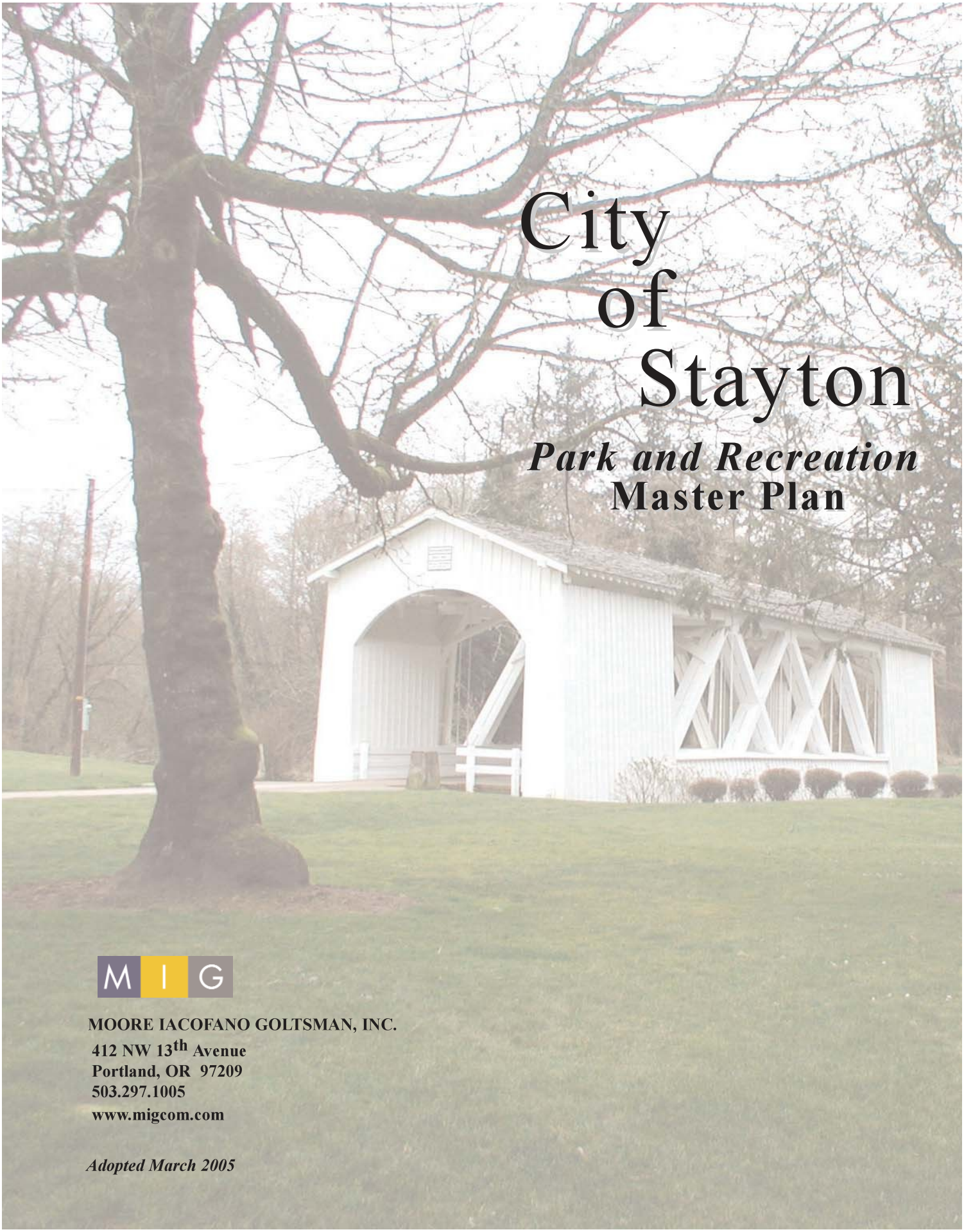

City of Stayton

Park and Recreation Master Plan

MIG

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Adopted March 2005

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Acknowledgment

Moore, Iacofano, Goltsman Inc. would like to recognize the time and effort the Parks Advisory Board spent on this study. The board, which represented various recreational interests throughout the community, has spent many hours discussing issues and reviewing background material. Their work was of major importance and contributed directly to the success of the study.

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Preface

The city of Stayton is located in the foothills of the Cascade Mountains, where flowing streams and woodlands create unique opportunities for parks and recreation. In January 1998, the city prepared a plan to address the needs and goals of the park system, offering a detailed history of the existing park system and taking an important first step in the planning process. Building on this study, MIG worked to develop a 2002 Park and Recreation Master Plan, taking into account the city's future growth and the community's needs, as well as the costs of maintenance and construction.

The local community, not surprisingly, cares greatly about providing natural open space, trails, and both active and passive recreation opportunities. However, the city does not play a major role in providing recreation activities. The city has recently taken steps to take on more responsibility including managing the existing pool, which was previously managed by the YMCA. Now, the city should explore the next level of park and recreation services. This includes providing parks that serve all of the neighborhoods in the community, preserving and managing open space, developing off street trails, and providing recreation programs that serve the youth as well as the public in general.

This plan is intended to serve as a road map for park and recreation services. It identifies the need, lists recommendations and policies, and describes a strategy for providing these services.

Photo: Pioneer Park

Park and Recreation Master Plan
Executive Summary

Introduction

The City of Stayton's Draft Master Parks Plan completed in 1998 is a document that identifies how recreation facilities should be developed within the city limits and the perimeter areas. While this Plan is four years old, it is the only document establishing policies for park development in the community.

The Park and Recreation Master Plan is intended to refine this planning document and provide a long-range guide for park and recreation services. With its adoption, it will provide policies for acquiring and developing parks, open space, trails, and other recreational facilities.

As the community continues to grow, one must expect a new demand for park land and other recreation facilities. In the past, it was easy to find park land and to enjoy the natural open spaces that existed. Today new park sites are difficult to acquire, especially specialized park sites that require larger blocks of land. Added to this growth impact is the loss of natural open space to development.

The city can no longer wait to acquire land for parks, open space and trails. The city must now decide what land it needs and make an aggressive effort to bring them into public ownership while they are still available.

Existing Recreation Resources

Listed below is a summary of the park, recreation facilities and open space areas in the Stayton area. This includes land owned by the City of Stayton, and private and public schools.

Park Land:

Parks	Acres	Number of Sites
Mini Parks	1.80	2
Neighborhood Parks	9.00	2
Community Parks	7.65	1
Special Use Areas	0.00	0
Natural Open Space	106.00	2
Undeveloped Park Land	1.90	1
TOTAL	126.35	8

Facilities:

Facility	Number of Facilities
Regulation Baseball Fields	2
Regulation Softball Fields	9
Soccer Fields	3
Pathways and Trails	1.5 Miles

Recreation Demand

Information for assessing park and facility needs came from a number of sources including a public workshop meeting, park and recreation board, stakeholder interviews and the results from the previously conducted survey in 1990. Some of the findings are outlined below.

Public Workshop Meeting Results: A public workshop meeting was held in 2002, to determine public attitudes, recreation interests and recreation participation characteristics. A summary of the findings are listed below.

- The most common answer as to what recreation facilities and programs are needed in Stayton included a citywide trail system. There were several other facilities mentioned such as neighborhood parks, skate area, senior center/ activities, and an amphitheatre area for concerts in the park.

- When asked to rate existing parks' level and quality of development, the average answer was 5, based on a scale of 1-10 (10 being excellent).

- When given the opportunity to choose what improvements were most needed in Stayton, the most popular responses were trail development and acquisition of natural open space.

- In planning for future parks, residents favored open space as the most needed type of park area. Also, mentioned were community parks and neighborhood parks.

- When asked if Stayton should pursue a major capital development program for park and recreation facilities the answer was unanimously yes. A few stipulations followed that include a general obligation bond to pay for immediate improvements.

Park Land Needs

The needs assessment revealed several features lacking in the park system in Stayton. These include:

- Shortage of Neighborhood Parks: Based on a half-mile service area radius, three additional neighborhood parks are needed to cover the planning area. One of these, Santiam Park, has been acquired, but not yet developed.

- Shortage of Community Parks: Based on a one-mile service area radius, two additional community parks are needed to cover the planning area.

- Lack of Linear Parks: Five additional linear parks are needed to provide trail corridors along several ditches in the Stayton area.

- Shortage of Open Space Areas: Open Space areas are needed to preserve environmentally sensitive areas, creek corridors and especially along the Santiam River. The recent acquisition of Stayton Riverfront Park has alleviated a majority of the need.

- Lack of Special Recreation Facilities: A skate park area and senior center area are both needed in Stayton, which would add to the diversity of park and recreation facilities and also serve a targeted population group. Also, a group picnic area is needed to serve large group gatherings.

Summary of Park Needs:

Park Land	Existing Acreage	Total Need 2000	Total Need 2020
Mini Parks	1.80	1.97	4.01
Neighborhood Parks	9.00	11.86	24.06
Community Parks	7.65	23.52	47.70
Special Use Areas	0	12.34	25.03
Natural Open Space	106.00	104.01	211.00
Undeveloped Park Land	1.90		

Facility Needs

The needs assessment revealed a number of issues associated with facilities needs. These included:

- Baseball Fields: There is a shortage of baseball fields.
- Softball Fields: There is a surplus of softball fields.
- Soccer Fields: There is a shortage of soccer fields.
- Pathways/ Trails: There is a great need for additional trails and pathways.

Summary of Facility Needs:

Recreational Facilities	Existing Facilities	Total Need 2002	Total Need 2020
Baseball Fields	2	4	8
Softball Fields	9	2	4
Soccer Fields	3	5	10
Trails & Pathways	1.5 mi.	4.02	8.16

Recommended Park Guidelines

In order for the park system to function properly, neighborhood and community parks should be acquired with the intent to develop a mixture of passive and active use areas. Refer to the Layout Plan for park and recreation recommendations.

Because of their limited recreation and open space value when compared with neighborhood parks, development of mini-parks less than 2 acres should be discouraged, except where needed to provide service.

A neighborhood park should be located within walking distance (about a half mile) of most neighborhoods.

Under most conditions, neighborhood parks should be no smaller than 5 acres with the optimum being 5-7 acres. If located next to a school site, optimum park size may be reduced to 2 - 3 acres, depending upon the school facilities provided. At least 50% of the site should be flat and usable, and provide space for both active and passive uses. A minimum of two acres should be developed and maintained.

Appropriate facilities for the typical neighborhood park include open grass areas for pick-up ball games, children's playground, paved courts, picnic areas and trails.

Community parks should have a maximum size of approximately 50 acres and contain a range of both passive and active facilities. Sport fields are appropriate for these parks.

Layout Plan

- The Layout Plan has been developed as a graphic representation illustrating the overall concept for where future park sites should be located.
- On the Layout Plan, an asterisk illustrates proposed park sites. The intent is to only show a general location of where a park site should be located. The actual location will be determined based on land availability, acquisition cost and the property owner's willingness to sell.
- The location and arrangement of the parks are designed to serve the entire Planning Area (area within urban growth boundary - UGB).

Existing Parks:

Site Number	Park Name	Park Type
N-2	Quail Run Park	Neighborhood
M-3	Westown Park	Mini
C-8	Community Center Complex	Community
N-14	Pioneer Park (Nietling Property)	Neighborhood
OS-15	Wilderness Park	Open Space
M-16	Northslope Park	Mini
OS-17	Stayton Riverfront Park	Open Space

Proposed Parks:

Site Number	Park Name	Park Type
C-1	Golf Lane Park	Community
N-4	Ida Street Park	Neighborhood
L-5	Stayton Ditch Park	Linear
L-6	Salem Ditch Park	Linear
L-7	Lucas Ditch Park	Linear
OS-9	Mill Creek Open Space	Open Space
OS-10	North Santiam River Open Space	Open Space
M-13	Fir Street Park	Mini
SU-11	Skateboard Area	Special Use
N-12	Santiam Park	Neighborhood
L-18	North Santiam River Highway Park	Linear
N-19	Pine Street Park	Neighborhood
C-20	Mehama Road Park	Community

Note: Future park names are unofficial and for identification purposes only.

Recommended Specialized Facilities

Skate Board Area

From the stakeholder interviews and public workshop meeting, strong support was shown for activities for adolescent youth. Specifically, there was strong support for a skateboard area.

Group Picnic Area

From the stakeholder interviews and public workshop meeting, strong support was shown for a group picnic area. It is recommended that this type of facility be located in one of the proposed parks.

Senior Center

From the stakeholder interviews, public workshop meeting and previous survey conducted in 1990, strong support was shown for a senior center. It is recommended that the city partner with a non-profit organization to offer senior programs and services.

Recreation Programs and Services

The city may consider offering recreation programs on a limited scale. This program could be started by hiring a recreation coordinator some time in the future. If the program can build strong enough support it should be continued on a permanent basis.

Sport Fields

While there is interest in developing a sport field complex, the cost of acquiring land will be significant. As a result, it is recommended that additional sport fields be developed at each of the proposed community parks and that each park emphasize one type of field play (e.g., soccer or baseball). This will enable the city to meet long-term needs as well as meet the desires of the sport organizations.

As more sport fields are developed, it will become more expensive for the city to maintain its facilities. Recognizing this, it is recommended that fields be developed and maintained according to an expected level and type of use.

Financing Strategy

The cost of developing all of the projects detailed in the plan could easily exceed $20 million. This amount would be difficult to fund at one time, and in fact, all of the facilities and improvements are not needed immediately. However, there are priorities of actions that need to be taken in the near future, one of which is the acquisition of park land.

As a result, it is recommended that a short-term financing strategy be developed to fund projects of immediate need. This short term funding strategy is presented as the Capital Improvement Plan.

The center point of funding programs is a 20-year general obligation bond. This funding option will raise $2 million that can be used for immediate park land acquisition and development. Other funding sources to complete the financing package include the use of park system development charges, city General Fund money, grants and donations.

Funding Package (6-year period)

Revenue Sources	
G.O. Bond	2,000,000
System Development Charges	300,000
Capital Projects Fund	150,000
Grants	80,000
Donations	200,000
Total Funding Sources	$2,730,000
Expenditures	
Park Upgrade & Improvements	295,000
Land Acquisition	1,000,000
Park Development	1,235,000
Trail Development	200,000
Total Expenditures	$2,730,000

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Photo: Quail Run Park

SECTION 1
Background and Community Profile

Introduction

The purpose of this document is to provide a long-range plan for the delivery of park and recreation services within the Stayton area. This plan shall be updated at least every five (5) years. The features of this plan include:

- An analysis of the existing park system
- A review of current department operations
- An assessment of park and facility needs
- Development policies for park acquisition and development
- Recommendations on managing the park and recreation program
- A funding strategy for financing existing and future services.

Public Involvement

In order to reflect the views of the community and build consensus support for the plan, public participation was an integral part of the planning process. Public involvement was achieved through the following methods:

- Public workshop meeting
- Stakeholder interviews
- Meeting with the Park and Recreation Advisory Board

The methods focused on activities that solicited input and public involvement from a variety of interests.

Photo: Public Workshop Meeting 2002
(Photo provided by the Stayton Mail)

Planning Process

The planning process was divided into four basic elements. These are outlined below.

