

Plans

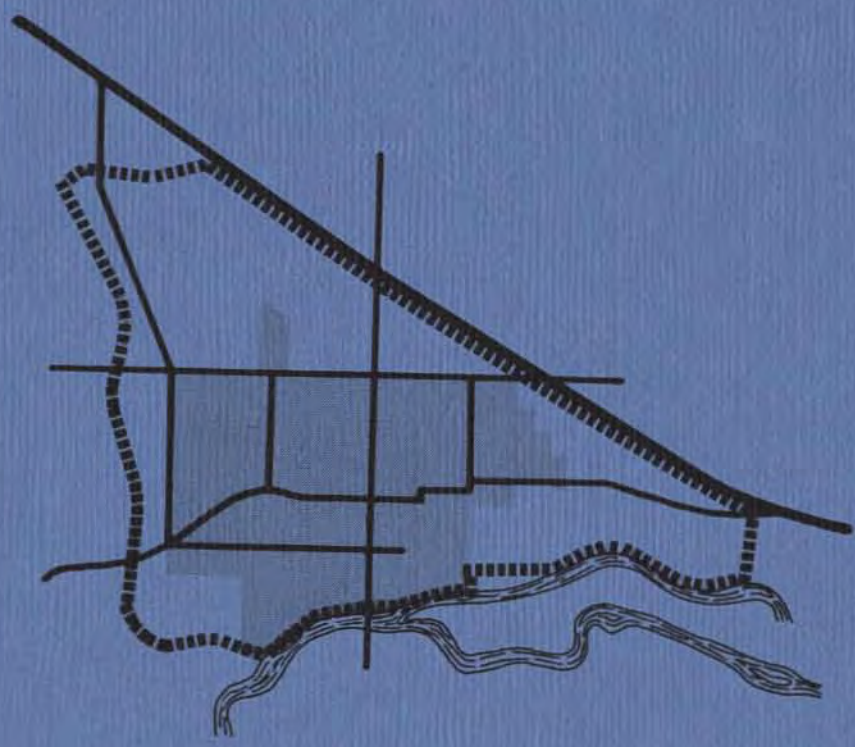
701

DOCUMENT  
LOCAL  
Stayton

DOC-LC  
HT  
168  
.S86  
M36  
1973

# COMPREHENSIVE PLAN

## STAYTON URBAN AREA



**A PLAN FOR COMMUNITY GROWTH AND  
DEVELOPMENT**

**MAY 1973**

BIBLIOGRAPHIC DATA SHEET		1. Report No. MAR-CP-73-1	2.	3. Recipient's Accession No.
4. Title and Subtitle COMPREHENSIVE PLAN, STAYTON URBAN AREA: A Plan for Community Growth and Development			5. Report Date May 1973	
7. Author(s) Marion County Planning Department			8. Performing Organization Rept. No.	
9. Performing Organization Name and Address Marion County Planning Department Room 19, Courthouse Salem, OR 97301			10. Project/Task/Work Unit No.	
			11. Contract/Grant No. CPA-OR-10-16-1006	
12. Sponsoring Organization Name and Address Mid Willamette Valley Council of Governments Room 305, Civic Center 555 Liberty Street NE Salem, OR 97301			13. Type of Report & Period Covered Final	
15. Supplementary Notes			14.	
16. Abstracts <p>This report provides a guide for the growth and development of the Stayton urban area. The information contained within the document consists of an analysis of the various factors and limitations which affect the community's growth. The plan includes data on the early development of the city, soils, geology, population, land use and public facilities. Proposals and recommendations have been made regarding land use, transportation, parks, recreation and open space and urban expansion which reflect decisions and attitudes expressed by the citizens of the community.</p>				
17. Key Words and Document Analysis. 17a. Descriptors Comprehensive Plan				
17b. Identifiers/Open-Ended Terms				
17c. COSATI Field/Group				
18. Availability Statement Release Unlimited Marion County Planning Department Room 19 - Courthouse Salem, OR 97301			19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages 58
			20. Security Class (This Page) UNCLASSIFIED	22. Price

ABSTRACT

TITLE: Comprehensive Plan, Stayton Urban Area  
AUTHOR: Marion County Planning Department  
SUBJECT : A plan for community growth and development  
DATE: May 1973  
LOCAL PLANNING AGENCY: Marion County Planning Department  
SOURCE OF COPIES: Marion County Planning Department  
Room 19 - Marion County Courthouse  
Salem, Oregon 97301  
HUD PROJECT NUMBER: CPA-OR-10-16-1006  
SERIES NUMBER: 1  
JOB NUMBERS: STA 4210  
STA 4211  
NUMBER OF PAGES: 58  
ABSTRACT: This report provides a guide for the growth and development of the Stayton urban area. The information contained within the document consists of an analysis of the various factors and limitations which affect the community's growth. The plan includes data on the early development of the city, soils, geology, population, land use, and public facilities. Proposals and recommendations have been made regarding land use, transportation, parks, recreation and open space, and urban expansion which reflect decisions and attitudes expressed by the citizens of the community.

UNIVERSITY OF OREGON LIBRARY  
EUGENE, OREGON



COMPREHENSIVE PLAN  
STAYTON URBAN AREA

Prepared By  
MARION COUNTY PLANNING DEPARTMENT \*  
ROOM 19 - MARION COUNTY COURTHOUSE  
SALEM, OREGON  
March 1973

\*Planning services provided by the unified planning staff  
of the Mid Willamette Valley Council of Governments.

The preparation of this report was financed in part through a comprehensive  
planning grant from the Department of Housing and Urban Development.



STAYTON CITY OFFICIALS

STAYTON CITY COUNCIL

L. Jay Myers, Mayor  
S. C. Bates  
Sanford Cox  
Wayne Lierman  
Bruce Philippi  
Ellis Vandehey

STAYTON PLANNING COMMISSION

Gary Spaniol, Chairman  
Carl Brenna  
Betty Cox  
Harvey Fleming  
Conrad Hamann  
Calvin Hudspeth  
Gloria Johnson  
Rodney Johnson  
Dale Rubel

CITY STAFF

Neal Bell	City Attorney
Evelyn Scott Ferris	Municipal Judge
Daryll E. Ross	Chief of Police
John J. Schroeder	Treasurer/Recorder
H. V. Whitaker	Public Works Supt.

PLANNING ADVISORY COMMITTEE

Bill Baldwin	L. Jay Myers
Neal Bell	Helen Novak
Jack Darley	Bruce Philippi
James Duffy	Gil Schashtsick
Bill Fair	Marcel Van Driesche
Bob Hagen	Ellis Vandehey
Gloria Johnson	H. V. Whitaker
	Murley Larimer

TABLE OF CONTENTS

	Page No.
Introduction. . . . .	1
Background Information. . . . .	4
Population. . . . .	9
Housing . . . . .	12
Existing Land Use . . . . .	14
The Plan	
An Urban Growth Program For Stayton, Oregon. . . . .	17
The Land Use Plan. . . . .	21
Parks, Recreation and Open Space . . . . .	30
Schools. . . . .	33
Public Facilities. . . . .	35
Transportation . . . . .	39
Implementation. . . . .	45
Appendix. . . . .	A-1
Bibliography . . . . .	A-4
Environmental Assessment . . . . .	A-6

LIST OF MAPS

Map No.	Page No.
1. Location Map . . . . .	4
2. Factors Affecting Development. . . . .	8
3. Existing Land Use Map. . . . .	16
4. General Land Use Plan. . . . .	29
5. Parks, Recreation, and Open Space Plan . . . . .	32
6. Transportation Plan. . . . .	44

LIST OF FIGURES

Figure No.	
1. Traffic Flow and Parking Scheme for Arterials and Collectors . . . . .	41

LIST OF TABLES

Table No.	
1. Soil Association . . . . .	7
2. Age Distribution . . . . .	9
3. History of Population Growth . . . . .	11
4. Low, Middle and High Population Projections. . . . .	11
5. General Housing Characteristics. . . . .	13
6. Existing Land Use Distribution . . . . .	15
7. Future Land Area Requirements. . . . .	22
8. Stayton School System. . . . .	34



## INTRODUCTION

### Purpose

The purpose of this document is to establish a guide for the growth and development of the Stayton community. The plans and policies contained within this document is in effect an adopted statement of public policy which should serve, not only as a guide in the decision-making process for public officials, but it is also intended to communicate an understanding of the community's growth and development policies to the general public, other governmental units, and private developers. A better understanding of the specific goals, policies, and plans contained within this document will help both the existing and future population of the Stayton area anticipate the physical, social, and economic needs of the community.

It is important to understand that because this plan is intended to serve primarily as a guide to development, more specific actions and programs must be undertaken in order to implement its proposals. A distinc-

tion must be maintained between the comprehensive plan itself and implementing measures such as zoning, subdivision codes, public land acquisitions, taxation policies, and public improvement programs. Because these measures are specific and separate actions, it should be apparent that this plan is not a zoning plan, but rather it provides guidance and direction in initiating controls and other related administration decisions.

### Planning Program

The adoption and use of this document will undoubtedly strengthen the planning program in the city of Stayton. However, if it is to be successful the land use planning program must be coordinated and guided according to the plan. Although limited flexibility has been built into the plan, responsibility must be exercised in its use and maintenance. Any major deviation from the plan not in keeping with its purpose and intent and which is not accompanied by a formal amendment of the plan could result in legal ramifications. Recent

court rulings as well as enabling legislation in the State of Oregon places strong emphasis on the Comprehensive Plan as a planning tool. It has become increasingly more important that planning decisions be in conformance with the policies and recommendations of the Comprehensive Plan.

The initial phase of the comprehensive planning program involved the formulation of planning and development goals. These goals, developed in cooperation with the Stayton Planning Commission and the Planning Advisory Committee, identify basic community attitudes and serve as a guide for the remaining phases of the planning program.

The goals of the comprehensive plan are:

#### Physical Development

1. Creation of an aesthetically pleasing, safe and efficient community environment.
2. Encourage the proper use and management of the Mill Creek and Santiam flood plains.
3. Encourage the orderly and efficient growth of the community based on social,

physical, and economic factors.

4. Promote a desirable balance and location of land uses based on identified needs of the community.
5. Develop an urbanization pattern consistent with community and areawide goals.

#### Commercial Development

1. Discourage strip-type commercial development along major arterials and collectors.
2. Promote the continued functioning and preservation of the central business district as the primary retail business center of the community.
3. Provide adequate off-street parking facilities for commercial development.
4. Encourage a pedestrian-oriented atmosphere in the central business district.

#### Industrial Development

1. Promote the continued development and expansion of quality industrial park facilities.

## Housing

1. Provide necessary public facilities and services to maintain safe and healthful living conditions in residential areas.
2. Foster the maintenance and development of an adequate quantity and variety of housing types to satisfy the desired life styles and financial capacities of the community's population.
3. Improve or remove existing housing facilities that do not provide adequate or healthful living conditions and that threaten the continued desirability of adjoining residential areas.

## Transportation

1. Develop an efficient and

- sound transportation system which encourages proper land development.
2. Encourage a balanced transportation system which minimizes community disruptions and promotes efficient movement of traffic around and through the community.

