

City of Baker City Comprehensive Plan



Includes Amendments Through:
Ordinance No. 3382, 08/10/2021

INTRODUCTION

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

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

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

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

LIST OF AMENDMENTS

- Resolution No. 2081: 08/08/1966, Adopted comprehensive plan.
- Ordinance No. 2780: 12/26/1978, Adopted new comprehensive plan (Acknowledged by DLCD on 01/30/1980).
- Ordinance No. 2783: 03/13/1979, Amended land suitability map to remove approximately 320 acres of industrial land from the UGB (west ½ of Map 09s40e10).
- Ordinance No. 2805: 11/27/1979, Amended land suitability map and text to be consistent with the zoning map.
- Ordinance No. 2852: 11/10/1981, Amended various sections of text.
- Ordinance No. 2882: 04/12/1983, Amended land suitability map to expand commercial land (parcel east of Powder River between Bridge St. and Eldon St.).
- Ordinance No. 2940: 06/27/1986, Amended land suitability map to expand industrial land (parcel south of Pocahontas Road between 17th St. and railroad).
- Ordinance No. 2954: 06/23/1987, Amended various sections of text.
- Ordinance No. 2963: 02/09/1988, Amended land suitability map to change the UGB in the east Campbell Street area and expand commercial land (adjacent to Interstate and east of Smith Ditch).
- Ordinance No. 2977: 01/24/1989, Amended land suitability map to expand commercial land (parcels on Resort St. between Valley Ave. and Auburn Ave.).
- Ordinance No. 2978: 03/14/1989, Amended land suitability map to expand commercial land (parcel southeast of Birch St. and “D” St. intersection).
- Ordinance No. 2983: 09/12/1989, Amended land suitability map to expand commercial land (parcels north of Madison St. between Campbell St. and Resort St.).
- Ordinance No. 3019: 01/28/1992, Amended land suitability map to expand commercial land (parcels south of Hwy 86 between interstate and Best Frontage Road).
- Ordinance No. 3023: 10/08/1991, Amended land suitability map to add residential land to the UGB (Nazarene Church parcel northwest of Hughes Ln. and Cedar St.).
- Ordinance No. 3025: 01/28/1992, Amended land suitability map to expand commercial land (parcel adjacent to Cedar Street and north of Campbell Street).
- Ordinance No. 3035: 05/12/1992, Amended land suitability map to add residential land to the UGB (parcel east of Campbell St. and below west side of Smith Ditch).
- Ordinance No. 3054: 07/27/1993, Amended land suitability map to expand residential land (parcel southeast of “F” St. and East St. intersection).
- Ordinance No. 3055: 08/10/1993, Amended land suitability map to expand industrial land (parcel northeast of “F” St. and 15th St. intersection).
- Ordinance No. 3058: 09/28/1993, Amended land suitability map to expand industrial land (parcels north of “F” St. between East St. and Clark St.).
- Ordinance No. 3065: 03/08/1994, Amended land suitability map to expand residential land (parcels between Interstate and Smith Ditch).
- Ordinance No. 3073: 07/26/1994, Amended land suitability map to expand industrial land (parcels east of 14th Street between Campbell Street and “A” Street).
- Ordinance No. 3077: 07/26/1994, Amended land suitability map to add residential land to the UGB (parcel between Interstate and Smith Ditch).
- City Council Meeting: 09/24/1996, Approved the Transportation System Plan.

- Ordinance No. 3119: 09/09/1997, Amended land suitability map to expand commercial land (parcels adjacent to Interstate and south of Campbell Street).
- Ordinance No. 3121: 10/28/1997, Amended land suitability map to expand commercial land (parcel southeast of Hwy 7 and David Eccles Road intersection).
- Ordinance No. 3125: 03/24/1998, Amended land suitability map to expand residential land (parcels south of Auburn Ave. between 10th and 11th Streets and adjacent to 13th Street; and parcels north of Broadway St. between 13th and 14th St.).
- Ordinance No. 3135: 10/27/1998, Amended land suitability map to expand residential land (parcel west of 17th Street and north of "C" Street alignment).
- Ordinance No. 3141: 11/24/1998, Repealed by Ordinance No. 3143, 03/09/1999.
- Ordinance No. 3142: 02/09/1999, Amended land suitability map to expand residential land (parcels between Auburn Ave. and Place Street and from 11th Street to the alley between 12th Street & 13th Street)
- Ordinance No. 3149: 08/24/1999, Amended Urbanization, Housing, and Economic sections based on new analysis for lands needed for residential, commercial, and industrial uses.
- Ordinance No. 3160: 06/13/2000, Amended Solid Waste Disposal sections based on recommendations from the Solid Waste Management Plan.
- Ordinance No. 3166: 08/08/2000, Amended land suitability map to modify industrial land (parcels southeast of 14th Street and Baker Street).
- Ordinance No. 3170: 10/24/2000, Amended land suitability map to modify industrial land (parcels north of Broadway Street and west of the railroad to 13th Street).
- Ordinance No. 3171: 11/14/2000, Amended land suitability map to expand commercial land (parcels east of the railroad from Baker Street to Church Street).
- Ordinance No. 3175: 02/13/2001, Amended land suitability map to expand commercial land (parcel west of Interstate and south of "H" Street).
- Ordinance No. 3187: 07/24/2001, Amended Sewer System, Transportation, Domestic Water, and Extension of Sewer and Water Service sections, and added a Public Facilities Plan section.
- Ordinance No. 3188: 08/14/2001, Amended land suitability map to add residential land to the UGB south and west of the end of Indiana Avenue (parcels along Scenic Vista Lane).
- Ordinance No. 3193: 01/22/2002, Amended land suitability map to add residential land to the UGB south and west of the end of Indiana Avenue (additional parcels along Scenic Vista Lane).
- Ordinance No. 3209: 04/22/2003, Amended land suitability map to expand commercial land (parcels east of Resort Street and north of Campbell Street).
- Ordinance No. 3235: 09/28/2004, Amended Transportation System Plan to support traffic signal installation at the Campbell Street and Cedar Street intersection.
- Ordinance No. 3241: 01/25/2005, Amended land suitability map to expand commercial land (parcel east of Resort Street and north of Broadway Street).
- Ordinance No. 3311: 03/13/2012, Amended land suitability map to expand commercial land (parcels between Oak and Cedar Streets, north of Campbell Street).
- Ordinance No. 3323: 06/25/2013, Transportation System Plan Update incorporating relevant policies, maps, and standards into the Comprehensive Plan and Development Code.

- Ordinance No. 3347: 01/20/2016, Amendments to the Transportation System Plan and incorporation of relevant policies, maps and standards into the Comprehensive Plan and Development Code (Amending Ordinance No. 3341)
- Ordinance No. 3380: 10/09/2020, Amendments to the Baker City Development Code, Comprehensive Plan (Chapter IX) and Zoning Map
- Ordinance No. 3382: 08/10/2021, Amendments to the Baker City Development Code and Comprehensive Plan (Chapter X)

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STATEWIDE PLANNING GOALS

Adopted by the Land Conservation and Development Commission (LCDC)

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

Refer to “Public Involvement and Procedures for Planning”.

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

Refer to “Public Involvement and Procedures for Planning”.

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

Refer to “Land Suitability” and “Urbanization”.

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

Not applicable and not addressed in this plan.

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

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

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

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

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

Refer to “Existing Natural Features and Land Use”.

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

Refer to Public Facilities and Services – “Parks & Recreation”.

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

Refer to “Economic Element”.

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

Refer to “Housing”.

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

Refer to “Public Facilities and Services”.

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

Refer to Public Facilities and Services – “Transportation”.

GOAL 13: ENERGY CONSERVATION – To conserve energy.

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

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

Refer to “Urbanization”.

PUBLIC INVOLVEMENT AND PROCEDURES FOR PLANNING

GOAL:

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

FINDINGS:

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

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

POLICIES:

1. The City will make all reasonable efforts to publicize planning issues and meetings where these issues will be discussed and decided upon.
2. Persons or firms making proposals or applications for land use decisions that may have an affect on neighbors or the general public will be expected to provide descriptive materials and information adequate for the determination being made.
3. The Planning Commission will continue to undertake efforts to involve and inform the public of planning issues.
4. In instances where public hearings are required, relative to this plan, the Planning Commission and City Council will follow procedures established in the City's zoning ordinance. These bodies are responsible for considering the affects of a decision on the entire community and should not be swayed unduly by the number of persons testifying for or against a particular course of action.

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

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

IMPLEMENTATION:

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

FIRE PROTECTION

GOAL:

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

FINDINGS:

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

POLICIES:

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

IMPLEMENTATION:

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

PARKS & RECREATION

GOAL:

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

FINDINGS:

1. The following facilities are generally available:

CITY OWNED AND MAINTAINED

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

SCHOOL DISTRICT OWNED AND MAINTAINED

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

OTHER RECREATION AREAS

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

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

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

POLICIES:

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

IMPLEMENTATION:

1. The City staff shall study the concept of a systems development charge for financing of new park and recreation facilities. Staff shall further review subdivision requirements that pertain to this concern.
2. Planning Commission shall biannually, or more often if deemed necessary, identify and prioritize park and recreation facility needs as they may exist at that time.
The following items shall be considered and used as guides in making these determinations:
 - a) Perceived need or demand;
 - b) Parcel itself, including such elements as acreage, land configuration, soil and natural cover, slope, etc.;
 - c) Location, relationship to population served and to other similar facilities in town;
 - d) Zoning;
 - e) Access, safety, traffic patterns;
 - f) Aesthetics, compatibility with surroundings, possible buffers required;
 - g) Type of development and age segment of population to be served;
 - h) Acquisition costs, possible land swaps;
 - i) Maintenance and policing;
 - j) Coordination necessary with other agencies.
3. Development proposals shall be included as part of the City's capital improvement program.

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

POLICE PROTECTION

GOAL:

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

FINDINGS:

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

POLICIES:

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

IMPLEMENTATION:

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

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

SCHOOLS

GOAL:

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

FINDINGS:

1. School District 5-J operates four elementary schools within the city, each serving a geographical division of the city appropriate to enrollment capacities: Brooklyn School serving east Baker City, South Baker School, Churchill School in west Baker City, and North Baker School. These grade schools are situated on three to four acre sites which provide open space as a kind of neighborhood courtyard drawing young people together, while still serving as a buffer between the school and surrounding residential areas. (Specific recreation facilities are listed in that section of this plan.)
2. The Baker Middle School occupies a six-acre site near the geographical center of town. The two buildings, separated by Washington Avenue, are partly in a commercial and partly in a residential zone. The school district foresees the need for modernization or reconstruction here if the Middle School is to continue at this site. There has been discussion as to its location being less than ideal and perhaps more suitable for some other use, such as a law enforcement center.
3. Baker High School is located in the north end of town on about a 50-acre tract. Presently some 20 acres is built upon or used for recreational/athletic purposes.
4. Baker City's schools now have approximately 2,200 students. The Superintendent states that this enrollment level represents about 70% of the physical plant's capacity. With the minor growth anticipated over the next 10 to 20 years, it is not anticipated that any further school facilities will need to be constructed.
5. The 1966 Plan expressed concern with the 3-to-4 acre elementary school sites. It stated that the Oregon State Department of Education recommended a 5-acre minimum plus an additional acre for each 100 students, and suggested that the school district purchase additional property for this expansion. This is still viewed as desirable by the district; however, funds for these land acquisitions are not readily available. One small addition of approximately 1/8 acre

was made during the past 11 years, this at North Baker School for the tennis courts at that location.

POLICIES:

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

IMPLEMENTATION:

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

PUBLIC FACILITY PLAN

GOALS:

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

FINDINGS:

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

POLICIES:

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

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

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

IMPLEMENTATION:

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

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

SEWER SYSTEM

GOAL:

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

FINDINGS:

Storm Sewers:

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

Sanitary Sewer:

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

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

POLICIES:

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

IMPLEMENTATION:

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

SOLID WASTE DISPOSAL

GOAL:

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

FINDINGS:

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

POLICIES:

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

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

IMPLEMENTATION:

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

TRANSPORTATION

GOAL:

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

FINDINGS:

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

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

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

- d) Low traffic volumes and speeds, which support bicycling without separate bicycle lanes.
- 12. The City has developed a prioritized list of planned roadway extensions, roadway modifications, and intersection improvements as part of its Transportation System Plan.
- 13. The I-84 Exits 302 and 306 Interchange Area Management Plan (IAMP) shall serve as the long range comprehensive management plan for providing the transportation facilities that are specifically related the two interchanges and the planned local street network for the area.
- 14. The City will coordinate development review with and assist ODOT in monitoring interchange development to protect interchange functions, as follows:
 - a) The primary function of the I-84 Exit 302 interchange is to provide truck and vehicular access to northern Baker City and OR 86, including the industrial lands along Best Frontage Road and at the Baker City Airport. A secondary function is to provide an alternative access to central Baker City and to US 30.
 - b) The primary function of Exit 306 is to provide access to downtown and southern Baker City, particularly for individuals coming from the east. A secondary function is to provide access to various regional visitor attractions, such as Phillips Reservoir and the historic mining town, the City of Sumpter.

POLICIES:

- 1. The City will take steps to assure that the Transportation System Plan and Public Facility Plan are coordinated, particularly with regard to recommended capital improvements.
- 2. The City shall determine street status designation on a continuing basis.
- 3. Street construction standards, signaling, signing, and all services (for example, sweeping and snow removal) shall correspond with these designations and be appropriate to the particular street's design and use.
- 4. The City shall designate truck routes and enforce their use where necessary and desirable.
- 5. The City will strive to facilitate variety and adequacy of the transportation services available to the community.
- 6. The City shall repair, construct new, and generally upgrade its streets to the greatest extent possible recognizing monetary constraints.
- 7. Airport facilities shall be maintained at a level which is adequate for the safety of its use and protects the capital investment in existing improvements. In addition, the City shall prohibit structures either within city limits or the Urban Growth Boundary that impact on the airport conical surface.
- 8. Sidewalks shall be provided in new subdivisions and pursuant to Development Code requirements for reasons of safety, ease of pedestrian movement, and as a buffer between street

and privately-owned land uses. The City may accept interim improvements, and may pursue grants for infill sidewalk projects that cannot otherwise be provided through development exactions.

9. Bike lanes shall be provided as designated by the Bicycle Network Plan to make bicycling safe, enjoyable and an efficient alternative to local motorized transport. Potential recreational use shall be considered as well, particularly in designating routes inappropriate for motor vehicle traffic.
10. Multi-use paths are appropriate in the general locations shown on the Pedestrian and Bicycle Network Plans. Where there is property owner support for creating multi-use paths, the City will work cooperatively with property owners and pursue grants to develop multi-use paths. The City may also adopt incentives for pathway development, for example, through transportation system development charge credits and/or adjustments to open space and/or standard subdivision improvement requirements. (These options would require amending the Development Code.)
11. Any proposed public right-of-way extension, opening, addition, widening, or improvement, closure or vacation must be formally approved and accepted by the City, pursuant to Development Code provisions and the 2013 Baker City Transportation System Plan, and any amendments thereto. Also, any private use of any public right-of-way must receive prior approval. The City may, at its discretion, require certain improvements be made or make other stipulations as a condition to the City's acceptance of any street or alley use. This is done specifically for reasons of the City's liability in public right-of-way, maintenance obligation, police patrol, fire access and responsibility generally for the public peace, safety and welfare.
12. The City of Baker City will address access concerns in the development of new streets and the management of the existing ones. In addressing these concerns, the City shall coordinate with ODOT and avoid conflicts with State Highway Access Management Rules, and:
 - a) Support the ODOT Special Transportation Area (STA) designation of the state highway segments outlined in Table 1. The STA designation would acknowledge Baker's historic development pattern, including the presence of on-street parking.
 - b) Support the ODOT Urban Business Area (UBA) designation of the state highway segments outlined in Table 1. The UBA designation would acknowledge the unique access characteristics and potentially streamline the permit process for uses in these areas.

Table 1: Recommended Special Transportation Area (STA) and Urban Business Area (UBA) Designations		
<i>Roadway</i>	<i>From (milepost)</i>	<i>To (milepost)</i>
STA Designation for US 30 (La Grande-Baker Highway)		
Broadway Street	10 th Street (51.23)	Main Street (51.79)
Main Street	Broadway Street (51.79)	Auburn Avenue (52.04)
Auburn Avenue/Elm Street	Main Street (52.04)	Powder River Bridge (52.13)
UBA Designation for US 30 (La Grande-Baker Highway)		
10th Street	Hughes Lane (49.97)	Broadway Street (51.79)
STA Designation for OR 86 (Baker-Copperfield Highway)		
Main Street	Broadway Street (0.00)	Baker Street (0.13)
UBA Designation for OR 86 (Baker-Copperfield Highway)		
Main Street	Baker Street (0.12)	Campbell Street (0.24)
Campbell Street	Main Street (0.12)	Birch Street (0.98)
STA Designation for OR 7 (Whitney Highway)		
Main Street/Dewey Avenue	Estes Avenue (50.83)	Auburn Avenue (50.96)

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

IMPLEMENTATION:

1. Figure 3-1 identifies significant transportation routes within the city, and classifies them as Arterials and Collectors (as defined in the Findings section, Item 3). Planned and possible future extensions of Arterials and Collectors needing additional right-of-way are also noted. (None of these classifications considers the present condition of any street other than the fact of its being open or not.) These designations will be reviewed at a minimum of once yearly by the City staff who will recommend needed changes or adjustments.
2. The City’s Public Works Department shall review annually and recommend needed changes or adjustments in the previously adopted street standards that pertain to construction, signaling, signing, and all street related services.
3. The City shall make effective use of all available resources in order to retain all transportation service presently available and to re-acquire, if possible, commuter airline service. The City shall also be receptive to new alternatives that appear in the best interests of the community’s

residents.

4. The City shall implement its highest priority transportation projects. The Public Works Department shall, pursuant to available funding, schedule projects in advance in order to provide sufficient lead time in planning and coordinating all necessary elements. Criteria for project selection shall include the following:
 - a) Implementation of plan goals and policies with specific reference to map of planned transportation network.
 - b) Present and anticipated public need, use (traffic counts, if available), density of development in area to be served.
 - c) Condition of existing streets.
 - d) Public demand, petition by owners, number of owners, and length of time request on file.
 - e) Relationship to other planned or anticipated improvements or development either public or private.
 - f) Use classification, traffic flow and safety.
 - g) Relationship to existing paved streets (logical extension or isolated improvements?).
 - h) Engineering considerations:
 - i) General feasibility.
 - ii) Right-of-way (possible acquisition required?);
 - iii) Cost of construction with respect to area conditions such as soils, slope, groundwater, or ditches.
 - iv) Size of project as relates to time and cost;
 - v) Capability of other utilities to keep pace with construction;
 - vi) Special problems or conditions;
 - i) Annual 'balance' of type and size of projects.
5. The City shall integrate the above extension and bridge proposals and the street construction program as part of the general capital improvement plan.
6. The City shall integrate pedestrian and bicycle improvements with its Capital Improvement Program.
7. The City has adopted an Airport Master Plan. The City shall continue to coordinate efforts to obtain federal financing which will make the capital improvements program set forth in said Master Plan possible.
8. The City shall take any and all lawful actions as it sees fit to continually insure that any use of

or action affecting a public right-of-way will follow established City ordinances and policies and is in the public interest.

9. The City through its Development Code shall ensure the provision of adequate multi-modal transportation facilities needed to serve development.
10. The City supports efforts to work with the County and ODOT in pursuit of funding for Interchange Area Management Plan (IAMP) interchange projects.

DOMESTIC WATER

GOAL:

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

FINDINGS:

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

thousand feet of old steel mains in the core area of town.

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

POLICIES:

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

IMPLEMENTATION:

1. System needs that can be identified shall be incorporated as part of the City's Public Facility Plan capital improvements program. Some projects may require additional study, which will be the responsibility of the City's Public Works Department or its consultant.
2. A watershed management plan will be jointly arrived at between the City and U.S. Forest Service. Any actions necessary to affect that plan will follow.

3. The system shall be monitored continually by the Public Works Director; he shall present the City Manager with a written evaluation and statement of needs once each year in conjunction with preparation of the annual budget.

