# CITY OF DAYTON
# PLANNING ATLAS AND COMPREHENSIVE PLAN
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# CITY OF DAYTON
# PLANNING ATLAS AND COMPREHENSIVE PLAN

## CHAPTER 1 - INTRODUCTION

### 1.1 Background

This document is the *Planning Atlas and Comprehensive Plan* for the City of Dayton. The material provides a "snapshot" of the community in 2006: the land area and physical setting, the population, current land use, public and private facilities, transportation systems and existing development. This is the *Planning Atlas* portion of the document.

With this background information, the document establishes goals and objectives for the City and creates implementing policies to achieve those goals, taking into account the objectives of the Statewide Land Use Goals and the requirements of the various implementing statutes and administrative rules. The goals contained in this plan are the general directions or accomplishments toward which the City wishes to go in the future. The polices are more specific actions the City feels are necessary to accomplish the goals. This is the *Comprehensive Plan* portion of the document.

The document consists of ten separate Chapters. This Chapter provides an introduction to the document and some of the terms. Chapters 2 and 3 address the physical setting and natural resources respectively, while Chapter 4 looks at natural hazards. Chapter 5 provides population information while Chapter 6 looks at existing and potential development within the community. Housing needs are identified in Chapter 7 while economic considerations are reviewed under Chapter 8. Urban facility requirements are reviewed in Chapter 9 while transportation issues are discussed under Chapter 10.

Within each chapter one will find the background information, an analysis of the issues, the establishment of specific goals and finally policies which support those goals.

### 1.2 Dayton's Urban Area

Throughout this document there will be references to the city limits, the urban growth boundary and the planning area. The *city limits* include the incorporated area of the City of Dayton. The *urban growth boundary* (UGB) technically includes all lands within the City limits as well as lands adjacent to the City limits and having the potential for urban levels of development. Land in the UGB is identified on the Dayton Comprehensive Plan Map and subject to the provisions of the Comprehensive Plan. However, all planning regulations for land outside the City limits, but within the UGB, fall under the jurisdiction of Yamhill County. To avoid confusion, the term *city limits* will refer to land within the corporate boundaries while *urban growth area (UGA)* refers to those lands outside the City limits but just to the City's Comprehensive Plan. The term UGB will refer to the planning area including land within the City and UGA.

# CHAPTER 2 - THE PHYSICAL SETTING

## 2.1 Climate

Dayton is located in northeastern Yamhill County, west of the Willamette River, six miles east of McMinnville and some 24-miles north of Salem. Because of a shielding effect from the Coastal Range to the west, the characteristics are that of a modified Marine West Cost climate, with generally mild winters and dry summers. Precipitation averages about 41-inches per year with less than 2% in the form of snow. Some three-fourths of the precipitation falls during the months of November through March. Daily temperatures in January range from 31° to 44°F while in July this range increases to 48° to 83°F. The monthly mean temperature is 52.1°F. Local humidity for July are 57% while in January the humidity rises to 84%. The average growing season is approximately 170 days.

## 2.2 Geology and Soils

According to information from the Department of Geology and Mineral Industries (DOGAMI) the Dayton area is predominately characterized by alluvial deposits of Willamette silt. This surficial deposit is up to 75-feet thick in places and overlies the older Troutdale formation. The Willamette Silt has relatively high porosity and consists of mixed bedded silts and fine sands. Deposits of more recent Young Alluvium are also present in the Dayton area. These deposits are comprised of alternating layers of sand and gravel, blanketed by flood plain silts.

While developed, USDA information indicated a majority of the underlying soil is Woodburn silt loam (WuB). These are highly suitable for agriculture. Poorly drained soils (predominately Cove silty clay loams) are found along drainage-ways.

## 2.3 Topography

The majority of the Dayton planning area is located on relatively flat, gently sloping terrain, although there is some variation. Elevations range from 70 to 80-feet mean sea level along Palmer Creek and the Yamhill River, to more than 160-feet in the west-central portion of the City. Generally, most of the planning area lies within the 150 to 160-foot elevation range. Slopes range from 0% to 5% throughout a majority of the planning area but increase to more than 20% near major waterways and drainageways.

The Yamhill River is the City's major waterway and runs in a generally east-west direction along the northeast side of the City limits. Running along the south end of the City is Palmer Creek which drains into the Yamhill River. There is a small, intermittent creek draining eastward, again into the Yamhill River located on the north side of Highway 18. A portion of this drainage way defines the UGB to the west.

