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Cc: [Susan Bender](mailto:Susan.Bender)
Subject: Documents for Record
Date: Tuesday, April 14, 2026 2:16:34 PM
Attachments: [Testimony.docx](#)
[Golf Ln and Golf Club Presentation.pptx](#)

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Dear Ms. Siciliano,

Please find attached my written testimony and supporting presentation regarding the proposed annexation of Golf Lane (Land Use File #5-02/24). I respectfully request that these documents be entered into the official administrative record for the public hearing scheduled on the 17th of April 2026.

I will not be presenting oral testimony at this upcoming hearing. Instead, I am relying on my written submission to establish on the record that this application fails to meet the City's required legal standards for annexation.

Specifically, the enclosed data provides substantial evidence that the proposal does not satisfy Criterion A (Need) or Criterion C (Serviceable/Adequate Public Services). It is vital that these facts, including the outlined infrastructure deficits and lack of demonstrated population demand, are formally documented for the Planning Commission and City Council's review prior to any decision.

Please confirm receipt of this email and the inclusion of these documents in the hearing record.

Thank you for your time and assistance.

Sincerely,

Carl Gomoll

Golf Lane Resident Coalition

503.930.5173

Testimony to the Stayton Planning Commission

Regarding Land Use Files #16-12/24 and #5-02/24

Date: April 14, 2026

Speaker: Carl Gomoll, Golf Lane Resident Coalition

[SLIDE 1: Title Slide – “Requirements”]

Introduction

Chairperson, Vice Chair, and members of the Commission. My name is Carl Gomoll, and I reside at 12174 Golf Lane SE. My letter is in behalf of the Golf Lane Resident Coalition. I am referring to the proposals for annexation of Golf Lane, Land Use File (LUF) #5-02/24 and Golf Club Rd, Land Use File # 16-12/24. I understand these are separate LUFs but they impact each other.

We are not here to say "no" to all growth. We are here to say "no" to speculative growth that our infrastructure cannot support and our job market does not justify.

I will demonstrate that the applications before you fail to meet Criterion A: The Need for Land and Criteria C: Providing Services. The City's finding of "need" relies on outdated math that ignores our stagnant job market, our actual population numbers, and a massive, unfunded financial and infrastructure backlog.

I have three specific points to present:

1. Point 1 is A "Phantom Demand": Our housing growth is outpacing our actual population growth.
2. Point 2 is The "Bedroom Community" Effect: Building homes without jobs damages our existing economy.
3. Point 3 is A "Unfunded Bill": We are facing over \$44 million in combined infrastructure deficits—specifically in the stormwater system and the Mill Creek Basin.

[SLIDE 2: Current Proposed Annexations]

From September of last year until March this year there is 4 proposed annexations and one that is approved for a Conceptual Plan. Totaling over 126 acres and 718 dwellings. I have also added the Golf Lane Collector to the slide as its importance will become evident.

[POINT to] There is the Golf Club Rd annexation, the Oriole Concept (Phillips Estate), Shaff Rd annexation, Golf Lane Annexation and the Park Lane annexation.

[SLIDE 3: The Disconnect: Population vs. Reality]

Point 1: The Outdated BLI vs. Real Numbers

The City's finding of "Need" relies on the 2013 Buildable Lands Inventory (BLI). That document assumes Stayton grows at 1.7% per year. Current U.S. Census shows from 2000 to 2025, Stayton's actual growth rate was only 0.8%—barely half of what was predicted.

The City of Stayton in 1998 Land and Housing Analysis used 2.7 people per household to calculate housing needs. The 2000 Census data reported 2.74 people per household in Stayton and the 2024 Census shows it has moved down to 2.54 persons per household in Stayton. I will continue to use 2.7 in my calculations.

Actual population growth is 0.8% annually, not the 1.7% assumed in the Stayton Comprehensive Planning document. The 2030 population target 11,359 is overstated. Based upon the U.S. Census Bureau the actual 2024 population is 8,520, leaving Stayton ~2,380 below the population goal for 2024. If trends mysteriously changed and we continued to use at least a 1.6% growth rate, or twice of what we are growing now, our adjusted population for 2030 would be 9,376 people with a housing need requirement of 3,472 dwellings.