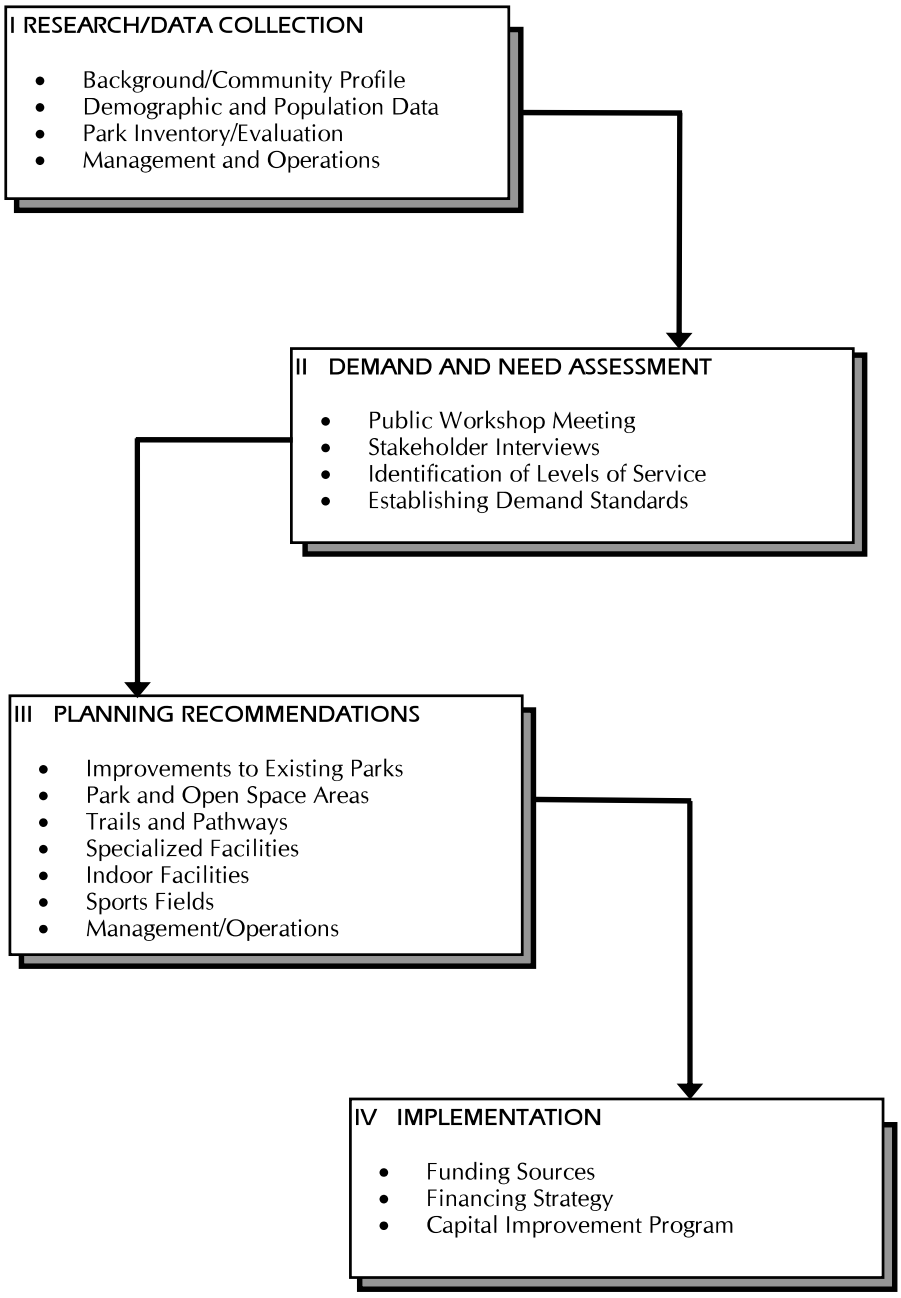


FIGURE 1.1
Planning Process

Integration with other Planning Documents

The Stayton Comprehensive Plan prepared in 1990 has influenced, to a varying degree, park and recreation services within the city. These documents were reviewed for policies, guidelines and relevant information that could be used and incorporated into the city's Park and Recreation Master Plan. A summary of each of these is listed below:

Comprehensive Plan

The 1990 comprehensive plan contains a number of sections related to park and recreation services. These include:

Parks and Recreation: Provides an inventory and policies for upgrading existing parks, park standards and new park and waterfront development.

Transportation: Provides policies for various types of transportation, including bikeways.

This plan identifies general policies, goals, and levels of service and facility improvements. The main focus of this planning effort was to identify a capital improvement program based on the established level of service. Projects addressed deficiencies based on regulations, current policies and discretionary improvements.

Regional Setting

Located in the central portion of the Willamette Valley, the city of Stayton is located a short distance (17 miles) from the state capital in Salem. It sets in the eastern portion of Marion County, approximately 65 miles north of Eugene, and 60 miles south of Portland. The city was incorporated in 1891.

Stayton is an integral part of the Salem Metropolitan Statistical Area (Salem MSA), which includes all of Marion and Polk counties. The economic base of the MSA is closely tied to state government, agriculture, and forest products. About 41 percent of the land in Marion County is devoted to farming, and 46 percent is commercial forest.

Residents have access to six developed city parks, numerous nearby state and county parks, a covered municipal swimming pool, seven tennis courts, two all-weather track facilities, a fully equipped community center, and a new library. Furthermore, Stayton is just a short drive from an abundance of outdoor recreation: rock climbing, backpacking, fishing, hunting, and water and snow skiing.

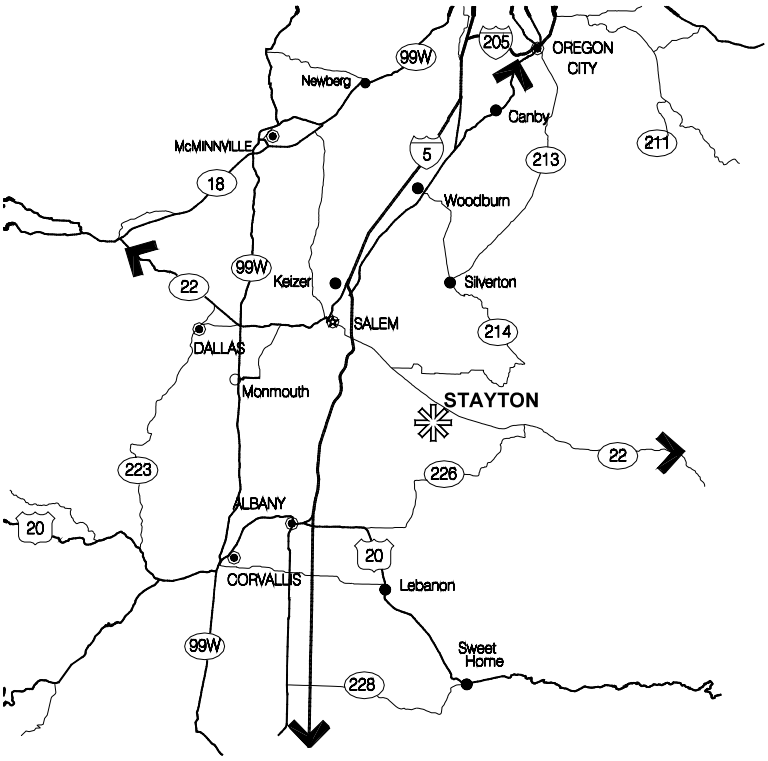


FIGURE 1.2
Regional Location

Planning Area

The planning area for this study includes the city limits of Stayton (approximately 1,713 acres) plus the unincorporated lands within the city's urban growth boundary (UGB). All totaled, the planning area encompasses approximately 3,196 acres.

Generally, the boundaries of the planning area extend from North Santiam Highway on the north, to the North Santiam River on the south and along Salem Ditch to the west.

The planning area for this study is illustrated in Figure 1.3 below.

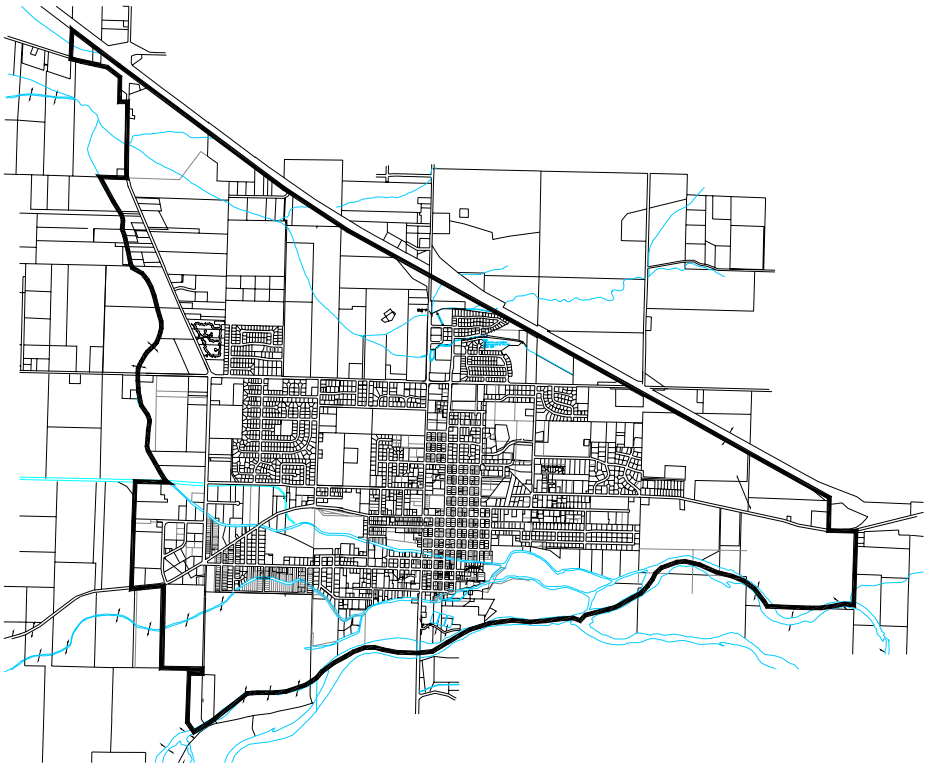


FIGURE 1.3
Planning Area Map

Demographics

According to the U.S. Census information, the 1990 population for Stayton was placed at 5,011 persons and the 2000 population was 6,816. This represents a 36.0% increase over the 10-year period or 3.6% annually.

Population

In order to develop a current population figure (2002), the 2000 population has been extrapolated at a rate of 3.6% from 2000-2002. Based on this calculation, the 2002 population was determined to be approximately 7,061.

Age

The demographic profile for the city of Stayton is similar to surrounding communities that are of comparable size. In general, the age profile in Stayton is concentrated in the young adult age groups (ages 35-44), with a lower percentage of the population in the 18 and under age groups and the very lowest percentage in the 65 and over category. Overall, the age distribution can be characterized as a community with a high number of young adults.

Typically, the older the population, the less they participate in active or competitive recreation activities. In contrast, youth age groups tend to participate in recreation activities more frequently than any other age group and favor activities more active and competitive in nature. This would include activities such as basketball, baseball, soccer, swimming and bicycling.

Young adults (ages 18-35) are also an active age group and typically form the core of adult competitive sports. Older adults (ages 35-65) typically have less time to devote to recreational activities and tend to have more passive interest in recreation programs. Recreational time is at a premium and often limited to weekends and occasional evenings.

Table 1.1
Age Distributions 2000
Selected Geographic Areas

	Age Under 18	Ages 18 to 64	Age 65 and Over	Median Age
State of Oregon	27.6%	59.6%	12.8%	36.3
Marion County	30.4%	57.1%	12.3%	33.7
City of Stayton	34.1%	53.7%	12.2%	**32.3**
City of Keizer	30.1%	57.8%	12.2%	34.4
City of Monmouth	31.8%	59.2%	8.9%	23.1
City of Silverton	34.7%	52.1%	13.4%	33.4

Source: US Census Bureau

As you can see from the table on the previous page, the city of Stayton has a higher percentage of residents under the age of 18. Significant portions of the residents are within the 19-64-age category. By the median age, it would appear that a majority are young families. The specific age breakdowns are listed below.

Overall, Stayton is in line with other cities of comparable size. Monmouth is the only city in Oregon that has a significantly younger population. However, this can be attributed to the presence of Western Oregon University located in Monmouth.

Table 1.2
Age Breakdown 2000
City of Stayton

Category	Population	Percentage
0-5	610	8.9%
5-9	525	7.7%
10-14	565	8.3%
15-19	623	9.1%
20-24	462	6.8%
25-34	854	12.5%
35-44	**1,033**	**15.2%**
45-54	835	12.3%
55-59	251	3.7%
60-64	221	3.2%
65-74	437	6.4%
75-84	295	4.3%
85-+	105	1.5%
TOTAL	6,816	100%

Source: U.S. Census Bureau

Income

According to the U.S. Bureau of Economic Analysis, Marion County's median income of $23,828 is slightly lower than the statewide average of $26,958. However, Marion County has experienced steady growth over the past decade. This is typical of other counties of similar size.

Table 1.3
Per Capita Personal Income
1990-1999

Year	Marion County	Oregon
1990	17,079	18,253
1991	17,765	18,806
1992	18,351	19,558
1993	18,925	20,404
1994	19,941	21,421
1995	20,946	22,668
1996	21,616	23,649
1997	22,073	24,844
1998	22,929	25,996
1999	23,828	26,958

Source: U.S. Bureau of Economic Analysis

Population Projections

Population growth primarily occurs through two means; 1) annexation and 2) in-migration. Both of these sources are particularly critical in identifying new demand for park and recreation services.

In order to develop population projections, the 2000 population has been extrapolated at a rate of 3.6% from 2002-2020. Based on this calculation, the 2010 population was determined to be approximately 9,708 and the 2020 population was 13,827. Shown below are the population projections for Stayton.

Table 1.4
Population Projections
Stayton Planning Area

Year	Stayton Planning Area
1990	5,011
1995	5,980
2000	6,816
2005	8,134
2010	9,708
2015	11,586
2020	**13,827**

Source: MIG, Inc

Photo: Wilderness Park

SECTION 2

Existing Park and Recreation Services

Introduction

This section of the report identifies park and recreation areas located within the Stayton planning area.

An analysis was made of all city facilities including park sites in December 8, 2001. For a complete analysis refer to the City of Stayton, Building Evaluation for ADA Compliance.

The following table is a summary by type of all parks and recreation areas.

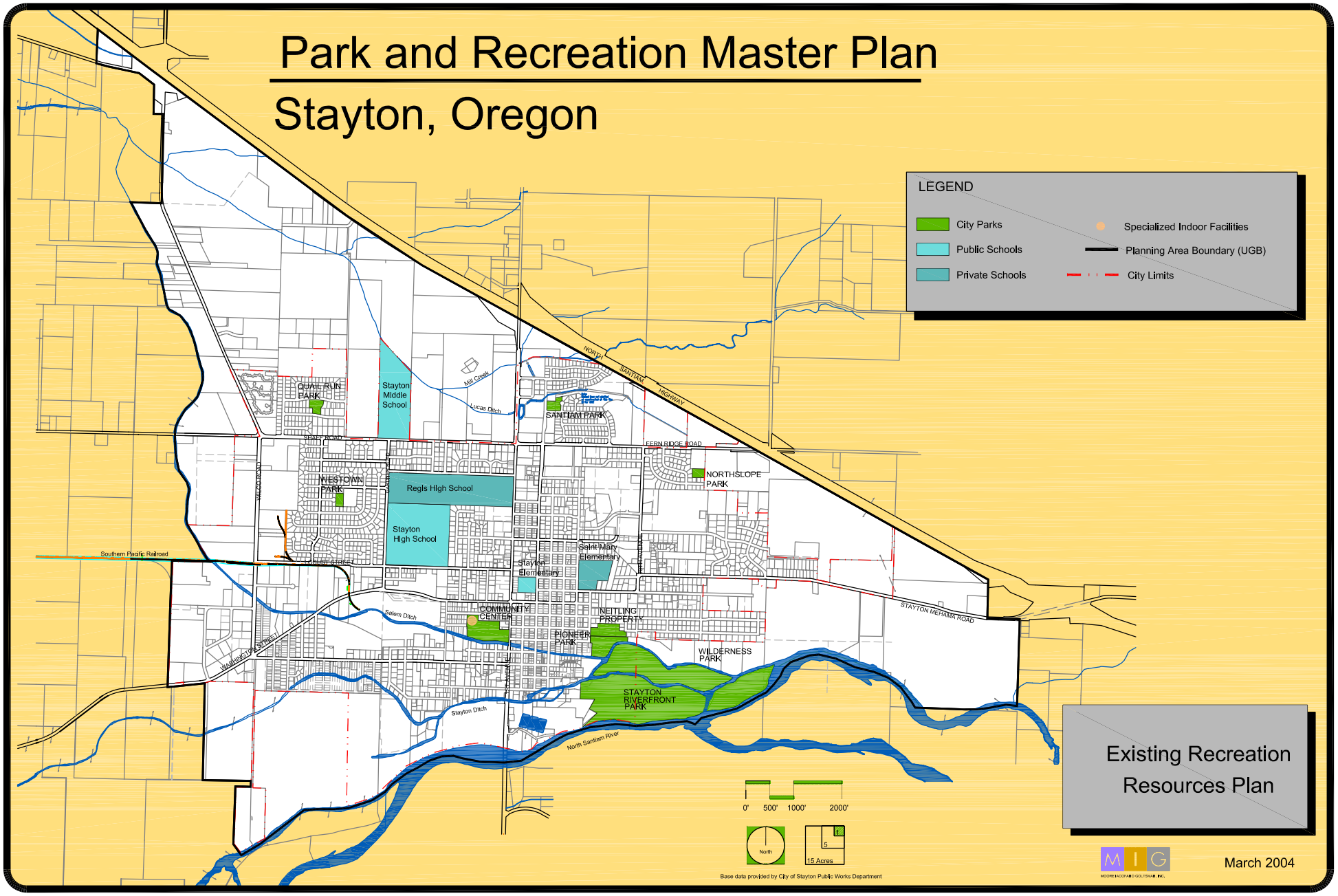
Table 2.1
Summary of Parks and Recreation
Facilities (All Agencies) in Acres
Stayton Planning Area

Agency Park Land Type	Stayton	Public Schools	Private Schools	TOTAL
Mini-Parks	1.80	0.000	0.00	1.80
Neighborhood Parks	9.00	0.00	0.00	9.00
Community Parks	7.65	0.00	0.00	7.65
Regional Parks	0.00	0.00	0.00	0.00
Special Use Areas	0.00	0.00	0.00	0.00
Linear Parks	0.00	0.00	0.00	0.00
Open Space Areas	106.00	0.00	0.00	106.00
Gateways/Entrance Areas	0.00	0.00	0.00	0.00
Beautification Areas	0.00	0.00	0.00	0.00
Undeveloped Land	1.90	0.00	0.00	1.90
School Recreation Land	0.00	56.19	31.75	87.94
TOTAL	126.35	56.19	31.75	214.29

On the following page is a map of the existing parks and open space areas.

