City of Stayton
Comprehensive Plan

Adopted by the City Council

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2010-2012

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Chapter 1. Introduction

Purpose

The purpose of this document is to establish a guide for the growth and development of the Stayton Community. The plans and policies contained in this document are an adopted statement of public policy which will serve, not only as a guide in the decision making process, but also to communicate an understanding of the community's growth policies to the general public, other agencies, and the private landowner. A better understanding of specific goals, policies, and plans contained in this comprehensive plan will help the existing and future population of Stayton anticipate the needs of the community.

It is important to understand that because this plan is intended to serve as a guide to future development, more specific actions and programs must be undertaken to implement the goals and plans. The plan contains a number of implementation steps to carry out the policies contained herein. However, a distinction between the comprehensive plan and implementing measures such as zoning, subdivision codes, public land acquisition, taxing policies, and public improvements must be understood. Implementing measures are specific and separate actions. This plan is not a zoning ordinance but a guide to future development and the drafting of that ordinance as well as other City programs or ordinance to implement its goals and policies.

Planning Program

The adoption of this plan will strengthen the planning program in Stayton. Limited flexibility has been built into the plan; however, responsibility must be exercised in its use and maintenance. Any major deviation from the plan goals or policies should be preceded by an amendment based on need and facts to support the change. Court cases and state legislation have given more weight to the comprehensive plan, and land use decisions must be in conformance with the policies and goals of the plan. State administrative rules direct the process and analysis necessary for Plan amendments.

The following broad goals have been formulated in cooperation with the Stayton City Council, Planning Commission, the Stayton Comprehensive Plan Update Committee, and interested individuals and agencies. In subsequent chapters of the plan there are a number of policies for achieving these goals and recommended action steps for implementing those policies.

The goals of the citizens of Stayton for the future of the City are:

A. Natural & Historic Resource Goals

1. Noise levels in the city will continue to not be detrimental to the welfare of the citizens.
2. The mill creek and North Santiam River floodplains will be used and managed in order to minimize flood damage and preserve water quality.
3. Adequate open space will be provided in the urban growth area through the provision of public parks, and private open space.
4. Historic resources of the city will maintain their integrity and significance for the benefit of future generations.
5. Fisheries habitat will be maintained.

6. Identified significant wetlands will continue their functions unimpaired by development activity
7. Development activity will be designed to avoid potential hazards associated with steep slopes

B. Transportation Goals

1. Optimize the performance of the transportation system for the efficient movement of people and goods.
2. Provide a transportation system that enhances the safety and security of all transportation modes.
3. Provide an equitable, balanced, and connected multi-modal transportation system.
4. Limit and mitigate adverse environmental impacts associated with traffic and transportation system development.
5. Develop and maintain a transportation system plan that is consistent with the goals and objectives of the City, Marion County, and the State.
6. Seek funding for and invest in financially feasible infrastructure projects that will serve the city for years to come.
7. Provide a transportation system that enhances the health of residents and users.
8. Create a balanced built environment where desired existing and planned land uses are supported by an efficient multi-modal transportation system.
9. Provide a transportation system that supports existing industry and encourages economic development in the city.

C. Public Facility Goal

1. Urban development will occur in areas with existing services and in those areas where future extensions of those services can be provided in the most feasible, efficient, and economical manner.

D. Housing Goals

1. Existing and future residents will be provided a choice of housing types in safe and healthful housing.
2. New residential developments will be designed and built to become attractive neighborhoods.

E. Economic Goal

1. Provide for the future commercial, industrial and social needs of the community with a balanced mix of economic activity.

F. Land Use Goals

1. Provide for a land use regulation process that promotes a livable community and provides for expeditious review of development proposals.
2. Coordinate the development of land outside the current city limits with Marion and Linn Counties.

G. Energy Goal

1. Conserve energy resources and encourage the use of renewable energy resources.

H. Fiscal Goal

1. Provide and maintain essential public services and facilities in a sustainable manner reflective of the available revenue.

Applicable Statewide Goals

In 1973, the 57th Legislative Assembly of Oregon adopted Senate Bill 100 (ORS Chapter 197), otherwise known as the 1973 Land Use Act. The Act provides for the coordination of local comprehensive plans through state standards and review. State land use goals were effective on January 1, 1975, and are to be used by state, county, city and special districts in preparing, adopting, revising and implementing comprehensive plans. The Legislation contained 14 state goals for comprehensive planning and has since been expanded to 19 statewide goals.

Some of the 19 statewide goals do not apply to Stayton. The statewide planning goals regarding the Willamette greenway; Estuarine resources; Coastal shore lands; Beaches and Dunes; and Ocean resources do not apply to Stayton because Stayton is not along the Willamette River and is not a coastal community. As a comprehensive plan addressing the urban growth boundary for a city, this plan also need not address the statewide planning goals regarding Agricultural lands and Forest lands. The other 12 statewide goals do apply and have been addressed by this Plan.

Citizen Involvement Program

Goal 1 of the Oregon Land Conservation and Development Commission (LCDC) requires that all cities have an adopted program to involve citizens in the planning process. The six basic functions of citizen involvement are:

Representation	Technical Information
Communication	Feedback
Opportunity	Financial Support

The six functions should be the object of a citizen involvement program. The City of Stayton has sought and supported citizen involvement in the past and will continue to do so.

The citizen involvement process has been functioning in Stayton for many years and will continue in the years ahead.

1. Representation

Citizen representation takes place in a number of ways. The City has established a Planning Commission which is the key mechanism to citizen involvement in the ongoing aspects of Plan Implementation. The Planning Commission is comprised of seven residents of the City, with one position available to a resident of the Urban Growth Boundary and one non-voting position for a student from one of the City's high schools. The mayor seeks to appoint a diverse group of citizens to the Planning Commission.

The Council from time to time appoints ad hoc committees to provide guidance on the development of the Comprehensive Plan. This Update to the Comprehensive Plan was prepared by a 13-member committee appointed in April 2010. Other recent examples of ad hoc committees include the Urban Renewal Advisory Committee that prepared an Urban Renewal Plan and Report for the downtown area between September 2008 and May 2009; the Downtown Revitalization Committee that prepared the Downtown Transportation and

Revitalization Plan between October 2006 and July 2007; and an Ad Hoc committee on Annexation that provided the Council with recommendations on the procedures for annexation of land into the City between May and November 2007.

Other ways in which citizens are represented in the operations of City government and the planning and implementation process include standing committees on Parks and Recreation, Transportation, and Library. There was also an ad hoc Charter Review Committee that made recommendations to the Council regarding the adoption of a new City Charter.

2. Communication

The City and its Council, Boards, and Committees keep the general public informed of its activities through a variety of media. The City's website contains the agendas and minutes of the Council, Planning Commission and the Comprehensive Plan Update Committee. The City publishes a bi-monthly newsletter that is distributed in the monthly utility bills. The local media receive notices of meetings, the meeting agenda and minutes. Notices of meetings and hearings are posted in the window of the City Hall, the Library and at the Community Center. The City has made a concerted effort to assure that residents and property owners are informed of the activities of all City boards and committees and provided the appropriate opportunity to participate in their proceedings.

3. Opportunity

The city has tried to provide adequate opportunity for all persons to be involved in the planning process. As noted above, publicity about meetings is widely posted. The agenda for the City Council and the Comprehensive Plan Update Committee contain the opportunity for the public to address the Council and Committee, even during meetings when there is no public hearing.

4. Technical Information

The information contained in the inventory chapters has been made available to the public at the Planning and Development Department and on the City's web site. City staff are available to explain the background information.

5. Feedback Systems

The City Council and the Comprehensive Plan Update Committee rely on the local newspaper and public participation and workshops to get feedback from the public. The city staff and officials are available for questions and comments.

6. Financial Support

The city annually budgets funds to support the Planning and Development Department. Department personnel provide staff assistance to the City Council, the Planning Commission on an ongoing basis and to the Comprehensive Plan Update Committee.

The citizen involvement process has been functioning in Stayton for many years and will continue in the years ahead.

Periodic Review

Though state law no longer establishes a requirement for periodic review on the City, in order to maintain the Stayton Comprehensive Plan as a current and relevant document, it is necessary to review this document and its implementation measures every five years. The Planning Commission shall set aside a specific time and date to review the plan and consider suggestions and comments from affected agencies, jurisdictions, and citizens of the area. Upon completion of the review, the Planning

Commission shall forward to the City Council its proposed changes to the Comprehensive Plan. The public hearing shall be open to any agency, representative, or citizen wishing to comment on or to propose revisions to the plan.

Associated Documents

This document contains the overall inventory and analysis of the City as well as a statement of City goals, policies and implementation steps to carry out those policies. However, this Comprehensive Plan also includes a number of other documents that provide more particular information, policies and implementation actions for either a particular subject matter or area within the City or urban growth area. These other documents have been adopted by the City as part of the comprehensive planning process and include:

Local Wetland and Riparian Inventory (1999)

Park and Recreation Master Plan (2005)

Sublimity Interchange Area Management Plan (2006)

Water Master Plan (2006)

Wastewater Master Plan (2006)

Downtown Transportation and Revitalization Plan (2007, amended 2010)

Storm Water Master Plan (2009)

Transportation System Plan (2019)

Physical Setting

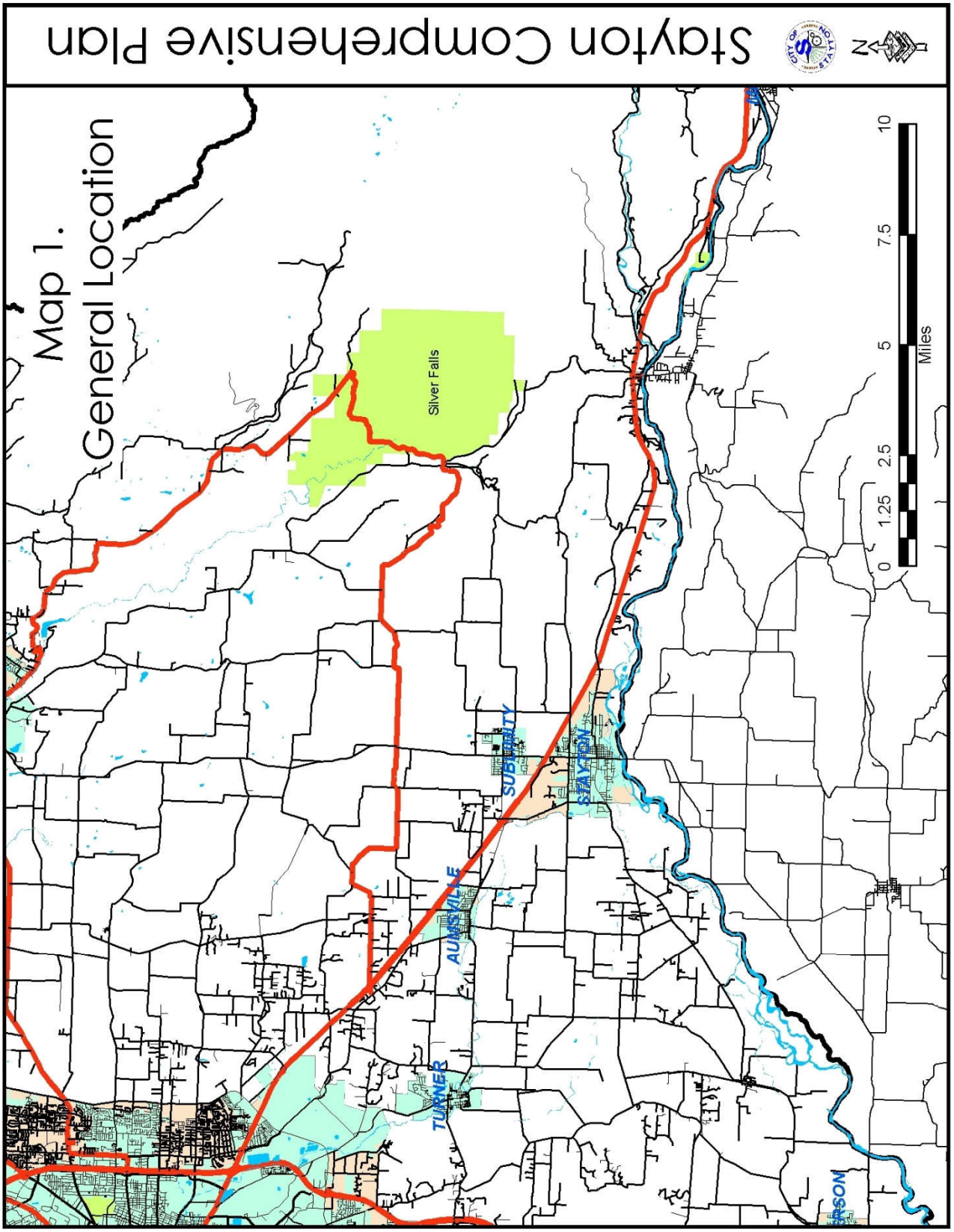
The City of Stayton is located in the eastern central portion of the Willamette Valley, approximately 17 miles east of the state capitol in Salem. The city is located along the North Santiam River as the river leaves the Santiam Canyon and enters the valley. The River has historically meandered as it transitions from the high energy flow of the canyon to lower energies of the valley plain. The urban growth area is bounded on the north by State Highway 22 and on the south by the North Santiam River. The elevation within the Stayton Urban Growth Boundary ranges from approximately 400 feet above sea level in the northwest corner to over 690 feet above sea level in the hills on the east side.

History of Stayton[1]

Stayton is located on the north side of the North Santiam River, 17 miles from the state capitol in Salem, and is the largest town between Salem and Bend on the east side of the Cascade Mountains. It has grown from a nucleus of one house, one shop and one mill in 1866 to a population of over 7,600 in 2010. Stayton is an attractive community with good schools, churches, shops and industrial activities.

The first visitors to the Stayton area were impressed with its economic possibilities. Dr. W. H. Willson and Lewis Judson were members of the Methodist Mission which laid the foundation for the American settlement in Oregon territory. At the site of Stayton, they found a place to divert the water

[1] Adapted from Mathilda Siegmund Jones, Marion County Historical Society.


Stayton Comprehensive Plan
Map 1.
General Location
Silver Falls
SUBURBITY
STAYTON
AUMSVILLE
TURNER
JEFFERSON
N
0
1.25
2.5
5
7.5
10
Miles

of the North Santiam River along a depression to Mill Creek, which flows into the City of Salem. The Mission Mill had been built along the Mill Creek at Salem in 1840 and had an inadequate supply of water. In 1844, Willson and Judson applied to the territorial government for the right to divert the waters of the Santiam. In 1849, they re-applied for an extension of their water rights. In 1856, the Willamette Manufacturing Company completed the project and dug the Salem Ditch to Mill Creek.

T.C. Sloper is said to have built a small grist mill and saw mill near the east end of the ditch in 1856. It was known as the "Little Red Mill" and was the first industry in the Stayton area.

The land in the Stayton area was taken in three donation land claims by James Linch, Stephen Porter and David Kirkpatrick. In 1866, Drury Smith Stayton purchased land from James Linch (41 acres), part of which became the townsite of Stayton. Stayton built a carding mill and sawmill, which were the first industries in the original townsite. In 1870 the mill cut 500,000 board feet of lumber and dressed 20,000 board feet. The carding machine produced 10,000 rolls of wool.

In 1870, C. M. Thomas established a cabinet shop. By 1876 there was a chair factory owned by Leigh-Neff; the Stayton Mill by Queener; a sash and blind factory by Clark and Brothers; a tannery by Ritenour and Watson; wagon maker George Ritenour; and a gunsmith, E.S. Burson.

Besides being a farmer, Drury Stayton was a Baptist minister, a justice of the peace, a sawmill and carding machine owner, postmaster, chairman of the Mill Creek precinct of the Democratic Convention of 1855, trustee of Sublimity College in 1858 and candidate for Representative for Marion County at the Session State Convention in 1862. Drury Stayton's first plat was signed on September 27, 1872 and consisted of six blocks, now the business district of Stayton. Drury Stayton wanted to name the town Florence, after his youngest daughter, but there was already a town in Oregon with that name; he settled for a street named in her honor. The post office was established on May 7, 1872, with Dr. Samuel D. McCauley as postmaster.

In 1876, the ferry across the Santiam River was run by Frank Henline, who took it over from James Linch. In 1888 the first bridge was built; it was washed out in the flood of 1906.

The first newspaper was the Stayton Sun in November 1889. In 1890, the Sun was succeeded by the Stayton Times. In 1944, Horace Mann purchased the Times and changed the name to the Stayton Mail.

The first mayor was Lee Brown in 1884; however, the charter was not adopted until February 18, 1891. The Stayton Flour Mill, founded by Hobsons in the 1870s, and the Stayton Canning Company Cooperative, established in 1924, were Stayton's major industries.

With a population of close to 8,000, and large industrial area on the west side of the City, the City of Stayton today is a far cry from Drury Smith Stayton's original one house, one shop and one mill of 1866.

Chapter 2. Population and Demographics

Population data, especially anticipated population growth, indicate a city's probable future needs. Projected population growth is compared to existing land use and development to assess future land use needs as well as the additional public facilities and services needed for a larger population.

Historic Population Growth

As shown in Table 2-1 Stayton's population has increased every decade since 1900, except for 1910 to 1920. The greatest numerical growth over a decade occurred between 1990 and 2000 when the city grew by 1,805 persons. The decade with the greatest percentage growth was from 1960 to 1970, with over 50% growth. There have been several 20-year periods when the city's population approximately doubled. These include the periods from 1940 to 1960, 1950 to 1070, and 1960 to 1980.

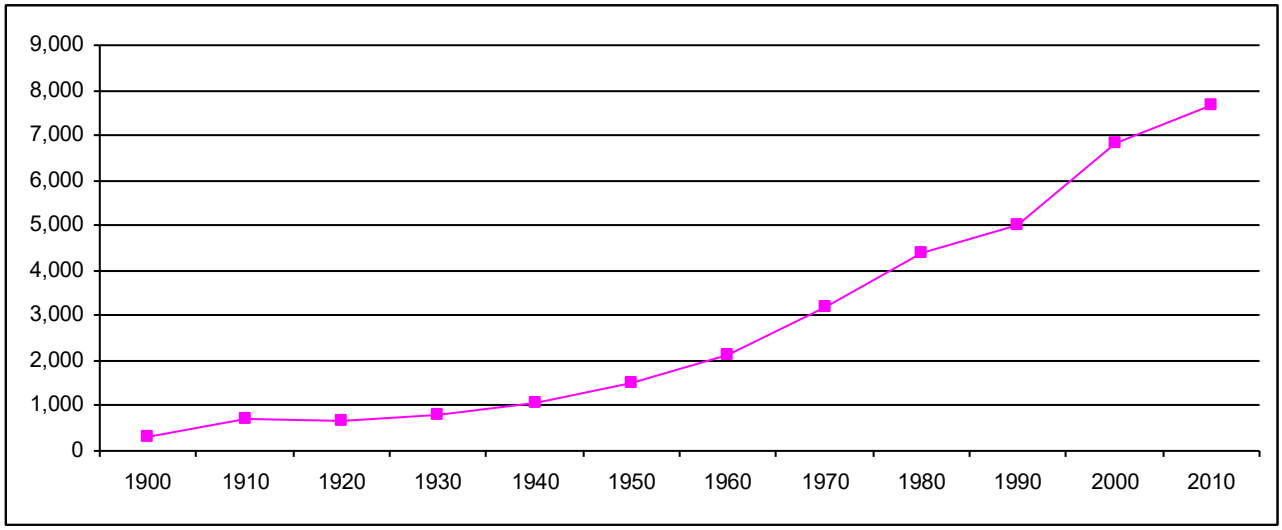
Table 2-1, Population Growth, City of Stayton, 1900-2010

Year	Population	Change	Percent Change
1900	324		
1910	703	379	116.9
1920	679	-24	-3.4
1930	797	122	17.4
1940	1,085	288	36.1
1950	1,507	522	38.9
1960	2,108	601	39.9
1970	3,170	1,062	50.4
1980	4,396	1,226	38.7
1990	5,011	615	13.9
2000	6,816	1,805	36.0
2010	7,644	828	12.1

Source: US Census Bureau decennial censuses

The data above are represented in Figure 2-1.

Figure 2-1, Population Growth, 1900-2010



More recently, the City's growth rate has slowed. The most recent decade saw the slowest rate of growth of any decade except 1910-1920 when population declined, but was still the fourth highest in

numerical growth. Table 2-2 shows the most recent population estimates prepared by the Center for Population Research of Portland State University.

Table 2-2, Population Growth, City of Stayton, 2010-2011

Year	Population	Change	Percent Change
2010, April	7,644		
2010, July	7,645	1	0.0
2011, July	7,660	15	0.2
Total		16	0.2

Source: Portland State University, Center for Population Research

Table 2-3 shows recent population growth in Stayton in comparison to nearby cities and other Mid-valley cities of similar size between 1980 through 2010. During the past 30 years Stayton's population growth has been lower than Independence's but within the range of the other two similarly sized cities,

Table 2-3, Population Growth, Mid-Valley Cities, 1980-2010

	1980	1990			2000			2010		
	Pop	Pop	Change	%	Pop	Change	%	Pop	Change	%
Independence	4,024	4,425	401	10%	5,972	1,547	35%	8,590	2,618	44%
Monmouth	5,594	6,288	694	12%	7,808	1,520	24%	9,534	1,728	22%
Scio	579	603	24	4%	587	-16	-3%	838	251	43%
Silverton	5,168	5,636	468	9%	7,528	1,892	34%	9,222	1,694	23%
Stayton	**4,396**	**5,011**	**615**	**14%**	**6,816**	**1,805**	**36%**	**7,644**	**828**	**12%**
Sublimity	1,077	1,491	414	38%	2,152	661	44%	2,681	529	25%

Monmouth and Silverton. For the past decade, Stayton's growth rate has lagged behind all of the other cities.

Population Characteristics

The age distribution of Stayton's population from 1970 to 2010 is shown in Table 2-4. The median age in Stayton in 1970 was 25.2, and had increased to 35.0 in 2000. This is primarily a function the aging of the "baby boom" generation and is a phenomenon seen throughout the country. In 1970, this age cohort was ages 10-25. In 2010, they had progressed into the middle-age category. Although the city's median aged population is older, it is still younger than the State of Oregon as a whole, which had a median age of 36 years. This is also evident in the fact that the two dominant age groups are 0-14 and 25-44 which equates to a predominance of young couples with children.

Table 2-4, Age Distribution, City of Stayton

Age	1970		1980		1990		2000		2010	
Group	No.	%	No.	%	No.	%	No.	%	No.	%
0-14	1,088	34%	1,150	26%	1,024	24%	1,700	25%	1,770	23%
15-24	451	14%	826	19%	817	16%	1,085	16%	1,047	14%
25-44	761	25%	1,194	27%	1,530	31%	1,887	28%	1,934	25%
45-64	570	18%	726	17%	800	16%	1,307	19%	1,907	25%
65& over	300	9%	500	11%	660	14%	837	12%	986	13%
Total	3,170	100%	4,396	100%	5,011	100%	6,816	100%	7,644	100%
Median Age	25.2		27.9		30.2		32.3		35.0	

The change in the Stayton's age distribution between 1990 and 2010 is mostly increase in the percentage of residents 45-64 years of age, the baby-boom generation. The City can expect to see the influence of this cohort aging into the future.

Household Composition

The Census divides the population into households and those living in group quarters. There is a negligible group quarters population in Stayton, 12 reported in the 2010 Census. The household population is further divided into families and non-family households. Non-family households are made up either of individuals living alone or groups of un-related individuals living together. Table 2-5 shows the change in household composition in Stayton between 1990 and 2010.

Table 2-5, Family Households

	1990		2000		2010	
Total Households	1,863		2,519		2,882	
Family Households	1,362	73%	1,852	74%	2,031	71%
Married Couple Households	1,078	58%	1,346	53%	1,450	50%
With own children	558	30%	687	27%	634	22%
No own children	520	28%	659	26%	816	28%
Female Householder, no husband	232	12%	376	15%	428	15%
Male Householder, no wife	52	3%	130	5%	153	5%
Non-Family Households	501	27%	667	26%	851	30%
Single Person Households	430	23%	546	22%	709	25%
Householder 65 and over	222	12%	234	9%	313	11%
Average Household Size	2.75		2.70		2.65	

Source: U.S. Census Bureau

There has been relatively little change in the composition of Stayton's household population in the past twenty years, contrary to trends nationwide. Nationally, the average household size has been steadily decreasing, dropping from 2.76 in 1980 to 2.58 in 2010. This has been driven by the increasing number of individuals living alone and declining number of children per family. In Stayton, the average household size has declined, but not by as large a margin. The percentage of one-person households has not changed significantly. Similarly there has not been a change in the percentage of the households comprised of families. The only significant shift has been in the percentage of families that are married-couple households. The percentage of married couple household compared to all households has decreased from 58% in 1990 to 50% in 2010. The percentage of single-parent families increased from 15% in 1990 to 20% in 2010.

Population Projections

Table 2-6 presents the population projections for the City of Stayton. These projections are a fundamental part of the public facilities planning for the Stayton urban area and have been since the 1970s. Population projections are difficult to make accurately. In the late 1970s, when Stayton's Comprehensive Plan was first written, the population projections that had been developed were predicting that Stayton would reach a population of 11,300 by the year 2000. An earlier version of this Comprehensive Plan noted that this projection had been the basis for the City's public facility planning and was therefore included in the Comprehensive Plan. Based on the growth rates of the 1960s and 1970s listed in Table 2-1, above, this was not an unreasonable projection. By the mid-1980s, new projections had been prepared, reflecting the economic downturn of the 1980s. These projections forecast the City's 2005 population as 11,500.

In the early 2000s Marion County commissioned a new set of population projections for the County and the twenty cities within Marion County. This projection recognized the slowing growth rates experienced during the 1980s and 1990s and forecast Stayton's population at 7,573 in 2010, 8,330 in 2020, and 10,600 in 2050. The City of Stayton believed these projections were too low and in 2004, the Comprehensive Plan was amended to include the City's own projections of 8,018 in 2010 and 9,468 in 2020.

Again in 2009, the County updated its population projection report. The most recent projections are shown in Table 2-6 and, recognizing the difficulties of predicting population growth, provide a range of populations based on a slow, moderate, and high growth rate until 2030. The medium growth forecast for Stayton is based on an assumption of 1.7% average annual growth. This is higher than the growth experienced during the past decade, but substantially slower than the growth rate experienced during the 1990s. The slow growth forecast is based on an assumption of 1.1% growth per year and the high growth rate assumes 2.1% growth per year.

Table 2-6, Population Projections 2010-2030

	1970	**1980**	**1990**	**2000**	**2010**	**2020**	**2030**
Historical	3,170	4,396	5,011	6,816			
Projected (Low Growth)					8,000	9,100	10,053
(Medium Growth)					8,171	9,777	11,359
(High Growth)					8,344	10,434	12,721

Source: U.S. Census Bureau, Marion County

The importance of these new projections is their use for the City's public facilities planning. The City's master plans for improvements to the water, wastewater, and transportation systems are all based on the previously adopted projections of growth. As recently as the mid-2000s, the City had assumed it would see a growth rate of over 3% per year. With these newer, more moderate projections of growth, the need for as many improvements to the City's facilities may come about less rapidly than projected in the master plans.

It should be noted that the 2009 projections were based on a 2007 population estimate of 7,765 which proved higher than the 2010 Census count. If the 1.7% growth rate is applied to the 2010 Census population of 7,664, instead of the 2007 estimate, the projected population for 2030 is reduced to 10,737.

Though the City recognizes that it may be high, the medium growth scenario projection from Marion County is used as the population projection for this Plan, and should be used by City for all other planning purposes, such updates of all master plans.

Chapter 3 Natural and Historic Resources

This element of the Stayton Comprehensive Plan discusses the natural and historic resources within the City of Stayton's urban growth boundary (UGB). It addresses those resources covered by Statewide Planning Goals 5, 6, and 7. Goal 5 is to protect natural resources and conserve scenic and historic areas and open spaces. Goal 6 is to maintain and improve the quality of air, water and land resources. Goal 7 is to protect people and property from natural hazards.

Environmental Issues

A. Climate

Stayton's climate has warm, dry summers and mild, wet winters. The most notable climatic feature is the seasonal distribution of precipitation. About 60% of the 53 inches of average annual precipitation falls from November to March. Usually only 5 percent of annual precipitation falls from July to September. The daily low mean temperature is 33 degrees in January and the high daily mean is 82 degrees in July. The growing season is about 180 days. Stayton is subject to occasional snow fall.

Figure 3-1. Average Monthly Temperature

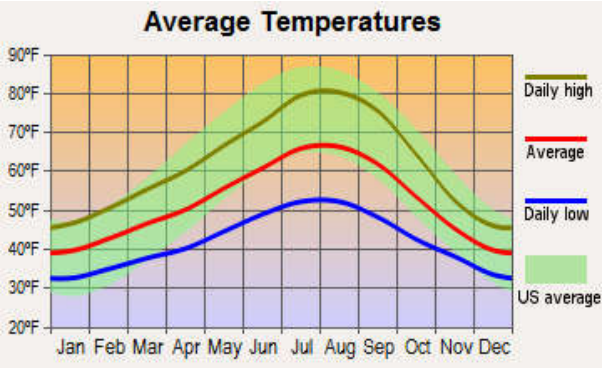
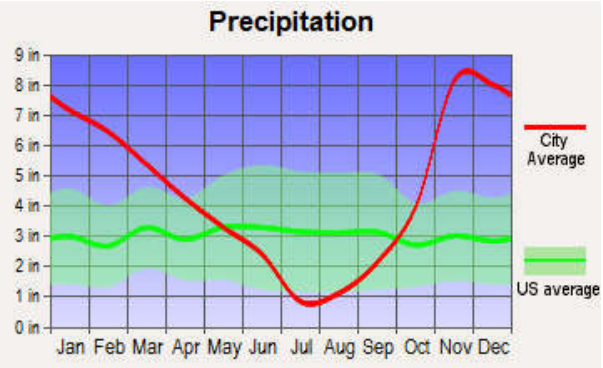


Figure 3-2. Average Monthly Precipitation



Source: city-data.com

B. Air Quality

The federal government requires states to establish air quality standards to protect public health and the environment under the Clean Air Act. Oregon received approval of its State Implementation Plan on May 31, 1972. Stayton is in a Class II area, meaning that it meets all of the federal ambient air quality standards. This allows some increases in air emissions subject to "New Source Review" under state administrative rules.

Air quality is monitored throughout Marion County by the Salem Regional Office of the Department of Environmental Quality (DEQ). Locally, air quality monitors are located in Turner (for ozone) and the State Hospital grounds in Salem (for particulate matter). In the Salem region, the Air Quality Index, measured for particulate matter and ozone was "unhealthy for sensitive groups" on only 2 days. Carbon monoxide is monitored only during the winter months.

Motor vehicles and woodstoves, fireplaces, and open burning are now the primary sources of man made criteria air pollution in Oregon. Emissions from cars contribute to ground level ozone pollution (smog) especially on hot summer days. Woodstoves and fireplaces are a primary source of winter time smoke levels. Other major sources of pollution are from individual actions such as using gas-powered lawn mowers, paints, solvents, aerosol products like hairspray and air fresheners, charcoal barbeques, and outdoor burning. The

major sources of air pollution in Stayton are automotive emissions, and field burning and slash burning in the surrounding rural areas. In 2009 the Oregon Legislature further restricted grass seed field burning. The pattern of land use development can have a significant effect on the need to use the automobile. More compact urban designs and proximity of jobs and services to residences are ways that land use can limit automobile pollution. Industrial air pollution is minimal in Stayton. According to the DEQ web site, there are six facilities in the UGB with air emission licenses from the DEQ as of May, 2010.

C. Noise

The DEQ has adopted noise control regulations. The agency's administrative rules include controls over new and used vehicles as well as for industrial and commercial activities, motor sports vehicles and facilities, and airports. However, in 1991 the Oregon Legislature withdrew all funding for implementing and administering the Department's noise program. Accordingly, the Department has suspended administration and enforcement of the noise program, including but not limited to processing requests for exceptions and variances, reviewing plans, issuing certifications, forming advisory committees, and responding to complaints. Similarly, the public's obligations to submit plans or certifications to the Department have been suspended. Regulated sources of noise are still legally responsible for complying with all applicable provisions and standards, even though DEQ no longer investigates noise complaints. This leaves enforcement of the state standards to local government.

