation to all other demands, and aid in scheduling elements of the capital improvements plan.

5. City staff shall, within 3 months, adhering to the guidelines of this plan, prepare and present to the city council an ordinance to effect the new water extension policy.

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. 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 which 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).

LAND

Existing Natural Features and Land Use

Land Suitability

Urbanization

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. 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 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 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 (air-borne solids).
3. Baker'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 - 140 days. The

daily average summertime high is about 81° and in winter, about 37°. Annual rainfall is slightly over 11 inches with about a third falling in the 3 months of November, December and January and another 20% during May and June.

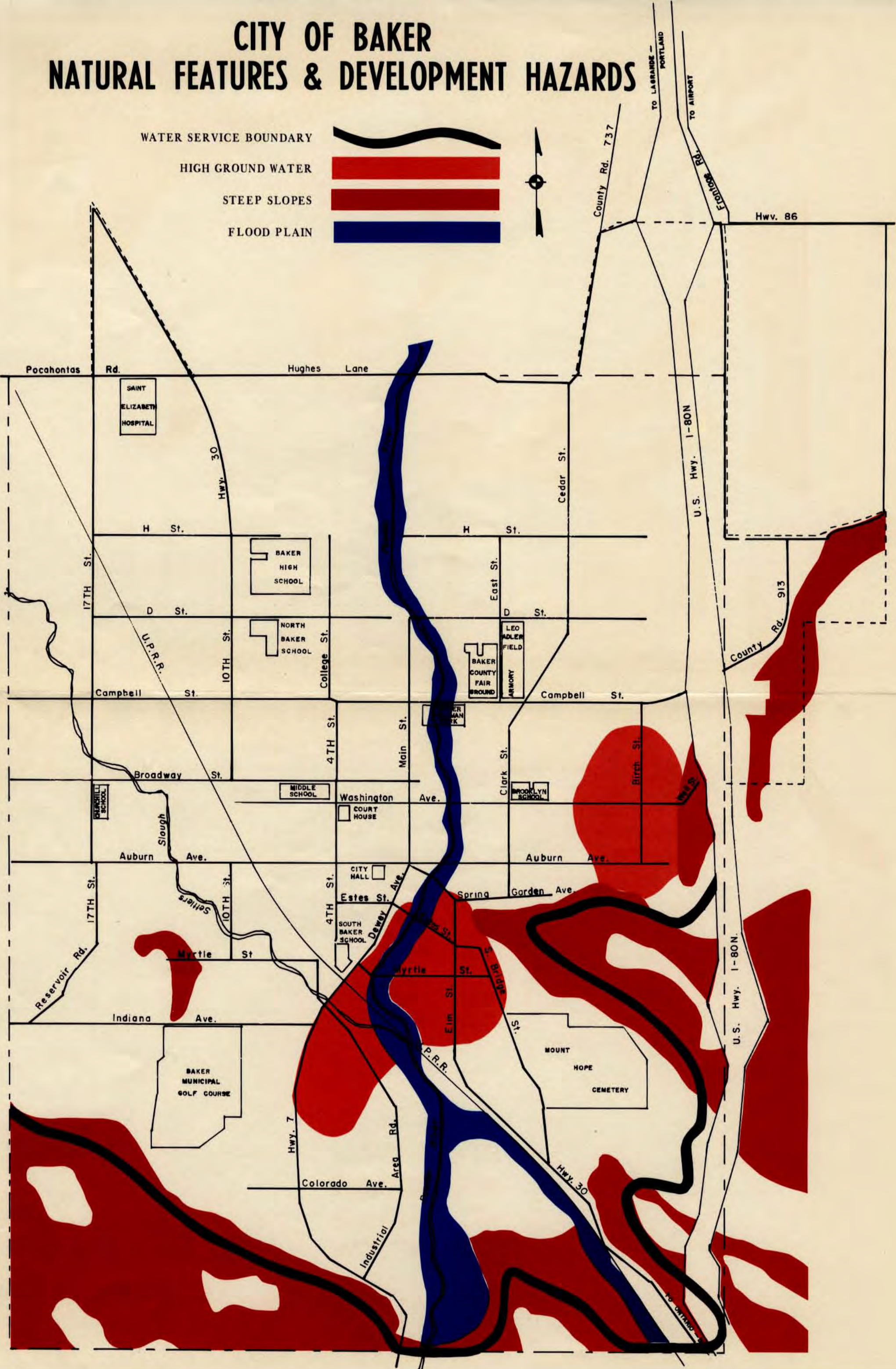
4. Baker is situated at the head of a wide valley floor between mountain ranges and bisected by the Powder River. Activity during the Pleistocene and Holocene Epochs (covering the last 2.5 million years) best explains the present appearance of Baker Valley. The weight of lava flows working in numerous faults in the earth's crust had earlier formed a downwarp at this location. Sediment was then deposited by the action of erosion and river flow. Consequently, today the ground underlying Baker consists primarily of alluvial deposits - soil, sand and gravel - some 600 feet and more in depth. Thus, the city's only significant mineral resources are sand and gravel which are extracted commercially by Baker Redi-Mix at a site now northeast of the city but within the proposed urban growth boundary.