As of 2024 we have 3,425 dwellings which is 269 houses over our 2024 actual needs. We will add 22 dwelling in 2025/26 with the Oriole concept plan (Phillips Estate) and that will take us to 3,447 or 25 houses short of the 2030 corrected projection. I remind you we have only been growing at half that, 0.8 percent. Based on the U.S. Census Bureau and our projected trend we do not need to add any dwellings to meet our population growth of 2030, But yet we are entertaining proposals to add 718 more dwellings.

Housing demand follows jobs. But the City's own Economic Development Strategy highlights a "History of No Growth" in the industrial sector between 2005 and 2018. While we have added 212 housing units since 2022, we have not seen a parallel surge in family-wage employment.

What happens when you build new homes in a stagnant job market?

You don't get new residents; you get a "Housing Shuffle."

- People move from older, affordable homes in Stayton to the new subdivisions.
 - This leaves vacancies in our established neighborhoods, depressing property values for long-time residents and landlords
 - Without new jobs bringing new money into town, we are simply cannibalizing our own tax base while adding miles of new roads to maintain.
-

[SLIDE 4: The Economic Reality: Job Stagnation]

Point 2, We are becoming a "Bedroom Community" or "Commuter Town" by design, not by accident.

- U.S. Census data confirms that 82% of our workforce drives out of Stayton every morning to work in a different city. That is 4 out of every 5 workers in your neighborhood leaving.
- This creates massive "peak hour" congestion on Cascade Highway and Golf Club Road as everyone tries to leave at 7:30 AM and return at 5:30 PM. Adding hundreds of new homes here just adds hundreds of cars to that specific jam.
- When people work in Salem, they buy lunch in Salem. They get gas in Salem. They shop at Costco, Walmart or Winco in Salem before they come home. That activity serves Salem's tax base, not Stayton's.
- In municipal finance, residential neighborhoods are a "net negative" on a cities budget. Property taxes rarely cover the full cost of roads, police, and parks. Cities stay solvent because Commercial and Industrial properties subsidize the residential ones.
- Stayton has had zero new industrial growth in over a decade. By annexing and adding residential land, we are adding to the "cost" side of the ledger without adding to the "revenue" side. We are digging a financial hole. Every new subdivision built without a corresponding employer is a new long-term liability for the City's general fund.
- We aren't losing jobs because we lack housing. We are losing them because of the \$2.85 million Shaff/Wilco Roundabout requirement and high utility rates. Building more houses doesn't fix the roundabout; it just clogs the intersection further, making it even harder for industry to ever locate here.

- Lets Look at our neighbors. Sublimity is growing slowly at 0.2 percent and funding infrastructure with grants, not tax hikes. In July 2025, Aumsville updated their System Development Charges (SDCs) to legally ensure that 'growth pays for growth'. They raised their fees to over \$6,700 per home just for parks, ensuring that developers—not taxpayers—fund their new 23-acre Eastside Community Park. Stayton is doing the opposite: we are approving annexations without updating our fees, leaving existing residents to bail out the infrastructure deficit. Stayton is the only one aggressively annexing land without updating our fees or fixing our deficits. Why are we choosing the riskiest path in the canyon?
-

[SLIDE 5: The Infrastructure Price Tag]

Point 3: The Unfunded Infrastructure Burden

Finally, let's talk about the bill. The City's own 2009 Stormwater Master Plan documented a capital improvement backlog of \$25.9 million. That deficit hasn't gone away; it has likely grown with inflation.

We have calculated the specific costs to bring utilities just to the Golf Lane tax lot. These are costs that do not currently exist in the City budget. When you add the other annexation lots the price tag increases. If I can bring your attention to the slide concerning Future Improvements it shows 9.7 million, those improvements only pertain to the knowledge the City had when they drafted the Capitol Improvement plan. It only takes into account the Oriole conceptual plan. It is the intent of the City that the developer pays for these constraints, lets just say that is doubtful.

