

BEFORE THE STAYTON PLANNING COMMISSION

In the matter of
the application of
Randall Myers, Brownstone Homes

)
) Annexation
) File # 16-12/24
)

ORDER OF RECOMMENDATION

I. NATURE OF APPLICATION

The applicant has submitted an application for annexation of a 59.63-acres area including three parcels 1) 9164 Golf Club Rd - tax lot 091W04B000200, 2) 9384 Golf Club Rd - tax lot 091W04B000900 (part of parcel), and 3) 9474 Golf Club Rd - tax lot 091W04B001000 (part of parcel) and ±3,000-foot portion of existing public right-of-way along Golf Club Road SE has been submitted, proposing a zoning designation of Medium Density (MD) Residential.

II. PUBLIC HEARING

A public hearing was held on the application before the Stayton Planning Commission on January 26, 2026. At that hearing the Planning Commission reviewed Land Use File #16-12/24 application for annexation was made part of the record.

III. FINDINGS OF FACT

A. EXISTING CONDITIONS

1. The owners of the properties are Yvonne A Parsons Trust, Sumei Li and Toby Lee, and Chunmei Nie and Sam Vuong, respectively.
2. The applicant is Randy Myers, Brownstone Homes.
3. The parcels and the right-of-way can be described as consisting of three parcels—9164 Golf Club Road SE (Tax Lot 091W04B000200), a portion of 9384 Golf Club Road SE (Tax Lot 091W04B000900), and a portion of 9474 Golf Club Road SE (Tax Lot 091W04B001000)—together with an approximately 3,000-foot portion of existing public right-of-way along Golf Club Road SE.
4. The properties and right-of-way are currently outside of the City Limits and zoned Marion County Urban Transition (UT-20).
5. The area to be annexed is approximately 59.63-acres with frontage on Golf Club Road.
6. Partition 2025-34 of 9164 Golf Club Road SE (Tax Lot 091W04B000200) was recorded on July 24, 2025, and Partition 2025-43 of 9384 Golf Club Road SE was recorded on September 4, 2025; however, Marion County has not yet updated the assessor's property records to assign new tax lot numbers to the partitioned

property. The partition for 9474 Golf Club Road SE had been applied for but had not been recorded as of the annexation application date

7. The subject properties proposed for annexation consist of 9164 Golf Club Road SE (Tax Lot 091W04B000200), containing approximately 22.60 acres; a partitioned area of 9384 Golf Club Road SE, containing approximately 16.53 gross acres; a partitioned area of 9474 Golf Club Road SE, containing approximately 15.44 gross acres; and an area of public right-of-way measuring approximately 55.23 feet in width and 3,000 feet in length.
8. The right-of-way proposed for annexation provides a continuous connection between the subject parcels and the City of Stayton, with the southern portion of the right-of-way connecting to Tax Lot 091W04C000700, a property within the city limits that has frontage on Golf Club Road and is zoned Medium Density (MD) Residential.
9. The applicant submitted a combined annexation and subdivision application and formally withdrew the subdivision portion of the application on January 7, 2026.

B. PROPOSAL

The proposal is to annex a 59.63-acres area including three parcels 1) 9164 Golf Club Rd - tax lot 091W04B000200, 2) 9384 Golf Club Rd - tax lot 091W04B000900 (part of parcel), and 3) 9474 Golf Club Rd - tax lot 091W04B001000 (part of parcel) and ±3,000-foot portion of existing public right-of-way along Golf Club Road SE. The applicant has proposed that Medium Density (MD) Residential zoning be applied at the time of annexation.

C. AGENCY COMMENTS

The following agencies were notified of the proposal: City of Stayton Public Works, Stayton Cooperative Telephone Company, Pacific Power, NW Natural Gas, Stayton Fire District, Marion County Public Works, Wave Broadband, Marion County Planning Division, Santiam Water Control District, Santiam Hospital, Stayton Police Department, Oregon Department of Transportation, and the North Santiam School District.