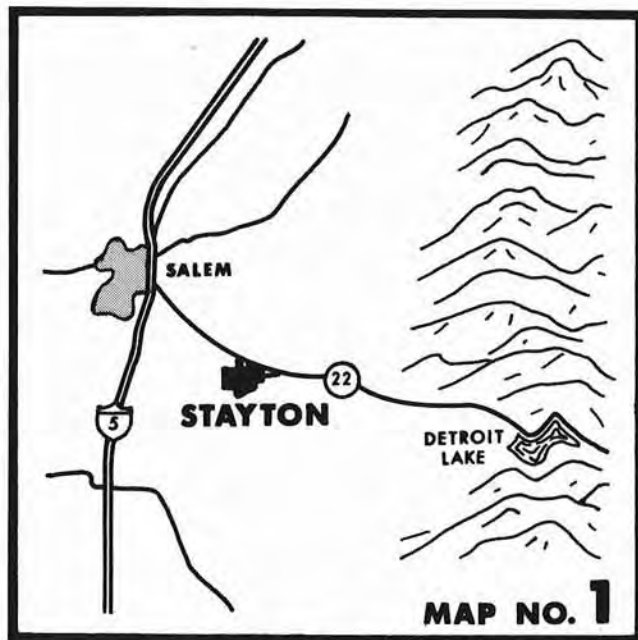
## Public Facilities and Services

1. Provide adequate and attractive park, recreation, and open space facilities.
2. Encourage urban development in areas with existing urban services and in those areas where future extension of those services can be provided in the most feasible, efficient, and economical manner.



## BACKGROUND INFORMATION

Physical Setting. The City of Stayton is located in the eastern central portion of the Willamette Valley approximately 14 miles east of Salem, the State capital. The community is bounded to the north by Highway 22 and to the south by the Santiam River. Located at an elevation of approximately 450 feet, the Cascade mountain range rises to the east reaching elevations in excess of 10,000 feet.



Early History. In 1856, at the present site of Stayton, the Willamette Manufacturing Company completed a project to divert water to the mills in Salem by way of the Salem Ditch. Following the completion of that

project, a small grist and sawmill was built on the ditch directly northwest of the present Stayton Canning Company. By 1866 the town contained one house, one shop, and one mill.

The town of Stayton was platted on June 15, 1872, by Drury S. Stayton. The original town contained six blocks bounded by High Street, Water Street, First Street and Third Street. By 1876 a carding mill, sawmill, cabinet factory and a chair factory, in addition to several businesses and offices, had been established. The first ferry was also operating in 1876 across the Santiam River followed in 1888 by the construction of a bridge.

Through the efforts of Lee Brown, Stayton's first mayor, the town was incorporated in 1891. Six years later electricity came to Stayton followed by the organization of the Stayton Mutual Telephone Company in 1905.

In the years that followed, agriculture and lumber industries dominated the Stayton scene joined in more recent years by

the associated mobile home industries.

Climate.<sup>1</sup> Stayton's climate consists generally of moderate warm summers and mild winters. The mean annual temperature is 52° with the lowest daily mean of 33° in January and the highest daily mean of 82° occurring in July. The growing season averages 178 days with a mean temperature of 59 degrees. The average annual precipitation is 53 inches averaging over 8 inches in December and January and about ½ inch in July and August.

Geology.<sup>2</sup> Stayton lies within an area geologically described as the Stayton Basin. The floor of the basin consists mostly of a gravelly alluvial fan extending west from Stayton. This formation known as Linn Gravel ranges in

---

<sup>1</sup>Source: State Climatologist's Office, Department of Commerce, Portland, Oregon.

<sup>2</sup>Source: State of Oregon, Department of Geology and Mineral Industries, Geology of the Salem Hills and the North Santiam River Basin, Oregon, Bulletin No. 15, Portland, Oregon, 1939

thickness from 30 to 40 feet and was created by the North Santiam River. The gravels overlie the Fern Ridge formations which are exposed in the hills north and east of Stayton. The Fern Ridge Tuffs are composed mostly of volcanic ash and pumice, which occur in the form of breccia, sandstone, pebble beds and conglomerates. They, in turn, lie on a formation of lavas which are a medium-gray to dark-gray basalt which form dips and slopes where younger formations have been stripped off. West of Stayton they attain a thickness of about 400 feet decreasing to less than 200 feet east and southeast of Stayton.

Soils. As a vital natural resource, soils play an important role in the planning program. An understanding of limitations and characteristics of the soils in the Stayton area are particularly important in relation to the community's growth.

The Soil Conservation Service, together with the Agricultural Experiment Station at Oregon State University, has rated each soil according to its limitations. To permit general analysis of the

soils, the Soil Conservation Service has grouped individual soils into soil associations. These associations are groups of soils which are geographically associated in a repeating on the landscape. Six major soil associations are identified in Table No. 1 together with their general limitations affecting the Stayton planning area.

As indicated in Table No. 1 the Sifton-Salem and Courtney-Clackamas associations present some serious problems for the use of septic tanks. Of significant importance is that these two associations account for a major part of the area west and north-west of Stayton. They also account for about 25 percent of the planning area east of Stayton. Although septic tanks will function adequately under proper conditions, development on these soils should be limited until public sewers are available.

The Jory-Nekia-Salkum association is found in the areas north and east of Stayton generally where the slopes exceed 4%. Septic tanks have only slight limitations in these soils except in those cases where slopes exceed

12%. The increase in slope, which in some cases exceeds 20%, also provides limitations for certain types of building developments.

In the lowlands adjacent to Mill Creek the McAlpin - Abiqua - Waldo association is predominate. This association is dominated by the Waldo soil which is significant since it accounts for a major portion of the Mill Creek flood plain north of Stayton. The Waldo soils are very poorly drained and have a very severe rating for the use of septic tanks. Since the Waldo soils dominate this association in the Stayton area the ratings in table 1 are reflective of this fact.

Of the remaining soil associations found in the Stayton area only the Cloquato-Newberg-Camas association has characteristics significantly affecting development. This association is found in the alluvial bottomlands adjacent to the North Santiam River. These are considered fairly productive for agricultural purposes and have generally slight to moderate limitations for septic tanks. However, these limitations do not take into



account the fact that some of these soils are located within the flood plain, making building development prohibitive in most cases.

It should be obvious from the foregoing material that geology

and soils have a definite affect on the development pattern of Stayton. These factors and others have been summarized on Map No. 2 in order that the factors affecting development can be more easily recognized.

TABLE NO. 1  
SOIL ASSOCIATION INTERPRETATIONS  
FOR THE STAYTON AREA





SOIL ASSOCIATIONS	AGRICULTURE	SEPTIC TANKS	WITH PUBLIC SEWER
McAlpin-Abiqua-Waldo	M	VS	SL
Amity	SL	VS	SL
Cloquato-Newberg-Camas	SL	SL/M	SL
Jory-Nekia-Salkum	M	S	M
Sifton-Salem	M	S	SL
Courtney-Clackamas	M/S	VS	M/S

SL = SLIGHT  
M = MODERATE  
S = SEVERE  
VS = VERY SEVERE

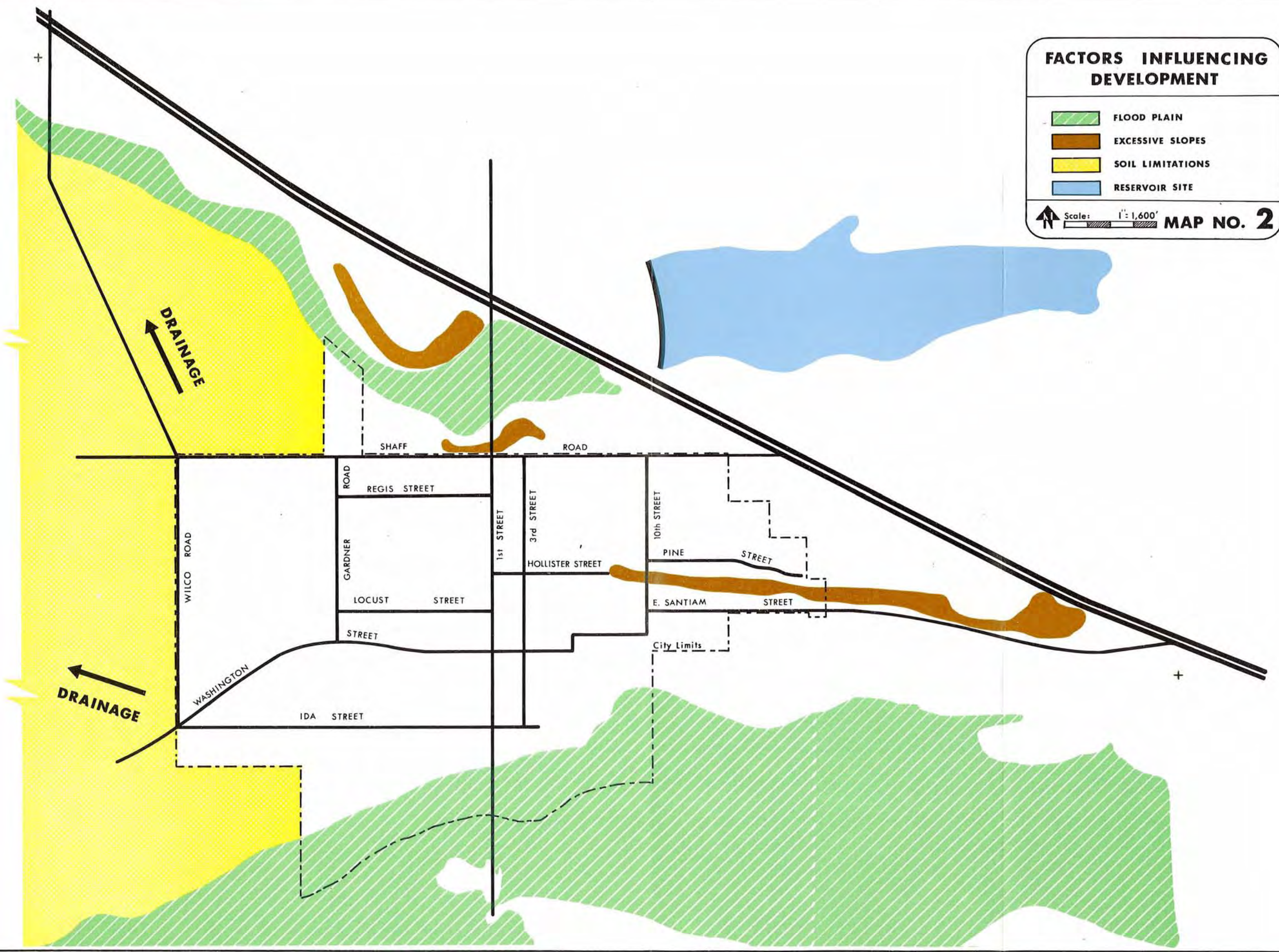
SOURCE: MARION COUNTY  
COMPREHENSIVE PLAN  
SOIL CONSERVATION SERVICE



**FACTORS INFLUENCING DEVELOPMENT**

-  FLOOD PLAIN
-  EXCESSIVE SLOPES
-  SOIL LIMITATIONS
-  RESERVOIR SITE

Scale: 1" = 1,600' **MAP NO. 2**





POPULATION

Population data is intended to give the city an indication of probable future community needs. The analysis of population growth and its characteristics provides insight into the makeup of the community as well as providing an aid in estimating future needs. A study of the relationship between population growth and existing land use development provides a fairly reliable method of assessing future land use and transportation needs as well as the additional community services and facilities needed to accommodate a given population.