We are facing over \$44 million in Golf Ln development infrastructure "needs" and backlogs.

SLIDE 6 [StormWater Needs]

Looking at the slide we have the preserved wetlands with 4 future onsite detention basins with 1 regional detention site and only the regional detention site is projected for funded. The annexation of golf ln, 21 acres, and golf club rd, 59 acres adds a total of 80 acres of new impervious surface to the Mill Creek Basin, which is a flood-prone basin.

The need for 4 onsite detention basins and one Regional Detention Basin along mill creek needs to be built prior to any more development of land that affects the mill creek basin. The cost for the Regional detention is \$600,000 that is in the budget for future improvements but the 4 detention basins are not in the budget. An item to note is the Regional Detention basin is projected to be built on top of 4 current houses so that land

would need to be purchased adding additional costs. To develop this acreage prior to fixing the \$26 million backlog is negligent.

- The need for a new Booster Station for the golf lane development causes The developer not to build without it. If they don't pay the full \$2.5 million, the ratepayers are on the hook.
- As it pertains to The Transportation Realignment and Collector: We already have safety issues at the intersection. We cannot wait for a fatality to prove this intersection is dangerous. Adding 74 homes to an intersection that already requires a \$3.3 million safety realignment is gambling with public safety. Also, the 8.2 million Golf Lane Collector must be built to allow for a second exit for the proposed sub division at Golf Ln.

[Slide 7]

The Whitney Road, Village Creek Development in 2002 and the Phillips Estate in 2014 show piping for the stormwater drain off into Mill Creek that has caused flooding to residents north of mill creek along Golf Ln, the Santiam golf course and the Farm lands to the south of Mill Creek. This occurs once to twice a year. These are facts that the 5 detention basins along Mill Creek must be completed now and especially prior to future developments that adds more stormwater.

[Slide 8]

It is understandable that the City needs to raise money and to do this they would need to tax household or business. The more households and businesses you have the more money you can receive.

We crunched the numbers for every single one of the 718 proposed units on this list—from Golf Club Road to Park Lane. If we build all of them, they will generate about \$459,000 a year for the City's general fund. Against a \$44 million infrastructure deficit, that revenue is a drop in the bucket.

If you look at the math for Shaff Road vs. Golf Club Road. High Density housing brings 100 more families but generates \$20,000 less revenue. We are importing more cost (traffic/police) for less money. We lose on volume.

It would take 96 years of tax revenue from these new homes just to pay off the infrastructure bill they are adding to. And that assumes we spend zero dollars on police, parks, or road repairs for these 718 families for the next century.

Since we obviously have to provide services, the actual payoff date is never. Approving these developments isn't 'growth'; it is a permanent transfer of debt onto the backs of existing Stayton residents." I would like to point out my previous statement of the housing shuffle that does not bring in population it just moves it around, thereby really never adding more revenue.

[Slide 9]

Finally, we must look at our schools. Based upon a hope population growth that may actual occurs, We calculated the impact of these 718 units on the North Santiam School District.

Conservatively, these developments will bring over 200 new students into our system. That is not just a number; that is 8 to 10 full classrooms of children. Stayton High and our elementary schools will have to find space for them immediately.

But here is the financial reality: It costs about \$11,600 a year to educate one student in our district. But the property taxes from these new apartments and homes only contribute about \$2,500 per student toward that bill.

That creates an annual deficit of nearly \$2 million. Who fills that gap? We will either face larger class sizes, fewer teachers, or—inevitably—another school bond measure on our property tax bill to build the new classrooms these developers would not pay for.

Let's me be clear about the capacity crisis. Right now, Stayton High School and Middle School are officially operating 'close to capacity.' They are the pinch points. They have almost no flexibility left.

While the Elementary school has a small amount of room today, these 718 new households will erase that buffer immediately.

