

ORDINANCE No. 568

AN ORDINANCE AMENDING THE STAYTON COMPREHENSIVE PLAN TEXT TO REFLECT INCLUSION OF GOLF COURSE PROPERTY WITHIN THE URBAN GROWTH BOUNDARY

THE CITY OF STAYTON ORDAINS AS FOLLOWS:

The Text of the Stayton Comprehensive Plan is amended as follows:

Section 1. Page 66, JUSTIFICATION FOR UGB, paragraph 2 is amended to read:

The original Urban Growth Boundary was developed by the City of Stayton in 1972-73 through contracted planning services with MWVCOG. The UGB contains 3,086 acres of which 486 acres are in flood plains and 1,107 acres are already developed at urban levels. The total developable gross acreage within the UGB is 1,065 acres.

Section 2. Paragraph 5 of page 66 is amended to add the following sentences between sentences 3 and 4:

The Santiam Golf Course property, located at the intersection of Highway 22 and Golf Club Road, was included to insure the viability and preservation of the golf course as a recreational resource. Attached as Appendix A are the findings, justifications and rationale for inclusion of the golf course property within the UGB.

Section 3. The material appended hereto is hereby adopted as Appendix A to the Stayton Comprehensive Plan.

PASSED BY THE COMMON COUNCIL THIS 18th DAY OF JANUARY, 1982.

Signed by the Mayor this 20th day of JANUARY, 1982.

Henry A. Pate
Mayor

ATTEST:

Ellen Vandenberg
City Administrator

FINDINGS OF FACT

Santiam Golf Course

Petition for Amendment of the
City of Stayton Comprehensive Plan and
Urban Growth Boundary
And to Take an Exception to
Statewide Land Use Goal 3 - Agriculture

1. The City of Stayton has an adopted Comprehensive Plan that was acknowledged by the Land Conservation and Development Commission on April 10, 1980. As part of this Comprehensive Plan, the City and Marion County have jointly adopted an Urban Growth Boundary. Management of lands within this boundary and provisions for changes of the boundary are covered in an Urban Growth Management Agreement executed by both the City and County on March 14, 1979.
2. The Santiam Golf Course lies north of the Stayton Urban Growth Boundary and is bounded by Golf Course Road and Highway 22. The golf course is requesting an amendment of the boundary to encompass the course facilities.
3. At the time of the preparation of the Stayton Comprehensive Plan, the Citizen Involvement Committee, the Planning Commission, and the City Council all agreed that the golf course should be in the boundary. At that time, the golf course Board of Directors determined that it did not want to be in the boundary. The City respected this request.
4. The Planning Commission heard this application and rendered a unanimous decision in favor of the boundary extension.
5. A purpose of the proposed boundary amendment is to make feasible the provision of public services within the planning period.
6. There is a demonstrated need to accommodate future population growth. With a projected year 2000 population of 11,500 persons, Stayton will need to provide for the recreational needs of approximately 7000 additional persons. Parks and other government-provided recreational facilities will serve to meet only a portion of the recreational needs of the future population. The golf course, privately owned but open to the public, will witness an increasing level of use and will need to provide services accordingly. The provision of a full-service quality restaurant expanded beyond the current reconstruction, tennis courts and other recreational facilities, and upgraded clubhouse and course facilities will satisfy a portion of the recreational needs of present and future Stayton area residents.

This need is expressed in the Marion County Comprehensive

Plan which calls for the preservation of the Santiam Golf Course as a recreational resource in the area. This need is echoed in the Stayton Comprehensive Plan and is reflected in the Statewide Comprehensive Outdoor Recreation Plan. The growth of the City of Stayton and its environs necessitate the growth of recreations facilities within the community. The proposed expansion of the golf course's facilities will include other recreational opportunities that will be commensurate with the needs of the population.