The City's transportation engineering consultant, Kittelson & Associates, provided comments dated January 8, 2026, noting that a Traffic Impact Analysis (TIA) is not required for the annexation application and that an updated TIA will be expected with a future development application. In addition, the City's consulting engineer submitted a memorandum dated January 12, 2026. These comments are incorporated into the findings below.

Santiam Hospital and Clinics stated that they had no comment. The Oregon Department of Transportation (ODOT) acknowledged receipt of the revised application and indicated that its Region 2 Traffic Unit is reviewing the applicant's TIA; ODOT stated that it will provide comments, if any, upon completion of its review and requested a copy of the staff decision or report for the case. North Santiam School District 29J inquired whether the proposed development includes plans for school bus stops and turnarounds.

Marion County provided comments indicating that, based on their review of the proposed annexation, the area did not appear to include the Golf Club Road right-of-way; Marion County expressed a preference that the right-of-way be included within the City limits where the Urban Growth Boundary abuts the west side of Golf Club Road.

D. PUBLIC COMMENTS

The Community and Economic Development Department notified all owners of property within 300 feet of the subject property and has received one public comment on these applications prior to the public hearing. Charles Hawkins, owner of property at 9534 Golf Club Road SE, Aumsville, Oregon 97325, submitted written comments expressing concerns regarding potential stormwater drainage and overland flow impacts to adjacent southern properties associated with future development of the subject property.

E. ANALYSIS

Annexation applications are required to satisfy approval criteria contained within Stayton Municipal Code (SMC) Title 17, Section 17.12.210.

F. REVIEW CRITERIA

Pursuant to SMC 17.12.210.4 the following criteria must be demonstrated as being satisfied by the application:

- a. *Need exists in the community for the land proposed to be annexed.*

Finding: The 2013 Stayton Comprehensive Plan update included a Buildable Lands Inventory (BLI). The 2013 BLI provides the following information on projected growth and need for additional land in the community. At that time, there were 106 acres of vacant buildable land inside the City limits in the Low, Medium, and High Density Residential Zones. The projected population for the City in 2030 (at a medium growth rate of 1.7%) was 11,359 people, requiring an additional 1,281 dwellings. To meet that need, the City Comprehensive Plan indicates the expected need of additional 320 acres of residential to be annexed into the City. Since the time that analysis was conducted, the City has annexed 60 acres of residential land.

The need for 1,281 additional units was broken up into 889 single-family detached dwellings, 193 duplexes, 174 multi-family units, and 25 mobile homes. It is projected that the percentage of homes are needed at the following: single-family detached dwellings 65%, duplexes (or attached single-family homes) 13%, multi-family units 18%, and mobile homes 4%.

Since the BLI has been calculated, the following is a table of developments, year, type of housing unit, and number.

Project Name	Year	Type	Number
Phillips Estates, Phase 2	2014	single-family home	21
Phillips Estates, Phase 3	2025/26	single-family home	22 (concept plan)
Wildlife Meadows	2017	single-family home	42 (2 duplexes)
Hayden (Lambert Place)	2020	single-family home	51
Fern Ridge	2022	multi-family	72

Shaff Square

2023 multi-family 100

Based on these totals, Stayton's housing needs are as follows: 753 single-family homes, 191 duplex or attached single-family units, 2 multifamily units, and 25 mobile homes.

These projections are based on a higher anticipated growth rate than what has actually occurred, meaning the calculated housing needs may be somewhat overstated. From 2000 to 2024, Stayton's population increased from 6,816 to 8,176—a change of 1,360 people—reflecting an average annual growth rate of approximately 0.76%. The Marion County Coordinated Growth projection of 1.6% average annual growth rate was used in the projected needs.