## 2.4 Water Quality

While the Yamhill River (and Palmer Creek) do not exhibit any major pollution problems; their water quality is reduced by soil erosion, urban storm run-off and seepage by chemical fertilizers and pesticides from nearby agricultural lands. Water quality is under the jurisdiction of the Oregon Department of Environmental Quality (DEQ). The Water Quality Index Report (1995-2004) identifies overall poor water quality along the Yamhill River at Dayton. The report does not provide any specific trend as to continual degradation or improvement in the quality.

## 2.5 Air Quality

Air quality standards were adopted by the Federal and State governments to protect the public's health and welfare from known adverse affects of air pollution. Regulations address two basic standards: primary and secondary. The former address the public's health while secondary standards are designed to protect the public from such effects as a reduction in visibility, soiling and other forms of damage.

Due to topographic and meteorological conditions, the planning area - in fact the entire Willamette Valley - experiences temperature inversions. Inversions prevent the rising of air currents, trapping them, and the airborne materials they carry, near the ground. This results in air pollution. There is the potential for serious pollutant problems to occur without careful monitoring of air pollution sources.

During certain periods of the year, local agricultural activities, such as tilling, generates suspended particulate matter which can reduce visibility and be irritating and hazardous to those suffering from respiratory ailments. However, air quality has generally improved with the decline of open field burning during the summer months.

The DEQ maintains Air Quality Index information. Dayton is not among the listed cities subject to monitoring. Further, according to DEQ, the City is not within the Portland Metropolitan Area "non-attainment" area. On balance, it would appear that while there are periods lower air quality - e.g., during field burning or other farm activities - the air quality within the community is considered good.

## 2.6 Land Quality

According to the Department of Environmental Quality (DEQ), there are (were) four environmental clean-up sites within the City. Generally, the contaminants are the result of gasoline spills, storage of waste materials or improper discharges. According to the DEQ, all issues regarding these sites were resolved with no further action required.

## 2.7 Physical Setting Goals and Policies

### Findings

1. Dayton is located within a predominately rural area of Yamhill County and maintains the characteristics of its location.
2. With few minor exceptions, the physical setting and layout of the community do not create barriers to developing a compact urban form.

### Goal

1. To maintain and, when and where feasible, enhance the quality of the City's physical setting.

### Policies

1. When in the best interest of the community, the City shall support the State and Federal agencies' efforts to maintain and improve air, water and land quality resources at the community level.
2. Discourage future development that would lower the quality of the City's physical setting.
3. The City shall restrict future developments which would detrimentally affect the quality of air resources.

# City of Dayton
## Topography

25 Feb 2009

**Legend**

Road Owner
- State
- County
- Cities
- Other

Streams

City Boundary

20' Contour Interval

Index Contour

Scale

0 0.05 0.1 0.2 0.3 0.4 0.5 Miles

Prepared by
Yamhill County GIS
jpc

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# City of Dayton
## Soil Classes

25 Feb 2009

**Legend**

Road Owner
- State
- County
- Cities
- Other
- Streams

City and UGB
- Dayton-UGB
- City Boundary

Class I Soils
- WIA

Class II Soils
- Ah, Am, Ck, Cm, Nu,Nw, WuB, WuC

Class III Soils
- Dc, Wc, WuD

Class IV Soils
- Cn, CS, Cv, Da

Class VI Soils
- Te

Scale
0 0.05 0.1 0.2 0.3 0.4 0.5 Miles

Prepared by
Yamhill County GIS

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# CHAPTER 3 - NATURAL, SCENIC AND HISTORIC RESOURCES

## 3.1 - Agricultural Lands

Agricultural lands compose an increasingly minor land use within the Dayton planning area. Based on the results of the land inventory, it is estimated there are approximately 26 acres of vacant land currently within farm use (this is reviewed further in **Chapter 6**). All these lands are located within the City's Urban Growth Boundary. However, while temporarily in farm use, these lands are urbanizable and designated for eventual development. Otherwise, there is no *commercial* agricultural activity occurring within the City limits of Dayton.

## 3.2 Forest Lands

There are no commercial forest lands within the City of Dayton or the Urban Growth Boundary. The few wooded areas that do exist are found along waterways, primarily the Yamhill River and Palmer Creek. Their primary benefit is to provide stream bank protection and shading for fish and habitat for wildlife. A small stand of Douglas fir trees is located in the City's downtown park.

