

MASTER PLANNED DEVELOPMENT NARRATIVE

Cottonwood Ridge Annexation and Master Plan

Stayton, Oregon

Applicant: Kardboard Box LLC

Project Name: Cottonwood Ridge

Site Area: 38.96 acres

Proposed Units: 101 lots

1. Project Overview

The Cottonwood Ridge Master Planned Development is a proposed residential neighborhood located within the Stayton Urban Growth Boundary (UGB). The project includes the annexation of Tax Lot 400 (approximately 38.96 acres). In this application the broader Cottonwood Ridge vision (future tax lot 402 annexation and development) is depicted and mentioned multiple times, but solely within an Illustrative Master Plan submitted for context only, which is not part of this application.

The applicant is the sole owner of the property proposed for annexation. The annexation request is therefore submitted under the state procedures applicable to owner-initiated annexations pursuant to ORS Chapter 222. Based on those procedures, the annexation request is expected to be processed administratively by the City rather than through an election.

The development is proposed as a Master Planned Development pursuant to Stayton Municipal Code §17.24 to allow flexibility in lot sizes, clustering of residential development, and preservation of open space areas while creating an integrated and cohesive neighborhood design.

The development emphasizes:

- Efficient residential land use
- Curvilinear street patterns designed to reduce the appearance of repetitive lot patterns and create a more varied neighborhood streetscape
- Integration with the existing street network
- Neighborhood connectivity through pedestrian and mixed-use pathways
- Preservation of natural features
- Provision of public open space

2. Demonstrated Need for Annexation

The annexation of Tax Lot 400 is supported by a demonstrable need for additional residential land within the City of Stayton, specifically on the East side of the City, where a very limited amount of larger lots have been developed in recent years.

Housing Demand and Limited Inventory

Stayton continues to experience demand for single-family residential housing. Available residential lots within the existing City limits are limited, with few sites of sufficient size to accommodate a new neighborhood-scale development. The Cottonwood Ridge site represents one of the few remaining parcels within or immediately adjacent to the UGB capable of providing a meaningful supply of new detached single-family residential lots. Development of this site will directly respond to market demand by delivering new residential lots across a range of sizes.

Population Growth

The Stayton area has experienced steady population growth in recent years. Without the annexation and development of properties such as Cottonwood Ridge, the City's capacity to accommodate projected residential growth within its current boundaries is constrained. Annexation of this property ensures that growth is directed within the UGB in an orderly, infrastructure-supported manner consistent with the City's Comprehensive Plan housing goals.

Consistency with Urban Growth Boundary

The subject property is located within the Stayton UGB, which reflects the City's long-range planning determination that this land is appropriate and necessary for urban development. Annexation of property within the UGB is the intended mechanism by which planned urban growth is accommodated. The Cottonwood Ridge annexation fulfills this purpose by bringing land already designated for future urban use into the City.

3. Planning Objectives

The Cottonwood Ridge Master Planned Development is designed to achieve several key planning objectives consistent with the purpose of Master Planned Developments identified in Stayton Municipal Code §17.24.090.

Efficient Land Use

The development clusters residential lots in a manner that efficiently utilizes available land while allowing flexibility in lot sizes and housing placement. This approach allows the site to accommodate a range of housing opportunities while varying larger and smaller lot sizes to more appropriately blend with the surrounding lots or landscape features.

Integrated Neighborhood Design

The neighborhood street network provides internal circulation while connecting to existing public streets. Curvilinear streets and connected pathways create a walkable neighborhood pattern.

Parks

The development seeks to create functional neighborhood parks and open spaces and pedestrian network while utilizing adjacent public open space resources in order to provide meaningful recreational opportunities without unnecessarily fragmenting the site with multiple small open space tracts.

Open Space Preservation

The development incorporates dedicated open space tracts that preserve existing natural areas and provide recreational space for residents and the public.