We can't just add a classroom here or there forever. The district has projected that once we hit 2,600 students system-wide, we hit a 'cliff.' At that point, we cannot just add portables. We will need a bond measure to build an entirely new Elementary School to relieve the pressure on the whole system.

Commissioners, based on the evidence presented tonight, I ask you to find that these applications fail to meet the burden of proof required by Stayton Municipal Code Title 17.

First, the application fails Criterion A: The Need for Land. The City's determination of "need" is based on a 2013 projection of 1.7% annual growth. We have proven that

actual growth is less than half that rate only 0.8 percent. We currently have a housing surplus of 269 units relative to our population. We are not facing a housing shortage; we are facing a population shortage relative to our aggressive zoning. Approving 119 acres of new residential land when we cannot fill the homes we already have is not planning; it is speculation.

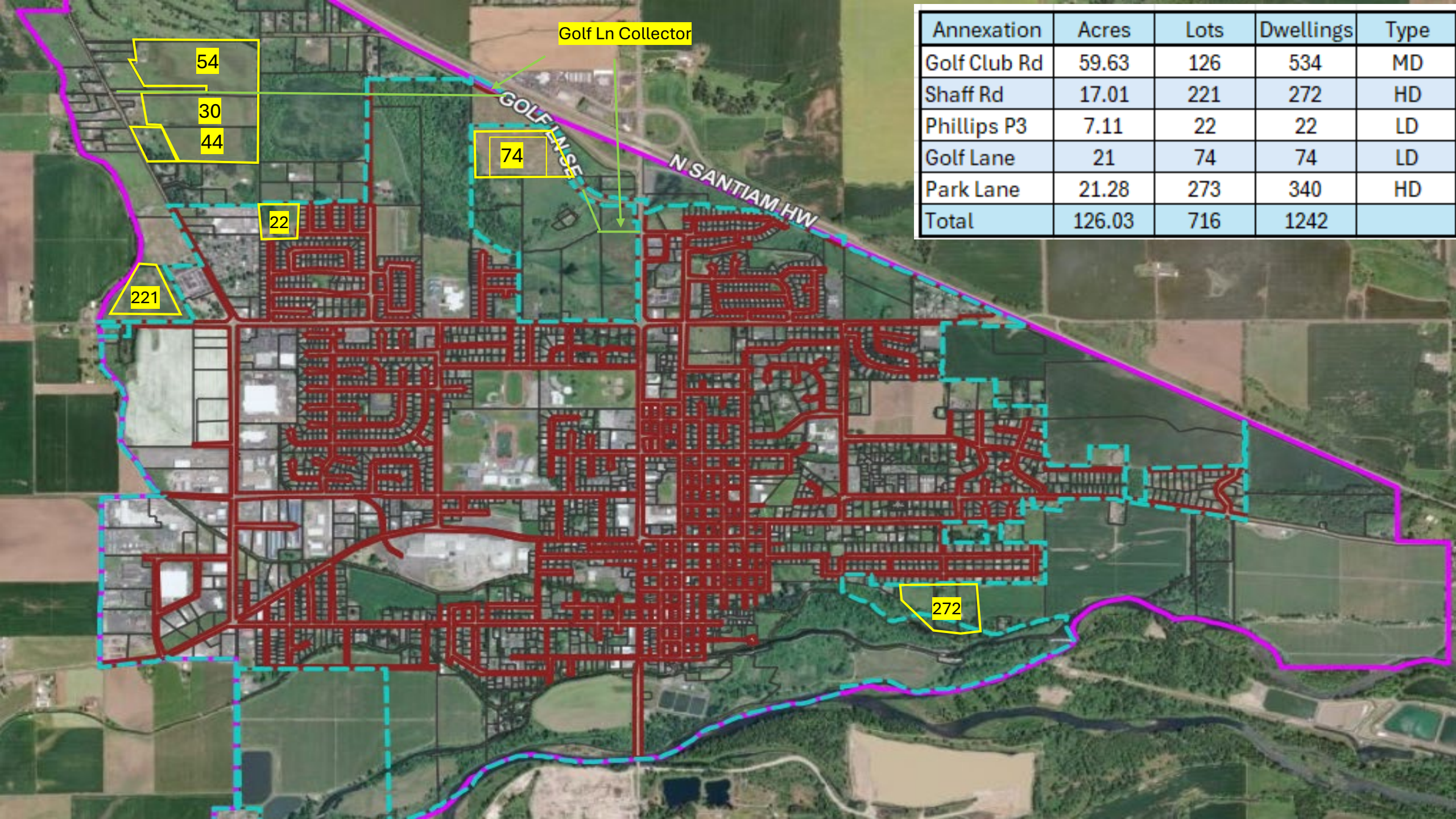
Second, the application fails Criterion C: Adequate Public Services. A service is not "adequate" if it bankrupts the provider.