Park and Recreation Master Plan

Stayton, Oregon



Existing Recreation Resources Plan

MIG
MOORE IACOFANO GOLTSMAN, INC.

March 2004

Park Land Definitions

The most effective and efficient park system to manage is one made up of different types of parks; each designed to provide a specific type of recreation experience or opportunity. When classified and used properly, they are easier to maintain, create fewer conflicts between user groups and have less impact on adjoining neighbors. In order to assess the park system in Stayton and to address specific land needs, the existing resources have been classified based on the following classifications.

Mini-Parks

Mini-parks, tot lots and children's playgrounds are all small single purpose play lots designed primarily for small children usage. Because of their size, the facilities are usually limited to a small open grass area, a children's playground and a small picnic area. Size ranges from 0.25 to 2 acres.

Neighborhood Parks

Neighborhood parks are a combination of playground and park designed primarily for non-supervised, non-organized recreation activities. They are generally small in size and serve an area of approximately a one half-mile radius. Typically, facilities found in a neighborhood park include a children's playground, picnic areas, trails, open grass areas for passive use, outdoor basketball courts and multi-use sport fields for soccer, youth baseball, etc. Size ranges from 2 to 10 acres, with the optimum size at 5-7 acres.

Community Parks

A community park is planned primarily to provide active and structured recreation opportunities. In general, community park facilities are designed for organized activities and sports, although individual and family activities are also encouraged. Community parks serve a much larger area and offer more facilities. As a result, they require more in terms of support facilities such as parking, restrooms, and covered play areas. Community parks usually have sport fields or similar facilities as the central focus of the park. Their service area is roughly a 1-2 mile radius. Size ranges from 20 to 50 acres, with the optimum size being 30 acres.

Special Use Areas

Special use areas are miscellaneous public recreation areas or land occupied by a specialized facility. Some of the uses that fall into this classification include special purpose areas, community gardens, single purpose sites used for field sports or sites occupied by buildings.

Within this context, there are a number of different sub-categories of special use areas. These include:

Athletic park sites are where sport fields are the central focus. Facilities may consist of baseball, softball and soccer fields. Supplemental activities may include tennis, volleyball and picnic areas.

Single purpose sites are dedicated for unique types of recreational activities. This would include facilities such as indoor facilities and skate parks.

Linear Parks

Linear parks are developed landscaped areas and other lands that follow linear corridors such as abandoned railroad right-of-ways, canals, power lines and other elongated features. This type of park usually contains trails, landscaped areas, viewpoints and seating areas.

Open Space Areas

Natural open space is defined as undeveloped land primarily left in its natural environment with recreation uses as a secondary objective. It is usually owned or managed by a governmental agency and may or may not have public access. This type of land often includes wetlands, steep hillsides or other similar spaces. In some cases, environmentally sensitive areas are considered as open space and can include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species.

Within this context, there are a number of different sub-categories of open space. These include:

Forest Resource Land: Consists of lands with significant areas devoted primarily to forests.

Buffers: Includes lands adjacent to highways, to enhance "gateway" entrances, community separators between urban areas, and lands that serve as buffers between urban development and resource land.

Greenway Corridors: Consists of lands linking existing resource areas (e.g., parks, trails, view sheds), wildlife corridors, and waterways.

Ecosystems Lands: Includes lands providing essential ecosystem services (e.g., flood control, erosion control, and water purification and aquatic ecosystems (streams, ponds, riparian corridors, etc.)).

Lands that Protect Wildlife and Natural Communities: Includes lands that contain endangered, rare or threatened species and natural plant communities indigenous to the region.

Lands of Historical, Cultural and Educational Importance: Consists of lands containing historic buildings or sites; land that has archeological significance; and lands that are of educational or scientific value

View Properties: Includes lands that possess outstanding scenic qualities visible from roadways and other resources and hilltop lands/areas that offer panoramic views.

Table 2.2
Summary of City Parks and Recreational Areas By Type
Stayton Planning Area

Park Areas	Total Acres	Percent Developed	Comments
Mini-Parks			
Westown Park	0.84	75%	
Northslope Park	0.96	50%	
Subtotal	**1.80**		
Neighborhood Parks			
Quail Run Park	2.00	75%	
Pioneer Park (Nietling Property)	7.00	90%	
Subtotal	9.00		
Community Parks			
Community Center Complex	7.65	100%	Contains Swim Pool
Subtotal	7.65		
Regional Parks			
None			
Subtotal	0.00		
Special Use Areas			
None	0.00		
Subtotal	**0.00**		
Linear Parks			
None			
Subtotal	**0.00**		
Open Space Areas			
Wilderness Park	55.00	100%	River Access
Stayton Riverfront Park	51.00	0%	River Access
Subtotal	**106.00**		
Gateway/Entrance Areas			
None			
Subtotal	0.00		
Beautification Areas			
None			
Subtotal	**0.00**		
Undeveloped Lands			
Santiam Park	1.90	0%	Future Neighborhood Park
Subtotal	**1.90**		
TOTAL	**126.35**		

Table 2.3
Summary of City Park Facilities by Type/Site (City Only)
Stayton Planning Area

Park Area Services Matrix	Reg. Baseball Fields	Youth Base/ softball Fields	Reg. Softball Fields	Soccer Fields	Open Play Areas	Tennis Courts	Volleyball Courts	Basketball Courts	Playground Areas	Shelter Buildings	Picnic Areas	Restrooms	Parking Areas	Pathway/Trails	Natural Areas	Indoor Facilities	Other
Mini-Parks																	
Westown Park								½	X		X			X			
Northslope Park								½	X		X						Entrance to the park is at the east end of Dawn Drive
Neighborhood Parks																	
Pioneer Park (Nietling Property)					X			1-full	X	X	X	X	X	X	X		Old growth trees
Quail Run Park					X			½	X		X			X			
Community Parks																	
Community Center Complex					X	3			X		X	X	X	X		X	Practice wall
Regional Parks																	
None																	
Special Use Areas																	
None																	
Open Space Areas																	
Wilderness Park													X	X	X		Park begins at covered bridge
Stayton Riverfront Park															X		
Linear Parks																	
None																	
Gateway/Entrance Areas																	
None																	
Beautification Areas																	
None																	
Undeveloped Lands																	
Santiam Park																	Undeveloped

School Facilities

Schools are an important resource for recreation facilities such as sports fields, playgrounds and gymnasiums.

Public Schools

Table 2.4
Summary of Existing Public School Facilities
Stayton Planning Area

School Facility	Acres	Facility
Elementary Schools		
Stayton Elementary School	5.60	Multi-purpose field, 2-½ basketball courts, play equip. track, 1-softball field, 2-little league fields
Middle Schools		
Stayton Middle School	17.99	2-little league fields, 1-soccer field, 2-softball fields, 1-playground, 4-indoor basketball courts, 1 full size outdoor basketball court, 1-track
High Schools		
Stayton High School	32.60	1-baseball, 1-softball, 1-softball practice field, 1-track/football field (stadium), 4 tennis courts, 4-indoor basketball courts, 2-sand volleyball courts, 1-track
TOTAL	87.94	

Private Schools

Table 2.5
Summary of Existing Private School Facilities
Stayton Planning Area

School Facility	Acres	Facility
Elementary Schools		
Saint Mary's Elementary	6.15	2-little league fields, 1-softball field, 1-track, 1-outdoor basketball court, 1-indoor basketball court
High Schools		
Regis High School	25.60	1-soccer/football field, 1-track/football, 2-multi-purpose fields (same as above), 1-basketball, 4-softball fields, 1-indoor basketball court, 1-baseball field, 1-track, 1-soccer field
TOTAL	87.94	

Facility Definitions

The most functional type of recreational facilities are those that are adequately designed and developed to serve a particular function. However, for various reasons (e.g., facility shortages, poor condition), sport facilities are often used for activities or sports they were not designed for. In order to assess the condition of existing facilities and to address additional needs, the facilities have been divided into the following categories.

Regulation Baseball Fields	Field dimensions: 320'+ outfields, 90 baselines, grass infield; permanent backstop and support facilities
Youth Baseball/Softball Fields	Field dimensions: 200'+ outfields, 60 baselines, dugouts. Grass infield not required; permanent backstop and support facilities
Regulation Softball Fields	Field dimensions (Slow-pitch): 250' minimum-women 275' minimum-men outfields, 60 baselines, (fast pitch) 225'; skinned infield; permanent backstop and support facilities
Multi-Use Backstops	Field dimensions: 150'+ outfields, all grass field and backstop only
Regulation Soccer Fields	Field dimensions: 195' x 225' by 330' x 360', grass or all weather surfacing; permanent or portable goals
Youth Soccer Fields	Field dimensions: varies according to age U14 (60 yds. x 110 yds.) - U6 (20 yds. x 30 yds.); permanent or portable goals
Football Fields	Field dimensions: 160' x 360'; permanent goals
Tennis Courts	Appropriate dimensions, fenced and surfaced with a color coat.
Gymnasium Space	Appropriate dimension for the sport and have adequate dimensions outside the court for safe play. Playing surface should be of resilient flooring.
Swimming Pools	Appropriate dimension for intended use (recreation or competitive).
Basketball Court	42'-50 x 74'-94 plus appropriate perimeter distance
Volleyball Court (Sand)	30' x 60' plus appropriate perimeter distance

Summary of Facilities

Below is a list of recreational facilities categorized by type. This includes regulation baseball fields, youth baseball/softball fields, multi-use backstops, regulation softball fields, regulation soccer fields, youth soccer fields, football fields, tennis courts, gymnasium space and swimming pools. It should also be noted that the quality and condition of the facilities varies significantly between organizations. In many instances, the playing fields are uneven or lack adequate upkeep and maintenance.

Table 2.6
Summary of Recreation Facilities by Type
Stayton Planning Area

Regulation Baseball Fields

No.	Location	Comments	Condition
1	Stayton High School		Fair
1	Regis High School		Good
2	TOTAL		

Youth Baseball / Softball Fields

No.	Location	Comments	Condition
3	Saint Mary's Elementary School	Covered dugouts, one for little league, 1-softball	Fair
2	Stayton Middle School		Fair
3	Stayton Elementary School	1-softball, 2-little league	Fair
8	TOTAL		

Multi-Use Fields

No.	Location	Comments	Condition
2	Regis Catholic High School	1-soccer/football 1-track/football	Good
1	Stayton High School	1-track/football	Good
1	Stayton Elementary School	All soil	Poor
4	TOTAL		

Regulation Softball Fields

No.	Location	Comments	Condition
4	Regis Catholic High School		Good
1	Stayton High School	1-softball field	Good
1	Stayton High School	Softball practice field	Good
6	TOTAL		

Regulation Soccer Fields

No.	Location	Comments	Condition
1	Regis High School		Good
1	TOTAL		

Youth Soccer Fields

No.	Location	Comments	Condition
1	Stayton Middle School		Fair
1	TOTAL (		

Football Fields

No.	Location	Comments	Condition
1	Stayton High School	Football field and stadium	Good
1	Regis Catholic High School	Football field	Good
2	TOTAL (Football Fields)		

Tracks

No.	Location	Comments	Condition
1	Stayton High School		Good
1	Regis High School		Good
1	Stayton Elementary School		Fair
1	Stayton Middle School		Fair
4	TOTAL		

Tennis Courts

No.	Location	Comments	Condition
3	Community Center Complex	Needs resurfacing	Poor
4	Stayton High School		Fair
7	TOTAL		

Outdoor Basketball Courts

No.	Location	Comments	Condition
1	Westown Park	½ court	Fair
1	Pioneer Park (Nietling Property)	Full size	Fair
1	Quail Run Park	½ court	Good
3	TOTAL		

Volleyball Courts (sand)

No.	Location	Comments	Condition
2	Stayton High School		Good
2	TOTAL		

Gymnasiums

No.	Location	Comments	Condition
2	Stayton High School		
1	Regis High School		
2	Stayton Middle School		
1	Stayton Elementary		
1	Saint Mary's Elementary		
7	TOTAL (Gymnasiums)		

Swimming Pools

Sq Ft	Location	Comments	Condition
1	Community Center Complex		Good
1	TOTAL (Pools)		

Photo: Community Center Complex

SECTION 3
Existing Operations

Introduction

This section of the report examines the existing organizational structure for managing park and recreation services in Stayton. It contains an analysis of the existing operations, organizational structure, staffing levels, operating cost and revenue production and maintenance levels.

Operations

Services Provided

Current park and recreation services in Stayton are provided by the city and many private and quasi-private organizations. The city is the primary provider of park land and open space. In the past, the city had paid the YMCA about $60,000 annually to manage the existing swimming pool. However, recently, the city has decided to manage the pool solely.

The city has no sport fields in any of its parks. Private sport groups use school facilities to run their programs. Most residents who wish to participate in other types of recreation programs must travel to Salem.

Organizational Structure

Park maintenance responsibility is under the City's Public Works Department. The park maintenance crew consists of one full-time person and the equivalent of an additional 2,206 hours of seasonal work.

Cost of Service

The current operating budget for park and recreation services is as follows:

Park Maintenance	$121,225
Swimming Pool (utility cost)	$173,304
TOTAL	$294,529

On a per-capita basis, the total cost of park and recreation services in Stayton amounts to about $45.70 per capita. This amount is about average for most Oregon communities. However, many Oregon communities also provide other recreation services as well.

Providing additional recreation services such as organized sports, recreation programs and other activities that generate revenue, could substantially increase the city's level of service without a corresponding budget increase.

Current park maintenance costs (excluding the utility cost of the swimming pool) is about $121,225. On an annual per-acre basis, this amounts to about $5,957.

System Development Charges (SDC's)

The city currently collects a fee of $1,062 for every new residential unit built in the city. This money is placed in a reserve account and can only be used for park development. Currently, this account has about $228,324. It is being reserved for the development of Santiam Park. On average, about $30,000 is added to the account each year.

Photo: Westown Park

SECTION 4
Park and Facility Needs

Introduction

This section of the report summarizes park and facility needs for the Stayton planning area. It is based on a recommended goal that describes a level of service, which the city wishes to achieve. A detailed report on how each facility need was derived can be found in Appendix C-3.

The park and facility needs have been identified for the Stayton Planning Area. This encompasses the area within the current city limits, as well as the land within the city's Urban Growth Boundary (UGB). The process for identifying need was:

1. Evaluating existing political and physical attributes of the city.
2. Evaluating the existing supply of recreation resources.
3. Identifying demand through the public workshop meeting and survey performed in 1990.
4. Forecasting current park and facility needs utilizing various approaches.

Approaches to Assessing Needs

There are several approaches to estimating needs for park and recreation facilities. They include the use of national standards, measurement of participation levels, user trend analysis, input from the public meeting, goal setting and participation models. Since we used a combination of these, each is briefly described beginning below.

National Standards

Standards were first created by a group of professionals who established an easily understood format of what "seemed to be right" based on their practical experience in the field. These standards were felt to be most useful if stated in quantifiable terms of acres or facilities per given population level, e.g., 10 acres of park land per 1,000 population.

