MEMORANDUM

Comprehensive Plan Policy and Code Amendments

Northern Baker Transportation Improvement Plan

DATE December 27, 2021, Revised February 25, 2022
TO Project Management Team
FROM Darci Rudzinski and Clinton "CJ" Doxsee, APG
CC FILE

OVERVIEW

This memorandum recommends an approach for amending Baker County's and Baker City's regulations to reflect the vision, goals, and proposed corridor design concepts identified in the Northern Baker Transportation Improvement Plan (NBTIP). This memorandum identifies recommended amendments to the following documents to ensure consistency with and implement the NBTIP:

- Baker County Comprehensive Plan
- City of Baker City Comprehensive Plan
- Baker City Development Code

The NBTIP provides a vision and guidance for the future development of three key City corridors: 10th Street, Cedar Street, and Hughes Lane/Pocahontas Road. The intent of the plan is to facilitate safe and comfortable travel along and across the corridors by all modes. It identifies transportation concepts tailored to the unique characteristics of each corridor.

POLICY AND CODE AMENDMENT SUMMARY

Baker City and Baker County must amend land use regulations to implement the NBTIP and to achieve the NBTIP's vision. This vision is achieved through a variety of measures, including adoption of the plan itself, as well targeted amendments to development code requirements.

This section summarizes recommendations for Baker County and Baker City to assist with adopting and implementing the NBTIP. To implement the NBTIP, the following adoption actions are recommended.

- **Baker County Comprehensive Plan** – The County should have findings and policies in its adopted plan consistent with NBTIP recommendations. Findings and policy statements related to the County's transportation system are in Goal XII - Transportation. It is recommended that the County update these to recognize the NBTIP and incorporate the plan by reference.
- **Baker City Comprehensive Plan** – The subject corridors are within the City of Baker; the City should have findings and policies in its adopted plan to reflect the NBTIP planning process and its recommendations. It is recommended that the City update the Transportation chapter of the Comprehensive Plan to recognize the NBTIP and incorporate it by reference.
- **Baker City Development Code** – Aspects of the plan are implemented through the City's land use regulations. The City should amend its landscape, parking, and transportation standards in the Development Code to support economic development and enhance the pedestrian environment.

Baker County Comprehensive Plan

Baker County's Comprehensive Plan serves as the long-range policy guide for land use and transportation planning in unincorporated areas of the County. The Comprehensive Plan includes findings and policies that address each of the 14 applicable Statewide Planning Goals. Policies in Chapter XII provide direction for improving and maintaining the County's transportation systemin unincorporated County areas.

The County can adopt the NBTIP by reference through an amendment to its Comprehensive Plan. As proposed, the amendment would recognize the NBTIP as a refinement to the County's Transportation System Plan – the transportation element of the Comprehensive Plan.[1] This will allow the County to coordinate efforts with the City in implementing future improvements that will affect both jurisdictions.

Attachment A includes recommended Comprehensive Plan policy language to adopt the NBTIP by reference.

Baker City Comprehensive Plan

In order to make adopted City policy consistent with the NBTIP, the Baker City Comprehensive Plan should be updated to incorporate the NBTIP's vision, goals, and proposed corridor design concepts by reference. Through legislatively adopting the NBTIP by reference, the NBTIP will provide the policy framework on which to base compliance-related development requirements and seek public financing for recommended improvements.

Baker City's Comprehensive Plan provides long-range policy guidance for areas within the City's urban growth boundary (UGB). The City's Comprehensive Plan includes findings and policies that

[1] Note, there are no proposed changes to the County's physical Transportation System Plan document. Where the Transportation System Plan and NBTIP conflict, the NBTIP will govern.

address each of the applicable Statewide Planning Goals; the Transportation chapter includes policy guidance for the City's transportation system.

The Comprehensive Plan Transportation chapter should be modified to incorporate the NBTIP by reference. As proposed, the amendment would recognize the NBTIP as a refinement to the City's Transportation System Plan – the transportation element of the Comprehensive Plan.[2] Recommended changes include updated findings based on the plan as well as policy language recognizing the plan and communicating the City's commitment to implement it.

Attachment B includes recommended Comprehensive Plan policy language.

Baker City Development Code Recommendations

Baker City's development standards are provided in the Baker City Development Code (Code). The development standards implement the Comprehensive Plan and guide land use and development within the City's UGB.

It is recommended that targeted modifications to the Code be completed to ensure consistency with and to implement the NBTIP. Table 1 is a summary of recommended amendments to the City's development requirements; following the table are the findings in support of the change. The landscaping and parking recommendations were described in *Technical Memorandum #2: Context & Site Analysis.* The transportation standards recommendations were identified as the preferred alternatives in *Technical Memorandum #6: Transportation Solutions Analysis.*

Implementing transportation facility designs through development approval can improve safety for all people who use the roadway and make the overall transportation network operate better. On-site design elements like landscaping can support economic development by creating attractive environments that encourage visitors and enhance pedestrian activity.

Table 1: Development Code Recommended Amendments

Topic	Summary	Code Section
1. Parking	Update the minimum parking requirements for Restaurant uses, a subcategory of the Retail and Service use, to reduce barriers to site development.	Chapter 3.3
2. Parking Exceptions	Clarify existing provisions that allow an applicant to request lower parking requirements.	Chapter 3.3

[2] Note, there are no proposed changes to the City's physical Transportation System Plan document. Where the Transportation System Plan and NBTIP conflict, the NBTIP will govern.

Topic	Summary	Code Section
3. Transportation Standards	Update the transportation standards for minimum rights-of-way and street cross sections to incorporate the recommended design concepts in the NBTIP.	Chapter 3.4

The following describes the rationale behind the recommended Code amendments. Attachment C includes recommended code language to implement the NBTIP.

1. Parking

The amount of space needed for parking limits the area on a site for structures and other improvements and has a significant effect on the cost of development. Reducing the minimum parking requirements and providing a process to waive parking requirements allows commercial developers to use less space for parking and have more area for buildings or other site amenities.