The annexation application includes a request for Medium Density (MD) Residential zoning. Although the subdivision application has been formally withdrawn, the withdrawn materials illustrated 126 residential lots ranging in size from the minimum required 7,000 square feet to six lots exceeding 10,500 square feet. If the property were developed in this manner and to the full range of housing types permitted within the MD zone, the site could theoretically accommodate up to 240 duplex units and up to 18 triplex units; however, triplex development is permitted only on lots of at least 10,500 square feet, and only six of the illustrated lots met this minimum standard.

Analysis: The City has an identified need for additional single-family and duplex housing based on the Buildable Lands Inventory (BLI), recognizing that the BLI projections are approximate and assume a growth rate higher than what has historically occurred. Even with these assumptions, the remaining housing need demonstrates demand for single-family detached and duplex units within the City. Accordingly, there is a reasonable basis to conclude that annexation of the subject property with a Medium Density (MD) Residential zoning designation is appropriate to help address the City's identified housing needs, particularly for single-family and duplex housing types.

b. The site is or is capable of being serviced by adequate City public services, including such services as may be provided subject to the terms of a contract annexation agreement between the applicant and the City.

Finding: There the site is capable of being served by adequate City public services. While the property is not currently connected to City utilities, the City's adopted master plans (Transportation, Water, Stormwater, and Wastewater) provide clear pathways for extending services. At the time of development, the applicant will be required to construct or extend infrastructure to meet all applicable standards, ensuring the property can be fully and adequately served.

Streets

The subject property can be served by adequate transportation facilities upon construction of required improvements at the time of development. Golf Club Road SE, which abuts the subject property, is designated as a Minor Arterial in the City's Transportation System Plan and is currently under Marion County jurisdiction. Existing roadway improvements are substandard and will require upgrades to City

Minor Arterial standards along the full frontage of the subject property, including travel lanes, a center turn lane, bicycle lanes, curbs, sidewalks, planter strips, and appropriate transitions. Additional right-of-way dedication will also be required at the time of development.

Future development will also require construction of Golf Lane, a planned City Collector street that will extend east from Golf Club Road SE through the subject property, as well as construction of internal local streets in accordance with the Stayton Municipal Code and Public Works Design Standards. The Transportation System Plan identifies multiple future projects along Golf Club Road SE, including sidewalks, bicycle facilities, and a potential roundabout at Shaff Road SE, which will improve long-term connectivity and safety. Transportation impacts and proportional contributions to planned improvements will be evaluated with future development applications.

Stormwater Drainage

The subject property can be served by the City's stormwater system once required stormwater infrastructure is constructed. The property is not currently served by City storm drainage facilities, and existing roadside ditches along Golf Club Road SE do not connect to an approved City discharge point. The site contains wetlands, hydric soils, and FEMA-mapped flood hazard areas near Mill Creek, which will require careful evaluation during future development.

At the time of development, the applicant will be required to design and construct a complete stormwater management system, including flow control, water quality treatment, and conveyance to an approved discharge point, in compliance with the Stayton Municipal Code, Public Works Design Standards, and the Stormwater Master Plan. Stormwater runoff from the site ultimately drains to Mill Creek, and future facilities must protect regulated wetlands and floodplain functions.

Water

Water service may be provided to the subject property through future extension of City water infrastructure at the time of development. The property is not currently served by the City's water system, and no on-site or adjacent City water facilities are presently available to provide service. However, the City's Water Master Plan identifies planned infrastructure improvements that would allow service to be extended to the site following annexation.

The subject property is located within the City's base water system service level, with anticipated pressures of approximately 55 psi during maximum day demand conditions. The nearest City water facility is a 10-inch ductile iron water main located in Junco Road, approximately 970 feet southeast of the subject property, although intervening properties are outside City limits. The next nearest City water facility is a 12-inch ductile iron water main located approximately 1,700 feet south in Golf Club Road SE; annexation of Golf Club Road SE would make this facility legally available for connection to City services.

The Water Master Plan identifies a future looped 12-inch water main to be installed along Golf Club Road SE, connecting to the existing City distribution system at Shaff Road SE and extending north and east along the future Golf Lane Collector street. Extension of this water main within Golf Club Road SE and Golf Lane to the east boundary of the subject property would be required as part of any future development.