## 3.3 Open Space and Scenic Views

As a rural community, Dayton is surrounded by scenic farm land and other open spaces which add to the City's pastoral environment. There are several areas within the planning area which are desirable as open space. Undeveloped and wooded lands near the major drainages, Palmer Creek and the Yamhill River are the most notable.

Significant areas of floodway and flood fringe, which offer open space potential, are found within the planning area. These areas make possible a wide range of uses and functions for land that is normally considered impractical for development. For example, when left in a natural state, these areas can be a visual asset to the community by serving as a wildlife refuge for fish, birds and small mammals, and, as a buffer between areas of urban development. Recreational opportunities such as bicycle and pedestrian paths can be integrated into such areas. The natural vegetation often found in flood prone areas not only enhances their visual quality but helps prevent soil and stream bank erosion.

Other existing uses which provide open space include park land, vacant lots and schools. Scenic views are offered by the various historic structures within the community and by the Coast Range mountains to the west of the City.

For the most part, areas along stream banks and creeks will be preserved through measures currently employed by the City, including the establishment of the Restricted Development Boundary and the implementing Restricted Development Overlay District.

Further protection is also provided by restrictions for development within flood plains and floodways. Otherwise, beyond these noted areas, there are no specific scenic or open space areas that are significant and require protection.

## 3.4 Mineral and Aggregate Resources

Currently, there is one rock crushing facility within the planning area. The property is located on the north side of the City, south of Highway 18, and includes land in both the City and UGB. In the summer the rock is transported by truck from a quarry site two miles south of Dayton while during the winter rock is obtained from the Willamette River. However, DOGAMI maps do not identify significant mineral deposits within the UGB or vicinity.

## 3.5 Fish and Wildlife

Significant waterways in Dayton are the mainstream Yamhill River and Palmer Creek. The Yamhill River is a large, deep, slow-moving stream with a mud bottom. Palmer Creek is a perennial stream with an augmented summer flow as the Willamette River water is diverted into Palmer Creek near the Polk County line.

The Yamhill River is a migration route for coho salmon, winter steelhead trout and cutthroat trout. Fisheries for these species near Dayton are considered minimal. Juvenile shad were recovered in the Yamhill River at Dayton which would indicate that a small population is spawning in the lower River.

Warm-water game fish and non-game fish species predominate in the Yamhill River and Palmer Creek. Major warm-water species include: largemouth bass, black and white crappie, bluegill and brown bull-head catfish. Lesser abundant warm-water species include: warm-mouth bass, yellow perch, yellow bullhead catfish and channel catfish. Cutthroat trout from the Yamhill River move into Palmer Creek during the fall and winter months. Palmer Creek maintains small populations of cutthroat trout throughout the summer months. The Yamhill River from Dayton to the Willamette River is an important angling area for warm-water game fish. Access to this section of the River is provided by a boat ramp at Dayton.

Non-game fish in the Yamhill River and lower Palmer Creek include carp, goldfish, largescale sucker, chiselmouth, redside shiner, peamouth chub, nothern squawfish, sculpin, dace and Pacific lamprey.

Small animals, including racoon, opossum and rabbit, inhabit the riparian edges of the waterways in the planning area. These species are also found in areas where sufficient vegetative cover exists. Numerous small birds and several gamebirds, such a pheasant, quail, dove and partridge, are known to inhabit the area. These are most commonly found in open space areas which offer some protective vegetation.

According to the Oregon Department of Fish and Wildlife, winter steelhead was listed as a "threatened" species in February of 1999, although protection plans are not currently in place to increase the fish stocks. The City recognizes these stream bank areas provide the food, cover and water for all the riparian wildlife. In the interim, the City recognizes the need to coordinate with the Department regarding development which may affect the riparian corridor. Further, the City will continue protecting the riparian corridor through the establishment of the Restricted Development Boundary and the implementing Restricted Development Overlay District.

## 3.6 Water Resources

Dayton lies in an area *traditionally* rich in ground and surface water resources. Both play a significant, but decidedly different role for the City.

<u>Surface Water</u>

The City is located at the confluence of the Yamhill River and Palmer Creek. These water bodies provide recreational opportunities for the community as well as supporting fish and wildlife in the area. The County maintains a boat ramp along the Yamhill River, located on the eastern edge of the City. This ramp, and associated park improvements, provide boating and fishing opportunities as well as a gateway to the Willamette River some five miles to the east. Area farms use this and other surface water for crop production.