EXTENSION OF SEWER AND WATER SERVICE

GOAL:

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

POLICIES:

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

EXISTING NATURAL FEATURES AND LAND USE

GOAL:

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

FINDINGS:

Natural Features

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

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

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

Existing Land Use

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

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

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

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

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

POLICIES:

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

IMPLEMENTATION:

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

LAND SUITABILITY

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

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

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

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

	Generally Serious Consideration XX	Some Consideration X	Minor or None	
	Residential	High-Density Residential	Commercial	Industrial
SITE SPECIFIC LAND FEATURES:				
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

	Residential	High-Density Residential	Commercial	Industrial
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	

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

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

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

The high-density designation for residential use has been expanded considerably. From the central part of the city, high density residential (with minimum lot size of 5000 square feet for a single family residence and greater allowance for multi-family dwellings) extends southward to include the Wilovale area and all of south Baker City and eastward to approximately Clark Street. In addition, much of the area north of Campbell Street and east of the river now zoned commercial is shown returning to its earlier residential classification. Also, this area has developed as a site for assisted housing, particularly housing for the elderly. As of 1981, one 32-unit congregate housing project has been located in this area and another 30 units planned for 1982 has actually been built. This development has served to spur the installation of the utilities in this area necessary to support residential growth. Very little commercial development of this property has occurred. With its close-in location, the availability of service facilities and the large amount of publicly owned lands dedicated to recreational opportunities, high density residential use appears particularly appropriate. Furthermore, the designation of this land and additional areas of town for such use means that the per unit conversion costs of raw land to improved lots is lessened; and thus, new housing is affordable to a greater percentage of the buyer's market.

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

New land designated for commercial uses is to be found, principally, in three locations. Significantly, these areas are outside the city limits - in the U.S. 30, Chico Lane, Pocahontas Road triangle, north of Hughes Lane and south of the freeway interchange between I-84 N and the county

road, and south of 'H' Street, and east of I-84 N. Much of the triangle is already developed with some properties already receiving City water and sewer; the other areas are essentially undeveloped to any urban use, but their potential, due primarily to location, has been recognized. Only a small portion of the east Campbell Street area is presently developed in commercial use and it is anticipated that retailing and particularly services for the motoring public will increase in time, while the downtown should remain the heart of the city's commercial life, boosted considerably by a transfusion of old blood in the form of a National Historic District.

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

URBANIZATION

GOAL:

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

FINDINGS:

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

POLICIES:

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

IMPLEMENTATION:

1. The City shall adhere to a policy of not providing services outside the city limits except for those areas considered suitable for industrial and commercial development within the urbanization boundary. The development of these areas will be guided by the extension

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

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

HOUSING

GOAL:

To encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

FINDINGS:

The following is a report prepared by Johnson Economics on behalf of Baker City dated March 2021 and entitled “Housing and Residential Land Needs Assessment (Oregon Statewide Planning Goal 10)”.

INTRODUCTION

This analysis outlines a forecast of housing need within the Urban Growth Boundary (UGB) of Baker City. Housing need and resulting land need are forecast to 2040 consistent with 20-year need assessment requirements of Oregon Revised Statutes.¹ This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- Environics Analytics Inc.²
- Oregon Employment Department
- City of Baker City
- Baker County
- Other sources are identified as appropriate.

This analysis relies heavily on Census data from both the Decennial Census, and the American Community Survey (ACS). Generally, data from the ACS has a larger statistical margin of error than the 10-year Census. This analysis relies whenever possible on the most recent ACS 5-year estimates. The 5-year estimates have the lowest margin of error in comparison to the ACS 3-year and 1-year estimates. All Census data feature some margin of error but remain the best source of data available on many demographic and housing subjects.

CITY OF BAKER CITY DEMOGRAPHIC PROFILE

¹ ORS 197.628; OAR 660-025

² Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

SUMMARY

The following table (Figure 2.1) presents a profile of City of Baker City demographics from the 2000 and 2010 Census. It also reflects the estimated population of this area as of 2019 from PSU estimates, forecasted forward to 2020 using the growth rate since 2010.

- Baker City is a City of roughly 10,000 people located in the center of Baker County near the eastern edge of Oregon state. The city represents roughly 2/3 of the county’s population.
- Baker City is roughly the 50th largest city in the state by population, similar in size to other cities such as Ontario or Prineville.
- According to the US Census and PSU estimates, Baker City has experienced moderate growth, growing by just over 1% since 2000. In comparison, Baker County is estimated to have experienced even lower growth of less than 1% since 2000, while the state population grew by 24%.
- Baker City was home to an estimated 4,300 households in 2020, an increase of 440 households since 2000. The percentage of families has fallen from 65% of all households in 2000 to 58% in 2020. The city has a lower share of family households than Baker County (62%) and the state (63%). Average household size is estimated to have fallen during this period but is similar to that of the county.
- Baker City’s estimated average household size is 2.23 persons. This is statistically the same as the Baker County average of 2.22 but lower than the statewide average of 2.47.

FIGURE 2.1: BAKER CITY DEMOGRAPHIC PROFILE

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000	2010	Growth	2020	Growth
	(Census)	(Census)	00-10	(PSU)	10-20
Population ¹	9,860	9,828	0%	9,980	2%
Households ²	3,875	4,212	9%	4,313	2%
Families ³	2,514	2,529	1%	2,492	-1%
Housing Units ⁴	4,435	4,611	4%	4,736	3%
Group Quarters Population ⁵	418	356	-15%	362	2%
<i>Household Size (non-group)</i>	2.35	2.38	1%	2.23	-6%
<i>Avg. Family Size</i>	2.92	2.90	-1%	2.89	0%
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2020	Growth
	(Census)	(Census)	00-10	(Proj.)	10-20
Per Capita (\$) Median	na	\$18,997	na	\$26,659	40%
HH (\$) Median	na	\$38,442	na	\$46,122	20%

SOURCE: Census, PSU Population Research Center, and Johnson Economics
Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

1 From PSU Population Research Center, growth rate 2000-2019 extended to 2020

2 2020 Households = (2020 population - Group Quarters Population)/2020 HH Size

3 Ratio of 2020 Families to total HH is based on 2018 ACS 5-year Estimates

4 2020 housing units are the '10 Census total plus new units permitted from '10 through '20 (source: Census, City)

5 Ratio of 2020 Group Quarters Population to Total Population is kept constant from 2010.

A. POPULATION GROWTH

Since 2000, Baker City has grown by roughly 120 people within the UGB, or 1.2% in 20 years. This was higher than the countywide rate of growth. In comparison, the population of the state grew by an estimated 24% during this period.

B. HOUSEHOLD GROWTH & SIZE

As of 2020, the city has an estimated 4,315 households. Since 2000, Baker City has added an estimated 440 households. This is an average of roughly 22 households annually during this period. The growth since 2000 has outpaced the estimated growth in new housing units, which have been permitted at the rate of roughly 15 units per year.

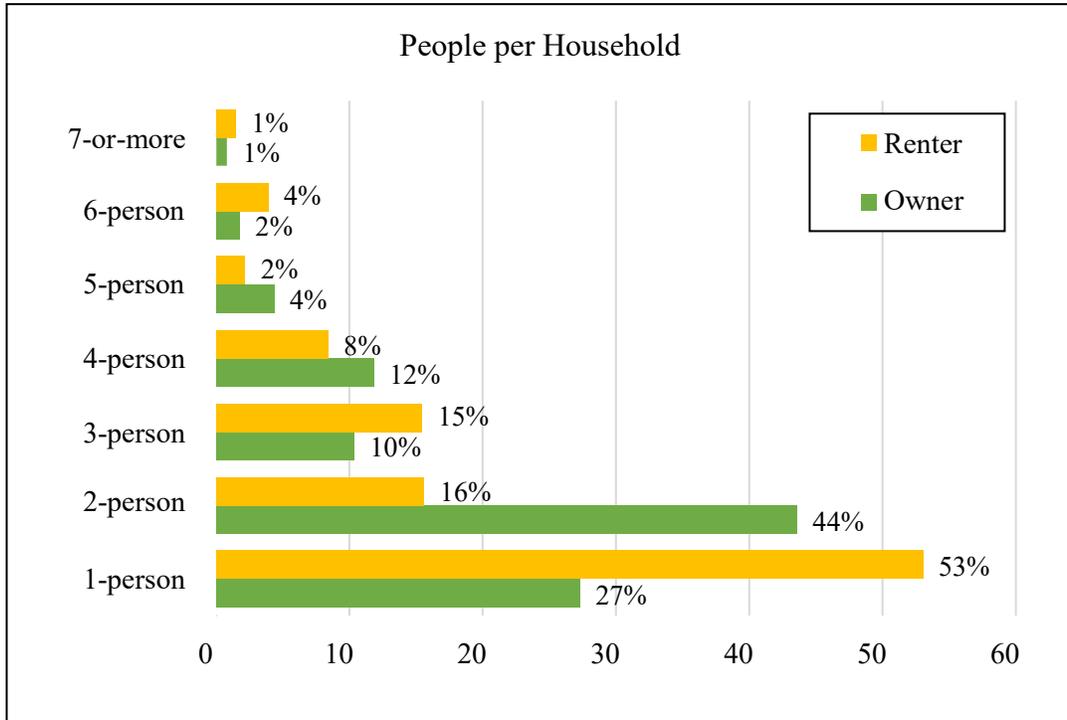
The growth in the number of households has counterintuitively outpaced the growth in population, because the average household size fell roughly 5% in that period. Smaller households mean the same population is distributed among a greater number of households.

There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall.

Baker City's average household size of 2.2 people, with 58% family households.

Figure 2.2 shows the share of households by the number of people for renter and owner households in 2018 (latest data available), according to the Census. Renter households are more likely to have one person, or the largest household sizes (six or more persons). Owner households are more likely to have two persons, or four to five persons. Household size correlates to housing needs.

FIGURE 2.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF BAKER CITY



SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: B25009 (2018 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2018 ACS, 58% of Baker City households were family households, lower than in 2000 (65%). But the total number of family households in Baker City is estimated to have remained roughly steady since 2000. The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2020, family households in Baker City had an average size of 2.9 people.

D. GROUP QUARTERS POPULATION

The City of Baker City has an estimated group quarters population of 3.6% of the total population, or 362 persons. Group quarters include such shared housing situations as nursing homes, prisons, dorms, group residences, military housing, or shelters. In Baker City, the inmate population of Powder River Correction facility represents a large share of this group population. For the purposes of this analysis, these residents are removed from the estimated population total, before determining the amount of other types of housing that are needed for non-group households. (The share of group quarters population is assumed to remain steady over the 20-year forecast period.)

E. HOUSING UNITS

Data from the City of Baker City and the US Census indicate that the city added just over 300 new housing units since 2000, representing 7% growth in the housing stock. This number of new units is lower than the growth in new households estimated during the same period (440), indicating that housing growth has not kept pace with growing need.

As of 2020, the city had an estimated housing stock of roughly 4,738 units for its 4,313 estimated households. This still translates to an estimated average vacancy rate of over 8%. Much of this discrepancy is likely due to second home and short-term rental units, which are counted as vacant

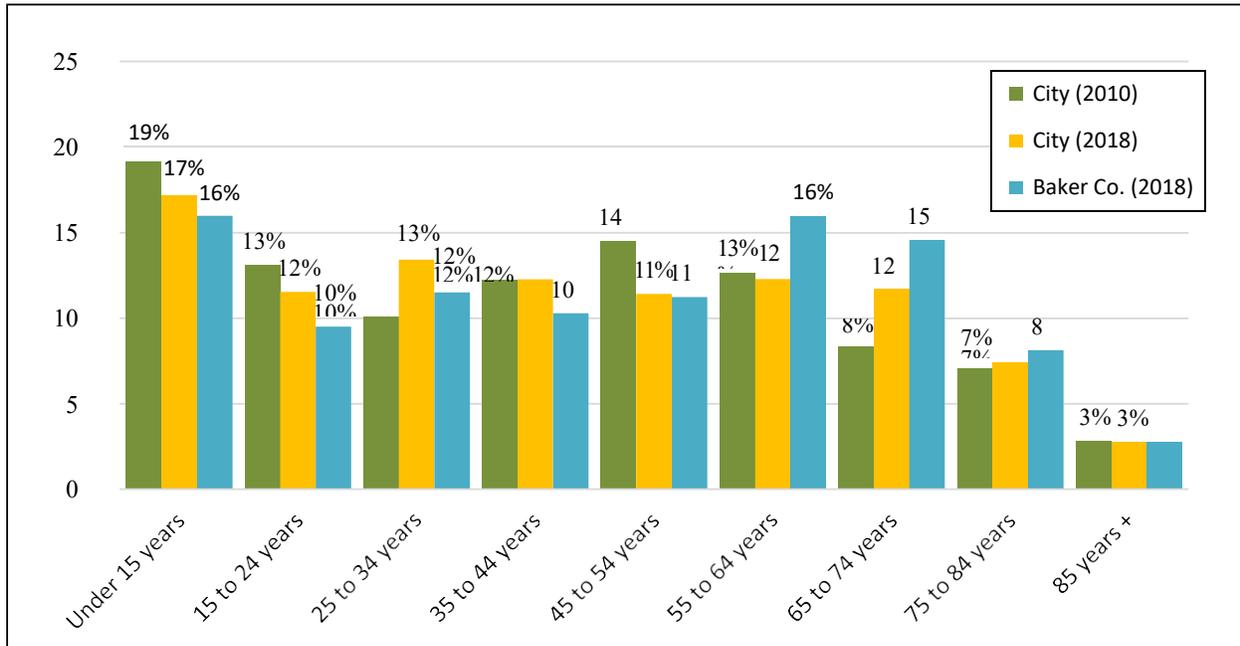
as they have no permanent resident.

Residential Permits: The City of Baker City accounts for most of the countywide residential permits in Baker County. Between 2010 and mid-2020, a total of 125 units have been permitted in the city, or an average of 12 per year. 109 of these permits are for single family homes. Four duplexes have been permitted, with a total of eight units. No large multi-family residential buildings have been permitted in recent years.

F. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the most recent 5-year American Community Survey estimates. As the chart shows, there is a general trend for the youngest cohorts to fall as share of total population, while older cohorts (65+) have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. Overall, Baker City has a younger population than the county, with a greater share of children. There has also been estimated growth in the those aged 25 to 35 as a share of the population in Baker City.

FIGURE 2.3: AGE COHORT TRENDS, 2010 - 2018

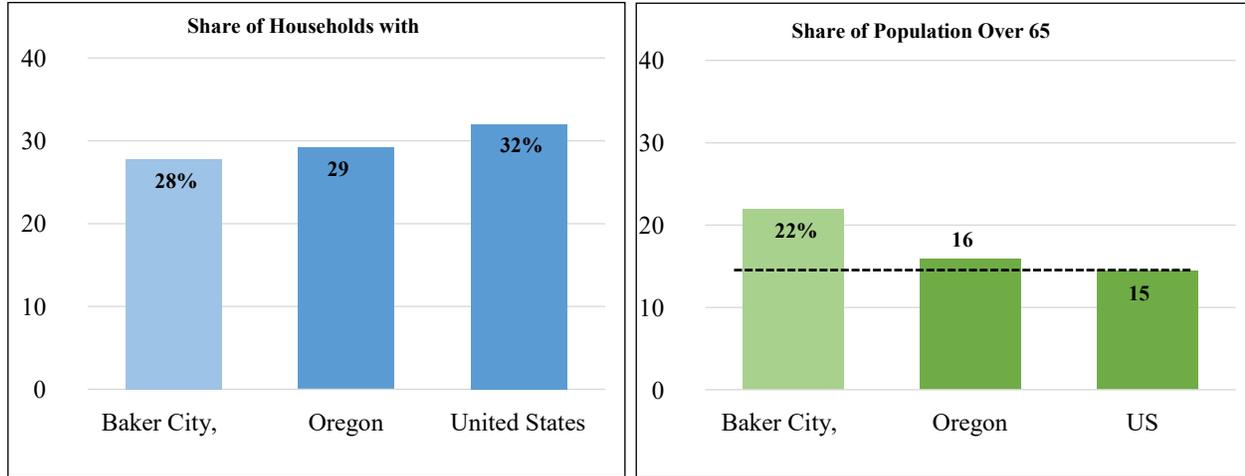


SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: QT-P1 (2010); S0101 (2018 ACS 5-yr Estimates)

- The cohorts which grew the most in share during this period were those aged 65 to 74 years. Still, an estimated 78% of the population is under 65 years of age.
- In the 2018 ACS, the local median age was an estimated 42 years, compared to 38 years in Oregon.

Figure 2.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, Baker City has a slightly lower share of households with children. But at 22%, the share of population over 65 is much higher than the state and national figures.

FIGURE 2.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (BAKER CITY)



SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: B11005; S0101 (2018 ACS 5-yr Estimates)

G. INCOME TRENDS

The following figure presents data on Baker City’s income trends. (2000 Census data on income is not available for Baker City.)

FIGURE 2.5: INCOME TRENDS, 2000 – 2020

PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2020	Growth
	(Census)	(Census)	00-10	(Proj.)	10-20
Per Capita (\$)	na	\$18,997	na	\$26,659	40%
Median HH (\$)	na	\$38,442	na	\$46,122	20%

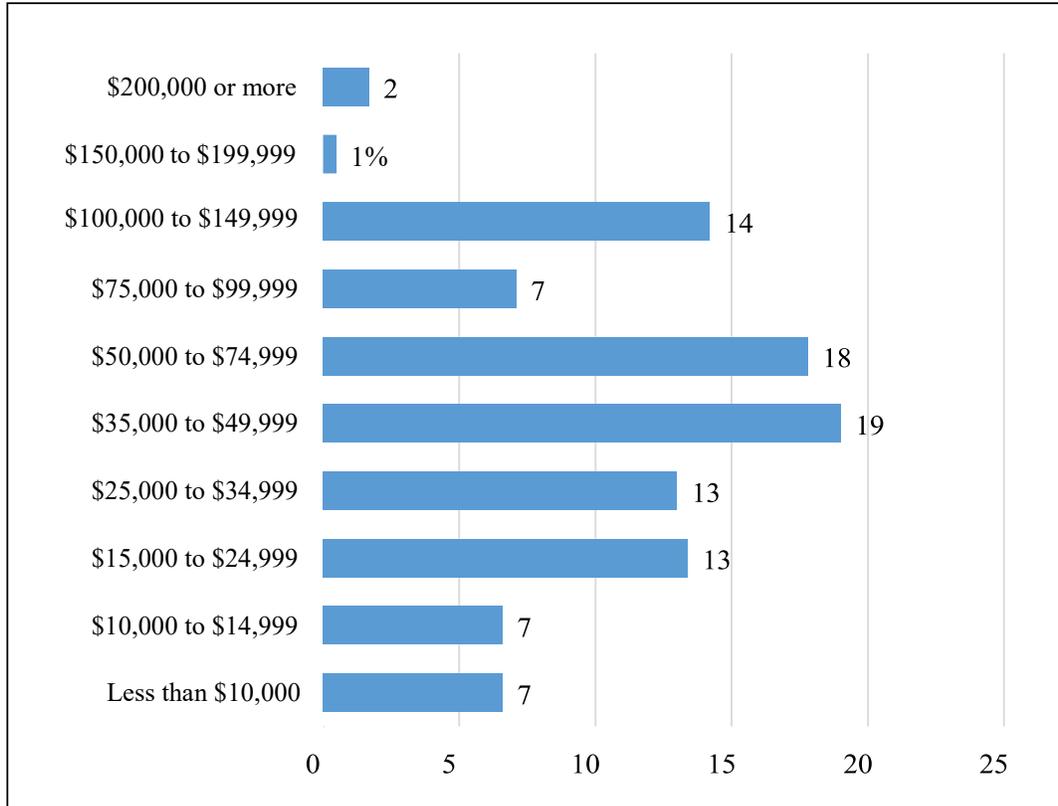
SOURCE: Census, PSU Population Research Center, and Johnson Economics
 Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- Baker City’s estimated median household income was \$46,000 in 2020. This is slightly higher than the Baker County median of \$43,000, but 18% lower than the statewide median of \$56,000.
- Baker City’s per capita income is roughly \$26,500.
- Median income has grown an estimated 20% between 2010 and 2019, in real dollars. Inflation was an estimated 18% over this period, so the local median income has kept pace with inflation. This is not the case in many regions and nationally, where income growth has not kept pace with inflation.

Figure 2.6 presents the estimated distribution of households by income as of 2018. The largest income cohorts are those households earning between \$35k and \$75k, followed by households earning between \$15k and \$35k. Fifty- five percent of households earn between \$25,000 and \$75,000.

- Roughly 25% of households earn less than \$25k per year, while roughly 25% of households earn \$75k or more.
- Over 16% of households earn more than \$100k per year.