The most recognized standards were those published by the National Recreation and Park Association (NRPA). In 1983, they published the first edition titled "Recreation, Park and Open Space Standards". The problem with this approach was that communities were adopting the national standards without taking into account local conditions. The result was often standards the agency could not possibly achieve.

In 1996, NRPA developed a new approach to assessing needs based on a desired level of service or "LOS". This LOS is a way of accurately calculating the minimum amount of land to provide all of the recreation activities and facilities desired in the communities. LOS is still expressed in terms of acres per population, but is driven by needs facility based and land measured formulas.

Participation Levels Analysis

Recognizing the need to reflect local conditions, approximately 15 years ago MIG, Inc. began measuring per capita participation levels in every community it studied. Participation level is measured in terms of number of occasions in a given 30-day period when that activity is in season. The activity level is then compared to other similar communities or with the NORTHWEST AVERAGE, which is the weighted average of the last 15 communities surveyed.

By comparing the subject community with the NORTHWEST AVERAGE, we can determine if participation is above or below average. This then gives us an indication as to whether Stayton should be above or below average.

Trend Analysis

With this approach, extrapolating historical use statistics for each type of facility develops facility demand estimates. If local statistical information is used, the results can be reasonably accurate because they reflect use in the specific community. However, local conditions or current trends in recreation interests can influence the trend analysis approach. As an example, if one charts tennis playing over the last 20 years, a cycle of interest and level of play emerges. Also, operating conditions such as quality of the facility, its location, user fees and hours of operation can all play an important role in the level of use. We sometimes use this method to forecast team registration if the number of facilities remains constant.

Public Meetings

Some communities rely quite heavily on input from the general public to assess the needs. However, this approach by itself may not reflect the true community need because special interest groups often do not necessarily represent the true community's interest. On the other hand, the inability to encourage residents to attend a meeting in the first place is always a challenge with public meetings.

Goals

In some instances, community goals are expressed as the need without quantifiable or statistical analysis to support the goal. An example might be, "It is our goal to acquire as much natural open space as possible". Goals reflect a community's desire. While this approach is not the most ideal, in some instances it is the only option possible. In the above example, it would be very difficult to come up with a statistically valid standard such as "xx" acres per 1,000 population. It is a valid approach if the goal can be supported by a true evaluation of community values and desires.

Participation Models

Participation models are refined statistical formulas for establishing a quantifiable standard. They are based on actual participation characteristics taken from individual uses. When a large sample is taken, a fairly accurate statistical profile can be made.

The most accurate participation models are developed for a specific type of area or facility. Unfortunately, these models are very costly to develop because of the data needed and they usually only deal with one type of facility. However, based on studies of specific types of facilities over the years, we have developed participation models for such items as trails and swimming pools.

Summary of Park and Facility Needs

The 1990 recreation survey, the 2002 parks public workshop meeting, and stakeholder interviews revealed a number of issues affecting the needs for park and recreation services in Stayton. These included the amount of park land needed, the type and location of parks, and what types of services and programs are needed.

There are a number of deficiencies in the Stayton park and recreation system. Some of these include a shortage of community and neighborhood parks, the absence of a comprehensive open space and off-street trail system and youth age facilities like a skate park. The following is a summary of park and facility needs in Stayton.

- Based on a one-mile service area, two additional community parks are needed to serve the entire planning area.
- 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, but not yet developed.
- Linear parks are needed to provide trail corridors along several ditches in the Stayton area.
- Open space areas are needed to preserve environmentally sensitive areas, creek corridors and especially the Santiam River.
- 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.
- 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.
- There is a current need for both baseball and soccer fields. A portion of the need for baseball could be accomplished by converting some of the surplus softball fields to baseball fields.

Listed in the table below is a summary of park land needs in the Stayton planning area.

Table 4.1
Comparison of Current Ratio and Recommended Demand Standard
Park and Recreation Facilities

Recreation Area	Current Standard	Recommended Standard
Areas		
Mini-Parks	0.26 Ac./1,000 Pop	0.29 Ac./1,000 Pop
Neighborhood Parks	1.32 Ac./1,000 Pop	1.74 Ac./ 1,000 Pop.
Community Parks	1.13 Ac./1,000 Pop	3.45 Ac./1,000 Pop
Regional Parks	None	None
Special Use Areas	None	1.81 Ac./1,000 Pop.
Linear Parks	None	7.88 Ac./1,000 Pop.
Open Space Areas	15.55 Ac./1, 000 Pop	15.26 Ac./1,000 Pop
Facilities		
Baseball Fields	1 Field/ 3,408 Pop.	1 Field /1,700 Pop.
Softball Fields	1 Field/ 687 Pop.	1 Field/ 3,400 Pop.
Soccer Fields	I Field/ 2,272 Pop.	1 Field/ 1,350 Pop.
Pathways and Trails	0.22 Miles/1,000 Pop.	0.59 Ac./ 1,000 Pop.

Table 4.2
Summary of Park and Facility Needs (2000)
Park and Recreation Facilities

Area or Facility	Existing Inventory	Year 2000 Demand	Additional Need
Areas			
Mini-Parks	1.80 Ac.	1.97 Acres	0.17 Acres
Neighborhood Parks	9.00 Ac.	11.86 Acres	2.86 Acres
Community Parks	7.65 Ac.	23.52 Acres	15.87 Acres
Regional Parks	0.00 Ac.	0.00 Acres	0.0 Acres
Special Use Areas	0.00 Ac.	12.34 Acres	12.34 Acres
Linear Parks	0.00 Ac.	53.71 Acres	53.71 Acres
Open Space Areas	106.00 Ac.	104.01 Acres	(1.99Acres)
Facility			
Baseball Fields	2 Fields	4 Fields	2 Fields
Softball Fields	9 Fields	2 Fields	(7 Fields)
Soccer Fields	3 Fields	5 Fields	2 Fields
Pathways and Trails	1.5 Miles	4.02 Miles	2.52 Miles

Table 4.3
Summary of Park and Facility Needs (2020)
Park and Recreation Facilities

Area or Facility	Existing Inventory	Year 2020 Demand	Additional Need
Areas			
Mini-Parks	1.80 Ac.	4.01 Acres	2.21 Acres
Neighborhood Parks	9.00 Ac.	24.06 Acres	15.06 Acres.
Community Parks	7.65 Ac.	47.70 Acres	40.05 Acres.
Regional Parks	0.00 Ac.	0.00 Acres	0.0 Acres.
Special Use Areas	0.00 Ac.	25.03 Acres	25.03 Acres.
Linear Parks	0.00 Ac.	108.96v	108.96 Acres.
Open Space Areas	106.00 Ac.	211.00 Acres	105.00 Acres.
Facility			
Baseball Fields	2 Fields	8 Fields	6 Fields
Softball Fields	9 Fields	4 Fields	(5 Fields)
Soccer Fields	3 Fields	10 Fields	7 Fields
Pathways and Trails	1.5 Miles	8.16 Miles	6.66 Miles

Photo: Pioneer Park

SECTION 5
Recommendations

Introduction

This section of the Parks and Recreation Master Plan discusses the recommendations for specific lands and facilities. These recommendations are divided into the following categories:

Park and Facility Categories
Mini-Parks
Neighborhood Parks
Community Parks
Linear Parks
Special Use Areas
Natural Open Space Areas
Undeveloped Lands
Trails and Pathways
Specialized Recreational Facilities
Sport Field Facilities

Layout Plan

The Layout Plan is a graphic representation of the concept plan and shows the general location of where future parks and recreational facilities should be located in Stayton. A map locating existing and proposed park sites, open space areas and trails, is shown on page 5-3. Some important notes about the Layout Plan are discussed below.

1. A letter of the alphabet and number (such as N-12) defines each site on the Layout Plan. The number is for site identification only and corresponds to text in this section. The letter represents the type of existing or proposed park and are identified as follows:

Symbol	Park Type
M	Mini Parks
N	Neighborhood Parks
C	Community Parks
L	Linear Parks
OS	Open Space Areas

2. On the Layout Plan, an asterisk illustrates proposed park sites. The intent is to <u>only</u> show a general location of where a park site should be located. The actual location will be determined based on land availability, acquisition cost and the property owner's willingness to sell.

3. The location and arrangement of the parks, open space areas and trails systems are designed to serve the entire planning area.

Planning Concept

The ideal park system for a community is one made up of a hierarchy of various park types, each offering certain types of recreation and/or open space opportunities. Separately, each park type may serve only one basic function, but collectively they will serve the entire needs of the community. By recognizing this concept, Stayton can develop a more efficient, cost effective and usable park system. In addition, this approach will help to reduce conflicts between park users and nearby neighbors.

The proposed park system for Stayton centers around the premise that a community and/or neighborhood park will be located within convenient walking distance of most residents. This can be accomplished by developing or expanding existing parks and acquiring additional land within areas designated for residential development. This core system of parks will provide the basic active and passive recreational opportunities. Supplementing these parks will be one mini park and numerous natural open space areas and linear parks.

The park, recreation and open space areas proposed in this plan are designed to achieve several objectives. These include:

1. Provide an active neighborhood/community park type facility within walking distance of most residents of Stayton.

2. Preserve and or/conserve open space corridors along creeks, urban drainage corridors and especially the North Santiam River.

3. Identify a network of off-street trails throughout the Stayton area.

It should also be noted there are several opportunities to coordinate with other departments, agencies or jurisdictions in order to fulfill the objectives outlined in this plan.

General Park Recommendations

Some of the general park issues and needs we have observed with the park system include the following:

- Need to provide parks within neighborhoods where no parks now exist.

- Provide a broader range of park types in the community including natural open space and active use parks

- Provide a broader range of recreation facilities within the parks.

- Upgrade play equipment in parks that currently have outdated and unsafe equipment.

Park and Recreation Master Plan

Stayton, Oregon

Park and Facility Index

For reference purposes, a discussion on existing and proposed parks can be found on the following pages.

EXISTING PARK AND NATURAL OPEN SPACE SITES

PARK NAME	PAGE #
Community Center Complex	5-15
Northslope Park	5-7
Quail Run Park	5-10
Pioneer Park (Neitling Property)	5-11
Santiam Park	5-10
Stayton Riverfront Park	5-23
Westown Park	5-6
Wilderness Park	5-23

PROPOSED PARK AND NATURAL OPEN SPACE SITES

PARK NAME	PAGE #
Golf Lane Park	5-15
Mehama Road Park	5-16
North Santiam River Greenway	5-22
Mill Creek Greenway	5-22
Ida Street Park	5-10
Lucas Ditch Park	5-19
Stayton Ditch Park	5-18
Salem Ditch Park	5-18
Fir Street Park	5-7
Skateboard Area	5-30
Santiam Highway ROW	5-19
Pine Street Park	5-11

Park Land Recommendations

Mini-Parks

Mini-parks, tot lots, or children's playgrounds are all small, single-purpose play lots designed primarily for use by small children. Because of their size, the facilities found at these sites are usually limited to a small open grass area, a children's playground and a picnic area. Sometimes, mini-parks contain a small multi-purpose court for basketball.

A nearby school playground, if appropriately designed and available for use, can sometimes serve this function.

Service Level

Existing Inventory	1.80 acres

- Westown Park
- Northslope Park

Additional Need	0.17 acres
Current Service Level:	0.26 acres/1,000 population
Recommended Service Level	0.29 acres/1,000 population

Design and Planning Policies:

1. In most cases, the development of city-owned Mini-Parks should be discouraged. Only when no other choices exist and a park of some type is badly needed in the neighborhood should this type of park be considered.

2. Within large to medium high-density residential developments, the City should require private developers to provide private small mini-parks (e.g., playground areas) to serve their individual development.

3. Mini-Parks may be developed within industrial or commercial areas for employee use during the lunch hour

4. Minimum size of a mini-park should be about 6,000 square feet.

5. The site should be flat and mostly usable

6. Appropriate facilities include:
    - Children's playground
    - Open grass area
    - Site amenities (picnic table, and benches)
    - Walkways (paved or unpaved)
    - Signage

7. The site should be visible from the street and have a minimum street frontage of approximately 60'.

Summary of Recommendations:

Table 5.1
Summary of Mini-Park Recommendations
Stayton Planning Area

Park Number	Site	Existing Acres/ (Proposed Acres)	Action	Estimate Cost of Action	Action Ranking
M-3	Westown Park	0.84	Upgrade		High
M-13	Fir Street Park (P)	(1.00)	Acquisition/Development		Medium
M-16	Northslope Park	0.96	Additional Development		High
	TOTAL	2.80			

P-Proposed Site

Specific Recommendations

Westown Park (Existing) Site M-3

Westown Park is an existing 0.84-acre park located in the western portion of the city. This site is nearby Regis High School and Stayton High School. Land uses in the area are almost exclusively residential and consist primarily of older single-family homes. The site is situated in a cul-de-sac at the end of Wespark Court. Facilities include a small open play area, a half-basketball court, older children's play equipment, and two picnic tables.

Because the adjoining properties are developed, there is no opportunity to expand the current site.

Recommended improvements include:

- Tree planting at the entrance to create a symmetrical park entrance
- Additional children's play equipment
- Park benches
- Bicycle rack
- A shaded seating area adjacent to the children's' play area.
- Tree planting near basketball court
- Hard wall along basketball court for tennis and racquetball practice

As a rule, basketball courts are not recommended in a mini-park. If complaints arise from the noise, the court should be removed. There has been some discussion about creating a berm around the play area. This is not recommended because it will restrict the view into the area.

Fir Street Park (Proposed) Site M-13

This proposed park site is located in the central portion of the city, off Fir Street. It is recommended that a mini park site be acquired to serve this underserved area. A mini-park is recommended because the opportunity does not exist to acquire a larger neighborhood park site.

Northslope Park (Existing) Site M-16

Northslope Park is an existing park located in the northeast portion of the city, off Fern Ridge Road on Dawn Drive. This park has one access point off Dawn Drive, however, most park users access this park through the Methodist Church parking lot, located north of the park. Recommended improvements for this site include:

- Improve access to the park site
- Provide on-street signage directing park users from Fern Ridge Road
- Expand and/or replace the children's play equipment
- Add interior pathways through the site
- Improve plantings on south border
- Wildflower area on east border
- Acquire additional land adjacent to Northslope Park (approximately 0.2 acres of dedicated land will be acquired)
- Design and install fencing between park and residential properties as needed
- Develop paths for playground access
- New trees and grass should be planted to create a park-like image
- Re-grade field to create a more nearly level play field for children's after school soccer, football, softball games
- Sidewalks should be pulled in from the curb to separate pedestrians from the street and bring them into the park experience
- Small children's concrete animal play structure is planned for the grassy area near Highland Drive
- Two additional picnic tables
- Night time lighting to include the western half of the park

Neighborhood Parks

Neighborhood parks are a combination playground and park designed primarily for non-supervised, non-organized recreation activities. They are generally small in size (about 5 acres) and serve an area of approximately one-half mile radius. Typically, facilities found in a neighborhood park include a children's playground, picnic areas, trails, open grass areas for passive use, outdoor basketball courts and multi-use sport fields for soccer, Little League baseball, etc.

Service Level

Existing Inventory	9.00 acres

- Quail Run Park
- Pioneer Park (Neitling Property)

Additional Need	0.17 acres
Current Service Level:	0.26 acres/1,000 population
Recommended Service Level	0.29 acres/1,000 population

Design and Planning Policies

1. The acquisition of a neighborhood park land should occur in advance of residential development
2. A neighborhood park should be developed when the area reaches about 50% developed.
3. The service area for a typical neighborhood-park is considered to be a 1/2-mile radius.
4. Under most conditions a neighborhood park should be no smaller than five acres. If located adjacent to a school, the site may be reduced to 2-3 acres if joint use of facilities can be achieved.
5. At least 50% of the site should be flat and usable and provide space for both active and passive types of recreation.
6. The site should be reasonably central to the area it is intended to serve.
7. The site should be visible from adjoining public streets and have at least 200' of street frontage.
8. The site should be located on a residential street. If located on a collector or arterial street, proper buffering and/or barriers should be put in place.
9. Additional access points via pedestrian pathways from the adjoining neighborhood should be provided. These access points should be no less than 25' in width.

10. Appropriate facilities include:
    - Unstructured open play areas and practice sports fields
    - Children's playground (tot and youth)
    - Basketball courts
    - Tennis courts
    - Picnic areas
    - Shelter building (small)
    - Trails and/or pathways
    - Natural open space
    - Site amenities (picnic tables, benches, bike racks, drinking fountains, trash receptacles, etc.)