Population Characteristics. The average age of Stayton's population, like that of Marion County and Oregon, has been decreasing since 1950. As indicated in Table 2 the average age in Stayton has dropped from 30.8 in 1950 to 25.2 in 1970, a 5.6 year decrease. This change has been a result of an increase in the 0-14 years category and decreases in both the 45-64 years and 65 years and over categories.<sup>3</sup>

<sup>3</sup> U.S. Bureau of Census

TABLE NO. 2

AGE DISTRIBUTION

Age Group	1950	1960	1970
0-14	444	658	1,088
15-24	192	306	451
25-44	410	493	761
45-64	299	435	570
65 & Over	162	216	300
TOTAL	1,507	2,108	3,170

Low Income and Minority Groups. The non-white population of Stayton is small compared with the total population; less than 2% or 43 persons were categorized as being non-white in 1970. Individuals 65 years and older comprise approximately 10% of the population indicating that less than 12% of the total population is in the low income and minority category.

In the Stayton area the Mid Willamette Valley Community Action works through the Marion County Extension Service under a delegate arrangement on "self help" and other programs. A



"seniors" program is also in operation with the help of a local Community Action Program representative. To aid the migrant worker, a migrant health clinic operates in the City of Stayton during the growing and harvesting seasons.

Population Projections. As shown in Table 3 the population of Stayton has increased in every decade since 1900, except for the 1910 to 1920 decade. During the period from 1971 through 1973, development within Stayton was somewhat limited due to a partial moratorium on building construction pending the completion of an expanded sewage treatment plant. It is expected that the completion of the new sewage treatment facility will enhance the growth potential of the community.

Since the Federal census in 1970,

on which most of the population data is based, Stayton has experienced a 6.4% increase in population. Table 4 indicates the projected growth rates for Stayton to the year 2000. While any population within the low to high range is possible, it is considered most likely that future population growth will closely follow the middle projection. The middle range population projection is based upon a 40% growth per decade. This rate was selected because it correlated closely with the growth rate of the last several years and also represents an average of the high and low projections. The low rate represents a 30% growth rate per decade which occurred between 1960 and 1970 within the city limits as they existed in 1960. The high rate is based on a 50% growth rate per decade which occurred between 1960 and 1970 including all annexations.

TABLE NO. 3  
HISTORY OF POPULATION GROWTH  
STAYTON, OREGON

Year	Population
1900	324
1910	703
1920	649
1930	797
1940	1,085
1950	1,507
1960	2,108
1970	3,170
1972	3,375

TABLE NO. 4  
LOW, MIDDLE, AND HIGH POPULATION PROJECTIONS  
FOR STAYTON TO THE YEAR 2000

Year	1972	1975	1980	1985	1990	1995	2000
Low	--	3,620	4,120	4,700	5,360	6,110	6,970
Middle*	3,375	3,750	4,440	5,250	6,210	7,350	8,700
High	--	3,890	4,760	5,840	7,150	8,760	10,740

Source: U.S. Bureau of Census

## HOUSING

Stayton is predominantly a single-family residential community with multi-family dwellings presently accounting for only 14% of the total housing units. Historically a significant portion of the multi-family dwellings consisted of small clusters of multi-family units scattered throughout the city. The anticipation of the expanded sewage and water services together with the projected population increases will most likely result in a corresponding increase in multi-family housing developments.

Mobile homes in Stayton account for only about 2% of the total housing units available. Sufficient land area is available in the Stayton area for mobile home park development. The city's mobile home park ordinance, which was developed in 1972, sets some excellent standards for mobile home park development and should provide one method of meeting the increased housing demands.

Historically, the Stayton area has housed a large seasonal migrant labor force. In recent years, increased enforcement of

health standards has resulted in the closure of a number of farm labor camps. It is anticipated that if pressure continues in the Stayton area to provide safe and sanitary housing for migrant farm labor and their families Stayton may be asked to develop special housing programs to satisfy this need.

A fundamental conflict facing most community housing programs is the question of location. Specific identification of low- and moderate-income housing sites will be dependent upon the type of housing proposed; however, there are three areas in Stayton which meet the general requirements for housing location. They are:

1. The multi-family zoned area directly east of the central business district.
2. The area south of Water Street and west of First Street.
3. The northeastern corner of the Washington Street, Ida Street and Wilco Road intersection.

TABLE NO. 5

GENERAL HOUSING CHARACTERISTICS

Total Housing Units	1,017
Owner-Occupied	682
Renter-Occupied	293
Lacking Plumbing Fac.	7
Single-Family	950
Multi-Family	44
Mobile Homes	23
Approx. Median Value	\$16,082
Approx. Median Rent	\$78
Persons/Res. Acre	16.5
Persons/Developed Acre	6.5
Person/Unit	3.5

Source: 1970 Federal Census

## EXISTING LAND USE

One of the most important considerations in the planning process is the study of the physical arrangement and extent of the various existing land use forms such as homes, commercial and industrial facilities, schools, public buildings and parks, as well as the vacant land. An analysis of this information provides a basic framework for the preparation of the Comprehensive Plan; plus, it provides those groups involved in the decision-making process with a clearer understanding of the physical conditions which affect Stayton's growth.

The City of Stayton's total land area is approximately 1,310

acres. As noted in Table No. 6 the amount of vacant land within the city limits represents approximately 42% of the total land area. However, it is important to understand that nearly 21% of the land classified as vacant is within the flood plain of the Santiam River. Of the remaining vacant land only about 290 acres can be considered as potentially developable land since many of the parcels included in this category are small and lack sufficient access.

Table No. 6 indicates the amount of acreage in each land use category and its percentage as compared with the amount of developed land.



TABLE NO. 6

EXISTING LAND USE DISTRIBUTION







Land Use	Acres	Percent of Developed Area	Acres/100 Persons
Total Acreage	1,310	--	--
Developed Acreage	575	--	17.0
Single-Family	278	48	8.0
Multi-Family <sup>1</sup>	13	2	0.4
Commercial	50	8	1.5
Industrial	65	11	1.9
Public & Semi-Public	153	26	4.5
Parks	16	3	0.4
Streets and R/W	168	22	5.0
Vacant	555	--	--
Flood Plain	117	--	--

<sup>1</sup> Multi-Family includes two-family dwellings.

Map No. 3 on the following page indicates the distribution of the above uses as surveyed in October of 1971.



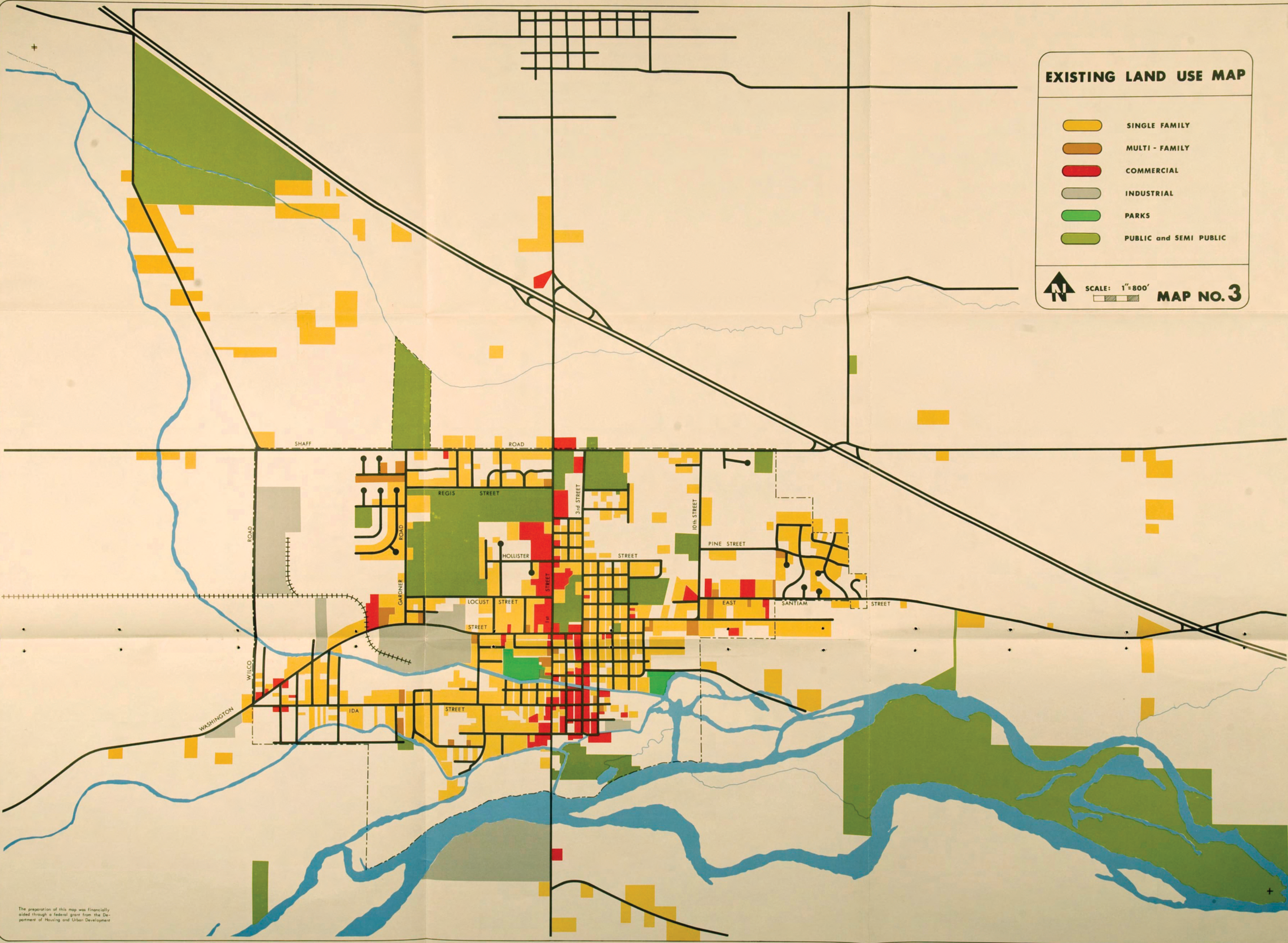
# EXISTING LAND USE MAP

-  SINGLE FAMILY
-  MULTI - FAMILY
-  COMMERCIAL
-  INDUSTRIAL
-  PARKS
-  PUBLIC and SEMI PUBLIC



SCALE: 1"=800'

MAP NO. 3



The preparation of this map was financially aided through a federal grant from the Department of Housing and Urban Development



THE PLAN

AN URBAN GROWTH PROGRAM FOR  
STAYTON, OREGON

The need for an urban growth program in American communities has become more pronounced in recent years as people have begun to realize the consequences of urban sprawl. Urban sprawl has generally led to the inefficient use of public services and an abundance of unplanned vacant land. In most cases this is the result of the uncontrolled development of small acreage homesites adjacent to the community where public services are unavailable. When it becomes necessary to annex these areas it often is extremely difficult to redevelop these parcels into urban size lots due to the lack of an overall redevelopment plan. The end result is an inefficient and sub-standard street system serving excessively large urban lots which face a proportionately larger cost per dwelling to obtain urban services. In many cases the entire community ends up subsidizing this type of development.