The project team completed two hypothetical land use development scenarios to evaluate the development or redevelopment potential for an average site adjacent to 10th Street (see *Technical Memorandum #4: Preliminary Concept Design*). The scenarios focused on a commercial use with two variations and a mixed-use residential use. Each scenario presented a relatively intense level of development consistent with the maximum of what is allowed under the current Code.

Among the commercial use variations, the evaluation found that more than half of a site would be dedicated to meeting parking requirements for a restaurant approximately 9,000 square feet in size. By comparison, a retail use such as an Ace Hardware store or Dollar General, would potentially be able to construct a building more than twice the size with almost half as much required parking.

Table 2: Commercial Use Scenario Summaries

Characteristic	Retail Use	Restaurant Use
Lot	0.75 acres	0.75 acres
Structure	19,000 square feet (58%)	8,900 square feet (27%)
Parking Spaces	38 stalls	71 stalls
Parking Area	9,500 square feet (29%)	17,800 square feet (54%)
Landscaping	2,287 square feet (7%)	2,287 square feet (7%)
Walkways/Amenities	1,900 square feet (6%)	3,560 square feet (11%)

This memorandum recommends reducing the existing minimum parking requirement for restaurant uses from eight (8) spaces per 1,000 square feet down to four (4) spaces per 1,000 square feet. This would effectively increase the development potential for restaurant uses while still requiring an adequate amount of parking for patrons in most situations. The recommended modification would still require more parking compared to a retail use, reflecting a restaurant's higher general occupancy and turnover. Implementing the proposed change would not prohibit a developer from providing more parking than the minimum required.

2. Parking Exceptions

To further support the recommended parking requirement modifications, the City should also clarify existing regulations that allow for reductions to the minimum parking requirements. Allowing for reductions to minimum parking requirements would enable compact, pedestrian-oriented development for uses that do not have a need or generate a demand for excessive parking. A secondary benefit would be potentially lowering the overall cost of development.

Currently, the City allows reductions to the minimum parking requirements, however the enabling language is embedded in the minimum standards. It is recommended that the existing provisions be established as its own provision under a new exceptions section in Section 3.3.300. This exception section would also include another existing provision that provides an exception to parking requirement in the Central Commercial Zone.

3. Transportation Standards

The NBTIP planning process developed design concepts for three key corridors to support equitable access to transportation for users of all ages and abilities. The improvements were developed in partnership with Oregon Department of Transportation and guided by an advisory committee of impacted stakeholders. The designs include facilities to accommodate walking and bicycling along the corridors and the plan provides suggested connections to and enhancements of the larger network of streets and pathways connecting to the corridors.

The City's Code implements street design standards for all corridors within the City through a system of street classification and corresponding street design standards. Each street classification balances accessibility and mobility through defining the type, quantity, and size of street designs elements.

The NBTIP has tailored these design standards to the unique circumstances of each corridor; 10th Street, Cedar Street, and Hughes Lane/Pocahontas Road. The street design standards in the Code should be amended to include the refined standards associated with each of the three corridors to ensure the future development and redevelopment are consistent with the NBTIP's vision and goals.

ATTACHMENT A: BAKER COUNTY COMPREHENSIVE PLAN AMENDMENT RECOMMENDATIONS

The following modifications implement the recommendations of the *Northern Baker Transportation Improvement Plan*. Recommended changes are in an adoption-ready format; text that is recommended to be added is shown as underlined, and text recommended to be removed is shown in strikeout.

GOAL XII ELEMENT, TRANSPORTATION

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

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II. GOAL XII TRANSPORTATION FINDINGS

The county governing body finds that:

1. Roads and Highways: The principal primary and secondary roads and highways are indicated on the "Road Index Map, Baker County Oregon 1979" as prepared by the Oregon State Highway Division in cooperation with the U.S. Department of Transportation, Federal Highway Administration.
2. The Oregon Department of Transportation has prepared and published a "County Road Inventory Description Record For Baker County, 6/05/80". Such inventory is used in conjunction with the Road Index Map.
3. The City and County of Baker have adopted an "Airport Master Plan, Baker Municipal Airport, December 1978". Such airport is considered to be an economic alternative mode of transportation in the county. Improvements and expansion of the airport are underway as a cooperative function of local, state and federal government.

   The County has adopted an Airport Development Zone that limits construction and uses within the area. Furthermore, an Airport Overlay Zone has been adopted to limit uses in approach areas of the airport. Height limitations and restrictions on uses producing interference to aircraft were included in the original Airport Zoning Ordinance of 1975 and whose restrictions are still in effect. These planning documents for the Baker Airport have been reviewed and approved by the Aeronautics Division of the State Department of Transportation. See following page.
4. Mass transit, interstate rail, and bus passenger and freight services in and through the county are considered to be economic alternative modes of transportation.
5. Transportation pipelines existing in the county (natural gas and petroleum distillates) are considered to be economic alternative modes of transportation.
6. The private automobile will continue to be the most practical mode of intra-county transportation in the forseeable future.
7. Bicycle and pedestrian modes are not practical year around methods of transportation outside the boundaries of the cities.
8. The Northern Baker Transportation Improvement Plan identifies improvements along 10th Street, Cedar Street, and Hughes Lane/Pocahontas Road to enhance multi-modal mobility

and safety. Identified improvements in unincorporated County areas will require coordination between Baker City and the County before final design and construction.