11. Restroom buildings are generally not recommended in neighborhood parks unless active facilities of a more community wide nature are located in the park. If restrooms are proposed, the City should consider some of the more non-traditional types (see discussion on public restrooms, Page 5-40).

12. Parking requirements: If site has less than 300 linear feet of street frontage, a minimum of 3 off-street spaces per acre of usable active park area should be provided. The park design should encourage access by foot or bicycle and provide bicycle racks at each primary access point.

13. Active and noisy activities such those that often come with tennis courts or basketball courts, should be located away from adjoining homes.

Summary of Recommendations

Table 5.2
Summary of Neighborhood Park Recommendations
Stayton Planning Area

Park Number	Site	Existing Acres/ (Proposed Acres)	Action	Estimate Cost	Action Ranking
N-2	Quail Run Park	2.00	No change		
N-4	Ida Street Park (P)	(7.00)	Planning/ Acquisition/ Development		
N-12	Santiam Park	1.90	Development		
N-14	Pioneer Park and (Nietling Property)	7.00	No change		
N-19	Pine Street Park (P)	(5.00)	Planning/ Acquisition Development		
	TOTAL	22.90			

(P) – Proposed Site

Quail Run Park (Existing) Site N-2

Quail Run Park, which is Stayton's newest park, is located in the northwestern portion of the city, in between Eagle Street and Meadowlark Drive. The neighborhood consists of all modern single-family homes. Facilities include a half basketball court, children's playground, and a backstop for informal baseball play, benches and a paved interior pathway.

Overall, it is well designed and developed site. Few improvements are needed. Additional facilities added to the site would start to take away the open space character and make the site cluttered and overused.

Possible facilities for this proposed park site may include:

- Install flower planters where neighbors will plant and care for flowers.
- Install volleyball court
- Plant rose garden
- Develop plan for covered picnic areas
- Develop horseshoe pits
- Build and install one shelter building with utilities
- Install electrical outlets near picnic areas

Ida Street Park (Proposed) Site N-4

This proposed park site is located in the southwestern portion of the city, off Ida Street. It is recommended that a neighborhood park site (approximately 7 acres in size) be acquired in this area to serve this future neighborhood. Possible facilities for this proposed park site should include:

- Multi-use grass area with a backstop and portable goal (practice use only)
- Children's playground (tot lot and youth)
- Multi-use paved court for basketball, volleyball, etc.
- Picnic area with shelter building
- Paved internal pathway system

Santiam Park (Existing) Site N-12

This existing 1.90 acre undeveloped park site is located in the northern portion of the city, off 3rd Avenue. This neighborhood is starting to develop with major residential subdivisions.

A site master plan has been developed for this site and recommends a children's playground, picnic shelter building, a water feature, an interior pathway system and a regional trailhead connection.

Pioneer Park (Neitling Property) (Existing) Site N-14

This site consists of two parcels: the Neitling Property located on the north side of the parking lot and the original Pioneer Park located on the south side of the parking lot. In total, the site consists of seven acres of land and is found in the southern portion of the city. The surrounding area is developed and consists mostly of single-family homes.

The Neitling Property is a relatively new addition and is mostly an open grass area with trees, as well as having an interior pathway system. This site could be further developed. Possible additional facilities include picnic tables, benches and an additional shelter building with utilities. This site could also be a reserved site for group picnics.

The Pioneer Park site contains many large and mature trees. It is recommended that these trees be inspected periodically for health and safety issues. The City should begin a tree replacement program.

This park has a wonderful setting and should remain as a passive use park and a place for gatherings. In 1936, the West Stayton Fair was held in this park. In more recent years, the Bluegrass Festival and Covered Bridge Festival have been held here. Only minor improvements are needed. These include:

- Add BBQ sites to the picnic shelter
- Smooth and regrade turf areas
- Add unpaved pathways
- Additional shelter building (utilities)
- Conduct age and health analysis of trees
- Begin tree replacement program
- Reconstruct basketball slab
- Repair steps to old swimming platform
- Build footpath along south boundary
- Picnic tables (4-6) located on concrete pads
- Complete perimeter landscaping on the 7th Avenue frontage of the Neitling Tract
- Douglas Fir plantation in south portion of the Neitling Tract

Pine Street Park (Proposed) Site N-19

This proposed park site is located in the eastern portion of the city, off Pine Street.

It is recommended that a neighborhood park site (approximately 5 acres) be acquired in this area to serve this future neighborhood.

Possible facilities for this proposed park site should include:

Multi-use grass area with a backstop and portable goal (practice use only)

- Children's playground (tot lot and youth equipment)
- Multi-use paved court for basketball, volleyball, etc.
- Picnic area with shelter building
- Paved internal pathway system

Community Parks

A community park is planned primarily to provide active and structured recreation opportunities. In general, community park facilities are designed for organized activities and sports, although individual and family activities are also encouraged. Community parks serve a much larger area and offer more facilities. As a result, they require more in terms of support facilities such as parking, restrooms, and covered play areas. Community parks usually have sport fields or similar facilities as the central focus of the park. Their service area is roughly a one-mile radius. Optimum size is between 20 to 30 acres.

Service Level

Existing Inventory • Community Center Park	7.65 acres
Additional Need	15.87 acres
Current Service Level:	1.13 acres/1,000 population
Recommended Service Level	3.45 acres/1,000 population

Design Policies:

1. Because of their size, the acquisition of community parkland should occur far in advance of its need.
2. A community park should be constructed when the area it will serve reaches about 50% developed (measured by either acreage developed, or population accommodated).
3. Wherever feasible, community park acquisition should occur adjacent to junior or high school sites.
4. Minimum size should be 15 acres with the optimum being about 20-30 acres.
5. At least two-thirds of the site should be available for active recreation use. Adequate buffers of natural open space should separate active use areas from nearby homes.
6. If possible, walking or bicycling distance should not exceed two miles for the area it serves.
7. The site should be visible from adjoining streets and have a minimum of 200′ of street frontage.
8. Access should be via a collector or arterial street.

9. Appropriate facilities include:

   - Designated sport fields - softball, baseball, soccer, etc.
   - Tennis courts (2 or 4)
   - Sand or grass volleyball courts
   - Open multi-use grass area
   - Children's playground (tot and youth)
   - Restrooms
   - Picnic area
   - Picnic shelters (various sizes)
   - Group picnic facilities
   - Trails and pathways
   - Outdoor basketball courts
   - Skate park
   - Site amenities (picnic tables, benches, bike racks, drinking fountains, trash receptacles, etc.)

10. Parking requirements: dependent upon facilities provided. Require 50 spaces per ballfield plus 5 spaces per acre of active use area.

11. Permanent restrooms are appropriate for this type of park but should be located in areas that are highly visible and near public streets.

Summary of Recommendations

Table 5.3
Summary of Community Park Recommendations
Stayton Planning Area

Park Number	Site	Existing Acres/ (Proposed Acres)	Action	Estimate Cost	Action Ranking
C-1	Golf Lane Park (P)	(20.00)	Planning/ Acquisition/ Development		High
C-8	Community Center Complex	7.65	Upgrade		High
C-20	Mehama Road Park (P)	(20.00)	Planning/ Acquisition/ Development		High
	TOTAL	47.65			

P – Proposed Site

Golf Lane Park (Proposed) Site C-1

This proposed park site is located in the northwestern portion of the city, south of Golf Lane Road. Currently, this area is lacking community park facilities. It is recommended that a 20-acre community park site be acquired in this area to serve this portion of the city. Possible facilities for this proposed park site could include:

- Baseball fields
- Soccer fields
- Open multi-use grass area
- Children's playground (tot and youth)
- Restrooms
- Picnic areas with shelters (various sizes)
- Group picnic facilities
- Trails/ pathway systems
- Outdoor basketball courts
- Site amenities (picnic tables, benches, bike racks, drinking fountains, trash receptacles, etc.)

Community Center Complex (Existing) Site C-8

Community Center Complex is a 7.65-acre park located adjacent to the Salem Ditch. The site contains a community center building (5,750 SF), indoor swimming pool and bathhouse, three tennis courts, horseshoe pits, playground, library, parking areas, a picnic area and an open recreation field.

While most of the facilities are in good condition, there are some modifications and recommended improvements for this site. Proposed improvements should include:

- Improve drainage at southeast corner of the playing field.
- Modify path and slope adjacent to Salem Ditch west of the library. This will provide a wider path and better visibility and drainage
- Resurface tennis courts
- Modify slope around the existing concrete tunnel near the play area
- Install larger commercial kitchen in the community center
- Acquire five residences to north of the community center
- Provide ornamental lighting on footpaths
- Provide swings in play area
- Provide pre-school age equipment in play area
- Existing Millrace (Salem Ditch) creek landscaping will remain as a natural area
- Develop plaza between library and community center which will be used for outdoor meetings, impromptu gatherings, reading, playing games and people watching

Mehama Road Park (Proposed) Site C-20

This proposed park site is located in the eastern portion of the city, which is lacking in community park facilities.

It is recommended that a 20-acre community park site be acquired in this area to serve the eastern portion of the city. Possible facilities for this proposed park site could include:

- Baseball fields
- Soccer fields
- Open multi-use grass area
- Children's playground (tot and youth)
- Restrooms
- Picnic areas with shelters (various sizes)
- Group picnic facilities
- Trails/ pathway systems
- Outdoor basketball courts
- Site amenities (picnic tables, benches, bike racks, drinking fountains, trash receptacles, etc.)

Linear Parks

Linear parks are developed landscaped areas and other lands that follow linear corridors such as abandoned railroad right-of-ways, powerlines and other elongated features. This type of park usually contains trails, landscaped areas, viewpoints and seating areas.

Service Level

Existing Inventory	None
Need	53.71 acres
Current Service Level:	None
Recommended Service Level	7.88 acres/1,000 population

Design Policies

1. Prior to the addition of any linear park areas, the city should prepare a feasibility and cost/ benefit analysis for each proposed site.
2. Because of the shape, configuration and potential for high use, noise and use impacts on adjacent property must be taken into consideration.
3. Linear parks should generally follow utility lines, drainage corridors, railways or other linear corridors.
4. Linear parks should be at least 50-75 wide. Optimum width should be 100 feet wide.
5. Activities are generally passive in nature.
6. Paved pathways should be designed to accommodate maintenance and patrol vehicles.
7. Where general public use is promoted, fences, adequate setbacks and/or other features to control access, should protect adjoining uses.
8. Parking requirements will be dependent upon the activities proposed. Usually parking is located at a trailhead or within an existing park.

Summary of Recommendations

Listed below are specific recommendations for the existing and proposed linear parks located in the Stayton area.

Table 5.4
Summary of Linear Park Recommendations
Stayton Planning Area

Park Number	Site	Existing Acres/ (Proposed Acres)	Action	Estimate Cost	Action Ranking
L-5	Stayton Ditch (P)	41.00	Planning/ Acquisition/ Development		
L-6	Salem Ditch (P)	39.00	Planning/ Acquisition/ Development		
L-7	Lucas Ditch (P)	7 .00	Planning/ Acquisition Development		
L-18	Santiam Highway ROW (P)	22.00	Planning/ Acquisition/ Development		
	TOTAL	109.00			

P- Proposed

Specific Recommendations

Stayton Ditch Park (Proposed) Site L-5

This proposed park site is located along the Stayton Ditch in the southern portion of the city.

It is recommended that the city acquire an easement for public access of approximately 41 acres for a linear park along the Stayton Ditch. Possible facilities for this proposed park site should include:

- Pathway/Trail
- Seating Areas
- Trailhead Facilities

Salem Ditch Park (Proposed) Site L-6

This proposed park site is located along the Salem Ditch in the southern portion of the city. Community Center Complex lies adjacent to this site, just west of 1st Avenue.

It is recommended that the city acquire an easement for public access of approximately 39 acres for a linear park.

Possible facilities for this proposed park site should include:

- Pathway/Trail
- Seating Areas
- Trailhead Facilities

Lucas Ditch Park (Proposed) Site L-7

This proposed park site is located along the Lucas Ditch in the northern portion of the city.

It is recommended that the city acquire an easement for public access of approximately 7 acres for a linear park. Possible facilities for this proposed park include:

- Pathway/Trail
- Seating Areas
- Trailhead Facilities

Santiam Highway ROW (Proposed) Site L-18

This proposed park site is located along the North Santiam Highway, which stretches along the northern planning area boundary.

It is recommended that the city acquire an easement for public access of approximately 22 acres for a linear park.

Special Use Areas

Special use areas are miscellaneous public recreation areas or land occupied by a specialized facility. Some of the uses that fall into this classification include unique single purpose recreational areas/ facilities, community gardens, skate parks, sports complexes, and cultural areas.

Service Level

Existing Inventory	None
Need	12.34 acres
Current Service Level:	None
Recommended Service Level	1.81 acres/1,000 population

Design Policies

1. Prior to the addition of any special use area, the city should prepare a detailed feasibility and cost/ benefit analysis for each proposed site being considered.
2. Design criteria will depend upon the facilities and activities proposed.
3. Parking requirements: dependent upon the activities offered.

Summary of Recommendations

Table 5.5
Summary of Special Use Area Recommendations
Stayton Planning Area

Park Number	Site	Existing Acres/ (Proposed Acres)	Action Ranking
	None		

No specific recommendations are given at this time for Special Use Areas

Natural Open Space Areas

Generally, natural open space is defined as undeveloped land primarily left in its natural form with passive recreation use as a secondary objective. This type of land often includes wetlands, hillsides or creek corridors. In some cases, environmentally sensitive areas are considered as open space and may include wildlife habitats or unique and/or endangered plant species.

Service Level

Existing Inventory	106.00 acres
Additional Need	none
Current Service Level:	15.55 acres/1,000 population
Recommended Service Level	15.26 acres/1,000 population

Design Policies

1. Natural open space should be designed and managed to create a sense of solitude, used as a means of separation between land uses, or to protect and preserve the natural environment.

2. The city should consider other ways of preserving natural open space besides outright purchase such as acquiring conservation easements, initiation of tree cutting ordinances, and land trades.

3. Emphasis in acquisition should be for those areas offering unique features or have the potential to be lost to development.

4. Areas that will be difficult or impossible to develop should have a lower priority of acquisition. However, where open space areas are also used for trail corridors, higher priorities should be considered.

5. Future open space areas may be owned and/or managed by both the city and private groups.

6. Where private groups own and manage natural open space, the city should be given assurances that the property will be properly managed.

7. An analysis should be made to determine if unique qualities and conditions exist that warrant the open space designation. Prohibiting urban development should not be a reason for acquiring open space.

8. Improvements should be kept to a minimum, with the natural environment, interpretive and educational features emphasized.

Wilderness Park (Existing) Site OS-15

This existing 55-acre park is located southwestern portion of the city. The park entrance occurs once you cross over the covered bridge in Pioneer Park. This remains in its natural state except for a series of unpaved trails. It is important to note that although this park is maintained by the city, it is owned by the Santiam Water Control District.

It is recommended that a master plan be developed for this site along with the other sites on the Santiam River. See the discussion on the North Santiam River Greenway.

In order to maintain the natural state of this park it is also recommended to continue the removal of non- native plant species.

Additional recommended improvements for this site include:

- Acquire Wilderness Park
- Clear and improve existing trails
- Investigate possibility of a perimeter trail and some access to the presently inaccessible southwest portion of the park
- Trail length in the park can and should be doubled
- Acquire pedestrian/ bike trail link to the east and north from Wilderness Park via a greenway along the North Santiam River to a new neighborhood in the east end of Stayton south of East Santiam Street.
- Provide new picnic areas

Stayton Riverfront Park (Existing) Site OS-17

The existing Stayton Riverfront Park is open space located south of Wilderness Park and along the North Santiam River.

The city recently acquired this riverfront property and we recommend city staff continue to work cooperatively with other jurisdictions to preserve this area as regional open space and trail corridor.

If trails are developed on this site, they should be located to protect the banks of the North Santiam River. If river access is provided, appropriate bank protection should be incorporated into the design, such as stairs over river banks or other techniques that provide bank stabilization.

Trails and Pathways

The Parks and Recreation Master Plan provides recommendations over the broad spectrum of all parks and recreation facilities and activities. This section of the plan addresses specific recommendations for paths and trails only.