An examination of the growth pattern of the Stayton area has already revealed an extensive

amount of vacant land. The anticipated demand for continued residential, commercial and industrial development, especially with the completion of the new sewage and water treatment facilities, points to the need for an urban growth program.

The current policies of the Marion-Polk Boundary Commission also point to the need for the establishment of an urban growth program. In considering proposals for the formation of special service districts or annexations to cities, the Boundary Commission puts considerable emphasis on the adopted urban growth policies of that community.<sup>5</sup>

Purpose. The purpose of an urban growth program for Stayton is to encourage the orderly and efficient development of the community based on social, physical, and economical factors. The urban growth program identifies an urban

---

<sup>5</sup> Marion-Polk County Local Governmental Boundary Commission, Policy Statements, June, 1972.



service area and is intended to provide guidance for the timely expansion and development of the community.

Because the conditions affecting growth are unique and ever-changing for each community, the urban growth program does not attempt to determine the ultimate size to which Stayton should grow. Rather it defines a geographical area which will accommodate a given population based on the known limitations and identified needs of the community.

Delineation. The geographical limits of the urban service area is defined on the General Land Use Plan Map No. 4. Certain criteria must be considered as valid factors in the establishment of an urban service area if it is to become part of an acceptable program. The criteria by which the initial urban service area was delineated are listed below.

1. The future land use needs were determined based on a calculated population growth. This gives a fairly accurate indication of the amount of land needed to accommodate a given population.

2. The physical limitations for urban development are defined (i.e., flood plains, drainage, terrain, soils, street patterns, etc.). These limitations help to identify those areas which would be either too expensive or inappropriate for development.
3. General land use considerations such as transportation facilities, natural features, location, and existing land use were used to determine the appropriateness of certain areas for development.
4. The availability and economics of providing urban services, especially sewers, was analyzed for all areas of projected urban expansion. The limitations of existing services was also considered in determining a timetable for urban expansion.

Implementation. Implementation of the urban growth program will primarily be dependent on the coordination and cooperation of all levels of government in the area and the successful application of the policies and proposals set

forth in this document. Also important is the community acceptance of this program and its willingness to work within the established framework. The policies which are listed below are primarily intended to provide guidance for the expansion of urban services, annexations, zone changes, and subdivision development. These policies are based on one overriding premise, i.e., the City of Stayton has a definite interest in the development of those areas which it may eventually be expected to service.

#### The Urban Growth Policies

1. The existing boundaries of the City of Stayton should remain relatively unchanged until a major portion of the city's usable land has been developed for urban purposes.
2. Extension of the city's urban services should be preceded by a careful evaluation of the facts, with major emphasis given to the overall community costs and benefits.
3. Developments which can be served by a gravity flow

sewage system should be given priority.

4. The City of Stayton is the logical provider of services in the defined urban service area. Therefore, development outside the city boundaries should be coordinated closely with the City of Stayton.
5. All governmental units whose responsibilities affect the growth and development of the Stayton area should review and concur with the urban growth program for Stayton.
6. The physical size of the urban service area will be relative only to time and the changing needs of the community. If the criteria used to delineate the urban service area change, the city will have need to reevaluate its urban growth program.
7. The concept of acreage residential zoning as defined in the Marion County Zoning Ordinance should be applied to the areas north and east of Stayton. This type of zoning permits acreage residential home-sites at a specific density

(i.e., 2, 3, 5 acres, etc.)  
based on the needs and physical  
limitations of the area. In

some cases farm use zoning may  
also be appropriate especially  
for the area west of Stayton.

## THE LAND USE PLAN

The land use plan for the Stayton area is largely a result of an analysis of the existing land use and transportation pattern, developmental limitations, projected population growth, and the availability of urban services. Community attitudes as expressed by the planning advisory committee and in the community attitude survey sponsored by the Jaycees in 1972 have also influenced the land use plan and its related policies.

Eight various land use categories have been used to delineate the future land development pattern of the Stayton urban area. The eight land use categories used on the General Land Use Plan define the general arrangement and extent of residential, commercial, industrial and public facilities within Stayton's urban service area which encompasses approximately 2,800 acres. The amount of land area contained within each major land use category should meet the future demands for the Stayton urban area for at least the next twenty years. The projections for future land use requirements are presented in

Table 7. It should be emphasized that these projections are estimates, based primarily on a comparison of population projections and existing land development patterns.

Residential. The residential land available within the Stayton urban area is one of the single most important factors influencing the growth and development of the city. All other forms of land use are dependent to some degree upon the location, arrangement, and extent of residential development.

Residential land use has been designated on the general land use plan through the use of a density factor which reflects the number of units per gross acre. This approach was used because it recognizes the need to provide a mixture of residential housing types in the community while preserving the general character of the area. The existing Stayton Zoning Ordinance has provisions which are designed to promote a compatible mixture of housing types in the same neighborhood by providing for the establishment



of controls and standards which will insure the livability and

character of the general area.

TABLE NO. 7

FUTURE LAND AREA REQUIREMENTS

1972-1990 Population Increase . . . . .	3,000
Additional Residential Acreage Needed at 8.7 acres/100 population . . . . .	260
Additional Commercial Acreage Needed at 1.5 acres/100 population . . . . .	45
Additional Industrial Acreage Needed at 1.9 acres/100 population . . . . .	57
Additional Public Use Acreage Needed at 10 acres/100 population . . . . .	300
Additional Urban Acres at 30 acres/100 population .	900

NOTE: This information was obtained by projecting the existing land use information in Table No. 6 for a population increase of 3000 people.

The low density residential category is intended to permit development within a range of one to six dwelling units per gross acre. Although a range of residential densities are possible, this factor was chosen because it provides the community with a variety of housing types such as duplexes, triplexes, or mobile homes while maintaining a single-family character. The key to providing a livable and compatible housing environment within this area will rest with the decision-making bodies and the standards required for development.

The medium-to-high density residential category will provide an alternative to the single-family type housing environment by accommodating multi-family housing at densities exceeding six dwelling units per gross acre. In most cases the land within this designation would permit multi-family housing to be developed under traditional concepts or in planned developments.

During the planning process certain factors have become evident in Stayton which affect

the pattern of residential growth. The availability of vacant land and the economics of providing urban services indicate that the area northeast and east of Stayton will continue to absorb much of the new residential growth. This area has a fairly well established single-family character and for the most part can be served by a gravity flow sewage collection system.

Another area capable of supporting considerable residential growth is the area northwest of Stayton. However, until detailed engineering studies determine the most efficient methods of providing water, sewer and storm drainage facilities, development will be limited in this area.

Residential-Limited Commercial Development. This particular land use category recognizes the need in an urban community to provide a compatible mixture of residential and commercial activities. No specific density factor has been applied to this land use category although it is assumed that multi-family housing will dominate these areas. Intermixed with or adjacent to these housing developments, commercial activi-

ties will be permitted when it is determined that they are compatible with the immediate area. This concept is often used under the planned development procedure where limited commercial uses can exist harmoniously in a residential neighborhood while providing needed services to that area. Because both residential and commercial uses are encouraged, anyone of several residential or commercial zones would be appropriate in order to implement this portion of the plan.

Commercial Development. Retail trade is an important part of Stayton's economy. For the most part, Stayton provides for the primary shopping needs of an area including the communities of Aumsville, Sublimity, Mehama, Lyons, Scio and Marion.<sup>6</sup> Stayton's development as a retail trade center has been affected to a certain degree by its proximity to Salem and the development of several large shopping complexes in the East Salem area.

---

<sup>6</sup> Bureau of Municipal Research and Service, Selected Factors Affecting Stayton's Economy, Eugene, Oregon, 1958.

Within Stayton the greatest concentration of retail trade and service establishments is located along First Street, Stayton's major north-south arterial, or adjacent to it in the central business district. As in many urban areas where major streets pass through a prime commercial area, conflicts develop between the automobile and the pedestrian. In this case, due to a variety of commercial activities which have located along First Street, a shortage of parking spaces is evident. This is especially true of on-street parking. In addition the lack of a sufficient amount of vacant land has limited the ability of several businesses to expand. This is especially true in the case of the automobile dealerships which have located there.

The strip-type development which has intermixed commercial and noncommercial uses has also resulted in access problems for many establishments along First Street. The recent elimination of on-street parking, plus the lack of identification of specific turning lanes has made the problem more acute. A recommended traffic flow and parking layout in

Figure 1, Page 41 , should help relieve part of the problem.

The eventual elimination of the semi-industrial and large volume commercial establishments from the First Street area should relieve some of the congestion which now exists. Any additional commercial facilities along First Street should be developed with strong consideration given to the following development policies.

1. Sufficient off-street parking and loading facilities should be required.
2. Mid-block ingress and egress from First Street should be discouraged whenever possible.
3. Commercial facilities having heavy reliance on the automobile should be clustered using common parking and ingress and egress facilities.

#### Commercial Interchange Development.

Commercial development along the Santiam Highway has been limited to the Fern Ridge Road intersection. This intersection was chosen because of its location on the Stayton truck route and its ability to be served by sewer

and water. Although the capacity of the Fern Ridge pump station will have to be increased to serve this area there should be no problems associated with highway access or flooding at this site.

While the greatest pressure for interchange development has occurred at the Stayton-Sublimity exit, it is recommended that no commercial or industrial uses be permitted at this site because of the many limitations which exist. Much of the area to the east of the Stayton-Sublimity Road is low and subject to flooding. In contrast, the areas to the west have excessive slopes and in some cases are higher than the adjacent roadway making access difficult. The problems associated with terrain will also make it difficult to serve this area with sewer and water when it becomes available. The lack of interchange development at this site, which is supported by the Marion County Comprehensive Plan, will also help to avoid future conflicts when the interchange and highway are expanded.

Central Business District. The central business district is



unique in relation to other commercially developed areas of Stayton in that there is no major pedestrian-vehicle conflicts. This is primarily a result of having the major streets bypass the downtown core area. The design and function of the streets serving the central business district encourage patrons to go to the downtown area rather than travel through it from one place to another.

A community attitude survey conducted in 1972 and sponsored by the Stayton Jaycees indicated that a majority of the people in Stayton feel the parking facilities in the central business district are adequate.<sup>7</sup> This response is probably due to the amount of free on-street parking available in addition to the parking lots of several private businesses located there. It is anticipated, however, that if the central business district continues to expand, additional parking areas will have to be developed.

The most significant problem with

---

<sup>7</sup> Stayton Jaycees, Community Attitude Survey, November, 1972

respect to the central business district is its diminishing role as the primary retail trade center. As the city continues to expand, there will be an increasing demand to develop outlying shopping facilities which compete with the downtown area. Undoubtedly the development of a major retail shopping complex apart from the downtown core area could significantly reduce its role as a retail trade center.