Pedestrian Connectivity

A network of sidewalks and paved and concrete neighborhood paths will connect residential areas to open spaces and to surrounding streets and adjacent neighborhoods, allowing safe pedestrian movement throughout the development.

Compatibility with Surrounding Development

The proposed development pattern is designed to be compatible with the character of the surrounding area. Existing residential development to the south and west of the site consists of low-density single-family lots of 10,000 square feet or more, consistent with the low-density residential zoning applicable to that portion of the City. The Cottonwood Ridge layout responds directly to this context: the largest proposed lots are positioned along the southern boundary, adjacent to existing homes on East Pine Street, providing a compatible transition in scale and density. The average lot size in phases 1-3 is over 10,000 square feet.

4. Proposed Development Program

The Cottonwood Ridge Master Planned Development proposes the construction of 101 residential lots on approximately 33.60 acres of the 38.96-acre parcel. The remaining 5.37 acres of Tax Lot 400 will not be subdivided with Phases 1-3 and will be incorporated into future phases. That area is depicted on the Illustrative Master Plan as part of the long-range Cottonwood Ridge development.

The development consists primarily of detached single-family residential lots arranged along a connected street network. Lot sizes vary across the development to provide flexibility in housing while maintaining compatibility with surrounding neighborhoods. The smallest lot is approximately 7,264 square feet; the largest lot (excepting outliers) is approximately 16,095 square feet and the mean lot size is 10,684 square feet. These lot sizes are consistent with detached single-family residential development and provide a transition between the existing surrounding development patterns and future residential growth areas.

This variation in lot sizes allows the development to achieve efficient land utilization while maintaining an attractive and functional neighborhood design.

5. Density

The proposed development includes 101 lots on approximately 33.60 acres of the Phase 1-3 development area, resulting in an overall gross density of approximately 3.01 lots per acre.

Density is averaged across the site in accordance with the provisions of the Master Planned Development standards, which allow flexibility in lot size and development pattern in order to preserve open space and achieve efficient land use. The proposed density of approximately 3.01 lots per acre is consistent with low-density residential development patterns commonly found in Stayton and provides a gradual transition between existing neighborhoods and future residential growth areas.

6. Open Space and Parks

The Master Planned Development standards require a minimum of 25% open space. Stayton Municipal Code §17.24.100(2)(d)(2) provides that the decision authority may waive or reduce the open space requirement when appropriate. The applicant respectfully requests that the decision authority exercise its discretion under that provision to reduce the minimum on-site open space requirement for the reasons set forth below.

Strict application of the 25% open space requirement would obligate the dedication of approximately 8.4 acres of public open space: more than four times the 1.98-acre of tracts/open space the applicant is already committing to dedicate. Maintaining 25% dedicated acreage in perpetuity would represent a significant and ongoing burden on City maintenance resources. The applicant does not believe it is in the City's interest to accept and maintain more than 8 acres of open space as a condition of approving a 101-lot residential development and understands that the City shares this view.

From a housing affordability standpoint, strict application of the 25% requirement is equally counterproductive. To maintain the same density of 101 lots under a 25% open space set-aside, the average lot size would also need to decrease nearly 25%, while fixed development costs including land acquisition, streets, and utilities remain largely unchanged. Those fixed costs spread across the same number of smaller lots result in higher per-lot costs and, ultimately, more expensive homes for buyers. The open space reduction requested here is not a concession to developer convenience; it is the outcome that best serves both the City's fiscal interests and the goal of delivering attainably priced housing in Stayton.

It is also worth noting that the Master Planned Development process is not the only path available to develop this property. The underlying zoning and applicable state housing laws would allow alternative development approaches at higher densities than proposed here. The applicant has chosen the MPD process precisely because it produces a more carefully designed, lower-density neighborhood that is compatible with the surrounding community; an outcome that the 25% open space requirement, if rigidly applied, would make financially unviable.

The development proposes approximately 5.9% on-site open space, consistent with the open space typically provided in single-family residential subdivisions, and inclusive of a meaningful inventory of public amenity spaces described below. All on-site open space areas will be dedicated to the City of Stayton with the final plat.