7. There is a further need for housing, employment opportunities, and improved livability that the UGB amendment will assist in meeting. Although a limited amount of recreation-oriented housing may be a topic for discussion in the distant future, the proposed action answers more the need for employment opportunities and enhancement of area livability. The new clubhouse facility could generate several employment opportunities, and could result in some "spillover" benefits to other local business enterprises as users from outside the Stayton area come to use the facilities. The livability of the community of Stayton would be enhanced by the provision of expanded high-quality restaurant and recreational facilities, as well as the continued viability of the course itself.
8. The petitioners need assurances of the known level of services on which to base a long range plan for course development. The inclusion of the golf course inside the urban growth boundary will give the course Board of Directors a clear indication of jurisdiction in future decisionmaking processes.
9. The step of including the golf course in the boundary is only the first of many steps that will lead to eventual development as proposed. The burden of the future comprehensive plan changes and zone changes, as necessary, will be on the course at the time that they are deemed appropriate. This current urban growth boundary extension does not create any precedent for specific future actions.
10. This action complies with the criteria of Statewide Land Use Goal 14 - Urbanization for a boundary amendment. Other findings substantiate the ability to meet the requirements.
11. An exception to Statewide Land use Goal 3 - Agriculture is justified, as is demonstrated by these findings and their response to the requirements for taking an exception from Goal 2 - Land Use Planning.
12. There are no feasible alternatives to the current proposal. The only possible alternatives are to bring the Urban Growth Boundary in a narrow strip, paralleling Golf Course Road, running north to include the club house area. This is not realistic in that it is a gerrymander that does not respect the course's property lines and ownership pattern. Such a

boundary would divide the course's political jurisdictions between the County and the City creating a state of limbo in which to act.

The other alternative is the creation of a sewer district for the Santiam Interchange area. The applicant has discussed this with the property owners at the interchange and none have need or interest for a sewer district. Therefore, the entire burden would fall on the course. Due to the expense of creation of such a district and its facilities, it is more cost effective for the course to pursue the extension of services from Stayton.

13. This use should be provided for as it is already in existence. What is being requested is inclusion within the UGB so that future planning for golf course development may proceed, with the knowledge that a set level of public service will eventually be available.
14. There are no alternative locations within the UGB for this use. The use is already in existence.
15. Denial of the proposal would result in a loss of potential recreational activities to the people of the Stayton area and a loss of potential tax revenues for City coffers.
16. In order to help assure continued economic viability, inclusion in the UGB, with the assurance that services will be available when appropriate, is critical. Without this action, a long term consequence to the area is the potential loss of this recreational facility.
17. The proposed action presents no conflict with adjacent land uses in that no change of use is requested. The golf course and clubhouse have been in existence for many years.
18. The proposed UGB extension will help provide for an orderly and economic provision of public services. The 1979 Stayton Comprehensive Plan gives the construction of facilities to the general golf course area a high priority in its discussion of facility expansion. The plan proposes a new lift station adjacent to the golf course property which can easily be accommodated by the existing Wilco Road system. The proposed action would facilitate the implementation of this Comprehensive Plan recommendation.
19. The proposed change will provide for the maximum efficiency of land uses. The land use is already in existence and no change in use is proposed.
20. There would be long-term consequences to the area if the action is not permitted. If the golf course were not to be included within the UGB, services would not be able to be extended to the existing clubhouse or any future facilities. The current clubhouse is under reconstruction and currently

is not fully operational due to a fire which gutted the facility in 1980. Expansion of facilities beyond the current clubhouse reconstruction will require extension of services.

21. The golf course and clubhouse are already in existence, therefore, no agricultural land is to be taken out of agricultural use. The property is presently zoned EFU (Exclusive Farm Use) by Marion County, and no zone change is being requested. It also has an open space tax deferral that helps assure its continued use as a golf course in the future.
22. There will be no adverse environmental effects by the proposed land use actions. The course and its facilities produce no negative impacts on the environment.
23. Inclusion of the golf course property in the UGB does not automatically obligate the City to provide water, sewer and other urban services. Such service extension may only attend proper application for, and City approval of, all necessary permits or other actions of the City including annexation, zone changes, and subdivision or PUD approvals.