III. GOAL XII TRANSPORTATION POLICIES

The County Governing Body declares that:

1. Seldom are transportation improvements under the exclusive direction of county government. Therefore, some of the following policies are adopted by the County as recommendations to other public agencies.

   a. The Secretary of Agriculture, pursuant to Section 8(c) of Public Law 94-199, December 31, 1975, should provide improved roads from Baker County to scenic views of and from the Western rim of Hells Canyon. It should be noted that the Hells Canyon National Recreation Area Comprehensive Management Plan is under appeal to the Secretary of Agriculture. The USFS preferred alternative to "C" includes access to P.O. Saddle and beyond to Lookout Mountain. Beyond that to Saddle Creek is non-vehicular access until access begins at Sour Apple Flat and on to Lord Flat. In short, the rim of the canyon does have improved access to and along part of the rim but not its entire length.

   b. Burnt River Canyon Road should be included in the Oregon State Highway System. Such road should provide improved access from Highway 245 on the southern slope of Dooley Mountain to the Interstate Highway at Durkee. It is noted that no plans exist within the State Department of Transportation to include this road in the state system as it does not meet their standards.

   c. Lands surrounding the airport shall be protected from development that is incompatible with the airport.

   d. Serious consideration shall be given to the formation of a broad based Airport Authority or Port District to own and operate the Baker Municipal Airport.

   e. U.S. Forest Service should be encouraged to complete the North Pine Road to an improvement standard similar to the connecting forest service road in Wallowa County.

   f. Local terminals for industrial and commercial consumption of pipeline products should be made available when needed to support economic development of the county.

   g. Interstate rail and bus passenger and freight service should continue to be available in the county.

   h. Local mass transit (private) passenger services shall be expanded as the need and economic practicality becomes apparent.

   i. Public subsidized bus transportation shall be continued for the transportation disadvantaged as the need is demonstrated and budgetary priorities will allow.

   j. The rural nature of Baker County exerts very limited demand for either foot or bicycle paths. To the degree that such demand exists, Baker County will cooperate with the State Department of Transportation in supporting these features.

   k. Baker County supports the attempt to reinstate a regularly scheduled commuter airline serving Baker County residents and businesses.

2. It shall be County policy to plan, construct and maintain county roads to acceptable standards having first considered safety, use, and economics.

3. The Northern Baker Transportation Improvement Plan has been adopted in 2022 as a refinement plan to the County's Transportation System Plan. The Northern Baker Transportation Improvement Plan provides policies and identifies improvements for portions of 10th Street, Cedar Street, Hughes Lane, and Pocahontas Road.

ATTACHMENT B: BAKER CITY COMPREHENSIVE PLAN AMENDMENT RECOMMENDATIONS

The following modifications implement the recommendations of the *Northern Baker Transportation Improvement Plan*. Recommended changes are in an adoption-ready format; text that is recommended to be added is shown as underlined, and text recommended to be removed is shown in strikeout.

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 and 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.

15. The Northern Baker Transportation Improvement Plan provides a vision for improving the multi-modal mobility and safety for portions of three key corridors in the City: 10th Street, Cedar Street, and Hughes Lane/Pocahontas Road.

16. The Northern Baker Transportation Improvement Plan identifies a network of Bicycle Boulevards to support improvements in the vicinity of 10th Street and along Hughes Lane and Cedar Street.

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

[Table omitted from Attachment. No changes recommended to Table 1]

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.

14. <u>The 2022 Northern Baker Transportation Improvement Plan has been adopted as a refinement plan to the Transportation System Plan, the transportation element of the Comprehensive Plan. The Northern Baker Transportation Improvement Plan provides policies and identifies improvements for portions of 10th Street, Cedar Street, and Hughes Lane/Pocahontas Road. The Plan also identifies a network of Bike Boulevards to support improvements in the vicinity of 10th Street.</u>

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 of 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.

11. The City supports efforts to work with the County and ODOT in pursuit of funding for the improvements identified in the Northern Baker Transportation Improvement Plan.

ATTACHMENT C: BAKER CITY DEVELOPMENT CODE AMENDMENT RECOMMENDATIONS

The following modifications implement the recommendations of the *Northern Baker Transportation Improvement Plan*. Recommended changes are in an adoption-ready format; text that is recommended to be added is shown as underlined, and text recommended to be removed is shown in strikeout.

Chapter 3.2 – Landscaping, Street Trees, Fences, and Walls

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3.2.300 Landscaping

A. Applicability. This Section shall apply to all new developments requiring Site Design Review.

B. Landscape Plan Required. A landscape plan is required. All landscape plans shall conform to the requirements in Chapter 4.2.500, Section B.5 (Landscape Plans).

C. Landscape Area Standards. The minimum percentage of required landscaping equals:

1. Residential Zones (multifamily): R-LD: 10% of site; R-MD and R-HD 7% of site.

2. Central Commercial Zone: 0-5% percent of the site dependent on parcel and site plan.

3. General Commercial Zone: Campbell Street and Freeway Area – 10% of site; all other general commercial areas – 7%.

4. General Industrial Zone and Light Industrial Zone: Zero percent of the site except that the approval body may require landscaping, fences, walls or other buffering that exceed the 0% landscaping standards when it finds through Site Design Review (Chapter 4.2), Conditional Use Permit review (Chapter 4.4), and/or Master Planned Development review (Chapter 4.5), as applicable, that more or different buffering is necessary to mitigate adverse noise, light, glare, and/or aesthetic impacts to adjacent properties or public roads.

D. Landscape Materials. Permitted landscape materials include trees, shrubs, grass, ground cover plants, non-plant ground covers, and outdoor hardscape features, as described below. "Coverage" is based on the projected size of the plants at maturity, i.e., typically three (3) or more years after planting.

[This sub-section omitted from Attachment. No changes are recommended these standards.]

E. Landscape Design Standards. All yards, parking lots, and required street tree planter strips shall be landscaped to provide, as applicable, erosion control, visual interest, buffering, privacy, open space and pathway identification, shading, and wind buffering, based on the following criteria:

1. Yard Setback Landscaping. Landscaping in yards shall:

   a. Provide visual screening and privacy within side and rear yards; while leaving front yards and building entrances mostly visible for security purposes;

   b. Use shrubs and trees as wind breaks;

   c. Retain natural vegetation;

   d. Define pedestrian pathways and open space areas with landscape materials;

   e. Provide focal points within a development, for example, by preserving large or unique trees or groves, hedges, and flowering plants;

   f. Use trees to provide summer shading within common open space areas and within front yards when street trees cannot be provided;

   g. Use a combination of plants for year-long color and interest;

   h. Use landscaping to screen outdoor storage and mechanical equipment areas, and to enhance graded areas such as berms, swales, and detention/retention ponds.