- Infrastructure: We cannot claim to have adequate services when we have a \$26 million stormwater backlog and a total infrastructure deficit of \$44 million.
- Business & Economy: We cannot claim to be building a balanced community when we have had zero net business growth in a decade. We are building bedrooms without jobs, forcing 82% of our workforce to commute and spend their tax dollars in surrounding communities, cementing our status as a "Bedroom Community" and a drain on the budget.
- Schools: We cannot claim to be serviceable when these developments will create a \$1.9 million annual deficit for our school district and push us toward a capacity cliff that triggers an unfunded new elementary school.
- Fiscal Solvency: We cannot call this development "sustainable" when it takes 96 years of tax revenue just to pay off the infrastructure bill it creates.
- Finally, we must respect the financial reality of our citizens. In November, voters soundly **rejected the \$1.10 local option levy** because they are already tapped out. Yet, the City is reportedly looking to place this tax increase back on the next ballot.
- Approving these annexations guarantees that those taxes *will* have to go up again. It forces existing residents to subsidize the infrastructure for new subdivisions that do not pay for themselves and or not needed.
- We have a documented history of stagnation because we have failed to fix our infrastructure barriers. Let's finish the "to-do" list from our 2019 Economic Plan—fix the roundabout, fix the pipes, and attract jobs—*before* we ask the taxpayers to subsidize another subdivision.
- For the sake of Stayton's fiscal future, I urge you to **DENY** not only the Golf Lane annexation but the Golf Club Rd, Shaff Rd and Park Lane annexations.

Thank you.

Annexation Requirements

- A: **Need**, The city is low on Buildable Lands.
- B: **Contiguity**, The land touches city limits (no islands), Consistent with Cities Comprehensive Plan.
- C: **Serviceable**, Water, Sewer, Stormwater and runoff, Transportation, Financial impact (SDCs and taxes will cover the cost of the new infrastructure)
- D: **Safety**, Public Health/Traffic
- E: **Natural Hazards**.



Annexation	Acres	Lots	Dwellings	Type
Golf Club Rd	59.63	126	534	MD
Shaff Rd	17.01	221	272	HD
Phillips P3	7.11	22	22	LD
Golf Lane	21	74	74	LD
Park Lane	21.28	273	340	HD
Total	126.03	716	1242	

Table 2 — Housing Inventory Alignment

Year	Plan-Assumed Housing Units	Actual / Estimated Population	Population-Based Housing Need (Population ÷ 2.7)	Actual / Estimated Housing Units	Surplus / (Deficit) vs. Population Need	Remarks
~2010 (Plan baseline)	3,056	~8,244	~3,053	~3,060	+7	Baseline alignment
2020	~3,700	Actual 8,244 Estimated 9,778	~3,053	~3,350	+297	Adequate supply relative to actual population
2024	~4,050	Actual 8,520 Estimated 10,900	~3,156	~3,425	+269	Housing growth ahead of population demand
2030 (Projected)	4,337	1.6% growth 9,376 Estimated 11,359	1.6% growth 3,472 Estimated ~4,207	TBD	TBD	Requires population growth not yet observed

Key Finding:

Housing inventory has increased despite slower population growth, resulting in higher units-per-capita, not a shortage condition.