Existing Inventory	1.5 miles
Additional Need	1.52 miles
Current Service Level:	0.22 miles/1,000 population
Recommended Service Level	0.59 miles/1,000 population

Definitions

Trails and Pathways - Trails and pathways are designed to provide walking, bicycling, equestrian and other non-motorized recreational and transportation opportunities. By providing linkages to other areas and facilities, they can assist in providing non-vehicular options for travel throughout the community. Trails and pathways may also be provided to permit users to exercise and enjoy the environment in which they were constructed. Trails can be designed for single or multiple types of users. The trails and pathways in Stayton must be designed to serve the broadest range of users including recreation, health and fitness and transportation. Bike routes, placed on streets designed for motor vehicles, are an independent element of the path and trail system designed as an element of the City transportation system but also must be considered part of a City wide path and trail system. The two work together to provide a seamless practical system for the non-motorized traveler.

Design Policies

Trail and Pathway Surfacing - Trails may be either soft surfaced or treated with a variety of hard surfacing materials including concrete, asphalt or specialty materials such as recycled rubberized asphalt. Soft surfaced trails may be left in their natural condition or supplemented with gravel, bark chips, shredded bark, sand or other material. Surfacing will be dependent upon the soil type, drainage and slopes plus the amount and type of use. Runners generally prefer the soft surfaces to ease impacts on knees and other joints while many users prefer a hard surface.

Developer – The term developer used in these standards refers to individuals or companies who are altering land to construct subdivisions, partitionings or complexes for residential, commercial or industrial purposes. In many cases, it may be possible to work with a land developer to incorporate a path or trail into their project, if this facility would be a useful and functional part of the path and trail system.

Encourage – Elements of the trail system can be constructed by funding a project and then building it. If added to the City Code, construction of trails on a given parcel of land may be mandatory when the land is developed. Another approach is to incorporate trail elements into projects funded and planned by developers or others where the trail is not mandatory but is a secondary consideration in the project. The term encourage describes a process of negotiation to find a way to add the trail to a project that may not initially have planned for one. Through discussion with the City, the developer may see the advantage of adding the trail or some incentive may be needed. The incentive may be financial participation or uncovering a planning or zoning benefit for both developer and the City, resulting in the developer adding the trail to his project

Motorized and Non-Motorized Trails – The Stayton trail system is generally intended for use by pedestrians and non-motorized vehicles. As funds permit, signage will inform users of the type of use intended for each trail. Although motorized vehicles will be prohibited for trail users, most trails will be designed to permit access of motorized City maintenance vehicles except some rustic trails, which may be too narrow for these vehicles. Non-motorized vehicles, such as bicycles, will generally be permitted on trails but may be restricted by signage on some specific trails intended for foot traffic only. In general, horses will not be permitted on the trail system unless specific trail segments are signed for that purpose. No motorized trails (trails where motorized vehicles are permitted) are planned for the Stayton system.

Natural Systems – Without the presence of humans, plants and animals generally live in a balanced natural environment. In nature, there tends to be a balanced relationship between plants and animals where each species is provided food, shelter and adequate living space. Natural systems are areas of land on which this natural order continues to exist. Man tends to disrupt this natural order with construction projects yet with careful design, construction and maintenance; natural systems can be enhanced and protected within an urban setting. Maintaining a natural system may also require man to remove and control noxious or unnatural species such as blackberries and scotch broom.

Pedestrian Overpass – The dream trails map shows several locations for pedestrian overpasses or crossings. This designation is not intended to dictate the design of crossing but a recognition that at this location, some special treatment is needed to assist pedestrians, and other trail users, in crossing the street. This crossing may be in the form of an overpass bridge structure, a traffic signal, a pedestrian under-crossing or other pedestrian friendly crossing of a busy street. It is recognized that pedestrian overpass bridges may be cost prohibitive in some cases but some special design approach is needed to permit trail users easy and safe access to the trail on the opposite side of the busy street.

Riparian Vegetation – Over the past 170 years, people have cleared the land within the Willamette valley for agriculture and other uses. Much of the natural vegetation has been removed including vegetation along streams and waterways. Studies have shown that natural vegetation is needed to provide food and habitat for naturally occurring plants, animals and fish. This naturally occurring vegetation on the banks of water courses has come to be called riparian vegetation.

The term riparian vegetation literally means any vegetation on the banks of a river, stream, ditch, lake, marsh or other water course, but the term in this report relates to naturally occurring vegetation adjacent to water courses. This vegetation is needed to shade the water to control its temperature and provide habitat for plants, animals and fish that live in and around these bodies of water. Preservation of adequate riparian vegetation is necessary to preserve many of these species. With careful design, planted park like vegetation can also meet the needs of the urban waterway ecosystem.

SDC – System Development Charge – This term, defined in State law, is a fee charged at the time of the development of land to provide funding for municipal water, sewer, storm drainage, transportation and park systems. The fee is divided into a reimbursement fee and an improvement fee. The improvement fee is fund budgeted capital improvement projects relating to the public works utility for which it was collected. The reimbursement fee was created to pay back the community for providing the specific public works utility that benefits the development. There is more flexibility in how the reimbursement fee is used but it too must be used to fund one time improvements (non-maintenance) to the specific utility for which it was collected. The SDC fees collected must be invested separate from other city funding and fees and interest may be used only for non-maintenance improvements. Separate accounting must be maintained for collections and expenditures for each of the five SDC fees collected. Although the state law permits five separate SDC fees, not all cities levy all five fees.

Stayton levies SDC's for sewer, water, transportation and parks services.

Shoulder – Shoulder in these standards refers to the border area on each side of a trail of path. Located on the side of the formal trail surface, it provides a transition between the path and the native soil and vegetation surrounding the path. If properly designed, a shoulder can support limited path activity including use by motorized maintenance or patrol equipment. Shoulders are constructed to a lesser standard than the path surface and tend to blend with the native soil adjacent to the path. If the path is paved with asphalt or concrete, the shoulder area would typically be constructed of crushed rock. If the path has a gravel surface, the shoulder may be mowed grass. The shoulder should be graded away from the path for drainage yet be level with the edge of the path to reduce ankle turning by walkers and runners or steering hazard for bicyclists.

Stream Resource Lands – These are natural lands adjacent to rivers, streams, wetlands of other water features. These lands are generally important to the ecosystem of the stream. They may have been designated for protection by the zone code, comprehensive plan, wetlands set aside or other land use regulation. Where these lands are designated for protection, extreme care must be exercised in designing a path or trail system to permit user enjoyment of the area while protecting the land for its intended use as a stream resource.

Trail Head – A trail head is a designated location where the trail user accesses a specific trail or the trail system. It may be the point where the trail begins or anywhere along the trail system where the public is invited to access it. Trail heads generally provide a place to park cars and may provide signs or displays providing information about the trail or rules for using the trail. Major trail heads may also offer a restroom. Trail head design should consider installation of bollards or special fencing to physically restrain restricted vehicles, such as cars or ATV's, from the trail. ADA access shall be considered in the design of a trail head.

General Land Use Guidelines

Urban Density – Cities in Oregon have developed comprehensive plans to guide the zoning and the degree of land utilization within a specific zone. As an undeveloped parcel of land becomes subdivided and developed, the land is said to have reached urban density with respect to the number of commercial, industrial or residential units placed on that land. Land reaching urban density is built-out and no further growth is anticipated on that land. Adding paths on land that has reached urban density can be difficult as it may be necessary to purchase the land and remove structures or redevelop the land to work in the path facility. These projects can be very costly and may be disruptive to the neighborhoods impacted. Good planning provides trails and pathways before or as land develops.

These guidelines, rational, site selection criteria and development standards are focused on trails and pathways that are recreational in nature. The policies provided however will relate to the recreation and transportation aspect of trails, pathways and bike routes as they are integral in nature and must be considered together. Additional standards applying specifically to bike routes may be found in the City's transportation plan. Following are general land use guidelines for trails and pathways:

1. Trails that follow along stream corridors and drainage ways may provide natural linkages from the urban development to recreational or natural areas. Trails located parallel to these amenities also permit enjoyment of the amenity while making connections to other natural areas. In addition, trails in these locations can minimize the loss of land for development to urban densities when compared to situations where trails bisect lands more suitable for development, as some buffer is generally required from streams and natural areas.

2. Stream corridors provide essential ecological functions that need protection from the impacts of development and human activity as these streams travel through urban areas.

3. There are negative impacts both from planned recreational facilities and unplanned recreational activities that are developed or just happen near stream resource lands. Good planning can minimize the negative impacts.

4. Natural systems are impacted by farming, logging, lawns, streets, buildings, oversized utility lines, sewers and other human activities. In Stayton there is a need to have a closer review of ways to obtain the advantages and efficiencies of urban density, while still maintaining the essential ecological functions of streams, canals and wetlands.

5. Trails should be planned, sized, designed and located to minimize their impacts on the ecological function of stream corridors and to minimize the impacts of unplanned areas in and near these drainageways. Where adequate lands are available, multi-purpose trails running parallel to the Mill Creek or North Santiam River corridors should generally be sited 10 to 50 feet from the top of bank and further away when near sensitive areas. Where there is a narrow band of riparian vegetation along a stream, parallel trails should generally be located outside the riparian area. Where situations indicate portions of trails need to be within a distance of 20 feet or closer to the top of bank and where trails cross streams, it is appropriate to require special details and reviews of the proposal. These provisions shall defer to the future City or State standards in areas where those standards become more restrictive. It is imperative that trails be designed to blend with the specific site considering both the natural environment and the trail user in siting and designing the facility.

6. Developers should be encouraged to provide or build functional, public pathways and trail amenities within their proposed developments where those trail amenities will link with the City's overall trail and non-motorized pathways system. Incentives to encourage these improvements could be considered where economically feasible and consistent with City policy.

7. Trail easements, dedication and development need to occur prior to or at the time of development.

8. Trails along drainageways are intended to be within drainageway dedicated areas and will require special design/construction techniques to protect drainageway functions. Maintenance of the trail/pathway and the drainageway must be considered in the design which will provide for access of needed equipment and materials.

9. Management policies and maintenance responsibilities for trails, pathways and bike routes within Stayton is the responsibility of the Parks Section of the Department of Public Works. Facilities located within the right-of-way of Marion County or the State of Oregon may be managed and maintained by those agencies with close coordination by the City's Department of Public Works. Volunteer improvement and maintenance by trail users and other interested citizens should be encouraged as public works funds are very limited.

10. Public trails and pathways shall be located on City property or on public easements. Where they are placed on easements, the location shall be integrated into the site design through the development planning process considering both the public need for the trail, City code and design standards and the developers desire to utilize the property for the intended development.

11. Developers may apply for SDC credit provided the trail within their project is part of an adopted City trail and pathway system. Local trails within a subdivision which are not part of the adopted trail system shall not be eligible for SDC credits.

12. In previously developed areas, trails shall be sited through purchase of easements from willing property owners. Alternative routing will be considered when acquisition of the preferred property becomes infeasible.

Site Selection Criteria

1. **Trail purpose -** The primary purpose of recreation trails is to provide a recreation experience for the trail user. Transportation to other parts of the community should be a secondary objective. Whenever feasible, recreation pathways and trails should be located off street. Streets may be used, however, to complete trail connections where off-street alignments are not feasible. Every effort should be made to provide a pedestrian friendly walk on the street if it is part of this connection.

2. **Locations -** Trails should be developed throughout the community to provide linkages to schools, parks, and other destinations. Each proposed trail should be reviewed on a case-by-case basis to determine if it should be part of the City's integrated trail system.

Design Development Standards

1. **Design to local conditions -** Trail alignments should take into account soil conditions, steep slopes, surface drainage and other physical limitations that could increase construction and/or maintenance cost.

2. **Trail use -** Trails should be planned, sized and designed for multiple uses, except for dedicated nature trails, and /or areas that cannot be developed to the standard necessary to minimize potential user conflicts.

3. **Staging -** Centralized and effective staging areas should be provided for trail access. They should provide parking, orientation signage and information plus any necessary specialized unloading features. Primary trailheads should have restrooms and trash receptacles. Secondary trailheads might only have basic parking and signage.

4. **Safety** – The location and design of a trail shall consider the safety of users of all ages. It is not possible to totally protect a user from all hazards but reasonable protection shall be provided. This applies to natural hazards such as steep banks and fast moving water and also secluded areas which are difficult to patrol. Facility design should also not encourage vandalism.

5. **Detailed trail design standards by facility type**:

a. Off-street multi-purpose pathway – These trails may vary in width from 5 to 12 feet. A 10 to 12 foot width is optimum as it permits users to walk or ride two abreast while also providing access for maintenance and security vehicles. A two foot shoulder sloped to the crown of the path and flush to the edge of the path surface shall be placed on each side to permit users to step to the side when being passed by faster moving traffic. Making the shoulder flush with the walk surface reduces tripping and falling hazards. Trees and other large vegetation shall be trimmed back sufficiently to require only annual trimming providing users full access to the path and shoulders. A vertical clearance to overhangs shall be a minimum of 10 feet to permit the passage of maintenance equipment. The pathway easement or dedicated property shall be of sufficient width to assure some protection of the natural amenities along the route. The path shall be constructed of an all weather surface capable of supporting a maintenance truck. This type of pathway shall by used when the path is shared with a utility line such as a water line, sewer line or storm drainage pipe. Locking manholes may be considered in remote areas to reduce the possibility of vandals removing the cover causing a falling hazard.

b. Off-street walk and bike trail – These trails may vary in width from 5 to 9 feet. Once again the wider path is preferred to permit access by maintenance and security vehicles. These paths shall also have the 2 foot shoulder on each side. Vertical clearance from overhanging obstructions shall be 9 foot minimum. Here too, the dedicated land or easement shall be wide enough to encompass all or part of the amenity to be enjoyed while using the walkway. In determining the size of the property or easement, management of the land must be considered. The path shall be constructed of an all weather surface designed to support a pickup truck.

c. Rustic trails – These trails shall be used primarily for hiking. The trail width shall be 4 feet minimum. A narrow shoulder may be provided but is not required. The pathway easement or dedicated property shall be of sufficient width to assure some protection of the natural amenities along the route. The path shall be constructed of an all weather surface capable of supporting foot traffic. A soft surface is preferred. Protection from winter mud and standing water is a primary surface design consideration. Drainage shall not be permitted to flow along the trail as erosion can make the trail difficult to use.

6. **General Design Standards** Applying to All Trails

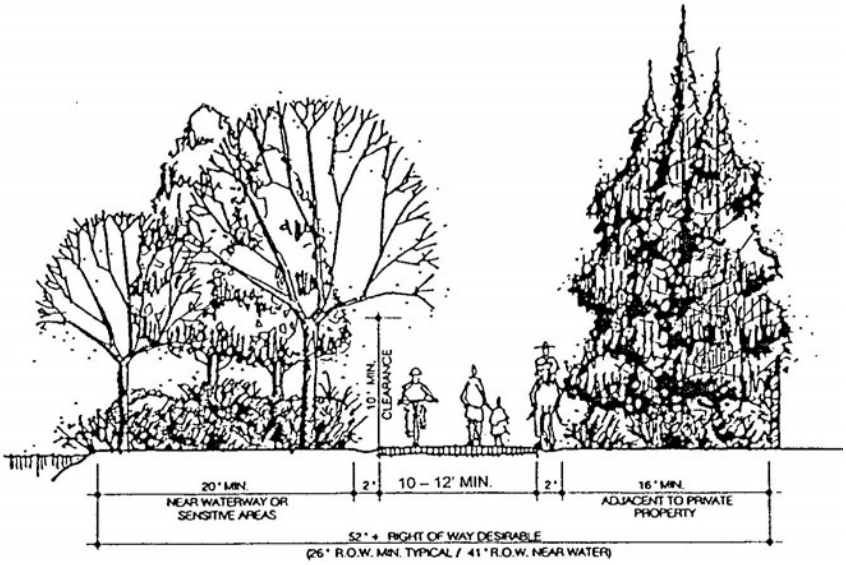
a. Stream bank protection - Where practical, the path shall be located 50 feet or more from the top of bank of the North Santiam River. This design approach is to protect the natural riparian vegetation along the waterway thereby improving water quality and protecting habitat for fish and animals. This design should be interrupted by periodic points of access to permit viewing the waterway from the bank. If river access is provided, appropriate bank protection should be incorporated into the design, such as stairs over river banks or other techniques that provide bank stabilization. If 50 feet is not available, the greatest separation possible should be provided.
Consideration for the walkway user should also be carefully considered in the design as views of the river may be one of the basic reasons for the walkway.

b. Trail surfacing - Trail or Pathway surfacing should vary for trails with differing purposes. Trails for use by bicycles and motorized maintenance or security vehicles must be hard surfaced with an engineered pavement designed to support the loading of the use. The design must also be appropriate for the type of long term maintenance to be provided. Portland cement concrete (PCC) is appropriate where the trail blends with the sidewalk system in an urban environment. In a rural setting, asphaltic concrete (AC) is more appropriate. AC pavement is the preferred surface for bicycles as it provides a smooth ride free of bumpy expansion and contraction joints necessary in PCC. Where PCC is used it must be designed to support the expected loadings and the expansion and contraction joints must be constructed as smooth as possible for the path user. Although a 4-inch sidewalk PCC depth is excellent for foot and bicycle traffic, it provides inadequate support for maintenance trucks and will crack and break up under the loading. Where the supporting soils are wet and boggy near a stream or wetland, flexible AC pavement may be the best pavement choice as some irregular settlement can be expected. A softer surface is preferred for hiking, jogging or running paths or trails. A soft surface like shredded bark cushions the feet and knees making the experience healthier and more comfortable for the user. Most soft surfaces are not suitable for supporting heavy maintenance or patrol vehicles. Where these are used, small all terrain vehicles should be used for maintenance or safety patrols.