2. Parking areas. <u>All of the following standards shall be met for parking lots. If a development contains multiple parking lots, then the standards shall be evaluated separately for each parking lot.</u>

   <u>a.</u> <u>A minimum of 5 percent of the total surface area of all parking areas, as measured around the perimeter of all parking spaces and maneuvering areas, shall be landscaped. Such landscaping shall consist of "evenly distributed" shade trees with shrubs and/or ground cover plants that conform to the criteria in Section 3.2.300.E.1.a-h, above. "Evenly distributed" means that the trees and other plants are distributed around the parking lot perimeter and between parking bays to provide a partial canopy. At a minimum, one tree per six (6) parking spaces on average shall be planted to create a partial tree canopy over and around the parking area.</u>

   <u>b.</u> <u>All parking areas with more than 20 spaces shall include landscape islands with trees to break up the parking area into rows of not more than 12 contiguous parking spaces. All parking area landscapes shall have dimensions of not less than 24 ft2 of area, or not less than 4 feet in width by 6 feet in length, to ensure adequate soil, water, and space for healthy plant growth.</u>

   <u>c.</u> <u>Wheel stops, curbs, bollards, or other physical barriers are required along the edges of all vehicle-maneuvering areas to protect landscaping from being damaged by vehicles. Trees shall be planted not less than two feet from any such barrier.</u>

d. Trees planted in tree wells within sidewalks or other paved areas shall be installed with root barriers, consistent with applicable nursery standards.

3. Protecting Landscaping/Buildings. Buffering and screening are required under the following conditions:

a. Parking/Maneuvering Area Adjacent to Streets and Drives. Where a parking or maneuvering area is adjacent and parallel to a street or driveway, an evergreen hedge; decorative wall (masonry or similar quality material) with openings; arcade, trellis, or similar partially opaque structure 3-4 feet in height shall be established between street and driveway. The required screening shall have breaks, where necessary, to allow pedestrian access to the site. The design of the wall or screening shall also provide breaks or openings for visual surveillance of the site and security. Evergreen hedges used to comply with this standard shall be a minimum of 36 inches in height at maturity, and shall be of such species, number, and spacing to provide the required screening within one (1) year after planting. Any areas between the wall/hedge and the street/driveway line shall be landscaped with plants or other vegetative ground cover. Alternatively, an 8-foot-wide planting strip with street trees subject to review by the Tree Board may fulfill the screening requirement.

b. Parking/Maneuvering Area Adjacent to Building. Where a parking or maneuvering area, or driveway, is adjacent to a building, the area shall be separated from the building by a curb and a raised walkway, a plaza, or a landscaped buffer not less than 5 feet in width. Raised curbs, bollards, wheel stops, or other design features shall be used to protect pedestrians, landscaping, and buildings from being damaged by vehicles. Where parking areas are located adjacent to residential ground-floor living space, a 4-foot wide landscape buffer with a curbed edge may fulfill this requirement.

c. Screening of Mechanical Equipment, Trash Receptacles, Outdoor Storage and Manufacturing, Service and Delivery Areas, and Other Screening When Required. All mechanical equipment, trash receptacles, outdoor storage and manufacturing, and service and delivery areas, shall be screened from view from all public streets and adjacent Residential zones. When these or other areas are required to be screened, such screening shall be provided by:

i. a decorative wall (i.e., masonry or similar quality material),

ii. evergreen hedge,

iii. opaque fence complying with Section 3.2.500, or

iv. a similar feature that provides an opaque barrier.

Walls, fences, and hedges shall comply with the vision clearance requirements and provide for pedestrian circulation, in accordance with Chapter 3.1 - Access and Circulation. (See Section 3.2.500 for standards specific to fences and walls.)

d. Flag Lot Screen. In approving a flag lot, the City may require a landscape screen and/or fence be installed along property line(s) of the flag lot, for privacy of adjoining residents, in accordance with the provisions of Section 4.3.115. A flag lot screen shall not be required if the abutting property owner(s) indicate in writing that they do not want a screen or fence, however, the owner may install one at his or her discretion.

Figure 3.2.300.E General Landscape Areas (Typical)

[This figure omitted from Attachment. No changes are recommended this figure.]

F. Maintenance and Irrigation. The use of drought-tolerant plant species is encouraged, and may be required when irrigation is not available. Irrigation shall be provided for plants that are not drought-tolerant. If the plantings fail to survive, the property owner shall replace them with an equivalent specimen (i.e., evergreen shrub replaces evergreen shrub, deciduous tree replaces deciduous tree, etc.). All man-made features required by this Code shall be maintained in good condition, or otherwise replaced by the owner.

…

Chapter 3.3 – Parking and Loading

…

3.3.300 Automobile Parking Standards

A. Vehicle Parking - Minimum Standards by Use. The number of required off-street vehicle parking spaces shall be determined in accordance with the standards in Table 3.3.300.A, or alternatively, through a separate parking demand analysis pursuant to Section 3.3.300.B.2 ~~prepared by the applicant and subject to a Type I Review, Type II Review, or Type III review dependent upon the classification of the application~~. Where a use is not specifically listed in this table, parking requirements are determined by finding that a use is similar to one of those listed in terms of parking needs, or by estimating parking needs individually using the demand analysis option described above. Parking that counts toward the minimum requirement is parking in garages, carports, parking lots, bays along driveways, shared parking, and qualifying on-street parking.

B. Exceptions and Reductions to Off-street Parking

1. Central Commercial Zone – Minimum Standards. There is no minimum number of off-street parking spaces required in the Central Commercial Zone (CC) for commercial uses; however, the "maximum parking" standards of this Chapter apply. Residential uses within the Central Commercial Zone (CC) are subject to the minimum parking standards of this chapter, but residential parking requirements may be met with a variety of long-term lease, shared parking by easement or contract, or off-site parking options.