If the downtown area is to remain as the dominant retail trading center, new shopping facilities in the Stayton area must supplement the services and trading functions provided by it rather than competing directly with it. The following recommendations are made as methods of preserving the central business district as the primary retail trading center of Stayton.

1. Encourage the development of small neighborhood shopping facilities which specialize in convenience goods and services.
2. Apply to the Department of Housing and Urban Development for an urban renewal survey and planning grant in order to determine a practical method of re-

- developing the core area.
3. Encourage high density residential development adjacent to the core area. This would especially be true for low-income and elderly housing as these groups often demand commercial facilities within walking distance of their residences.
  4. Encourage a pedestrian-oriented atmosphere within the core area.

Industrial Development. A significant amount of industrial development has located in Stayton during the past 70 years. By 1972 the city had 11 percent of its developed land area devoted to industrial uses. The industrial development is concentrated in three areas with the major concentration occurring along Washington Street and Wilco Road. Located in this area is the Stayton Canning Company Cooperative, one of Stayton's main industries for over 50 years, and three new industries--Guerdon Industries, Philips Industries and Amax Corporation. The remaining industrial site east of Third and Florence Streets contains the

Paris Woolen Mills, one of Stayton's oldest industries.

Realizing that industry is essential to Stayton's economy, an additional 165 acres has been designated for industrial development. Most of this acreage is located along Wilco Road because of its direct access to rail and highway facilities. An extensive amount of vacant land and the lack of major land use conflicts also make this area desirable for industrial uses.

The following recommendations are intended to promote the orderly and proper development of industrial facilities in the Stayton community.

1. Encourage modern, well-designed industrial facilities whose manufacturing processes will not create pollution or detract from the area's environmental amenities.
2. Encourage an industrial park-like atmosphere along Wilco Road with neat, well-maintained landscaped yards.
3. It is further recommended that Marion County convert the existing IL (Light Industrial) zoning west of

Wilco Road to an Industrial  
Park zone for those areas

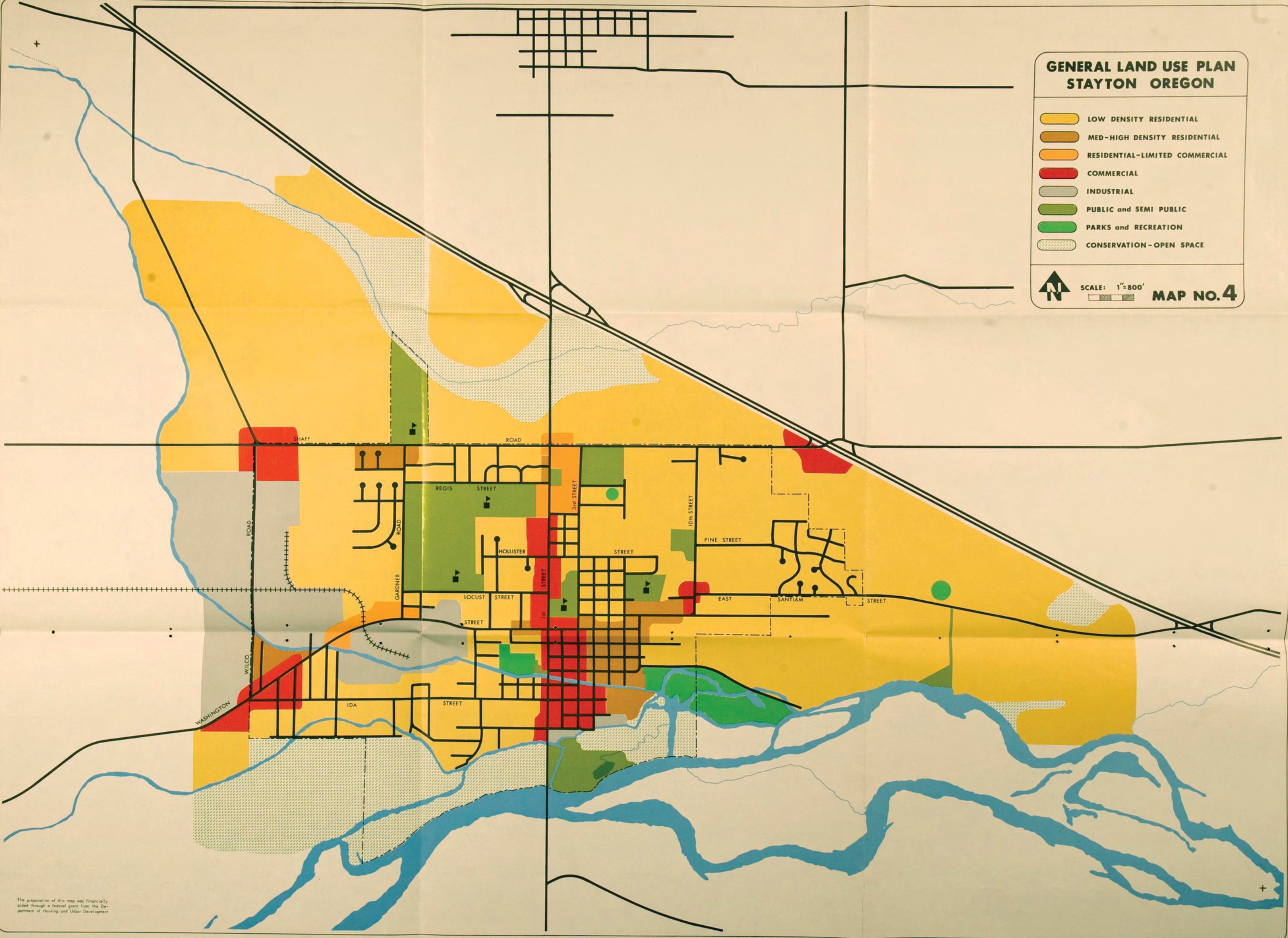
designated industrial on  
the general land use plan.



# GENERAL LAND USE PLAN STAYTON OREGON

- LOW DENSITY RESIDENTIAL
- MED-HIGH DENSITY RESIDENTIAL
- RESIDENTIAL-LIMITED COMMERCIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC and SEMI PUBLIC
- PARKS and RECREATION
- CONSERVATION - OPEN SPACE

SCALE: 1"=800'
MAP NO. 4



The preparation of this map was financially aided through a federal grant from the Department of Housing and Urban Development



## PARKS, RECREATION AND OPEN SPACE

Development of park facilities in Stayton is presently limited to one community park. Although the city has about 16 acres of parkland available, only Pioneer Park located at the southeast corner of Marion and Seventh Streets provides recreational and playground equipment. The park contains a tennis court, swings, slide, bandstand and picnicking facilities. The remaining parkland is located directly behind the fire station on First Street. The site has remained undeveloped due to poor access and lack of adequate parking and presently is used only as the site for the Santiam Bean Festival held each summer. Additional recreational needs are provided by an 18 hole golf course located immediately northwest of Stayton on the Santiam Highway and by facilities available at each of the public schools. The school districts annually participate with the City of Stayton in providing community recreation programs.

Comparing the existing acreage of available parkland to an acceptable national standard of one acre per 100 persons, Stayton is

currently deficient by 18 acres. Projecting the demand for parks ahead to 1990, Stayton will need at least an additional 47 acres. The deficiency of parkland however is not the most critical problem. Rather it is a lack of developed park sites and usable facilities which must be resolved.

In recent years the city has taken a renewed interest in the park and recreational needs of the community. Through the cooperation of the Regional Park and Recreation Agency, Wilderness Park will be developed by Marion County on a 55 acre site immediately east of Pioneer Park. Additional studies are also being conducted to determine methods of using other available public lands for park and recreation purposes.

Park, Recreation and Open Space Opportunities. Although the development of the county park will satisfy the immediate demand for parkland, several opportunities exist in the Stayton area to strengthen the park and recreation program.

The historic Salem Ditch which

travels through the heart of the city provides an opportunity to develop a scenic waterway linking the community parks to the downtown area. In addition, the public ownership of several undeveloped parcels inside and outside the present city limits provides an excellent opportunity for future community and neighborhood parks. The preservation of the flood plains of the Santiam River and Mill Creek can also create an extensive amount of open space which later may be incorporated into the parks system, as funds become available.

The following recommendations are intended to help fulfill the park and recreation needs of the City of Stayton.

1. The Salem Ditch should be designated as an historic waterway and standards and guidelines should be established for development along the waterway. As a potential amenity to the

downtown area a trail or bikepath should be constructed adjacent to it.

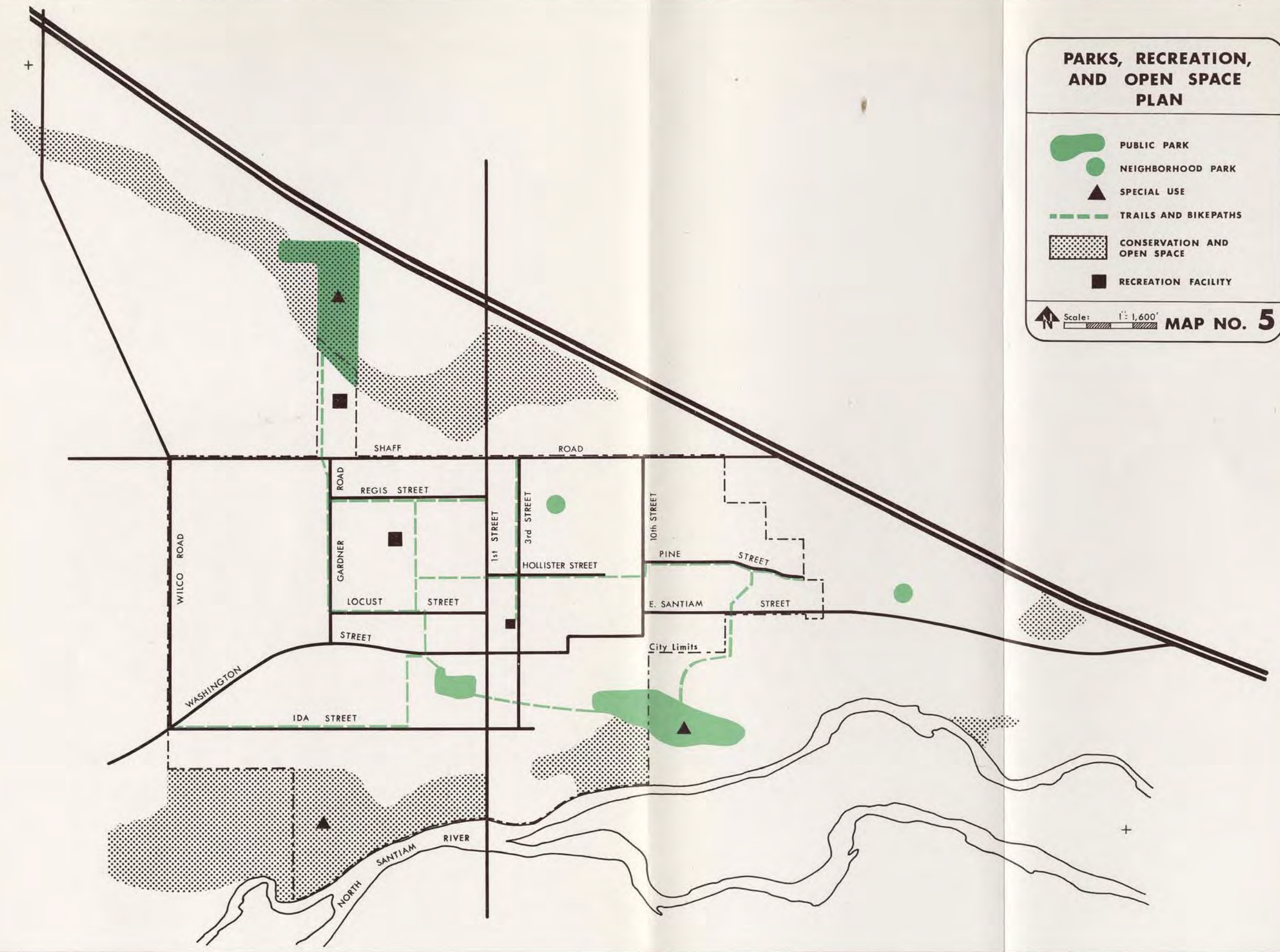
2. The 34 acre site north of the Stayton Middle School should be developed as a natural park area with limited recreation equipment included.
3. Standards and guidelines should be adopted for the development and use of the trails and bikepaths shown on the parks, recreation and open space plan.
4. The city should develop at least two additional neighborhood parks which provide play and recreation equipment for all age groups.
5. Because of poor access and lack of adequate parking facilities, a study should be conducted to determine the best possible method of utilizing the park site located behind the Stayton Fire Station.