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. Samo Springs owned by the city may have some geothermal application but it is limited in that the water temperature is only about 80° F.

CITY OF BAKER

NATURAL FEATURES & DEVELOPMENT HAZARDS



6. In addition to the Powder River, Sutton Creek empties into the Powder from the southeast and Spring Creek flows from Samo 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 "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 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. 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. City shall strive to make the best application of its known energy resources, noting specifically the water transmission line and Samo Springs.
3. City shall allow for experimentation in applying new energy technologies such as solar or wind power.

4. City shall strive for energy efficiency in its buildings, street lighting, equipment operation and in the provision of all city services and products.

5. City shall take necessary actions to prevent the contamination or degrading of all natural water supplies including both surface run-off and ground water. In particular any effluent being discharged into the Powder River shall be in accordance with allowable EPA and DEQ requirements.

6. 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. City shall strive for development of land to its highest and best use, recognizing the various needs of all its citizens.

8. City shall act to meet DEQ requirements pertaining to excess noise levels wherever appropriate.

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

IMPLEMENTATION:

1. City shall in all instances where it has jurisdiction act in each case to maintain water and air quality at a high level.

2. City shall within 18 months of adoption of this plan investigate the economic feasibility of increased power generation from the water transmission line.

3. 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.

4. 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. City shall also within 6 months of adoption of this plan review its ordinance requirements pertaining to construction within flood zones and modify or update where necessary.

5. City shall use the land suitability map and criteria within this plan as a basis for future zoning and other development decisions.

6. 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 use 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; and 4) industrial. This map is not intended to set definite boundary lines between one use and another. That delineation is expected in the revision of the existing zoning ordinance to follow shortly upon the acceptance of this plan.

The rationale used in this mapping flows out of the many policy statements made throughout this plan 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.

LAND SUITABILITY CRITERIA

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. * 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.

Generally Serious Consideration XX Some Consideration X Minor or None				
SITE SPECIFIC LAND FEATURES	Residential	High Density Residential	Commercial	Industrial
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
TRANSPORTATION NETWORK				
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
PUBLIC FACILITIES, UTILITIES AND SERVICES				
Condition of Street Utilities Present or Available to the General Area	X	XX	XX	XX
Existing Fire Zone			X	
Frequent Police Checks Area			X	
INTER-RELATIONSHIPS OF LAND, ITS USES AND ITS PEOPLE				
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	

It should be re-emphasized that the four suitability categories are the bases 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 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. 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 are 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.

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-80 N and the county road, and south of H Street and east of I-80 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.