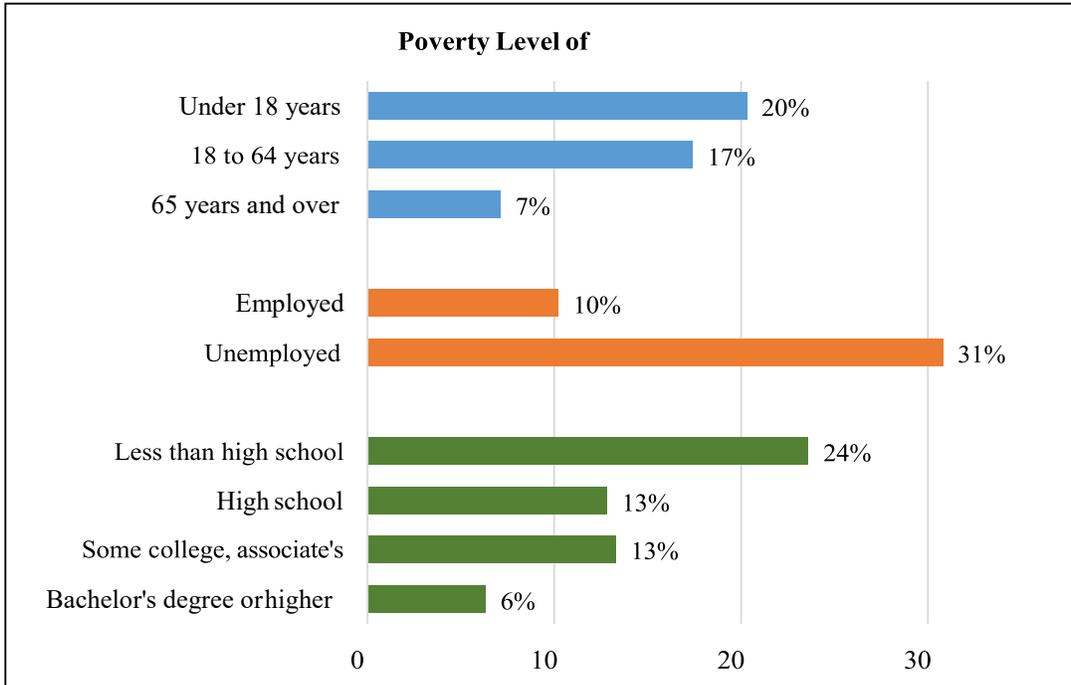
FIGURE 2.6: HOUSEHOLD INCOME COHORTS, 2018



SOURCE: US Census, Census Tables: S1901 (2018 ACS 5-yr Est.)

H. POVERTY STATISTICS

FIGURE 2.7: POVERTY STATUS BY CATEGORY (BAKER CITY)



SOURCE: US Census
Census Tables: S1701 (2018 ACS 5-yr Est.)

According to the US Census, the official poverty rate in Baker City is an estimated 16% over the most recent period reported (2018 5-year estimates).³ This is roughly 1,450 individuals in Baker City. In comparison, the official poverty rate across the state is a similar 17%. In the 2014-18 period:

- The Baker City poverty rate is lowest among those over 65 years of age at 7%. The rate is 17% among those between 18 and 64 years of age. The estimated rate is the highest for children at 20%.
- For those without a high school diploma the poverty rate is 24%, and for those with a high school diploma, the poverty rate is 13%. For those with a college degree the rate is 6%.
- Among those who are employed the poverty rate is 10%, while it is 31% for those who are unemployed. Information on affordable housing is presented in Section II F of this report.

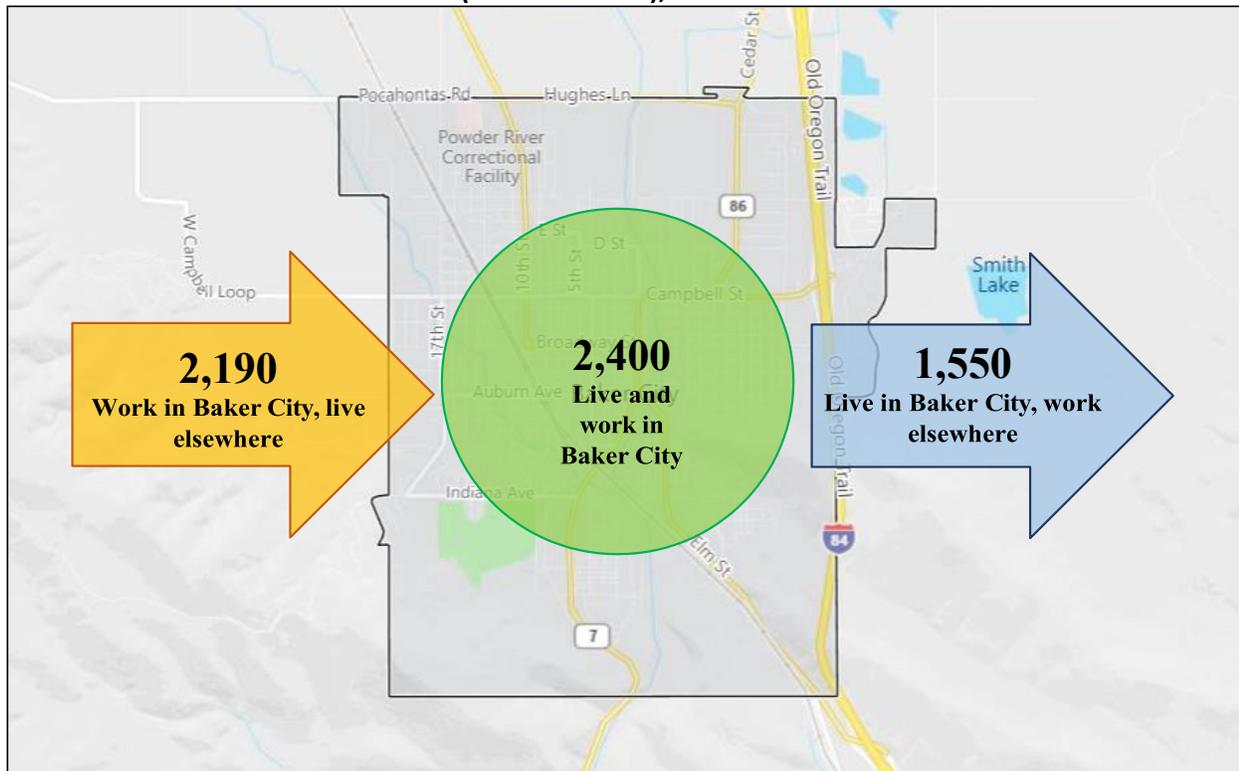
I. EMPLOYMENT LOCATION TRENDS

This section provides an overview of employment and industry trends in Baker City that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Baker City according to the Census Employment Dynamics Database. These figures reflect “covered employment” as of 2017, the most recent year available. (Covered employment refers to those jobs where the employee is covered by federal unemployment insurance.) This category does not include many contract employees and self-employed and therefore is not a complete picture of local employment. The figure discussed here is best understood as indicators of the general pattern of commuting and not exact figures.

³ Census Tables: S1701 (2018 ACS 5-yr Estimates)

FIGURE 2.8: COMMUTING PATTERNS (PRIMARY JOBS), BAKER CITY



Source: US Census Longitudinal Employer-Household Dynamics

As of 2017, the most recent year available, the Census estimated there were nearly 4,600 covered employment jobs located in Baker City. Of these, an estimated 2,400 or 52%, are held by local residents, while nearly 2,200 employees commute into the city from elsewhere. This pattern is fairly common among most communities. The most common homes of local workers commuting into the city are La Grande and Huntington.

Of the estimated 3,950 employed Baker City residents, 39% of them commute elsewhere to employment. The most common destinations for Baker City commuters are La Grande and Pendleton.

Jobs/Household Ratio: Baker City features a fairly low jobs-to-households ratio. There are an estimated 4,600 jobs in the City of Baker City (including covered and non-covered), and an estimated 4,313 households in Baker City. This represents 1.1 jobs per household. There is no standard jobs-to-households ratio that is right for all communities, but it can provide a guide to the balance between employment uses and residential uses in the city.

CURRENT HOUSING CONDITIONS

This section presents a profile of the current housing stock and market indicators in Baker City. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

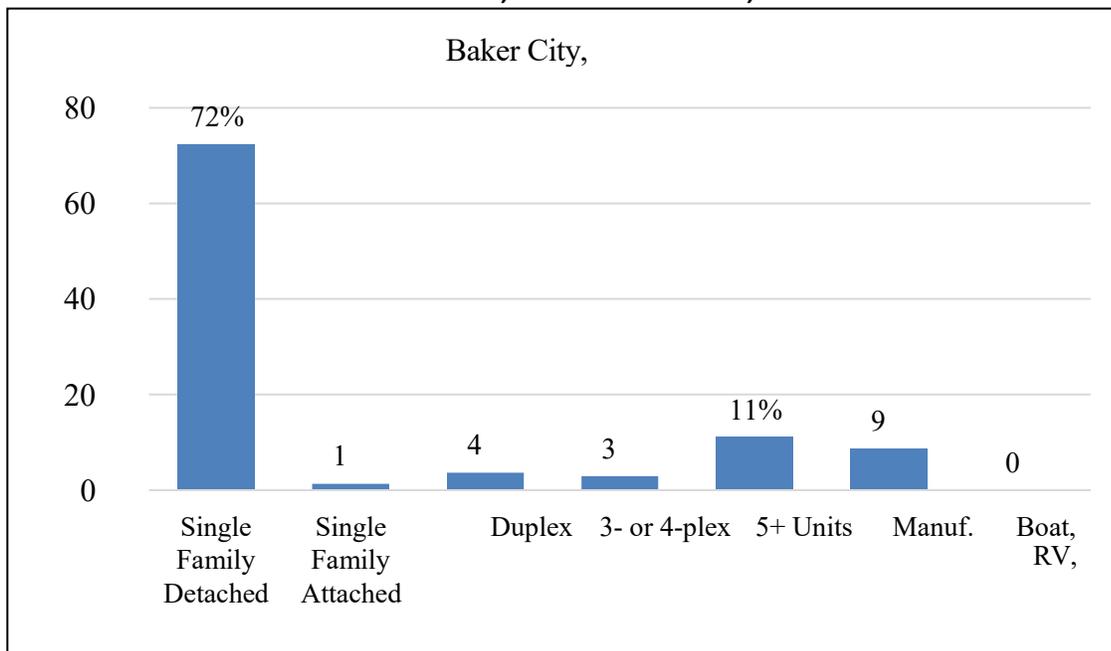
Baker City has a greater share of homeowner households than renter households. The 2018 American Community Survey estimates that 66% of occupied units were owner occupied, and 34% renter occupied. The ownership rate has remained stable since 2000. During this period the statewide rate fell from 64% to 61%. Nationally, the homeownership rate is a similar 66%.

The estimated ownership rate is higher across Baker County (70%).

B. HOUSING STOCK

As shown in Figure 2.1, Baker City had an estimated 4,736 housing units in 2020, with a vacancy rate of 8.9% (includes ownership, rental units, and second homes). The housing stock has increased by roughly 300 units since 2000, or growth of 7%.

FIGURE 3.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2018



SOURCE: US Census, City of Baker City

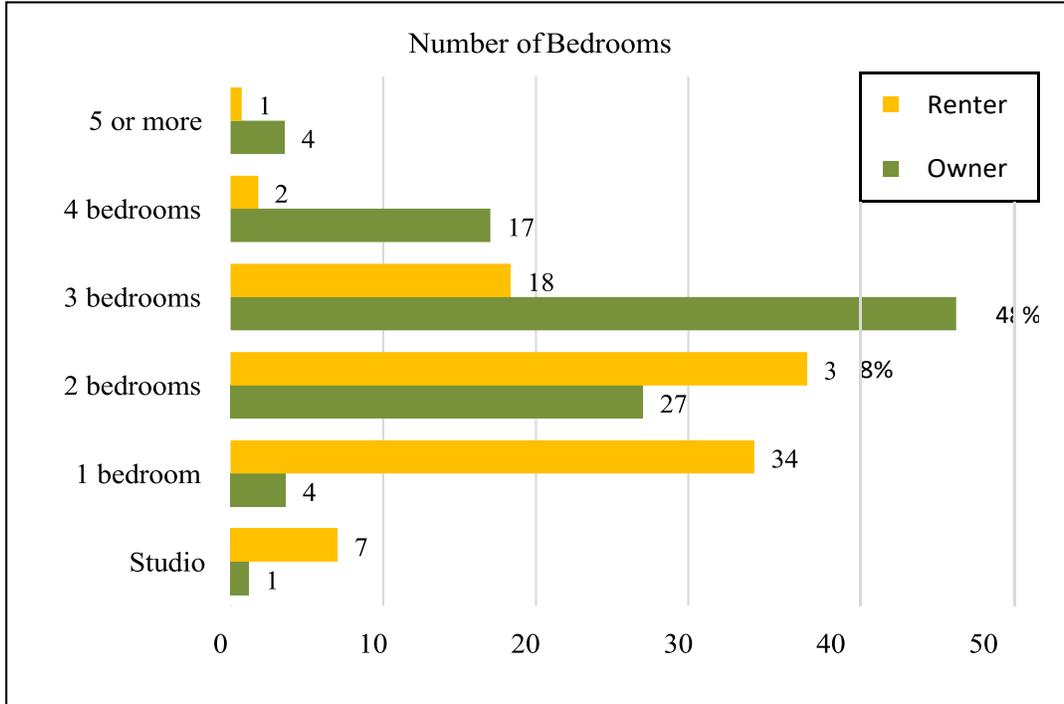
Figure 3.1 shows the estimated number of units by type in 2020 based on US Census. Detached single-family homes represent an estimated 72% of housing units. Manufactured homes represent an additional 9% of the inventory.

Units in larger apartment complexes of 5 or more units represent only 11% of units, and other types of attached homes represent 8% of units. (Attached single family generally includes townhomes, some condos, and 2 to 4-plexes which are separately metered.)

C. NUMBER OF BEDROOMS

Figure 3.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are much more likely to have three or more bedrooms, while renter-occupied units are much more likely to have two or fewer bedrooms.

FIGURE 3.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2018



SOURCE: US Census
Census Tables: B25042 (2018 ACS 5-year Estimates)

D. UNIT TYPES BY TENURE

As Figure 3.3 and 3.4 show, a large share of owner-occupied units (88%) are detached homes, which is related to why owner-occupied units tend to have more bedrooms, as do manufactured homes (11%). Renter-occupied units are much more distributed among a range of structure types. An estimated 46% of rented units also include detached homes or manufactured homes, while the remainder are some form of attached unit. Nearly 32% of rental units are in larger apartment complexes.

FIGURE 3.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

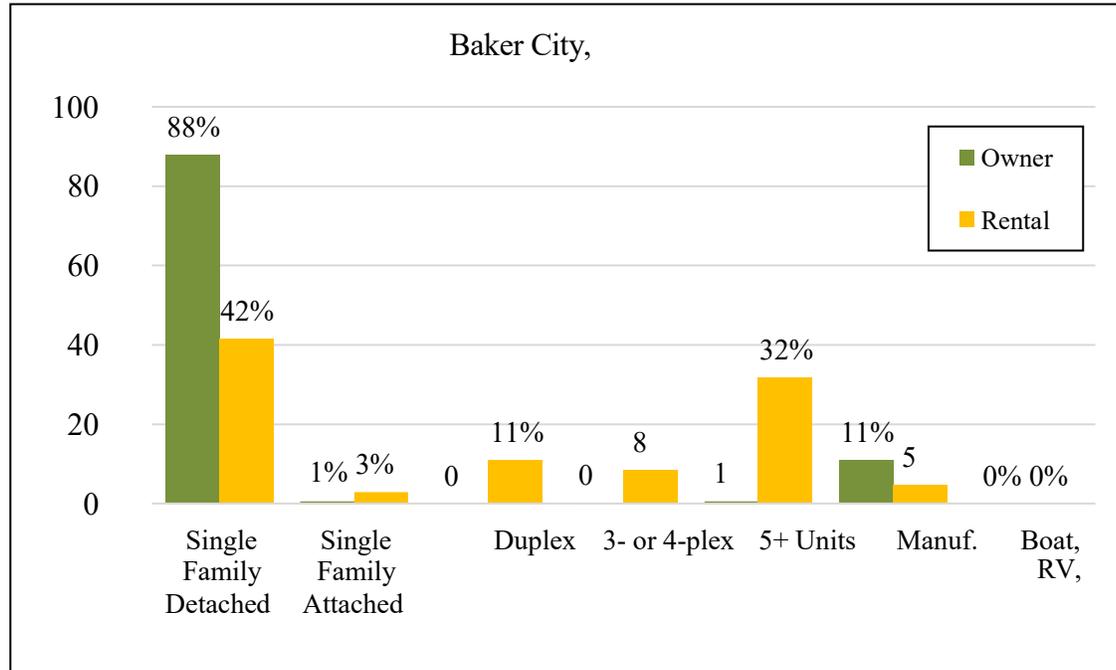
OWNERSHIP HOUSING								
Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	2,759	18	0	6	18	339	0	3,141
Percentage:	87.8%	0.6%	0.0%	0.2%	0.6%	10.8%	0.0%	100%

RENTAL HOUSING

RENTAL HOUSING								
Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	663	46	173	135	506	73	0	1,595
Percentage:	41.5%	2.9%	10.8%	8.5%	31.7%	4.6%	0.0%	100%

Sources: US Census, JOHNSON ECONOMICS, CITY OF BAKER CITY

FIGURE 3.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

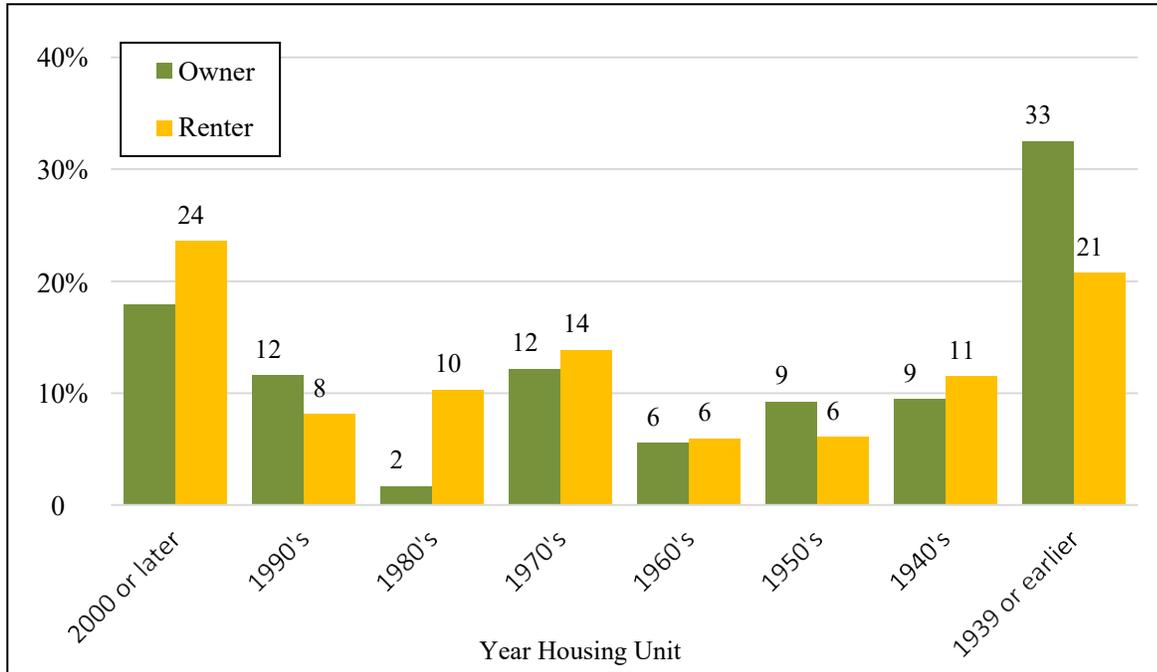


Sources: US Census, JOHNSON ECONOMICS, CITY OF BAKER CITY

E. AGE AND CONDITION OF HOUSING STOCK

Baker City’s housing stock reflects the pattern of development over time. Eighty percent of the housing stock is pre-2000 with the remainder being post-2000. The single largest share of housing stock was built in the first half of the last century.

FIGURE 3.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
Census Tables: B25036 (2018 ACS 5-year Estimates)

- Unfortunately, good quantitative data on housing condition is generally unavailable without an intensive on-site survey of all local housing that is beyond the scope of this analysis. Census categories related to housing condition are ill-suited for this analysis, dealing with such issues as units without indoor plumbing, which was more common in the mid-20th Century, but is an increasingly rare situation. Age of units serves as the closest reliable proxy for condition with available data. By this measure, Baker City does have many older homes that are likely in poorer condition than the average newer home, but also offer a lower cost housing option.
- For ownership units, older homes may be in poor condition, but are also more likely to have undergone some repair and renovation over the years. Rental units are more likely to degrade steadily with age and wear-and-tear and are less likely to receive sufficient reinvestment to keep them in top condition, though this is not universally true.

F. HOUSING COSTS VS. LOCAL INCOMES

Figure 3.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs. Of those earning less than \$20,000, an estimated 63% of owner households spend more than 30% of income on housing costs and 78% of renters.