Under the Statewide Goals and guidelines, the DEQ standards are the minimum standards for the City of Stayton. The City of Stayton has incorporated noise controls into the City Code. Chapter 8.04 of the City Code prohibits "loud, disturbing or unnecessary noise" between the hours of 10:00 p.m. and 7:00 a.m. The Code does not make reference to the state standards.

There are currently no industrial or transportation related noise sources or significant problems in or near Stayton. Industrial sources will be controlled through the DEQ noise regulations. As the City of Stayton grows to the north and traffic increases on Highway 22, the potential exists for noise levels to be a problem. Other potential noise sources in or near the city include the gravel extraction and crushing operation to the south of the City, the industries within the City and traffic noise on Cascade Highway.

The northwest corner of the UGB contains highway oriented commercial uses and the golf course. There are a few existing houses between the golf course and Cascade Highway and the area is designated for residential development. The area along the highway between Cascade Highway and Fern Ridge Road has now been developed into residential properties though a previous version of this plan noted that the land is mostly in the floodplain and "will not have noise sensitive development." Between Fern Ridge Road and the east end of the UGB is an area designated for residential development. A potential noise-related conflict exists where residential development is planned in proximity to the highway. The noise potential is increased by the recent improvements to the highway, the grades of the highway and the expected increase in total traffic and truck traffic volume. The City can evaluate potential nose impacts when development proposals near the highway are reviewed. The combination of source control, noise barriers and proper development of noise sensitive uses should avoid the creation of a noise problem in Stayton.

Water Resources

Surface Water Bodies

The surface water bodies in the Stayton UGB are shown on Map 2. The North Santiam River is the southern edge of Stayton's urban growth boundary. The North Santiam River above Stayton drains approximately 766 square miles of land primarily used for agriculture and logging operations.

Mill Creek drains approximately 15 square miles of land at its lowest elevation in the UGB, northeast Stayton. Mill Creek passes through the Stayton urban growth area from a point just east of the Stayton-Sublimity Road under Highway 22, and runs westerly approximately parallel to the highway.

Additionally, the Salem Ditch and Stayton Power Canal (West Stayton irrigation ditch) divert water from the North Santiam River and pass through the southern part of Stayton. Salem Ditch forms part of the western edge of the UGB just before its confluence with Mill Creek. The Salem Ditch and the Santiam Power Canal were originally constructed for water power. The ditches were used for a variety of industrial uses, for wastewater disposal and flood control. Both ditches are now owned and operated by the Santiam Water Control District as conveyances of irrigation water, and which has ongoing operational rights and responsibilities. The two canals also receive the majority of the City's storm water.

A. Wetlands

According to the US Environmental Protection Agency, *wetlands* are defined as "areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season."

To fulfill Goal 5 planning requirements, a city must inventory and map their wetlands and assess their functions in order to determine "Locally Significant Wetlands" that contribute to wildlife habitat, fish habitat, water quality, floodwater retention, recreational opportunities, and/or educational opportunities. Communities are then expected to work with citizens to develop appropriate policies that apply to those wetlands.

Wetlands that are not determined to be significant for Goal 5 purposes are still regulated by the Oregon Department of State Lands (DSL) and/or the Army Corps of Engineers under removal-fill laws and Section 404 of the Clean Water Act.

In November 1998, DSL approved the City of Stayton's *Local Wetlands & Riparian Inventory* completed by ecological consultants at Fishman Environmental Services. This document is incorporated as a support document to the Comprehensive Plan. Initially, 30 wetland sites were inventoried within the Stayton UGB. Wetlands were *identified* based on the methodology contained in the 1987 Army Corps of Engineers *Wetlands Delineation Manual* and then were *inventoried and mapped* according to DSL's *Local Wetlands Inventory* procedures. Approximately 245 acres of wetlands were identified within the study area, and were classified into the following wetland types (see Table 3-1):

- **Open water wetlands** - A wetland consisting of waters less then 6.6 feet in depth; submerged or floating plants may inhabit shallower areas.
- **Emergent wetlands** - Wetlands dominated by erect, rooted herbaceous plants that can tolerate flooded soil conditions, but cannot tolerate being submerged for extended periods, e.g. cattails, reeds, and pickerelweeds.
- **Scrub-shrub wetlands** -A wetland dominated by shrubs and woody plants less than 20 feet. Water levels can range from permanent to intermittent flooding.
- **Forested wetlands** -A wetland with soil that is saturated and often inundated, and is dominated by woody plants taller than 20 feet. Water-tolerant shrubs and herbaceous plants are often beneath the forest canopy.
- **Forest mosaic wetlands**
- **Emergent mosaic wetlands**

- **Filled wetlands**.

Thirteen *riparian sites* were also documented in the *Inventory*. Riparian areas are classified separately from wetlands, and are areas associated with streams, lakes, and wetlands where the vegetative makeup is influenced by its proximity to the stream, lake, or wetland. Mill Creek, the North Santiam River, Stayton Ditch, and Salem Ditch encompass these riparian sites, and each serves different functions. (OFWAM, 1998)

Table 3-1. Wetlands of Stayton

Wetland Type	Acreage	Percent
Emergent (PEM)	107	43.0%
Forest (PFO)	85.4	35.3%
Forest Mosaic & Emergent Mosaic	23.5	9.7%
Open Water (OW)	17.5	7.2%
Scrub-Shrub (SS)	7.5	3.1%
Filled Wetlands	4.1	1.7%
Total	245	100.0%

Source: Stayton Wetlands and Riparian Inventory

Next, the wetlands were *assessed* for their functionality according to the *Oregon Freshwater Assessment Methodology (OFWAM)*. Twenty-six of the 30 wetland sites were combined into 21 wetland units for assessment using OFWAM; four wetlands were too small to evaluate and were omitted. These 21 wetland units represented drain into Mill Creek, the North Santiam River, and 10 isolated wetlands.)

Finally, the *Locally Significant Wetlands* criteria developed by the Division of State Lands (DSL) were applied to the wetland units within the city; 16 of the 21 wetland units met the criteria and are considered Locally Significant Wetlands that contribute to wildlife habitat, fish habitat, water quality, floodwater retention, recreational opportunities, and/or educational opportunities and therefore Stayton should develop appropriate policies to apply to these wetlands.

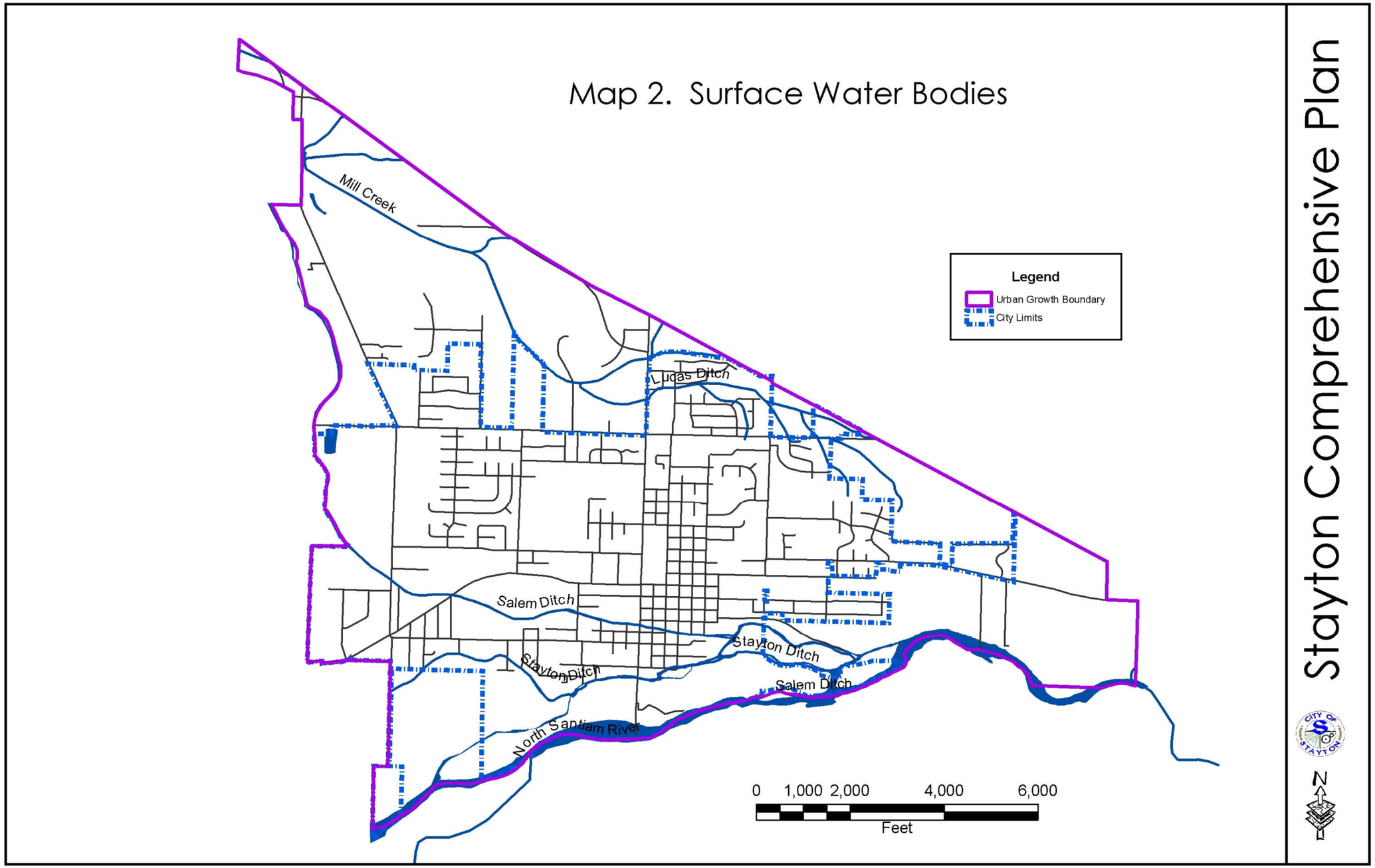
Since the time of the *Inventory* approximately 5.5 acres of emergent wetlands have been filled with the construction of the Santiam Station and Sylvan Springs subdivisions. A wetlands mitigation plan was approved by the Department of State Lands and the Army Corps of Engineers that resulted in the creation of some replacement wetlands.

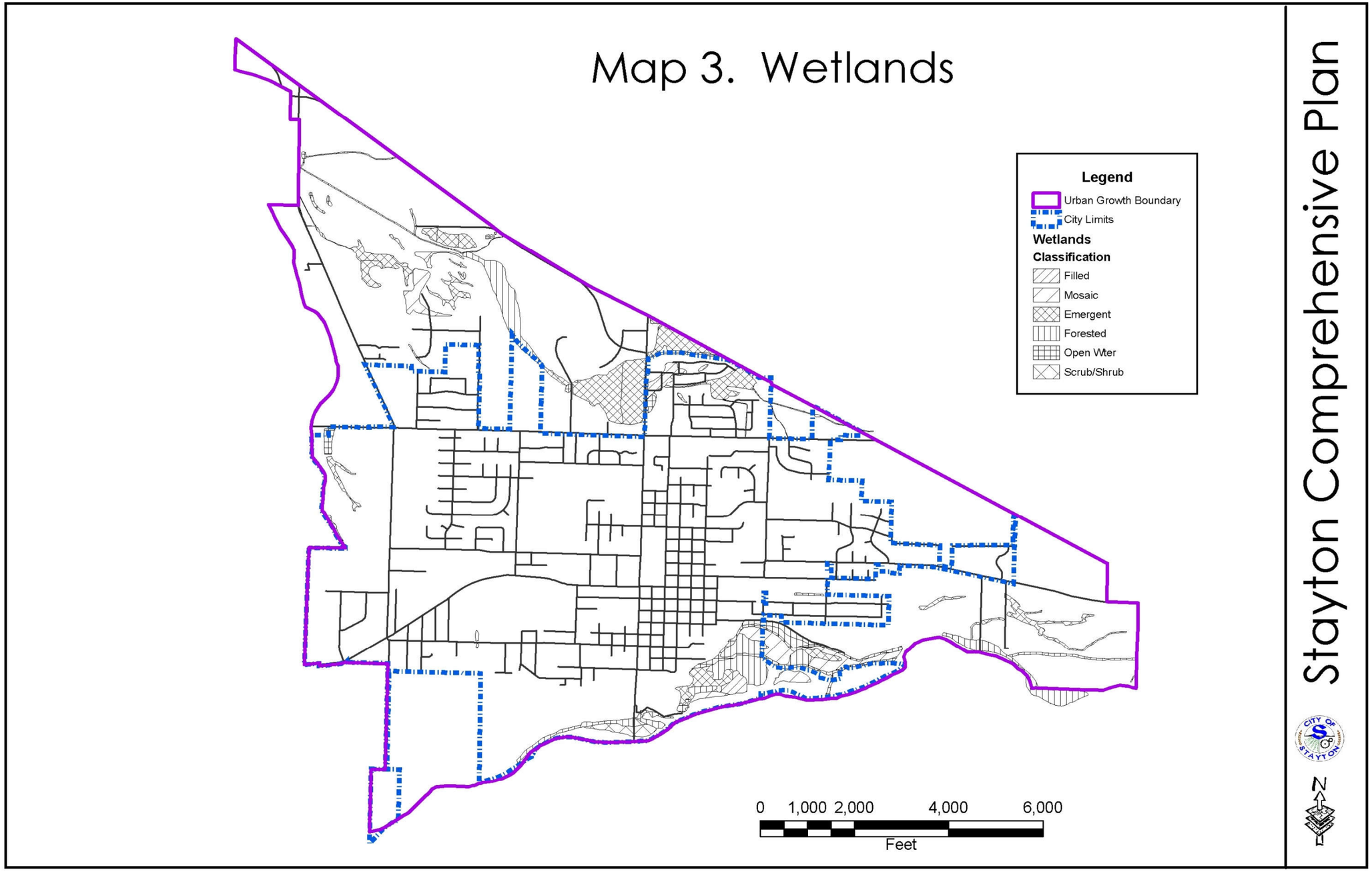
In 2007 the Land Use Development Code was amended to regulate activities in and surrounding wetlands. The Code currently prohibits development activity, including fill, within the locally significant wetlands.

B. Watershed

A *watershed* is the surface and groundwater drainage system that extends from elevation ridge top to ridge top. The watershed includes all land and water areas, including wetlands and groundwater zones that drain into a waterbody (such as a river, creek, or ocean). Most of the Stayton UGB would have been naturally located in the North Santiam watershed. The northern portion of the UGB is naturally located in the Mill Creek watershed. The construction of Salem Ditch in the 1850s meant that a substantial portion of the city is now in the Mill Creek watershed. Both watersheds are a part of the larger Willamette River watershed.

The North Santiam watershed encompasses approximately 766 square miles (approximately 500,000 acres) of land that drains into the North Santiam River. The flows of the North Santiam River are


Map 2. Surface Water Bodies
Mill Creek
Legend
Urban Growth Boundary
City Limits
Lucas Ditch
Salem Ditch
Stayton Ditch
Stayton Ditch
Salem Ditch
North Santiam River
0 1,000 2,000 4,000 6,000
Feet
Stayton Comprehensive Plan
N


Map 3. Wetlands
Legend
Urban Growth Boundary
City Limits
Wetlands
Classification
Filled
Mosaic
Emergent
Forested
Open Wter
Scrub/Shrub
0 1,000 2,000 4,000 6,000
Feet
Stayton Comprehensive Plan
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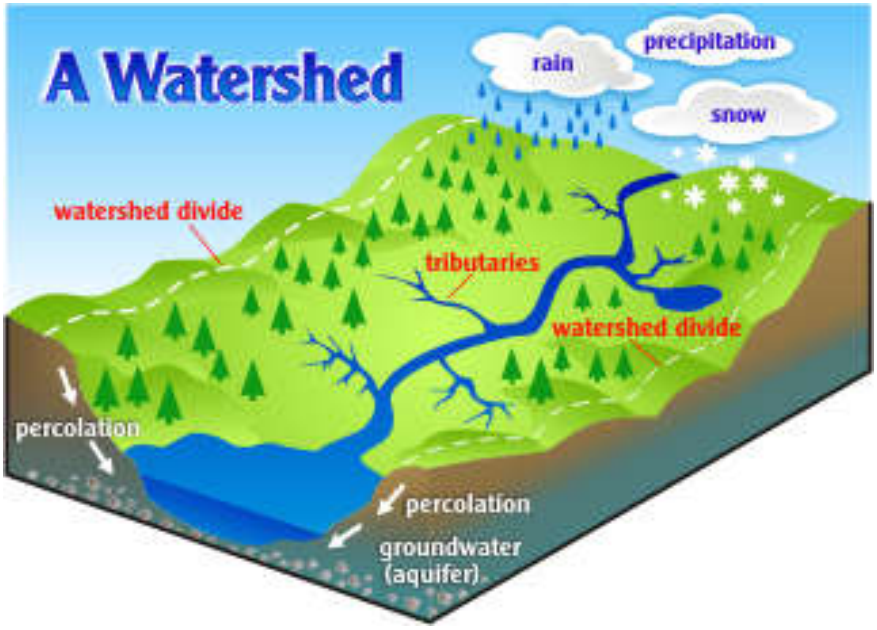
largely regulated by the Army Corps of Engineers (ACE) reservoirs at Big Cliff and Detroit Dams upstream from Stayton. The watershed is contained within two counties, Marion and Linn..



According to the North Santiam Watershed Council's *Watershed Restoration Action Plan*, the overall water quality of the North Santiam River's water quality is experiencing "progressive deterioration" of water quality in terms of chemical, biological, and physical parameters. The North Santiam River is listed on the DEQ 303(d) list for high summer temperatures that in turn affect salmonid habitat. Some of the several restoration priorities for the watershed, including:

- Fish passage and connectivity
- Ensuring adequate water flows and channel complexity
- Restoration of native riparian and upland vegetation
- Noxious weed eradication
- Improving water quality, including temperature, turbidity, nutrients, E. Coli, and other toxics

The North Santiam River serves as the City of Stayton's (as well as Salem's) water supply. Therefore activity that takes place throughout the watershed, upstream of Stayton is of concern to the City.

Water Quality Protection

A. Surface Water

Due to this excellent water quality the North Santiam River serves as the source of the drinking water for the City of Stayton and the City of Salem. The River has been provided a higher level of protection by the Oregon Legislature and the DEQ, as one of the rivers covered by the "Three Basins Rule." This legislation recognized the uniquely high quality of the North Santiam, the Clackamas and the McKenzie Rivers and their use as municipal water supplies and therefore provided more stringent water quality standards than other rivers in Oregon. The rule prohibits any new surface water discharges into the river.

DEQ Laboratory routinely monitors water quality at Greens Bridge, the most downstream bridge in the watershed, approximately 10 miles downstream from Stayton. Water quality at this site represents the cumulative affects of upstream nonpoint and point sources of pollution, including Stayton's wastewater treatment facility. The DEQ reports that water quality in the North Santiam River is occasionally impacted by moderately high levels of fecal coliform and biochemical oxygen demand (BOD). This indicates the introduction of organic materials to the water. High levels of fecal coliform can be associated with the presence of untreated human or animal waste. These high concentrations occur primarily in the wet fall, winter, and spring seasons, indicating runoff from fields, ditches, and storm drains carrying organic material to streams and rivers in the watershed. Due to the low

frequency and low severity of these impacts, water quality in the North Santiam River is generally excellent throughout the year.

In order to meet the requirements of the federal Clean Water Act (CWA), states are required to submit bi-annual water quality reports to the U.S. Environmental Protection Agency. Impaired waters are placed on the 303(d) list and require a calculation of a Total Maximum Daily Load (TMDL) of a pollutant (temperature, chemicals, biological, etc) that the water body can handle and still meet water quality standards.

The North Santiam River is listed in the 303(d) list for elevated summer temperatures that in turn affect steelhead and salmon habitat. The removal of riparian vegetation is a non-point source (cannot be tracked to a particular location) of elevated water temperatures in the watershed because shade is reduced or eliminated. Upstream dams also affect water temperature through the modification of flows and the subsequent affect of the heat dispersion along the river. Refer to the Fish and Wildlife habitat section below for further discussion of fish populations in the watershed.

Additionally, the City of Stayton operates its sewage treatment system subject to a National Pollutant Discharge Elimination System (NPDES) permit in compliance with DEQ rules. Stayton's current NPDES permit was modified in 2004 and the City is currently operating under a Mutual Agreement and Order (MAO) with the DEQ for improvements to the treatment facility. The Stayton sewage treatment discharges to the North Santiam River have occasionally exceeded the effluent limitation of the NPDES permit and DEQ river basin plan, therefore issuance of the MAO. The North Santiam Watershed is also regulated under DEQ's Three Basin Rule in order to protect the North Santiam, Clackamas, and McKenzie watersheds. The Three Basin Rule restricts the number of NPDES permits that are granted for the North Santiam River.

The DEQ has identified key pollutants for control within the Willamette River Watershed and requires all units of local government to development plans to control these pollutants. The DEQ has developed standards for the Total Daily Maximum Load (TMDL) for each pollutant in the waterbodies that flow to the Willamette. Stayton is required to prepare a plan to reduce the amount of mercury and bacteria that flow into the waterbodies within the City and to take action to prevent increases in temperature. In 2009 The DEQ approved the City's TMDL Implementation Plan. The City is carrying out the Implementation Plan by continuing a regular program of street sweeping, cleaning the storm water system, and by regulating riparian development.

In 2007, Stayton instituted a Natural Resources Overlay District (NROD) along its natural and man-made water bodies, in order to protect water quality. The NROD establishes a requirement for the maintenance of a vegetated buffer along the water body. This buffer serves to maintain shade to control water temperatures and to capture nutrients and sediment that impact water quality. The NROD extends 100 feet from the high water mark of the North Santiam River, Mill Creek and Lucas Ditch, except in areas designated for commercial or high density residential development, 100 feet from the portion of Salem Ditch north of Shaff Road and 50 feet from the portion of Salem Ditch south of Shaff Road and the Stayton Ditch. A 2010 analysis shows that 40% of the lineal frontage between 25 feet and 50 from the ditches is in a condition to serve as water quality buffer while 60% is paved, lawns, or buildings. One quarter is in City park land, leaving only 15% of the lineal footage in woods or other vegetation.

B. Ground Water

The City of Stayton does not rely to any significant degree upon ground water for its water supply. The city wells are located near the North Santiam River and the wells induce infiltration from that surface water source. The wells are used during winter storms when the river carries a high level of suspended sediments.

There are several areas within the Urban Growth Boundary that have experienced ground water contamination from leaking underground fuel tanks, former industrial practices or other reasons. According to information provided by the Department of Environmental Quality, there are 49 sites within the UGB that have been identified has having groundwater quality issues. Those sites for which the DEQ file is still active are listed in Table 3-2. More information on these properties may found at the DEQ's website: http://www.deq.state.or.us/lq/tanks/lust/LustPublicLookup.asp.

Table 3-2. Active DEQ Ground Water Contamination Files, May 2010

Name	Location
Unocal Bulk Plant 0859	2120 W Washington
Don's Shell (Exxon)	110 E Washington St
Wilco Farmers	1385 N 1st
Stayton BP	820 N 1st St

Source: Oregon Dept. of Environmental Quality

While the City has no role in the monitoring or remediation of these sites, the presence of groundwater quality issues could be a factor in the future development of these properties or nearby properties that may be impacted.

Floodplains

A floodplain is the area of land that is inundated by an overflowing stream, river, or other body of water. This is a natural process that occurs from time to time due to high amounts of rain or snowmelt. Property within the floodplain is at risk of flood damage. As part of the National Flood Insurance Program (NFIP), the Federal Emergency Management Agency (FEMA) has produced maps of the Stayton area showing the 100-year floodplain. For regulatory purposes, the 100-year floodplain does not refer to the frequency that a flood occurs but, rather, is defined as the area that has a 1% chance of flooding in any given year. Map 3 shows the location of the mapped floodplain areas in the Stayton UGB, along the North Santiam River and Mill Creek. There are no mapped floodplain areas adjacent to the Salem Ditch or Stayton Power Canal, and these man-made waterbodies do not have a history of overflowing their banks.

The floodplain along the North Santiam River and Mill Creek is primarily in agricultural use, mostly meadow or grass seed fields, and public parks. Little residential or commercial development is located in the flood plain, although the city's water treatment plant is in the North Santiam River floodplain. In the late 1990s, the Sylvan Springs and Santiam Station subdivisions were built, filling portions of the floodplain adjacent to Mill Creek. In 2006, FEMA issued a Letter of Map Revision removing the filled areas from the 100-year flood plain.

The North Santiam River is a dynamic river as it flows past Stayton has modified its course over time. There has been significant erosion of Riverfront Park in recent years as the river is now meandering to the north. The City has undertaken bank stabilization efforts along the river in attempt to protect Riverfront Park and water treatment plant from future threats.

A. Principal Flood Problems

Flooding is the significant natural hazard in the Stayton Area. Major floods have been caused by rain melting a winter snowpack (as happened in December 1964) or by rapid spring snowmelt (March 1996). Flooding along Mill Creek is primarily due to heavy winter rainfall, often combined with some snowmelt on saturated or frozen ground.

B. Flood Protection Measures

Big Cliff Dam and Detroit Dam, constructed in the 1950s on the North Santiam River upstream of the City of Gates, provide flood control storage that has greatly reduced natural peak flows. The only structural flood protection measure constructed within Stayton is a revetment upstream of the City's water treatment plant. The construction of revetment on the south shore of the river in front of the Knife River gravel operation has resulted in the energy of the river being reflected to the north shore. Since 1990, the north shore of the river has moved more than 150 feet to the north.

Though not implemented, the U.S. Soil Conservation Service once proposed a small dam on Mill Creek upstream of Stayton that could provide flood storage. The City of Stayton prepared a study in the early 1980s of the Mill Creek flood plain that recommended a system of dikes and detention basins to contain flooding. The study was not adopted by the city. The construction of the Santiam Station, Sylvan Springs and Village Creek subdivisions in the late 1990s and early 2000s resulted in the construction of some flood storage ponds in the Mill Creek watershed. A series of three ponds holds storm water to minimize flooding down stream.

C. Flood Insurance Study Maps

The City of Stayton is a participant in the National Flood Insurance Program. A prime purpose of the National Flood Insurance Program is to encourage state and local governments to adopt sound flood plain management programs based upon studies of local flooding problems.

Stayton's Flood Insurance Study was completed in 1978 and updated in January 2000 and includes a flood boundary map to assist in identifying flood prone areas. A letter of Map Revision was issued in 2006, reflecting the fill and development of the wetlands and flood plains in the Santiam Station and Sylvan Springs subdivisions, east of Cascade Highway along Mill Creek and Lucas Ditch.

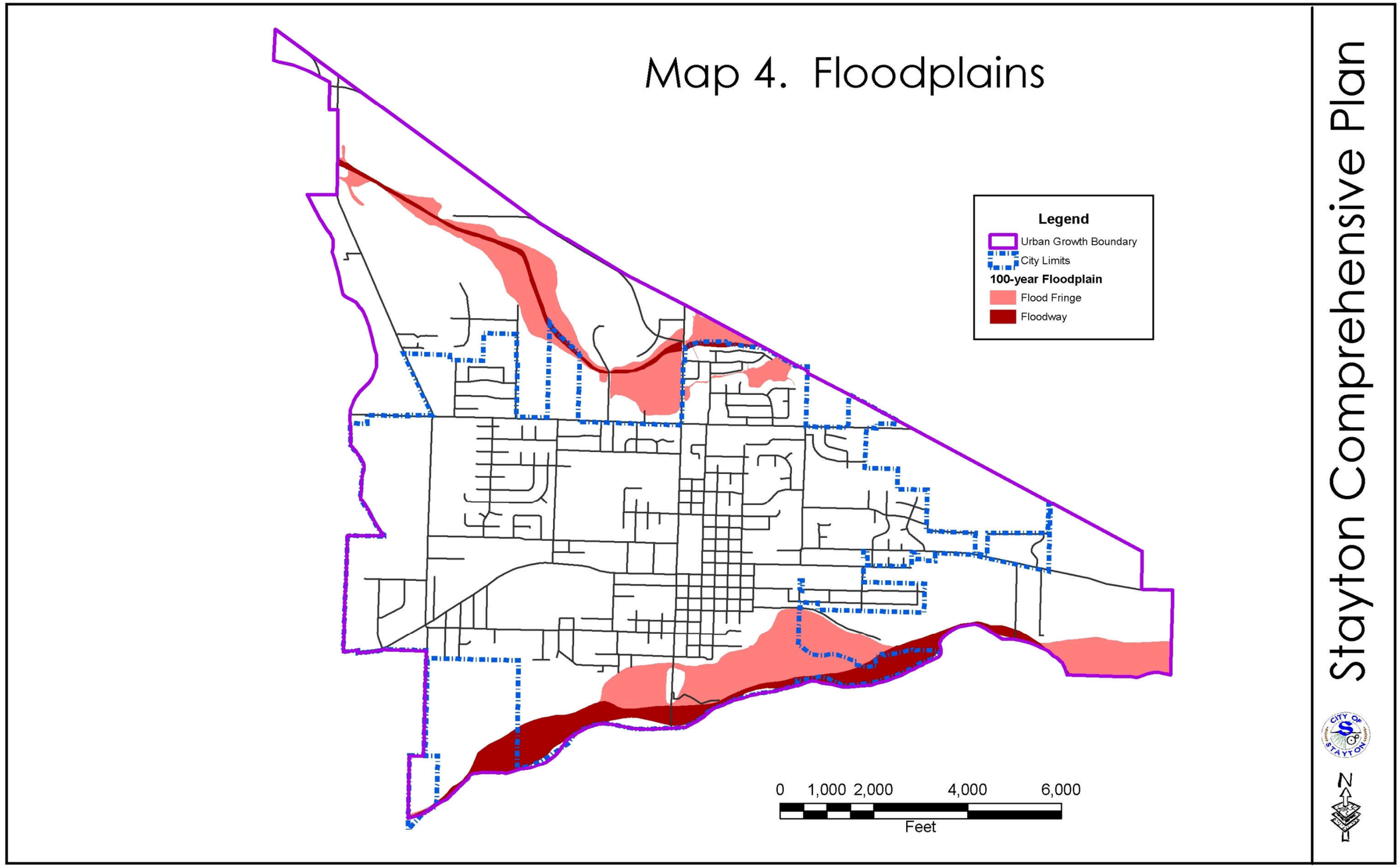
As a national standard, the 100-year floodplain was adopted by the Federal Insurance Administration as the base flood for purposes of floodplain management. For each stream studied, the boundaries of the 100-year and 500-year (a 0.2 percent chance of being equaled or exceeded in any given year) floods have been delineated on the Flood Insurance Rate Maps.

Encroachment on floodplains, such as artificial fill, reduces the flood-carrying capacity and increases flood heights, thus increasing flood hazard areas beyond the encroachment itself. Floodplain management involves balancing the economic gain from floodplain development against the potential increase in flood hazard. The Flood Insurance Program uses the concept of a floodway as a tool to assist local communities in flood plain management.

The area of the 100-year floodplain is divided into the *floodway* and the *floodway fringe*:

- *Floodway*- The *floodway* is the channel of a stream, plus any adjacent flood plain areas, that must be kept free of encroachment in order that the 100-year flood be carried without substantial increase in flood heights. As a minimum standard, the Federal Insurance Administration limits increases in flood heights to 1.0 foot, provided that hazardous velocities are not produced.
- *Floodway fringe*-The remaining area of the floodplain bordering a floodway.

In cases where the floodway and 100-year floodplain boundaries are close together, only the floodway boundary is shown on the Floodway and Flood Insurance Rate maps.


Map 4. Floodplains
Legend
Urban Growth Boundary
City Limits
100-year Floodplain
Flood Fringe
Floodway
0 1,000 2,000 4,000 6,000
Feet
Stayton Comprehensive Plan
N

D. Flood Plain Overlay District

To reduce the loss of life and property due to flooding the City has adopted the Floodplain Overlay District and Floodplain management regulations. The Flood Plain Overlay District and floodplain management regulations control development in the floodplains. The overlay district is in addition to the regular zoning and land use designation for each parcel. The Floodplain Overlay District applies to all areas shown as being within the 100-year floodplain on the Flood Insurance Rate Maps.