2. Parking Analysis. An applicant may propose a parking standard that is different than the standards under Section 3.3.300.A subject to a Type I Review, Type II Review, or Type III Review dependent upon the

classification of the application. The applicant's proposal shall consist of a written request and a parking analysis prepared by a qualified transportation professional. The parking analysis, at a minimum, shall assess the average parking demand per hour and available supply for existing and proposed uses on the site; opportunities for shared parking with other uses in the vicinity; existing public parking in the vicinity; and other relevant factors.

C. Leased Parking. Parking requirements may be satisfied by applicants who lease spaces from Baker City or from private parking lot operators if approved by the City. A copy of the active lease agreement shall be kept on file by the Planning Office, and planning approvals may be revoked if an active lease agreement in some acceptable capacity is not maintained.

Table 3.3.300.A – Minimum and Maximum Required Parking by Use	
Use Categories (Examples of uses are in Chapter 1.4; Definitions are in Chapter 1.3.)	Minimum Parking per Land Use (fractions rounded down to the closest whole number)
Maximum Allowed Parking	*For parking areas exceeding 25 spaces, no use shall exceed 125% of the minimum requirement*
RESIDENTIAL CATEGORIES	
[No changes recommended to residential minimum parking requirements]	
COMMERCIAL CATEGORIES	
Bed and Breakfast Inn	1 space per bedroom
Commercial Educational Services, not a school (e.g., tutoring or similar services)	2 space per 1,000ft^2 floor area
Commercial Outdoor Recreation	per CUP review
Commercial Parking Facility (when not an accessory use)	per CUP review
Drive-Up/Drive-In/Drive-Through *(drive- up windows, kiosks, ATM's, similar uses/facilities), per Section 2.3.190*	No requirement. See Section 2.3.190 for queuing area requirements
Major Event Entertainment	per CUP review
Offices	2 spaces per 1,000ft^2 floor area
Quick Vehicle Servicing or Vehicle Repair. *(See also Drive-Up/Drive-In/Drive-Through Uses, per Section 2.3.190)*	2 spaces, or per CUP review

Table 3.3.300.A – Minimum and Maximum Required Parking by Use	
Use Categories (Examples of uses are in Chapter 1.4; Definitions are in Chapter 1.3.)	Minimum Parking per Land Use (fractions rounded down to the closest whole number)
Retail Sales and Service *(See also Drive-Up Uses)* Retail Bulk retail (e.g., auto, boat, trailers, nurseries, lumber and construction materials, furniture, appliances, and similar sales) Restaurants and Bars Health Clubs, Gyms, Continuous Entertainment (e.g., bowling alleys) Lodging (e.g., hotels, motels, inns) Theaters and Cinemas	 2 spaces per 1,000ft^2 1 per 1,000ft^2 ~~8~~ 4 spaces per 1,000ft^2 floor area 3 space per 1,000ft^2 0.75 per rentable room (for associated uses, such as restaurants, entertainment uses, and bars, see above) 1 per 6 seats
Self-Service Storage	No standard
INDUSTRIAL CATEGORIES	
[No changes recommended to industrial minimum parking requirements]	
INSTITUTIONAL CATEGORIES	
[No changes recommended to institutional minimum parking requirements]	
OTHER CATEGORIES	
[No changes recommended to other minimum parking requirements]	

D. Vehicle Parking – Minimum Accessible Parking

E. On-street Parking

F. Shared Parking

G. Off-site Parking

H. General Parking Standards

I. Parking Stall Design and Minimum Dimensions

[Sub-section D through I omitted from Attachment. No changes are recommended these standards.]

…

3.4 – Public Facilities

…

3.4.300 Transportation Standards

A. Development Standards. The following standards shall be met for all new uses and developments:

1. All new lots created, consolidated, or modified through a land division, partition, lot line adjustment, lot consolidation, or street vacation must have frontage or approved access to a public street;

2. Streets and sidewalks within or adjacent to a development that will increase vehicle or pedestrian traffic shall be improved in accordance with the Transportation System Plan, an applicable refinement plan, and the provisions of this Chapter, except where specifically exempt by subsection (B) below, or other provisions of this Code;

3. Development of new streets, street extensions, and modifications to existing streets, shall be improved in accordance with this Section, and public streets shall be dedicated to the applicable road authority;

4. Bike lanes shall be provided pursuant to the Bike Projects Plan and the standards of this Chapter;

5. Where the TSP designates a multi-use path, construction of a multi-use path in lieu of a standard sidewalk improvement is required.

6. When a developer cannot provide the required sidewalk improvements at the time of development or construction, as applicable, the application shall be processed as a Type III procedure. The City decision body may require the installation of said improvements, the dedication of rights-of-way or easements for future improvements, construction of interim improvements, and/or a property owner agreement to not remonstrate against the formation of a local improvement district created to complete such improvements in the future, in accordance with subsection (B) below.

7. New streets, drives, and shared use paths shall be paved with asphalt, concrete, or other all-weather surface approved by the Public Works Director, pursuant to this Chapter.

B. Guarantee

C. Waiver or Deferral of Required Street or Sidewalk Improvements

D. Creation of Rights-of-Way and Easements

E. Variances

[Sub-section B through E omitted from Attachment. No changes are recommended these standards.]

F. Street Location, Width, and Grade. Except as noted below, the location, width and grade of all streets shall conform to the adopted Transportation System Plan or applicable refinement plan, and an approved street plan or subdivision plat. Street location, width, and grade shall be determined in relation to existing and planned streets, topographic conditions, public convenience and safety, and in appropriate relation to the proposed use of the land to be served by such streets:

1. Street grades shall be approved by the City Engineer in accordance with the design standards in subsection 'O', below; and

2. Where the location of a street is not shown in an existing street plan, the location of streets in a development shall either:

   a. Provide for the continuation and connection of existing streets in the surrounding areas, conforming to the street standards of this Chapter, or

   b. Conform to a street plan adopted by the City if it is impractical to connect with existing street patterns because of particular topographical or other existing conditions of the land. Such a plan shall be based on the type of land use to be served, the volume of traffic, the capacity of adjoining streets, and the need for public convenience and safety.