# PARKS, RECREATION, AND OPEN SPACE PLAN

-  PUBLIC PARK
-  NEIGHBORHOOD PARK
-  SPECIAL USE
-  TRAILS AND BIKEPATHS
-  CONSERVATION AND OPEN SPACE
-  RECREATION FACILITY

Scale: 1" = 1,600' **MAP NO. 5**





## SCHOOLS

The Stayton school system is presently composed of two elementary schools, a middle school and two high schools. School District 77J is comprised of the Stayton Public Grade School serving grades one through five and the Stayton Middle School serving grades six through eight. The Stayton Union High School District UH4J serves grades nine through twelve. Supplementing the public school system are St. Mary's parochial school serving grades one through eight and Regis High School serving grades nine through twelve. Table No. 8 summarizes basic data on the Stayton school system.

Interviews with school authorities indicate that with the exception of the Stayton Public Grade School all other public and private schools have an adequate amount of land to accommodate future classroom expansion. For this reason no new school sites have been purchased.

Although the Stayton Public Grade School site has some limited land

area available for classroom expansion, it is very unlikely that this will occur. As a grade school site, it is poorly located being on Stayton's major north-south arterial and directly across the street from a shopping center. Pressure for additional classroom facilities may be affected by the possible closure of the St. Boniface Grade School in Sublimity. Its closure would bring the St. Mary's School to its enrollment capacity. Rather than proposing any further expansion of the Stayton Public Grade School, it is anticipated that additional classrooms would be constructed at the Stayton Middle School. The Middle School would then be able to accommodate the additional student load by shifting its grades to a five through eight system.

Officials indicate that both high schools are currently operating quite well with no immediate enrollment problems. In fact, enrollment at Regis High School has recently declined. Both schools are in an excellent location in



the community, and it appears that any expansion of their facilities can be accommodated on their present sites. Because of their common location the high schools have cooperated in sharing education programs which have strengthened the overall education process of the high school system.

Based upon population projections

and the information received from school officials, it appears that for the next 20 years no new schools will have to be constructed to serve the Stayton area. Increased classroom demands can be adequately handled by adding to the present facilities. In addition a recent community attitude survey indicates good community support of the education system for Stayton.

TABLE NO. 8

STAYTON SCHOOL SYSTEM (1972)

	Grades	Enrollment	Capacity	Site Size (Acres)	Pupil-Teacher Ratio
Stayton Public Grade School	1-5	365	365	5.5	1-24
Stayton Middle School	6-8	300	400	65.0*	1-32
Stayton Union High School	9-12	550	900	38.0	1-20
St. Mary's	1-8	414	450	7.0	1-37
Regis High School	9-12	229	280	30.0	1-18

\* Thirty-four acres are proposed for development as a nature park.

Source: State Department of Education

## PUBLIC FACILITIES

The city of Stayton provides a variety of public facilities and services which have a direct effect on the growth and development of the community. This section is intended to provide a better understanding of Stayton's public facilities, their capacities and limitations, and their relationship to the community's growth.

Sewage Treatment. In 1958 the engineering firm of Cornell, Howland, Hayes and Merryfield (CH<sub>2</sub>M) prepared a preliminary engineering study of Stayton's sewage system. As a result of that initial study a secondary treatment and collection system was constructed in 1963. In July of 1971 as a result of increased population growth and higher standards for water quality, the Department of Environmental Quality began limiting connections to the sewer system pending completion of an expanded treatment plant.

The new treatment plant is scheduled to be completed by late 1973. It is designed for a population equivalent of 9,000

and will serve both Stayton and Sublimity. Once completed the new sewage treatment plant is expected to serve the needs of the Stayton-Sublimity area until 1990 based on current population projections.

The City of Stayton currently does not provide treatment for the industrial wastes of the Stayton Cannery. An extensive irrigation system is used on about 200 acres of land in the southwest portion of the city. Because elimination of this irrigation system would bring the new treatment plant to near capacity if it were required to treat the cannery's industrial wastes, it is important that enough area be set aside for distribution of the waste material. This fact is recognized in the general land use plan by indicating an extensive area along the Santiam River in a conservation-open space category.

As indicated in the general land use plan, much of Stayton's growth is expected to take place north of the present city limits. Three pump stations are currently required to serve developments

along the northern limits of the city. In order for additional development to occur northeast of Stayton, the pumping capacity of the Fern Ridge Road pump station would have to be increased. Likewise, the pumping capacity of the Wilco Road station will have to be increased in order to accommodate the additional sewage flow from Sublimity. An additional pumping station will also be required somewhere north of the existing Wilco Road station in order to serve future development which occurs north of Shaff Road.

At this time it is difficult to determine whether developments north of Shaff Road will realize any immediate benefits from the Stayton-Sublimity connector. The connector is proposed as an eight inch forced main and the exact routing has not yet been determined. It will most likely cross near the Middle School and connect either at the intersection of Wilco and Shaff Roads or continue southwest from the Middle School and connect at the Wilco Road pump station. Depending on the final alignment and elevations some properties in the Shaff-Wilco Road area may be able to gravity flow into the present

system.

Future expansion of the City of Stayton, especially to the north, will obviously be dependent on sewer service. The limitations for the use of septic tanks will limit any extensive development until sewers are available. Although the limits for urban expansion have been identified the city's capabilities for providing sewers have not been precisely determined at this time. It is, therefore, recommended that the City of Stayton develop a master sewer plan for the Stayton Urban Service Area based upon adapted land use policies.

Storm Sewers. Because of soil characteristics in the Stayton area, a seasonally high-water table is evident in many areas. For this reason storm sewers are necessary in order to properly drain properties within and adjacent to Stayton. The city constructed its present storm sewer system in 1965. The system was constructed completely separate from the sanitary sewers and use the Santiam River and Mill Creek as drainage outlets.

Water System. In 1971 an expanded

water system was completed which increased the daily capacity from 2.5 million gallons to 8.5 million gallons. The improved system consisting of a treatment plant, two pumps, a reservoir, and 12,000 feet of new pipeline was funded through the sale of municipal bonds in the amount of \$875,000. The bonds are to be repaid primarily from water sale revenues; however, during the first few years tax revenues will have to make up part of the deficit. The 8.5 million gallon filter plant will provide for the estimated commercial, industrial and domestic needs for at least ten years and is designed to be easily expanded to meet future needs.<sup>8</sup>

The water treatment plant, which is located adjacent to the Santiam River east of First Street, is a slow sand filter facility which filters and chlorinates river water before being pumped into the distribution system. The old 400,000 gallon storage reservoir has now been supplemented by a one million gallon reservoir and pump station which was constructed to satisfy the peak demands for water and for fire protection. The pump

station is also capable of providing an adequate and reliable alternate supply of water during periods of emergency by drawing water from the City of Salem's transmission line.<sup>9</sup>

Police. The Police Department is located in the City Hall building on Third Street and provides service 24 hours a day. The staff consists of a police chief and 9 regular personnel. At present there are five reserves also serving the department.

Jail facilities are currently being provided through an agreement with the Marion County Sheriff's office; however, it has been proposed that the facilities be transferred from the County Courthouse to Stayton. The Police Department is also working with law enforcement planners from the Mid Willamette Valley Council of Governments' staff in order to strengthen its program.

---

<sup>8</sup> City of Stayton Fact Sheet, Water Improvement Project, July 1970.

<sup>9</sup> Ibid



Fire. The Fire Department is a 30 member volunteer organization located on the west side of First Street adjacent to the Salem Ditch. Equipment includes four pumpers, two tankers, a first aid unit, a salvage unit and an ambulance.

Future plans call for a substation on Gardner Road next to the high school. A need has also been identified for a substation east of town to serve the additional residential development which is expected in that area.

Hospital Facilities. The Santiam Memorial Hospital is a 41-bed facility located on the west side of Tenth Street immediately across from Pine Street. It is a short-stay general hospital fully accredited by a Joint Commission on Accreditation of Hospitals.

The hospital is a community-controlled, self-supporting institution providing medical services to a population of approximately 15,000 Marion and Linn County residents. There is a 24 hour emergency room coverage by a physician in residence on weekends and by local on-call physicians during the week.

Solid Waste. The solid waste collection service is handled by a franchise. The city currently contracts for service which includes an area exclusively within the existing city limits. A public transfer station is located on CR 953 approximately 4 miles east of Stayton. Solid waste is collected at this site from several communities in the area and then transferred to the Brown's Island sanitary landfill in Salem.

The transportation element of the Comprehensive Plan is intended to identify the existing transportation system and recommend proposals for its improvement. The first attempt to study Stayton's transportation system was done by the Bureau of Municipal Research and Service at the University of Oregon in 1958. The "Preliminary Arterial Plan" which they prepared identified traffic volumes, traffic patterns, and projected future traffic needs. As a result of the proposals in that initial study, the city has acquired some right-of-way for future streets. It has also established special centerline setbacks on major streets and recently added a turning lane to First Street.

The primary mode of transportation in Stayton is the automobile. For this reason the street and highway system becomes the dominant element in the Transportation Plan. The Transportation Plan contains several elements which have been classified according to their function. The foregoing section is a discussion of the various classifications and their relation-

ship to the transportation needs of Stayton.