E. Other Flooding Hazards

Beyond the flooding that is predicted under the Flood Insurance Study conducted by FEMA, Marion County Public Works conducted an analysis of the areas that would be inundated should there be a failure of the Detroit Dam. The County's 1999 map showing the inundation area indicates that in Stayton a dam failure flood would reach the City approximately 2 hours after the failure of the dam. The study indicates that the peak elevation of flooding would occur one hour and twenty minutes later and reach an elevation 511 feet. Map 5 shows the area projected to be inundated by a dam failure.

Land Resources

A. Topography

The City of Stayton is located on the eastern edge of the Willamette Valley between the North Santiam River and the Waldo Hills. The area in the city is relatively flat except for the western end of Fern Ridge, which is included in the northeast section of Stayton. A hill about 50 feet high at Third Avenue south of Fern Ridge Road can be followed to the east where it becomes a cliff about 70 feet high east of the city limits on the north side of East Santiam Street. At the eastern edge of the UGB the cliff merges with a hill 665 feet in elevation. This hill is about 120 feet higher than the flat land to the south.

The lowest land within the urban growth boundary is the 400 foot elevation at the confluence of Salem Ditch and Mill Creek in the northwest corner of the UGB. The sewage treatment plant in the southwest corner of the UGB is 420 feet in elevation. Map 6 illustrates the elevations within the UGB.

B. Steep Slopes

The Marion County Planning Division has developed a natural hazard inventory that has mapped areas of excessive slope and areas subject to landslide potential. There are no areas subject to landslide potential in the Stayton UGB. Map 7 illustrates the areas with slopes of 20 percent or more. There is a small area of steep slopes shown north of the Stayton Middle School and a larger area north of E Santiam St on the east end of the UGB. There may be areas of steep slopes in the UGB too small to have been shown on the map.

C. Geology

Stayton lies within a geological area called the Stayton Basin. The floor of the basin consists mostly of a gravelly alluvial fan extending west from Stayton. This formation, known as Linn Gravel, was deposited by the North Santiam River and is 30 to 40 feet thick. The gravel overlies the Fern Ridge formation exposed in the hills northeast of Stayton. The Fern Ridge Tuffs are composed mostly of volcanic ash and pumice. The Fern Ridge Tuffs, in turn, lie on a formation called Stayton Lavas, which are a medium gray to dark gray basalt. The basalt is exposed on slopes where younger formations have been stripped off.

D. Mineral and Aggregate Resources

Areas adjacent to the North Santiam River contain potential aggregate (sand and gravel) resources. The majority of the area is also suitable for agriculture and residential development. The Stayton area, northern Linn County, and eastern Marion County, currently obtain the necessary aggregate for commercial purposes from private sources outside the Stayton urban area. There are four aggregate sites near Stayton on the south side of the North Santiam River in Linn County

E. Soils

The USDA Soil Conservation Service, in cooperation with the OSU Agricultural Experiment Station, published the "Soil Survey of Marion County, Oregon" in 1977. The soil survey mapped soils in detail within the Stayton UGB and rated each soil according to its development limitations and resource characteristics.

The City of Stayton and urban growth area encompasses a diversity of soils that are described by 20 distinct mapping units of the soil survey. The soils of the Stayton area are generally suitable for urban development. Detailed information about the soil present at particular sites in the Stayton area is available in the "Soil Survey of Marion County".

F. Agricultural Lands

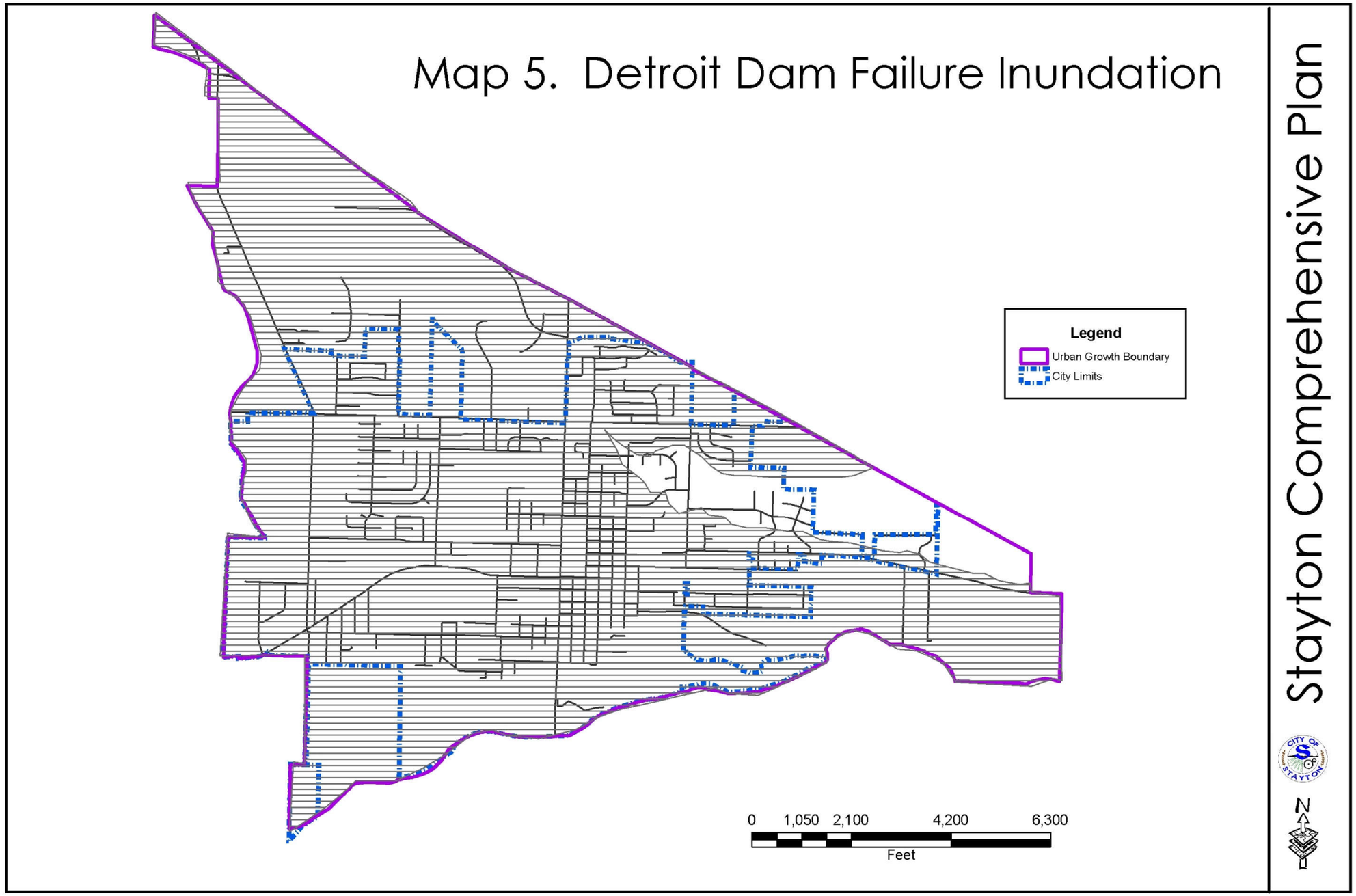
The soil types within the urban growth boundary are predominantly Soil Capability Classes I and IV, which are defined as agricultural lands in western Oregon by Statewide Planning Goal 3. Approximately 1,350 acres within the UGB were in agricultural use in 1985. By 2010 the active agricultural land in the UGB has been reduced to about 900 acres, as land has been converted to urban uses or otherwise taken out of production. Map 8 shows the tax parcels that include active agricultural use, though not the entire parcel may be used for agriculture. The majority of the remaining agricultural land is in pasture or grass seed. There are several hundred acres of irrigated cropland in the UGB. Approximately 30 acres are planted in Christmas trees, with a 25-acre parcel located in the city limits at the corner of N 10th Ave and Pine and about 5 acres on the north end of Golf Club Road. It is expected that only 185 acres used by NORPAC Foods, Inc. for spray irrigation of cannery wastes, will remain in agricultural use as the urban growth area is fully developed. Other agricultural lands will be converted to urban uses in accord with the city's urban growth program.

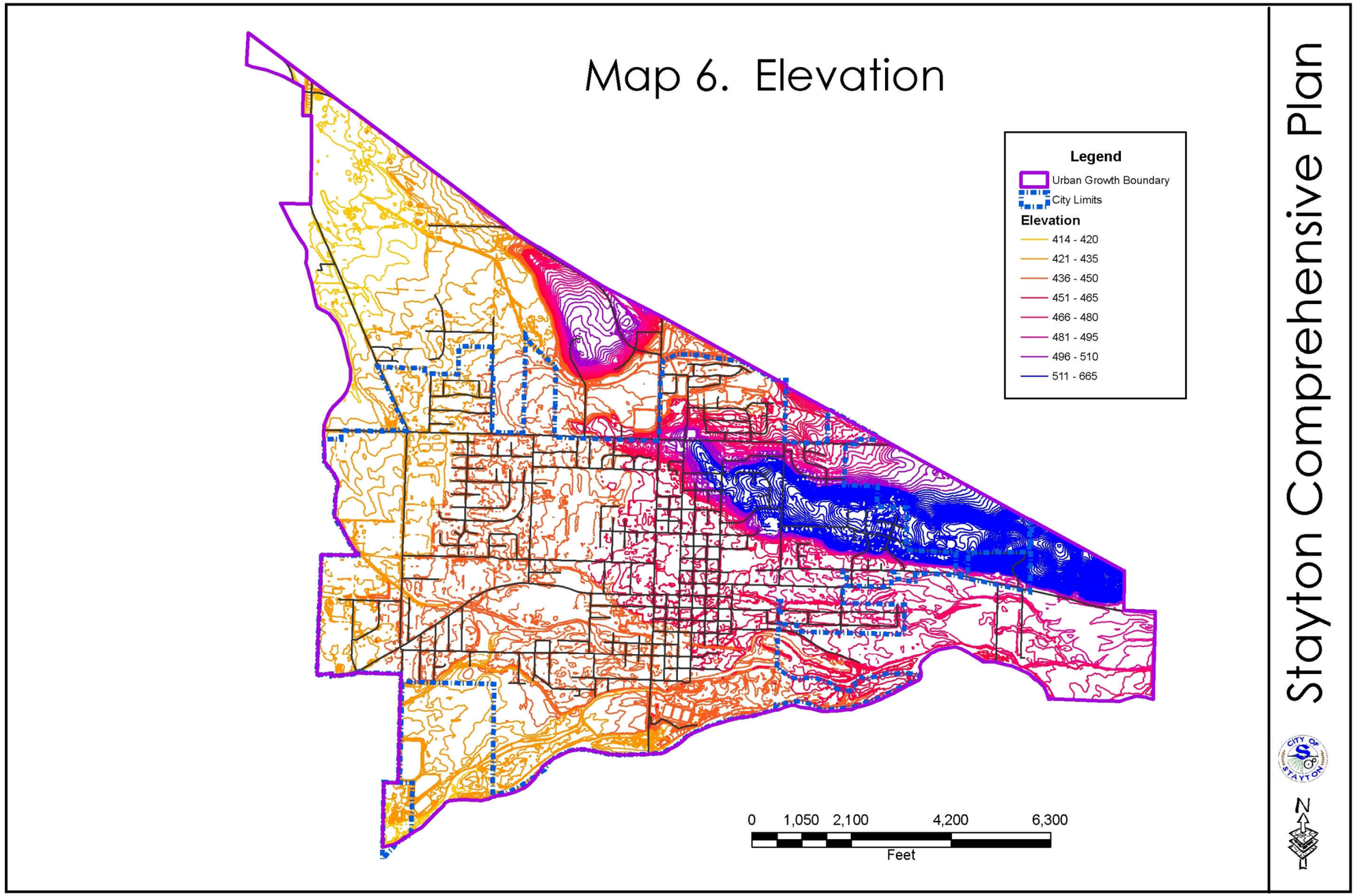
G. Forest Lands

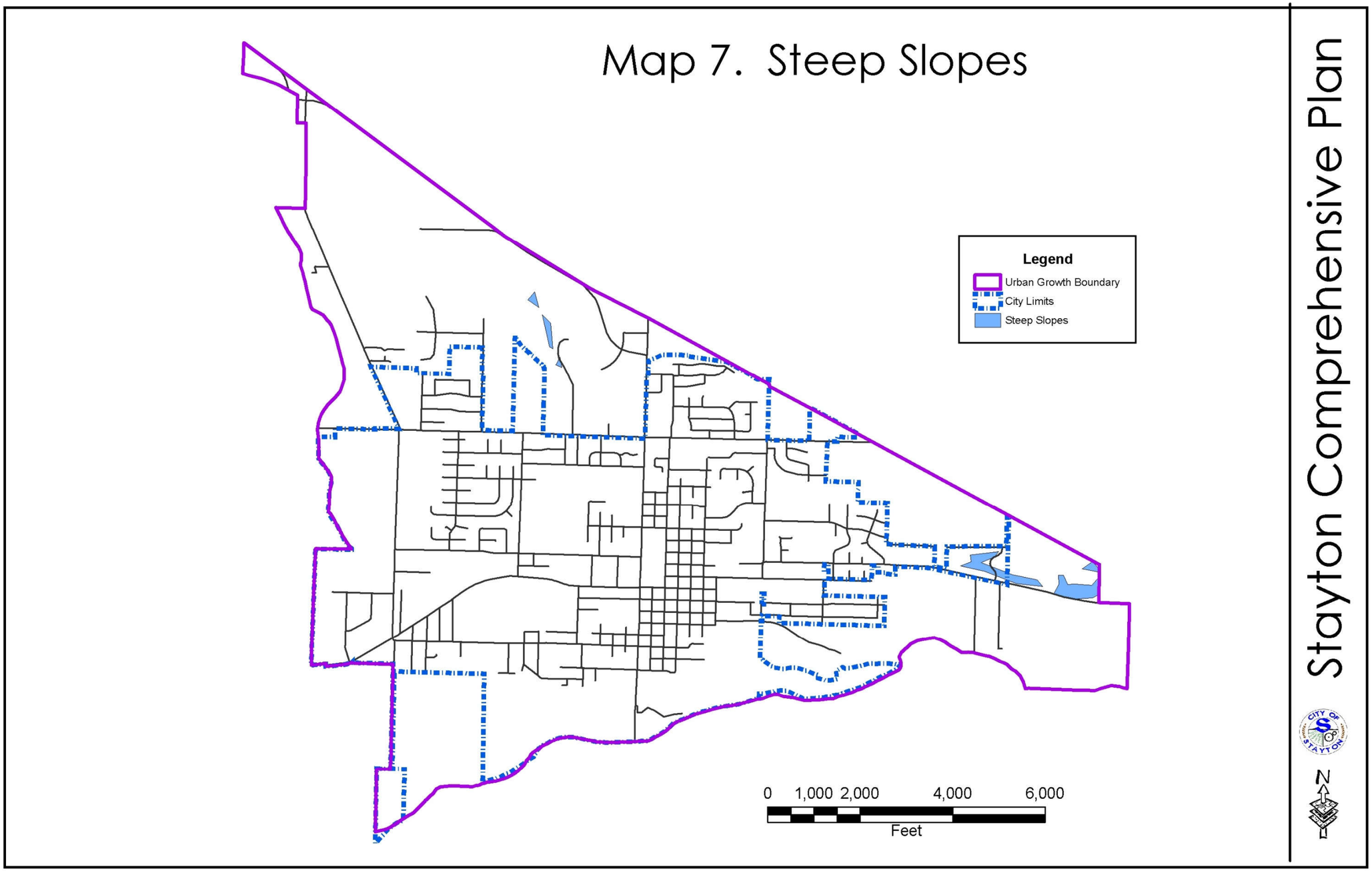
There is no commercial forest land within the Stayton UGB. Approximately 350 acres of land support either groves of trees (oak, maple, or fir, depending upon location) or riparian forest near Mill Creek and the North Santiam River and in Wilderness and Riverfront parks. Most of the forested lands are protected either by their designations Public/Semi-Public" zone or as riparian bottom land by the Natural Resources Overlay District. The rest is generally designated or zoned for residential uses, which favors the retention or planting of trees for their amenity value (shade, windbreak, beauty to homeowners and residents). Forested land is shown on Map 9.

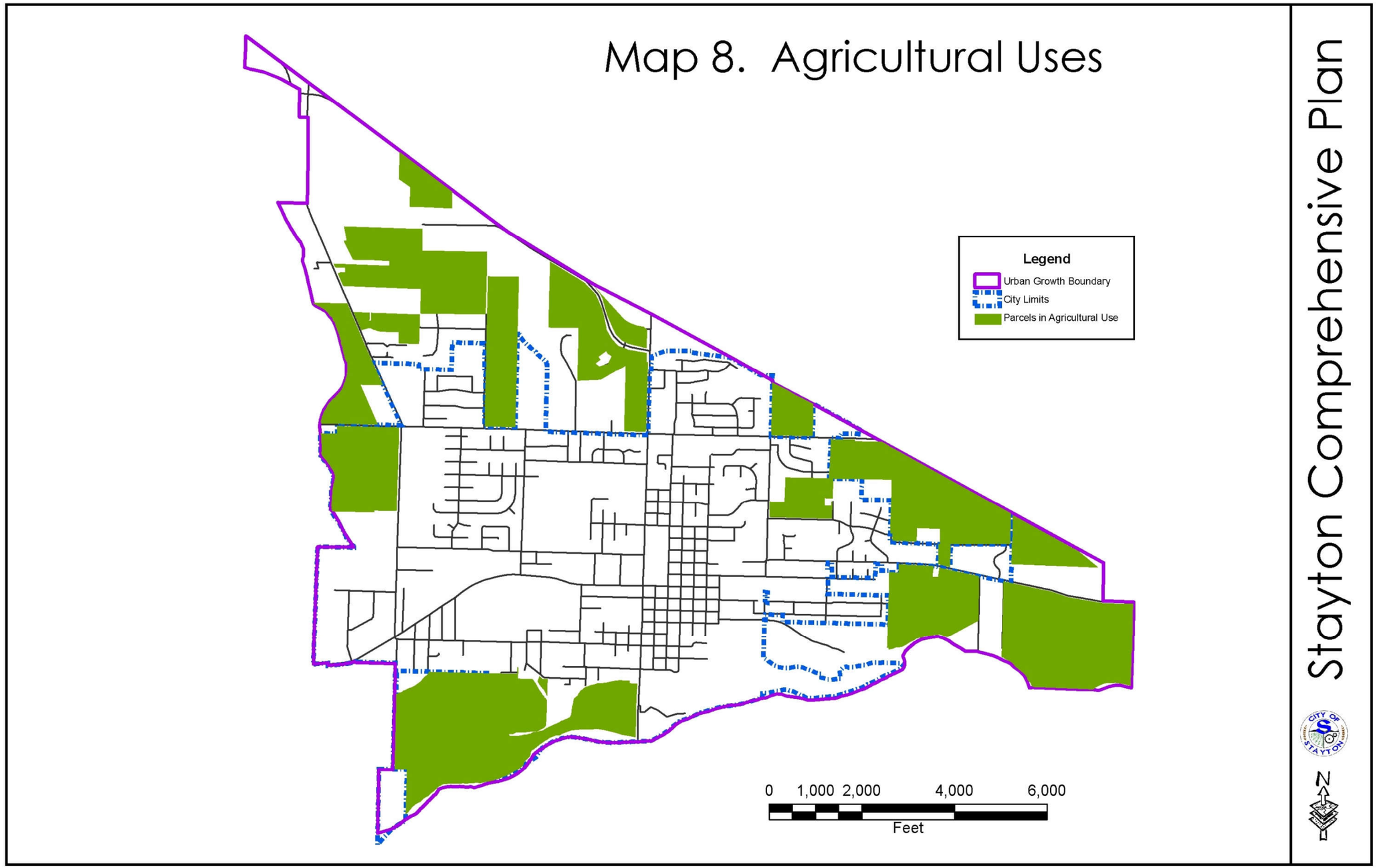
Open Space

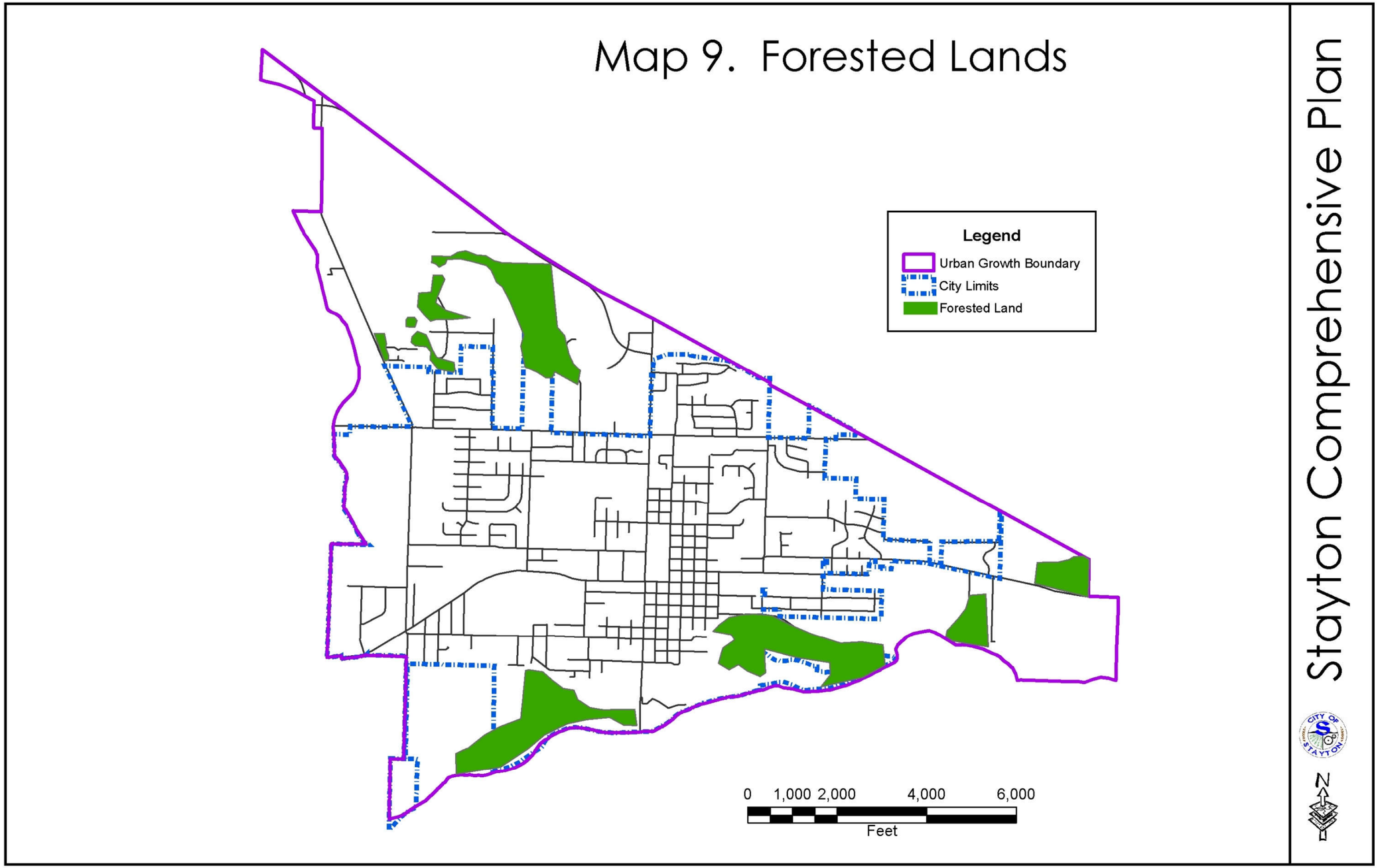
For purposes of this discussion "open space" refers to land that is likely to remain without buildings throughout the planning period. These open space areas are generally, but not necessarily open to access by the public. They are not necessarily dedicated as open space for the long term and there is the possibility that, on some areas identified as open space, some development activity might occur in the future. Areas of existing open space uses in the Stayton urban growth area include:

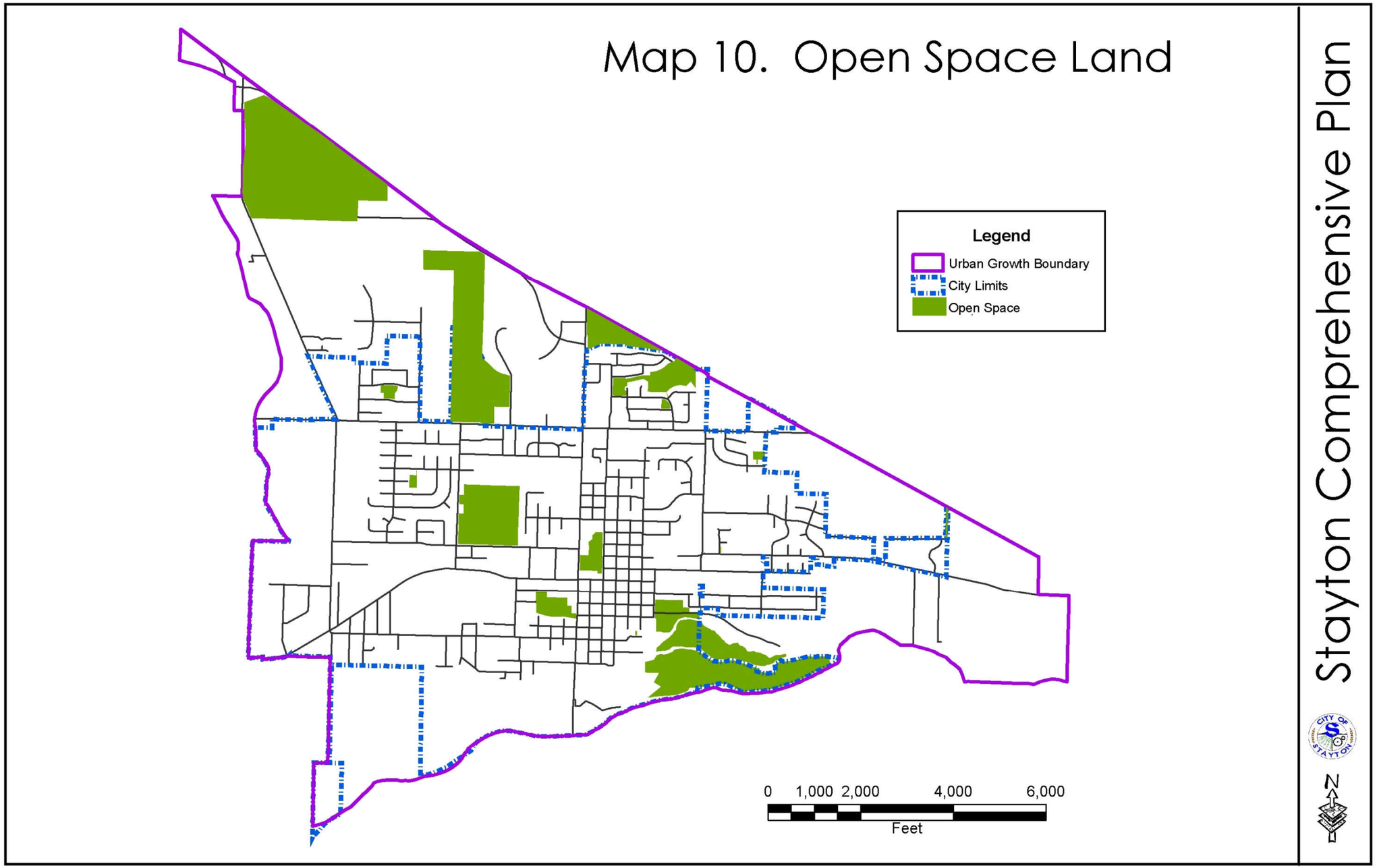

Map 5. Detroit Dam Failure Inundation
Legend
Urban Growth Boundary
City Limits
0 1,050 2,100 4,200 6,300
Feet
Stayton Comprehensive Plan
N


Map 6. Elevation
Legend
Urban Growth Boundary
City Limits
Elevation
414 - 420
421 - 435
436 - 450
451 - 465
466 - 480
481 - 495
496 - 510
511 - 665
0 1,050 2,100 4,200 6,300
Feet
Stayton Comprehensive Plan
N


Map 7. Steep Slopes
Legend
Urban Growth Boundary
City Limits
Steep Slopes
0 1,000 2,000 4,000 6,000
Feet
Stayton Comprehensive Plan
N


Map 8. Agricultural Uses
Legend
Urban Growth Boundary
City Limits
Parcels in Agricultural Use
0 1,000 2,000 4,000 6,000
Feet
Stayton Comprehensive Plan
N


Map 9. Forested Lands
Legend
Urban Growth Boundary
City Limits
Forested Land
0 1,000 2,000 4,000 6,000
Feet
N
Stayton Comprehensive Plan


Map 10. Open Space Land
Legend
Urban Growth Boundary
City Limits
Open Space
0 1,000 2,000 4,000 6,000
Feet
Stayton Comprehensive Plan
N

1. Publicly owned parkland
2. Public and parochial school land
3. Santiam Golf Club's 18-hole course
4. The Mill Creek and North Santiam River flood plains
5. The canals (ditches) that pass through the City of Stayton
6. Cemeteries
7. Areas of designated open space in subdivisions.

These areas are shown on Map 10. Potential conflicts with open space use are precluded by the policies and development regulations adopted by the City of Stayton and Marion County.

The parks, schools, golf course and cemeteries are presently designated and those within the city are zoned for public use. The flood plains and riparian areas are protected by a combination of public ownership and the Natural Resource Overlay District that establishes a buffer along waterbodies. The subdivision section of the development ordinance requires a 5 percent set-aside or a financial contribution in lieu of land set-aside for parks and open space purposes.

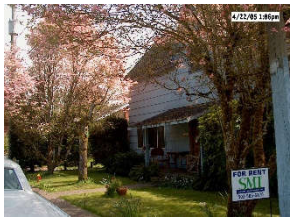
Historic Sites, Structures, and Landmarks

In the mid-1990s a complete historic resource analysis was undertaken by the City. Inventory sheets were compiled that list the architectural features, historic uses, and place each site or structure in context of the historical development of Stayton and indicates the significance or non-significance of each site. Sixteen sites, including twelve from the 1979 Stayton Comprehensive Plan, were evaluated and inventoried. After a determination of significance, an analysis of Economic, Social, Environmental, and Energy consequences, and evaluation of conflicting uses, twelve were included the Comprehensive Plan's Historic Resources Inventory.

Since that time, one of the historic resources, the Paris Woolen Mill, has been demolished and is therefore removed from the inventory. Two other properties have since been listed on the National Register of Historic Places — the Deidrich building at 195 N 3rd, and the Brown House at 425 N 1st — and have been added to the inventory. Table 3-3 presents the designated historic resources within the City.

Table 3-3. Historic Resources, City of Stayton

Site No.	Historical Name		Address
1.	Charles Stayton House		784 N 3rd Ave

2.	Deidrich Building		195 N 3rd Ave
3.	Stayton Paint Shop		308 E Water St
4.	Gehlen/Sims Building		189 N 2nd Ave
5.	Stayton Mercantile (Burmester Building)		429 N 3rd Ave
6.	Buster House		444 E Ida St
7	Women's Club Building (now Santiam Historical Museum)		260 N 2nd Ave
8.	Mountain States Hydroelectric Project		Power Canal at Third Avenue

9.	Thomas Y Covered Bridge (now Stayton Jordan Bridge).		Pioneer Park
10.	Salem Ditch		North Santiam River at Mill Creek
11.	Stayton Power Canal		North Santiam River and tailrace
12.	Charles and Martha Brown House		425 N 1st Ave

The City has adopted an historic preservation ordinance as part of the Stayton Land Use and Development Code. The ordinance governs the addition or removal of sites from the historic resource inventory and requires the issuance of an historic modification permit for the exterior alteration, demolition, or relocation of an historic resource.