Because the Golf Course interests have represented that the petition is in no way based on the need for future housing, city approval of water and sewer service to any residential development upon the petitioner's property will only follow a demonstration of public need for such housing and a showing of compliance with then applicable local and state land use regulations.

MRA/10/20/81

RECEIVED OCT 2 1981

SANTIAM GOLF COURSE
PETITION FOR ANNEXATION TO THE
CITY OF STAYTON URBAN GROWTH BOUNDARY

ADDENDUM - 9/21/81

At the request of the Marion County Planning Director, this addendum to Santiam Golf Course's Petition will briefly summarize several important points of the petition.

Reason for the Request

The Golf Course has experienced, and according to projections of community growth will continue to experience, increased demand for additional recreational facilities for the community. In order to help meet this demand, the Course needs sewer facilities. This will assure that adequate sewer capability exists to accommodate the projected or potential developments. In order to anticipate all development that could occur within the Course property over the next twenty years, it is important for the Course to know which jurisdiction they will be dealing and what for level of services they can plan. Therefore, inclusion of the Course inside the urban growth boundary at this time gives a solid foundation for long range planning.

Annexation

No annexation of the Golf course to the Stayton city limits is proposed at this time. It is fully recognized by the Course that annexation can only occur when the Course is contiguous to the city limits. The Course nor the city have any intention to pressure city limits extension in this direction.

Sewer Extensions

The Golf Course has no intention of pursuing the extension of sewer lines to the club house area in the near future. Extensions will only be made after a realistic and equitable financing scheme has been worked out and most probably will not be made until after annexation. Extension of services before annexation would only occur upon the clear demonstration that the facilities were needed for the Golf Course and that the possibility of annexation did not exist for a reasonable period of time. However, in all likelihood, the services will not be needed until annexation is feasible.

Housing

The Golf Course Board of Directors has explored the possibility of creating housing within the Golf Course boundaries. Specifically, a small area along the southern end of the Course has been discussed as a possible site. However, there are no plans for the creation of any housing in the foreseeable future. It was decided by the Board that such a undertaking was well beyond its resources and capabilities at this time and that there were other priorities for capital improvements on the Course. As well, it is clear that the City of Stayton's Comprehensive Plan would not support the creation of more land for additional housing as there is no clearly demonstrable public need. Therefore, the petition for urban growth boundary extension in no way is based upon the need for future housing.

However, it must be clearly stated that housing is a possibility in the distant future and that extending sewer lines will enhance

the ability to create housing. The Course is fully aware of its obligation to only propose such housing when there is a need within Stayton. The burden of a comprehensive plan change and zone change will be on the Course at that time. This current urban growth boundary extension does not create any precedent for specific future actions.

Alternatives to Current Proposal

There are three basic alternatives to the current petition. Each of these have been carefully examined and determined to be unexceptionable to the Course.

The first alternative is to not pursue the urban growth boundary extension. It has been pointed out many times in this and the primary report of this case that, in order to have a solid foundation on which to base long range plans, the Course needs the urban growth boundary annexation. Also, annexation is necessary to assure the probability of future service extensions as the Course's facilities expand. Failure to obtain services will stagnate the Course's ability to grow to meet recreational needs of the Stayton community.

The second alternative is a variation of the boundary request so that the boundary would be only a narrow "strip" paralleling Golf Course Road running north to include the club house area. This option was discussed by the Board and was determined to be unacceptable. It is essentially viewed as a "game" that is a simple gerrymander not respecting the Course's property lines and ownership pattern. Such a boundary would divide the Course's

political jurisdictions between the county and the city creating a state of limbo in which to act. The simplest way of pursuing an annexation to the urban growth boundary is to utilize the entire Course. This is easier at this time and will be easier in the decisionmaking process in the future.