Highway System. Serving the Stayton area is the Santiam Highway which is the major east-west traffic carrier in Marion County. It accounts for the greatest single amount of external traffic to and from the Stayton area. Generally speaking, the highway functions very well with respect to the needs of the community. Four points of access are provided to Stayton along the highway. There has been little land use conflict resulting from the location of the highway which is primarily a result of its location away from the urban community and the lack of significant development at the intersections. No specific plans have been made as to when the highway will be widened; however, it is expected that by 1990 the need will develop for a four-lane highway with a full interchange at the Stayton-Sublimity exit.

Arterials. There are five arterials designated on the Transportation Plan. With the exception of Ida Street, they are all considered

as major urban arterials. By their function arterials serve to carry large volumes of traffic through the community as well as providing a major inter-community link. Although rights-of-way of 80 to 100 feet are desired, all streets in Stayton are currently 60 feet or less.

First Street is Stayton's major north-south arterial providing the primary access to Stayton from the Santiam Highway. Although land use conflicts have resulted along First Street from the location of several commercial businesses and the public grade school, it does provide a direct routing through Stayton with virtually no conflict with the pedestrian-oriented shopping activities of the central business district. The conflicts which exist along First Street are primarily a result of inadequate parking facilities and poorly controlled ingress and egress to the establishments which it serves. The turning lane which was recently added to First Street does not appear to be resolving these problems. Figure 1 illustrates a possible alternative to the present method of moving traffic along First Street while providing a

partial solution to the parking needs of that area. These proposals are also recommended for other arterials where turning lanes and on-street parking is needed.

Washington and Santiam Streets combine to form the major east-west arterial in Stayton. A major conflict exists with respect to the movement of traffic along this route in that four 90° turns are required to move from Washington to East Santiam Street. It was originally suggested in the 1958 "Preliminary Arterial Plan" that the problem be corrected by extending Washington Street eastward connecting with East Santiam Street approximately ½ mile east of the city limits.<sup>10</sup> This proposal is also suggested on the Transportation Plan; however, it is recommended that the Washington Street extension be continued eastward connecting with East Santiam Street at a point near the proposed Pine Street extension.

---

<sup>10</sup> Bureau of Governmental Research and Service, Preliminary Arterial Plan, Eugene Oregon, 1958.

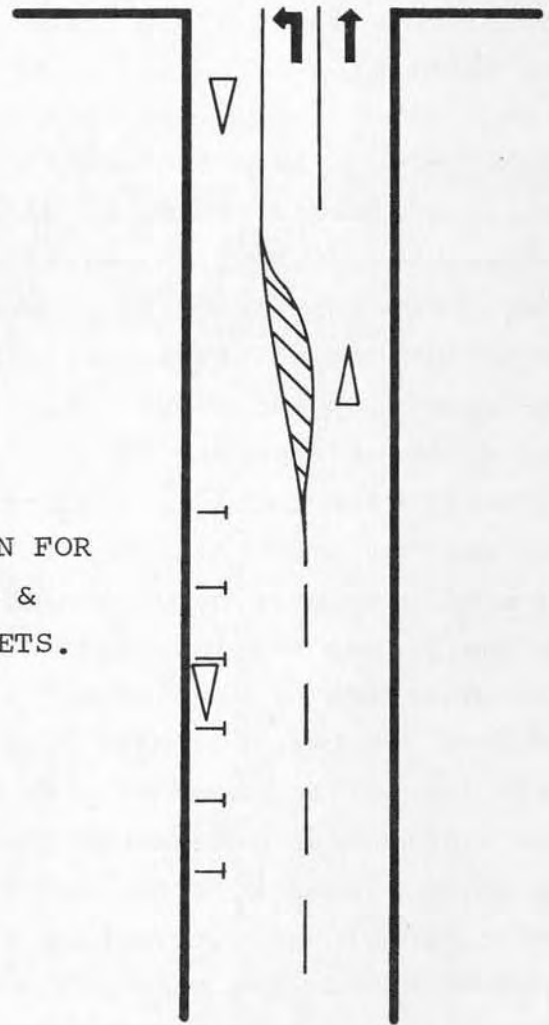
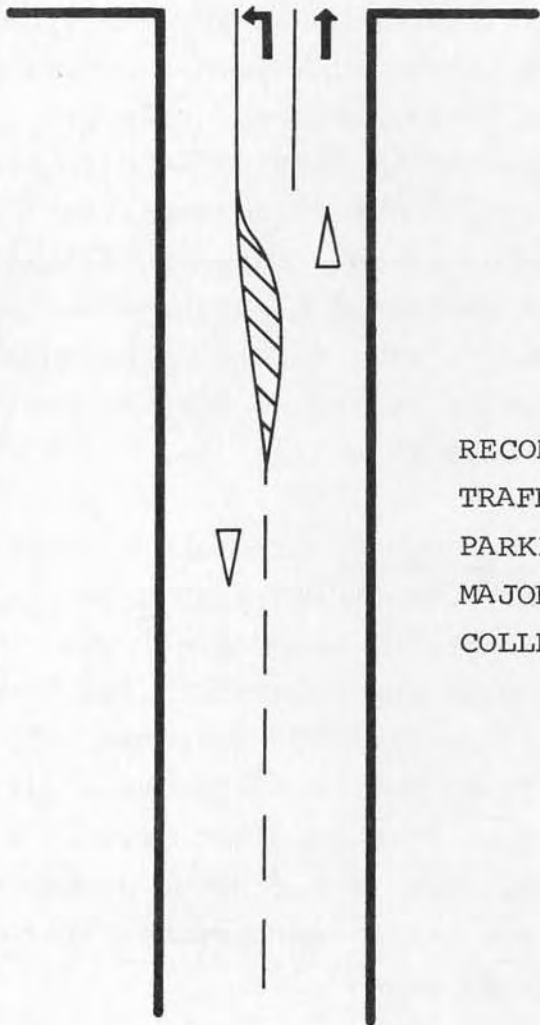


FIGURE 1

RECOMMENDED  
TRAFFIC AND  
PARKING PATTERN FOR  
MAJOR ARTERIAL &  
COLLECTOR STREETS.



The designation of Fern Ridge-Shaff Road and Wilco Road as a truck route has provided easy access to Stayton's industrial areas while avoiding any serious land use conflicts. Because these arterials function as a means of secondary access to the Santiam Highway it will be important to control development which occurs along these routes in order to avoid the type of conflicts which are evident along First and Washington Streets.

Collectors. There are seven existing streets indicated as collectors on the Transportation Plan. Their function is primarily to collect local traffic within the community and distribute it to the arterial streets. They also serve to move local traffic from one neighborhood to another. Several proposals have been made in the Transportation Plan for the extension or development of collector streets. These proposals are not intended to show an exact alignment but rather they indicate a need to establish a basic pattern of circulation in a given area. The exact alignment will, in most cases, be detailed when the area is subdivided.

Interchanges. As previously indicated, there are four points of access to Stayton from the Santiam Highway. The Stayton-Sublimity interchange provides the primary means of access to Stayton and for this reason has been designated as the primary interchange to serve the Stayton area. Authorities with the Oregon State Highway Department indicate that it will probably be expanded into a full interchange at such time as Santiam Highway is improved to four lanes. No proposals have been made to develop interchanges at any of the three remaining intersections. Highway officials have indicated that these intersections will remain as secondary means of access to Stayton until at least 1990.

Air Transport. There are currently no air transport facilities available in the Stayton area. Although two possible sites have been identified, their use would be limited to small private aircraft. This is due to the lack of sufficient land area to accommodate a north-south runway in the Stayton area.

Rail Transport. Rail service is currently provided via a spur from

the Southern Pacific Railroad. The rail system primarily serves the industrial developments in West Stayton and terminates at the Stayton Cannery. All rail crossings are at existing street grades and due to the limited service no conflicts exist with street traffic.

Recommendations:


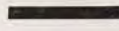



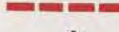

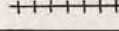
1. It is recommended that an 80 foot right-of-way be required as a minimum standard for all new arterials and whenever possible right-of-way on existing arterials should be increased to 80 feet.
2. Because of the need to widen certain arterials a 60 foot centerline setback should be established for the following arterials.
  - a. Shaff Road-Fern Ridge

Road

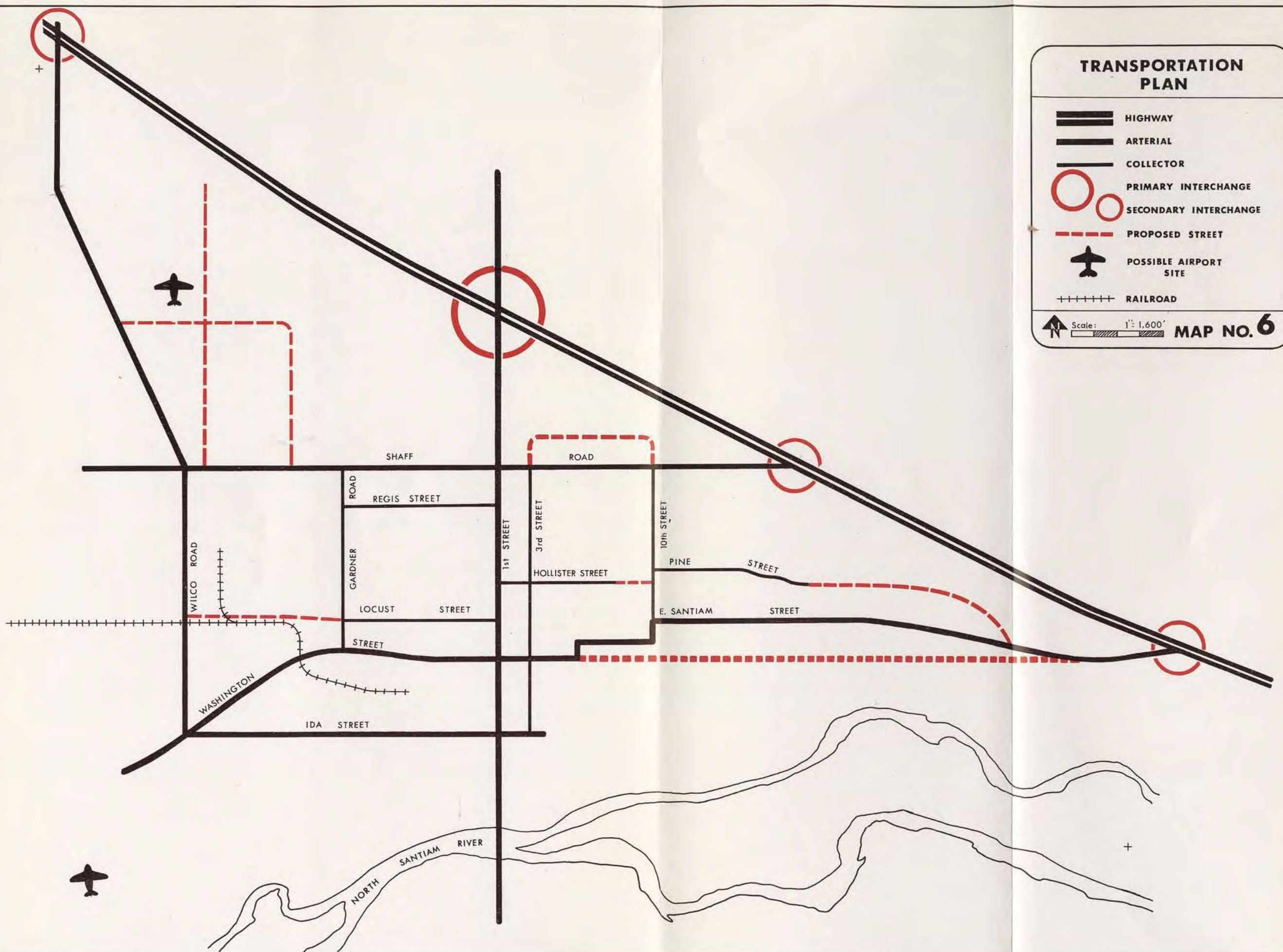
- b. Wilco Road
  - c. First Street (between Highway 22 and Shaff Road)
  - d. MR 85 (between Highway 22 and Shaff Road)
3. Ingress and egress should be controlled along arterials by encouraging driveways to use common points of access or by using local streets.
  4. Subdivision procedures rather than individual land partitionings should be encouraged when possible in order to promote the orderly and proper development of future streets.
  5. Additional right-of-way should be acquired for the widening or extension of designated streets when new development occurs.