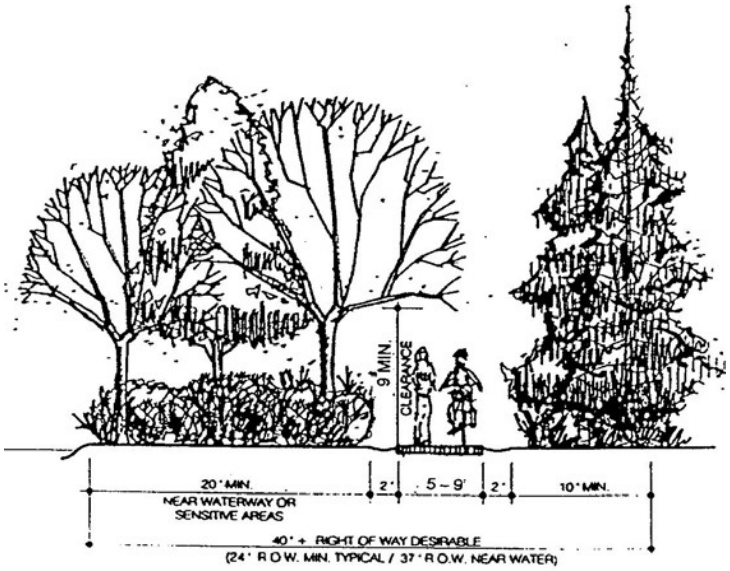
c. Dedicated property - The easement or dedicated property (property conveyed to the public by recorded deed) for the path shall encompass the amenity along which the path has been constructed if possible. In designing the facility, it is important to consider the maintenance requirement of the facility. These considerations include; maintaining adequate stream flow, noxious vegetation control, path maintenance, maintenance of any utilities that may share the route, etc. Even natural areas require some maintenance to prevent them from being overgrown with blackberries or to permit removal of debris. In some cases mowing or similar regular maintenance may be required. To permit the most efficient use of the limited city maintenance funds, it is important to design facilities

to permit access by motorized maintenance equipment as labor cost can be excessive without mechanized assistance. Volunteer maintenance may reduce these impacts but it generally can not be relied upon over the dozens of years the trail will be in service.

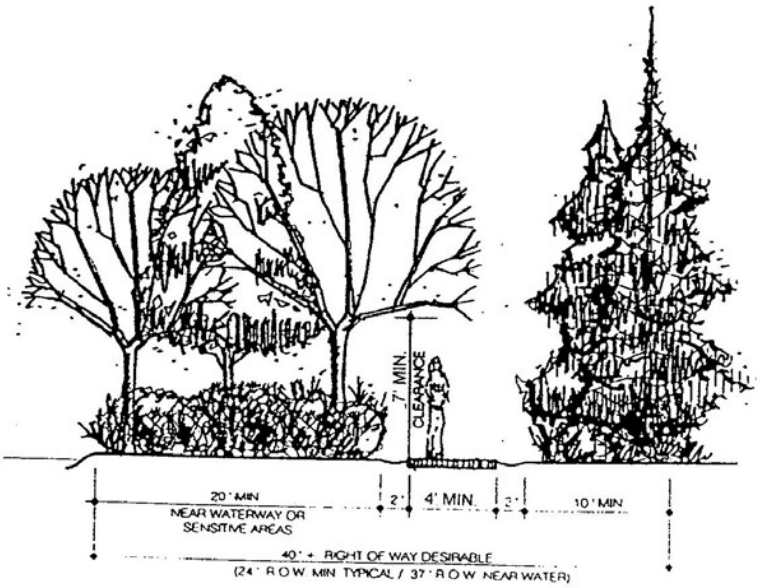
d. Fencing - Fencing may be needed in some areas. Where possible, the fencing shall be compatible with the character of the site. Some sites may lend themselves to fences prohibiting entry such as chain link fences while others may need only a small single log rail. Long term maintenance must be blended with aesthetics when selecting the fencing material. Fencing should be avoided where possible as it generally detracts from the trail experience.



Off-Street Multipurpose Trail



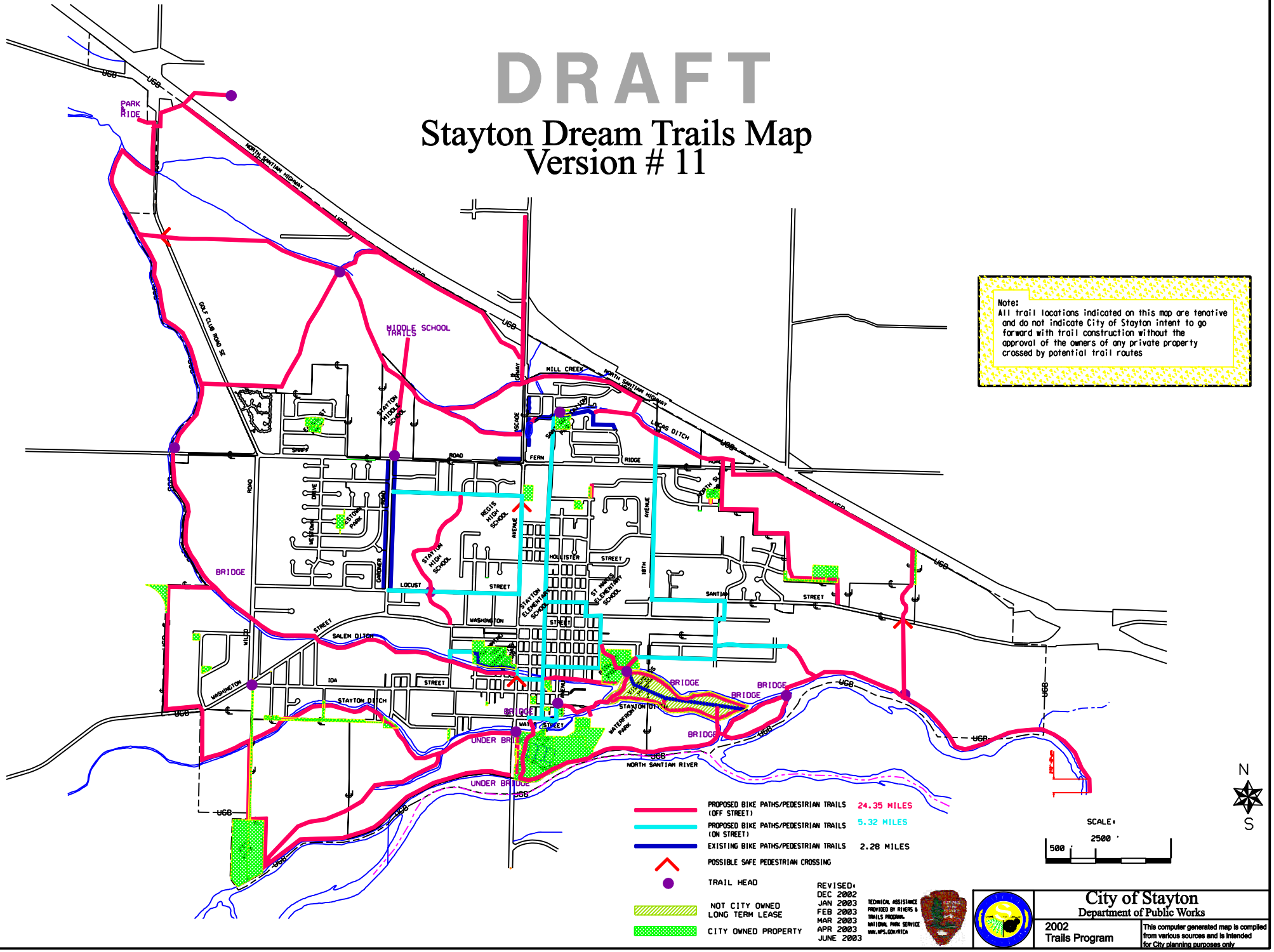
Off-Street Walk & Bike Trail



Rustic Trail

DRAFT

Stayton Dream Trails Map
Version # 11



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Specialized Recreational Facilities

Specialized recreation facilities include unique one-of-a-kind facilities such as children's playgrounds, skateboard parks, group picnic facilities, etc.

Service Level

None

Design Policies

1. Prior to the development of any specialized recreation facility listed in this section, a detailed cost benefit analysis and maintenance impact should be prepared.

Summary of Recommendations

Table 5.8
Summary of Specialized Facilities
Stayton Planning Area

Facility	Action	Estimate Cost	Action Ranking
Skateboard Area	Planning/ Development		High
City Beautification Areas	Planning/ Development/Management		

Specific Recommendations

Skateboard Area

Substantial interest exists in Stayton for a skateboard facility. By giving the youth a place to play, it will relieve other places that are less desirable. However, finding a suitable location where neighbors will not object is not easy. The ideal location is a place where the site is visible from the street, has public transportation nearby and is far enough away from neighbors to mitigate noise.

Many communities are building these types of facilities at costs that usually exceed $100,000. Among the features a site could contain are:

- Inline skate area with jumps and ramps
- A small shelter building
- Nearby restroom building

Because of potential noise from this type of activity and the nature of the user group, the selected site should be very public and some distance from homes. Several different options exist for the location of the skate board area including but not limited to the existing community center complex or the proposed community park (C-1).

City Beautification Areas

Beautification areas are primarily landscaped plots of land maintained by a municipality and/or private groups but do not serve a recreation purpose. Most commonly these areas consist of entrance features, street triangles, annual flower plots and other landscape areas.

While these types of projects are a worthwhile effort to improve the appearance of the community, they can become very costly to maintain if the local municipality must assume responsibility. Often a private group will agree to maintain an area but after a period of time stops the effort. This then places the city in a difficult position of being forced to assume maintenance responsibility. Therefore, the city should adopt the following policies.

1. The primary responsibility of installation and maintenance of beautification projects should be left to private groups. The city should make public land available to these groups when assurances can be made that they will be adequately maintained.

2. Only highly visible sites should be selected for beautification projects. The community must be selective in the areas it chooses to beautify.

3. Sites should be larger than 3,000 square feet. Smaller sites should be considered only when unique conditions exist and the maintenance cost can be justified.

4. Street beautification should have its own budget and not be part of the overall parks and recreation budget.

Sport Fields

Sport fields include dedicated fields for soccer, baseball and softball. At the current time all the sport fields are located on school playgrounds. In the future, school fields should be used primarily for practice and the city should develop a higher quality field for league and tournament play.

While there are a number of possible ways in which fields can be located, it is recommended that they be grouped in clusters of three or more. While a sport field complex is desired by the user groups, in Stayton it would be more economical to place the fields in the proposed community parks.

Table 5.9
Existing and Future Needs
Stayton Planning Area

Field Type	Existing Fields	Additional Need 2020
Baseball Fields	2	6
Softball Fields	9	4
Soccer Fields	3	7

The above needs are based on normal amounts of league play and practice and reflect demand based on Stayton residents only. However, many sports teams in the Stayton area originate outside the city. In addition, many of the existing fields are only marginal in playing quality.

Sports Complex (Proposed) Located within C-1

Youth and adult field sports are an important recreation activity in Stayton. To date, the city has not been actively involved in developing sports fields or offering sports programs. Because of this, many private organizations such as the Santiam YMCA, Santiam Little League have had to use school facilities and assist in the improvements to existing fields.

It is recommended that the community (city partners American Youth Soccer Organization (AYSO), YMCA, North Santiam School District, Marion County, Sublimity, etc.) strive to provide enough quality facilities to satisfy the need for games and competitive play only. This includes games for softball, baseball and soccer. Practice could occur at school district fields or neighborhood parks.

Considering the community (city partners AYSO, YMCA, North Santiam School District, Marion County, Sublimity, etc.) is deficient in all types of sport fields, it is

recommended that a site be located that will meet a wide array of sport field uses. By implementing a multi-use design, several types of field sports could be located on the same field.

Table 5.10
Recommendation of Sports Fields Allocation
Stayton Planning Area

	Existing				Proposed		
	Baseball	Softball	Soccer		Baseball	Softball	Soccer
Existing							
Stayton High School	1	2	1		1	2	
Regis High School	1	4	1		1	4	1
Saint Mary's Elementary School					2	1	
Stayton Middle School		2	1			2	1
Stayton Elementary School		1			2	1	
Proposed							
Mehama Road Park (P)	0	0	0		2		3
Golf Lane Park (P)	0	0	0		4		4
Total	**2**	**9**	**3**		**12**	**10**	**9**

Public Restrooms

The following policies are recommended for the design and placement of restrooms in parks.

- Restrooms should not be located in mini or neighborhood parks, unless a majority of the use comes from outside the neighborhood.
- Where restrooms are located within mini or neighborhood parks, they should be of the "porta-potty" type and be enclosed within a concrete shell.
- Other restrooms should be of the single occupancy type.
- Restrooms should be very visible and located near a public street.

Managing Park and Recreation Services

1. **Cost Reporting System:** It is recommended the city develop a cost reporting system that accurately reflects the costs of the various park services offered by the city. With this type of information available, better tracking of costs can occur for the service and it provides more information for setting budget allowances. At the very least, costs should be broken out by:

    - Park maintenance
    - Open space maintenance
    - Pathway/ trail maintenance
    - Sports field maintenance
    - Gateway/ entrance features
    - Beautification areas

2. **Annual Report and Goals:** As the park program becomes more established, the city should prepare an annual report describing the costs, activity participation, and changes in operation that occurred over the past year.

3. **Use of Volunteers:** The use of volunteers should not be overlooked as a means of providing more service on a limited budget. In addition to expanding staff capabilities, the use of volunteers promotes good public relations and increases individual support for services. Volunteers can be used in a variety of ways such as assistance with special events, conducting minor maintenance duties, and assistance with administrative tasks.

4. **Establish Adopt a Park Program:** To gain more ownership, pride, and upkeep in local parks, it is recommended the city initiate an "Adopt-A-Park" Program. This is an informal agreement with a neighborhood or service club to perform and assume certain responsibilities and duties. These may include limited maintenance tasks, such as litter pick-up, watching for and reporting vandalism or other inappropriate behavior, or hosting neighborhood activities.

5. **Partnerships:** To share in the service cost, promote better coordination, and build community support, the city should partner with private groups, Marion County, the school district, and other service organizations.

6. **Increase System Development Charges**: System Development Charges are fees charged to residential developers for the impacts their projects have on the park system. In concept, the fees collected should pay for all costs of new park development created by population growth. However, the current fee rate does not reflect this actual cost. While it is up to the City Council to make this judgment call, it is recommended the fee schedule be raised to reflect the actual cost more accurately.

7. **Fees and Charges**: To help offset the cost of services, the city should make a major effort to produce revenue from its field rentals, building rentals, and other charges. At issue here, is at what level should the entire park services be subsidized? This should be a policy issue set by the City Council.

Maintaining the Park System

As additional park sites are developed, the cost of maintenance will increase. While the cost of park maintenance varies widely, a general rule of thumb is $4,000 to $5,000 per maintained acre for a park system. The current cost in Stayton is $5,956 per acre. To keep maintenance costs to a minimum and yet maintain a quality park system, policies on funding and approaches to maintenance should be developed. Listed below are some recommendations related to park maintenance:

1. **Produce High Quality Park Development**: Developing quality park facilities generates a feeling of pride in the community, results in facilities lasting longer, and are easier to maintain.