The third alternative is the creation of a sewer district for the Santiam Interchange Area that would provide sewer services for the commercial facilities located on all sides of the interchange. The Board has determined that this option is unfeasible because of its high cost.

There is only one vacant area of ID zoning left at the interchange other than the land west of Lucas Chevrolet that could be used for its expansion. This vacant property is immediately east of Lucas. All of the existing facilities including the Chevrolet dealership, the tire store, and the mobile home sales lot are satisfactorily served by septic systems. Therefore, they would have little interest in the creation of a new sewer system.

This means that the burden of studying and implementing this proposal falls only on the owners of the vacant property and on Santiam Golf Course. It would also appear that the benefit would only be to these two parties. There is no commitment by the other parcel to participate in this type of program. It should be pointed out that it is quite removed from the club house area, making it questionable for the two properties to jointly undertake the project.

It has been estimated by a local engineering firm that the cost of undertaking such a project could exceed \$50,000.00 per land owner, without costs for the preliminary studies and approval process. Nor does this include that maintenance and upkeep costs. Preliminary projections on the cost of a sewer line extension from the proposed lift station immediately south of the Golf Course to the club house area run around \$50,000.00. Therefore, it makes little economic sense for the Course to pursue the sewer district proposal especially as time is not pressing for the creation of these facilities.

EXCEPTIONS STATEMENT

Inclusion of the Santiam Golf Course within the Stayton Urban Growth Boundary (UGB) requires the taking of an Exception to appropriate Statewide Planning Goals and Guidelines. In this case, the exception is to Goal 3 - Agriculture. An exception requires that four basic questions be answered. The questions, and the Petitioner's replies, are as follows:

1. Why should the use be provided for?

The use is already in existence. What is being requested is inclusion within the UGB so that future planning for golf course development may proceed, with the knowledge that a set level of public service will eventually be available. The extension of services to the clubhouse is a prerequisite to any construction of a new facility to serve the needs of the community.

2. Are there any alternative locations for the proposed use?

There are no alternative locations within the UGB for this use. The use is already in existence.

3. What are the long-term consequences to the area if the action is not permitted?

If the golf course were not to be included within the UGB, services would not be able to be extended to the existing clubhouse or any future facilities. The present clubhouse currently is not fully operational due to a fire which

guttled the facility in 1980. In order to reconstruct the clubhouse and to provide new facilities so that a full range of services and recreational activities may be provided, the requested extension of services is necessary.

Denial of the proposal would result in a loss of potential recreational activities to the people of the Stayton area and a loss of potential tax revenues for City coffers. The petitioners have agreed to work out an arrangement with the City for the equitable sharing of service extension costs. By not approving the proposed action, the City would lose an opportunity to achieve the timely construction of one of the sewer system expansion projects deemed to be of high priority by the adopted Comprehensive Plan.

The final factor is the economic vitality of the Santiam Golf Course, itself. As with most public golf courses, inflation has taken a heavy toll on the financial strength of the corporation. It is an important growing trend to expand the facilities and services of golf courses in order to make them more of a recreational center for a variety of activities rather than just for golf. This diversifies the economic base of the course, and helps assure that it can remain strong and active.

The Santiam Golf Course is in the position where if it is to remain a viable economic enterprise, it must look to expansion of the services and facilities its makes available to the public. In order to do this, inclusion in the UGB,

with the assurance that services will be available when appropriate, is critical. Without this action, a long term consequence to the area is the potential loss of this recreational facility.

4. Is the proposed use compatible with adjacent uses?

The proposed action presents no conflict with adjacent land uses in that no change in use is requested. The golf course and clubhouse have been in existence for many years.