In total, the US Census estimates that over 28% of Baker City households pay more than 30% of income towards housing costs (2018 American Community Survey, B25106)

FIGURE 3.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP



Sources: US Census, JOHNSON ECONOMICS
 Census Table: B25106 (2018 ACS 5-yr Estimates)

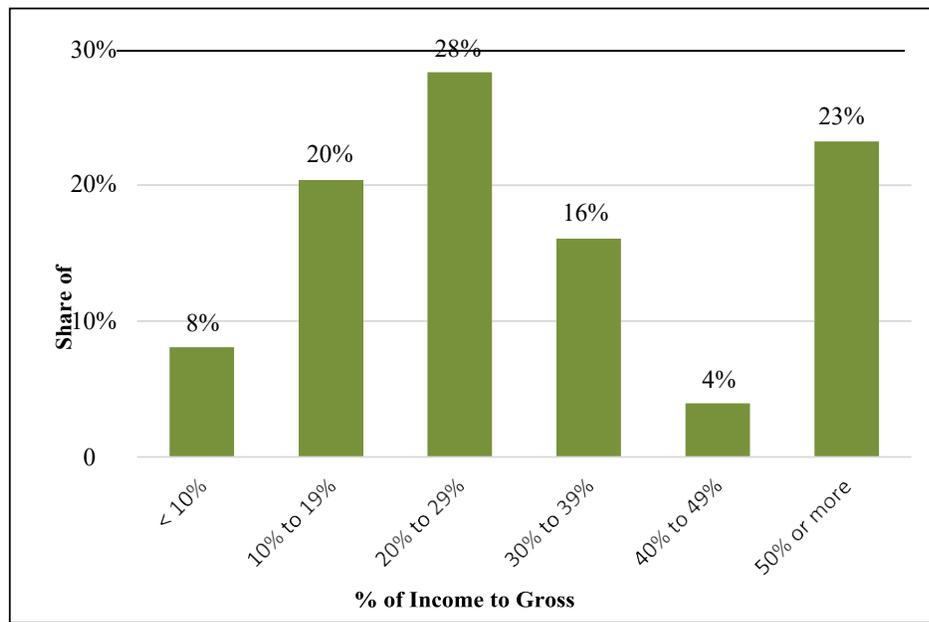
Housing is generally one of a household’s largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income households save and build wealth. Even if renting, affordable housing costs, allow for more household income to be put to other needs, including savings.

The following figures shows the percentage of household income spent towards gross rent⁴ for local renter households only. This more fine-grained data shows that not only are 43% of renters spending more than 30% of their income on gross rent, but an estimated 23% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

Renters are disproportionately lower income relative to homeowners. Housing cost burdens are felt more broadly for these households, and as the analysis presented in a later section shows there is a need for more affordable rental units in Baker City, as in most communities.

⁴ The Census defines Gross Rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else).” Housing costs for homeowners include mortgage, property taxes, insurance, utilities and condo or HOA dues.

FIGURE 3.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, BAKER CITY RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
Census Table: B25070 (2018 ACS 5-yr Estimates)

G. PUBLICLY ASSISTED HOUSING

Baker City has an estimated 147 rent-subsidized housing units, found in 7 properties, according to Oregon Housing and Community Development (OHCS). These properties are funded through HUD programs, tax credits and other programs which guarantee subsidized rents for qualified households.

The estimated 147 subsidized housing units in Baker City represents 3% of total local households, and 10% of local renter households. The high number of renters still paying over 30% of their income towards housing costs indicates that there is an ongoing need for rental units at the lowest price points.

Agricultural Worker Housing: Baker City is not currently home to any housing properties dedicated specifically to agricultural workers. This population may also be served by other available affordable units.

Homelessness: A recent analysis prepared for OHCS to test a potential approach for preparing Housing Needs Analyses on a regional basis, included estimates of homeless population in Oregon communities, including Baker City. The approach utilizes a combination of data from the bi-annual Point-in-Time count and from tracking of homeless school-aged children in keeping with the McKinney-Vento Act. The analysis estimates 56 homeless households in Baker City as of mid-2020. These include household who are unsheltered, in temporary shelter, or staying with friends or relatives. These households are a component of current and future housing need. The Oregon Department of Human Services reports that there were 452 homeless participants in the SNAP program countywide in the first eight months of 2020.

CURRENT HOUSING NEEDS (CITY OF BAKER CITY)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2019. The 2019 estimate is forecasted to 2020 using the estimated growth rate realized since 2010.

FIGURE 4.1: CURRENT HOUSING PROFILE (2020)

CURRENT HOUSING CONDITIONS (2020)		SOURCE
Total 2020 Population:	9,980	PSU Pop. Research Center
- <u>Estimated group housing population:</u>	<u>362</u> (3.6% of Total)	US Census
Estimated Non-Group 2020 Population:	9,619 (Total - Group)	
Avg. HH Size:	2.23	US Census
Estimated Non-Group 2020 Households:	4,313 (Pop/HH Size)	
Total Housing Units:	4,736 (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	4,313 (= # of HH)	
Vacant Housing Units:	423 (Total HH - Occupied)	
Current Vacancy Rate:	8.9% (Vacant units/ Total units)	

Sources: Johnson Economics, City of Baker City, PSU Population Research Center, U.S. Census

*This table reflects population, household and housing unit projections shown in Figure 2.1

We estimate a current population of just under 10,000 residents, living in 4,313 households (excluding group living situations). Average household size is 2.2 persons.

There are an estimated 4,740 housing units in the city, indicating an estimated vacancy rate of 9%. This includes units vacant for any reason, such as those for sale or rent, vacation homes, short-term rentals and other investments. While this estimated vacancy is high, the experience of those looking for housing in the community is that the availability is very low, particularly for rental apartments, and homes in the most affordable part of the price spectrum.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2018 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would prefer housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current preferred demand. It assumes that low-income households need (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 4.2 presents a snapshot of current housing demand (i.e. preferences) equal to the number of households in the study area (4,313). The breakdown of tenure (owners vs. renters) reflects data from the 2018 ACS.

FIGURE 4.2: ESTIMATE OF CURRENT HOUSING DEMAND (2020)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	175	Less than \$15,000	6.1%	6.1%
\$80k - \$120k	276	\$15,000 - \$24,999	9.6%	15.6%
\$120k - \$160k	232	\$25,000 - \$34,999	8.0%	23.7%
\$160k - \$220k	434	\$35,000 - \$49,999	15.0%	38.7%
\$220k - \$270k	591	\$50,000 - \$74,999	20.5%	59.2%
\$270k - \$360k	345	\$75,000 - \$99,999	12.0%	71.1%
\$360k - \$450k	307	\$100,000 - \$124,999	10.7%	81.8%
\$450k - \$540k	237	\$125,000 - \$149,999	8.2%	90.0%
\$540k - \$710k	184	\$150,000 - \$199,999	6.4%	96.4%
\$710k +	103	\$200,000+	3.6%	100.0%
Totals:	2,883		% of All:	66.9%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	302	Less than \$15,000	21.2%	21.2%
\$400 - \$600	267	\$15,000 - \$24,999	18.7%	39.8%
\$600 - \$800	246	\$25,000 - \$34,999	17.2%	57.1%
\$800 - \$1100	237	\$35,000 - \$49,999	16.5%	73.6%
\$1100 - \$1300	220	\$50,000 - \$74,999	15.4%	89.0%
\$1300 - \$1700	137	\$75,000 - \$99,999	9.6%	98.6%
\$1700 - \$2100	0	\$100,000 - \$124,999	0.0%	98.6%
\$2100 - \$2500	0	\$125,000 - \$149,999	0.0%	98.6%
\$2500 - \$3400	12	\$150,000 - \$199,999	0.8%	99.5%
\$3400 +	7	\$200,000+	0.5%	100.0%
Totals:	1,430		% of All:	33.1%

				All Households
				4,313

Sources: PSU Population Research Center, Environics Analytics., Census, JOHNSON ECONOMICS Census Tables: B25007, B25106, B25118 (2018 ACS 5-yr Estimates)
 Environics Analytics: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$80,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with a 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but many economists believe that rates may be reaching a lower bound, as the effective Federal funds rate has been near 0% for much of the last decade.

During the 2020 Covid-19 emergency, the Federal Reserve has again cut their benchmark funds rate to near zero, which has reduced mortgage rates moderately, but not dramatically. The economic uncertainty has the effect of making lenders more cautious, and this can balance the effect of a lower federal rate.

CURRENT HOUSING INVENTORY

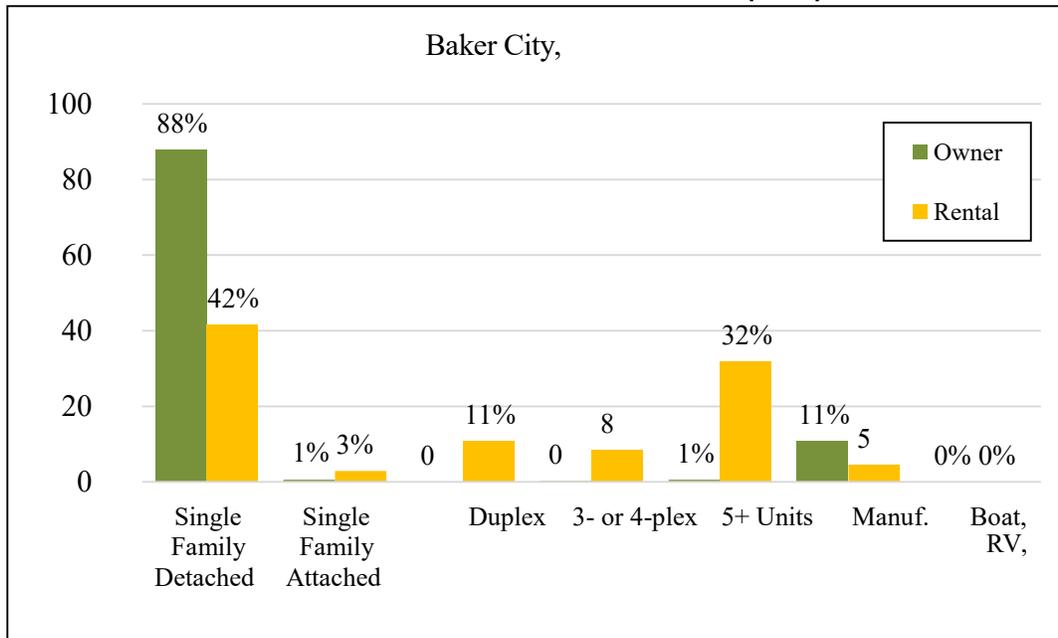
The profile of current housing demand (Figure 4.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figures 4.3 and 4.4 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Baker City was estimated based on permit data from the City of Baker City and Census data from the most recently available 2018 ACS, which provides a profile of housing types (single family, attached, manufactured home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for Baker City geography.

- An estimated 66% of housing units are ownership units, while an estimated 34% of housing units are rental units. This is very similar to the estimated demand profile shown in Figure 4.2. The inventory includes vacant units.
- 88% of ownership units are detached homes, and 11% are manufactured homes. Forty-six percent of rental units are either single family homes or manufactured homes, while 32% are in structures of 5 units or more.

- Of total housing units, an estimated 72% are detached homes, and 9% are manufactured homes. Nineteen percent are some sort of attached unit type.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Most subsidized affordable housing units found in the city are represented by the inventory at the lowest end of the rental spectrum.
- Ownership housing found at the lower end of the value spectrum generally reflect mobile homes, older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when they sell, but are currently estimated to have low value/low carrying cost to the occupant.

FIGURE 4.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2020)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS Census Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

FIGURE 4.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2020)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Less than \$15,000	\$0k - \$80k	543	\$0 - \$400	270	17%
\$15,000 - \$24,999	\$80k - \$120k	803	\$400 - \$600	407	26%
\$25,000 - \$34,999	\$120k - \$160k	487	\$600 - \$800	368	18%
\$35,000 - \$49,999	\$160k - \$220k	442	\$800 - \$1100	291	15%
\$50,000 - \$74,999	\$220k - \$270k	264	\$1100 - \$1300	109	8%
\$75,000 - \$99,999	\$270k - \$360k	342	\$1300 - \$1700	82	9%
\$100,000 - \$124,9	\$360k - \$450k	153	\$1700 - \$2100	28	4%
\$125,000 - \$149,9	\$450k - \$540k	49	\$2100 - \$2500	3	1%
\$150,000 - \$199,9	\$540k - \$710k	40	\$2500 - \$3400	28	1%
\$200,000+	\$710k +	18	\$3400 +	11	1%
	66%	3,141	34%	1,595	

Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS Census
 Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

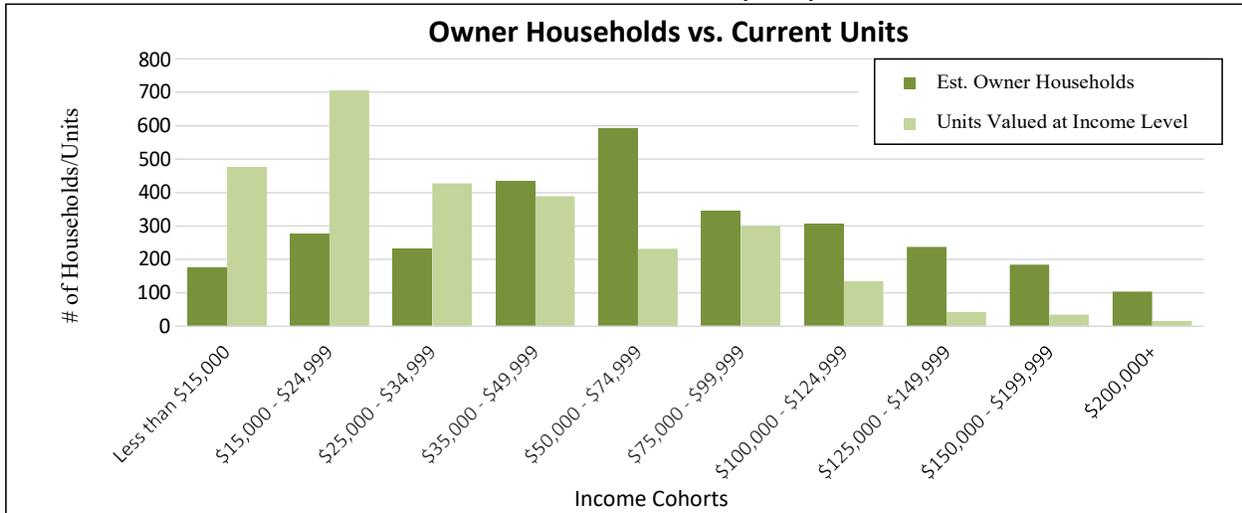
A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 180 units, indicating an average vacancy rate of 5%.

In general, this identifies that there is currently support for more ownership housing in the middle price ranges. This is because much housing in Baker City is clustered at lower-value levels (older substandard homes, mobile homes), while analysis of household incomes and ability to pay indicates that some households could afford housing at higher price points. The analysis supports the feedback from local stakeholders, that more homes are needed in the \$150k to \$250k price range, while homes on the market tend to be above or below this range.

The analysis finds that the current market rates for most rental units are in the \$400 to \$1,000/month range. Therefore, this is where most of the rental unit supply is currently clustered. While there is a fair amount of low- rent and subsidized units in the community, there is still some unmet need at the lowest end of the income scale, where many current renters pay more than 30% of their income in housing costs. There is also an indication that some renter households could support more units at higher rent levels. Rentals at more expensive levels generally represent single family homes for rent.

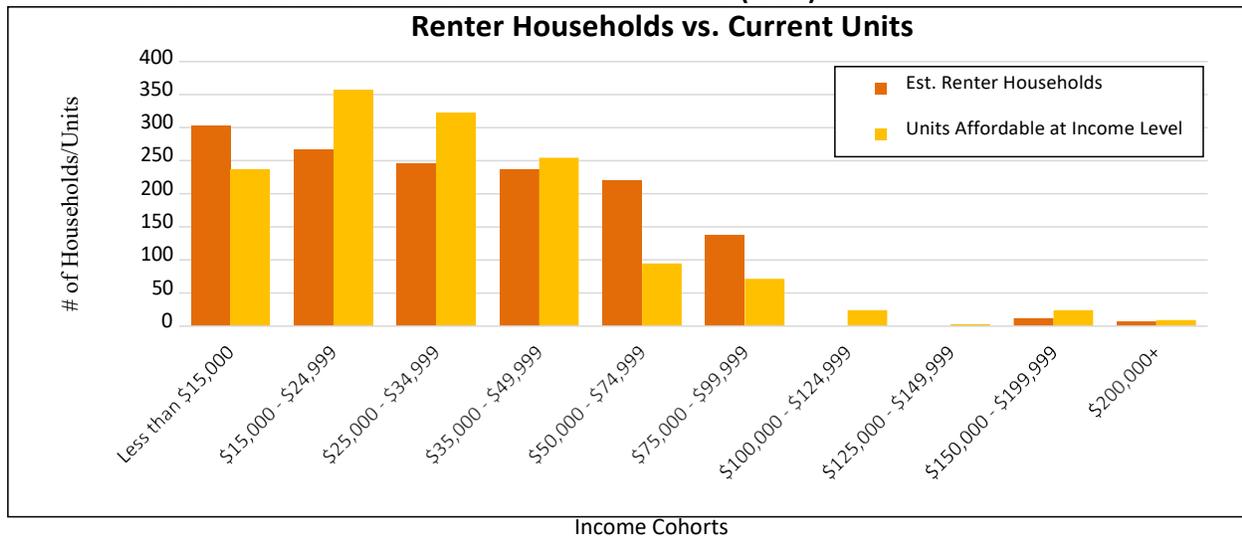
Figures 4.5 and 4.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households.

FIGURE 4.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)



Sources: PSU Population Research Center, City of Baker City, Census, JOHNSON ECONOMICS

FIGURE 4.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)



Sources: PSU Population Research Center, City of Baker City, Census, JOHNSON ECONOMICS

The home value and rent segments which show a “surplus” in Figures 4.5 and 4.6 illustrate where current property values and market rent levels are in Baker City. Housing prices and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available).

In general, these findings demonstrate that there is a need for more home buying opportunities in the heart of Baker City’s income distribution, where most households are found. There is also a need for additional subsidized affordable units for low-income households. There is also a need for more market-rate apartment units of all types to alleviate low vacancy and availability in the community, even though this is where most of the current units are clustered. There may also be support for more higher-end rentals, often found in single family homes for rent.

HOME SALE PRICES

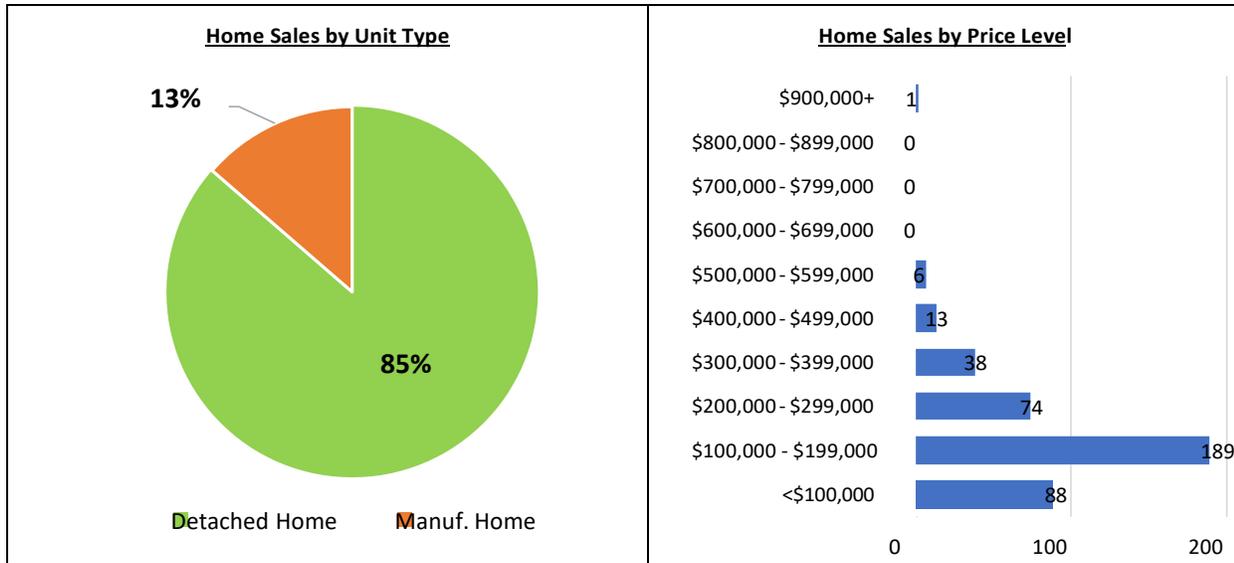
It is important to note that the figures presented in the prior section represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city. For instance, a household living in a manufactured home that has been paid off over many years may have relatively low housing costs. This indicates that one owner household is living in a “lower value” unit. It does **not** indicate that units at this price point are available on the current market.