CITY OF BAKER LAND SUITABILITY

RESIDENTIAL

HIGH DENSITY RESIDENTIAL

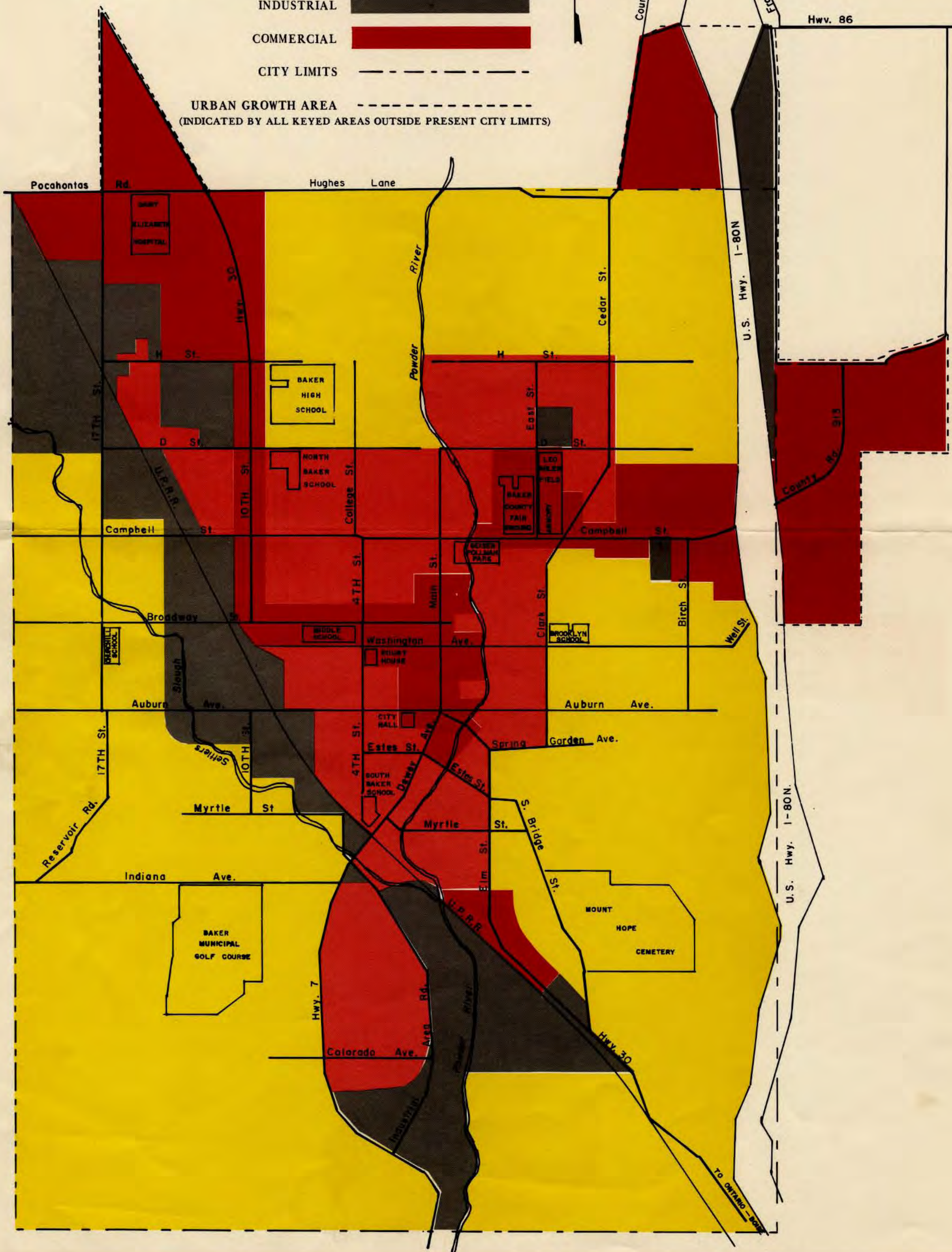
INDUSTRIAL

COMMERCIAL

CITY LIMITS

URBAN GROWTH AREA

(INDICATED BY ALL KEYED AREAS OUTSIDE PRESENT CITY LIMITS)