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GOAL 14 COMPLIANCE

Oregon's land use planning laws require that proposed changes to an adopted urban growth boundary (UGB) be based upon consideration of seven criteria set forth in Statewide Planning Goal 14 - Urbanization. These criteria include:

1. Demonstrated need to accommodate long-range population growth requirements.
2. Need for housing, employment opportunities, and livability.
3. Orderly and economic provision of public facilities and services.
4. Maximum efficiency of land uses within and on the fringe of the existing urban area.
5. Environmental, energy, economic and social consequences.
6. Retention of agricultural land.
7. Compatibility with nearby agricultural activities.

The proposal to include the Santiam Golf Course within the Stayton UGB and to extend services to the clubhouse does not conflict with the aforementioned criteria. Each of the criteria have been addressed, as follows:

1. Demonstrated need to accommodate future population growth

With a projected year 2000 population of 11,500 persons, Stayton

will need to provide for the recreational needs of approximately 7000 additional persons. Parks and other government-provided recreational facilities will serve to meet only a portion of the recreational needs of the future population. The golf course, privately owned but open to the public, will witness an increasing level of use and will need to provide services accordingly. The provision of a full-service quality restaurant, tennis courts, and upgraded clubhouse and course facilities will satisfy a portion of the recreational needs of present and future Stayton area residents.

2. Need for housing, employment opportunity, and livability

Although a limited amount of recreation-oriented housing may be a topic for discussion in the distant future, the proposed action answers more the need for employment opportunities and enhancement of area livability. The new clubhouse facility could generate several employment opportunities, and could result in some "spillover" benefits to other local business enterprises as users from outside the Stayton area come to use the facilities. The livability of the community of Stayton would be enhanced by the provision of a high-quality restaurant and tennis court facilities, as well as the continued viability of the course itself.

3. Orderly and economic provision of public services

As mentioned in the project narrative, the 1979 Stayton Comprehensive Plan gives the construction of facilities to the general golf course area a high priority in its discussion of

facility expansion. The plan proposes a new lift station adjacent to the golf course property which can easily be accommodated by the existing Wilco Road system. The proposed action would facilitate the implementation of this Comprehensive Plan recommendation.

4. Maximum efficiency of land uses

The land use is already in existence and no change in use is proposed.

5. Consequences of the proposed action

If the golf course were not to be included within the UGB, services would not be able to be extended to the clubhouse. The clubhouse currently is not fully operational due to a fire which gutted the facility in 1980. In order to reconstruct the clubhouse, and to add other new facilities so that a full range of services and recreational activities may be provided, the requested extension of services is necessary.

Denial of the proposal would result in a loss of potential recreational activities to the people of the Stayton area and a loss of potential tax revenues for City coffers. The petitioners have agreed to work out an arrangement with the City for the equitable sharing of service extension costs. By not approving the proposed action, the City would lose an opportunity to achieve the timely construction of one of the sewer system expansion projects deemed to be of high priority by the adopted Comprehensive Plan. No adverse environmental effects would

result from this action.

The final factor is the economic vitality of the Santiam Golf Course, itself. As with most public golf courses, inflation has taken a heavy toll on the financial strength of the corporation. It is an important growing trend to expand the facilities and services of golf courses in order to make them more of a recreational center for a variety of activities rather than just for golf. This diversifies the economic base of the course, and helps assure that it can remain strong and active.

The Santiam Golf Course is in the position where if it is to remain a viable economic enterprise, it must look to expansion of the services and facilities its makes available to the public. In order to do this, inclusion in the UGB, with the assurance that services will be available when appropriate, is critical. Without this action, a long term consequence to the area is the potential loss of this recreational facility.

6. Retention of agricultural land

The golf course and clubhouse are already in existence; no agricultural land is to be taken out of agricultural use. The property is presently zoned EFU (Exclusive Farm Use) by Marion County, and no zone change is being requested. It also has an open space tax deferral that helps assure its continued use as a golf course in the future.

7. Compatibility with surrounding land uses

The proposed action presents no conflict to surrounding land uses. The golf course has been in existence for years.

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