The City previously had historic overlay zones that established voluntary design standards for properties along 2nd and 3rd Avenues. This overlay district was replaced in 2008 with a more comprehensive, and mandatory, set of design standards for the downtown area.

Based on the economic, social, environmental and energy analysis of the sites and consideration of conflicting uses, three of the listed resources warrant special consideration.

4. **Gehlen/Sims Building**. The building is a rare example in Marion County of a later 19th century wood-frame commercial building. However, the building has received only minimal maintenance in recent years and has very little remaining economic life. It lacks a foundation, though concrete has been added for support. There is extensive sinking to the east (front) elevation of the building. Much of the floor is rotten and there is extensive dry rot. The north elevation leans about one foot at the top of the building. The rear section has been extensively damaged by fire. Due to the deterioration of the building restoration is considered unlikely. Issuance of a permit to demolish the structure is appropriate due to the condition of the structure and to allow for redevelopment of this commercial area. In order to provide an opportunity to preserve the structure, a 60-day waiting period prior to demolition is encouraged to allow the removal of a portion of the structure or to allow a historic preservation group to measure and prepare blueprints of this unique structure.

10 & 11. **Salem Ditch and Stayton Power Canal**: The Salem Ditch was originally constructed in the 1850s and the Stayton Power Canal in the mid-1860s. Since that time, a variety of modifications have been made to each structure. In the future, state and federal water policies and environmental and energy regulations will affect the operation of the waterways and may required modifications to each. The Santiam Water Control District has in the past decade made modifications to fish ladders, the addition of fish screens, and the construction of a bypass channel for fish passage on the Stayton Power Canal. The Water Control District is also in the process of relicensing the hydroelectric power station on the Power Canal. Additionally, the City of Stayton and Water Control District may desire to make adjustments to potable water and hydroelectric intake systems.

Consequently, the sites/locations of the two waterways have been designated as historic resources and not the structures. Water quality protection actions including construction and on-going maintenance and operation within the waterways shall not be regulated by the city's historic preservation standards. Water quality protection actions include, but are not limited to, activities including dredging, siltation removal or transfer, maintenance of walls, channel beds, fish ladders, water intakes, hydroelectric facilities, headgates and other structures; relocation, maintenance or replacement of utility lines; chemical or biological treatment and water filtration; management of fish, water fowl and wildlife; raising or lowering of water levels; control of water flow rates including periodic temporary or emergency stoppage or drainage; and placement of diversions, dams or minor channel modifications.

The relocation of the waterways from current location to another location will require issuance of an historic modification permit.

With the two exceptions above, the Stayton Land Use and Development Code currently requires the Planning Commission or City Council to consider the impacts of development on existing historic resources and allows the city to impose appropriate conditions to preserve or enhance the resource.

Fish and Wildlife Habitat

The Stayton area's fish and wildlife habitats have been inventoried by the Oregon Department of Fish and Wildlife (ODFW) (1977) and Marion County (1982). The County Plan Inventory includes lists of fish and wildlife species typically found in the area.

The Marion County Comprehensive Plan Inventory Map shows the closest area of sensitive big game habitat to be five miles northeast of Stayton UGB. Many smaller wildlife species, such as songbirds, are compatible with urban development, especially in residential areas. Other small animals and upland game birds have habitat requirements that are met on farm and forest lands surrounding the urban area. No specific habitat protection measures are needed in Stayton to protect wildlife habitat.

Oregon State University created a database of flora that potentially could reside in the North Santiam Watershed and in Stayton, and list a wide variety of resident birds, mammals, reptiles, and amphibians. Accurate and precise data on exact locations and habitats of all species is not available.

The North Santiam River, Mill Creek, Salem Ditch and the Stayton Power Canal have been inventoried as significant to fish by ODFW. The North Santiam River has been identified as spawning habitat for Summer Steelhead, Spring Chinook and Fall Chinook and migration habitat for Coho Salmon. Salem Ditch has been identified as migration habitat for Summer Steelhead, rearing habitat for Spring Chinook and spawning habitat for Fall Chinook. Stayton Power Canal has been identified as migration habitat for Summer Steelhead and Coho Salmon and as spawning habitat for Fall Chinook and Spring Chinook. Mill Creek is identified as "headwaters" above its confluence with Salem Ditch.

Headwaters are those areas that fish may not inhabit but where activities in the stream may affect water quality and fish production downstream.

Fish species that are known to reside in the North Santiam River are listed below. Steelhead, Rainbow, and Cutthroat Trout were released in the river between 1948 and 1998. A genetically distinct population of wintering Steelhead is listed as threatened under the Endangered Species Act, and the Oregon Chub was listed as an endangered species in 1993. Resident fish species in the North Santiam River include:

- Chinook salmon (*Oncorhunchus tshawytscha*)
- Coho salmon (*O. kisutch*)
- Steelhead trout (*O. mykiss*)
- Rainbow trout (O. mykiss)
- Cutthroat trout (O. clarkii)
- Oregon chub (*Oregonichthys crameri*)

Other Goal 5 Resources

There are no other resources addressed by Goal 5 within or near the Stayton urban growth boundary.

Natural & Historic Resource Goals and Policies

Statewide Planning Goals: To protect Natural Resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability. **To maintain and improve the quality of the air, water and land resources of the state.** All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources. **To protect people and property from natural hazards.** Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards. Natural hazards for purposes of this goal are: floods (coastal and riverine), landslides, earthquakes and related hazards, tsunamis, coastal erosion, and wildfires. Local governments may identify and plan for other natural hazards.

Stayton City Goals and Policies

GOAL NOISE LEVELS IN THE CITY WILL CONTINUE TO NOT BE DETRIMENTAL TO THE WELFARE OF THE CITIZENS

Policy NR-1 It is the Policy of the City to apply objective measurable regulations for noise.

ACTION The City will amend the noise standards of Title 8 to include specified decibel levels for different activities and zones.

GOAL THE MILL CREEK AND NORTH SANTIAM RIVER FLOODPLAINS WILL BE USED AND MANAGED IN ORDER TO MINIMIZE FLOOD DAMAGE AND PRESERVE WATER QUALITY

Policy NR-2 It is the Policy of the City to continue to participate in the National Flood Insurance Program.

ACTION The City will continue to keep the floodplain management standards in Title 17 in compliance with the minimum requirements of the National Flood Insurance Program.

ACTION The City will administer and enforce its adopted floodplain management regulations.

GOAL ADEQUATE OPEN SPACE WILL BE PROVIDED IN THE URBAN GROWTH AREA THROUGH THE PROVISION OF PUBLIC PARKS, AND PRIVATE OPEN SPACE

Policy NR-3 It is the Policy of the City to provide or protect open space resources through measures such as public ownership of parkland and open space dedication requirements in the development code.

ACTION The City will pursue the parks development plan in the adopted Parks and Recreation Master Plan.

ACTION The City will continue to require open space be provided in residential subdivisions.

ACTION The City will attempt to provide open space along the water bodies throughout the City by establishing buffer and setback requirements.

GOAL HISTORIC RESOURCES OF THE CITY WILL MAINTAIN THEIR INTEGRITY AND SIGNIFICANCE FOR THE BENEFIT OF FUTURE GENERATIONS

Policy NR-4 It is the Policy of the City to protect the historic sites from inappropriate changes or avoidable demolition or destruction.

ACTION The City will continue to apply regulations to the designated historic sites to require approval before any alteration, demolition or relocation.

ACTION The City will continue the requirements of the Land Use and Development Code that all designated historic resources be kept in good repair.

GOAL FISHERIES HABITAT WILL BE MAINTAINED

Policy NR-5 It is the Policy of the City to maintain vegetation along streams and rivers in a natural state as a buffer between urban development and fish habitat, a strip of riparian vegetation should be retained along the North Santiam River and Mill Creek.

ACTION The City will continue to apply regulations for maintenance of vegetation and limiting uses within 100 feet of the North Santiam River, Mill Creek and that portion of Salem Ditch north of Shaff Road.

ACTION The City will continue to apply regulations for maintenance of vegetation and limiting uses within 50 feet of the Salem Ditch south of Shaff Road, and the Stayton Ditch.

Policy NR-6 It is the Policy of the City to consider the effect on fish habitats when a discretionary land use actions (plan and zone change, subdivision or major partition, planned unit development, conditional use, variance) is proposed on a parcel adjacent to Mill Creek, Salem Ditch, or the North Santiam River.

ACTION The City will amend the Land Use and Development Code to establish a criterion for approval on discretionary land use actions regarding the impacts on fish habitats.

GOAL IDENTIFIED SIGNIFICANT WETLANDS WILL CONTINUE THEIR FUNCTIONS UNIMPAIRED BY DEVELOPMENT ACTIVITY

Policy NR-7 It is the Policy of the City that wetlands identified as significant wetlands in the Stayton Wetland Inventory shall be provided with protection from disturbance that would diminish their identified values.

ACTION The City will continue the requirements of the Land Use and Development Code to prohibit new structures, excavation, drainage, grading, fill or removal of vegetation in significant wetland areas and required a permit for any activities that could impair the functions of significant wetlands.

Policy NR-8 It is the Policy of the City that all development on properties containing significant wetlands be processed as a master planned development.

ACTION The City will amend the requirements of the Land Use and Development Code to require the development of land subdivisions on property that contains significant wetlands to be designed as a master planned development.

Policy NR-9 It is the Policy of the City to coordinate development/permit reviews with the Department of State Lands and the U.S. Army Corps of Engineers to evaluate the significance of each site and any fill and removal permit requirements.

ACTION The City will continue the requirements of the Land Use and Development Code that the development review process include interested state and federal agencies, including the Department of State Lands and US Army Corps of Engineers.

GOAL DEVELOPMENT ACTIVITY WILL BE DESIGNED TO AVOID POTENTIAL HAZARDS ASSOCIATED WITH STEEP SLOPES

Policy NR-10 It is the Policy of the City that areas with slopes above 20 percent are regarded as having development limitations due to the potential for problems with erosion, degradation of views, slippage, etc.

ACTION The City will require a geotechnical study, prepared by a qualified licensed geologist or engineer that determines the suitability of the site for construction in these areas.

ACTION The City will continue the requirements of the Land Use and Development Code that all development on properties that contain these areas shall be processed as a master planned development so that densities can be transferred from the steep slope areas onto more suitable construction sites.

Chapter 4 Transportation

Transportation System Plan

This chapter addresses the City of Stayton's anticipated transportation needs through 2040. It presents a summary of the findings and recommendations contained in the 2019 Transportation System Plan (TSP), which has been adopted as the transportation element of the comprehensive plan and should be considered a part of this document.

The TSP is a long-range plan that sets the vision for the city's transportation system, facilities, and services to meet state, regional, and local needs for the next 20 years. Local adoption of the TSP fulfills State Transportation Planning Rule (TPR) requirements for comprehensive transportation planning in Oregon cities and presents the investments and priorities for the Pedestrian, Bicycle, Transit, Motor Vehicle, and other transportation systems.

The streets and highways section address the items required in OAR 660, Div. 11, the Public Facilities Rule.

This chapter describes each mode of transportation available in the City and provides a summary of what the City hopes to achieve through implementation of the TSP. Details about the existing network and future planning for each mode can be found in the TSP. The Goals and Policies included in this chapter reflect an integrated, multi-modal transportation system and implement the direction of the updated TSP. Plan language articulates the City policy regarding vehicular and active forms of transportation (walking, bicycling, riding transit), as well as community interests related to heath, community and economic vitality, equity, and the environment.

Pedestrian

Stayton's pedestrian system consists of sidewalks, enhanced sidewalks, off-street trails, and pedestrian crossings, which are both marked and unmarked; signalized and unsignalized. These facilities provide residents with the ability to access local retail/commercial centers, recreational areas, schools, and other land uses by foot. Most city streets have sidewalks on both sides of the roadway and enhanced crossings at key intersections and mid-block locations; however, there are several streets with gaps in the sidewalks and locations where crossings could be implemented or improved. The pedestrian plan includes many projects to fill in the gaps in the sidewalks along the city's arterial and collector streets along with enhanced pedestrian crossings.

Bicycle

Stayton's bicycle system consists of on-street bike lanes, enhanced sidewalks, shoulder bikeways, local streets, and trails. A connected network of bicycle facilities improves the health and well-being of Stayton's community while improving access for non-car-owning households and reducing total vehicle miles traveled. A few major roadways within the city have on-street bike lanes or other bicycle facilities, but many do not have dedicated bicycle infrastructure. Therefore, the bicycle plan includes many projects to fill in the gaps in the bicycling network along the city's arterial and collector streets.

Motor Vehicle

Stayton's motor vehicle system includes private streets, city streets, county roads, and a state highway. These facilities provide residents with the ability to access retail, commercial, recreational, and other land uses within Stayton and neighboring cities by vehicle. This system is largely built-out and there are few opportunities to construct new roadways except in the city's undeveloped growth areas. There are no capacity failures under existing or projected future traffic conditions. Therefore, the Motor Vehicle Plan includes projects to increase the efficiency of the transportation system through improvements to street system connectivity, improvements to key intersections, and access management.

Transit

Transit can provide important connections to destinations for people that do not drive or bike and can provide an additional option for all transportation system users. In Stayton, transit provides residents limited access to Sublimity, Salem, and other nearby communities. It also provides school children access to school. Transit also complements walking, bicycling, or driving trips: users can walk to and from transit stops and their homes, shopping, or work places; people can drive to park-and-ride locations to access a bus; and people can bring their bikes on transit vehicles and bicycle from a transit stop to their destination.

Transit service in Stayton is provided by the North Santiam School District and Cherriots. The North Santiam School District 29J, which includes Stayton Elementary, Middle, and High Schools, is serviced by the Mid Columbia Bus Company (MIDCO), which has an office in Stayton and offers 19 different bus routes for the school district. Cherriots Route 30X is a fixed route bus service that runs from Salem to Gates. The bus makes three stops in Stayton and two stops in Sublimity. Cherriots Route 30X services each of these bus stops four times per day in both directions. The bus does not operate on weekends or holidays. Cherriots does not offer any special services, such as deviated route or dial-a-ride services for seniors or people with disabilities in the Stayton area. Cherriots does not plan to increase service to Stayton in the near-term; however, the City of Stayton desires more frequent service on Cherriots Route 30X to support commuter trips to Salem. The City is also supportive of a community-based organization providing transit for senior and low-income residents or the general population such as dial-a-ride, local circulator, or senior shopper shuttle options.

Other Travel Modes

A. Freight Transportation

OR 22 is designated as a statewide National Highway System freight route by the 1999 Oregon Highway Plan (OHP).

B. Rail Transportation

An unused rail spur runs from the west side of the city along W Locust Street to the NORPAC facility. The last rail activity on this line was over five years ago, and NORPAC has not used the line in over twenty years. In 2018, Marion County conducted a feasibility analysis of reestablishing rail service and concluded that service was not feasible without either a subsidy to the operator or substantial additional demand.

C. Air Transportation

The City of Stayton does not have an airport. The nearest commercial airport is the Portland International Airport, located 75 miles north of Stayton. There are several other small airstrips within

20 miles of Stayton. One such location is the Salem Municipal Airport, which does not operate commercial flights. There is also a helistop located at Santiam Hospital.

D. Water Transportation

Although the City of Stayton is situated along the North Santiam River, the river has not been used as a method of transportation, mainly due to the shallowness of the river. There are several boat ramps along the river; however, these are mostly used for small watercraft. The river is mainly used for recreation but is also a source of drinking water.

E. Pipeline Facilities

The primary pipeline facilities in Stayton are associated with the city storm sewer, sanitary sewer, and water lines. Potable water is transported from the North Santiam River to Salem via two transmission mains that run through Stayton. There are no natural gas lines that are large enough to be classified as pipelines in the Stayton area.

F. Private Transportation Providers

A. Uber and Lyft both operate in the City of Stayton. They provide on-demand taxi services through a mobile phone application

Transportation Goals and Policies

Statewide Planning Goal: To provide and encourage a safe, convenient and economic transportation system. A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

Stayton City Goals and Policies

GOAL OPTIMIZE THE PERFORMANCE OF THE TRANSPORTATION SYSTEM FOR THE EFFICIENT MOVEMENT OF PEOPLE AND GOODS

Policy T-1. It is the Policy of the City to establish a transportation system that can accommodate a wide variety of travel modes and minimizes the reliance on any one single mode of travel.

ACTION The City will develop and maintain street functional classifications, along with operational guidance, cross-sectional standards, and right-of-way standards, to ensure streets are able to serve their intended purpose.

ACTION The City will implement needed mobility standards to help maintain a minimum level of motor vehicle travel efficiency. State and county mobility standards will be supported on facilities under the respective jurisdiction.

ACTION The City will manage access to roadways to ensure a level of mobility consistent with their functional classification.

Policy T-2. It is the Policy of the City to plan for an integrated transportation system that includes additional local, collector and arterial roads that improves connectivity across multiple modes; preserves future rights-of-way; and maintains Stayton's existing street grid system.

ACTION The City's land use standards will require developments to provide access consistent with the roadway classifications and access spacing standards in the TSP.

Policy T-3 It is the Policy of the City to ensure that the network of arterials, collectors and local streets are interconnected, appropriately spaced, and reasonably direct in accordance with City, County and State design standards in order to reduce reliance on any one corridor.

ACTION The City's land use standards will require developments to provide for new and improved streets in accordance with the Roadway Functional Classification Map and Future Street Plan in the TSP.

GOAL PROVIDE A TRANSPORTATION SYSTEM THAT ENHANCES THE SAFETY AND SECURITY OF ALL TRANSPORTATION MODES.

Policy T-4 It is the Policy of the City to reduce traffic volumes and speeds near schools consistent with the Safe Routes to School Plan.

ACTION The City will work with the school district and private schools to identify and implement circulation and access patterns to and around schools that are safe for pedestrians and bicyclists, as well as people in cars and arriving by bus.

Policy T-5. It is the Policy of the City to improve safety and operational components of existing transportation facilities.

ACTION The City will address existing safety issues at high crash locations and locations with a history of severe vehicle, bicycle- and/or pedestrian-related crashes.

ACTION The City will improve safe crossings for vehicles, bicycles and pedestrians across arterial streets.

ACTION The City will manage access to transportation facilities consistent with their applicable classification to reduce and separate conflicts and provide reasonable access to land uses.

Policy T-6 It is the Policy of the City to maintain a traffic calming program for implementation in areas with vehicle speeding issues.

ACTION The City will set monitor vehicular speeds to identify street segments with speed issues and implement appropriate traffic calming protocols to reduce vehicle speeds.

Policy T-7 It is the Policy of the City to ensure adequate access for emergency services vehicles throughout the City's transportation system.

ACTION The City's street design standards will ensure adequate travel way width and turnaround capacity for emergency vehicles.

GOAL PROVIDE AN EQUITABLE, BALANCED, AND CONNECTED MULTI-MODAL TRANSPORTATION SYSTEM

Policy T-8 It is the Policy of the City to ensure that the transportation system provides equitable access to underserved and vulnerable populations.

ACTION The City will ensure that multi-modal connections meet applicable City and Americans with Disabilities Act (ADA) standards.

ACTION The City will work with Salem Keizer Transit District to provide shelters at transit stops and expand opportunities for transit service when cost effective.

ACTION The City will maintain City roadways as multi-modal or "complete streets," with each street servicing the needs of various modes of travel.

Policy T-9. It is the Policy of the City to provide for multi-modal circulation internally on site and externally to adjacent land uses and existing and planned multi-modal facilities.

ACTION The City will require new non-residential development to provide pedestrian connections to the public sidewalk and to provide bicycle parking.

GOAL LIMIT AND MITIGATE ADVERSE ENVIRONMENTAL IMPACTS ASSOCIATED WITH TRAFFIC AND TRANSPORTATION SYSTEM DEVELOPMENT

Policy T-10. It is the Policy of the City to avoid or minimize impacts to natural resources when planning for and implementing the transportation system.

ACTION The City will allow alternative transportation facility designs in constrained areas.

ACTION The City will endeavor to identify environmental impacts related to transportation projects at the earliest opportunity to ensure compliance with all federal and state environmental standards.

ACTION The City will work to reduce the number of vehicle-miles traveled through policy and implementation of multi-modal and transit supportive projects.

ACTION The City will work to enhance opportunities to increase the number of walking, bicycling, and transit trips in the city.

ACTION The City will work with community partners and private property owners to identify potential electric vehicle plug-in stations and will permit these uses, consistent with adopted code provisions.

ACTION Evaluate and implement, where cost-effective, environmentally friendly materials and design approaches such as reducing required pavement width, water reduction and infiltration methods to protect waterways, solar infrastructure, and impervious materials.

Policy T-11 It is the Policy of the City to support technology applications that improve travel mobility and safety with less financial and environmental impact than traditional infrastructure projects.

ACTION The City will continue to seek out and work with other transportation providers such as ODOT and Salem Keizer Transit District to apply where practicable advanced technologies and proven management techniques to relieve congestion, enhance safety, and provide services to travelers.

GOAL DEVELOP AND MAINTAIN A TRANSPORTATION SYSTEM PLAN THAT IS CONSISTENT WITH THE GOALS AND OBJECTIVES OF THE CITY, MARION COUNTY, AND THE STATE.

Policy T-12. It is the Policy of the City to ensure consistency with state, regional and local transportation planning rules, regulations, and standards.

ACTION The City will continue to participate in regional transit service efforts and seek improvements to public transit services to the City of Stayton.

ACTION The City will coordinate land use, financial, and environmental planning, both within City departments and with state and regional partners, to prioritize strategic transportation investments.

GOAL SEEK FUNDING FOR AND INVEST IN FINANCIALLY FEASIBLE INFRASTRUCTURE PROJECTS THAT WILL SERVE THE CITY FOR YEARS TO COME.

Policy T-13 It is the Policy of the City to preserve and protect the function of locally and regionally significant transportation corridor.

ACTION The City will implement reasonable alternative mobility targets for motor vehicles that align with economic and physical limitations on state highways and city streets where necessary.

ACTION The City will endeavor to preserve and maintain the existing transportation system assets to extend their useful life.

ACTION The City will continue to work to improve travel reliability and efficiency of existing major travel routes in the city before undertaking more expensive capacity projects.

ACTION The City will pursue grants and collaboration with other agencies to efficiently fund transportation improvements and supporting programs.

Policy T-14 It is the Policy of the City to identify and maintain stable and diverse revenue sources to meet the need for transportation investments in the city.

ACTION The City will continue to pursue new and creative funding sources to leverage high priority transportation projects.

Policy T-15 It is the Policy of the City to ensure that proposed developments will be responsible for mitigating their direct traffic impacts.

ACTION The City will implement transportation system development charge methodology and maintain a list of SDC-eligible projects.

GOAL PROVIDE A TRANSPORTATION SYSTEM THAT ENHANCES THE HEALTH OF RESIDENTS AND USERS.

Policy T-16 It is the Policy of the City to provide convenient and direct pedestrian and bicycle facilities to promote health and the physical and social well-being of Stayton residents, to reduce vehicular traffic congestion, to provide community and recreational alternatives, and to support economic development.

ACTION The City will identify and seek funding for programs that encourage walking, bicycling, and rideshare/carpooling through community awareness and education.

ACTION The City will identify and seek funding for programs that provide education regarding good traffic behavior and consideration for all users.

ACTION The City will work to create a multi-modal transportation system that limits users' exposure to pollution and that enhances air quality.

GOAL CREATE A BALANCED BUILT ENVIRONMENT WHERE DESIRED EXISTING AND PLANNED LAND USES ARE SUPPORTED BY AN EFFICIENT MULTI-MODAL TRANSPORTATION SYSTEM

Policy T-17 It is the Policy of the City to encourage more compact, walkable, mixed use, to shorten trip lengths and reduce the need for motor vehicle travel.

ACTION The City will implement the land use code provisions of the Downtown Transportation and Revitalization Plan by continuing to have mixed use zones in the downtown core.

Policy T-18 It is the Policy of the City to implement transportation improvements needed to accommodate developing or undeveloped areas and ensure adequate capacity for future travel demand, consistent with the adopted TSP.

ACTION The City will periodically review and revise where necessary local land use and development requirements to ensure that future land use decisions are consistent with the planned transportation system.

ACTION The City will implement access management and land use measures consistent with the recommendations of the TSP to protect the function of the Sublimity Interchange.

GOAL PROVIDE A TRANSPORTATION SYSTEM THAT SUPPORTS EXISTING INDUSTRY AND ENCOURAGES ECONOMIC DEVELOPMENT IN THE CITY

Policy T-19 It is the Policy of the City to provide a transportation system that supports the movement of goods and delivery of services throughout the city while balancing the needs of all users and preserving livability in residential areas and established neighborhoods.

ACTION The City will maintain and implement a plan for designated truck routes through the City that prioritizes efficient fright movement and minimizes truck traffic on other city roadways.

Policy T-20 It is the Policy of the City to identify lower cost options or provide funding mechanisms for transportation improvements necessary for development to occur.

ACTION The City's TSP will guide programming transportation improvements to facilitate the development of desired land uses and activities.

Policy T-21 It is the Policy of the City encourage tourism by developing connections to and between major recreational locations, key services, and other destinations in the city.

ACTION The City will encourage tourism by promoting and upgrading bicycle and pedestrian recreational routes and services through the city.

Chapter 5 Public Facilities and Services

The Public Facilities element of the Stayton Comprehensive Plan describes the water, sanitary sewers, storm water, parks and other public facilities and services either provided by the city, by other levels of government, or by independent districts or other organizations.

This Chapter provides an overview of the public facilities and services in the City. For those provided by the City itself, there are more specific Master Plans that are updated and adopted and by the City Council. These Master Plans are written with consideration of the City's goals and policies contained in the Comprehensive Plan but contain more specific details for improvements to the systems than is appropriate to include in the Comprehensive Plan. They are adopted as addenda to the Comprehensive Plan.

Municipal Water System

The City of Stayton owns and operates a municipal water system serving most of the area within the present city limits.

The major source of drinking water is the North Santiam River, with an intake from Stayton Ditch. The City also owns and maintains an infiltration well that draws water from the gravel strata adjacent to the river. This well can produce approximately 1.3 million additional gallons per day.

The majority of Stayton's water is delivered through the Santiam Water Control District's canal. The District agrees to provide continuous 24-hour a day service of up to 40 cubic feet per second (approximately 18,000 gallons per minute). For greater fire flows and better system reliability, the city also maintains a connection with the City of Salem's main transmission line.

The water treatment plant was built in 1971 with significant upgrades in 2010. The plant currently has a treatment capacity of 6.8 million gallons per day. Treatment processes include filtration, chlorination, and the addition of soda ash for pH stabilization. A 0.5 million gallon clearwell provides necessary chlorine contact time as well as some storage volume for the water system.

The City of Stayton's water distribution system consists of approximately 44 miles of pipe and covers two pressure zones. The two zones are intertied through pressure reducing valves thus providing system redundancy for emergency events.

Several capacity and operational improvements for all components of the water system have been identified in the City's Water Master Plan along with cost estimates and demand projections.

Stayton Sanitary Sewer System

The City's wastewater collection system consists of approximately 33 miles of pipelines and five lift stations. Additional flow is conveyed to Stayton's collection system from the neighboring City of Sublimity.

The City operates a wastewater treatment plant located along the Santiam River in the southwest corner of the urban growth boundary. The treatment process includes headworks with screening, two sequencing batch reactors for biological treatment, and UV disinfection. Solids handling processes include aeration, dewatering, and lime stabilization. The treated biosolids are stored and land applied.

The City's original sewage collection system was built in 1963 and has a fairly significant infiltration/inflow problem. Organized efforts to correct this have made some progress in reducing the wet weather flows.

Capacity and operational improvements for all components of the wastewater system have been identified in the City's Wastewater Master Plan that has been adopted as an addendum to this plan in 2006.

Storm Water System

The City's storm water system consists of approximately 15 miles of pipe, 8 miles of open channels, 650 catch basins, 20 detention facilities, and 38 major outfalls all within six major drainage basins. The majority of the City's outfalls are along the Salem Ditch, which ultimately carries flow to Mill Creek.

The major trunk line through the City runs north on 1st Avenue from Hollister, and West on Shaff Road with 48" outfall to an open channel draining to Salem Ditch.

The Salem Ditch and the Stayton Power Canal, which also receives discharges from the City's storm water system are owned and managed by the Santiam Water Control District. The canals are primarily used for the transmission of irrigation water to agricultural areas to the east of Stayton.

Runoff from the City is treated through biofiltration swales, catch basins, and detention facilities and is considered to be generally of good quality. Storm water within the city is primarily managed through the BMPs identified in the City's TMDL Implementation Plan and Storm Water Master Plan.

The Storm Water Master Plan identifies specific improvements for the storm water system along with costs and concepts to accommodate and reduce runoff from future development. The Master Plan also recognizes the need to better coordinate with the Santiam Water Control District to minimize the impacts of the City's storm water on the District's facilities and operations.

Fire Service

Fire protection service in the Stayton UGB is provided by three different fire districts. The vast majority of the UGB is located within the Stayton Fire District. However, the Santiam Golf Course and some rural properties along Golf Lane are in the Sublimity Fire District. A very small area at the northern tip of the UGB, west of Golf Club Road is in the Aumsville Fire District. The fire district boundaries are shown on Map 12. Because the areas served by the Sublimity and Aumsville districts are relatively small, the remainder of this discussion focuses solely on the Stayton Fire District.

The Stayton Rural Fire Protection District serves both the city and adjacent rural areas due to the 1985 annexation of the city into the rural district. The District is headquartered out of the Ida Street fire station, which opened in 1988. In addition to the Stayton Station, the District has smaller stations in Marion, Mehama and Elkhorn. According to the District's estimate of the population of the entire District, Stayton residents are just more than half the population of the District. The District is funded primarily through a permanent property tax levy. The District's total assessed value in 2009 was $773.4 million, of which $500.6 million is within the City of Stayton.

The District has 7 paid staff, 54 volunteer firefighters, and 18 volunteer support staff. All of the paid staff are located at the Stayton Station. The Stayton Station contains eight bays for vehicles, the District's offices, and a meeting room. Equipment and vehicles housed at the Stayton station include a 2006 Pierce Dash 105' aerial truck, a 2006 Pierce Dash pumper, 2009 rehab trailer , 1995 Freightliner 3000-gallon water tender, as well as several vehicles used as command and staff vehicles, light rescue, and grass firefighting.

For the past five years, the District has responded to an average of 800 calls per year, with fluctuation of less than 10% per year in any given year. Only 5% of the calls are for fires, 7% for

motor vehicle accidents, 38-40% for medical calls and about half are for other miscellaneous calls. The District estimates that approximately half the service calls are within the city.

In the second half of the planning period, the Fire District expects there will be the need for an additional fire station on the east side of the city.

Police Service

Police services are provided by a professional force on a 24-hour per day basis. The police department occupies the old city hall building on N 3rd Ave and was remodeled in 1988.

The Police Department is currently budgeted to employ 13 sworn officers – the Chief, 3 supervisors and 8 patrol officers, 1.5 clerical support staff, up to10 volunteer Reserve Officers and 5 civilian reserves. The current police force provides a ratio of 1.6 officers per 1,000 residents. The national average for a city of 5,000-10,000 is 2.2 per 1,000. To provide the national average the City would need to add four certified Officers and continue to adjust according to population changes to keep up with community needs. To meet the support service needs as the population grows the Department will also need to increase clerical support.

The Police Department currently owns 8 patrol vehicles and a motorcycle for traffic safety enforcement. The department has been using a one or two vehicles per year replacement plan to keep up with vehicle needs. These are replaced using a combination of purchasing both new and used vehicles. In addition the Department owns or leases three unmarked vehicles for investigations or administration and one small utility pickup truck.