# TRANSPORTATION PLAN

-  HIGHWAY
-  ARTERIAL
-  COLLECTOR
-  PRIMARY INTERCHANGE
-  SECONDARY INTERCHANGE
-  PROPOSED STREET
-  POSSIBLE AIRPORT SITE
-  RAILROAD

Scale: 1" = 1,600' **MAP NO. 6**



## IMPLEMENTATION

The proposals and recommendations contained within this document must be accepted and carried out if this plan is to influence the long-range development of the community. It has been mentioned earlier that while the plan is intended to provide guidance for the growth and development of the community more specific actions and programs must be undertaken. While several methods of control are available to the city for implementation of the comprehensive plan, perhaps the single most important factor which will help to implement this plan will be the ability of the city officials to use this plan in the decision-making process. The information contained herein can help in many ways to guide the decisions which the Planning Commission and City Council will be required to make. This is also true with respect to other governmental agencies who are required to make decisions affecting Stayton's growth. Other methods of control which aid in the implementation of the plan include zoning, subdivision, and building regulations, capital improvement programs, state and

Federal aid programs, and citizen action programs.

Zoning. The zoning ordinance is one of the most common means of regulating the use of land. The zoning ordinance for Stayton has been designed to specifically work with the comprehensive plan in order to promote the orderly and proper development of Stayton. Application of the conditional use and resolution of intent to re-zone procedures can provide a very effective means of encouraging the proper development of land when it is determined to be appropriate for the area. The advantages in these procedures is that they eliminate much of the speculation which so often accompanies the zoning process.

Because much of the existing zoning is not consistent with the purpose and intent of the comprehensive plan, it will be necessary for the city officials to restudy the zoning pattern and make changes where needed to assure conformance with the plan. In those instances where the land use proposals are less restrictive than the existing zoning, it is



recommended that the zoning remain unchanged until a specific proposal is made for development.

Subdivision Ordinance. The subdivision ordinance establishes standards and guidelines for the division of land. It is particularly important that the subdivision ordinance permit the city the flexibility needed in order to promote orderly development. This is especially true with respect to the need to determine the proper location and alignment of future streets or the continuation of existing streets. As part of the comprehensive planning program, Stayton's existing subdivision ordinance will be updated.

State and Federal Aid Programs. Many of the proposals made in this plan are eligible for financial aid from the Federal and State governments. Some of the programs under which the city may qualify for financial grants are Urban Renewal, the Urban Beautification Act, the Open Space Program, and Land and Water Conservation funds. The new Revenue Sharing Act also provides a means of financial aid as does the one percent State Highway funds which are to be used for the development

of bicycle trails.

Capital Improvements Program. The capital improvements program is a method by which the proposal and recommendations of the comprehensive plan can be integrated into the city's operating budget. The improvement program consists of a list of needed and desirable projects and a scheduling of those projects through a certain time period. It is anticipated that the implementation of many of the proposals and recommendations in the plan would be budgeted over a five to ten year period.

Citizen Action Programs. Although the elected and appointed city officials have the most significant influence on implementation of the plan, citizen acceptance and participation is also necessary. Citizens of the community can encourage their city officials to implement specific proposals in the plan and, in many cases, they, themselves, may become actively involved.

Intergovernmental Cooperation. The importance of city, county and state cooperation cannot be over-emphasized. As long as other governmental agencies have specific

control of the land use activities outside the city limits of Stayton, their cooperation is vital if the city is to implement its plan. This cooperation is particularly important with respect to the implementation of Stayton's urban growth program.

In order to strengthen the inter-governmental cooperation as it relates to the plan, it is recommended that Marion County adopt this comprehensive plan as it affects those areas outside the city. In addition, it is suggested that copies of the plan be given to the Marion-Polk Boundary Commission, the Department of Environmental Quality, the Oregon State Board of Health, and the Oregon State Highway Department to

provide guidance in the decisions which they may be required to make.

Updating and Maintenance of the Plan. It will be necessary for the city to continuously review and update the validity of the policies and recommendations of the plan, amending it as necessary to accomplish long-range goals and objectives. A review of the plan will be particularly important at such time as the city of Sublimity develops a comprehensive plan. Amendments and changes in the comprehensive plan can be made only after hearings are held before the planning commission and the City Council has officially adopted the amendments or changes.



APPENDIX

STAYTON ZONING ORDINANCE NO. 420

SUMMARY

RS Residential Single-Family

Purpose: It is the purpose of the RS zone to permit single-family residential uses and their accessory structures and to permit, with planning commission approval, certain other uses which are necessary and compatible to single-family residential living.

RM Residential Multi-Family

Purpose: The purpose of the RM zone is to permit the integration of multi-family dwellings and other residentially-oriented uses within and adjacent to single-family residential areas by limiting the height of such structures to one story, except in those instances where two-story structures are determined to be appropriate.

Further, it is the intent of the RM zone to permit certain types of land use which can buffer single-family residential uses from other types of conflicting land uses, such as commercial or indus-

trial developments.

RC Residential Commercial

Purpose: It is the purpose of the RC zone to provide for the development of multi-family dwellings and other types of uses associated with residential living.

Further, it is the intent of the RC zone to provide a means by which certain compatible commercial developments may be permitted within and adjacent to multi-family developments when they are determined to be appropriate and reasonable to the permitted residential uses of this zone.

CG Commercial General

Purpose: It is the purpose of the CG zone to provide for the development of commercially-oriented retail and service activities which are primarily dependent on vehicle and pedestrian patronage.

IC Industrial Commercial

Purpose: It is the purpose



of the IC zone to provide for the development of special commercial uses and light industrial uses which are associated with those commercial activities.

Further, it is the intent of the IC zone to provide for a transition of land uses from

the Commercial General zone to the Industrial Park zone.

IP Industrial Park

Purpose: It is the purpose of the IP zone to provide for the proper development of industrial activities by providing specific siting requirements and industrial performance standards.

LISTING OF PLANS AND REPORTS  
PREPARED FOR CITY OF STAYTON

1. Preliminary Land Use Plan for Stayton, 1958, Bureau of Municipal Research and Service, University of Oregon.
2. Population Growth in Stayton, 1958, Bureau of Municipal Research and Service, University of Oregon.
3. Selected Factors Affecting Stayton's Economy, 1958, Bureau of Municipal Research and Service, University of Oregon.
4. Preliminary Arterial Plan, 1958, Bureau of Municipal Research and Service, University of Oregon.
5. Sanitary Sewer System, 1962; Cornell, Howland, Hayes and Merryfield; Consulting Engineers.
6. Storm Sewer System, 1965; Cornell, Howland, Hayes and Merryfield; Consulting Engineers.
7. Water System Improvements, 1971; Cornell, Howland, Hayes and Merryfield; Consulting Engineers.
8. Sanitary Sewer System Revised Plans, 1972; Cornell, Howland, Hayes and Merryfield/Hill; Consulting Engineers.
9. Comprehensive Planning Report No. 1 - Basic Information, 1972, Marion County Planning Department.

## BIBLIOGRAPHY

Marion County Planning Department, Comprehensive Plan, Marion County, Oregon, 1972.

Mid Willamette Valley Council of Governments; Clark and Groff Engineers, Inc.; and State of Oregon, Department of Geology and Mineral Industries, A Comprehensive Water, Sewerage and Resource Development Plan - Marion County, Oregon, 1969.

U. S. Army Corps of Engineers, Flood Plain Information - Willamette River and Tributaries in Marion and Polk Counties, Oregon, Vol. II, (Portland, Oregon, U. S. Corps of Engineers, 1968).

Soil Conservation Service, U.S. Department of Agriculture, Flood Plain of Mill Creek (Unpublished data: map and descriptive text, 1964).

Soil Conservation Service cooperating with the Oregon Agricultural Experiment Station, U. S. Department of Agriculture, Land Use Interpretations of Soil Maps for the Woodburn, Salem and Stayton Areas, June 1968.

Bureau of Municipal Research and Service:

1. Land Use in 33 Oregon Cities, Bulletin No. 2, 1961.
2. Preliminary Land Use Plan for Stayton, 1958.
3. Population Growth in Stayton, 1958.
4. Selected Factors Affecting Stayton's Economy, 1958.
5. Preliminary Arterial Plan, 1958.

Cornell, Howland, Hayes and Merryfield:

1. Sanitary Sewer System, City of Stayton, 1962.
2. Storm Sewer System, City of Stayton, 1965.
3. Water System Improvements Water Filtration Plan, City of Stayton, 1971.
4. Sewage Treatment Plant, City of Stayton, 1972.



Beaton, Russell C., in cooperation with the Mid Willamette Valley Council of Governments, The Costs of Urban Growth for the Salem, Oregon, Area, Salem, Oregon, 1972, 66 pp.

Tollenaar, Kenneth C., in cooperation with the Mid Willamette Valley Council of Governments, Governmental Organization for Urban Growth in the Salem, Oregon, Area, Salem, Oregon, 1972, 42 pp.

Bureau of the Census, U. S. Department of Commerce, United States Census of Population, 1970, Oregon.

Bureau of the Census, U. S. Department of Commerce, United States Census of Housing, 1970, Oregon.

State of Oregon, Department of Geology and Mineral Industries, Geology of the Salem Hills and the North Santiam River Basin, Oregon, Bulletin No. 15, Portland, Oregon, 1939.

ENVIRONMENTAL ASSESSMENT

The Comprehensive Plan for Stayton is intended to provide a guide for the growth and development of the Stayton community. Because the proposals and recommendations contained in the plan are intended to insure protection of the general health and welfare of the citizens of Stayton and promoting a more desirable living and working environment. A summary of the goals of the comprehensive plan are stated on pages 2 & 3

Adverse environmental effects are not anticipated at this time and no irreversible or irretrievable commitments of resources are proposed. It is anticipated that any major developmental projects will be reviewed by appropriate Federal, State and regional agencies concerned with environmental protection, specifically the Mid Willamette Valley Air Pollution Authority, State Department of Environmental Quality and the Federal Environmental Protection Agency.