G. Minimum Rights-of-Way and Street Sections. Except as provided by subsections (1) and (2) below, street rights-of-way and improvements shall be the widths in Table 3.4.100.F~~, as~~ . Example street cross-sections generally meeting the minimum street standards are depicted in Figures 3.4.100.F(1) through ~~(12)~~(18). These Figures are intended to demonstrate potential street configurations that meet the requirements. The basic public local residential street section shall be 28' with parking on both sides as shown in Table 3.4.100.F for streets with an anticipated traffic demand of 500 ADT or less, and 32' with parking on both sides as shown in Table 3.4.100.F when the anticipated traffic demand will be greater than 500 ADT.

1. The Baker City Public Works Director shall have the discretion to approve alternative sections to those shown in Table 3.4.100.F and Figures 3.4.100.F(1) through ~~(12)~~(18), based on the factors listed in subsection a-g, below. In addition, with the Public Works Director's concurrence, the Planning Commission shall have the discretion to approve alternative sections to those shown in Table 3.4.100.F and Figures 3.4.100.F(1) through ~~(12)~~(18), as may be proposed under a Master Planned Development.

   a. Anticipated traffic generation and/or factors of limited access;

   b. On-street parking needs;

   c. Requirements for the placement of utilities. Preliminary engineering for utilities on narrow streets or those with significant variance in curve radii may be required;

   d. Protection of significant environmental resources or reduction of potential impacts;

   e. Advancement of urban or neighborhood design objectives, including but not limited to traffic calming, and general pedestrian safety and comfort;

   f. Access needs for emergency vehicles; and

   g. Other engineering or urban design factors as may be relevant.

2. Half-Street Improvements. With the Public Works Director's concurrence, the Planning Commission shall have the discretion to approve a half-street dedication and street frontage improvement where the developer does not

own or control both sides of the subject right-of-way and where the new development will generate less than less than 300 Average Daily Trips (ADT).

Table 3.4.300.F Street Standards from the Adopted Transportation System Plan											
Street Type	Ave. Daily Trips (ADT)	Right-of-Way Width	Curb-to-Curb Paved Width	Within Curb-to-Curb Area				Curb	Planting Strips, Furnishing Zone, or Swales	Side-Walks, Walking Path	Shared-Use Paths
				Motor Vehicle Travel Lanes	Median/ Center Turn Lane	Bike Lanes	On-Street Parking				
URBAN ARTERIALS: 8,000 - 30,000 ADT											
Urban Arterial Street *(~~50ft Paving with~~ With No Parking)*		~~80ft~~	~~50ft w/ 14ft raised median~~	~~2 at 12ft~~	~~14ft~~	~~2 at 6ft~~	~~none~~	~~6in~~	~~6ft~~	~~8ft~~	
10th Street (North of H Street)		80ft	60ft	3-4 at 11-12ft	None	2 at 7ft	None	6in	4.5ft. (furnishing zone)	5ft	
Pocahontas Road		60ft	40ft	2 at 11ft	12ft	None	None	None	4ft striped buffer		10ft south side
Hughes Lane		60ft	25ft	2 at 11ft	None	None	None	None	6ft swale south side		10ft south side
All other Streets		80ft	50ft w/ 14 raised median	2 at 12ft	14ft	2 at 6ft	none	6in	6ft	8ft	
Urban Arterial Street *(with Parking on Both Sides)*		~~80ft~~	~~64ft w/14ft raised median~~	~~2 at 12ft~~	~~12ft - 14ft~~	~~2 at 5ft - 6ft~~	~~8ft parallel (both sides)~~	~~6in~~	~~None~~	~~7ft~~	
10th Street (South of H Street)		80ft	64	3-4 at 11-12ft	None	None	9ft parallel (both sides)	6in	2.5ft. (furnishing zone)	5ft	
All other Streets		80ft	64ft w/14ft raised median	2 at 12ft	12ft - 14ft	2 at 5ft – 6ft	8ft parallel (both sides)	6in	None	7ft	
Commercial Street *(36ft*		80ft	36ft	2 at 12ft	None	2 at 6ft	None	6in	11ft-15ft	6ft	10ft optional

Table 3.4.300.F Street Standards from the Adopted Transportation System Plan											
Street Type	Ave. Daily Trips (ADT)	Right-of-Way Width	Curb-to-Curb Paved Width	Within Curb-to-Curb Area				Curb	Planting Strips, Furnishing Zone, or Swales	Side-Walks, Walking Path	Shared-Use Paths
				Motor Vehicle Travel Lanes	Median/ Center Turn Lane	Bike Lanes	On-Street Parking				
Paving with No Parking)											
Commercial Street *(50ft Paving with Parking on Both Sides)* [1]		80ft	50ft	2 at 12ft	None	2 at 5ft	8ft parallel (both sides)	6in	8ft w/ 6ft side-walk or none with 14ft sidewalk	6ft or 14ft	
COLLECTORS											
Major Collector Street	Greater than 1,500 ADT	80ft	52ft	24ft	None	2 at 5ft	9ft parallel (both sides)	6in	7ft	6ft	
Minor Collector Street	1,000 to 1,500 ADT	~~60ft~~	~~36ft~~	~~22ft~~	~~None~~	~~None~~	~~7ft parallel (both sides)~~	~~6in~~	~~5ft~~	~~6ft~~	
Cedar Street (North of D Street)		58-62ft	24-26ft	2 at 11-12ft	None	None	None	None	6ft swale – both sides	6ft east side	10ft west side
Cedar Street (South of D Street)		58-62ft	24-26ft	2 at 11-12ft	None	None	None	None	6ft swale west side	None	10ft west side
Other Minor Collector Streets		60ft	36ft	22ft	None	None	7ft parallel (both sides)	6in	5ft	6ft	
Local Industrial [2]		60ft	24ft	24ft	None	None	None	-	None	None	
LOCAL RESIDENTIAL STREETS: Less than 1,000 ADT											
No changes recommended to local residential street standards.											