Ground Water

The quantity of ground water can be attributed to highly permeable underlying geologic formations of the area. Willamette silts, young alluvials, Columbia Basin basalts and the Troutdale geological formation contribute to this resource.

Previously, the City derived its municipal water supply from four wells and a series of springs . These wells and springs are (were) located in a basalt formation on the northern edge of the Troutdale formation, to the northeast of the City. However, in the previous decade, groundwater levels fell from apparent overuse thereby reducing output. The basalt aquifer possesses limited quantities of water and is incapable of producing additional water without over-stressing the aquifer. This limitation affected the upland wells. Other wells located closer to Dayton were of poor water quality requiring treatment for iron, manganese and sulfur. These were used only to address peak demand.

As a result of these factors, Dayton entered into a joint project with the City of Lafayette to develop a well field to the southwest of the City. Long term, this well field is anticipated to produce some 1.8 million gallons per day, sufficient to meet the needs of both communities for an approximate 15-year planning period.

The City has traditionally relied on groundwater for its supply. However, a joint study by the Water Resources Department and the Department of Land Conservation and Development ("Ground Water Supplies in the Willamette Basin") indicates salinity issues for ground water resources located within the Yamhill County. This may be the result of using ever deeper wells to provide water. The newly developed well field does retain some quality issues with regard to manganese, iron and methane. While resources are adequate for the present, a larger issue may emerge as the groundwater resource declines in both quantity and quality. The use of alternative water sources, such as a regional water impoundment reservoir, may become necessary in the future.

## 3.7 Wetlands

National Wetland Inventory Maps and Statewide Wetland Inventory maps identify existing or potential wetland areas within Dayton. While these maps provide important new information to the community, they are by their very nature generalized and do not provide sufficient detail on a parcel level.

Consistent with the requirements of Goal 5 and implementing Administrative rules, the City recognizes the need to provide a more detailed analysis of wetlands within the City. This information is essential for land owners as it provides important information concerning potential development limitations of their property. The City recognizes the need to obtain and provide this information and will proceed with the required inventory as soon as funding becomes available.

As an interim measure, the City will rely on the National Wetland and State-wide Wetland Inventory maps to help both the City and property owners in the identification of wetlands. Further, consistent with ORS 227, the City will notify the Department of State Lands concerning applications for development permits or other land use decisions affecting identified or potential wetland areas within the City.

## 3.8 Historic and Cultural Resources

Early settlers established land claims in the Dayton area in the mid-1840s. One of the earliest settlers, Joel Palmer, platted a 450-acre town site in the fall of 1850, with the original land survey of the town site completed in 1852. At this time in history, Lafayette, which is located just a few miles northwest of Dayton, was the most prosperous settlement in the County. However, Joel Palmer felt that Dayton would thrive due to year round navigation on the Yamhill River.

Due to the year round navigation on the Yamhill River, the community experienced substantial growth and prosperity in the early years. Dayton was the main shipping point for nearly all the grain that was exported from the Yamhill valley. A water-powered flour mill, a steam-powered sawmill and a fruit dryer and packing company are examples of early industries that operated in the area.

High water and flooding was a continual problem on the Yamhill River. A severe flood in 1861 destroyed a large number of farms and businesses along the River. With perseverance and optimism, the community rebuilt and repaired bridges and structures after severe storms and floods.
In 1877-78 the Willamette Valley Railroad Company constructed and operated a narrow gauge railroad from Dayton to Sheridan. For a short period of time, Dayton benefitted from the availability of railway access; however, due to inconveniences created by water problems, the railroad extended the line to Fulquartz Landing on the Willamette River, limiting the use of the local port.

Dayton was noted throughout the County for the exceptional architectural style and fine construction of its buildings. In 1870, there weren't any merchants in Dayton that had been there in 1860. The flood of 1861 had taken a huge toll and many people went bankrupt. However, by 1871 the community showed remarkable signs of recovery. A McMinnville paper listed the following enterprises in Dayton on February 1871: two general merchandising stores, one saddle shop, one saloon, one blacksmith shop, one reaper manufactory, one iron foundry, two livery stables, one hotel, one church, one flour mill, one steam sawmill, two warehouses and a school. According to the paper, in spite of the substantial threat of natural disaster to the community, there was an exceptional amount of community pride and persistence. Dayton was finally incorporated in 1880, with a population of 375 people.