If this hypothetical household were to sell their home, it would likely sell at a higher price reflecting inflation and current achievable market prices. For this reason, many of the lower value or lower rent units found in the previous section will actually become higher-priced units when they are sold or become vacant.

For reference, this section presents home sales data between Fall 2018 and Fall 2020 to indicate housing costs for new entrants into the market (Figure 4.7).

- The median sale price was \$158,000.
- The average (mean) sale price was \$185,000.
- The average price per square foot was \$101/s.f.
- The median square footage was 1,620 s.f.

FIGURE 4.7: BAKER CITY HOME SALES (12 MONTHS)



Sources: RMLS, JOHNSON ECONOMICS

- 46% of sales were priced between \$100,000 and \$199,000.
- 22% of sales were priced below \$100,000.
- 32% of sales were priced at \$200,000 or more.

Affordability: As indicated, 64% of recent sales in Baker City took place within the \$100,000 to \$300,000 price range. Homes in this range should be affordable to many households earning roughly \$30,000 to \$90,000 per year. Roughly 50% of local households fall within these income segments.

New Housing Supply: As one would expect, newly built housing units tend to be more expensive than older homes. In the last two years, homes built since 2010 in Baker City have sold for a median price of \$280,000, and an average (mean) price of \$305,000. In both cases, these prices for newer homes are roughly \$125,000 higher than the total median and mean for all units regardless of age.

This indicates that new homes built in Baker City will tend to be priced higher than many local households can afford. However, this price range is still appropriate for roughly 30% of local ownership households with incomes above \$75,000 per year.

* * *

The findings of current need form the foundation for projected future housing need, presented in the following section.

FUTURE HOUSING NEEDS - 2040 (CITY OF BAKER CITY)

BASELINE FORECAST

The projected future (20-year) housing profile (Figure 5.1) in the study area is based on the current housing profile (2020), multiplied by an assumed projected future household growth rate. The projected future growth is the forecasted 2040 population for the City of Baker City included in the most recent forecast from the PSU Population Forecast program (2019). This forecast estimates that the Baker City population will remain essentially flat between 2020 and 2040.

FIGURE 5.1: FUTURE HOUSING PROFILE (2040)

PROJECTED FUTURE HOUSING CONDITIONS (2020 - 2040)		SOURCE
2020 Population (Minus Group Pop.)	9,619	PSU
Projected Annual Growth Rate	-0.1%	PSU Population Forecast Program Metro
2040 Population (Minus Group Pop.)	9,492	(Total 2040 Population - Group Housing Pop.)
Estimated group housing population:	357	Share of total pop. (1.4%) US Census
Total Estimated 2040 Population:	9,849	
Estimated Non-Group 2040 Households:	4,543	(2040 Non-Group Pop./Avg. Household Size)
New Households 2020 to 2040	229	
Avg. Household Size:	2.09	Projected household size US Census
Total Housing Units:	4,970	Occupied Units plus Vacant
Occupied Housing Units:	4,543	(= Number of Non-Group Households)
Vacant Housing Units:	442	(= Total Units - Occupied Units)
Projected Market Vacancy Rate:	8.9%	(Vacant Units/ Total Units)

Sources: PSU Population Research Center, Census, JOHNSON ECONOMICS LLC

*Projections are applied to estimates of 2020 population, household and housing units shown in Figure 2.1

The model projects growth in the number of non-group households over 20 years of nearly 230 households, with accompanying population growth being basically flat. There is projected growth in the number of households because household size is forecasted to fall over the 20-year period. Therefore, while the population size is similar, they are projected to be housed in more, but smaller households.

(The total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2040)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households but does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.

Therefore, the need identified below is the total need for actual households in occupied units (4,543).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for all 2040 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2020 dollars.

Figure 5.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2040.

FIGURE 5.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2040)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	184	Less than \$15,000	6.2%	6.2%
\$80k - \$120k	274	\$15,000 - \$24,999	9.3%	15.5%
\$120k - \$160k	234	\$25,000 - \$34,999	7.9%	23.4%
\$160k - \$220k	436	\$35,000 - \$49,999	14.7%	38.1%
\$220k - \$270k	614	\$50,000 - \$74,999	20.8%	58.9%
\$270k - \$360k	358	\$75,000 - \$99,999	12.1%	71.0%
\$360k - \$450k	317	\$100,000 - \$124,999	10.7%	81.7%
\$450k - \$540k	245	\$125,000 - \$149,999	8.3%	90.0%
\$540k - \$710k	190	\$150,000 - \$199,999	6.4%	96.4%
\$710k +	107	\$200,000+	3.6%	100.0%
Totals:	2,957		% of All:	65.1%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	319	Less than \$15,000	20.1%	20.1%
\$400 - \$600	299	\$15,000 - \$24,999	18.8%	38.9%
\$600 - \$800	270	\$25,000 - \$34,999	17.0%	55.9%
\$800 - \$1100	270	\$35,000 - \$49,999	17.0%	73.0%
\$1100 - \$1300	240	\$50,000 - \$74,999	15.1%	88.1%
\$1300 - \$1700	150	\$75,000 - \$99,999	9.4%	97.6%
\$1700 - \$2100	6	\$100,000 - \$124,999	0.4%	98.0%
\$2100 - \$2500	5	\$125,000 - \$149,999	0.3%	98.3%
\$2500 - \$3400	17	\$150,000 - \$199,999	1.1%	99.4%
\$3400 +	10	\$200,000+	0.6%	100.0%
Totals:	1,586		% of All:	34.9%
				All Units
				4,543

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

The number of households across the income spectrum seeking a range of both ownership and rental housing is anticipated to grow. It is projected that the homeownership rate in Baker City will fall over the next 20 years from 67% to 65%. The number of renter households is projected to grow somewhat as a share of all households.

The main reason for this is that new housing types are likely to be more expensive on average, than the existing housing stock. Households that might own a mobile home or older home are more likely to rent if these are less available. At the same time, development trends in the Metro area, and increasingly limited land for development, point to increased development of attached types of housing such as small duplexes, triplexes and multi-family housing. On balance, these housing types tend to accommodate more renters than owners.

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 5.2) was compared to the current housing inventory presented in the previous section to determine the total future need for new housing units by type and price range (Figure 5.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis, plus an additional vacancy rate of 4% to account for the prevalence of second homes and vacation rentals in the community at roughly the same rate as seen currently.

FIGURE 5.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2040), BAKER CITY

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	62	0	0	0	0	8	0	71	30.2%
Percentage:	87.8%	0.6%	0.0%	0.2%	0.6%	10.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	68	5	18	14	52	7	0	163	69.8%
Percentage:	41.5%	2.9%	10.8%	8.5%	31.7%	4.6%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	130	5	18	14	52	15	0	234	100%
Percentage:	55.5%	2.2%	7.6%	6.0%	22.3%	6.4%	0.0%	100%	

Sources: PSU, City of Baker City, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 234 new housing units by 2040.
- Of the new units needed, roughly 30% are projected to be ownership units, while 70% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will be needed to balance the disproportionate share of ownership units in the current inventory.
- There is some new need for ownership housing at the low-end of the pricing spectrum. But income trends suggest that the greatest demand will remain in the middle price ranges (\$150k to \$250k). This is because some of the city’s current housing is found at lower value levels due to age, condition, and mobile homes. At the same time, most new homes are projected to be priced at higher price points.
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the \$400 to \$1,000 range in current dollars. Therefore, most units are to be found in this range. There is insufficient rental housing for the lowest income households making \$15,000 or less, and there may also be some support for higher rent units, which may be in new apartment complexes, townhomes or detached single-family homes for rent.

Needed Unit Types

The mix of needed unit types shown in Figure 5.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have constituted nearly all the permitted units in Baker City. In keeping with development trends, and the buildable land available to Baker City, single family units are expected to continue to make up a significant share of new housing development over the next 20 years. However, an increasing

share of new needed units is anticipated to be attached housing types to accommodate renters and first-time home buyers.

- Fifty-five percent of the new units are projected to be single family detached homes, over 6% are projected to be mobile homes, and 38% to be some form of attached housing.
- Single family attached units (townhomes on individual lots) are projected to meet over 2% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent 14% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 22% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 6% of new needed units are projected to be manufactured home units, which meet the needs of some low- income households for both ownership and rental.
- Of ownership units, 88% are projected to be detached single-family homes, and 12% manufactured homes.
- About 74% of new rental units are projected to be found in new attached buildings, with 32% projected in rental properties of 5 or more units, and 19% in buildings of two to four units, and 49% in single-family or mobile home units.

Needed Affordability Levels

Figure 5.4 presents the estimated need for net new housing units by major income segment, based on the projected demographics of new households to the market area. The needed affordability levels presented here are based on current 2020 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.

Figure 5.4 also discusses the housing types typically attainable by residents at these income levels.

FIGURE 5.4: PROJECTED NEED FOR NEW HOUSING AT DIFFERENT INCOME LEVELS

Household Income Segment	Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Inc. < 30% AMI	< \$18,500	<\$500	<\$80k	6	50	56	24%	Govt-subsidized; Voucher
Very Low Income 30% - 50% AMI	\$18.5k - \$31k	\$500-\$700	\$80k-\$140k	2	24	26	11%	Aging/substandard rentals; Govt-subsidized; Voucher
Low Income 50% - 80% AMI	\$31k - \$49k	\$700-\$1,100	\$140k-\$220k	2	35	37	16%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income 80% - 120% AMI	\$49k - \$74k	\$1,100-\$1,300	\$220k-\$270k	22	21	43	18%	Single-family detached; Townhomes; Small homes; New apts
Upper Income > 120% AMI	> \$74,000	\$1,300+	\$270k+	38	33	71	30%	Single-family detached
TOTAL:				71	163	234	100%	

* Adjusted to 2020 dollars. The median household income level in 2020 will be will be inflated from current levels.

Sources: HUD, Census, Environics Analytics, JOHNSON ECONOMICS

- Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter households.
- Figure 5.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2040, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$400 and less).
- The projection of future ownership units finds that the supply at the lowest end of the spectrum is currently sufficient due to the prevalence of older and manufactured homes in the community. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) The community can support some housing at higher price points, but most demand remains in the middle- income range.
- Figure 5.5 presents estimates of need at key low-income affordability levels in 2020 and in 2040. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Baker County. An estimated 49% of households qualify as at least “low income” or lower on the income scale, while 15% of household qualify as “extremely low income”. Typically, only rent-subsidized properties can accommodate these households at “affordable” housing cost levels. (The threshold income levels presented here are generated for the entire county based on the significantly higher countywide average household income. Therefore, these income thresholds are likely somewhat high for Baker City.)

FIGURE 5.5: TOTAL PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, BAKER CITY

Affordability Level	Income Level*		Current Need (2020)		Future Need (2040)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$18,420	663	15%	719	16%	56	24%
Very Low Income	50% AMI	\$30,700	1,293	30%	1,376	30%	83	35%
Low Income	80% AMI	\$49,120	2,130	49%	2,249	50%	120	51%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

There is currently no identified housing dedicated to this population in Baker City. Based on the assumption that this type of housing will maintain its current representation in the local housing stock, this indicates no need for dedicated agricultural workforce housing during this planning period. However, this population may be served by other available affordable units.

ALTERNATIVE GROWTH FORECAST

As discussed above, the baseline growth forecast using the most recent forecasted growth rate from the PSU Population Forecast program (2019) projects that the Baker City population will remain essentially flat between 2020 and 2040 (0.1% annual rate).

For planning purposes, an alternative growth rate was generated based on the modest growth experienced in Baker City between 2010 and 2020. This growth was slightly positive, without being robust (0.2% annual rate). Applying this growth rate results in greater projected growth and housing need over the next 20 years.

The following charts present the results of the alternate forecast, applying the same assumptions and methodology used to produce the baseline forecast presented above.

FIGURE 5.6: FUTURE HOUSING PROFILE (2040) – ALTERNATE GROWTH FORECAST

PROJECTED FUTURE HOUSING CONDITIONS (2020 - 2040)		SOURCE
2020 Population (Minus Group Pop.)	9,619	PSU
Projected Annual Growth Rate	0.2%	PSU Population Forecast Program Metro
2040 Population (Minus Group Pop.)	9,919	(Total 2040 Population - Group Housing Pop.)
Estimated group housing population:	373	Share of total pop. (1.4%) US Census
Total Estimated 2040 Population:	10,292	
Estimated Non-Group 2040 Households:	4,747	(2040 Non-Group Pop./Avg. Household Size)
New Households 2020 to 2040	433	
Avg. Household Size:	2.09	Projected household size US Census
Total Housing Units:	5,193	Occupied Units plus Vacant
Occupied Housing Units:	4,747	(= Number of Non-Group Households)
Vacant Housing Units:	462	(= Total Units - Occupied Units)
Projected Market Vacancy Rate:	8.9%	(Vacant Units/ Total Units)

Sources: PSU Population Research Center, Census, JOHNSON ECONOMICS LLC

*Projections are applied to estimates of 2020 population, household and housing units shown in Figure 2.1

- The alternate growth forecasts growth of over 300 people in population and over 430 new households (compared to 230 new households under the baseline forecast).

Figure 5.7 present the results of the alternate forecast, applying the same assumptions and methodology used to produce the baseline forecast presented above.

- Including a vacancy assumption there is a forecasted need for nearly 460 new housing units under the alternative forecast.

- There is a more even distribution between new ownership and renter units in this forecast, at roughly 50/50. Because a greater share of ownership units are forecasted, a greater share of future units are projected to be single family homes (63%), or mobile home units (7.5%).

FIGURE 5.7: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2040), BAKER CITY – ALTERNATE GROWTH FORECAST

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	189	1	0	0	1	23	0	215	47.0%
Percentage:	87.8%	0.6%	0.0%	0.2%	0.6%	10.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	101	7	26	20	77	11	0	242	53.0%
Percentage:	41.5%	2.9%	10.8%	8.5%	31.7%	4.6%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	290	8	26	21	78	34	0	457	100%
Percentage:	63.3%	1.8%	5.7%	4.6%	17.1%	7.5%	0.0%	100%	

Sources: PSU, City of Baker City, Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5.8 presents the estimated current and new housing need by income level. In comparison to the baseline forecast, the alternate forecast will result in roughly double the need in each income band.

FIGURE 5.8: TOTAL PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, BAKER CITY – ALTERNATE GROWTH FORECAST

Affordability Level	Income Level*		Current Need (2020)		Future Need (2040)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$18,420	663	15%	772	16%	109	24%
Very Low Income	50% AMI	\$30,700	1,293	30%	1,453	31%	160	35%
Low Income	80% AMI	\$49,120	2,130	49%	2,361	50%	231	50%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

RECONCILIATION OF FUTURE NEED (2040) & LANDSUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report. This analysis relies on the most conservative estimate of capacity from the multiple scenarios considered in the BLI memo.

The following table (Figure 6.1) presents the estimated new unit capacity of the buildable lands identified in the city limits of Baker City and within the UGB. The table breaks down the City’s three residential zones and the types of housing they might accommodate:

- Low density (<5 units/gross acre)
- Medium density (5 – 14 units/gross acre)
- High density (15+ units/gross acre)

FIGURE 6.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2020)

ZONING	Typical Housing Types*	Unconstrained Acres				Unit Capacity	
		Vacant	Part. Vac.	Redev.	Total	Units	Share
R-LD (Low-Density)	Single-family detached; Duplex	166.2	337.5	0.0	503.7	1,637	67%
R-M D (Medium-Density)	SF attached; Mobile home; 2-4 plexes	33.3	58.0	0.0	91.3	493	20%
R-HD (High-Density)	Multi-family apartments	4.9	16.0	0.0	20.9	313	13%
<i>TOTALS:</i>		<i>204.4</i>	<i>411.5</i>	<i>0.0</i>	<i>616</i>	<i>2,443</i>	<i>100%</i>

* The housing types listed are not exclusive. Residential zones will experience development of a range of allowed types.

Source: Angelo Planning Group

- There is a total estimated remaining capacity of 2,443 units of different types within the study area.
- Most of the remaining buildable acreage is in the R-LD (Low Density) residential zone. At a total capacity of 1,637 housing units this is roughly 67% of the total unit capacity.
- Though there are fewer buildable medium-density acres in the R-MD zone, they can still accommodate nearly 500 new units due to the higher density of development. This is 20% of the total unit capacity.
- There is less available acreage in the high-density zone. In total, the capacity of the R-HD zone represents 313 units, or 13% of the total unit capacity.

The following table summarizes the forecasted future unit need for Baker City. These are the summarized results from Section V of this report, re-presented here for reference.

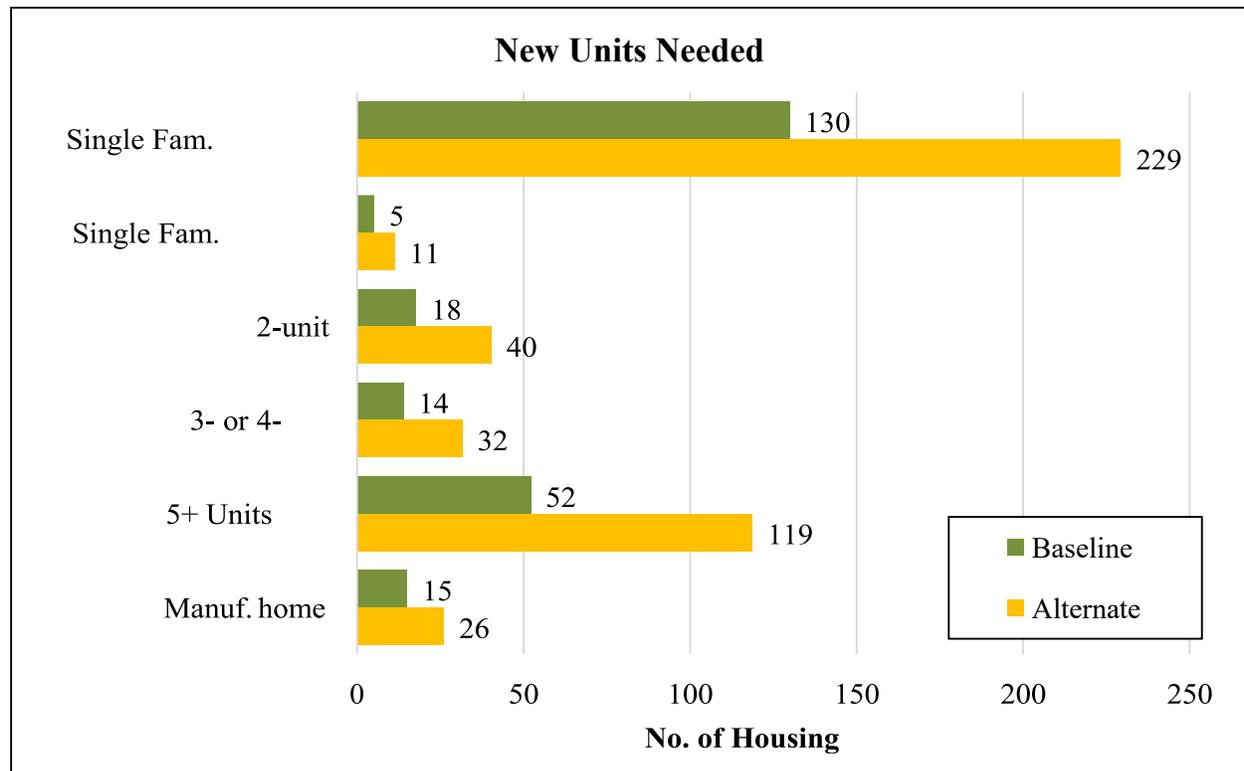
FIGURE 6.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2040)

Baseline Forecast

TOTAL HOUSING UNITS									
Unit Type:	Multi-Family						Total Units	% of Units	
	Single Fam. Detached	Single Fam. Attached	3- or 4-2-unit	plex	5+ Units MFR	Manuf. home			Boat, RV, other temp
Totals:	130	5	18	14	52	15	0	234	100%
Percentage:	55.5%	2.2%	7.6%	6.0%	22.3%	6.4%	0.0%	100%	

Alternative Forecast

TOTAL HOUSING UNITS									
Unit Type:	Multi-Family						Total Units	% of Units	
	Single Family Detached	Single Family Attached	3- or 4-2-unit	plex	5+ Units MFR	Manuf. home			Boat, RV, other temp
Totals:	229	11	40	32	119	26	0	457	100%
Percentage:	50.1%	2.5%	8.8%	6.9%	25.9%	5.7%	0.0%	100%	



Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for roughly 235 units over the next 20 years based on the forecasted growth rate (457 units in the alternative forecast). This is well below the estimated total capacity of 2,443 units. Figure 6.3 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2040. It

breaks down need by general zoning category (RLD, RMD, RHD).