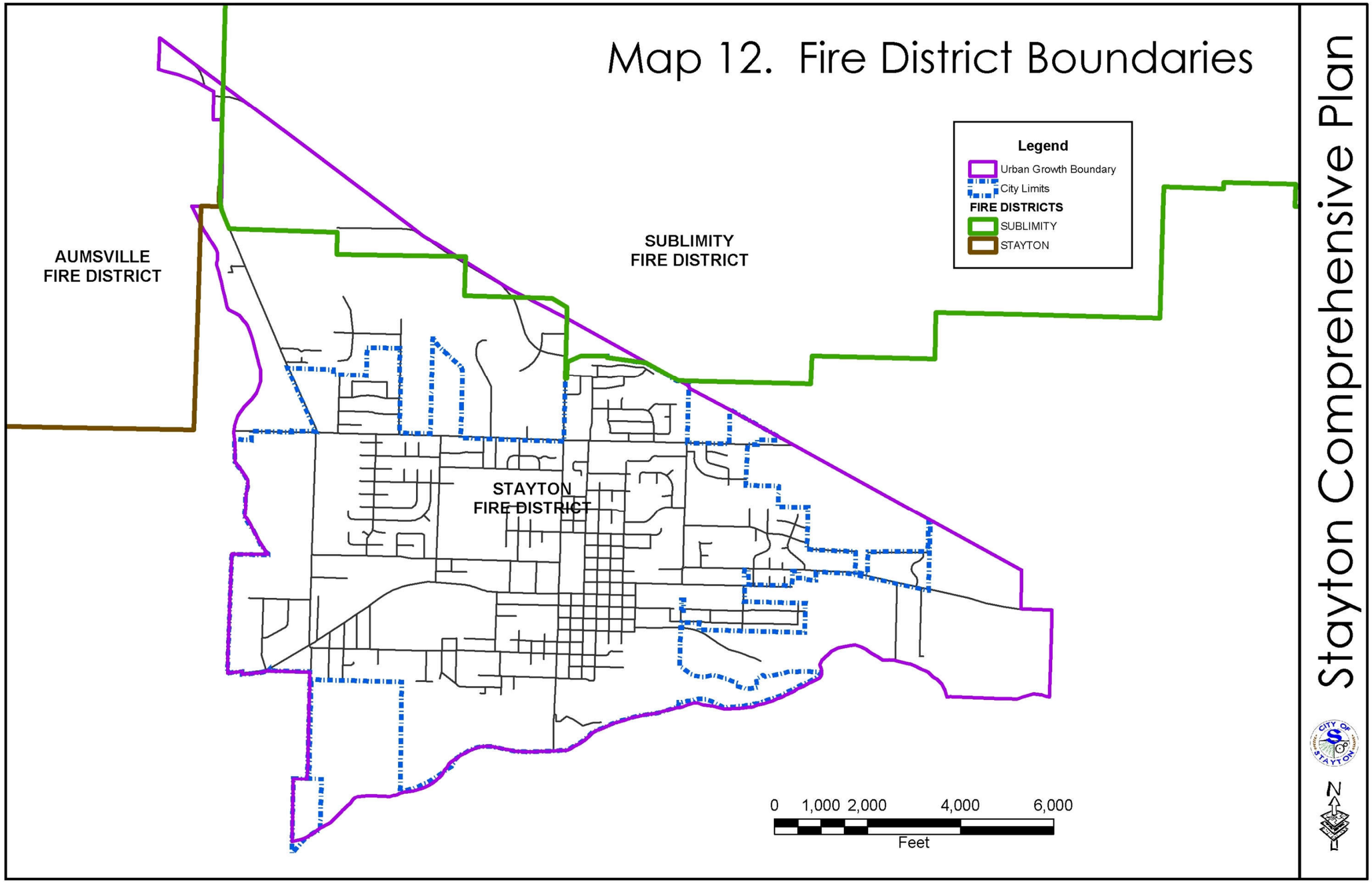
Schools

Stayton has a complementary group of schools that is unique among Oregon small towns. Both public and private schools enroll a significant number of children from grades kindergarten through twelfth grade.

The North Santiam School District 29J was formed in 1996 as the consolidation of several area school districts. Before the consolidation there were separate districts for the elementary schools than for the high school. The School District now includes the cities of Stayton and Sublimity and the unincorporated areas surrounding them and up the Santiam Canyon to Mehama and Lyons. The School district provides kindergarten through 12th grade education in 6 facilities. Three of the District's schools are located in the Stayton UGB.

Stayton Elementary School provides 26 classroom spaces for K-3 classes. The school has a capacity of 540 students and had a 2009-2010 enrollment of approximately 490. The school is located on a 7 acre campus with frontage on both N 1st Ave and n 3rd Ave. In addition to the school building there are outdoor play areas and recreation fields. The District's administrative offices are located at the north end of the campus. In Stayton, grades 4 through 8 attend Stayton Middle School. The middle school has a student capacity of 683 students in 31 classrooms. The 2009-2010 enrollment was approximately 690. The middle school occupies a 68 acre site on Shaff Road. In addition to the school buildings there are athletic fields and limited play area at the Middle School. The campus also includes a large portion of wooded land that is not suitable for development. The woods are used for outdoor education and cross-country running trails.

Stayton High School is located on a 38-acre campus on Locust St. The High School has 38 classrooms with a student capacity of 821. The 2009-10 enrollment was 683.


Map 12. Fire District Boundaries
Legend
Urban Growth Boundary
City Limits
FIRE DISTRICTS
SUBLIMITY
STAYTON
AUMSVILLE
FIRE DISTRICT
SUBLIMITY
FIRE DISTRICT
STAYTON
FIRE DISTRICT
0 1,000 2,000 4,000 6,000
Feet
N
Stayton Comprehensive Plan

In addition to the public schools, there are several private schools in Stayton that relieve the enrollment pressure on the public school system, though not all of the students are Stayton residents or live within the public school district. Stayton Christian School had an enrollment of 93 in pre-kindergarten through seventh grade. There are two Catholic schools in the City. St. Mary School is an elementary school located on N 6th Ave. It reported an enrollment of 210 in 2010 in grades pre-kindergarten through eighth. Its enrollment has steadily been declining. Regis High School reports enrollment of approximately 130 in 2010 in grades ninth through twelfth. The building has a capacity of 250 with room for expansion on a 30-acre site.

The School District has identified its primary land use need for elementary school sites. A second elementary school may be needed to accommodate the planned growth of the city. A desirable site for a new elementary school would be next to the middle school.

Solid Waste

Marion County has the primary responsibility to manage the solid waste system within the County. In November 2009, the County adopted an update of its Solid Waste Management Plan. There are two transfer stations that operate in Marion County. The Salem/Keizer Recycling and Transfer Station (SKRTS) is located southeast of Salem off Highway 22. The site is owned and operated by Capitol Recycling and Disposal under an agreement with the County. The other is in the northern portion of the County and would not serve Stayton.

The County owns a waste to energy facility (WTEF) in Brooks. The facility converts the energy released during combustion to electricity which is sold to PGE. The WTEF reduces the total volume of waste by 90%.

All solid waste generated in Marion County must either be delivered to the WTEF or taken to landfills outside of the County. Waste in excess of the WTEF's capacity is hauled to Coffin Butte Regional Landfill in Benton County. Small quantities of waste generated in Marion County are also disposed of at Riverbend Landfill in Yamhill County.

There are two landfills in the County that are permitted to accept limited types of waste. The North Marion County Disposal Facility (NMCDF) accepts ash from the WTEF, and the Brown's Island Demolition Landfill (BI) in Salem receives certain types of construction and demolition debris. There is a cell in the NMCDF reserved for municipal solid waste, but it has not yet been needed.

The City of Stayton has granted a franchise to Allied Waste of Marion County to provide solid waste collection service within the city. The agreement is a seven year franchise that automatically renews, unless terminated by the City or the company. Allied Waste provides customers with 60-gallon containers, 90-gallon containers for comingled recyclable materials, and 65-gallon containers for yard debris. The company provides weekly pickup of residential waste. Yard debris, comingled recyclable materials, and glass are collected on alternating weeks.

In order to reduce the amount of solid waste that requires disposal, Oregon law establishes goals for resource recovery through recycling, composting and energy generation. The state goal is 50 percent, with a target date of the year 2009 for achieving this goal. Individual wastesheds have recovery goals for 2009 ranging from 10 percent for Lake County to 64 percent for Metro. The goal for 2009 for Marion County is 54%. The DEQ 2008 report on statewide recycling rates indicates that Marion County has achieved a rate of 52.4% for 2008. The state provides the County with additional credits for its efforts on public awareness and education on waste reduction, composting and recycling. Including the credits, the County's recovery rate was 58.4%, exceeding the goal. No information is available on the waste generation or recovery rates for Stayton.

Parks and Recreation

The City of Stayton has six developed park facilities: Northslope Park, Pioneer Park, Westown Park, Community Center Park, Quail Run Park, and Santiam Park. There are also two undeveloped parks: Wilderness Park and Riverfront Park. In addition, land owned by the North Santiam School District and Regis High School is available for recreational activities. City parks, the school properties and other recreation lands are shown on Map 12.

Pioneer Park, together with the Neitling Addition, is a 7-acre facility located in the southeast corner of the City. This park contains a basketball court, swings, play equipment, horseshoe pits, and picnicking facilities. The Stayton Covered Bridge connects Pioneer Park with Wilderness Park and is a popular location for weddings and other events. The park is also used for concerts.

Northslope Park is a one-acre park in the northeast corner of the City containing a half basketball court, swings, slides, and other playground equipment. Westown Park is just under one acre and contains a half basketball court, swings, slides, and other playground equipment. Both of these parks have grassy areas for informal play or picnicking.

The Community Center Complex is just under 8 acres located on First Avenue. This park contains tennis courts, an indoor swimming pool, horseshoe pits, and play equipment as well as the community center and public library. The Community Center is used for various recreational activities, such as exercise classes and YMCA "camps," as well as governmental meetings. The Community center is also rented for private events such as wedding receptions. The Stayton Family Memorial Pool contains a 6-lane 25-meter pool, wading pool and slide. The pool received substantial mechanical upgrades for pumps and filters in 2009 and was resurfaced and painted in 2010. Community Center Park has also been the location of a temporary skateboard facility.

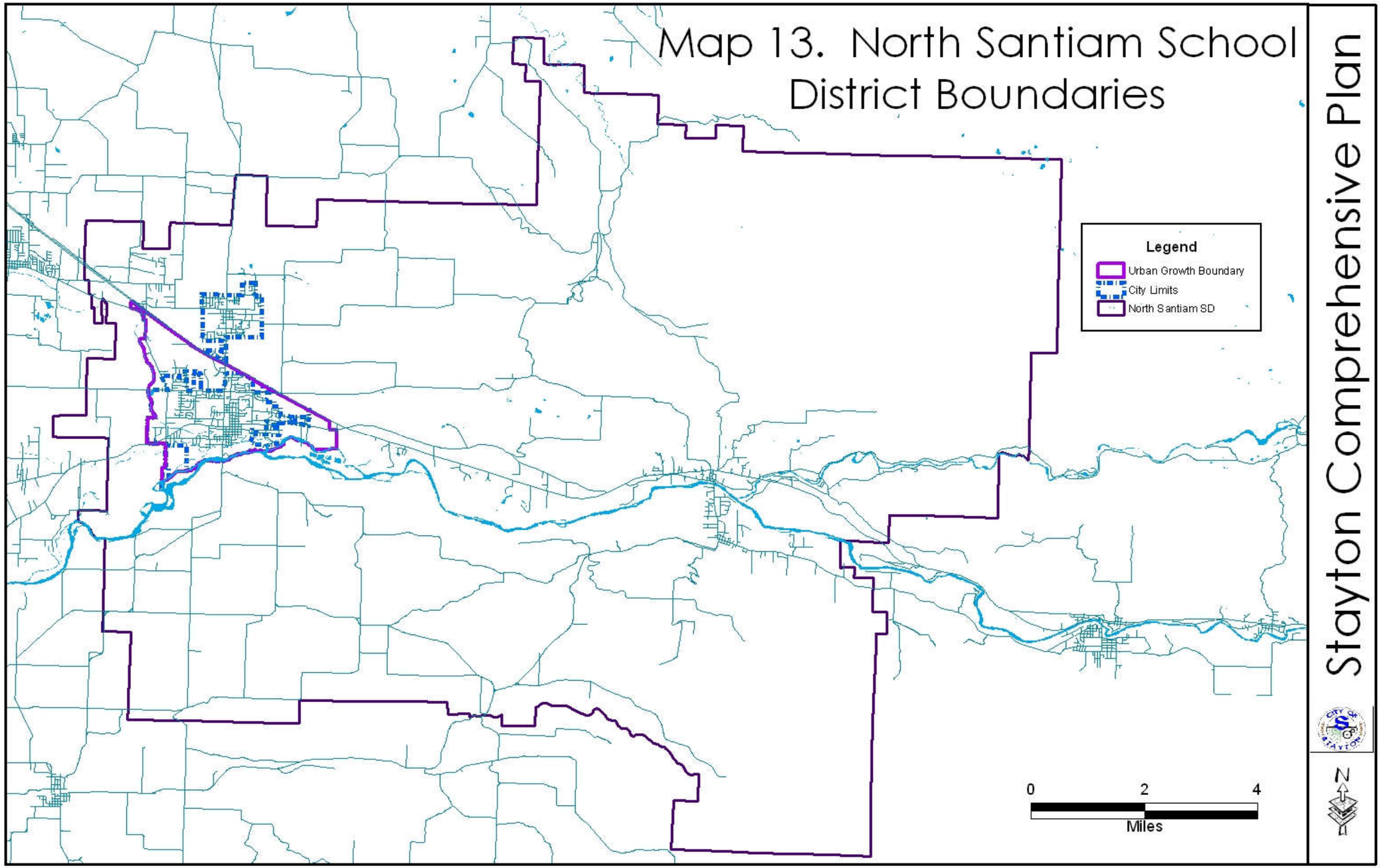
Quail Run Park is approximately two acres in area, located in the northwest corner of the City. This park contains a half basketball court, horseshoe pits, play equipment and a backstop for children's baseball or softball games.

Santiam Park is the City's newest developed park. The park is located on the north side of the City and is just under two acres in size. The park is only partially developed. It currently contains play equipment. In 2010 the City received a grant for further development of Santiam Park and intends to construct a picnic shelter, restroom, and re-surface the play area. The park is adjacent to dedicated open space and a paved trail along Lucas Ditch that connects the park to the residential neighborhoods to its east.

Wilderness Park is a 23-acre site immediately east of Pioneer Park owned by the Santiam Water Control District. Originally developed as a low-impact use park by Marion County, this park is leased by the City to be operated as a wilderness and natural trails area.

In 2005 the City purchased 55 acres to the south of Wilderness Park along the Santiam River to be known as Riverfront Park. The property is covered by a conservation easement enforced by Marion County and the Oregon Watershed Enhancement Board. The City is currently developing a management plan for the park. Development of recreational facilities other than trails and interpretive signs are prohibited by the conservation easement. Like Wilderness Park, Riverfront Park will remain undeveloped open space.

In addition to the City's parks, the North Santiam School District's campuses contain recreational facilities that are available to the pubic when not in use for school functions. Stayton Elementary School has a hard-surfaced play area, play equipment, a covered play area and a multi-purpose athletic field. Stayton Middle School contains a football/soccer field, a baseball diamond, two softball


Map 13. North Santiam School District Boundaries
Legend
Urban Growth Boundary
City Limits
North Santiam SD
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Miles
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Stayton Comprehensive Plan

diamonds, a full basketball court and a gravel-surfaced play area. The Middle School campus also includes 44 acres of woods with walking/running trails. Stayton High School has four tennis courts and two softball/little league diamonds available for public use. Regis High School has three softball/little league diamonds.

In addition to the publicly owned facilities, there is the Santiam Golf Club's 18-hole golf course located in the northwest corner of the UGB which is open to the public.

The only recreation programs run by the City are those at the Stayton Family Memorial Pool. The pool offers open swims, arthritis programs, water aerobics and swimming lessons. The pool is used by area schools for competitive swimming practice, events, and the YMCA's swim team.

The Santiam Family YMCA offers a variety of recreation programs for young children and youths. The YMCA's athletic programs include soccer, flag and tackle football, volleyball, basketball, and track and field for children up to sixth grade. Programs are also available for preschool children. Approximately 1,200 children participate in the YMCA's recreation and sports programs, of which it is estimated that 90% are Stayton and Sublimity residents. Since 2009, the City has provided financial support to the Santiam Family YMCA to assist with the YMCA's recreation programs.

Youth baseball and softball programs are run by Santiam Youth Sports.

In 2009 the Stayton Senior Center was established. Currently operating in building space donated by the Stayton Cooperative Telephone Company just outside of the city limits on the Linn County side of the North Santiam River. The Center is open three days per week and offer programs for area seniors.

Park Facility Needs

The City completed a Park and Recreation Master Plan in 2004, which is incorporated into this Plan. The Master Plan indicates that additional neighborhood parks and recreation facilities are needed.

There were a number of deficiencies identified in the 2004 Park and Recreation Master Plan. Some of these include a shortage of community and neighborhood parks, the absence of a comprehensive open space, off-street trail system, and a skate park. The following is a summary of park and facility needs outlined in the Park and Recreation Master Plan:

1. Based on a one-mile service area, two additional community parks are needed to serve the entire planning area.
2. Based on a half mile service area, three additional neighborhood parks are needed to serve the entire planning area. One of these, Santiam Park, has been acquired and partially developed since adoption of the Master Plan.
3. Open space areas are needed to preserve environmentally sensitive areas, creek corridors and especially the Santiam River. Riverfront Park has been acquired since adoption of the Master Plan.
4. Special use areas, such as a skate park, would add to the diversity of park and recreation facilities and also serve a targeted population group. The City has established a temporary skate park within Community Center Park, but the location and development of a permanent skate park remains to be accomplished.

5. There is considerable interest in trail facilities. The need for trails can be met by adding paved and unpaved trails through newly acquired open space areas, and urban stream corridors.

The subdivision section of the Land Use and Development Code requires a 5 percent land set-aside, or a contribution in lieu of a land set-aside, for parks and open space purposes. The City has established a Park System Development Charge to provide some funding for park acquisition and development. Assistance from the other levels of government or private sources will be needed for the development of some new parks.

Several opportunities exist in the Stayton area to improve parks and meet recreation needs. The Salem Ditch, which travels through the heart of the city, provides an opportunity to develop a scenic waterway and bicycle and jogging paths to link existing park areas with the central shopping area and the North Santiam River. The Santiam and Mill Creek flood plains are also areas where recreational uses could be developed. The restrictions on development in the floodplain prevent many other uses. The floodplains are well suited to open spaces, parks, bicycle and foot paths, and limited facilities. The Parks Master Plan contains a plan for a bicycle/foot path system that will ultimately be developed to provide a complete loop system among Stayton's parks and schools as well as the existing link to Sublimity.

Library

Stayton Public Library

The library is a 12,500 square foot structure, which was expanded in 2007 to more than double its previous size. The library was built on the site it currently occupies in 1989, and was mostly funded through donations. The expansion was a result of fundraising efforts of the Stayton Public Library Foundation, who continues to raise money to establish an endowment to assist with the operations of the library and other activities.

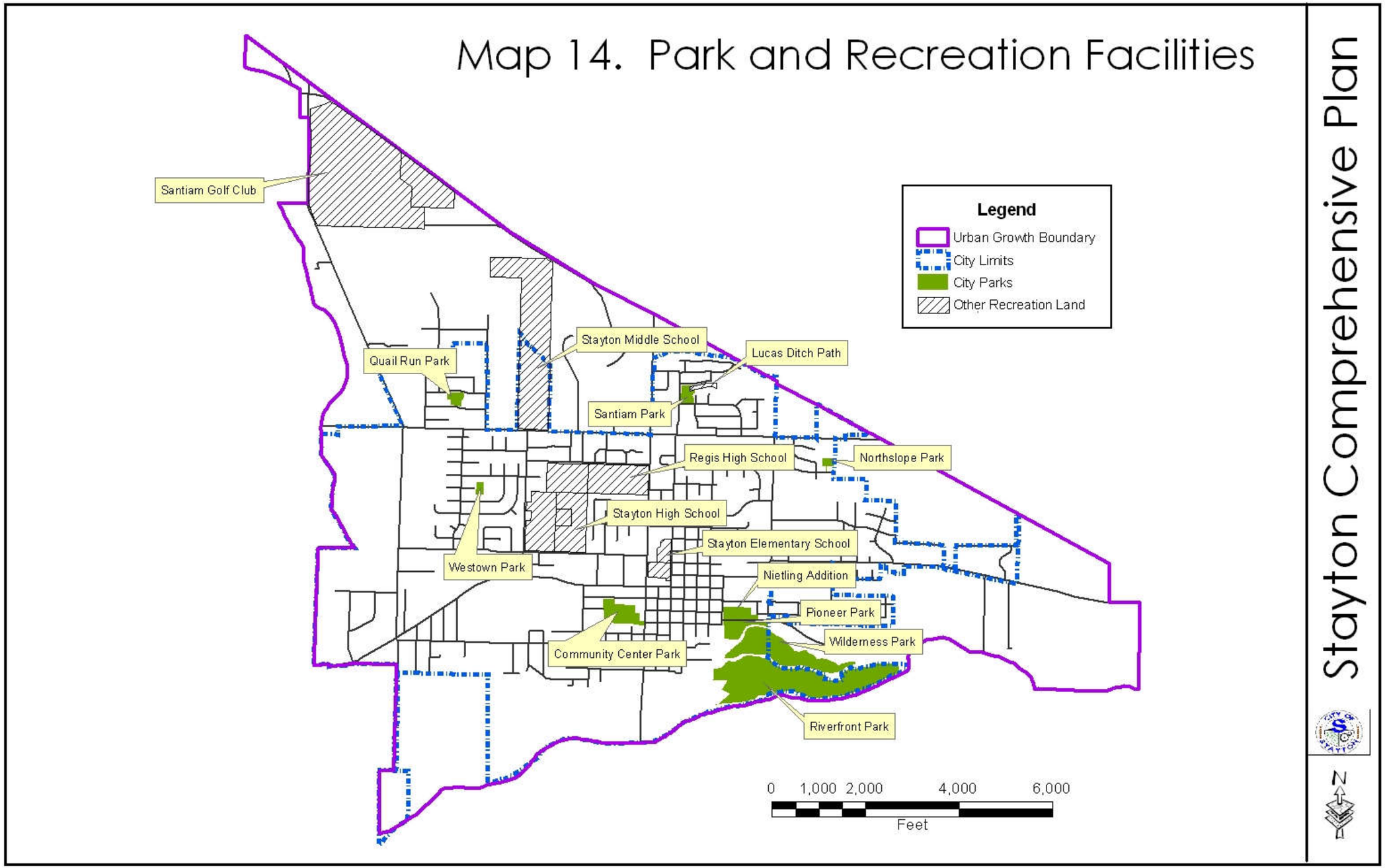
The library serves the citizens of Stayton and the surrounding area, and is heavily used. The State Library assessed a service population of 11,721 in 2010-2011. This is more than the 7,820 that live in the Stayton city limits, because the Stayton Public Library is the closest library for many people in east Marion County. As a result, the Library issues cards either for a fee or a minimum service card to people outside Stayton city limits.

The circulation in 2005-06 was 98,000, and in 2006-07 it was 108,964. More than 148,000 items were checked out in 2009-10, or 15.5 items per capita, a high check-out rate compared to national and state averages.

The library is operated by the City. The Library has an advisory board which advises the Director and establishes policy, and assists the Director in operation of the library. With 5.6 full-time equivalent employees, and many volunteers, the library is open six days a week for a total of 45.5 hours.

Chemeketa Cooperative Regional Library Service (CCRLS)

The library is a member of the cooperative which gives the library access to the collections of 17 other libraries in Marion, Polk and Yamhill Counties, and to additional services, equal to about $140,000 in investments of equipment and resource sharing. This increases the services the Library is able to offer. Through membership in the cooperative the library has access to more than 2.2 million books and other items from all the other libraries.


Map 14. Park and Recreation Facilities
Stayton Comprehensive Plan
Legend
Urban Growth Boundary
City Limits
City Parks
Other Recreation Land
Santiam Golf Club
Quail Run Park
Stayton Middle School
Lucas Ditch Path
Santiam Park
Regis High School
Northslope Park
Stayton High School
Stayton Elementary School
Westown Park
Nietling Addition
Pioneer Park
Wilderness Park
Community Center Park
Riverfront Park
0 1,000 2,000 4,000 6,000
Feet
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Library Use User Fee

In addition to a contribution from the City's general fund, the library is also funded by a local option tax levy, receipts from library fees, and donations. Library service is supported by city property owners through the local option tax of roughly 40 cents per $1,000 assessed valuation. The current local option levy was approved by the voters in May of 2008, for taxes to be collected between 2009 and 2012. It will need to be reauthorized periodically to continue the level of support. In addition, property owners within the CCRLS district pay 8 cents per $1,000 assessed valuation in a property tax levy. The City's general fund and the local option tax levy each provide approximately 30% of the budget for the library. CCRLS provides approximately 15% of the budget. This tax inequity has prompted the majority of cities in CCRLS, including Stayton, to institute a user fee for out-of-city residents.

Future Needs

Presently the library is within the range of adequate service for a library with a city population of 7,800. However, with a service area population of 12,000 and the expectation of growth, both in the city and in the outlying area, the City will need to plan for growth in staff, services, and materials in order for the library to continue to offer excellent service, meet the needs of the community, and maintain a standard of service as set by the state library. With the projected population growth, within 20 years, the library staff is likely to increase to 8-10 FTE.

Suggested standards for suggest that a library will be providing adequate service with a collection of 3 items per capita. At a materials inventory of about 63,000, the library is currently within the adequate range for the service area population. The library's materials collection will need to increase proportionately as the population grows.

The state standards suggest 3,050 square feet for the first 4,000 of population and .76 sq. ft, per capita in excess of 4,000. With a service area population of 12,000, these recommendations indicate that the library's 12,500 square feet should be adequate over the planning period.

Hospital

Santiam Memorial Hospital is a community controlled, self-supporting facility that provides medical services to an area with approximately 15,000 people. The Hospital is a 40-bed acute care facility located on a 7.2-acare campus on N 10th Ave. In recent years the hospital has completed interior renovations to update outpatient services. The hospital has a three-phase program for expansion of the hospital facilities. The first phase, scheduled for completion in 2012 is to construct a 4-story, 50,000 square foot addition on the west side of the existing building. This will provide for single occupancy rooms, the replacement of all inpatient, surgical, and birthing facilities, and new support facilities such as laundry. The new wing will also allow for the renovation of the existing facilities.

The second phase of the project will be the construction of a medical office building located on the campus or additional property owned by Santiam Memorial Hospital located in very close proximity to the current campus. The third phase will be the replacement and expansion of the emergency department and diagnostic imaging.

Three medical office buildings are located on the hospital campus. The hospital maintains a helicopter pad for emergencies and leases an ambulance to the fire district for emergency services. In addition to the facilities in Stayton, the Hospital operates clinics in Aumsville, Mill City, and Sublimity.

Emergency Medical Services

The Santiam Memorial Hospital Advanced Life Support (ALS) Ambulance service provides emergency treatment and transportation services to the residents of Stayton and the Santiam Canyon region. The Hospital owns and operates four Advanced Life Support ambulances that are licensed through the state.

The ALS Ambulance care is equipped for a variety of emergency care, including air and ground transportation. The Santiam Ambulance provides mutual aid to other local area ambulance services within the region that includes Stayton, Sublimity, Aumsville and Scio. Santiam Ambulance provides mutual aid to other local area ambulance services within the region, including Lyons, Jefferson, Turner and Silverton.

Public Facilities Plan

In 2007 the City Council adopted a Public Facilities Master Plan. The Master Plan had been several years in preparation and looked at the facility needs of each City department, projected over a twenty-year period. The plan calls for recommended improvements, expansions, and replacements. Key findings of the Facilities Master Plan are that the existing City Hall, Police Station, and Public Works Office buildings are inadequate and cannot be reasonably renovated nor expanded to meet future needs, and that the existing public works department shop facilities on 1st Ave is inadequate and on a busy arterial street.

The Public Facilities Plan calls for the construction of a new City Hall/Police complex and new public works shops. The preferred location for the City Hall complex identified by the plan is the City-owned properties on E Florence St. The Plan recommends the public works shops be relocated to the wastewater treatment facility off W Ida St.

Public Facilities and Services Financing

Facilities and services provided by the City are financed through a combination of property tax revenue, intergovernmental revenues, and fees and charges. The City's budget is divided into the General Fund, various enterprise funds and special funds. The water, wastewater, library, and street funds all have their own dedicated revenues.

Water Fund

The operation and maintenance of the water and wastewater systems is substantially financed through user fees collected through monthly utility bills. For the past four years the Water Fund has fluctuated between $1.8 and $2.1 million annually. In recent years, customer receipts represent an average of 75% of the revenue for the Water Fund. Excluding the beginning fund balance, customer receipts represents 90% of the revenue. Transfer of System Development Charges accounts for 7% of the revenues. Following adoption of the 2006 Water Master Plan, outlining the recommended improvements to the water system, the City embarked on a series of improvements to the water treatment plant and the distribution system, as recommended by the master plan. In order to provide the revenue necessary for these improvements and increases in operating and maintenance costs, the City has increased the water rates each year since 2006. The Master Plan projects that similar increases will be required for a total of eight years before rates stabilize.

The Water Funds expenses are divided between personnel, materials and services, capital outlay, debt service, transfers to other funds and contingency. In recent years personnel and materials and services have each averaged about one quarter of the expenditures of the Water Fund if the proposed

ending fund balance is not included. Debt service has averaged 18%, capital outlays just under 10%. Transfers from the Water Fund (averaging 18% of expenditures) are to the general fund to pay for general administrative costs such as payroll, to the Public Works Administration Fund to pay for proportionate shares of the department's administration and to facilities development and vehicle replacement funds.

The Water Fund's long term debt includes a 1993 bond that has a remaining balance of $176,500 and will be fully paid in 2014, a 2001 bond that will be fully paid in 2010, and $5.5 million loan for the 2009-2010 water treatment plant improvements. The most recent debt will be fully paid in 2030. Each year, $108,000 of system development fees is used to pay a portion of the Water Fund's debt service.

Sewer Fund

For the past four years the Sewer Fund has fluctuated between $4.5 and $5.0 million annually. Customer receipts represent an average of 51% of the revenue for the Sewer Fund. Excluding the beginning fund balance, customer receipts represents 91% of the revenue. Transfer of System Development Charges accounts for 6% of the revenues. The Water fund also has earned an average of 3% of its revenue as interest earned. Following adoption of the 2006 Wastewater Master Plan, outlining the recommended improvements to the sewer system, the City embarked on a series of improvements to the wastewater treatment facility and the collection system, as recommended by the master plan. In order to provide the revenue necessary for these improvements and increases in operating and maintenance costs, the City has increased the sewer rates each year since 2006. The Master Plan projects that similar increases will be required for a total of eight years before rates stabilize.

The Sewer Funds expenses are divided between personnel, materials and services, capital outlay, debt service, transfers to other funds and contingency. In recent years personnel and materials and services combined have averaged about one third of the expenditures of the Sewer Fund if the proposed ending fund balance is not included. Debt service has averaged 16%, capital outlays just under 9%. Transfers from the Sewer Fund (averaging 22% of expenditures) are to the general fund to pay general administrative costs such as payroll, to the Public Works Administration Fund to pay for proportionate shares of the department's administration, to facilities development and vehicle replacement funds.

The Sewer Fund's long term debt includes a 1994 bond that has a remaining balance of $4.8 million and will be fully paid in 2037, and a 2007 loan with a remaining balance of $5.5 million that will be fully paid in 2027,. The City has just received financing for a total of $8.3 million loan for the wastewater treatment plant improvements initiated in 2010. The most recent debt will be fully paid in 2053. Each year, $150,000 of system development fees is used to pay a portion of the Water Fund's debt service.

Street Fund

The Street Fund covers the costs of maintaining the city's improved streets, and limited maintenance on unimproved streets. For the past four years the Street Fund has fluctuated between $402 thousand and $460 thousand annually, except in 2009-10 when one-time revenues boosted the fund to $775 thousand. Intergovernmental revenue, principally state fuel tax funds, represents an average of 97% of the Street Fund's revenue. The remainder is a small amount of interest and fees from developers. In 2009-2010 there was also a transfer from the general fund.

The Street Fund's expenditures are divided between Personnel, Materials and services, capital outlay, transfers and contingency/unappropriated. In recent years personnel has accounted for 16% of expenditures and materials and services have averaged about one third of the expenditures of the Street

Fund if the proposed ending fund balance is not included. Capital outlays have averaged 20%, however if 2009-10 is excluded, capital outlay is only and average of 5% of expenditures. Transfers from the Street Fund (averaging 31% of expenditures) are to the general fund to pay general administrative costs such as payroll, to the Public Works Administration Fund to pay for proportionate shares of the department's administration, to facilities development and vehicle replacement funds.