Outdated projections show 1,281 unit needed by 2030. Actual Reality we only need 465 Units

Based on the "Economic Development Strategy" (2019) and updated Census/State employment data (2023–2024), the following chart illustrates the business and commuter trends in Stayton since 2010. Stayton Business & Commuter Trends (2010–2024)

Metric	2012–2015 (Baseline from Plan)	2023–2024 (Current Data)	Net Change
Total Employer Businesses	169 (2012 Est.)	171 (2022 Census)	+2 (Stagnant)
Total Jobs Located in Stayton	3,150 (2015)	~3,350 (Est. 2023)	+200 (Slow Growth)
Employed Residents (Labor Force)	3,176 (2013)	3,823 (2023)	+647 (Workforce Growing)
Commuter: Live & Work in Stayton	630 (19.8% of workforce)	~688 (18% of workforce)*	Flat / % Decline
Commuter: Live Here, Work OUT	2,870 (Out-Commuters)	3,135+ (Est.)	Increased Out-Flow
Commuter: Live Out, Work HERE	2,520 (In-Commuters)	2,662+ (Est.)	Increased In-Flow

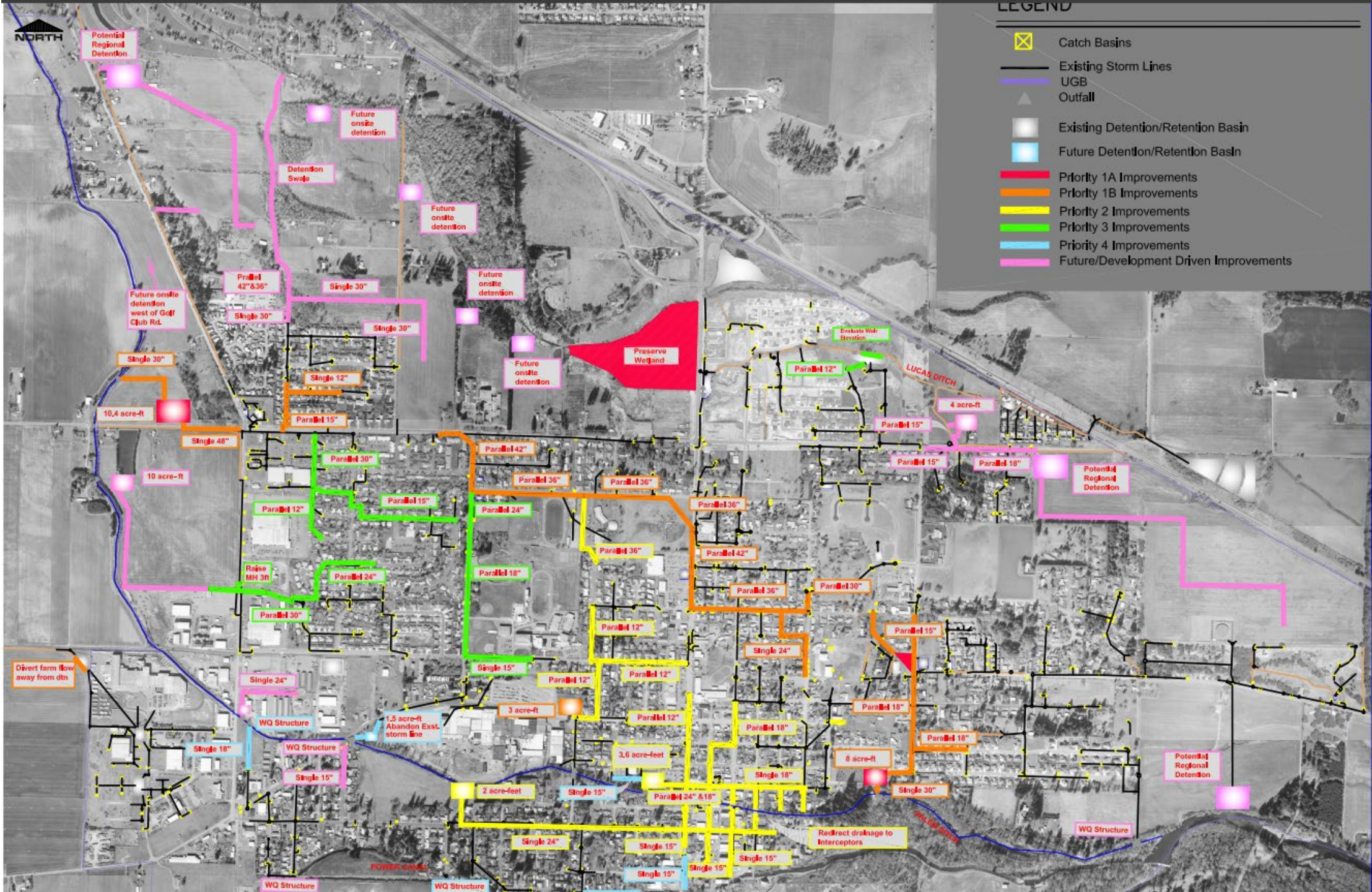
Estimated Costs to add Golf Ln/Golf Club Rd