URBANIZATION

GOAL:

To minimize the expansion of the urban service area outside of 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. The City of Baker is in the uncommon situation of having large quantities of undeveloped land within its boundaries. In the areas that are presently zoned residential there are approximately 3500 theoretical additional building sites. This figure was derived by taking all lands zoned residential and subtracting publicly owned lands, agricultural tracts in excess of 50 acres, lands with slopes of 12% or greater and lands that are situated at an elevation that is too high to be served by the present water system. The policies and land suitability designations, when adopted as set forth in this plan, will result in another 1000 home sites. For various reasons not all these sites will be built upon. However, there will be enough to meet expected housing demands well beyond 1995.
2. In order to promote efficiency of land development minimum lot sizes are to be reduced from 10,000 square feet to 7500 square feet in the low density residential areas. However, larger lots are allowed. This plan's suitability mapping also shows increases in the amount of

land within the city to be used for high density residential development (with a minimum lot size of 5000 square feet).

3. The high population estimate for the City of Baker is 12,000 persons by 1995. This would require approximately an additional 650 housing units, or 50 per year.

4. There is a demand for residential development on small acreages in the foothills west of Baker. Providing city services to these large parcels would place an undue burden on city taxpayers and waste the investment made in existing public facilities.

5. The area bordered by Chico Lane, U.S. Highway 30 and Pocahontas Road and located north of the city limits (see land suitability map), has been partially developed for commercial uses. Presently there are several establishments which are connected to the city's sewer and water systems. Several of the land owners have expressed interest in having this area annexed to the city.

6. The area northeast of the city limits (see land suitability map,) has good access to Interstate 80N and is considered to have potential for industries in need of easy access to the freeway.

7. There are certain industries which would be desirable from an economic standpoint, but which would have an undesirable impact if located within or near the urban area. These industries may be provided for at a distance from the city outside our urban boundary.

8. The proposed urban area consists of some unurbanized class I-VI agricultural lands. The area is, for the most part however, broken up by existing uses into parcels of less than economic size. In the northeast section a considerable portion of the land has been worked as a gravel site. Public facilities are already serving portions of this land and committed to others. These factors, combined with a projected need for good commercial and industrial lands having ready freeway access and not in conflict or competition with residential uses, substantiates the staff's recommendation for the conversion of these lands to city-served urban uses.

9. Most of the land east of the Campbell Street interchange and around the north interchange is outside of the city limits, but comes under considerable development pressure due to its location. The manner in which these areas develop would have a great impact on the city and thus should fit in with the city's comprehensive plans and therefore be included within our urban boundary.

POLICIES:

1. City and the county shall establish an agreement to ensure that the transportation network from the rural residential areas into the city is adequate to handle anticipated traffic.

2. City and county shall establish an agreement to encourage the development of those lands which are indicated within the urban boundary on the land suitability map for commercial and industrial development. This development should occur in a manner consistent with the policies set forth in the utilities extension policies section of the comprehensive plan, rather than urban level development within the county.

3. City shall be supportive of the county's efforts to conserve the agricultural lands outside the city's urban boundary.

IMPLEMENTATION:

1. 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.

2. The county in its zoning ordinance should provide for rural residential in the foothills west of the city at a density that is no greater than the carrying capacity of the land without the benefit of city services.

3. The county in its zoning ordinance should provide for the development of the industrial and commercial lands within the urban growth boundary and outside of the present city limits.

4. The county will consult with the city prior to making any decisions concerning land use designations within the urban boundary adjacent to our city limits.

DEVELOPMENT

Housing

Historic Preservation

Economics

HOUSING

GOAL:

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

FINDINGS:

1. In mid-1977 there were approximately 3700 housing units within the city, the sizable majority of which were owner occupied. Type of housing was as follows: single family, 75%; multiple family, 16%; mobile homes, 9%.