System Development Charges

System development charges (SDCs) are fees that are assessed to new development to recoup a proportionate share of the costs of expanding public facilities necessary to provide service to that development. Currently, the City assesses SDCs for water, sewer, park and transportation system improvements. The City's adopted stormwater master plan recommends the adoption of a storm water SDC, but it has not yet been adopted by the City Council. The City's SDC fees were last revised in 2007.

Under state law, SDCs may be spent only for new capital improvements that are needed because of growth or projected growth. SDC funds may not be spent on operations or maintenance of existing facilities, may not be used for personnel costs, and may not be used for improvements to facilities that are necessary to mitigate existing deficiencies.

The amount of the particular SDC is based on the capital improvements budget in an adopted master plan. The City's master plans for water, wastewater, parks and transportation, and storm water each contain a list of capital improvements. The water and wastewater plans also contain an analysis of which improvements, or portions of improvements, are required to serve growth, and which are required because of existing problems. A summary of the capital improvements included in each of the master plans is presented in Table 5-1.

Table 5-1. Summary of Recommended Capital Improvements (2005 $)

Facility	Capital Improvements	For Growth
Water	$20,075,100	$13,060,918
Sewer	$23,378,800	$13,370,680
Transportation	$36,542,450	$13,162,135
Parks	$14,754,813	$14,754,813
Storm Water (2007 $)	$25,939,600	$7,605,830

The city has used SDC funds primarily to pay for debt service or to make capital improvements to the park system or transportation system. Park SDCs, totaling $95,000 in recent years, have been used to construct the pedestrian bridge over the Stayton Ditch and for improvements at Santiam Park. In recent years the only project on which Transportation SDCs have been used is the signalization of the Whitney Street intersection on Cascade Highway – approximately $300,000. Transportation SDCs are budgeted in the amount of $290,000 to be used on 10th Avenue improvements and to pay the City's share of the Highway 22 interchange improvements. Water and sewer SDCs have been contributing $108,000 and $150,000 per year respectively those utilities' debt service.

The practice of using SDC funds for debt service will result in these funds' depletion, as the amount withdrawn exceeds that generated, even during the best of construction seasons. Once SDC funds are depleted, they will not be available for smaller capital improvements or seed money for loans and grants.

Public Facility Goals and Policies

Statewide Planning Goals: 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. Urban development shall be guided and supported by types and levels of urban public facilities and services appropriate for, but limited to, the needs and requirements of the urban and urbanizable areas to be served. A provision for key facilities shall be included in each plan. Cities shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

Stayton City Goals and Policies

GOAL **URBAN DEVELOPMENT WILL OCCUR IN AREAS WITH EXISTING SERVICES AND IN THOSE AREAS WHERE FUTURE EXTENSIONS OF THOSE SERVICES CAN BE PROVIDED IN THE MOST FEASIBLE, EFFICIENT, AND ECONOMICAL MANNER**

Policy PF-1 It is the Policy of the City that the City of Stayton shall be the provider of the following urban services within the Stayton urban growth boundary: 1) municipal water supply; 2) sanitary sewage collection and treatment; 3) storm sewers; 4) police protection; 5) parks and recreational facilities; and 6) library services.

ACTION The City shall use process of master plans to direct the provision of public facilities within the urban growth boundary.

ACTION The City shall require adequate provision for utility easements through its development ordinance. This includes water, sewer, and storm drainage as well as energy and community utilities.

Policy PF-2 It is the Policy of the City to coordinate with other organizations that provide public services within the UGB to avoid duplication of service and assure the efficient delivery of services.

ACTION The City shall appoint an individual to serve as a liaison officer to coordinate and communicate city plans with the North Santiam School District. In addition, the School District shall be asked to appoint a liaison officer to coordinate with the City.

ACTION The City shall appoint an individual to serve as a liaison officer to coordinate and communicate city plans with the Stayton Fire District. In addition, the Fire District shall be asked to appoint a liaison officer to coordinate with the City.

ACTION The City shall appoint an individual to serve as a liaison officer to coordinate and communicate city plans with the Santiam Memorial Hospital. In addition, the Hospital shall be asked to appoint a liaison officer to coordinate with the City.

ACTION The City shall maintain regular contact with the Marion County Solid Waste Division to ensure that solid waste planning and implementation is coordinated.

ACTION The City shall convene on an annual basis a meeting of the various providers of public service to assure that each organization is aware of the needs and issues of the other organizations, in an effort to improve the overall provision of services to the residents of Stayton and the surrounding area.

Policy PF-3 It is the Policy of the City that recreational facilities should be developed in accordance with accepted standards and guidelines as the City's population grows.

ACTION The City shall require new residential development to provide additional recreation resources as a condition of approval for subdivision developments. Either land dedication or payment to a development fund shall be a requirement in the development ordinances.

ACTION The City shall include park land acquisition and park development in the five-year capital improvements program.

Policy PF-4 It is the Policy of the City that areas along waterways should be preserved for the passive enjoyment of the scenic and natural sites.

ACTION The City shall use its land use code to require the dedication of land along waterways when properties are proposed for development.

ACTION The City shall purchase land or access easements on a willing seller basis, when land along waterways is listed for sale.

Policy PF-5 It is the Policy of the City to provide a broader range of park types in the community including natural open space and active use parks and to provide a broad range of recreational facilities within the parks to serve all ages. (Ord. 875, March 2005)

ACTION The City shall continue to seek out grant funding to expand park facilities.

Policy PF-6 It is the Policy of the City to minimize solid waste generation.

ACTION The City shall work with its solid waste collection franchise holder to expand curbside pickup of materials to recycle to include as many as items as possible.

ACTION The City shall continue to cooperate with Marion County to sponsor household hazardous waste pickups and expired prescription medication pickup days in the City of Stayton.

Policy PF-7 It is the Policy of the City that the costs of expanding city facilities to accommodate growth should be substantially borne by those who create the demand for that growth.

ACTION The City shall update its master plans for water, sewer, parks and transportation on a cycle of every 5 to 7 years.

ACTION The City shall collect System Development Charges for water, sewer, parks, transportation, and storm water facilities in accordance with the capital improvements plan in the master plans for each facility.

ACTION The City shall use System Development Charges for reducing required debt on capital improvements, not for debt service over the life of loans or bonds.

Chapter 6 Housing

Housing Supply

The decennial censuses, conducted by the federal government, give us a very complete look at the housing supply within Stayton and allow comparison of changes over time. From theses sources of information we can confirm that Stayton residents primarily live in fairly new single family dwellings which we own ourselves. Whereas the most recent available decennial Census data is from 2000, an estimate of current conditions has been included below, base on other sources of data such as building permit, tax assessment records, and the City's Geographic Information System.

The 2010 Census counted a total of 3,049 housing units in Stayton – an increase of 381 units from the 2000 Census count of 2,668. Of these, the Census Bureau classified only 6 as seasonal, recreational or held for occasional use. Of the 3,043 year-round housing units, 2,882 were occupied at the time of the Census. There were 93 vacant housing units available for rent and 21 vacant homes for sale, for a total vacancy rate of 5.5%.

In 2000 there were 1,048 housing units occupied by renters. By, 2010, that had increased to 1,203. Owner-occupied units accounted for 61% of the occupied housing in 1990 and had decreased to 58% in 2000 and remained at 58% in 2010. In Marion County, 63% of the housing units were owner-occupied in 2010 and in Oregon 64%.

Table 6-1 shows changes in occupancy by tenure over time.

Table 6-1. Housing Occupancy by Tenure, 1990-2010

	Total Occupied	Owner occupied		Renter occupied	
1990	1,862	1,136	61.0%	727	39.0%
2000	2,530	1,482	58.6%	1,048	41.4%
2010	2,882	1,679	58.3%	1,203	41.7%

Source: US Census Bureau

Housing Types

Table 6-2 presents information on the types of housing in Stayton as reported by the 1990 Census, the 2000 Census, and as estimated by the Planning Department for 2010. Single family attached units and duplexes are combined because of the Census is self-enumerated and the resident of one side of duplex may say they live in one type of unit and the resident of the other may report a different type of unit.

The Census reports the distribution of the housing units by the number of bedrooms. Reflecting the relatively high proportion of rental occupancy and multi-family units, 45% of all housing units have two or fewer bedrooms.

The mix of housing types has changed little in the past 20 years. The percentage of the housing stock that is single family detached homes decreased from 1990 to 2000, but represented almost all of the new homes between 2000 and 2010. The percentage of single family detached is now the same as it was in 1990. The number of manufactured housing units appears to have decreased during the past decade. If the trend of the past decade continues, the city can expect the percentage of single family to continue to increase.

Table 6-2. Distribution and Growth of Housing Types, 1990-2010

				1990-2000			2000-2010		
Housing Type	1990	2000	2010	Change	% Change	% of New Units	Change	% Change	% of New Units
Sing Fam Det	1,230 (64%)	1,563 (58%)	1,930 (63%)	333	27%	44%	367	23%	95%
Sing Fam Att & Dup	192 (10%)	333 (12%)	371 (12%)	141	73%	19%	38	11%	10%
Multifamily	374 (20%)	596 (22%)	607 (20%)	222	59%	29%	11	2%	3%
Mobile home	119 (6%)	176 (7%)	148 (5%)	57	48%	8%	-28	-16%	-7%
Total	1,915	2,668	3,056	753	39%	100%	388	15%	100%

Source: 1990 & 2000: US Census Bureau, 2010: Planning Dept

Age and Condition of Housing

As can be expected in a community that has seen relatively rapid growth in recent decades, the housing supply in Stayton is relatively new. According to the 2000 Census, less than 300 housing units were built before 1950. Table 6-3 presents the age of housing units in Stayton as reported in the Census.

Table 6-3. Year Housing Built, Occupied Housing Units, 2000

	Total		Owner occupied		Renter occupied	
Built 1990 to March 2000	757	30%	394	27%	363	35%
Built 1980 to 1989	313	12%	139	9%	174	17%
Built 1970 to 1979	590	23%	364	25%	226	22%
Built 1960 to 1969	376	15%	228	15%	148	14%
Built 1950 to 1959	232	9%	190	13%	42	4%
Built 1940 to 1949	61	2%	55	4%	6	1%
Built 1939 or earlier	201	8%	112	8%	89	8%

Source: Census 2000

The Planning Department estimates that 384 housing units were built between March 2000 and 2010. There is no information available regarding the mix of renter- or owner-occupied units for these most recently constructed homes. However, with the largest portion being single family detached homes, it is likely there is high percentage of owner-occupied units.

With a relatively new housing stock there should not be significant housing quality issues. The Census reported only 18 occupied housing units without complete bathrooms and none without complete kitchens. While general upkeep and appearance is an issue in many of the City's neighborhoods, there are not obvious signs of substandard housing. Since 2003 the City has had a housing rehabilitation program in which low interest loans are available to income qualifying homeowners. Sixteen homeowners have been assisted with repair and maintenance items through this program.

Valley Development Initiatives is a cooperative effort among cities in Marion County, Marion County, and the Mid-Willamette Valley Council of Governments to manage the various housing rehabilitation programs throughout the region. Like Stayton's the individual programs are small enough that hiring the qualified staff to run them is not economical. By joining together as the VDI, a program manager has been hired to assist with the administration of the individual programs.

The City does not have a Housing Code that covers minimum requirements for heat, water and sanitation beyond the state specialty building codes, nor are there other general property maintenance requirements to assure that residents are in safe and healthful conditions.

Housing Costs

Nearly everyone today is aware of the rapid escalation in housing costs in the Willamette Valley during the past 20 years. There was rapid growth in housing costs in the mid-1980s. After a period of stability or even cost decreases during the recession of the early 1990s, prices again were inflating during the early 2000s. With the development of the Great Recession of 2007, housing prices stopped their growth and declined. The discussion of housing costs can be divided between ownership costs and rental costs.

Purchase Costs

Quantifying the change in housing prices and its impacts is not an easy task. The decennial Census contains extensive detail on housing costs, but due to the nature of the information collection system, may contain inaccuracies. The census data is based on figures reported by the homeowner. A homeowner's opinion of the value of their house may not be an accurate reflection of market conditions. In addition, the latest Census information available on Stayton is now ten years old.

The median value of an owner occupied "specified" single family house in 1990 was $57,200. The 2000 census reported that value had increased to $129,400, more than doubling. The Census Bureau uses the term "specified" unit to mean single family homes that are not mobile homes, are located on ten acres of land or less, and contain no business use such as an office or shop. Half of the specified single family homes in 2000 had an estimated value of between $107,500 and $166,500.

Table 6-4. Single Family Home Sales Prices, 2000-2010

All homes	2000	2005	2006	2007	2008	2009	2010
# of sales	114	177	167	137	73	56	59
1st quartile	112,000	138,500	161,150	174,000	160,500	168,000	157,500
mean	134,436	170,617	202,955	222,563	218,461	206,538	203,049
median	132,625	162,500	194,000	209,500	186,000	195,200	195,000
3rd quartile	149,975	192,833	231,750	265,000	250,000	230,000	234,950
Homes < 4 yrs old							
# of sales	33	43	39	18	14	4	2
1st quartile	139,900	134,125	197,500	292,500	242,750	309,250	
mean	155,700	182,526	245,210	294,887	330,006	327,688	244,500
median	147,500	186,000	232,500	327,000	300,000	330,375	
3rd quartile	159,400	217,400	269,950	348,675	454,975	348,813	
% of all homes	29%	24%	23%	13%	19%	7%	3%

Source: Marion County Assessors Office

The Marion County Assessors Office makes available information on the sale of all property within the County. Extracting the sales of property in the City of Stayton and then analyzing those data to exclude foreclosures, transfers between family members and other transactions that were not “arms-length” sales results in a median sales price of a single family home in 2000 of $132,625, not significantly different than the median reported by the Census. Table 6-4 presents sales data for single family homes for 2000 and the years 2005-2010. The 2010 data cover through late December, but not the entire year. The missing week or ten days of sales should not have a statistical impact on the results of the analysis.

Since 2000, housing prices climbed, peaking in 2007 with the onset of the recession. The median sales price increased from $132,625 in 2000 to $209,500 in 2007. It then declined in 2008 and has risen modestly the past two years. Since 2000, the median price of homes in Stayton has increased 47%.

As can be expected, newer houses generally have a higher price than older homes. In Stayton, this difference in price has become more pronounced in recent years. While the median price of all homes has declined since 2007, the median price of newer homes has continued to increase. The median priced newer home in 2009 was more than 50% the price of all homes sold. This is in part due to the increasing size of home built in Stayton. Of the homes sold in 2009, the average size of those built in 2005 and later was 2,570 square feet. The average size of all homes sold in 2009 was 1,674 square feet.

With the onset of the recession, the construction industry has been hard hit. New homes, those less than four years old, have made up a declining percentage of houses sold. The number of homes sold has declined since 2005. With the collapse of the construction industry, the percentage of homes sold that are 3 years old or less has declined from 24% in 2005 to only 3% in 2010.

Rental Costs

There is not a central location for information on rental prices, as there is for purchase prices. The decennial census reports data on rents. As reported in the 2000 Census, there were 1,016 housing units reported with cash rent. Table 6-5 presents information on the number of units within categories of rent. The median cash rent reported by the Census was $448 per month, with the cash rent for half of the units between $378 and $544.

Table 6-5. Housing Units by Cash Rent, 2000

Rent	No. of Units
Less than $250	135
$250 to $349	71
$350 to $499	437
$500 to $649	229
$650 to $799	113
$800 to $999	27
$1,000 or more	4

Source: Census 2000

As the cost of purchasing a house has increased since 2000, so has the cost of rental housing. The 2005-2009 estimates from the Census Bureau report that the median cash rent in Stayton has increased to $590. A review of ads in the local newspaper and on the internet for rental housing in January 2011 revealed a range of $475 for a one-bedroom unit to $995 for a three bedroom unit. The majority of the rental housing in Stayton consists of 2 bedroom units (537 of the 1,016 units in 2000). Advertised rents for 2-bedroom units ranged between $495 and $575, with a median rent of $525.

A considerable amount of housing in the City of Stayton has been built with government assistance. The most common type of government assistance is a subsidized mortgage through various state and federal programs, although figures are not available for the number of houses in Stayton financed through these programs. Government assisted housing is also provided through subsidies for apartments for low and moderate income people. There are 199 dwelling units in seven different developments that provide apartments reserved for income-qualified households. This represents 6.5% of the total housing stock, 20% of the rental units and an estimated 34% of the multifamily units in the City. Table 6-6 lists these units, their location and whether they are for families or restricted to occupancy by elderly tenants.

Table 6-6. Government Subsidized Housing Developments

Name	Location	# of Units	Type
Hollister Apartments	315 W Hollister St	20	family
Northridge Apartments	1633 N. 3rd Ave	24	family
Oak Park Village	1011-1087 N. 10th Ave	32	elderly
Stayton Elder Manor	660 N Ida St	32	elderly
Stayton Manor	820 N 3rd Ave	16	elderly
Westside Apartments	965 Gardner Ave	24	family
Wolf Ridge	1301-1371 E Santiam St	51	family

Source: Oregon Dept of Housing and Community Services

In addition to housing built under governmental assistance programs, there is an active effort by local nonprofit organizations to make affordable housing available to those in need. Habitat for Humanity of the Mid-Willamette Valley has worked with families to provide affordable housing. Homes are built with a significant contribution of donated labor and materials and with the involvement of the home owner. In exchange for the subsidized purchase cost of the home, the home owner must agree to give Habitat the right of first refusal to repurchase the home. Habitat has constructed four homes in Stayton.

Housing Affordability

Standards for housing affordability generally state that a household should not be spending more than 30% of its income on housing costs. These costs include mortgage, taxes and utilities for ownership, and rent and utilities for rental. The 2000 Census reported that 24% of households in "specified owner-occupied" housing units paid more than 30% of their income for housing costs. In households that reported 1999 household incomes of less than $50,000, 37% were paying more than 30% of their income for housing and one third were paying more than 35%. Table 6-7 presents the 2000 Census data on household income and housing costs as a percentage of household income. The Census further reported that 40% of the households in which the householder was 25-34 years old were paying more than 30% of their income for housing and 37% of households where the householder was 35-44 years old.

Similarly, the 2000 Census reported that 45% of renting households paid more than 30% of their income for rent. Almost one of every five renting households was paying more than half of their income for rent. In households that reported 1999 household incomes of less than $50,000, 51% were paying more than 30% of their income for housing and 40% were paying more than 35%. Table 6-8 presents the 2000 Census data on household income and rent as a percentage of household income.

Table 6-7. Percent of 1999 Income used for Housing Costs by Household Income, Homeownership

	Less than $10,000	$10,000 to $19,999	$20,000 to $34,999	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 or more
Less than 20 percent	10	17	134	58	182	115	145
20 to 24 percent	0	24	18	30	48	20	4
25 to 29 percent	0	9	21	60	44	14	4
30 to 34 percent	0	8	8	21	43	0	0
35 percent or more	26	82	51	49	24	0	0
% 30% or more	58%	64%	25%	32%	20%	0%	0%

Source: Census 2000

More than 60% of households in which the householder was 65 years or older were paying more than 30% of the income in rent. A similar, but slightly smaller, percentage of households with householders younger than 25 were in the same financial position.

Table 6-8. Percent of 1999 Income used for Rent by Household Income

	Less than $10,000	$10,000 to $19,999	$20,000 to $34,999	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 or more
Less than 20 percent	14	8	14	117	96	5	13
20 to 24 percent	20	11	109	25	12	0	0
25 to 29 percent	8	10	78	14	0	0	0
30 to 34 percent	17	53	29	0	0	0	0
35 percent or more	142	161	44	0	0	0	0
% 30% or more	79%	88%	27%	0%	0%	0%	0%

Source: Census 2000

The median priced single family home in Stayton in 2010 was $195,000. Assuming a 10% down payment, a 30-year mortgage at 5%, and an assessed valuation of $160,000, a family would need an income of at least $53,700 to be paying no more than 30% of their income for housing. The Census Bureau estimates the median household income in Stayton as $40,100 (in 2009 dollars). A household with the median income for the city could afford a house priced at $155,000. The median priced house was 1.25 times the price a household with the median income could afford.

Housing Needs Projection

The needed housing within Stayton is estimated to the year 2030 in Table 6-10, based upon the projected population in Chapter 2 of the Plan and the detailed information provided in Marion County's coordinated population projections. Table 6-9 presents a summary of the data from the County population projection that shows the projected population and projected housing units through 2030.

Table 6-9. Population and Housing Projections to 2030

	Population	# Avg Ann Pop Growth	% Avg Ann Pop Growth	Households	Housing Units	# Avg Ann Hsg Growth	% Avg Ann Hsg Growth	Occpcy Rate	Avg Hshld Size
2000	6,829	180	3.1%	2,523	2,658	74	3.2%	94.9%	2.71
2005	7,505	135	1.9%	2,776	2,922	53	1.9%	95.0%	2.70
2010	8,171	133	1.7%	2,973	3,129	41	1.4%	95.0%	2.75
2015	8,938	153	1.8%	3,256	3,404	55	1.7%	95.7%	2.74
2020	9,777	168	1.8%	3,566	3,727	65	1.8%	95.7%	2.74
2025	10,538	152	1.5%	3,846	4,021	59	1.5%	95.7%	2.74
2030	11,359	164	1.5%	4,149	4,337	63	1.5%	95.7%	2.74

Source: Marion County

The housing needs projection in Table 6-10 presents existing units, units needed by 2030, and units to be built, for four housing types. The number of units needed is based upon an assumption that by 2030 the percentage of single family dwellings will have increased from 63% to 65% and multiple family dwellings and mobile homes will have decreased to 32% and 3% respectively. The number of "Additional Units Needed" in Table 6-10 is the difference between needed and existing units. This information will be used in Chapter 8 in determining the needed acreage that should be included in each of the residential zones.

Table 6-10. Housing Needs Projection

Housing Type	Existing Units	Units Needed by 2030	Additional Units Needed
Single-Family detached	1,930	2,819	889
Single-Family attached and duplexes	371	564	193
Multi-family	607	781	174
Mobile Homes	148	173	25
Total	**3,056**	**4,337**	**1,281**

Housing Goals and Policies

Statewide Planning Goal: To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried and plans shall 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.

Stayton City Goals and Policies

GOAL EXISTING AND FUTURE RESIDENTS WILL BE PROVIDED A CHOICE OF HOUSING TYPES IN SAFE AND HEALTHFUL HOUSING

Policy HO-1 It is the Policy of the City to encourage development of housing that meets the needs of all income groups of existing and future residents.

ACTION The City shall assure that adequate supply of land in all residential zones is available for development within the city.

ACTION The City shall continue to allow manufactured homes on individual lots with design standards similar to those for site-built housing.

ACTION The City shall continue to allow mobile home parks in the Medium Density and High Density Residential Zones.

Policy HO-2 It is the Policy of the City to assure that all occupied housing units are safe, decent, and suitable for healthful habitation.

ACTION The City shall enforce existing standards for health and safety in housing.

ACTION The City shall enact additional standards to assure the health and safety of residents, as appropriate.

Policy HO-3 It is the Policy of the City to allow the use of flexible lot sizes and building placement, and density transfers to reduce development costs, make efficient use of land, and promote housing variety and affordability.

ACTION The City shall continue to allow master planned developments in all residential districts.

ACTION The City shall continue to allow residential and mixed use developments in the downtown area and mixed use developments in the commercial zones.

Policy HO-4 It is the Policy of the City to encourage the maintenance, conservation and enhancement of existing residential areas and housing stock.

ACTION The City shall continue to participate in the Valley Development Initiatives cooperative effort for the management of its housing rehabilitation program.

ACTION The City shall pursue applications for additional funding for housing rehabilitation and neighborhood stabilization efforts.

ACTION The City shall work cooperatively with local non-profit organizations to enable the construction of new affordable housing.

GOAL NEW RESIDENTIAL DEVELOPMENTS WILL BE DESIGNED AND BUILT TO BECOME ATTRACTIVE NEIGHBORHOODS

Policy HO-5 It is the Policy of the City to encourage alternative placement of garages and storage buildings.

ACTION The City shall amend the Land Use Code to include incentives for the following design elements: locate garages behind the primary building line of the house and side-loading garages, or garages in the rear with alley access.

ACTION The City shall continue to require design review approval for all multi-family developments and manufactured home parks.

Policy HO-6 It is the Policy of the City to encourage the use of sustainable development practices in residential site planning, building materials, and environmental control systems, including use of active and passive solar energy, energy efficient designs, and low water use landscaping.

ACTION The City shall amend the Land Use Code to protect existing solar energy systems from shade.

ACTION The City shall continue to encourage the use of underground irrigation and native vegetation in landscaping.

Chapter 7. Economy

For purposes of economic analysis the state has been divided into 13 regions. Stayton is part of the Salem Metropolitan Area, which consists of Polk and Marion Counties. Most economic information is reported only on the regional level. There are limited data available on the City. As mentioned in Chapter 2, Stayton's population is about 7,800. The Salem Metropolitan Area has a total population of approximately 350,000.

Therefore, Stayton is only a very small portion of the Metropolitan Area, and the economic trends such as changes in employment that have taken place in the area may not necessarily be mirrored in Stayton. Secondly, most employment data is reported based on the location of the jobs, not the residence of the employees. The fact that only about one third of Stayton's residents work in the city means the data has less validity for describing changes or the current situation in Stayton. Finally, the rapid change in economic conditions between 2007 and 2010 may not be reflected in the statistics that are available. However, we shall present in this chapter what data are available and relevant for planning Stayton's future.

The following pages shall look at data compiled from the 1990 and 2000 decennial censuses, 2002 and 2007 Economic Censuses, the 2005-2009 American Community Survey conducted by the U.S. Census Bureau, and from publications of the Oregon Department of Employment. In addition, some data were collected by the Planning Department from the general survey questionnaire circulated to every household in the city and directly from major employers in the city. The data collected present information about people, just as the Chapter 2 did. In this chapter we discuss what people do for a living, how much money they earn, where they work and in which industries they are employed.

In addition to information about the economic activity of the people of Stayton, information on the economic activity that takes place in Stayton is also presented. This information includes data regarding the number and types of businesses in the City, the employment level of those businesses, and discussions about the amount land used for commercial and industrial purposes.

Stayton's Role in the Area Economy

Although Stayton is perceived by many as a bedroom community providing commuters to jobs in Salem, it is an employment center as well. Of 2,773 workers reporting their place of work in the 2000 Census, 952, or 34% worked in Stayton and 886 (32%) reported working in Salem/Keizer. In 1990, almost half Stayton workers worked in Stayton and only one quarter commuted to Salem Keizer. In 2009 the City conducted a community opinion survey. Among the questions asked was one about where people worked. The responses received represented 471 employed adults. The responses reported 52% of those adults worked in Stayton and 28% in Salem/Keizer.

Though a large percentage of Stayton residents commute to jobs outside of the City, there are also a large number of workers who commute to jobs in Stayton. The 2002 Economic Census reported that firms with payroll (excluding the self employed) employed over 2,700 workers in the City. There was more than twice the number of jobs in Stayton in the manufacturing industry in 2002 than the number Stayton residents reported as working in the manufacturing industry in 2000.

Consistent with this information, the 2000 Census reports that one third of the work force spent less than 10 minutes traveling to work, and that 20% traveled between 30 and 45 minutes, and 9% traveled for more than 45 minutes on a daily basis. Mean travel time reported in 2000 was 23 minutes. This is a increase in travel time from 1990 when 43% traveled less than 10 minutes and 16% traveled between 30 and 45 minutes.

In addition to serving as an employment center, Stayton also serves as a retail and service center for the residents of the Santiam Canyon area. Though the improvements to the Santiam Highway in recent decades has made it easier for Canyon residents to continue to Salem for retail and service needs, Stayton still plays that role.

Resident Employment

Stayton has traditionally had a substantially higher rate of unemployment than Marion County, the State, and nearby cities. Table 7-1 shows average annual unemployment rates for Stayton and surrounding cities for 2000 and the period 2005 to 2010.

Table 7-1. Average Annual Unemployment Rates

	2000	2005	2006	2007	2008	2009	2010
STAYTON	8.1	10.5	9.5	8.8	10.8	17.8	17.4
Silverton	3.6	4.7	4.2	3.9	4.8	8.4	8.1
Sublimity	3.5	4.6	4.2	3.8	4.8	8.3	8.0
Scio	5.8	7.1	6.1	6.0	7.4	13.1	12.3
Marion County	5.5	6.5	5.7	5.4	6.6	10.9	10.9
Salem MSA	5.4	6.3	5.5	5.3	6.4	10.5	10.5
Oregon	5.1	6.2	5.3	5.1	6.3	11.1	10.6

source: Oregon Dept. of Employment

The average monthly labor force statistics for Stayton in 2010 reveal a total labor force of just over 3,800 people. An individual is considered in the labor force if they are either working or looking for work. The 2000 Census counted 4,243 people between the ages of 16 to 66. The Census reported that 3,183 or 75% of the population of “working age” population were in the labor force, an increase from 63% since 1990.

The decennial censuses report employment by occupation and employment by industry. In 2000, 77% of the employed people in Stayton were private wage and salary workers; 9% were self employed; and 13% worked for government.

Table 7-2 presents information on the industries in which residents of Stayton worked in 1990 and 2000 as reported by the censuses. The number of employed residents for whom the industry of occupation was reported increased by 40% from 1990 to 2000. Because of changes in the industrial classification system the industry comparisons are not necessary accurate. For instance the information industry grouping did not exist in 1990.

Construction, manufacturing and finance, insurance and real estate were the industry groupings that saw the largest increases during the decade. Transportation, warehousing and utilities saw a significant decline. The decline in the other services industry grouping may be a result of the reorganization of the classification system.

Table 7-3 presents the distribution of the work force by occupation for Stayton residents for 1990 and 2000. Consistent with the above analysis, there was also a shift in the type of occupations held by Stayton residents during the 1990s. In 1990 half of the city’s residents were employed in "white collar" occupations, such as management, professional, sales and office occupations. By 2000 the percentage of workers in those occupations had dropped while the percentage employed in the “blue collar” occupations of construction production and transportation increased from 27% to 36%. In 2000 the occupational grouping with the largest increase was production, transportation and material moving occupations.

Table 7-2. Employment by Industrial Grouping, Stayton Residents, 1990 & 2000

Industry	1990		2000		Change 1990-2000	
Agriculture, forestry, fishing	55	3%	92	3%	37	67%
Construction	142	7%	249	9%	107	75%
Manufacturing	393	20%	670	24%	277	70%
Wholesale trade	52	3%	69	2%	17	33%
Retail trade	300	15%	366	13%	66	22%
Transportation, warehousing, utilities	173	9%	100	4%	-73	-42%
Information	--	0%	39	1%	39	
Finance, insurance, real estate	90	4%	155	5%	65	72%
Professional, scientific, management, administrative, waste management services	138	7%	165	6%	27	20%
Educational services, health care, social assistance	377	19%	564	20%	187	50%
Arts, entertainment, recreation, accommodation, food services	52	3%	82	3%	30	58%
Other services, except public administration	150	7%	124	4%	-26	-17%
Public administration	93	5%	149	5%	56	60%
Total	2,015		2,824		809	40%

source: 1990 and 2000 Censuses

Table 7-3. Employment by Occupational Grouping, Stayton Residents, 1990 & 2000

	1990		2000		Change 1990-2000	
Management, professional, and related occupations	467	23%	648	23%	181	39%
Service occupations	421	21%	435	15%	14	3%
Sales and office occupations	521	26%	634	22%	113	22%
Farming, fishing, and forestry occupations	67	3%	81	3%	14	21%
Construction, extraction, and maintenance occupations	259	13%	338	12%	79	31%
Production, transportation, and material moving occupations	280	14%	688	24%	408	146%
Total:	2015		2,824		809	40%

source: 1990 and 2000 Censuses

Changes in employment opportunities in the region have an impact on Stayton residents. Table 7-4 presents data on wage and salary employment by industry for the Salem Metropolitan Area for even numbered years between 2002 and 2010. The economy of the region grew in the first part of the decade but, as the result of the Great Recession of the late 2000s, total employment in the region decreased from 2006 to 2010. In those eight years, there was a loss of 2,100 manufacturing jobs in the two-county area. This is particularly important to Stayton, where 24% of the employed residents were employed in manufacturing in 2000. The largest growth in employment took place in the education and health services industries.