Infrastructure Item	Details	Estimated Cost
Stormwater System Deficit	City-wide Backlog (2009 Master Plan)	\$26,000,000+
Golf Ln Water Main Extension	~1,500 ft of 12" main @ \$350/ft	\$525,000
Golf Ln Sewer Main Extension	~2,000 ft to connect @ \$400/ft	\$800,000
Mill Creek Booster Station	Required for Upper Pressure Zone	\$1,500,000 - \$2,500,000
Golf Lane Collector Road	Future TSP Project	\$8,200,000
Golf Lane Realignment	Safety requirement at Whitney St	\$3,320,000
Sewer Capacity Fixes	Gardner Station Removal (Required)	\$4,170,000
Golf Club Water Main Extension	~1,000 ft of 12" main @ \$350/ft	\$350,000
Golf Club Sewer Extension	~500 ft of 12" main @ \$400/ft	\$200,000
TOTAL "Backbone" Costs	Mill Creek Specific + Stormwater Backlog	~\$45,050,000+

Prioritization	Conceptual Level Opinion of Probable Cost*
Priority 1A Improvements	\$3.6M
Priority 1B Improvements	\$5.0M
Priority 2 Improvements	\$5.0M
Priority 3 Improvements	\$2.2M
Priority 4 Improvements	\$0.5M
Future Improvements**	\$9.7M
Rounded Total	\$26M

* All costs in 2007 Dollars and include engineering and contingencies.

** Timing depends on when growth occurs.



LEGEND

- Catch Basins
- Existing Storm Lines
- UGB
- Outfall
- Existing Detention/Retention Basin
- Future Detention/Retention Basin
- Priority 1A Improvements
- Priority 1B Improvements
- Priority 2 Improvements
- Priority 3 Improvements
- Priority 4 Improvements
- Future/Development Driven Improvements

100 Year Flood Plan updated May 2006

FEMA's National Flood Hazard Layer (NFHL) Viewer with Web AppBuilder for ArcGIS

Find address or place

FF = Salem Ditch
 FH = Golf Club Bridge
 FP = Cascade Hwy Bridge
 FJ = Appr Design Runoff

Mill Creek Gauge / Location	2000 FIS Flow	2003 FIS Flow	2019 FIS Flow	Total Added CFS
Penitentiary Annex (100-Yr)	10,200 cfs	10,200 cfs	10,200 cfs	No Change
Stayton Area (Section FJ)	4,000 cfs	4,000 cfs	3,355 cfs	-645 cfs
Golf Club Road (Section FH)	1,360 cfs	1,360 cfs	1,360 cfs	No Change