Figure 3.4.3100.F(1) Urban Arterial Street (50' Paving with No Parking)

Figure 3.4.3100.F(2) Urban Arterial Street (with Parking on Both Sides)

Figure 3.4.3100.F(3) Commercial Street (36' Paving with No Parking)

Figure 3.4.3100.F(4) Commercial Street (50' Paving with Parking on Both Sides)

Figure 3.4.3100.F(5) Major Collector Street

Figure 3.4.3100.F(6) Minor Collector Street

Figure 3.4.3100.F(7) Local Industrial Street

Figure 3.4.3100.F(8) Local Residential Street (32' Parking on Both Sides)

Figure 3.4.3100.F(9) Local Residential Street (28' Parking on Both Sides)

Figure 3.4.1300.F(10) Improvement Option for Existing Unpaved Local Residential Street

Figure 3.4.3100.F(11) Multi-Use Path Street Option

Figure 3.4.1300.F(12) Alley and Pathway Sections

No changes recommended to existing street cross-section illustrations.

Figure 3.4.1300.F(13) 10th Street – North of H Street

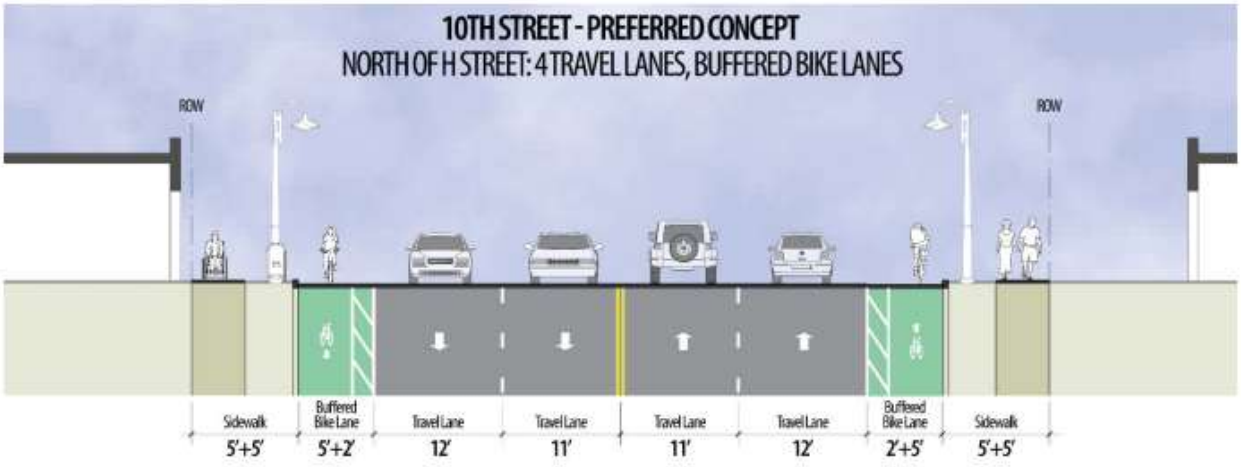


Figure 3.4.1300.F(14) 10th Street – South of H Street

Figure 3.4.1300.F(15) Pocahontas Road

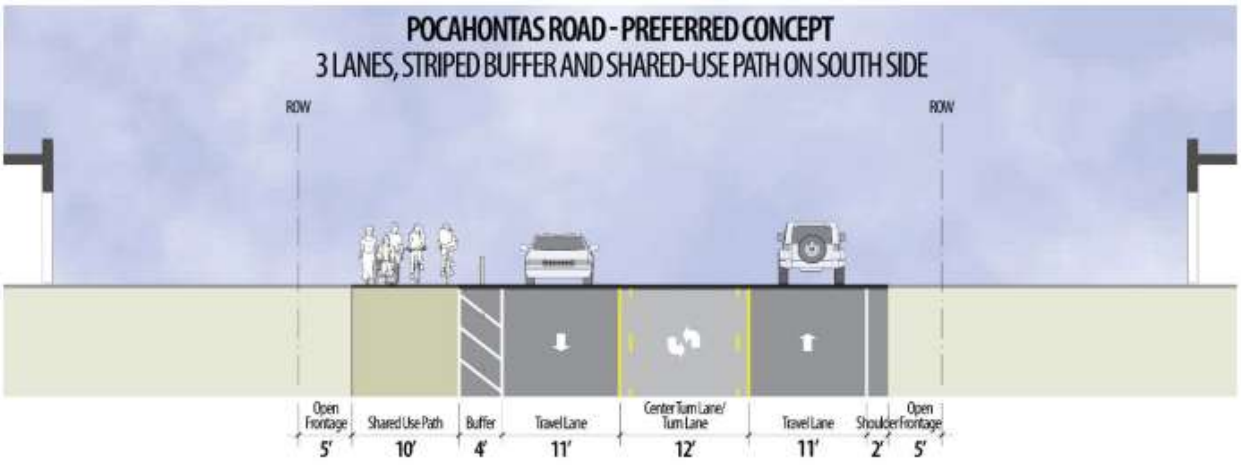


Figure 3.4.1300.F(16) Hughes Lane

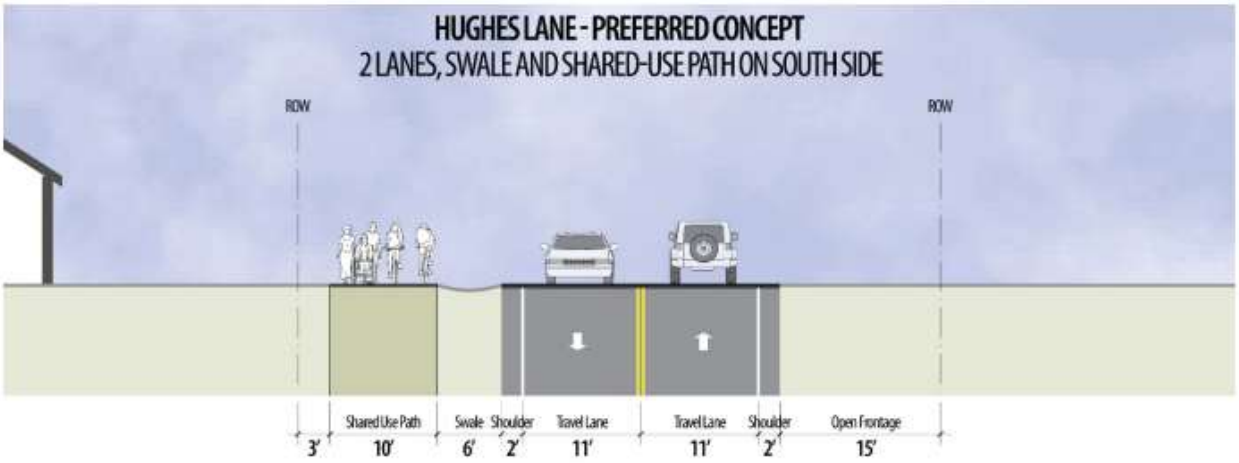


Figure 3.4.1300.F(17) Cedar Street – North of D Street