Table 7-4. Employment by Industry, Salem SMA, 2002-2010

	2002	2004	2006	2008	2010
Mining and logging	1,300	1,300	1,300	1,200	900
Construction	6,700	7,200	9,400	9,100	6,500

Manufacturing	14,300	14,600	15,500	14,000	12,100
Wholesale Trade	3,400	3,700	4,000	4,000	3,400
Retail trade	15,800	16,800	17,900	17,700	15,700
Transportation, warehousing, and utilities	3,200	3,400	3,600	3,800	3,600
Information	1,700	1,600	1,500	1,400	1,300
Financial activities	6,700	7,100	7,400	7,600	6,900
Professional and business services	11,000	12,000	12,600	12,900	12,200
Educational and health services	17,600	18,300	19,000	20,300	21,300
Leisure and hospitality	11,800	12,000	12,300	12,700	11,600
Other services	5,300	5,100	5,300	5,400	5,300
Government	40,200	39,700	39,800	42,200	43,000

source: Oregon Dept. of Employment

Income

Table 7-5 shows the changes in per capita income in Stayton, and surrounding cities between 1989, 1999 and an average of 2005-2009. In 1989, Stayton's per capita income was second highest of the five cities, behind Salem. However, during the 1990s, Stayton's per capita income increased the slowest and by 1999 was the lowest of the five. During the 2000s, Stayton's per capita income grew at a faster rate than most of the surrounding cities and was once again the second highest, but now behind Sublimity.

Table 7-5. Changes in Per Capita Income

	Stayton	Salem	Scio	Silverton	Sublimity
1989	11,353	12,641	10,313	9,822	11,053
1999	15,740	19,141	16,222	18,062	18,646
change	39%	51%	57%	84%	69%
2005-2009 avg	23,653	21,966	20,899	21,692	32,932
change	50%	15%	29%	20%	77%

source: US Census Bureau

The data on per capita income correlates with similar information on the median household income, the annual income level at which half the households in the city are above and half are below. Table 7-6 shows the changes in median household income for Stayton and the same four other cities. Like per capita income, between 1989 and 1999, Stayton's change in the median household income

Table 7-6. Changes in Median Household Income

	Stayton	Salem	Scio	Silverton	Sublimity
1989	23,750	25,236	21,029	22,644	26,691
1999	34,004	38,881	36,111	38,429	49,034
	43%	54%	72%	70%	84%
2005-2009 avg	40,096	43,528	45,417	48,435	61,346
	18%	12%	26%	26%	25%

source: US Census Bureau

was the least of any of the cities and by 1999 Stayton had the lowest median income. The estimate of the average median household income from 2005 to 2009, still results in Stayton's being the lowest of the group, in contrast to the data above on per capita income. This difference could result in differing changes in estimate household size or from the errors inherent in sampling in small communities.

Regardless of the reasons for the difference in changes between the two indicators for income, the important point is that Stayton's income levels are lower than surrounding communities. One additional measure of income is the percentage of the population whose income is at or below the defined poverty level. Poverty level income is adjusted annually and varies with household size. Table 7-7 provides information on the percentage of people in Stayton and five neighboring cities that whose income was below poverty level for 1989, 1999 and the average of 2005-2009.

Table 7-7. Percent of Population with Incomes below Poverty Level

	Stayton	Salem	Scio	Silverton	Sublimity
1989	17%	14%	14%	15%	9%
1999	14%	15%	11%	13%	8%
2005-2009 avg	14%	16%	14%	19%	10%

source: US Census Bureau

Employment and Economic Activity in Stayton

The economy of the Stayton area is based on a mix of industrial, retail, service activities. Economic activity in the city has experienced a shift in the latter part of the 2000s with the impacts of the Great Recession. The city had a cluster of secondary wood products manufacturing and construction businesses that were severely impacted by the economic downtown and collapse of the construction industry. The following paragraphs paint a picture of economic activity within the City.

Table 7-8. Business Entities in Stayton, 2007 Economic Census and 2010 City Survey

Major Industry Grouping	2007 Econ Census	2010 City Survey
Accommodation and Food Services	25	27
Administrative & Support & Waste Management & Remediation Services	4	1
Arts, Entertainment, & Recreation	2	3
Construction		15
Educational Services	1	4
Finance & Insurance		21
Health Care & Social Assistance	33	17
Information	4	6
Manufacturing	11	11
Other Services	23	67
Professional, Scientific & Technical Services	12	32
Public Administration		5
Real Estate & Rental & Leasing	16	2
Retail	35	47
Transportation & Warehousing		7
Wholesale	6	3

source: US Census Bureau, 2009 City survey

The Planning Department has identified 270 business entities within the City, including governmental and nonprofit organizations. Table 7-8 indicates the number of businesses in each of major industry groupings as counted by the Planning Department in 2010 and as listed in the 2007 Economic Census conducted by the US Census Bureau. The differences in the two figures result from a more complete count of smaller (perhaps even home-based) businesses by the City than may be

counted by the Census Bureau and several major industry groups that were not included in the published Census figures.

The City has obtained employment data through the Oregon Employment Department for the years 2003, 2005 and 2007-2009. The average annual employment by major industry grouping is presented below in Table 7-9. Not included in the data below are self-employed individuals, those paid solely on commission and persons employed by relatives. Due to the confidentiality of the information reported to the State, the table below shows a size range where there are less than three employers in a industry or where one firm employees more than 80% of the employees in that industry.

Table 7-9. Covered Wage and Salary Employment, Stayton, 2003-2009

Industry Grouping	2003	2005	2007	2008	2009
Accommodation and Food Services	183	238	280	292	269
Administrative and Support & Waste Management and Remediation Services	28	14	25	29	24
Agriculture, Forestry, Fishing and Hunting	5-9	5-9	5-9	5-9	5-9
Arts, Entertainment & Recreation	16	24	24	26	18
Construction	125	203	210	188	204
Educational Services	324	354	370	381	375
Finance & Insurance	59	71	80	71	80
Health Care & Social Assistance	348	343	352	392	389
Information	92	90	70	85	87
Manufacturing	875	1,091	954	1,336	1,177
Other Services (except Public Administration)	67	73	61	86	102
Professional, Scientific, and Technical Services	62	68	39	41	36
Public Administration	68	86	97	102	106
Real Estate & Rental and Leasing	87	31	36	50	36
Retail	411	404	424	437	432
Transportation & Warehousing	69	90	84	89	82
Utilities	5-9	5-9	10-19	10-19	10-19
Wholesale	55	94	82	136	103
	2,882	3,289	3,208	3,767	3,549

source: Oregon Employment Department

Several of the City's larger manufacturing employers closed or significantly reduced employment during the course of 2009 and early 2010. While the effects of these reductions can be seen in Table 7-9 their full impact will not appear until 2010 data are released. Employment in manufacturing industries declined by more than one third from its 2005 peak. While not making up for the number of job losses in manufacturing, employment in food services, other services, and public administration increased.

The largest employer in the area is NORPAC Foods, Inc., a frozen and canned foods processor. The company was founded in Stayton and their Stayton facility is the corporate headquarters as well as a processing plant. As of February 2011, the cannery reported 335 year-round employees people and up to 900 workers during the peak processing period. As the plant has mechanized, employment levels have dropped. In 1989, the cannery employed 465 year round with a 1,629 in the summer.

The cannery has a major impact on the economy of the area. The future of the cannery is dependent on the preservation and protection of the agricultural lands that produce its products and the protection of the cannery property itself from encroachment by residential and other incompatible uses.

Stayton's manufacturing industries have show a heavy concentration on the production of materials associated with the construction industry, ranging from manufactured housing, to engineered wood products, windows, and siding. This concentration has left the manufacturing sector in Stayton vulnerable to the cyclical nature of the construction. The two large employers who have closed were associated were a manufacturer of mobile homes and a manufacturer of components for manufactured homes and recreational vehicles. To the extent that the City is involved in the attraction of industrial businesses, an effort to further diversify the types of products will provide greater stability.

Employment in the retail industry is concentrated, with three of 34 establishments accounting for almost half of retail employment. Most retail establishments in the city are locally owned, with relatively few chain or franchise stores. Growth of the retail industry may be most closely tied to population growth of the city and the Santiam Canyon area. As the City's population grows it will create the demand for additional retail opportunities.

The public and private school systems in Stayton employ over 200 full-time and 25 part-time employees. In addition, the telephone company and the hospital employ approximately 250 people.

Table 7-10 reflects employment as reported to the Planning Department in a telephone survey conducted in early 2011. Some firms are included in the table to provide consistency with previous versions of this Plan, though they may no longer be major employers.

Table 7-10, Major Employers in the Stayton UGB

Firm	Activity	February 2011 Employment
Manufacturing		
NORPAC Foods, Inc.	Food Processing	335 year-round/900 seasonal
Redbuilt	Wood Structural Components Manufacturing	57
Jeld-Wen	Windows – Plastic Mfg.	250
Amerimax	Aluminum Fabricators	18
Smokercraft	Boats Manufacturers	6
Wilco Farmers	Agricultural chemicals	8
Construction		
Slayden Construction	General Contracting	165
Oregon State Bridge Construction Company	General Contracting	22
Retail		
Roths	Supermarket	50 (25 full time)
Safeway	Supermarket	117 (40 full time equivalents)
Bi-Mart	Discount Store	39
Wilco	Feed, Grain and Farm Products	18 (9 full time)
Services		
Santiam Memorial Hospital	Accredited hospital	225
City of Stayton	Municipal government	88 (67 FTE)
North Santiam School District	School District	206 (193 FTE)

source: Stayton Planning Dept survey of businesses

Stayton's economic growth has ebbed and flowed with regional, state and national economic cycles. In early 2011 as the nation and state are slowly pulling out of the deepest economic downturn the country had seen in over 75 years; economic growth is sluggish, at best. As demonstrated in the

tables above, over 1,000 jobs in the city have been eliminated and the more than one in six people in the work force are out of work.

Opportunities for Economic Growth

Manufacturing, Wholesale and Transportation and Warehousing Industries

At the time of drafting this chapter there are two major industrial buildings sitting idle. The Phillips Industries building is approximately 160,000 square feet. When Karsten Homes closed their Stayton building in 2009, they said it was temporary until business picked up. Their 115,000 square foot building sits empty upon drafting of this plan. The Phillips building is on the market.

In addition to the two above mentioned empty facilities, there are a number of vacant parcels in the Industrial Park area. The "Dozler site" is a 45-acre parcel on the State's list of "certified industrial sites." This listing means that it receives priority in regional and statewide marketing campaigns, as being ready for development. As part of the certification process wetlands have been delineate and a potential mitigation plan compiled. There are also smaller vacant industrial sites that have received preliminary approval for development. The H&K Investments partitioning consists of two 3-acre sites and a 5-acre site on Wilco Road. There are still two 2-acre sites on Washington Street and a 3-acre site on Stayton Road within the Stayton Industrial Park.

The City is promoting development of these properties by their listing in the *Oregon Prospector* website run by the Oregon Business Development Department. In 2010, the City successfully applied for the establishment of an Oregon Enterprise Zone. This business attraction tool provides a property tax exemption for investment resulting in job creation. The has a working relationship with the lead contact for industrial recruitment in the area, SEDCOR.

The industrial park area is served by a "short-haul" freight railroad line, with sidings in the Redbuilt property, Wilco lot, and the Blazer industries lot. Right of way exists to allow future expansion of the Blazer spur into the Dozler parcel. The Willamette Valley Railway received funding from the Oregon Dept of Transportation to improve the tracks between Woodburn and Stayton to allow heavier loads and faster train speeds.

The City's location on Highway 22, 15 miles from Interstate 5 makes it a potentially attractive location for these industries that rely on good transportation networks for freight movement.

At such time in the future that the existing industrial zones are substantially more developed, the City could consider expansion of the industrial zone north of Shaff Road, or the expansion of the Urban Growth Boundary to west across Shaff Road in order to provide for continued industrial growth.

Retail and Service Industries

Opportunities for growth in the services and retail industries come will come from the growth of the City's population, its ability to retain market share in the Santiam Canyon area, and efforts to attract visitors from beyond the local market area. The addition to the Santiam Memorial Hospital currently under construction will result in an increase of approximately 50 full-time equivalent positions. Subsequent phases of the hospital's expansion will provide additional employment opportunities and increase the level of locally-available health care for Stayton and Santiam Canyon residents.

Professional services, personal services and educational services are all industries that have the potential to expand with population growth. There are between 10 and 15 vacant commercial spaces in the city as of the time this Plan is being drafted. Several of these are newly constructed.

The 2009 covered wage and salary employment data referenced in Table 7-9 show an annual average of 3,549 jobs in Stayton. In 2009, the City's population was estimated at 7,820. Comparing the two numbers reveals that for every person living in Stayton, there was 0.45 jobs. Using the most recently available estimates of population by age, there was 0.81 jobs for each resident between the age of 18 and 64. This ratio increases to more than one job for every resident in the workforce, considering that only 75% of the working age population is in the workforce. If these ratios were to stay the same, there could be as many as 2,000 new jobs created in the City as the population increases during the course of the 20-year planning period.

Constraints on Economic Growth

Beyond the lackluster market of the recovery from the Great Recession, there are a number of constraints upon economic growth in Stayton. The two basic categories of impediments on non-residential growth opportunities in the City are infrastructure improvements and available land or buildings.

While the City has been able to make improvements to its water and wastewater systems to keep pace with projected needs, there has been little done to improve the City's transportation system. As a result new developments that place a significant amount of traffic through some of the City's intersection may be held responsible for making improvements to those intersections. The corners at both the north and south ends of Wilco Road, the heart of the industrial area, are the two intersections closest to needing improvements. The City does not have the resources available for these projects.

The 2004 Transportation Master Plan, an appendix to this document, calls for the establishment of an industrial collector street intersecting the west side of Golf Club Road, crossing Shaff Road and proceeding south along the Salem Ditch. Reservation of right of way and possibly construction of the road have been identified as constraints upon the development of the Dozler parcel. Development of this parcel will also require extension of sewer and water lines along Shaff Road for approximately 750 feet from the Wilco Road intersection.

Smaller businesses attempting to locate or relocate in the City have identified difficulty in finding suitable vacant lots or existing buildings. This has been particularly true of automobile repair garages and similar businesses that do not need buildings large enough to justify purchase of large vacant lot, and can not find available buildings suitable for these types of uses. Many of the vacant commercial spaces in the city are in less than prime condition.

Chapter 8 provides additional analysis on the amount of land in the City and Urban Growth Boundary zoned or designated in each of the commercial and industrial zones and a projection of the land needed to accommodate future business growth.

Economic Goals and Policies

Statewide Planning Goal: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

Stayton City Goals and Policies

GOAL PROVIDE FOR THE FUTURE COMMERCIAL, INDUSTRIAL AND SOCIAL NEEDS OF THE COMMUNITY WITH A BALANCED MIX OF ECONOMIC ACTIVITY

Policy EC-1 It is the Policy of the City to maintain downtown Stayton as an area for retail shops, restaurants, entertainment, government offices, and professional offices.

ACTION The City shall continue to allow a mix of commercial uses in the downtown area.

ACTION The City shall consider all available tools to finance infrastructure improvements and business attraction and promotion.

Policy EC-2 It is the Policy of the City to enhance and protect the vitality of Stayton's existing commercial and service sector while maintaining a level of retail growth that is proportional to the size of the City and encouraging the diversification of goods and services available to residents.

ACTION The City shall continue to limit commercial development in the IC zone to convenience facilities and heavy commercial uses.

ACTION The City shall designate areas outside of the city limits for future commercial growth, but not consider their annexation and development until commercial areas within the city limits are fully utilized.

Policy EC-3 It is the Policy of the City to limit the size of retail stores and malls to maintain a competitive diversity in Stayton's retail economy, to lessen the impact on the city's air quality and adjacent land uses.

ACTION The City shall increase the limit on the size of shopping center malls to 100,000 square feet.

ACTION The City shall increase the limit on the size of retail stores to 45,000 square feet.

ACTION The City shall continue to limit two or more malls from being contiguous to one another.

Policy EC-4 It is the Policy of the City to discourage commercial development at Highway 22.

ACTION The City shall continue the Interchange Development Zone near the two Highway 22 interchanges to limit commercial uses to traveler-oriented.

Policy EC-5 It is the Policy of the City to promote the development of the industrial park area.

ACTION The City shall continue to the Oregon Enterprise Zone designation for the industrial area.

ACTION The City shall pursue all available opportunities for funding infrastructure improvements to serve the industrial zones.

ACTION The City shall seek state and federal programs and grants for economic development to improve the economy of the area.

Chapter 8 Land Use

This element of the comprehensive plan considers the various land uses within the City of Stayton and its urban growth area. Both existing and planned uses are discussed in terms of the land use designations and zones on the Stayton Comprehensive Plan Map and Official Zoning Map. A Comprehensive Plan, designated broad land use categories, appears at the end of this chapter. The discussion in this chapter addresses Statewide Planning Goals 9 (Economy), 10 (Housing), and 14 (Urbanization).

Summary of Land Use Designations

In 1979 the City of Stayton adopted a combined Comprehensive Land Use Plan and Zoning Map. As such, within the City Limits, plan designations and zoning districts are identical. Within the remainder of the Urban Growth Area, the Comprehensive Plan Map designated the future zoning when that land is annexed into the City. With this Comprehensive Plan, a shift has been made to two different maps. The Comprehensive Plan Map establishes broad categories of land use: residential, commercial, downtown, industrial or public/semi-public, but leaves the designation of specific zones to the Official Zoning Map. As land is annexed into the City, the applicant and the City will need to come to an agreement as to which zone will be applied to the newly annexed land.

The City of Stayton Comprehensive Plan has five land use designations and two overlay district for the area within the urban growth boundary. The Zoning Map further divides these designations into various zones within the city. The four land use designations and their primary purposes are summarized in Table 8-1.

Table 8-1. Land Use Designations Within the UGB, City of Stayton

Land Use Designation	Primary Purpose
Residential	To provide areas for residential development. The Residential area may be further divided into zones that provide for single family residences only, allow mix of single family, duplex and triplex development, and provide adequate opportunities for higher density multifamily development. The overall goal for residential development shall be to provide a mix of housing opportunities in the City and provide an overall gross density of residential development of approximately 6 units per acre.
Commercial	To provide areas for retail, service, office, and other commercial activities. The commercial area may be further divided into zones to provide for primarily retail, service, and office areas compared to other areas that allow a wide range of commercial uses. Areas around the interchanges at Highway 22 shall be oriented towards commercial uses that serve the traveling public.
Downtown	To promote compact commercial and mixed commercial-residential development within the central area of the city. The downtown area may be further divided into zones to provide for areas where commercial uses are required on the ground level and areas where commercial and residential uses are equally

	mixed. Where residential uses are permitted, densities shall range from 10 to 30 units per acre.
Industrial	To provide for manufacturing, warehousing, and other industrial uses. The industrial area may be further divided to allow areas where some large scale commercial uses are permitted and to allow for waste disposal.
Public/Semi-Public	To provide for uses that serve the public on land owned by government and non-profit organizations.
Natural Resources Overlay	To protect aquifers and the riparian area adjacent to the North Santiam River, Mill Creek, Stayton Ditch, Salem Ditch, and Lucas Ditch, establishing criteria and operating standards that minimize environmental impacts.
Flood Plain Overlay	To protect lives and property from the periodic inundation of flood waters, necessary for participation in the National Flood Insurance Program.

Buildable Lands

State administrative rules require that the City compile an inventory of the land available in the City to assure an adequate supply of developable land to accommodate projected growth. This Land Use Inventory and Housing Needs Analysis, also called the Buildable Lands Inventory, applies to both residential and other land uses within the City. The inventory should be updated on a regular basis and as new inventory figures are adopted by the City, they become part of the Comprehensive Plan. It should be noted that the state rules do not require that the City contain a 20-year supply of buildable land within the City Limits, but, rather, in the Urban Growth Area.

This analysis begins with general data about Stayton as a whole as a framework for more area-specific analyses. Secondly, data specific to residential lands will be discussed, and finally commercial, industrial and public lands. The discussion also looks at projected population and residential land needs for 2030. Finally any future need for residential land will be compared to the supply of land available between the city limits and Stayton's Urban Growth Boundary (UGB). It should be noted that in course of the discussions that follow, there may be some variation in the numbers, depending on the various sources used and due to rounding. The variations are relatively minor in scope.

Table 8-2, shows the overall gross acreages for the City and the area inside the Urban Growth Boundary but outside the City Limits (OCIB). The table provides the gross acreage as well as the net acreage. The net acreage is the area in tax parcels and not in street rights of way or water bodies. As this table illustrates, Stayton has a substantial amount of acreage between the city limits and the UGB.

Table 8-2 Acreage in Urban Growth Area

Location	Gross Acreage	Net Acreage
Inside City Limits	1,795	1,559
Outside City Limits	1,368	1,203
Total inside UGB	3,163	2,762

Using the City's geographic information system (GIS) and data on tax parcels downloaded from the Marion County Assessors Office, an analysis has been conducted of each zoning designation in the City to determine the amount of vacant land and the amount of land with potential for redevelopment.

For the residential zones, a vacant parcel is considered buildable if it is larger than 5,000 square feet and has frontage on a street. There are a large number of vacant tax parcels in the city that are smaller than 5,000 square feet but are in common ownership with an adjacent developed parcel and aerial photography shows are used as if the two parcels are considered one. In many cases, a house or other building crosses the parcel line, and in many others the vacant parcel is so narrow that it could not be built upon.

Further, a parcel zoned Low Density Residential or Medium Density Residential is considered to have potential for redevelopment if the parcel is more than twice the minimum lot area, and has adequate street frontage and building setbacks to allow it to be split without demolition of the existing home. A parcel may have the twice the required lot area and twice the minimum lot width, but if a house is situated in the middle of the parcel, not proving enough existing vacant land on the parcel to establish a new parcel, the parcel is not considered available for additional development.

A. Zoning Within City Limits

Table 8-3 covers the area within the Stayton city limits as of February, 2011 and presents information on land within each zone. For each of the zoning districts, the table presents the gross acreage in the City, the net acreage, the percentage of gross acres represented by the net acreage, and the number and area of vacant lots. For the Low Density and Medium Density Residential Zones, the table also presents the number and total acreage of parcels with the potential for additional development, as described above. Parcels with nonconforming uses were also considered to have potential for additional residential development.

There is an approximate total of 920 acres of land in the four residential zones (LD, MD, HD, DMD), about half of the City. Approximately 170 acres of land are zoned commercially, including the three downtown mixed use zones, for about 10% of the City. The industrial zones account for about 400 acres, or 25% of the City. The 320 acres of the public zone account for the remaining 15% of the City.

Table 8-3. Vacant and Redevelopment Land in the City Limits by Zone, February 2011

Zoning	Gross Acres	Net Acres	% of Zone in Lots	Vacant Lots Number	Vacant Lots Lot Area	Redevelopment Potential Lots	Redevelopment Potential Acres	Buildable Land
LD	667	556	83%	78	86	30	36.4	110*
MD	204	164	80%	28	10	10	8.0	18
HD	43	36	83%	1	4			4
DMD	7	7	89%	7	6			6
Subtotal Residential	*921*	*753*	*82%*	*114*	*106*	*40*	*44.4*	*138*
CR	34	25	72%	9	9			9
CG	75	59	79%	12	6			6
ID	8	6	80%	2	4			4
Subtotal Commercial	*117*	*90*	*77%*	*23*	*19*			*19*
CCMU	8	5	56%	1	0			0
DCMU	5	3	64%	3	1			1
DRMU	22	13	57%	4	1			1
Subtotal Downtown	*35*	*21*	*60%*	*8*	*2*			*2*
IC	17	15	87%	6	5			5
IL	309	282	91%	7	74			74
IA	67	63	94%	4	63			63
Subtotal Industrial	*393*	*360*	*92%*	*17*	*142*			*142*
P	323	318	99%	1	1			1

*adjusted to account for 12 acres located in floodway and not buildable

NORPAC Foods, Inc occupies all of the IA zone with land used for spray irrigation of cannery wastes. The P zone is primarily land used for parks, schools, Santiam Memorial Hospital and

churches. Some of the land in either zone could be considered developable or redevelopable in terms of its physical characteristics. However, due to its ownership and the projected continuance of current uses, these lands are not considered to be available for commercial, industrial or residential development within the planning period.

The buildable land in the City represents the sum of the vacant land and the land with potential for redevelopment, adjusted to reflect the constraints of wetlands and floodplain regulations that would preclude buildings. There is only one parcel in the city limits that is so constrained, with about 12 acres in the mapped floodway adjacent to the North Santiam River.

B. Land Uses Planned for Local Urban Growth Areas

In addition to the existing city limits, the Stayton Comprehensive Plan also addresses the urban growth area, which is the land between the city limits and the urban growth boundary. Table 8-4 presents similar information regarding the area outside the City but inside the urban boundary (OCIB). However because of the preponderance of large lots, unless a developed lot is smaller than twice the minimum lot area requirement it is assumed to have potential for redevelopment.

Table 8-4. Buildable Land Outside of the City inside the Urban Growth Boundary, February 2011

Designation	Gross Acres	Lots Acres	% of Area in Lots	Buildable Lots	Buildable Acres
Residential	947	924	98%	106	921
Commercial	22	14	64%	1	6
Industrial	113	113	100%	1	113
Public	232	211	91%	n/a	n/a

Of the five land use designations that appear on the Comprehensive Plan Map, only four are planned for in the OCIB area. There is no land designated for downtown uses.

The land to be developed in the urban growth area is primarily designated for residential use, accounting for 950 of the 1,300 acres.

C. Land Use Within Urban Growth Boundary (UGB)

Table 8-5 summarizes the land uses planned by the area within the urban growth boundary. The table combines the information from Tables 8-3 and 8-4 and corresponds to Map 15 at the end of this Chapter. Residential, commercial, industrial and public land uses are discussed further in the following sections.

Table 8-5. Land Uses Designations in Urban Growth Boundary (in acres)

	Gross Area				Net Area			
Designation	In City	OCIB	Total	Percent	In City	OCIB	UGB	Percent
Residential	920	947	1,867	60%	752	924	1,676	60%
Commercial	120	22	139	4%	93	14	107	4%
Downtown	35		35	1%	21		21	1%
Industrial	391	113	504	16%	358	113	471	17%
Public	323	232	555	18%	318	211	529	19%
Total	1,789	1,314	3,103		1,542	1,262	2,804	

Residential Land Use

The 3,073 dwelling units in the City are located in 2,383 buildings on 1,932 tax parcels, for a combined land area of 625 acres. Not all of these parcels are in a residential zone. There are over 100

dwelling units located in the CR, CG, and IL zones. Table 8-6 presents information on the amount of land, the number of dwelling units and the average density for three of the four residential zones in the City. The Downtown Medium Density Residential Zone was not included below because it is mostly vacant land for which a development application is pending at the time this chapter was drafted.

Table 8-6. Development Density in Residential Zones

Zone	Acres	Parcel Acres	Developed Lot Acres	Dwelling Units	Units per Gross Acre	Units per Parcel Acres	Units per Developed Parcel Acres
HD	43	36	30	492	11.4	13.7	16.5
MD	202	163	159	930	4.6	5.7	5.9
LD	676	564	390	1477	2.2	2.6	3.8
Total	921	763	578	2899	3.1	3.8	5.0

The City's Comprehensive Plan must be coordinated with the Marion County Comprehensive Plan. The Urban Growth framework in the Marion County Plan establishes residential density guidelines for each of the cities in the County, dependent on the population of the city. For Stayton, with a population between 5,000 and 25,000 people, the density guideline is for between 5 and 6 housing units per gross acre of residentially zoned land.

Although the previous Comprehensive Plan and the Land Use Code allow a density of 6 units per acre in the LD zone and 12 units per acre in the MD zone, recent subdivision activity has been significantly less dense. Table 8-7 presents statistics regarding the density in the 15 subdivision plats recorded between 2000 and 2009. Some subdivisions have been platted in phases, but all phases combined in the table. No subdivision plats have been recorded since 2009.

Table 8-7. Development Density in Subdivisions Recorded Since 2000

Subdivision Name	Zone	Gross Acres	Net Acres*	Number of Lots	Units per Gross Acre	Units per Net Acre
Mountain Estates	LD	19.4	16.1	28	1.4	1.7
Sylvan Springs #1C	LD	8.0	2.4	15	1.9	6.3
Sylvan Springs #2	LD	13.3	8.5	48	3.6	5.6
Oakridge Vista	LD	19.8	16.0	31	1.6	1.9
Jefferson Place	LD	7.0	5.8	23	3.3	4.0
Phillips Estates #1	LD	5.3	3.7	20	3.8	5.4
Subtotal LD Zone		*72.8*	*52.5*	*165*	*2.3*	*3.1*
Pemberton Estates	MD	2.8	2.4	12	4.3	5.0
Village Creek	MD	16.8	12.3	68	4.0	5.5
Village at Sylvan Springs	MD	9.4	7.0	37	3.9	5.3
Third Avenue	MD	0.8	0.7	4	5.0	5.7
Roth Estates	MD	3.2	2.6	12	3.8**	4.6**
Subtotal MD Zone		*33.0*	*25.0*	*133*	*4.0*	*5.3*
Total		*105.8*	*77.5*	*298*	*2.8*	*3.8*

*Excluding street rights of way and open space
** Assumes a single family home per lot, duplexes are permitted. All lots are vacant.

Chapter 6 indicates that during the course of the planning period, the City can be expected to add 1,281 dwelling units. If new residential developments are planned at an equivalent of the gross density as subdivisions in the past decade, then there will be approximately 460 acres of land needed. Table 8-3 indicated there is currently 144 acres of buildable land in the City. The City can, therefore, expect to annex an additional 320 acres of land for residential uses in the next 20 years.

Commercial Land Use

There are 55 acres of commercial zoned land with existing commercial uses within the City of Stayton. There are 18 acres of land with residential uses in the commercial zones. After excluding the non-conforming uses, there are a total of 21 acres of vacant developable land for commercial use in the City of Stayton. The total amount of land designated for commercial use (CR, CG, ID, CCMU, DCMU, DRMU) in the Stayton UGB is approximately 125 acres, or 4.2 percent of the total area within the UGB (see Table 8-5).

Commercial activity is concentrated in four different nodes, though there are some isolated business activities outside of these nodes. The downtown area, generally both sides of First Ave to Third Ave between Water St and Washington, has the greatest concentration of commercial activity. It includes the historic business district of the City, and accounts for approximately 20 acres of land, excluding streets and bodies of water. This area was the subject of a planning effort that resulted in the 2007 adoption of a Downtown Transportation and Revitalization Plan. That plan is considered part of this Comprehensive Plan.

The Downtown area is the seat of governmental services, including the City Hall and Post Office. Retail activity is focused on First Ave, though there is some retail activity on Third Avenue.

The "Upper First Ave" commercial node extends from Washington St to Regis St on both sides of First Ave. The is the largest concentration of retail activity, with the Stayton Plaza, Safeway/Wilco shopping center, and the Ace Hardware/Quiznos/Papa Murphy complexes. This area is also about 20 acres in size in commercial uses, excluding the Stayton Elementary School.

The third commercial area is clustered around the intersection of Wilco Road, Ida Street and Washington Street. This is the location of several retail establishments, accounting for about 7 acres of commercially used land, not including the Stayton Fire District.

The fourth commercial area is at the intersection of Shaff and Wilco Roads. The Roths/Bimart shopping center and the gas station at the corner account for about 13 acres of commercially used lands

There are 21 acres of vacant land in the various commercial zones in 31 parcels. This includes 3 adjacent parcels in common ownership at the southwest corner of Wilco Road and Shaff Road that are a combined 7.5 acres in area. This leaves 14 acres of land in 28 parcels, an average of 0.5 acres in size. Interested merchants or developers have, in recent years noted a lack of medium sized vacant lots available for commercial uses.

More intensive commercial use of the downtown business district is expected over time. The continued conversion of houses and residential lots in the commercial zones will allow for new business locations. Commercial development and visual improvements may also have the effect of attracting new types of residential development to downtown, in accordance with the Downtown Revitalization Plan.