2. In the five year period prior to 1976, new frame houses in Baker were being built at a slow pace. During that time 101 new units went up and 81 units were demolished, leaving a net gain of 20 units or only 4 per year.

3. In the year 1976 and the first six months of 1977, however, 85 units were constructed and 29 came down, for a net gain of 56, representing a pace of 37 additional units yearly.

4. Mobile homes are not reflected in the statistics in 2 and 3 above. They are noteworthy. Since the 1970

census, over 200 mobile homes have been located in the city. By comparison then, for every additional, new frame unit built over that 6½ year period, there were 2.6 mobile homes sited. Mobile home living is increasing markedly.

5. As mentioned in item 1, the '70 census reported approximately 16% of all dwelling units in the city were within multi-family structures. Since 1970 through mid-1977, over 28% of all new units have been multi-family dwellings. This increase in proportion of multi-family units may be indicative of a new trend but cannot yet be substantiated due to the small numbers involved.

6. Much of the housing stock in Baker is old. The 1970 census indicated that at that time 70% of the city's housing units were 30 or more years old and over 9% were classified substandard (meaning without adequate heat or plumbing). Other shortcomings or housing needs such as faulty roofing or inadequate foundations were not tabulated, but are known to exist.

7. There is presently a tight housing market in Baker for both renters and potential buyers. This is supported by a Postal Service vacancy survey taken in November of 1975, which showed only 4% of all units unoccupied. And, more recently, this has been confirmed in discussions with local realtors.

8. New construction (since 1970) within the city generally has been dispersed, though several observations can be made. Little building activity has occurred in the central part of town due, primarily, to the lack of buildable space; one apartment complex of 24 units is a notable exception. There have been only two significant subdivision developments during this period both of which have been located in the north-central areas of the city. Mobile home activity has been scattered, principally within the present medium-density residen-

tial zones with some concentration on the far east and west sides of the city.

9. The 1970 census indicated the median value of owner occupied, housing units in Baker to be \$10,100. The statewide figure at that same time was \$15,500. Since then, the Oregon State Housing Division estimates that statewide figure has increased about 15% each year. Baker realtors estimate local housing costs have increased at a slightly lesser pace. Thus, the cost of living in Baker remains a relative bargain when compared with the state as a whole.

10. With the above in mind, it is estimated that between 30 and 40 percent of all Baker households must spend an excessive (over 25%) amount of their income on housing. This is less than the state average of about 42%, but it should be remembered that this kind of statistic is both somewhat arbitrary and inflexible in relation to other variables. For instance, many would argue that in Baker other necessary household expenses exceed significantly what the "same family" would pay in Salem; and thus, the housing costs become a greater relative burden.

11. Baker has a significant population of senior citizens, and they have a special impact on housing needs and demands. Census data (1970) shows that Baker has 1½ times the number of persons over 64 years of age than the "average community" in the state. This retirement age group made up 15.7% of Baker's residents, while in the state as a whole it represented only 10.8% of Oregonians. This segment of the population, then, has increased local demand for smaller houses, rental units and mobile homes in price ranges affordable to them.

12. The city's planning staff estimates that under this plan approximately 4500 potential building sites exist within the present city limits. Some of these

will never be built upon for a variety of reasons. Foremost among them is the unwillingness of present owners to sell, build or otherwise develop the land. Still, there remains considerable potential for residential land use within the city. (Please refer also to the urbanization section of this plan.)

13. Housing costs are going up dramatically. Though absolute costs are still low relative to the rest of the state and the nation, the rate of increase is about the same. With inflation in labor and materials and development costs generally and with strong demand still the expected outlook, there is little relief in sight.

14. The estimated high figure for the city's population in 1995 rounds off at 12,000 persons. This translates into about 50 additional dwelling units per year. From 1971 through 1975 this was about the average pace and since then has been slightly greater. Any significant new economic activity could up this pace further and add to the already high demand.

POLICIES:

1. 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. 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 sizable 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. 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. City shall seek to make the most efficient use of developable land, particularly that already provided with city services.