At the time of development, the applicant will be required to construct water system extensions and submit engineering calculations demonstrating that adequate domestic water supply and emergency fire flow can be provided in compliance with the Stayton Municipal Code, Public Works Design Standards, and Stayton Fire District requirements. Based on review of the Water Master Plan model, fire flows exceeding 1,000 gallons per minute are anticipated to be available with extension of the planned 12-inch main; however, if fire flow demands in excess of 1,500 gallons per minute are required, additional system improvements may be necessary.

Sanitary Sewer

Sanitary sewer service can be extended to the subject property at the time of development. The property is located primarily within the Mill Creek Pump Station basin, and an existing 24-inch sanitary sewer main crosses the site and discharges to the Mill Creek Pump Station. Based on the Wastewater Facilities Planning Study, the existing system appears to have capacity to accept additional flows, although this will need to be confirmed with detailed engineering at the time of development.

No known sanitary sewer deficiencies currently prevent service to the site; however, future development applications will be required to evaluate system capacity, extend sewer infrastructure as necessary, and contribute proportionally to identified wastewater capital improvements where applicable.

c. The proposed annexation is property contiguous to existing City jurisdictional limits.

Finding: The parcels proposed for annexation do not directly abut the existing City of Stayton jurisdictional limits. Contiguity is established through the inclusion of an approximately 3,000-foot segment of Golf Club Road SE right-of-way, the southern portion of which is contiguous with the City limits. The annexed right-of-way provides a continuous physical connection between the subject parcels and the City, thereby satisfying the statutory contiguity requirement. The annexation area lies within the City's Urban Growth Boundary and reflects the City's anticipated direction for future urban expansion.

d. The proposed annexation is compatible with the character of the surrounding area and complies with the urban growth program and the policies of the City of Stayton.

Finding: The properties surrounding the parcels proposed for annexation are predominantly residential in character. Residential uses are located to the east, south, and west of the subject parcels, while the property to the north is developed as a golf

course. The right-of-way areas proposed for annexation abut existing residential uses along Golf Club Road SE.

The proposed annexation is compatible with the character of the surrounding area and complies with the Comprehensive Plan policies. The subject property lies within the Stayton Urban Growth Boundary and is designated Residential in the Comprehensive Plan. Application of the Medium Density (MD) Residential zoning designation upon annexation is consistent with this designation and supports the planned residential character of the area. The annexation promotes orderly and efficient urban growth and allows future development to occur in coordination with City standards and infrastructure planning. Accordingly, the proposed annexation is compatible with surrounding land uses and consistent with the City's long-range land use policies.

e. The annexation request complies or can be made to comply with all applicable provisions of state and local law.

Finding: The criteria of ORS 222 apply to the adoption of an annexation ordinance, which is a legislative action of the City Council. The property owners have consented to the annexation. While the parcels proposed for annexation do not directly abut the existing City limits, contiguity is established through the inclusion of a portion of Golf Club Road SE right-of-way, the southern end of which is contiguous with the City's jurisdictional boundary and provides a continuous physical connection between the parcels and the City. The annexation territory is located entirely within the City of Stayton's Urban Growth Boundary, and the acknowledged Stayton Comprehensive Plan designates the area as Residential.

f. If a proposed contract annexation, the terms and conditions, including the cost of City facility and service extensions to the annexed area shall be calculated by the Public Works Director.

Finding: The proposed annexation is not a contract annexation.

IV. CONCLUSION

Based on the facts above, the Planning Commission concludes that the application meets the requirements for Sections 17.12.210.4 Annexation Approval Criteria.

V. RECOMMENDATION

Based on the Findings and Conclusions above, the Planning Commission recommends approval of the application for annexation to the City Council and amendment of the Official Zoning Map to designate the property as Medium Density (MD) Residential.

Larry McKinley, Chairperson

Date

Jennifer Siciliano,
Community and Economic Development Director

Date