- The results find ample remaining capacity for housing of all types, with the greatest estimated surplus in the R-LD zone, and the smallest estimated surplus in the R-HD zone.
- Under the Baseline Forecast, the projected number of new units can be absorbed, while leaving over 550 acres undeveloped. Under the alternative forecast there would be a total of 500 additional acres.
- Under recently adopted state rules (HB2001, 2019), cities of over 10,000 people will be required to allow for additional housing types in low-density residential zones. This includes duplex units for “medium cities” (10k to 25k population). “Large cities” (over 25k population) will allow attached single-family homes (townhomes), duplex-to-fourplex, and compact small-unit “cottage cluster” developments in low-density zones.

FIGURE 6.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2040) WITH AVAILABLE CAPACITY

WITHIN CITY LIMITS		SUPPLY			BASELINE FORECAST			ALTERNATIVE FORECAST		
					DEMAND (2040)			DEMAND (2040)		
Zone & Plan Category	Typical Housing Type	Buildable Land Inventory (Total)			Growth Rate (0%)			Growth Rate (0%)		
		Developable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need	Surplus or (Deficit)		New Unit Need	Surplus or (Deficit)	
					Units	Acres		Units	Acres	
R-L D (Low-Density)	Single-family detached; Some SF attached & plex	503.7	1,637	3.2	137	1,500	462	332	1,305	402
R-M D (Medium-Density)	SF attached; Manufact. home; 2-4 plexes	91.3	493	5.4	45	448	83	48	445	82
R-HD (High-Density)	Multi-family apartments	20.9	313	15.0	52	261	17	78	235	16
TOTALS:		615.9	2,443	4.0	234	2,209	562	458	1,985	500

Sources: Angelo Planning Group, Johnson Economics

POLICIES:

1. The City shall ensure that zoning standards are flexible enough to allow for a variety of housing options and do not inflate the cost of housing, particularly for housing affordable to low- and moderate-income households.
2. The City shall provide for a variety of housing options and sites and plan for suitable locations. It is recognized that the private sector will continue their leadership role in this function.
3. The City shall support the creation of housing that is affordable to low-and moderate-income households through partnerships, land use policies, and programmatic efforts, giving consideration to the options described in the Housing Strategies Report included as Appendix D The Housing Needs Analysis and Buildable Lands Inventory are also included as Appendix B and Appendix C.
4. The City, recognizing the financial difficulties of a sizeable segment of the City's population in providing themselves safe, sanitary and healthful shelter, shall seek partnerships with non-profit housing developers and other agencies to create the opportunity to provide moderate and low-income housing and rehabilitation activities within the City.
5. The City shall advance where possible the evolution of safe and aesthetically pleasing residential neighborhoods that are efficiently integrated with business and commercial property, schools, parks, public facilities, and other urban development.
6. The City shall seek to make the most efficient use of developable land, particularly that are already provided with City services.
7. The City recognizes that certain housing policies must be tied very closely with existing land and environmental features. The reader is referred to the 'Land Suitability' section of this plan.
8. The City shall regularly monitor and update this information to ensure that an adequate supply of land meets future projected housing needs.
9. The City shall keep an inventory of the City's housing stock and regularly update significant statistics.

10. The City shall give consideration to alternative residential construction both in form and layout, for such reasons as aesthetics, energy conservation, lessened development costs, and provision of more usable open space.
11. The City shall, in light of increasing demand for multi-family housing, provide suitable and adequate areas for such development.
12. The City shall encourage maintenance and rehabilitation of the existing housing stock to safe and livable conditions.
13. The City may encourage residential development within the city limits in areas determined most appropriate.
14. The City shall not take actions to promote residential development of productive agricultural areas while other suitable areas remain vacant.
15. The City shall continually monitor and inspect all phases of both new residential construction and improvements to existing structures to ensure safety and code compliance.
16. The City shall employ strategies that support the Fair Housing Act and affirmatively further fair housing.
17. The City shall encourage residential uses mixed with other compatible uses in the same building or on the same site within the City's mixed-use zones. The City shall allow and support the development of Accessory Dwelling Units in all residential zones as required by State law.
18. The City shall prioritize providing infrastructure to un-serviced areas that are otherwise ready for residential development.

IMPLEMENTATION:

1. The City shall continue to pursue all possibilities for financial aid for both existing and new housing. Typical of this type of effort would be the two three-year Community Development Block Grants (CDBG's) which the City has obtained from the Department of Housing & Urban Development (HUD). This may also include creating incentives for developers to provide a community benefit (such as affordable housing), in exchange for the ability to build a project that would not otherwise be allowed by the Development Code.

2. The City shall continue to improve its efforts to make residential neighborhoods more safe and pleasant places to be. Examples of this type of activity are better street signing, replacing trees within street improvement districts and a program for increased awareness among City personnel of the many small things which need prompt attention such as a broken street lamp.
3. The City Planning and Building Departments, in conjunction with the City Planning Commission, shall investigate and report on the feasibility of individual site analysis prior to issuance of a building permit. The site analysis would consider potential building or emergency hazards. If site problems were found to exist, special conditions might be imposed to protect adjacent properties or to make the subject parcel itself developable in light of the City and utility companies ability to provide services and safe healthful housing generally.
4. The City Planning and Building Departments shall be responsible for keeping current statistical information regarding the City's housing stock.
5. 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.)

HISTORIC PRESERVATION

GOAL:

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

FINDINGS:

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

POLICIES:

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

IMPLEMENTATION:

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

4. The City staff shall provide information, assistance, and direction in aiding public agencies or private individuals in their historic preservation efforts.
5. The City shall, through the media and other appropriate ways, make owners of historic properties aware of the tax benefits and financial assistance which may be available to them. The City shall further give consideration to direct grants to individuals or other methods such as City purchase-rehab-and-lease-back arrangements to encourage adaptive use for an economically vital and attractive community environment.

ECONOMIC ELEMENT

GOAL:

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

FINDINGS:

1. Economic conditions in Baker City are currently stable although there has been little to no growth in the population.
2. Baker City is the county's largest employment and workforce concentration, with almost 2,400 persons estimated to both work and live in Baker City in 2015.
3. The income level of Baker City residents, 25-years in age and older, is low in comparison to the statewide average - approximately 10% less.
4. A persistent problem for the area is the local employment base is lower now than it was twenty years ago, a period in which the national and statewide employment base expanded by just under 25%. The local areas ability to attract and retain workforce will be critical to sustaining economic growth moving forward. Employment growth will come as a result of net-expansion of businesses in the community, new business formation, or the relocation/recruitment of new firms.
5. The commercial sector of Baker City's economy is stable, but appears to be at a crossroad. The eastern end of Campbell Street with the influence of the freeway has developed quickly over the past several years and indications are that additional development is likely there in the future. The viability of the 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 historic asset and has been designated as a National Historic District. (Please refer to the Historic Preservation section of this plan.) This combined with developing recreational opportunities, could have much meaning for commercial activity in Baker City. A major issue pertaining to commercial development is the future role of the downtown area.
6. Future economic development of Baker City and the vicinity are forecasted in professional and business services, leisure and hospitality, and construction. On a rate of growth basis, the most rapid expansion is expected in the construction, leisure and hospitality, and education

and health services sectors. While the forestry industry has been a significant economic driver in Baker County, the industry has seen a sharp decline in the production in the County, as well as in the broader region.

7. Agriculture continues to be a key economic driver for Baker County and its cities. While agricultural production will continue to be the largest portion of that economy, there are other opportunities for agri-tourism and value-added agriculture to capitalize on. These opportunities could include farm tours and lodging, farm-to-table dining, brewing and spirits, ‘Made in Baker County’ branding, and hemp or other new crops, among others. Also, with significant production of livestock, prioritizing a local processing facility could provide additional support to the agriculture economy.
8. Baker City offers a number of advantages to an industry seeking to locate here including:
 - a) Freeway access;
 - b) Railroad access;
 - c) Available, inexpensive commercial and industrial real estate;
 - d) Gateway to recreation in areas;
 - e) Natural beauty;
 - f) Lifestyle amenities;
 - g) Spillover growth from Idaho, retirees, remote workers;
 - h) Educational opportunities offered through the Baker Technical Institute;
 - i) Recent growth in retail, dining/brewing, health care; and
 - j) Smaller manufacturers.

Baker City can also offer available industrial land with adequate public services and a major trucking firm. The City might be considered in a central position with respect to major, although distant markets of Portland, Spokane, Salt Lake City, and Boise. On the other hand, there are disadvantages to locating an industry in Baker City. Among these are the lack of adequate housing, an aging workforce/difficulty in retaining younger residents, over-reliance in government employment, distances for shipping, workforce adequacy and some mismatch between perceived land values and actual market values. There is a good possibility of further economic development in Baker City, if the proper match of resources and advantages can be made with appropriate industries.

9. 2019 updates to the Baker City Comprehensive Plan Goal 9 Economic Element are based on a report by Johnson Economics on behalf of Baker City dated June 2019, funded by a grant

awarded by the Department of Land Conservation and Development entitled “Economic Opportunities Analysis (Oregon Statewide Planning Goal 9”.

INTRODUCTION

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

Cities are required to reconcile estimates of future employment land demand with existing inventories of vacant and redevelopable employment land within their Urban Growth Boundary (UGB). The principal purpose of the Economic Opportunities Analysis is to provide an adequate land supply for economic development and employment growth. This is intended to be conducted through a linkage of planning for an adequate land supply to infrastructure planning, community involvement and coordination among local governments and the state.

The Economic Opportunities Analysis provides an overview of national, state and local economic trends affecting Baker County and Baker City; an analysis of key industry typologies Baker City should consider targeting as economic opportunities over the next 20 years; projected demand for industrial and commercial land based on anticipated employment growth rates by sector; Baker City’s inventory of vacant and redevelopable industrial and commercial land (employment land) within Baker City’s UGB; a comparison of short and longer-term demand for employment land to the existing land inventory to determine the adequate and appropriateness of capacity over a five- and twenty-year horizon; and a summary of findings and policy implications. This report is an analysis of the industrial and commercial land needs in Baker City for the next 20 years.

Like Baker County, Baker City’s population base has seen very little growth. Modest gains from 2004-2009 were offset by adjustments based on census estimates in 2010. There has been no estimated net growth in Baker City from 2011 through the 2017 estimate by the Population Research Center at Portland State University. While the population base has remained steady, the profile of the local population is projected to become significantly older, with the percentage of the population aged 70 years or higher increasing significantly. The long-term impact of this on the local labor force will be a concern moving forward, as the number of younger residents is expected to decline in absolute numbers as well as in percentage terms.

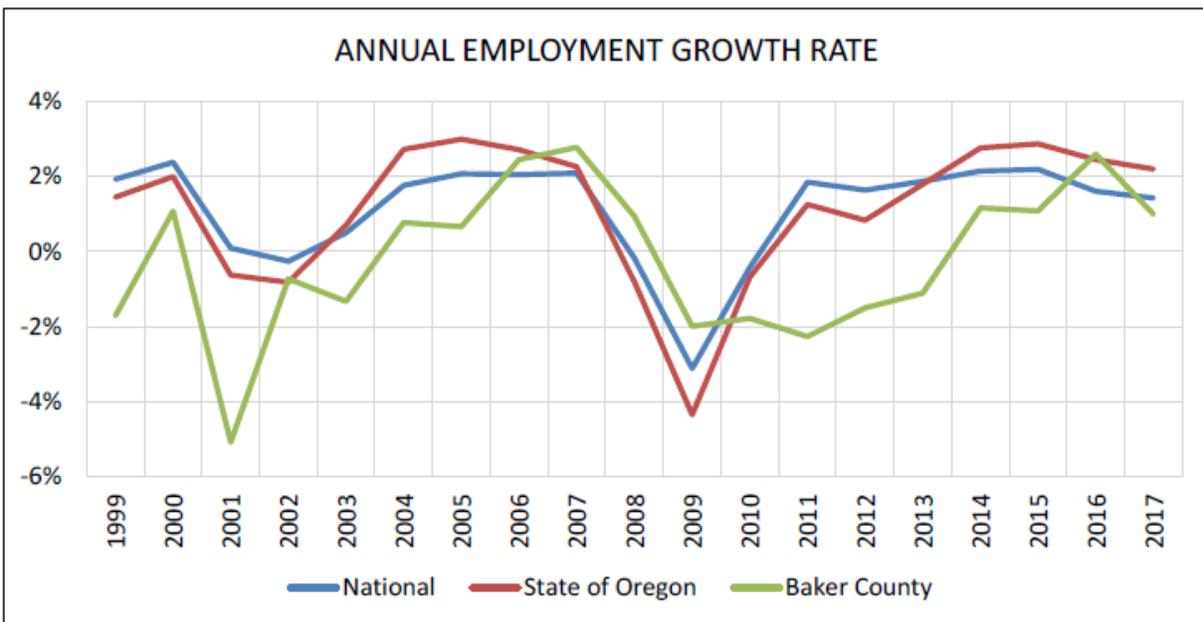
The Economic Opportunities Analysis was broken up into the following areas: Economic Trends, Target Industries, Employment Land Needs, Capacity, Reconciliation, Economic Development Potential and Conclusions.

ECONOMIC TRENDS

This report section summarizes long and intermediate-term trends at the national, state, and local level that will influence economic conditions in Baker City over the 20-year planning period. This section is intended to provide an economic context for growth projections and establish a socioeconomic profile of the community. This report’s national evaluation has a focus on potential changes in structural socioeconomic conditions both nationally and globally. Our localized analysis considers local growth trends, demographics, and economic performance.

The annual rate of employment growth in Baker County lagged well behind the national and statewide rate during the early stages of the current expansion cycle. The rate of growth in the county accelerated to the national rate in 2016.

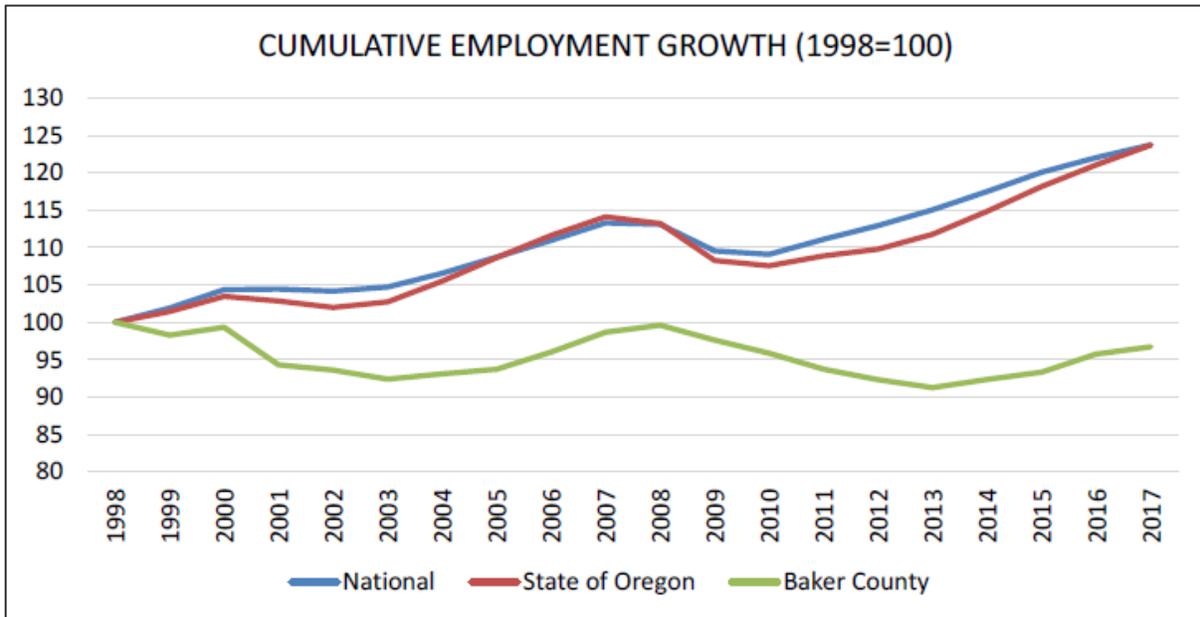
FIGURE 2.06: COMPARISON OF ANNUAL EMPLOYMENT GROWTH RATES



SOURCE: U.S. Bureau of Economic Analysis, JOHNSON ECONOMICS

While enjoying periods of expansion over the last two decades, the cumulative growth in the area has not kept pace. The local employment base is lower now than it was twenty years ago, a period in which the national and statewide employment base expanded by just under 25%.

FIGURE 2.07: CUMULATIVE EMPLOYMENT GROWTH

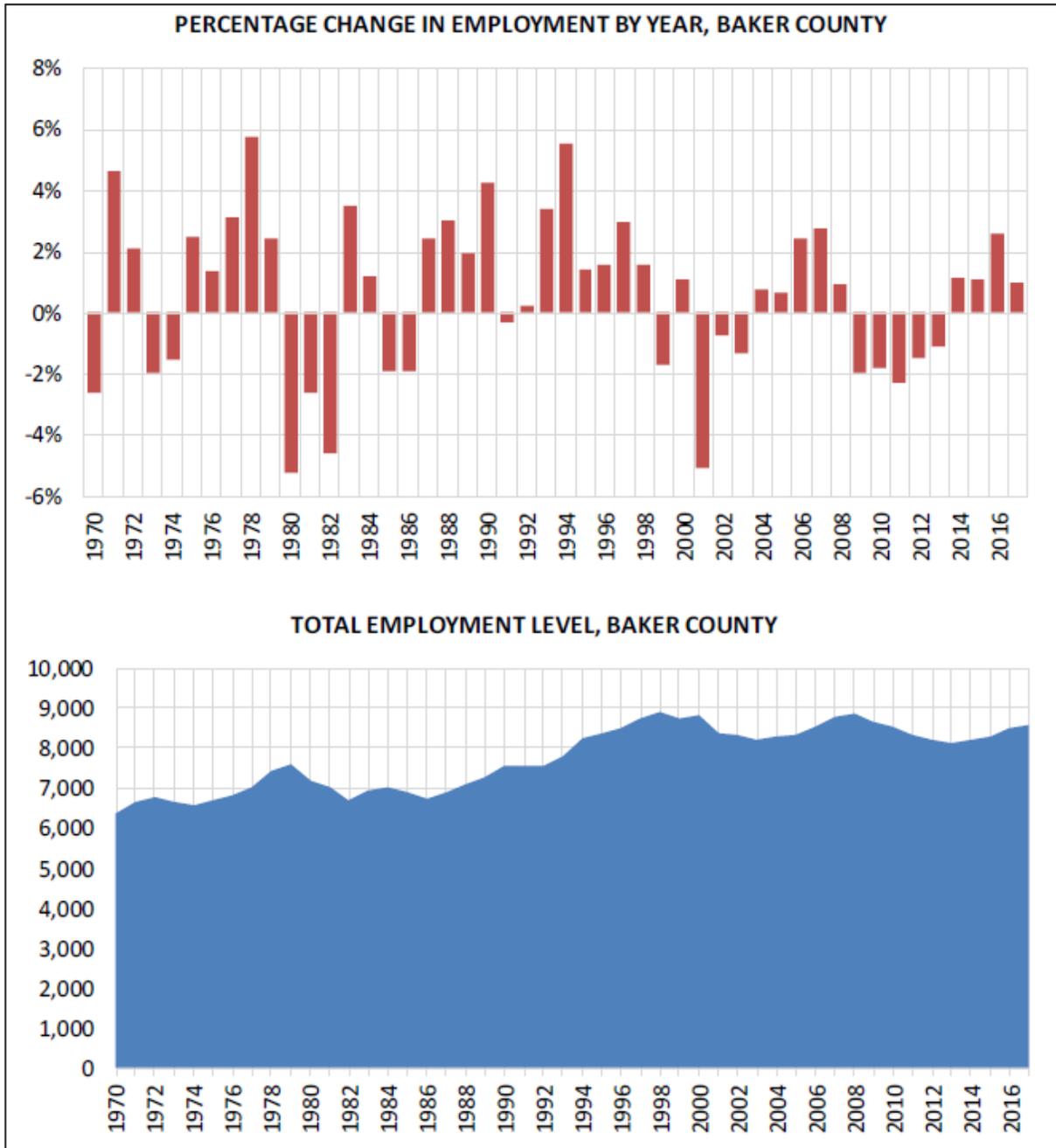


SOURCE: U.S. Bureau of Economic Analysis, JOHNSON ECONOMICS

The employment base in Baker County has a higher share of self-employed than the state and national averages, with wage and salary employment accounting for less than 67% of overall estimated employment in the county. This compares to rates approaching 80% statewide as well as nationally.

While employment growth has been modestly negative over the last twenty years, over a longer horizon Baker County experienced significant growth. The growth rate from 1987 through 1997 averaged 2.4% per year.