6. 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. City shall through mapping and other means, provide, where known, general information relative to site development suitability.

8. City shall keep an inventory of the city's housing stock and regularly update significant statistics.

9. 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. City shall provide for suitable and adequate areas for mobile homes, both in mobile home parks and on individual lots.

11. City shall, in light of increasing demand for multi-family housing, provide suitable and adequate areas for such development.

12. City shall encourage maintenance of the existing housing stock in safe and livable condition.

13. City may encourage residential development within the city limits in areas determined most appropriate.

14. City shall not take actions to promote residential development of productive agricultural areas while other suitable areas remain vacant.

15. 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:

- (1) The suitability of an area for residential development, noting the map and criteria set forth in this plan.
- (2) The proportional need for various types of housing units and residential zoning generally as a portion of the urban scene.
- (3) The protection of residential property from depreciating influences.
- (4) The efficient and overall integration of dwelling units with business and commercial property, schools, parks, public facilities and other urban development.
- (5) 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.
- (6) Considerations in high density residential areas:
 - (a) Good access to arterial streets, shopping facilities, schools and other frequented destinations for maximum convenience.
 - (b) Traffic network such that it is not

necessary to travel through less densely populated residential areas en route to principal destinations.

(c) Located where municipal facilities can be economically provided.

(d) Possibly located within or adjacent to commercial areas.

(7) Considerations in medium density residential areas:

(a) Reasonable access to shopping, places of work, recreation areas and other service centers.

(b) Allowing for some convenience stores in these neighborhoods where general commercial areas are beyond reasonable walking distance.

(c) Protection from heavy traffic through the neighborhood or other incompatible activities.

2. The city shall pursue possibilities for financial aid for both existing and new housing. Typical of this type of effort would be the HUD Emergency Rehabilitation Grant obtained in 1977 or cooperating with CSA in making winterization funds available.

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 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 within two years of adoption of this plan, 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 engineering 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.

8. The city code enforcement officer shall enforce sanitation, nuisance and other ordinances designed especially for the betterment of the living environment in our neighborhoods.

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 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.

POLICIES:

1. 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. 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. City shall encourage the adaptive use of existing historic structures which are presently vacant or underutilized, bringing to old buildings new uses for an extension of their productive life span.

4. City shall take an active role in establishing and promoting the Baker City Historic District as the primary force in retaining the vitality of the downtown commercial area.

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 the community. This will be accomplished within two years of adoption of this plan. 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. City shall within one year of acceptance of this plan adopt an 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.