41047C0708G eff. 1/19/2000

41047C0725G eff. 1/19/2000

LOMR 03-10-0442P eff. 5/11/2006

LIMIT OF STUDY

41047C0716G eff. 1/19/2000

41047C0725G eff. 1/19/2000

Lower Salem Ditch - Overview - Trend

Level (ft) 4.00 3.60 3.20 2.80 2.40 2.00 1.60 1.20 0.80 0.40 0.00

Flow (CFS) 150.0 135.0 120.0 105.0 90.0 75.0 60.0 45.0 30.0 15.0 0.0

01 Jul 2025 01 Jan 2026

Trace: Upstream Level, Flow

Ruler Value

Latest Value: 3/13/2026 12:41:21, 3/13/2026 12:41:22

0.2mi

-122.828, 44.823 Degrees

POWERED BY esri

USDA, USGS The National Map, Orthoimagery, Data refreshed June 2024

Table 6: Pre to Post summary table without flow control

Storm Event	Allowable Runoff (cfs)	North Area Undetained Flowrate (cfs)	South Area Undetained Flowrate (cfs)	TOTAL Undetained Flowrate (cfs)
2 year	0.75	4.72	7.8	12.52
5 year	1.03	5.72	9.45	15.17
10 year	1.03	6.82	11.24	18.06
25 year	2.55	8.15	13.38	21.53
50 year	3.77	9.55	15.61	25.16
100 year	4.03	9.83	16.06	25.89

Hydrograph Results

Below are the results of the hydrograph analysis for both pond facilities.

Table 9: Pre to Post Flowrate Summary with Detention/flow control

Storm Event	North Pond		South Pond		TOTAL Design Runoff (cfs)	Allowable Runoff (cfs)	Design < Allowable?
	Release Rate (cfsf)	Water Surface Elevation	Release Rate (cfs)	Water Surface Elevation			
2 year	0.22	417.32	0.47	416.17	0.70	0.75	YES
5 year	0.31	417.77	0.66	416.72	0.96	1.03	YES
10 year	0.37	418.23	0.82	417.21	1.53	1.54	YES
25 year	0.58	418.67	0.95	417.72	1.54	1.54	YES
50 year	0.96	418.95	1.85	417.96	2.77	3.77	YES
100 year	1.03	418.98	1.99	417.99	2.97	4.03	YES

Detailed Tax Revenue Breakdown

Development	Type	Dwellings	Est. Market Value	Taxable Value (AV)*	City Tax / Yr (Per Dwelling)**	Total City Revenue / Yr
Golf Club Rd	MD	534	\$533,000	~\$255,840	\$995	**\$531,330**
Shaff Rd	HD	272	\$300,000	~\$123,000	\$478	**\$130,016**
Phillips P3	LD	22	\$533,000	~\$255,840	\$995	**\$21,890**
Golf Lane	LD	74	\$533,000	~\$255,840	\$995	**\$73,630**
Park Lane	HD	340	\$300,000	~\$123,000	\$478	**\$162,520**
TOTALS	--	1,242	--	--	--	\$919,386 / yr

**Note: Taxable Assessed Value is calculated using Marion County's Changed Property Ratio (CPR) of ~0.48 for Residential and ~0.41 for Multi-Family. You do not pay taxes on full market value.*

***Note: City Tax is based on the Permanent Rate (\$3.328) + Library Levy (\$0.56) = \$3.888 per \$1,000 AV. This excludes schools/county taxes which do not go to the City budget.*

The "Unfunded Student" Gap

Based on standard student generation rates (0.45 for homes / 0.22 for apartments), these 1,242 units will add approximately **295 new students** to the district. Current Students 2,200 plus 295 is **2,495**. Cap for a mandatory new elementary school is 2,600.

School Level	New Students	Est. Classrooms Needed (25:1)
Elementary (K-5)	~140	5-6 New Classrooms
Middle (6-8)	~70	3 New Classrooms
High School (9-12)	~85	3-4 New Classrooms
TOTAL	295 Students	11-12 New Classrooms

Financial Deficit Annual

Cost to Educate: Approximately \$11,634 per student (State/District Avg) Total Annual Cost: \$3,432,030

School Tax Revenue Generated: Approximately \$1,064,000 (Est. @\$4.50/\$1k AV)
Annual Deficit **negative \$2,368,030**

QUESTIONS