Neighborhood Open Space

Each phase of the development contains open space tracts that will serve as pedestrian walkways, storm detention and open recreation areas.

Shown on the illustrative Master Plan as future development, is an approximately 2.7-acre open space and park area located in the northwest portion of the development. Some of that open space area would be utilized as storm detention, the remainder as park land. The area is intended to serve as the primary local recreational space for the broader development and surrounding neighborhood. Locating the majority of park space in a single location provides a usable community gathering area rather than dispersing small pocket parks throughout the subdivision.

Additionally, further to the west, is an existing City-owned 1.09 acre public park, located off Dawn Dr. The broader, long-range Cottonwood Ridge plan will eventually connect the development to this park via streets, pedestrian and dual-use paths.

Stormwater Detention Tracts

The development includes three stormwater detention basins totaling approximately 1.4 acres. These facilities will be designed with as much flat, accessible surface areas as possible but will primarily be storm detention areas. These open spaces also provide visual relief within the neighborhood in addition to their stormwater management function. All detention tracts will be dedicated to the City with the final plat.

Pedestrian and Emergency Access Tracts

In phases 1-3, five paved pedestrian and fire access tracts are distributed throughout the development, each approximately 20 feet wide by 240 feet long. These tracts serve the dual purpose of shortening block lengths to meet fire access standards while providing paved pedestrian connections between streets and the broader sidewalk and pathway network. Their distribution across the site ensures that no part of the neighborhood is isolated from the pedestrian circulation system.

Shared-Use Path along Collector Street

Starting in phase 3, in lieu of a standard sidewalk on one side of the collector street, the applicant intends to provide a 10-foot-wide shared-use, meandering path running along the 28th St. extension. This path exceeds City sidewalk standards and creates a comfortable pedestrian and bicycle connection.

In future development (depicted on the Illustrative Master Plan only), this same 10-foot-wide shared-use path will continue approximately 3,000 linear feet along one side of the collector alignment, eventually linking Fern Ridge Rd in the Northwest and E Pine St on the southeast. The meandering and offset nature of the path will create an inviting pathway with green areas on either side. This improvement reflects the applicant's

commitment to pedestrian amenities beyond minimum code requirements and contributes meaningfully to the overall open space and connectivity experience of the neighborhood.

Water Tower Landmark

The municipal water tower located along the southern boundary of the site is a prominent visual landmark within the neighborhood. The applicant notes that the tower's exterior surface presents a potential opportunity for a large-scale public mural, a project the City's arts committee may wish to consider through available grant funding or other arts program resources. Such an enhancement could add a distinctive and community-oriented character element visible from within the development.

7. Pedestrian Circulation and Trails

Pedestrian circulation is an important component of the Cottonwood Ridge neighborhood design. Sidewalks will be provided along public streets throughout the development. Along some streets, in lieu of traditional sidewalks, paved pedestrian paths offset from the street edge by varying amounts will eventually connect the northwest and southeast portions of the development, creating a meandering pathway structure through the neighborhood. Pedestrian pathways will be located within public right-of-way or dedicated easements to ensure long-term public access and connectivity.

These paths provide a continuous pedestrian route across the neighborhood and improve walkability and access to open space areas. The pedestrian network also allows connections to adjacent neighborhoods and, via stubbed streets and pathways, to future development areas to the east and north.

8. Street Circulation

The development includes a connected street network designed to distribute traffic efficiently and provide multiple access routes within the neighborhood. Street design emphasizes:

- Connectivity to existing streets
- Curvilinear street alignment to follow topography and create a varied streetscape and neighborhood character
- Local residential streets designed for neighborhood traffic volumes

The proposed street system will be constructed to City of Stayton standards and will provide access to all residential lots.