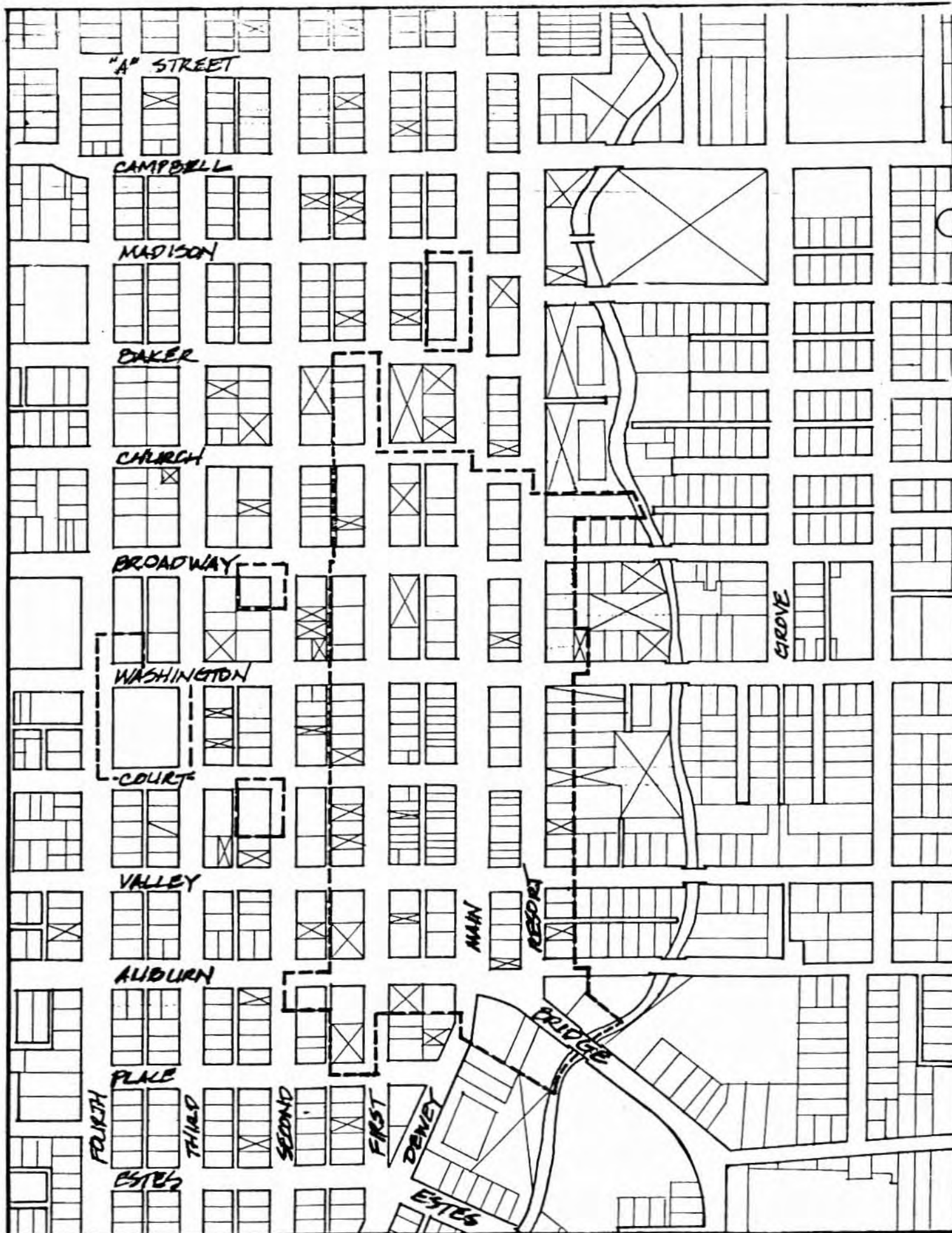
- d. Permitting as a conditional use in historic structures, uses which may be non-conforming in that zone.

3. It is expected to follow from 1. and 2. above that a permanent commission be appointed and given the responsibility for much of the future direction in this area.

4. An application for the downtown area to be named the Baker City Historic District on the National Register of Historic Places is now being processed. A map outlining the district is shown at the end of this section. City staff will be providing photographs and other support information as it is requested.

5. City staff shall provide information, assistance and direction in aiding public agencies or private individuals in their historic preservation efforts.

6. 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. 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 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 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'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 near future. The viability of the 10th 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 historical asset and is currently being considered for designation 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. The major issue pertaining to commercial development is the future role of the downtown area.

5. Future economic development of Baker 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 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, 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. There are possibilities for diversifying and improving the local economy. Baker does have advantages to offer industry seeking a location here:

1) a high quality of life, particularly for the outdoorsman; 2) the character of the community; and, 3) good access to interstate and rail transportation. Baker 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: 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, if the proper match of resources and advantages can be made with appropriate industries.

POLICIES:

1. City shall encourage and work towards increased employment opportunities for those unemployed or underemployed, particularly young adults.
2. City will be supportive of economic development resulting in increased income levels for Baker households.
3. City shall provide by zoning, for development space suitable to the needs of industrial and commercial development, maximizing especially transportation convenient

locations.

4. 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. City shall vigilantly protect its natural environment, certainly one of its finest features.

6. 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. 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 shall apply when considering future ones.