Industrial Land Use

The City of Stayton has approximately 214 acres of developed industrial lands in the City. The total designated acreage of industrial land (IL, IC, IA) is approximately 395 acres. Most industrial land is along Wilco Road between Shaff Road and Washington Street and along Washington Street. Though Stayton's industrial area grew substantially in the 1980s and 1990s, that growth as ground to halt in the past decade. Only one industrial building has been constructed since 2000 – the JR Trucking facility on Rogue Avenue. As noted in Chapter 7, the Great Recession of 2007-2009 resulted in extensive job layoffs and several industrial facilities closing.

The City contains an extensive amount of vacant industrially zoned land, with a lack of land use conflicts, direct access to rail and highway facilities, and city services. Therefore the Wilco Road industrial area should remain attractive for industrial development.

The properties owned by Norpac Foods, Inc. have been designated as industrial to provide a buffer around the cannery. An Industrial/Agricultural (IA) designation allows Norpac to continue to spray irrigate its cannery wastes on 170 acres southwest of the city.

Vacant developable industrial land includes 5 acres zoned IC in a business park setting within the city and 74 acres zoned IL. While utility services are available, some main extensions will be necessary to serve the vacant 43-acre industrial parcel on Shaff Road, west of Wilco Road. Also, future industrial development may require improvements to the Wilco Road, Shaff Road intersection or the Wilco Road Washington Road intersection.

Public Land Uses

The land designated for various public uses within the UGB is 18 percent of the total area. Lands in this designation are owned by governmental agencies, churches, the golf club, utilities, or not-for-profit organizations. There may be need for future public land for a school site and more parks. In order to avoid affecting private property values, Public designation will be applied after land is acquired by the public agency.

Justification for Urban Growth Boundary

Statewide Planning Goal 14 requires that the city develop an urban growth boundary mutually agreed upon by Marion County, based upon seven factors listed in the goal. Stayton has given due consideration to each of the factors in relation to projected population growth, land needs, ability to finance and provide public services, protection of the environment, and wise use of our natural resources and land supply.

The original urban growth boundary was developed by the City of Stayton in 1972-1973 through contracted planning services with the Mid-Willamette Valley Council of Governments. The UGB was amended shortly thereafter to include additional land near the Golf Club Road interchange with Highway 22. Currently, the urban growth boundary contains 3,163 acres, of which 130 are in designated floodways and 227 acres are significant wetlands and may not be developed. There are currently approximately 1,575 acres already developed at urban levels. The total developable gross acreage within the urban growth boundary is 1,230 acres.

The North Santiam River forms the southerly boundary and was chosen because of the physical obstacle to urban development. Much of the flood plain area is unsuitable for urban development and will provide considerable natural and open area as a buffer for the city.

State Highway 22 forms the northerly border of the urban area. The highway is also considered a physical barrier to urban development. The remaining boundaries were chosen in the 1970s after considerable debate, public input, and land use need considerations. The easternmost boundary was chosen because of the extensive public ownership in that area. The state owned a 28-acre parcel known as the Zimmerman Quarry adjacent to Highway 22 and E Santiam St. This property has since been developed into a residential subdivision. The City of Salem and the Santiam Water Control District own other parcels between the North Santiam River and E Santiam St.

The westerly boundary was established along the Salem Ditch and Golf Club Road. The waterway and street were used as definite boundary lines. Parcels between the waterways and the adjacent Golf Club Road have substantially been partitioned and developed, thereby eliminating their usefulness as

agricultural lands. Several amendments were made to the UGB in the 1980s. In 1982, taking an exception to Statewide Planning Goal 3, the UGB was expanded to include the Santiam Golf Course property, located at the intersection of Highway 22 and Golf Club Road, in order to insure the viability and preservation of the golf course as a recreational resource. A 1985 amendment expanded the UGB to include the commercial properties on the west side of Golf Club Road at the Highway 22 interchange.

The remaining portion of the urban growth boundary in the southwestern corner was chosen because of the potential for industrial development and expansion of the existing industrial park area. In 1984, another expansion included about 3 acres of industrial land on the Stayton Road. A 1994 amendment expanded the UGB to include the western half the current wastewater treatment facility property.

The predominant land use is and will continue to be for residential purposes. Of the 1,315 acres of unincorporated land within the urban growth boundary, approximately 72 percent of the total surface area is designated for residential uses. Industrial uses are designated about 9 percent; commercial uses about 2 percent; and public/semi-public uses are designated for an additional 18 percent. Significant wetlands and designated floodway reduce the amount of land designated for residential development that will be available for development by about 10%.

The projected population for the Stayton urban area is 11,360 by the year 2030. The roughly 850 acres of land designated for residential development provides more than twice the land projected to be needed, assuring an adequate supply during the planning period. The City has planned for the provision of additional services through the completion of master plans for sewer, water, storm water, parks and transportation systems. All of the urban area can be serviced by service systems; however, the eastern portion of the area is and will be the most difficult to serve. This area will most likely be the last area to be developed.

No change in the Urban Growth Boundary is proposed with the adoption of this 2012 Comprehensive Plan. Though there is more land in the UGB than will likely be necessary for urban growth during the 20-year planning period, it is proposed to maintain the UGB in its current size to avoid the difficulties of future expansion and the impacts on property owners of removal of land from the UGB. The policies of this Comprehensive Plan regarding annexation will continue to assure that land is not prematurely developed and that urban growth is sequenced to allow for the extension of City services in accordance with the City's master plans.

Land Use Goals and Policies

Statewide Planning Goals: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. City … plans and actions related to land use shall be consistent with the comprehensives plans of cities and counties and regional plans. **To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land and to provide for livable communities.** Urban growth boundaries shall be established and maintained by cities, counties, and regional government to provide land for urban development needs, and to identify and separate urban and urbanizable land from rural land.

Stayton City Goals and Policies

GOAL PROVIDE FOR A LAND USE REGULATION PROCESS THAT PROMOTES A LIVABLE COMMUNITY AND PROVIDES FOR EXPEDITIOUS REVIEW OF DEVELOPMENT PROPOSALS

Policy LU-1 It is the Policy of the City to adopt a zoning map consistent with the Comprehensive Plan Map.

ACTION The City shall adopt an amended Official Zoning Map consistent with the Comprehensive Plan Map

ACTION Zoning district boundaries shall follow property lines and rights-of-way centerlines as much as practicable.

Policy LU-2 It is the Policy of the City that development regulations include clear and objective standards for the review of development proposals or variances.

ACTION The City shall adopt a Land Use and Development Code that minimizes the number of subjective standards.

Policy LU-3 It is the Policy of the City that the availability and quality of public services shall be a criteria for approval of development proposals.

ACTION The City shall adopt a Land Use and Development Code that requires the provision of adequate public facilities and services for new development.

Policy LU-4 It is the Policy of the City that development regulations shall provide for residential zones at several densities and for a variety of commercial and industrial zones.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of residential is divided into at least three zoning districts: a low density zone providing for detached single family dwellings; a medium density zone providing for a mix of single family, duplex and triplex development; and a high density zone for multifamily developments.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of commercial is divided into at least three zoning districts: zone primarily for retail businesses; a zone for general business activity; and a zone near the interchanges with Highway 22 primarily for businesses oriented towards the travelling public.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of industrial is divided into at least three zoning districts: a zone primarily for manufacturing, warehousing and similar industries; a zone that allows limited commercial uses; and a zone designated for agricultural-related industries.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of downtown is divided into at least three zoning districts: a zone along 3rd Ave where commercial uses are required on the ground level; a commercial zone providing for a mix of commercial and residential development that allows automobile oriented uses; and a residential zone that allows a mix of residential and commercial uses.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of public/semi-public for the location of parks, schools, churches, hospitals, and similar uses.

Policy LU-5 It is the Policy of the City that master planned developments shall be allowed in all zones in order to encourage better use of large or unique sites.

ACTION The City shall continue the master planned development provisions of the Land Use and Development Code that provide for flexibility of design and layout of subdivisions in exchange for the provision of open space.

Policy LU-6 It is the Policy of the City that the central business area of Stayton shall continue to be the primary retail business area of the community.

ACTION The City shall limit commercial zones to those areas designated as commercial on the Comprehensive Plan Map, discouraging strip-type development.

ACTION A pedestrian-oriented atmosphere in the downtown area shall be provided through requirements for commercial uses that include curb cuts, sidewalks and street hardware for pedestrian and the disabled.

Policy LU-7 It is the Policy of the City to encourage an industrial park-like atmosphere along Wilco Road.

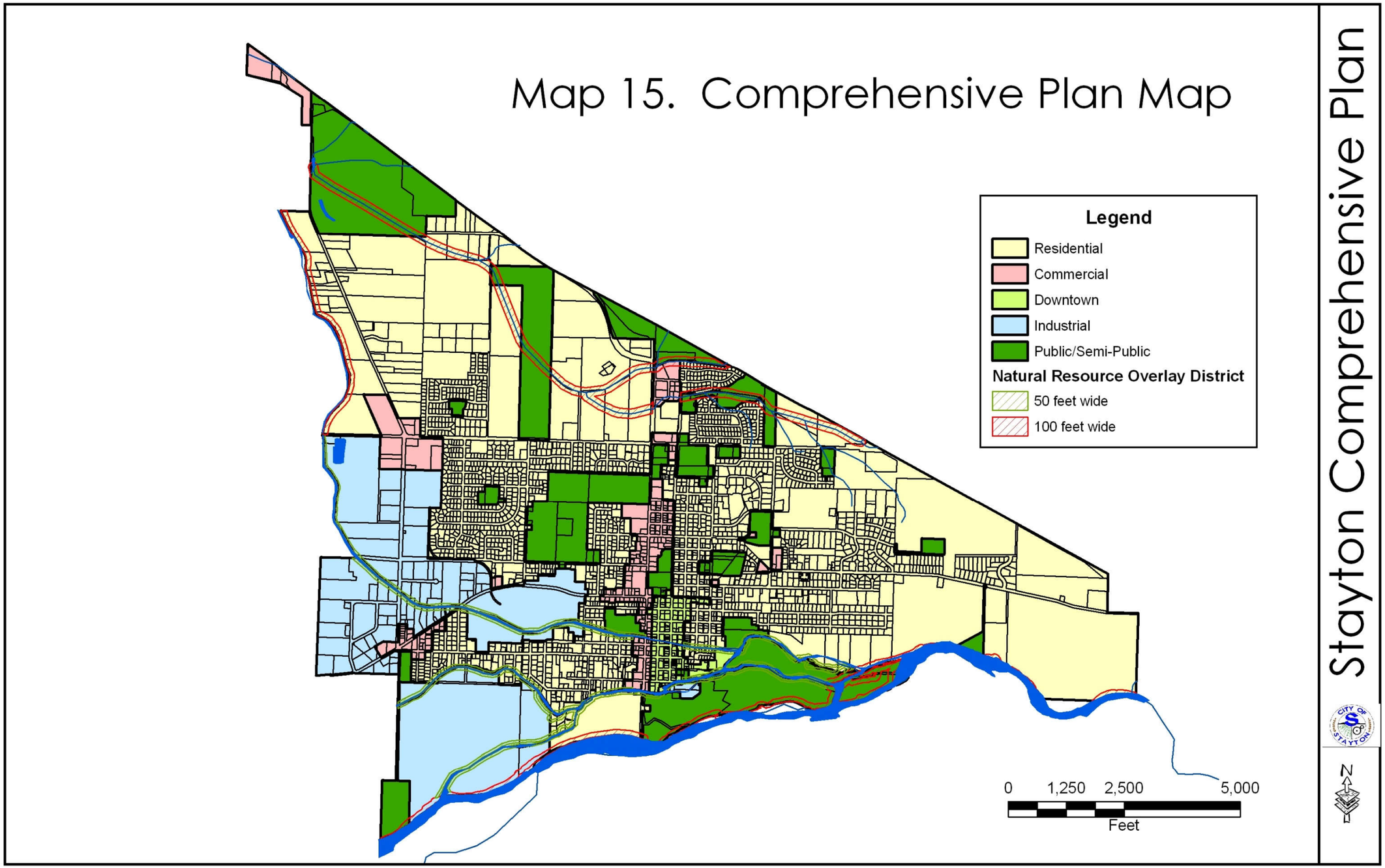
ACTION The City shall maintain the requirements for landscaping and architectural controls in the areas designated as industrial.

GOAL COORDINATE THE DEVELOPMENT OF LAND OUTSIDE THE CURRENT CITY LIMITS WITH MARION AND LINN COUNTIES

Policy LU-8 It is the Policy of the City to maintain an appropriate urban services agreement with Marion County.

ACTION The City shall review the 1989 Urban Growth Boundary and Policy Agreement with Marion County and propose appropriate amendments to the County.

ACTION The City shall request Linn County enter into an agreement that assures that the City is notified and has the opportunity to comment on development activity close to the City.


Map 15. Comprehensive Plan Map
Legend
Residential
Commercial
Downtown
Industrial
Public/Semi-Public
Natural Resource Overlay District
50 feet wide
100 feet wide
0
1,250
2,500
5,000
Feet
N
Stayton Comprehensive Plan

Chapter 9 Energy

Energy Sources

There are three main sources of energy for consumption in Stayton: electricity, natural gas and liquid petroleum products. Electricity is provided by Pacific Power. Natural Gas is supplied by Northwest Natural Gas. Liquid petroleum products have a diverse and decentralized distribution system, mainly motor fuels and secondarily heating oil and liquefied propane.
The main transmission line for supplying electricity to the Stayton area runs along Fern Ridge Road and Shaff Road, with a substation at the corner of Fern Ridge Road and Third Ave. The substation has a summer capacity of 55,000 kVA and the winter capacity of 60,000 kVA. Pacific Power reports peak loading in the summer of 2010 was 39,471 kVA and the peak loading winter 2010 was 44,417 kVA.

Energy Consumption

There are no data available on the consumption of liquid petroleum products in Stayton. However, data provided by Pacific Power show that although there has been substantial growth in the City's population and economic activity, there has been only modest growth in electricity consumption in the past 20 years. For the past 35 years state federal policy has encouraged conservation and energy efficiency. Table 9-1 shows that total electricity consumption in the City increased by approximately 10%. Although the number of households increased by 50% between the 1990 Census and the 2010 Census, the amount of electricity consumed by residential customers in the City decreased over that time. This may be explained in part by changing choices in heating fuel. In 1990, 58% of the housing units reported using electricity as the primary heat source, 18%, natural gas, and 9% fuel oil. By the 2000 Census, the percentage using electricity had dropped to 56%, oil had decreased to 5% and gas increased to 34%. The average results from the American Community Survey between 2005 and 2009 show that electricity had further decreased to 51% and utility gas increased to 44%. In addition to the decrease in the percentage of homes using electricity there has been a shift from resistance heating to heat pumps, which are significantly more efficient.

Table 9-1, Electricity Consumption in the City of Stayton, 1988 & 2008

	Residential	Commercial	Industrial	Total
1988 KWH Consumed	39,200,705	14,568,213	38,729,548	92,498,466
2008 KWH Consumed	38,075,919	26,930,648	37,332,436	101,892,395

source: PacifiCorp

Table 9-1 also shows that electricity consumption by industrial uses decreased over the 20 year period. This may reflect, in part, the decrease in industrial activity in the City in late 2007 and 2008, but also reflects increases in efficiency by industrial users. Electricity consumption by the commercial sector nearly doubled. This reflects the growth in the commercial sector (Roth's/Bimart, Safeway/Wilco, Santiam Station were all constructed during this time) as well as the increase in electricity usage in general commercial operations with the advent of computers and other office machinery.

Table 9-2 shows natural gas consumption in the City between 1989 and 2010. Total consumption of natural gas has increased by more than a factor of 4 in the past 20 years, with natural gas consumption by industrial uses increasing almost by a factor of 14. As described above, a significant portion of this increase is explained by conversion of heating from oil and electricity to natural gas.

Table 9-2, Natural Gas Consumption in the City of Stayton, 1989, 2009 & 2010

	Residential	Commercial	Industrial	Total
1989 Consumption	318,811	427,331	143,729	889,871
2009 Consumption	976,824	789,952	1,966,385	3,733,161
2010 Consumption	900,931	714,048	1,952,645	3,567,624

source: Northwest Natural

Energy Generation

There are three potential renewable energy sources located within Stayton: water power, wind, and solar energy. Other renewable energy sources are not present within the UGB to any significant degree.

There are two hydroelectric power facilities on the Stayton Power Canal. The first hydroelectric plant was installed in 1897. The Santiam Water Control District has operated a generator since the fall of 1985. The Water Control District has been attempting to license the former Pacific Power facility. Those plans are temporarily on hold due to issues with the potential impacts that operation of the generator may have on fish in the canal. The use of the canals that run through Stayton to generate power has been proven to be a compatible land use and no conflicts with these uses are anticipated.

Solar energy is being used increasingly in Stayton for heating and electricity generation. The existing uses of solar energy appear to be compatible with other resources and surrounding uses.

Energy and Land Use

Land use planning provides an effective means to direct growth in an efficient manner. Energy savings are possible when the private and public sectors focus on the energy demands of alternative land use patterns. With effective planning, development will occur where public facilities and services can be provided more economically and efficiently. A compact urban form will save energy in heating as well as transportation and the provision of services.

Integrating transportation and land use planning can result in energy savings. The use of public transportation can be encouraged by the location of housing, employment centers, and shopping facilities.

The use of solar energy in the Stayton area appears to be a realistic alternative to conventional energy sources. Care must be exercised in developing building codes and zoning requirements that protect the solar rights of individual property owners.

Energy Consumption by City Government

In addition to the energy consumption associated with the typical operation of offices and City Vehicles, the City of Stayton operates several energy intensive operations, namely the Stayton Family Memorial Pool, the water treatment plant, and waste water treatment facility. The City has worked with the Energy Trust of Oregon to identify areas where City facilities may be made more energy efficient.

In recent years improvements have been made to boilers, pumps, and heating or cooling equipment to increase their efficiencies. Table 9-3 presents the results of an analysis that was made of all City natural gas usage from July 2008 to June 2011. A Therm is equivalent to 100,000 British Thermal Units of heat.

The operation of the Pool accounts for nearly 80% of the City's natural gas consumption. Installation of a new boiler system in 2009 substantially reduced the Pool's gas consumption, with FY 11 consumption 21% below that of FY 09. With the exception of consumption at the police station, natural gas consumption decreased at all City facilities during the two year period. In 2012 a new sludge drier will go online at the waste water treatment facility. This will be a significant user of natural gas.

Table 9-3, Natural Gas Consumption by the City of Stayton, Therms per year

Location	FY 11	FY 10	FY 09	FY 09-11
Public Works Shops	1,685	1,799	2,025	-20%
City Hall	1,276	1,280	1,339	-5%
Pool	41,937	41,754	50,694	-21%
Community Center	3,555	2,928	3,770	-6%
Police	1,035	1,007	714	13%
Library	3,697	3,373	3,819	-3%
Total	53,185	52,141	62,361	-17%

The Waste Water Treatment Facility on Jetters Way accounts for over half of the City's total electricity consumption. Table 9-4 presents annual electricity consumption by various City functions.

Table 9-4, Electricity Consumption by the City of Stayton, kWH per year

Function	FY 11	FY 10	FY 09	FY 09-11
Traffic Signals& Lights	19,570	21,218	21,408	-9%
Wastewater	2,657,431	2,436,564	2,281,719	16%
Parks and Pool	304,582	312,951	313,358	-3%
Water	1,038,722	1,270,000	1,194,695	-13%
Offices & Library	329,952	362,708	364,823	-10%
Total	4,350,257	4,403,441	4,282,098	4%

The City has reduced electricity consumption in all functions except for wastewater in the past three years. These reductions have come about as a result of new variable speed pumps at the water treatment plant, and new heat exchangers at the pool and a the planning and public works office.

Energy Goals and Policies

Statewide Planning Goals: To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Stayton City Goal and Policies

GOAL CONSERVE ENERGY RESOURCES AND ENCOURAGE THE USE OF RENEWABLE ENERGY RESOURCES

Policy EN-1 It is the Policy of the City to recognize the existing uses of renewable sources (hydro and solar) to be compatible with other resources and surrounding uses.

ACTION The City shall rely upon state and federal rules and programs (such as the hydroelectric licensing requirements) to evaluate land use compatibility and resolve resource use conflicts.

ACTION The City shall amend its Land Use and Development Code to provide protection to existing solar energy facilities from shading by new buildings, provided neighboring properties may be built on.

Policy EN-2 It is the Policy of the City to periodically assess its energy use and the potential for energy conservation and renewal energy use, using information available from the state, federal government and utilities.

ACTION The City shall make energy efficiency and the use of renewable resources a priority in the design and operation of buildings, equipment and public facilities and services.

ACTION The City shall explore the use of renewable fuels for its vehicle fleet.

Policy EN-3 It is the Policy of the City to encourage residents and local businesses to conserve energy, to use renewable resources and to recycle materials.

ACTION The City will coordinate its efforts with those of local organizations, special districts, utilities, and federal agencies to promote energy conservation and use of renewable energy resources.

ACTION The City will make energy efficiency improvements a priority in its housing rehabilitation programs.

ACTION The City will promote development patterns that promote pedestrian activity instead of automobile use.

Chapter 10 Fiscal Analysis

Expenditures

The total expenditures for the City of Stayton have increased from $7,988,754 in 2004, to $10,947,928 in 2010. This is a 37% increase over a six-year period or an average of 6% per year. However, a substantial portion of the increase was due to construction spending in improvements to the City's water treatment plant. If expenditures by the City's system development funds and construction funds is excluded from the totals, City expenditures decreased 21% from $7,684,773 in 2004 to $6,048,586 in 2010.

The City's budget is divided into a number of different funds. The General Fund is used to finance the general operation of city government, such as administration, police, planning, and park maintenance. The City operates several business-like enterprises, such as the water utility and sewer utility, and these operations maintain their own funds. The City's General Fund accounts for between one-quarter and one-third of the total City budget.

Other funds, such as the 9-1-1 Fund and NEDCO Fund and Trust and Agency Fund do not represent actual City spending, but are funds by which funding is passed through to other agencies. For instance State of Oregon funding for the Santiam Communications Center, operator of the area 911 center come to the City of Stayton and then are transferred to the Center. Trust and Agency Funds represents revenue the City receives on behalf of other entities and is paid to those agencies, such as building and plumbing permit fees that are paid to Marion County.

Between 2004 and 2010 General Fund expenditures increased from $2,618,918 to $3,302,340. General Fund expenditures increased by 26% between 2004 and 2010, an annual average increase of 4%. Adjusted for inflation, General Fund expenditures increased 8% over the six-year period, or an average of 1.3% annually. Library operations were established as a separate fund in 2008 and removed from the General Fund. If the Library Fund had continued to be included in the General Fund, the overall increase in the General Fund between 2004 and 2010 would have been 42%.

Table 10-1 presents expenditures by Fund between fiscal years 2004 and 2010.

Table 10-1. Annual Expenditures by Fund, FY 2004-2010

Category	2004	2005	2006	2007	2008	2009	2010
General Fund							
Non-Departmental	185,138	168,394	146,048	173,000	339,542	426,251	543,676
Administration	314,249	356,897	365,943	394,378	398,865	419,366	435,107
Police	1,464,112	1,519,639	1,605,267	1,816,676	1,919,962	1,890,957	1,903,456
Planning & Development	117,831	102,513	109,410	161,702	174,481	151,223	148,874
Community Center	58,520	58,668	68,655	68,451	101,118	63,513	52,785
Park Maintenance	154,146	91,359	122,284	227,703	119,917	126,339	130,292
Library	249,302	254,081	275,889	293,356			
Street Lights	75,620	76,400	75,220	77,320	87,987	83,791	88,150
Total General Fund	2,618,918	2,627,951	2,768,716	3,212,586	3,141,872	3,161,440	3,302,340
PW Administration	286,316	391,605	352,060	384,111	387,599	350,199	403,409
Library					356,073	374,311	410,994
Water Enterprise	1,052,635	1,202,974	1,141,726	1,117,178	1,347,218	1,753,598	1,436,023
Sewer Enterprise	1,770,217	4,827,540	1,547,334	1,725,049	2,167,747	2,366,674	3,064,587
Street	541,666	405,584	465,173	689,406	428,023	359,324	515,627
Housing Rehabilitation	146,676	77,444					

Facilities Development & Maint	63,052	6,900	7,405	185,254	16,572	20,760	12,376

Table 10-1. Annual Expenditures by Fund, FY 2004-2010, cont.

Category	2004	2005	2006	2007	2008	2009	2010
Vehicle Replacement	35,636	145,172	85,725	179,241	54,896	265,394	56,330
Swimming Pool	264,251	297,565	303,126	369,049	353,370	455,161	371,305
Sublimity Future Reserve	9,733						
NEDCO							11,008
9-1-1	27,030	34,896	36,008	39,267	49,816	51,592	30,370
Grant	41,704	21,764	2,489	52,867	6,886	6,725	43,097
Trust & Agency					420	58,532	52,518
Water SDC	205,204	55,138	46,644	21,417	211,138	109,010	155,719
Sewer SDC	143,734	1,249,165	129,410	37,082	213,740	149,295	152,321
Transportation SDC	118,183	78,571	31,617	139,212	365,966	24,787	198,190
Park SDC	42,064	96,799	90,858	34,027	84,737	3,443	1,691
Water Construction	0	0	0	79,468	452,103	627,094	3,717,830
Sewer Construction	0	770,554	3,240,435	495,057	35,944	215,593	820,911
Parks Construction	0	0	48,897	549	2,363	0	3,399
Total other Funds	509,185	2,250,227	3,587,861	806,812	1,365,991	1,129,220	5,050,061
Total Expenditures	7,367,019	9,740,830	6,406,636	7,584,959	9,185,653	9,499,145	10,217,902

Source: City annual budget documents

It should be noted, that due to accounting procedures, not all of the above expenditures are actual cash transactions in which salaries are paid and goods or services are purchased. Inter-fund transfers may be counted twice: once as an expenditure of the fund from which the transfer is made and again of the fund into which the transfer is made. In 2010 there were $2.4 million in transfers between funds. Not all of these transfers were "double counted" as expenditures in Table 10.1, as much were held in unexpended fund balances. In 2010 there were $424,800 in transfers from the General Fund to other funds, and $304,370 in transfers from other funds to the General Fund, representing a net transfer out of $120,000 or 3% of General Fund expenditures.

Revenues

Stayton's General Fund essentially has five different sources of revenues: beginning fund balance from the previous year, property taxes, intergovernmental revenues, franchise fees, and fees and charges for services such as licenses, permits, and fines. Property taxes represent the largest, but decreasing. share of General Fund revenue, followed by beginning cash balance and then franchise fees. The other sources of revenue combined account for approximately 20% of General Fund revenues. Table 10-2 illustrates the change in revenue sources from 2004 to 2010.

Table 10-2. Sources of Stayton General Fund Revenues: 2004 - 2010

Source	2004	2005	2006	2007	2008	2009	2010
Beginning Cash	635,934	574,147	694,579	960,288	1,093,987	1,024,365	928,536
Property Taxes	1,345,753	1,409,456	1,530,449	1,627,933	1,544,128	1,586,304	1,628,511
Charges for Services	207,171	224,575	241,288	270,358	218,906	222,170	261,749
Grants	1,263	4,724	100	39,068	2,592	1,127	822
Franchise Fees	515,523	537,090	612,457	609,849	627,931	617,481	592,567
Licenses, Permits & Fees	51,295	51,285	60,456	42,224	32,654	32,629	28,010
Fines & Forfeitures	62,756	68,279	61,316	58,681	67,781	56,777	45,853
Intergovernmental	125,778	125,987	149,890	154,199	159,323	174,776	163,867
Interest	6,516	15,565	33,420	51,730	33,637	10,968	0
Miscellaneous/Transfers	288,664	311,422	344,303	387,287	385,028	351,458	377,450
Total	3,240,653	3,322,530	3,728,258	4,201,617	4,165,967	4,078,055	4,027,365

Source: City annual budget documents

Financial experts recommend that a City start the fiscal year with between one quarter and one-third the annual budget as beginning cash. In Oregon, the fiscal year begins in July, but property taxes are not paid until mid-November. Hence, the City needs a source of funds to pay for operations for the first five months of the fiscal year. The City has been able to build cash reserves from as low as 17% in 2005 to 26% in 2008, but it has since decreased to 23% in 2010.

If the beginning cash balance was removed from the total in Table 10-2 above, the City's General Fund revenues would have increased from $2,604,719 in 2004 to $3,098,829 in 2010, an increase of 19%.

As noted above, property taxes are the largest single source of General Fund revenue for the City. Under Oregon law, the City's property tax rate is fixed at $3.328 per $1,000 of assessed value. Based on the 2010 total assessed valuation of $503,997,285, this would have generated $1,677,303 in property taxes. Under Oregon law, the City's voters may establish an additional property tax for specified purposes. The City's voters in 2008 approved a $300,000 local option levy. This levy is used to fund the operations of the library and swimming pool. The levy will expire in 2013. The City's assessed valuation has risen at an average of 4% per year since 2004. Table 10.3 presents the Total Assessed Valuation for the City between 2004 and 2011.

Table 10-3. Total Assessed Valuation: 2004 - 2010

2004	404,187,724		
2005	416,698,622	12,510,898	3.1%
2006	442,308,461	25,609,839	6.1%
2007	469,090,470	26,782,009	6.1%
2008	490,499,797	21,409,327	4.6%
2009	500,584,473	10,084,676	2.1%
2010	503,997,285	3,412,812	0.7%
2011	513,710,047	9,712,762	1.9%

Source: Marion Co Assessor's Office

Oregon law limits the increase of the assessed valuation of a property to no more than 3% per year, regardless of the increase in real market value of the property, unless there has been a change to the property. As property values have declined in recent years, the assessed valuation has continued to increase because of the large gap between real market value and assessed value. Stayton's total assessed valuation has increased less than 3% in recent years because of the loss of industrial personal property such as machinery and equipment.

Without a return to a more vibrant real estate market and occupancy of the currently vacant industrial properties, the City can expect very modest increases in property tax revenue in the coming years.

Fiscal Goals and Policies

Stayton City Goal and Policies

GOAL PROVIDE AND MAINTAIN ESSENTIAL PUBLIC SERVICES AND FACILITIES IN A SUSTAINABLE MANNER REFLECTIVE OF THE AVAILABLE REVENUE

Policy FI-1 It is the Policy of the City to enhance the City Council's decision-making ability by providing accurate information on revenue and operating costs.

ACTION The City shall estimate its annual revenues by an objective, analytical process. Because most revenues are sensitive to conditions outside the control of the City, estimates will be conservative.

Policy FI-2 It is the Policy of the City to maximize the use of service users' charges in lieu of ad valorem taxes and subsidies from other City funds, for services that can be identified and where costs are directly related to the level of services provided.

ACTION The City shall continue to use System Development Charges to help fund the costs of improvements to services related to additional increments of growth, such as street, storm water, water, sewer and park facilities. These revenues are legally restricted to use for capital improvements listed in the respective adopted Master Plans.

ACTION The City shall establish charges for providing utility services that are sufficient to finance all operating, capital outlay and debt service expenses of the City's enterprise funds, including operating contingency and reserve requirements.

ACTION The City shall periodically recalculate the costs of providing specific services and adjust fees accordingly.

ACTION Wherever feasible, fees may include an annual escalating clause designed to maintain fees in accordance with annual cost of living changes.

ACTION The City shall maintain a current schedule of fees, showing when the fees were last reviewed and/or recalculated.

Policy FI-3 It is the Policy of the City to ensure the legal use of all City funds through efficient systems of financial security and internal controls.

ACTION The City shall establish and maintain its accounting systems according to Generally Accepted Accounting Principles (GAAP) and Oregon Budget Law.

ACTION The City shall issue an Annual Financial Report (audit) each fiscal year.

Policy FI-4 It is the Policy of the City to establish a standard operating procedure to guide day-to-day activities of the City's financial operation. This will allow people to make a decision within a structured framework which provides consistency and order.

ACTION The City shall produce monthly financial reports showing the current status of revenues and expenditures, distributed to management personnel in a timely manner and shall be available for public inspection.