The proposed design currently incorporates 0.41 acres of the 0.6-acre City-owned property (tax lot 331375), the portion falling within the Phases 1-3 development area. The remaining portion of the strip falls outside the current development area but would be addressed in future phases. In previous meetings with Staff, the City has expressed interest in utilizing this property as part of this development due to restricted City uses

available if it were kept as public property. If the City determines that the property will remain in public ownership, the applicant will coordinate with City staff to adjust the alignment of 28th Street accordingly.

9. Utilities and Infrastructure

The Cottonwood Ridge development will connect to existing municipal utility systems to provide full urban services to the annexed property. The applicant's engineer and surveyor have confirmed the location and capacity of existing utility infrastructure necessary to serve the development, including:

- Public water – Connection to the existing municipal water system, with line extensions designed to serve all lots within the development and sized in accordance with City engineering standards.
- Public sanitary sewer – Extension of the City's sanitary sewer system to serve all lots, with grades and alignments confirmed to achieve gravity flow consistent with City requirements.
- Storm drainage – Stormwater will be managed through a combination of piped systems and on-site drainage and treatment facilities designed to meet City engineering requirements and applicable state stormwater standards.
- Electrical and communication services – Dry utilities including electrical power and telecommunications will be extended to the site through coordination with the applicable service providers.

All utility infrastructure will be constructed in accordance with City of Stayton standards and will be coordinated with the City's adopted utility master plans. Necessary easements for utility extensions will be dedicated or granted as required to ensure proper service to the subject property and, where applicable, future development areas.

The development's utility plan is designed to integrate with and support the City's existing infrastructure network, ensuring that the annexation does not create an undue burden on existing systems. The applicant will work with City staff through the engineering review process to finalize utility sizing, alignment, and easement requirements prior to final plat approval.

10. Architectural Character

The development will consist primarily of detached single-family homes. Architectural design will emphasize neighborhood consistency while allowing variation in individual homes. Typical architectural features may include:

- Covered front entries or porches
- Variations in roof form and building mass
- Quality exterior materials
- Windows and architectural detailing on street-facing facades

Design standards will ensure that homes throughout the development maintain a cohesive architectural character consistent with the requirements of the Master Planned Development design standards.

11. Phasing

Development of Cottonwood Ridge is anticipated to occur in multiple phases as market conditions allow. Phasing will generally proceed from the western portion of the property toward the east. Phasing will extend streets and utilities incrementally.

Each phase will include:

- Public street construction
- Utility extensions
- Sidewalk and pedestrian improvements
- Residential lot creation
- Open space and tract dedication
- Storm detention construction

Each phase is designed to be substantially and functionally self-contained and self-sustaining with respect to access, parking, utilities, open spaces, and similar physical features, consistent with SMC 17.24.090.5.b and 17.24.090.8.b. Annexation of Tax Lot 400 will consist of three phases; Phase 1 starting at the west end of the parcel and Phase 3 at the east end. Each phase consists of approximately 32–35 lots.

Approximate Development Timeline

The applicant anticipates the following approximate development schedule, subject to market conditions, permitting timelines, and infrastructure capacity:

- Phase 1 (approximately 31–36 lots, western portion of Tax Lot 400): Construction initiation estimated 2026–2027 following annexation and subdivision plan approval.
- Phase 2 (approximately 31–36 lots, central portion of Tax Lot 400): Construction initiation estimated 2027–2029, following substantial completion of Phase 1 infrastructure.
- Phase 3 (approximately 31–36 lots, eastern portion of Tax Lot 400): Construction initiation estimated 2029–2031, following substantial completion of Phase 2 infrastructure.

The applicant acknowledges that the above timeline is approximate and that final plat approval for each phase will be subject to City review and satisfaction of applicable conditions of approval. The three phases total 101 lots. Development of Tax Lot 402 is not anticipated within the timeline above, and the phasing of Tax Lot 400 does not depend on it.

12. Compliance with Approval Criteria

The Cottonwood Ridge Master Planned Development complies with the approval criteria for concept plan approval as established in Stayton Municipal Code §17.24.090, and the annexation complies with applicable provisions of ORS Chapter 222 and the City's annexation policies. The following addresses each applicable criterion in turn.