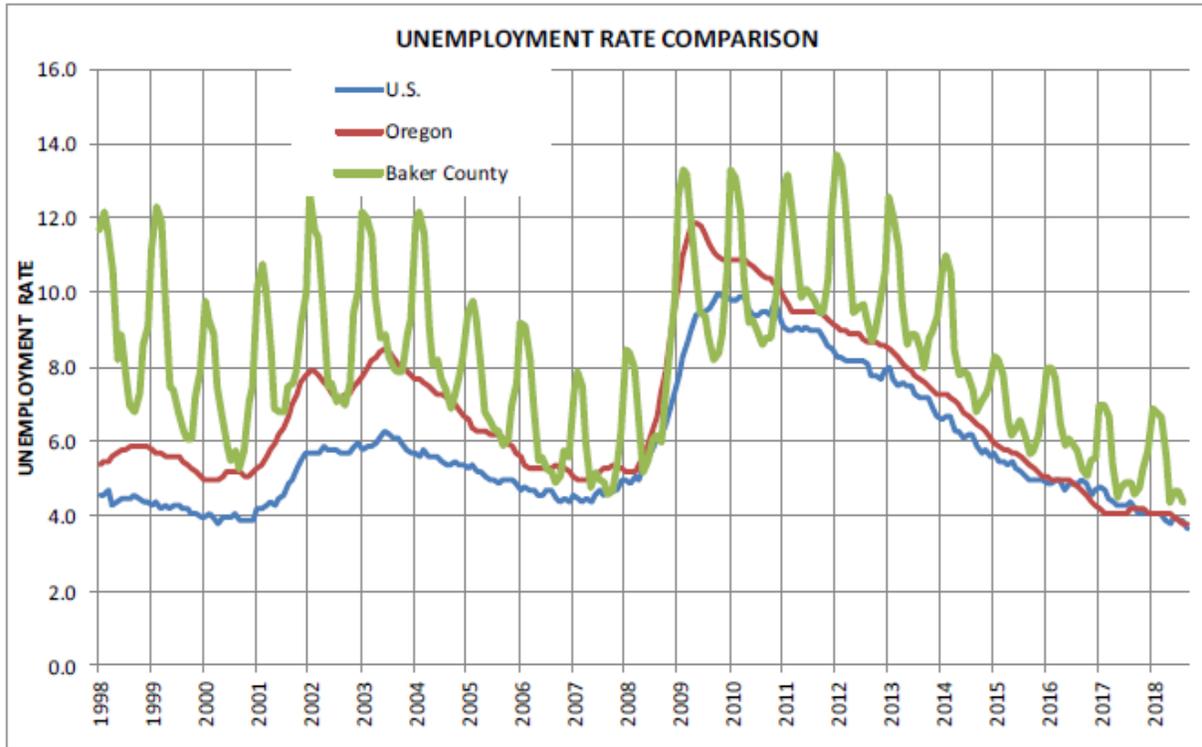
FIGURE 2.09: BAKER COUNTY EMPLOYMENT TRENDS



SOURCE: U.S. Bureau of Economic Analysis

The local employment profile has a significant seasonal fluctuation, reflecting the area’s relatively high proportion of agricultural employment and tourism sector.

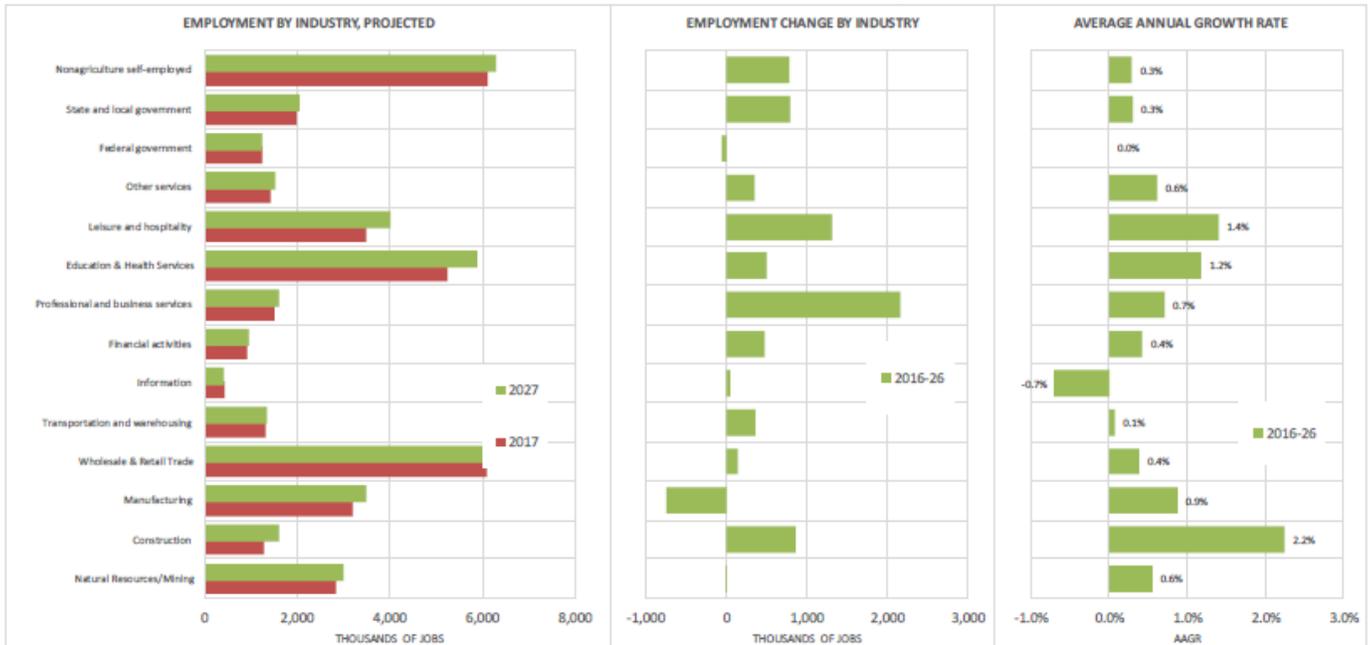
FIGURE 2.11: COMPARISON OF UNEMPLOYMENT RATE TRENDS



The economic expansion has facilitated a commensurate drop in the unemployment rate, with Baker County following the national and statewide patterns. The seasonal fluctuation in employment levels is mirrored in the unemployment statistics. Tight labor market conditions are likely to limit growth potential in the future locally as well as nationally. The local areas ability to attract and retain workforce will be critical to sustaining economic growth going forward.

Most industries are forecast to expand at a modest rate in the broader Eastern Oregon area over the next decade (Baker, Grant, Harney, Malheur, Union, and Wallowa Counties). On an absolute basis, the greatest gains are forecast in professional and business services, leisure and hospitality, and construction. On a rate of growth basis, the most rapid expansion is expected in the construction, leisure and hospitality, and education and health services sectors.

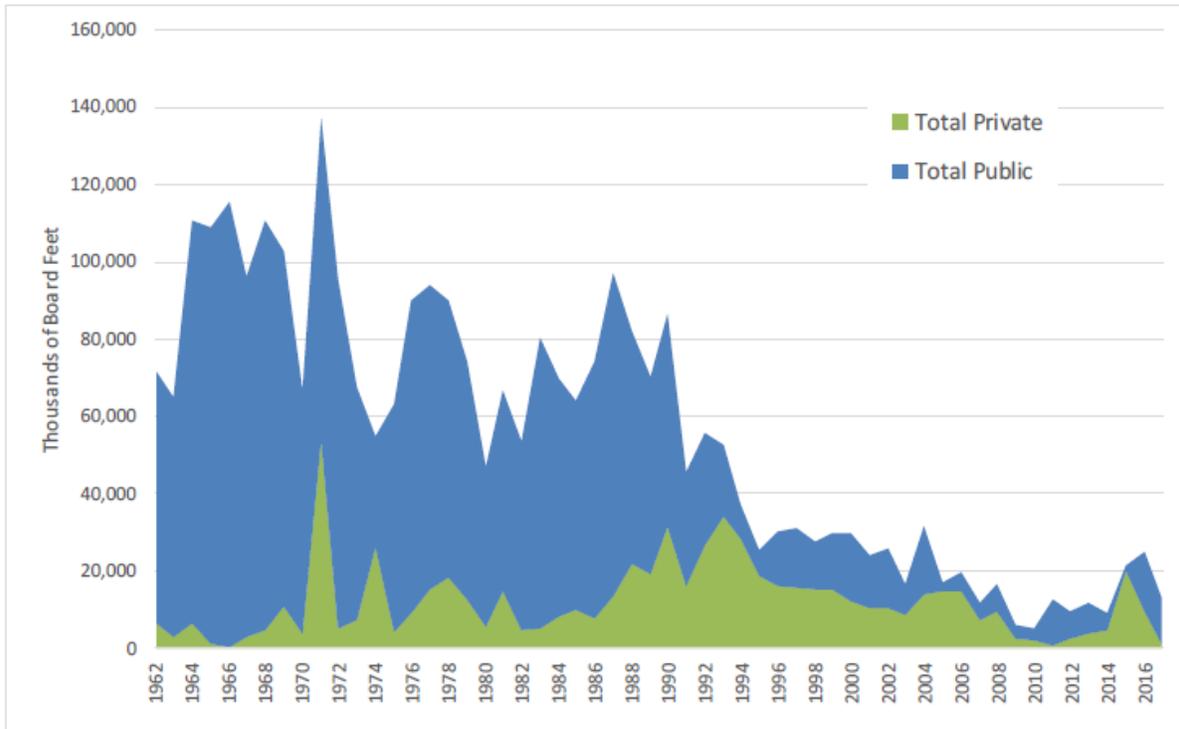
FIGURE 2.12: PROJECTED EMPLOYMENT GROWTH BY SECTOR, EASTERN OREGON



SOURCE: State of Oregon Employment Department

The forestry industry has been a significant economic driver in Baker County, with timber production at over 80 million board feet as late as 1990. The industry has seen a sharp decline in production in the County as well as in the broader region, which is largely attributable to declines in production from public lands.

FIGURE 2.13: ANNUAL TIMBER PRODUCTION IN BAKER COUNTY (1962-2016)



SOURCE: Oregon Department of Forestry

Agricultural production represents a significant component of the local economy, but agricultural crop production is less important in Baker County than in the broader region. The area does have a significant concentration in animal stock, with an 72,000 head of cattle and calves in the county. Alfalfa and other hay production was 187,700 tons in 2016, while wheat production was 922,000 bushels in 2015.

FIGURE 2.14: BAKER COUNTY AGRICULTURAL PRODUCTION

	2013	2014	2015	2016	2017
Alfalfa Hay			65,000	96,100	
Other Hay			(d)	91,500	
Beef Cows	41,000	40,000	41,000	41,000	42,500
All Cattle	70,000	70,000	72,000	72,000	72,000
Wheat			922,000	(d)	

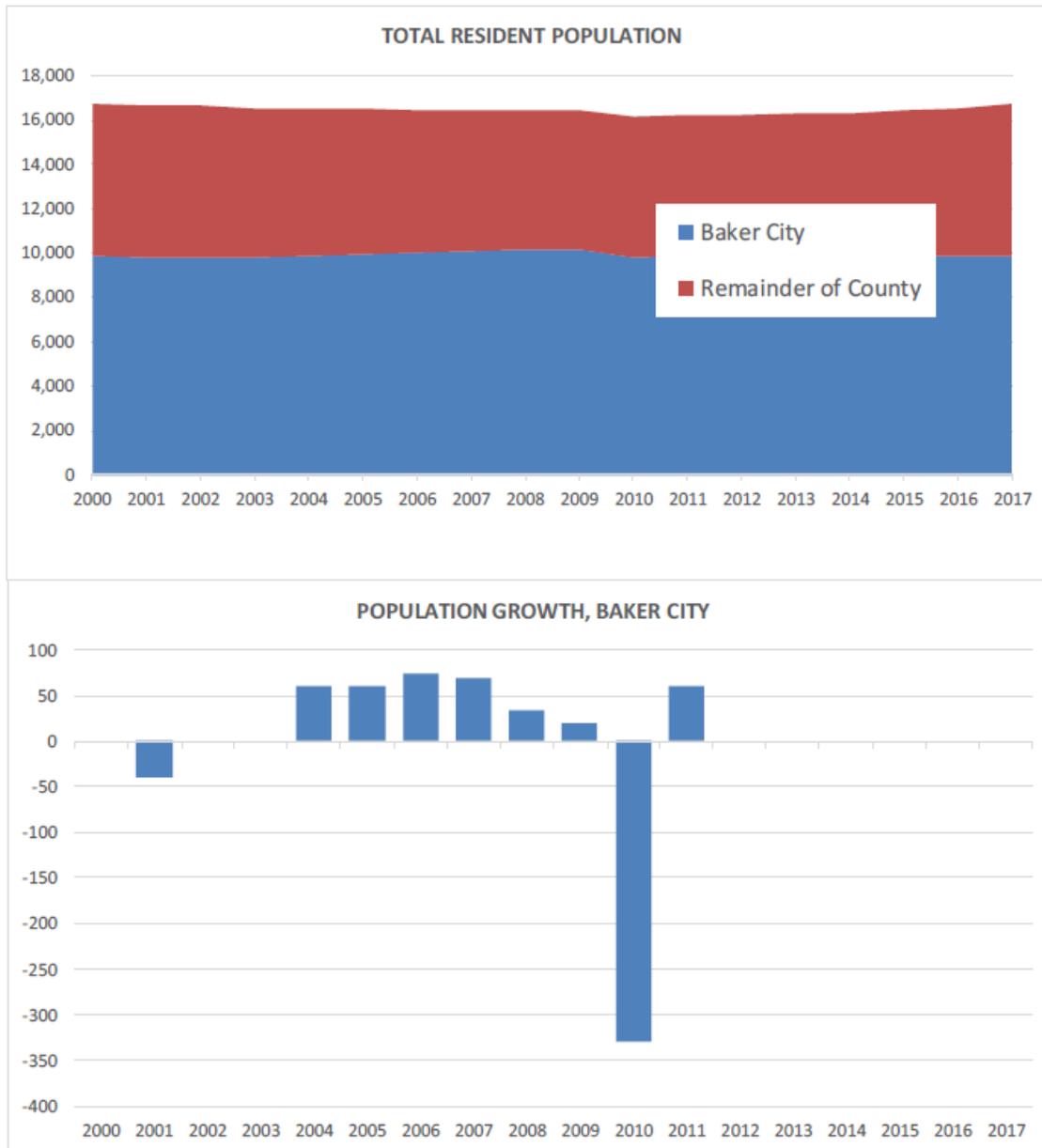
SOURCE: 2017 Oregon Agripedia

Employment in Baker County is concentrated along the I-84 corridor, as well as along Highway 86 to the east, Highways 7 and 410 to the west, and Highway 30 to the north and south. The workforce largely follows a similar pattern as employment.

Population and Workforce

Baker County’s population base has been seen very little growth. Baker City has seen a similar lack of growth, with modest gains from 2004 through 2009 offset by adjustments based on census estimates in 2010. There has been no estimated net growth in Baker City from 2011 through the 2017 estimate by the Population Research Center at Portland State University.

FIGURE 2.16: HISTORIC POPULATION TRENDS, BAKER COUNTY AND BAKER CITY



SOURCE: Population Research Center, Portland State University

While the population base has remained steady, the profile of the local population is projected to become significantly older, with the percentage of the population aged 70 years or higher increasing significantly. The long term impact of this on the local labor force will be a concern moving forward, as the number of younger residents is expected to decline in absolute numbers as well as in percentage terms.

TARGET INDUSTRIES

This element of the Economic Opportunities Analysis utilizes analytical tools to assess the economic landscape in Baker County and local jurisdictions. The objective of this process is to identify a range of industry types that can be considered targeted economic opportunities over the 20-year planning period.

Various analytical tools were used to assess the local and regional economic landscape to determine the industry typologies the county and individual cities should consider targeting over the 20-year planning period. Where possible, the sectors most likely to drive growth in current and subsequent cycles were identified.

A more detailed industry analysis shows that animal and crop production are major components of the natural resources and mining sector, with animal production indicating the highest level of concentration. Average employment levels are highest in retail and food services, followed by local government and manufacturing.

In terms of specialization, natural resource industries dominate followed by utilities, lodging, and government. The retail sector is identified as having a high level of export employment, or employment supported from outside of Baker County. This is likely due to I-84, which provides exposure and access to a large number of non-Baker County residents.

Target Industry Clusters

This section discusses potential target industries for Baker City based on the community's historical strengths and advantages, as well as its established economic development goals. The following are industries Baker City might focus efforts to grow local business and attract new businesses:

- Agriculture Support/Value-Added Food Products
- Manufacturing
- Wholesale and Retail Trade
- Retirement Services
- Tourism: Amenity Retail, Recreation, and Hospitality
- Education and Health Services
- Self-Employment
- Construction

The target industries presented here offer different advantages and challenges in terms of overall job growth, average wages and competitive advantages.

- In terms of total job creation, the education and health services sector gained the most employment during this time and is forecasted to continue growing in the region. Wages in this category are lower than in manufacturing, but higher than tourism-related jobs. Given the aging of the population, it is forecasted that health care and retirement communities will continue to be a growth industry for many decades.
- The wholesale and retail trade sectors also reported employment growth since 2007 and are projected to add approximately 100 new jobs over the next twenty years.
- The other targeted industries have not yet recovered their pre-recession employment levels but are projected to add significant new employment over the next twenty years.
- Tourism-related jobs are generally relatively low-paying but provide an important base of opportunity for part-time, low-skilled and first-time workers.
- Manufacturing of food and agricultural products offer solid middle-class wages. Employment in this category had declined over the last decade but is projected to grow over the forecast period.

Partners in Economic Development

Effective economic development entails a partnership of communities, businesses, public and non-profit agencies, and residents. The following is a partial list of major stakeholders in regional

economic development who can partner in growing existing businesses and attracting new ones along with the appropriate workforce.

Local and regional economic development staff should continue to partner and meet regularly with other regional partners to participate in and help direct regional efforts. Coordination ensures that agencies are leveraging others' efforts and not duplicating services or investments. It also means that they are aware of the services and strengths of each agency in order to direct outside contacts to the right place.

1. *Baker County Chamber of Commerce & Visitor's Bureau*

The Chamber serves as one of the strongest economic development advocates in the county, marketing the county to visitors, businesses, and residents. The Chamber provides information on local businesses and attractions to all of these groups. The Chamber works to improve the local business climate and economy while promoting the area in its best light. As the representative of local businesses from within the target industries and other sectors, the Chamber should be involved in all regional economic development and marketing efforts.

2. *Key Industry Employers*

In addition to the Chamber, large or small employers in target industries are key resources in understanding what opportunities and challenges those industries face in the region. The businesses can help inform economic development partners of their industry needs in terms of workforce, infrastructure, and regulatory barriers. Businesses feedback often proves to be the most valuable source of ground-testing the effectiveness of planned initiatives.

3. *Baker County Economic Development*

Baker County Economic Development is a partnership of Baker City and the county to provide community information, professional advising and resources, and track available commercial real estate. The agency is the natural lead for many of the economic development steps that can be implemented regionally. Local communities should work closely with the economic development department to ensure that they are informed of

regional efforts and that local objectives and opportunities are represented. The agency is a good first contact for any economic and workforce questions.

4. *Northeast Regional Solutions Team*

Regional Solutions Centers are located across Oregon and are designed to recognize the unique challenges of each region and help implement the Governor’s economic development approach. The Regional Solutions Team helps coordinate the efforts of multiple State departments and other partners to ensure that efforts are cohesive. Some recent areas of focus in the Northeast region are support for existing and new business, natural resource utilization, workforce availability and housing, water management, and infrastructure for industrial lands.

5. *Business Oregon*

Business Oregon is the state economic development agency, looking to support and grow Oregon industries and workforce, and recruit new economic activity. Business Oregon is part of the Regional Solutions team and serves similar regions across the state. The Northeast district covers Baker, Union and Wallowa Counties. The agency offers a broad range of economic development initiatives for businesses and communities, including guidance, education, analysis, funding, and referrals to other partners. Business Oregon is an excellent resource for economic development questions that can benefit from a statewide knowledge base.

6. *Northeast Oregon Economic Development District (NEOEDD)*

Economic Development Districts are designated by the US Economic Development Agency, and as such help administer certain federal programs and funding sources. The NEOEDD offers economic development resources such as workshops, technical assistance, and funding to businesses, entrepreneurs, non-profits and public officials. NEOEDD can also offer community contacts, business advising and resources, marketing and promotion, and tracks available commercial real estate.

The economic district periodically completes a Comprehensive Economic Development Strategy (CEDS) for the northeast region that lays out detailed goals and objectives. The CEDS is one of the most comprehensive economic development strategies in the region

and a good resource to local communities to review and select their own highest priorities. Local communities should also coordinate in the writing of the CEDS every five years, in order to ensure that local priorities are reflected.