2. **Park Maintenance Funding**: Over time it can be expected that the city budget will have its shortfalls. One of the first services that is usually cut is park maintenance. While reduced maintenance can occur for a short duration, over time, reduced maintenance will result in the loss of facilities and the infrastructure. The cost to then bring them back to an acceptable level becomes significant. The point here is that reducing the park maintenance budget eventually will cost more.

3. **Maintenance Standards**: To assist in this budgeting process and to help assure that adequate maintenance is performed, maintenance standards should be developed that describe the task, its frequency, and quality of attention.

4. **Labor Saving Opportunities:** Proper design standards and use of correct equipment can substantially reduce the amount of time and labor needed to maintain a park system. As new parks are developed, considerations for maintenance should have a high priority.

   Some examples of labor saving devices are:

   - Use of curbs and mowing strips to reduce hand mowing
   - Reduction of high-maintenance plant materials
   - Design of mowing areas that permit the use of larger mowers
   - Installation of automatic irrigation systems

   Other design factors such as adequate spacing between trees, correct selection of plant materials and paving all contribute to easier maintenance.

5. **Consistency of Design and Materials:** While "original" designs of facilities may make for an interesting park system, it is also a very costly option because the cost of design and original construction. For some items such as restrooms, irrigation systems, and playground equipment the use of standard equipment is highly recommended.

   The consistent use of similar materials and products also should be encouraged because it reduces the amount of inventory for replacement parts.

The addition of new parks and other recreation facilities adds to the cost of operating and maintaining park and recreation services. These costs will be reflected in terms of additional staff, supplies, and new maintenance equipment. However, increased cost in maintenance and operations will not be in direct proportion to the amount of improvements due to economy of scale.

6. **Use of Seasonal Employees**: The city can hire seasonal employees for about a third the cost of full time personnel. Seasonal employees are usually more available during the summer, which is also the time of greatest maintenance demand. Because of this fact, about one-third to one-half of the maintenance crew should be made up of seasonal employees.

Photo: Stayton Riverfront Park

SECTION 6
Implementation

Introduction

This section of the report identifies potential funding sources and priorities for developing the improvements identified in the previous section, Recommendations. The intent of this section of the plan is to identify a short-term strategy for funding park and facility improvements. This strategy identifies when a certain action should occur as well as the source of funding. The information is summarized in the 6-Year capital improvement plan (CIP) shown in Table 6.1.

Project Priorities

The following criteria are recommended for prioritizing projects in the capital improvement plan. The listing of criteria is not in any priority.

Acquisition of Park Land: Due to the limited amount of undeveloped land in the developed portions of the city, the acquisition of future park sites should have a high priority. It is critical to preserve land while it is still available.

Acquisition of Other Natural Open Space: The acquisition of open space areas should have different priorities depending on the type and location. Examples are:

> Environmentally sensitive land should have a low priority because it will be difficult to develop anyway
>
> Developable parcels needed to complete lineal segments of open space should have a high priority because of the risk of loss to development

Development of Trails: Trail development should have a medium to high priority because of the community interest in trails and the difficulty of developing them once the area is developed. Proposed trails with the following criteria should have the highest priority of development:

> Trails subject to loss by urban development
> Trail segments that form longer segments
> Projects that have immediate funding opportunity

Redevelopment of Existing Parks: The redevelopment and upgrading of existing parks should have high priority because of their condition. Withholding future improvements will result in a further deterioration of existing facilities and infrastructure.

Development of Sport Fields: The development of sport fields should have a medium priority because there is only a slight shortage of fields.

Development of New Parks: Developing new parks should have a medium priority. In order to serve the existing population, new parks need to be developed.

Development of Specialized Facilities: Development of specialized facilities such as an additional skate area should have a medium to high priority and be based primarily on available funding.

Funding Options

The cost to implement all of the improvements recommended in the plan could easily exceed $10-20 million. Some of the funding sources that can finance these improvements are listed below.

1. **City General Fund:** This source comes from the city's annual operating budget. Up to this point, little has been budgeted for capital projects.

2. **Capital Projects Fund:** This fund is usually part of a City's General Fund and is designed to allocate a certain amount for capital projects. The city does not have a Capital Projects Fund for parks at this time.

3. **Special Serial Levy or Local Option Levy:** This is a property tax assessment that can be used for the construction and/or operation of park facilities. This levy type is established for a given rate for 1-5 years and requires a simple majority of voter approval. The advantage of this type of levy is that there are no interest charges. However, because of Measure 5, this type of levy has become difficult to pass in Oregon because it affects the $10 tax limitation of all taxing agencies in the area.

4. **General Obligation Bond:** These are voter-approved bonds with the assessment placed on real property. The money can only be used for capital improvements and not maintenance. This property tax is levied for a specified period of time (usually 20-30 years). Passage requires a majority approval by the voters. This type of property tax does not affect the overall tax limitation as described in a special serial levy. One disadvantage of this type of levy is the interest costs.

5. **Revenue Bonds:** These bonds are sold and paid from the revenue produced from the operation of a facility.

6. **HUD Block Grants:** Grants from the Federal Department of Housing and Urban Development are available for a wide variety of projects. Most are distributed in the lower income areas of the community. Grants can be up to 100%.

7. **System Development Charges:** System Development Charges are fees imposed on new development caused by impacts on the city's infrastructure. Park SDC's can only be used for park land acquisition and/or development. The amount collected does not come close to reflecting the true cost impacts of new housing on the park system. Typically, cities in Oregon run in the $1,000 range with some as high as $3,000 per single-family household. The current rate in Stayton is $1,062. The city is currently averaging roughly $30,000 annually from this fund. The disadvantage of this funding approach is that on a pay-as-you-go approach the city must wait some period of time before the account builds up to the point where it can be used. This is a significant disadvantage when acquiring park land.

8. **Certificates of Participation:** This is a lease-purchase approach in which the city sells Certificates of Participation (COP's) to a lending institution. The city then pays the loan off from revenue produced by the facility or from its general operating budget. The lending institution holds title to the property until the COP's are repaid. This procedure does not require a vote of the public.

9. **Donations:** The donations of labor, land or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Such service agencies as the Kiwanis and Rotary often fund small projects such as playground improvements.

10. **Public Land Trusts:** Private land trusts such as the Trust for Public Land, Inc. and the Nature Conservancy will acquire and hold land for eventual acquisition by a public agency.

11. **Lifetime Estates:** This is an agreement between a landowner and the city that gives the owner the right to live on the site after it is sold.

12. **Exchange of Property:** An exchange of property between a private landowner and the city can occur. For example, the city could exchange an unneeded water reservoir site for a potential park site currently under private ownership.

13. **Joint Public/Private Partnership:** This concept is relatively new to park and recreation agencies. The basic approach is for a public agency to enter into a working agreement with a private corporation to help fund, build and/or operate a public facility. Generally, the three primary incentives a public agency can offer is free land to place a facility (usually a park or other piece of public land), certain tax advantages and access to the facility. While the public agency may have to give up certain responsibilities or control, it is one way to obtain public facilities at a lower cost. The city is currently partnering with the YMCA for the operation and management of the indoor swimming pool.

14. **Private Grants and Foundations:** Private grants and foundations provide money for a wide range of projects. They are sometimes difficult to find and equally difficult to secure because of the open competition. They usually fund unique projects or ones of extreme need.

15. **Urban Forestry Grants:** There are several funding grant programs that provide money for urban forestry projects. One is funded by the U.S. Small Business Administration and provides grants to purchase and plant trees. This program sometimes funds urban street tree planting programs.

16. **Recreation Trails Program (Tea21 Program):** If this program was initiated in 1998 and is part of the TEA21 Program. For 2002, Oregon was appropriated $856,248. The Oregon Department of Parks and Recreation administers this program. The money can be used for both maintenance and capital construction.

17. **National Tree Trust:** National Tree Trust provides trees through two programs: America's Tree ways and Community Tree Planting. These programs require that volunteers on public lands plant trees. Additionally, the America's Tree way program requires 100 seedlings minimum to be planted along public highways.

18. **State Bicycle Funds:** This is revenue from state gas taxes that are distributed to each city for the development of bicycle lanes.

19. **Five percent (5%) land dedication:** According to the city's land use and development code, 5% of the gross area of a subdivision shall be dedicated to the city for public recreation purposes. As an alternative, where a recreation area would not be suitable, the city may collect a fee equal to 5% of the total assessed value of the land being platted.

Financing Strategy

It is estimated that it will cost approximately $13 million over time to develop the plan as proposed. Funding should come from many sources including grants, Park System Development Fees, donations and tax supported options.

One major funding source is Park System Development Charges (SDC's), now in place. These are fees paid by residential developers to help fund park land acquisition and new development. The current rate is $1,062 per household. Of the estimated $13 million in cost to build and/or upgrade the park system, approximately $10 million is eligible for SDC funding. If one were to divide this cost by the estimated number of new households that will be built in the next 20 years, it amounts to a SDC rate of over $4,800 per household. Assuming this is an amount that will not be accepted at this time, the challenge will be to determine how the park development package will be funded. The options include:

- Keep the SDC rate at the present level and reduce the cost of the total development package
- Increasing the SDC rate
- Ask for a tax supported measure
- Aggressively seek grants (will only pay for a small portion)

Recommended Funding Strategy

To meet immediate park and facility needs, a short-term six-year capital improvement plan (CIP) is proposed that is much smaller in project cost. The proposed CIP is a conservative program that is intended to rehabilitate the existing parks and meet some of the short-term park and facility needs in the city.

The cost to develop a first phase of the plan is approximately $2.7 million. While a first phase could be any amount, the recommended list of projects represents the greatest need and one that the community can afford. The centerpiece of the funding package is a $2 million general obligation bond. Since this will require voter approval it is felt that $0.48 per $1,000 assessed evaluation is about the maximum voters will approve. To pay for upgrading existing park facilities, a Capital Projects Fund is recommended that would be paid out of the City's General Fund.

The funding sources for the CIP are listed on the next page:

Expenditures:

Table 6.1
Revenue Sources
Park and Recreation Improvements

Sources	Amount
General Obligation Bond for Parks [1]	$2,000,000
System Development Charges ($50,000 annually)	$300,000
Capital Projects Fund	$196,000
Grants	$80,000
Donations [2]	$115,400
City Levy (3 playgrounds)	84,600
Total Funding Sources	$2,776,000

[1] City assessed valuation is $404,187,724. Bond rate is $0.41 per 1,000 assessed valuation. This is based on an interest rate of 5.25% for 20 years.

[2] Assumes sports organization will donate both labor and materials to develop quality ball fields.

Listed below is a description of the project expenditures.

In order to meet the future land needs, land acquisition received a fairly high appropriation because it is critical to acquire the property while it is still available. In addition, land is very expensive and without outside funding assistance, it would be difficult for the city to secure property later.

Table 6.2
Expenditures
Park and Recreation Improvements

Project	Cost	Source
Park Upgrade and Improvements	$341,000	Capital Projects Fund
Land Acquisition	$1,000,000	GO Bond
Park Development	$1,235,000	GO Bond, Donations
Trail Development	$200,000	Grants, Capital Projects Fund
Total Expenditures	$2,776,000	

Capital Improvement Plan

Table 6.3
Suggested Six-Year Capital Facilities Plan
Park and Recreation Improvements

Project	Site #	Cost	Comments
Park Upgrade			
Westown Park	M-3	$75,000	Upgrade
Community Center Complex	C-8	$66,000	Tennis Court Improvements
Pioneer Park (Nietling Property)	N-14	$100,000	Minor additions
Northslope Park (Phase 1 only)	M-16	$100,000	Additional Development
Subtotal		$341,000	
Land Acquisition			
Stayton Riverfront Park		–	Donation
Golf Lane Park	C-1	$1,000,000	Acquisition
Subtotal		$1,000,000	
Park Development			
Golf Lane Park	C-1	$1,000,000	Phase 1
Santiam Park	N-12	0	Already budgeted
Stayton Riverfront Park		$85,000	
Skateboard Area (Phase I only)		$150,000	
Subtotal		$1,235,000	
Trail Development			
Misc Trails		$200,000	2 Miles @ $100,000
Subtotal		$246,000	
TOTAL COST		**$2,776,000**	

All Projects

Table 6.4
All Projects
Park and Recreation Plan

	Facility	Planning	Acquisition	Development	Major Upgrade	Minor Improve.	Other
	Mini Parks						
M-3	Westown Park				X		
M-13	Fir Street Park (P)	X	X	X			
M-16	Northslope Park			X			
	Neighborhood Parks						
N-2	Quail Run Park			X		X	
N-4	Ida Street Park (P)	X	X	X			
N-12	Santiam Park			X			
N-14	Pioneer Park (Neitling property)			X		X	
N-19	Pine Street Park (P)	X	X	X			
	Community Parks						
C-1	Golf Lane Park (P)	X	X	X			
C-8	Community Center Complex				X		
C-20	Mehama Road Park (P)	X	X	X			
	Linear Parks						
L-5	Stayton Ditch Park (P)	X	X	X			
L-6	Salem Ditch Park (P)	X	X	X			
L-7	Lucas Ditch Park (P)	X	X	X			
L-18	Santiam Highway ROW (P)	X		X			
	Special Use Areas						
	Skate Board Area (P)	X	X	X			
	Open Space Areas/Greenways						
OS-9	Mill Creek Greenway (P)	X	X	X			
OS-10	Santiam River Greenway (P)	X	X	X			
OS-15	Wilderness Park					X	
OS-17	Stayton Riverfront Park	X		X			

P-Proposed

Table 6.4 (cont'd)

	Facility	Planning	Acquisition	Development	Major Upgrade	Minor Improve.	Other
	Pathways/Trails						
–	Miscellaneous Trails	X	X	X			
	Specialized Facilities						
–	Skate Area	X		X			
–	Group Picnic Area	X		X			
–	Senior Center Area						
	Sports Facilities						
	Sport Fields located within Golf Lane Community Park (C-1)						

P- Proposed

Financing Operations

Adding new parks and facilities to the city's inventory will naturally increase the park maintenance budget. The current park maintenance budget is $121,225 and is managed by the Public Works Department. The current cost per acre for park maintenance is $5,957. While this number is a little high for a small northwest community, it will probably decrease on a cost per acre basis, as more parks are brought on line and efficiency increases.

At the current time, the City employees one full time and two part time employees for park maintenance. This is equivalent to a total of 4,286 FTE hours and amounts to about 214.3 hours per acre per year. As more park land is developed, additional maintenance staff will be required. Based on the Phase 1 development program identified in Table 6.3, Table 6.5 found on the next page forecasts additional maintenance cost. Using the additional maintenance cost of $106, 000 as the base, it is estimated that an additional 1.8 FTE's will be required. This could occur as one additional full time person plus seasonal workers or could be all seasonal workers.

In addition to an increased cost in total park maintenance, the plan also recommends the city consider hiring a recreation coordinator to initiate a recreation and sports program in Stayton. As recommended earlier, this position should be funded on a two-year trial basis. If the individual can build a program and a following of supporters, it could then be funded on a permanent basis. A second option could be to offer the YMCA an opportunity to act as recreation coordinator.

Shown on the next page in table 6.5 is a forecast of total park and recreation operation costs, assuming that all the projects shown in table 6.3 are developed. Of course, this process could take up to six years to reach this point.

Table 6.5
Total Park and Recreation Operating Costs

Budget Item	Cost per Unit	Annual Cost
Existing Annual Maintenance Budget		$149,425
Park Upgrades[1]		
Pioneer Park (Neitling Property)	Allowance	$3,800
Northslope Park	Allowance	$3,800
New Park Development		
Golf Lane Park	10 Ac. @ $7,000 per acre	$70,000
Santiam Park	2 Ac. @ $7,000 per acre	$14,000
Stayton Riverfront Park[2]	Allowance	$7,000
Skate Board Area[3]	Allowance	$5,000
Trail Maintenance	2 miles @ $1,500 per mile	$3,000
Subtotal New Annual Maintenance Cost		$106,600
Reduce Existing Maintenance Cost by 10%[4]		$134,400
Total Anticipated Maintenance Budget		$241,000
Recreation Coordinator Position	Allowance	$30,000

1 Assumes that park upgrades will require better maintenance than what now exists.

2 Assumes very minor maintenance since the park is not yet developed in this phase.

3 Assumes that a majority of the cleanup will occur by the users and supporters of the skate board area.

4 As the maintenance requirements increase, it can be assumed that park maintenance will become more efficient.