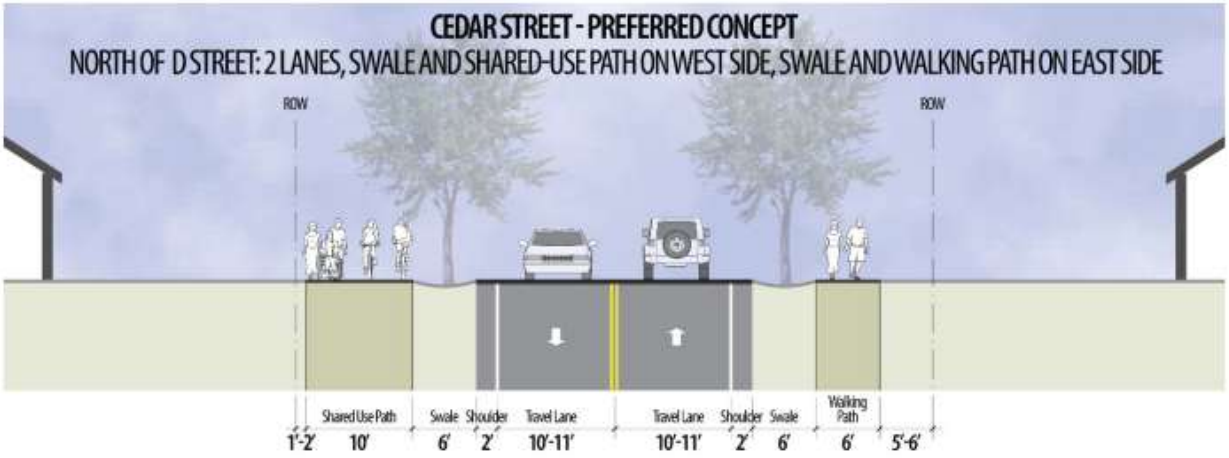
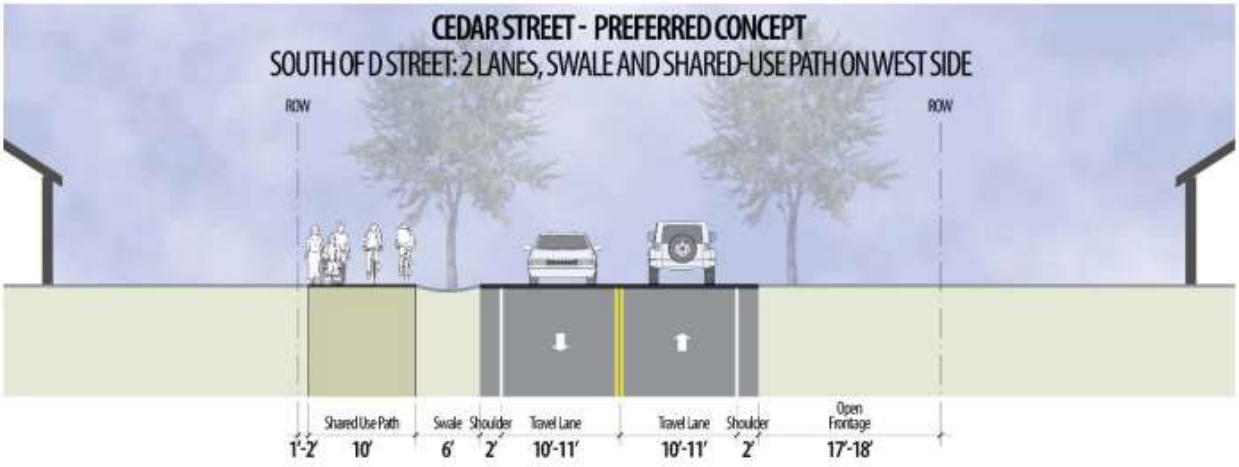


Figure 3.4.1300.F(18) Cedar Street – South of D Street



H. Subdivision Street Connectivity.

I. Traffic Signals and Traffic Calming Features.

J. Future Street Plan and Extension of Streets.

K. Street Alignment, Radii, and Connections.

No changes recommended to sub-sections H through K.

L. Sidewalks, Planter Strips, Bicycle Lanes. Sidewalks, planter strips, and bicycle lanes shall be installed in conformance with the standards in Table 3.4.100.F, applicable provisions of Transportation System Plan, the Comprehensive Plan, refinement plans, and adopted street plans. Maintenance of sidewalks and planter strips in the right-of-way is the continuing obligation of the adjacent property owner.

M. Intersection Angles.

N. Existing Right-of-Way.

O. Cul-de-sacs.

P. Grades and Curves.

Q. Curbs, Curb Cuts, Ramps, and Driveway Approaches.

R. Streets Adjacent to Railroad Right-of-Way.

S. Development Adjoining Arterial Streets.

T. Alleys, Public or Private.

U. Private Streets.

V. Gated Communities.

W. Street Names.

X. Survey Monuments.

Y. Street Signs.

Z. Mail-boxes.

AA. Street Light Standards

No changes recommended to sub-sections M through AA.