Consistency with Comprehensive Plan

The proposed development supports the Comprehensive Plan goal of providing residential housing opportunities within the Urban Growth Boundary. The site is located within the UGB and is designated for residential use. Annexation and development of the property is consistent with the City's long-range planning goals for orderly residential growth.

Compatibility with Surrounding Area

The development pattern provides a compatible transition between existing residential areas and future growth areas. As described in Section 3, larger lots are positioned along the southern boundary of the site adjacent to existing low-density residential development on East Pine Street. This design directly responds to the existing neighborhood character and ensures that the new development integrates with, rather than disrupts, the surrounding residential fabric. Land uses within and adjacent to the development are consistent with low-density residential uses found throughout this area of Stayton.

Urban Growth Program and Policies

The property is located within the Stayton UGB, which identifies this land as appropriate for future urban development. The annexation is consistent with the City's urban growth by directing residential development to land already designated for urban use, served by or adjacent to existing urban infrastructure, and capable of being efficiently integrated into the City's street and utility network. The proposed development density and character are consistent with the residential growth policies of the Comprehensive Plan.

Creative Site Planning

The Master Planned Development approach allows flexibility in lot size and configuration while preserving open space and providing pedestrian connectivity. The curvilinear street pattern, varied lot sizing, and integrated pedestrian network reflect a thoughtful approach to neighborhood design that responds to the site's natural topography and context.

Compliance with State and Local Law

The annexation is submitted as an owner-initiated annexation pursuant to ORS Chapter 222 and is processed in accordance with the administrative procedures applicable to such annexations. The Master Planned Development application is submitted pursuant to Stayton Municipal Code §17.24. The development will comply with all applicable provisions of state and local law, including but not limited to land use, building, utility,

and public improvement standards. Any conditions of approval will be incorporated into the final development plans and implemented through the subdivision and permitting process.

Efficient Infrastructure Development

The street and utility layout allows efficient extension of public infrastructure and integrates with the City's existing transportation and utility systems. All improvements will be designed and constructed to City standards, with public streets and utilities dedicated to the City upon completion.

Statement of Applicant's Intentions

The applicant currently has no intention to lease or sell any land that is being developed, other than selling individual finished lots to home builders or private individuals.

13. Future Ownership and Sale of Lots

Upon approval and construction of infrastructure improvements, residential lots within the development will be sold individually to homebuilders or individual purchasers. Public streets and utilities will be dedicated to the City of Stayton. Open space areas will be dedicated to the City with the final plat.

14. Illustrative Master Plan - Adjacent Parcels

An Illustrative Master Plan is submitted as a separate exhibit concurrent with this application. The Illustrative Master Plan depicts the applicant's long-range vision for the coordinated development of Tax Lot 400, Tax Lot 402, and the applicable portion of Tax Lot 300, totaling approximately 79.3 acres.

The Illustrative Master Plan is provided for context only. It is not submitted for approval, is not relied upon to satisfy any finding required for approval of this application, and does not form the basis for any condition of approval. The City's review is limited to the Tax Lot 400 MPD Concept Plan, which stands entirely on its own as a complete and self-contained development.

The purpose of the Illustrative Master Plan is to demonstrate that the Tax Lot 400 layout has been designed with long-range coordination in mind. Street stubs, utility sizing, and boundary conditions within the approved Tax Lot 400 development are positioned to allow logical future connection if and when Tax Lots 402 and 300 are annexed and developed. The applicant is not asking the City to approve, rely upon, or condition any element of the adjacent parcels through this application.

Tax Lots 402 and 300 are designated for residential use in the Stayton Comprehensive Plan and are located within the UGB. Any future urban development of those parcels will require a separate annexation application and land use review by the City at that time.

Exhibit A – Area of proposed annexation

Legal Description and Map

Parcel 1 of Partition Plat 2024-046