7. *Oregon Department of Land Development and Land Conservation (DLCD)*

DLCD can provide guidance and sometimes funding for some economic development planning efforts for local jurisdictions. The agency can assist with the technical aspects of updating the economic aspects of the Comprehensive Plan and development codes related to commercial and industrial land. A key aspect of local economic development (and the focus of this project) is ensuring the availability of the right types of sites with the proper zoning to accommodate projected economic growth. An updated set of Comp Plan policies, as well as an up-to-date Comp Plan map, sets the table growth to occur. In addition, the planning process helps ensure that members of the public, businesses and other stakeholders have participated in development economic development goals and plans.

8. *Baker Technical Institute (BTI)*

The Baker Technical Institute offers technical professional training and apprenticeship program for industries such as heavy equipment, welding, nursing, construction and other sectors with strong representation in the region. BTI works with regional employers and industry experts to offer relevant hands-on training and apprenticeships. As with the community college and other training programs, local partner agencies in economic development can work with BTI to understand their programs and coursework and also communicate local employment trends and changing needs.

9. *Training and Employment Consortium (TEC)*

TEC is a consortium of governments across six Eastern Oregon counties that is dedicated to providing skills training, on-going education, youth programs, and services for displaced workers. The program is aimed particularly towards workers who are displaced by industry trends or facing long-term unemployment. TEC also administers the JOBS program for low-income workers. TEC is a good partner for workforce development issues.

10. Blue Mountain Community College

The community college covers a wide range of northeastern Oregon stretching from Grant County to Wallowa County. Blue Mountain Community College offers a range of programs through their location in Baker City, including college prep, workforce and technical training, and a transfer associates degree meant for students transferring to a four-year college.

Community colleges remain the most vital providers of on-going education and workforce training in most Oregon communities. It is important that communities and economic development agencies coordinate with the local community college to ensure that the college curriculum reflects trends in local industries, emerging businesses, and evolving skill requirements. Developing a workforce with the proper skills is key to growing or attracting target industries.

BMCC also operates a Small Business Development Center based in Pendleton offering free business advisement and workshops, led by current or former business owners.

11. Office of Small Business Assistance

The Office of Small Business Assistance serves as an advocate for small businesses and their interests from the Office of the Secretary of State. The office is meant to serve as an advocate outside of the executive and legislative branches, providing information on starting, growing or closing a business. The office also can support small businesses who believe they may be facing unfair or excessive state regulatory actions helping to find resolutions.

EMPLOYMENT LAND NEEDS

Baker City Employment Forecasts

Goal 9 requires that jurisdictions plan for a 20-year supply of commercial and industrial capacity. Because employment capacity is the physical space necessary to accommodate new workers in the production of goods and services, employment need forecasts typical begin with a forecast of employment growth in the community. The previous analysis of economic trends and targeted industries set the context for these estimates. This analysis translates those influences into estimates of employment growth by broad industry. Forecasts are produced at the sector or subsector level

(depending on available information), and subsequently aggregated to two-digit NAICS sectors. Estimates in this analysis are intended for long-range land planning purposes and are not designed to predict or respond to business cycle fluctuation.

The projections in this analysis are built on an estimate of employment in 2018, the commencement year for the planning period. Employment growth will come as the result of net-expansion of businesses in the community, new business formation, or the relocation/recruitment of new firms. Forecast scenarios consider a range of factors influencing growth. Long-range forecasts typically rely on a macroeconomic context for growth. Inflections in business cycles or the impact of a major shift in employment (i.e. a major unknown recruitment) are not considered.

Overview of Employment Forecast Methodology

Our methodology starts with employment forecasts by major industrial sector. Forecasted employment is allocated to building type, and a space demand is a function of the assumed square footage per employee ratio multiplied by projected change. The need for space is then converted into land and site needs based on assumed development densities using floor area ratios (FARs).

The first analytical step of the analysis is to update covered¹ employment to the 2018 base year. Baker City's QCEW data provides covered employment by industry through 2017. To update these estimates, we use observed industry specific growth rates for the region between 2017 and 2018.

The second step in the analysis is to convert "covered"¹ employment to "total" employment. Covered employment only accounts for a share of overall employment in the economy. Specifically, it does not consider sole proprietors or commissioned workers. Covered employment was converted to total employment based on observed ratios at the national level derived from the Bureau of Economic Analysis from 2010 through 2017. The differential is the most significant in construction, professional, and administrative services. The adjusted 2018 total employment base for Baker City is 4,667 jobs.

¹ The Department of Labor's Quarterly Census of Employment and Wages (QCEW) tracks employment data through state employment departments. Employment in the QCEW survey is limited to firms with employees that are "covered" by unemployment insurance.

SCENARIO 1: SAFE HARBOR FORECAST

The Goal 9 statute does not have a required method for employment forecasting. However, OAR 660-024-0040(9)(a) outlines several safe harbor methods, which are intended to provide jurisdictions a methodological approach that will not be challenged. The most applicable for Baker County jurisdictions is 660-024-0040(9)(a)(A), which recommends reliance on the most recent regional forecast published by the Oregon Employment Department. This method applies industry specific growth rates for the Eastern Oregon Workforce Region (Baker, Grant, Harney, Malheur, Union, and Wallowa Counties) to the 2018 Baker City base. This method results in an average annual growth rate of 0.8%, with total job growth of 788 jobs over the forecast period.

SCENARIO 2: ALTERNATIVE EMPLOYMENT FORECAST

A second forecast scenario was prepared which was influenced by the research and analysis conducted in the EOA. This scenario formulates an employment growth trajectory based on identified trends, the growth outlook for targeted industries, and input from the project technical advisory committee. Further, the alternative scenario recognizes that economic development efforts and public policy can influence realized growth in targeted sectors. This scenario considers the influence of known or anticipated development over a near and medium-term horizon.

This scenario forecasts an average annual growth rate of 1.2% for the period. Our outlook for Real Estate, Health Care, and Leisure & Hospitality is more optimistic than macroeconomic forecasts indicate—reflecting the area’s recent strength in these sectors.

Summary of Employment Forecast Scenarios

The two forecast scenarios in this analysis range from 0.8% to 1.2% average annual growth. Job growth estimates range from 788 to 1,182 jobs. The estimates in the preceding analysis are useful in creating a baseline understanding of growth prospects by industry. These are common and broadly accepted approaches when looking at large geographic regions. Forecasts grounded in broad based economic variables do not account for the realities of local businesses and trends among evolving industries. Any long-term forecast is inherently uncertain and should be updated on a regular basis to reflect more current information.

The forecasts were broken down into four five-year increments, assuming a consistent rate of growth over the period.

Employment Land Forecast

The next analytical step in our analysis is to convert projections of employment into forecasts of land demand over the planning period. The generally accepted methodology for this conversion begins by allocating employment by sector into a distribution of building typologies those economic activities usually locate in. As an example, insurance agents typically locate in traditional office space, usually along commercial corridors. However, a percentage of these firms locate in commercial retail space adjacent to retail anchors. Cross-tabulating this distribution provides an estimate of employment in each typology.

The next step converts employment into space using estimates of the typical square footage exhibited within each typology. Adjusting for market clearing vacancy we arrive at an estimate of total space demand for each building type.

Finally, we can consider the physical characteristics of individual building types and the amount of land they typically require for development. The site utilization metric commonly used is referred to as a “floor area ratio” or F.A.R. For example, assume a 25,000-square foot general industrial building requires roughly two acres to accommodate its structure, setbacks, parking, and necessary yard/storage space. This building would have an F.A.R. of roughly 0.29. Demand for space is then converted to net acres using a standard floor area ratio (FAR) for each development form.

Land Demand Analysis - Adjusted Forecast

In this analytical step, employment growth was allocated into standard building typologies. The building typology matrix represents the share of sectoral employment that locates across various building types.

Under the employment forecast scenario, employment housed in office, institutional, and retail space accounts for the greatest share of growth, followed by employment housed in general industrial, flex/business park, and warehouse/distribution space.

Employment growth estimates by building type were converted to demand for physical space. This conversion assumes the typical space needed per employee on average. This step also assumes a market clearing vacancy rate, acknowledging that equilibrium in real estate markets is not 0% vacancy. We assume a 10% vacancy rate for office, retail, and flex uses, as these forms have high rates of speculative multi-tenant usage. A 5% rate is used for general industrial and warehouse—these uses have higher rates of owner occupancy that lead to lower overall vacancy. Institutional uses are assumed to have no vacancy.

The demand for space is converted into an associated demand for acreage using an assumed Floor Area Ratio (FAR). The combined space and FAR assumptions further provide estimates indicated of job densities, determined on a per net-developable acre basis.

Commercial office and retail densities are 39 and 20 jobs per acre, respectively. Industrial uses range from 21 for general industrial to 8 jobs per acre for warehouse/distribution. The overall weighted employment density is just over 21 jobs per acre, with the projected 1,182-job expansion in the local employment base through 2038 requiring an estimated 54.8 net acres of employment land.

In addition to assuring adequate capacity for employment-driven land needs over a twenty-year horizon, local jurisdictions are also required to demonstrate that they have an adequate capacity of readily available sites to meet their more immediate needs, which are defined as employment land needs over the next five years. As shown in the following table, in Baker City that need is estimated at 12.1 net acres.

There is a significant distinction between capacity and readily available site supply. The readily-available inventory must currently have appropriate entitlements and infrastructure capacity to accommodate short-term development.

The local employment base is largely dominated by relatively small firms, with the local economic base showing a higher proportion than the national average for firms with between 5 and 20 employees. Only eight firms currently account for more than 100 employees and none account for more than 250.

Additional Considerations in Land Demand

Beyond a consideration of gross acreage, there is a significantly broader range of site characteristics that industries would require to accommodate future growth. Key findings are summarized as follows:

- Industrial buildings are generally more susceptible to slope constraints due to larger building footprints. For a site to be competitive for most industrial uses, a 5% slope is the maximum for development sites. Office and commercial uses are generally smaller and more vertical, allowing for slopes up to 15%.
- Most industries require some direct access to a major transportation route, particularly manufacturing and distribution industries that move goods throughout the region and beyond. A distance of 10 to 20 miles to a major interstate is generally acceptable for most manufacturing activities, but distribution activities require 5 miles or less and generally prefer a direct interstate linkage. Visibility and access are highly important to most commercial activities and site location with both of these attributes from a major commercial arterial is commonly required.
- Access and capacity for water, power, gas, and sewer infrastructure is more important to industrial than commercial operations. Water/sewer lines of up to 10" are commonly required for large manufacturers. Appendix A details utility infrastructure requirements by typology.
- Fiber telecommunications networks are likely to be increasingly required in site selection criteria for many commercial office and manufacturing industries. Medical, high-tech, creative office, research & development, and most professional service industries will prefer or require strong fiber access in the coming business cycles.

CAPACITY & RECONCILIATION

FORECASTED EMPLOYMENT LAND NEED VS. CURRENT SUPPLY

Buildable Land Inventory

The inventory of employment land provides a snapshot of the currently local capacity to accommodate more business and jobs. This current available land will be compared to the forecasted need for new land over the 20-year planning period.

Employment land includes land zoned for industrial, retail or other commercial use (i.e. office), and may also include mixed-use zoning that allows for employment uses. This inventory includes vacant parcels with the proper zoning, as well as “redevelopable” parcels. (The methodology used in this analysis is described in detail below.)

Methodology

The Buildable Lands Inventory (BLI) used in this analysis is based on tax account data from the County, supplemented with data from the State of Oregon. The data was provided in Geographic Information Systems (GIS) compatible format, providing information on land use, parcel size and other relevant data categories on the tax lot level. Zoning information was also provided by the state.

The tax account data was used to identify vacant and redevelopable parcels in the city and its UGB. The identified candidate parcels were then further screened and refined by Johnson Economics.

In keeping with State requirements, the BLI includes an assessment of vacant buildable lands and redevelopable parcels. This analysis applied the “safe harbor” assumptions allowed under state rules to determine the infill potential of developed parcels (OAR 660-024-0050).

FIGURE 5.01: SUMMARY OF EMPLOYMENT BUILDABLE LAND INVENTORY (BAKER CITY)

ZONE	Vacant		Redevelopable		Total	
	# of Parcels	Acreage	# of Parcels	Acreage	# of Parcels	Acreage
General Commercial	47	215.4	2	19.2	49	234.6
Industrial	50	184.8	5	141.4	55	326.2
Light Industrial	1	0.2	2	0.3	3	0.5
Totals:	98	400.3	9	160.9	107	561.2

Source: Baker County, Baker City, Johnson Economics LLC

The inventory identifies over 550 acres of vacant or potentially redevelopable land in both commercial and industrial zones. Roughly 42% of this land is in the General Commercial zone,

while 58% has Industrial zoning. 70% is identified as “vacant”, and 30% in potential “redevelopment” sites. Most “redevelopable” acreage is industrial.

The following figure presents the inventory broken down by the size of parcels. While there is a good mixture of small-to-mid parcel sizes, there are also some potential large employment sites identified. Sites of 10 acres or larger represent over 70% of the identified acreage.

FIGURE 5.02: SUMMARY OF EMPLOYMENT BUILDABLE LAND INVENTORY, BY PARCEL SIZE (BAKER CITY)

ZONE	0 TO .99 acres		1 to 4.99 acres		5 to 9.99 acres		10 to 19.99 acres		20+ acres	
	# of Parcels	Acreage	# of Parcels	Acreage	# of Parcels	Acreage	# of Parcels	Acreage	# of Parcels	Acreage
General Commercial	18	9.7	18	39.3	3	18.1	7	103.6	3	63.8
Industrial	25	11.2	21	45.1	5	34.8	4	57.3	2	178.0
Light Industrial	1	0.2	0	0.0	0	0.0	0	0.0	0	0.0
Totals:	44	21.1	39	84.3	8	53.0	11	161.0	5	241.8

Source: Baker County, Baker City, Johnson Economics LLC

Forecasted Land Need vs. Buildable Land Inventory

The inventory of employment land provides a snapshot of the currently local capacity to accommodate more business and jobs. This current available land will be compared to the forecasted need for new land over the 20-year planning period.

This inventory is compared to the 20-year forecast of employment land need, generated in a previous step of this project (Forecast of Employment and Land Need). The estimate of future land need is presented below. A total need for 55 net acres was identified across a range of building types.

FIGURE 5.03: SUMMARY OF FORECASTED 20-YEAR LAND NEED BY BUILDING TYPOLOGY (BAKER CITY)

	DEMAND BY GENERAL USE TYPOLOGY, 2018-2038						Total
	Office	Institutional	Flex/B.P	Gen. Ind.	Warehouse	Retail	
Employment Growth	314	283	93	117	51	324	1,182
Avg. SF Per Employee	350	600	990	600	1,850	500	591
Demand for Space (SF)	110,000	169,600	92,000	70,100	93,800	162,100	697,600
Floor Area Ratio (FAR)	0.35	0.45	0.30	0.30	0.35	0.25	0.32
Market Vacancy	10.0%	0.0%	10.0%	5.0%	5.0%	10.0%	10.0%
Implied Density (Jobs/Acre)	39.2	32.7	11.9	20.7	7.8	19.6	21.6
Net Acres Required	8.0	8.7	7.8	5.6	6.5	16.5	54.8

Source: Oregon Employment Department, Baker County, Johnson Economics LLC

There is a total projected 20-year need for nearly 55 acres of buildable employment land in industrial and commercial zones.

Conclusion

There is currently sufficient buildable employment land within the urban growth boundary to accommodate the projected need for new development of these uses over the 20-year period. If the economy and industry growth outpace the projections in this analysis, there should still be a significant surplus of land to accommodate this growth.

ECONOMIC DEVELOPMENT POTENTIAL AND CONCLUSIONS

Community Economic Profile

A profile of the city’s and region’s economic development potential was developed, which includes an assessment of both the opportunities and challenges for new employment growth in the area.

The following is a summary of this assessment on a range of metrics.

- Market Area

Baker City is the largest population center in Baker County at nearly 10,000 residents. It is located in the center of the county on the I-84 corridor. The two closest markets of comparable size in Oregon are Ontario, roughly 75 miles to the south, and La Grande, roughly 45 miles to the north.

As the largest market in this area, Baker City is a center of services, shopping, health care and employment for much of the surrounding county. Many types of businesses that may

not be viable in smaller towns, or at a distance from the freeway, are viable in Baker City. The city can be expected to continue to exert this “commercial gravity” in the county.

- **Services**

Baker City is a full service city, featuring grocery, general merchandise, hardware, dining, recreation, and lodging. Baker City businesses serve the local population and much of the rest of the county that lacks these services.

- **Public Services**

Baker City offers full public services including schools, police, fire and medical services. The city is also the seat of Baker County government and services, and features Bureau of Land Management and National Forest Service offices.

- **Transportation**

Baker City is located on I-84, the main transportation spine between the largest population centers in Oregon and Idaho. The Boise area is a roughly two-hour drive east of Baker City. The freeway provides good access to freight and supply chain, though the distance from other major markets is an obstacle for businesses who rely on freight. The freeway is a strong asset for businesses that rely on travelers, such as lodging and dining, or visibility from the freeway like gas stations and convenience retail. There is a small airport for general aviation located outside of the city.

- **Labor Market**

Baker City is also the largest employment concentration in the county, offering nearly 4,700 jobs across a range of sectors. The largest shares are in the health care, retail and accommodation and food service.

- **Suppliers**

Baker County has a somewhat distant location from those categories of suppliers that are not available locally. The greater Boise area is the closest metro area that would have access to a fuller range of suppliers for businesses. Baker City has freeway access, which carries

many thousands of vehicles through and to/from the city every day, but the distance to major markets will remain a challenge, increasing shipping time and expense.

- Environmental Constraints

Baker City industrial and commercial lands feature some potential constraints from wetlands and floodplains in the southern and central areas of the city. Some commercial lands east of the freeway features steep slopes that partially constrain them. These issues are addressed in the **Buildable Lands Inventory**.

- Education and Technical Training Programs

Blue Mountain Community College offers a range of programs through their location in Baker City, including college prep, workforce and technical training, and a transfer associates degree meant for students transferring to a four-year college. The Baker Technical Institute offers technical professional training and apprenticeship program for industries such as heavy equipment, welding, nursing and others.

- Utilities for Employers

Water	Sewer	Power	Data/Telecom
Good	Adequate / System improvements expected	Adequate (Not for largest users, i.e. data centers)	Good/Fiber

Identified Challenges

- Housing availability;
- Aging workforce/difficulty in retaining younger residents;
- Over-reliance on government employment, would like more private sector growth;
- Distances for shipping;
- Workforce adequacy, matching skills to available jobs;
- Some mismatch between perceived land values and actual market values.

Potential Opportunities

- Freeway access;
- Available, inexpensive commercial and industrial real estate;
- Gateway to recreation in areas;
- Natural beauty;
- Lifestyle amenities;
- Spillover growth from Idaho, retirees, remote workers;
- Recent growth in retail, dining/brewing, health care;
- Smaller manufacturers.

Target Industry Conclusions

As discussed in Section III of the EOA (Target Industry Analysis), Baker City may be a good candidate for a number of target industries for future employment growth, based on past trends, current industries and locational advantages. The potential target industries discussed are:

- Agricultural Support / Value-Added Food Products
- Manufacturing
- Wholesale and Retail Trade
- Retirement Services
- Amenity Retail, Recreation, and Hospitality
- Education and Health Services
- Self-Employment
- Construction

The potential for these industries has been applied to the potential 20-year employment forecast. See Section III of the EOA for discussion on each of these industries and their relative impact in Baker City.

Forecasted Land Need Conclusions

As discussed in Section IV of this report, there is projected growth of nearly 1,200 jobs and support for nearly 55 acres of employment land (industrial and commercial). Roughly 35% of this projected need is for uses most appropriate to industrial zones (Flex, General Industrial, and Warehouse), while the remainder is for uses most appropriate for commercial zones (Office,

Retail, Institutional). This identified need is well less than the 560 acres (±235 acres of Commercial and ±327 acres of Industrial) of buildable employment land found in the Buildable Lands Inventory.

Employment Land Inventory Conclusions

As discussed in Section V of the EOA, there is currently sufficient buildable employment land within the Baker City urban growth boundary to accommodate the projected need for new development of these land uses over the 20-year period. If the economy and industry growth outpace the projections in this analysis, there should still be a significant surplus of land to accommodate this growth.

The analysis presented in the 2019 EOA report points to a sufficient supply of employment land within the Urban Growth Boundary to accommodate forecasted growth for at least 20 years. This points to no affirmative need to proactively undertake any UGB actions at this time. However, there are a number of other strategies and steps to consider related to economic development going forward.

GUIDING PRINCIPLES:

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