A significant number of historical sites and structures are still evident in the community. The Oregon State Historic Preservation Office has the following Dayton historical sites and structures listed in their statewide inventory:

(1) Edwin Avery House (1895)
(2) John Baxter House (1890)
(3) Berry-Sigler Investment Property (1916)
(4) Henry Betram House (1892)
(5) Brookside Cemetery (1846)
(6) William Cain House (1895)
(7) Carter-Goodrich House (1908)
(8) Commercial Club - Stuckey Bldg. (1911)
(9) Amos Cook House (1853)
(10) Courthouse Square (1850)
(11) Dayton Common School (1850)
(12) Dayton High School (1935)
(13) Dayton Methodist Episcopal Church (1862)
(14) Diehl-Seitters House (1860)
(15) Evangelical United Brethren Church (1883)
(16) First Baptist Church (1886)
(17) Carl Fischer Meats (1918)
(18) Fletcher-Stretch House (1880)
(19) Foster Oil Co. (1936)
(20) Free Methodist Church (1885)
(21) Gabriel-Filer House (1916)
(22) Gabriel-Will House (1885)
(23) Daniel Harrington House (1879)

(24) Harris Building (1913)
(25) John Hash House (1912)
(26) W.S. Hibbert House (1906)
(27) Frank Hole House (1910)
(28) Jessen-Goodrich House (1890)
(29) Krietz House (1895)
(30) Lewis-Shippy House (1891)
(31) Gottlieb Londershausen House (1907)
(32) Paul Londershausen House (1921)
(33) Mabee-Mayberry House (1890)
(34) McNamar Building (1912)
(35) Thomas McNish House (1910)
(36) James Mellinger House (1904)
(37) Mellinger-Ponnay House (1891)
(38) Methodist Episcopal Parsonage (1868)
(39) Benjamin Morse House (1881)
(40) Robert Morse House (1880)
(41) J.C. Nichols House (1883)
(42) Oregon Mutual Merchant Fire Insurance Association (1910)
(43) Joel Palmer House (1857)
(44) Curtis Powell House (1917)
(45) O.B. Rippey House (1890)
(46) Samuel Sigler House (1904)
(47) Andrew Smith House (1859)

The community believes other sites and buildings that have historical significance should be identified and preserved. Under certain conditions, sites and buildings on the Federal Register can be subject to federal assistance for preservation.

## 3.9 Natural, Scenic and Historic Resources Goals and Policies

### Findings

1. Agriculture lands represent a small portion of the planning area and have continued to decline as land is developed for both urban and rural residential uses.

2. The planning area does not contain any significant forest land. The few forested areas are located along waterways and primarily beneficial for stream bank protection and shading for fish and habitat for wildlife. A significant grove of trees is also located in the City park.

3. There is an existing gravel processing plant within the City, however, Yamhill County has not identified any aggregate or mineral resources within the City limits or UGB.

4. While no endangered fish or wildlife species exist in the planning area, winter steelhead is listed as a “threatened” species. There are no protective programs currently in place.

5. While recent improvements ensure water resources are adequate for the present, continual decline of the groundwater resource may require the City to seek alternative water sources.

6. Wetlands have not been identified beyond the generalized National Wetland Inventory maps. The City recognizes the need to identify wetland areas in greater detail.

7. Historical features and preservation is an integral part of the Dayton community. The community contains both site of local and National significance.

**Goals**

1. To conserve open spaces, and preserve natural, scenic and cultural resources.

2. To protect existing mineral processing operations while ensuring the development potential of adjacent land.

3. To protect and enhance the fisheries' potential and associated wildlife habitat of the South Yamhill River and associated tributaries.

4. To assure an adequate and safe water supply for the community.

5. In cooperation with State and Federal agencies, protect and enhance significant wetland resources.

6. To preserve significant historic land marks, sites and structures.

**Policies**

1. The City shall establish agricultural zones and "holding zones" until agricultural lands are needed for urban uses.

2. The City shall establish provisions protecting existing trees on City property.

3. The significant natural features within the City shall be managed for the benefit of the community and shall include all waterways, natural drainage ways, wetlands, flood plains, land with significant natural vegetation, and valued scenic views and sites.

4. The City shall ensure that as development occurs, adequate land will be retained in permanent open space and establish regulations to encourage open spaces in new residential development.

5. The City shall establish appropriate zoning to maintain the existing gravel processing operation without interfering with the development potential of adjacent properties.

6. The City shall identify fish and wildlife species in developed areas and provide, where feasible, measures to protect them.

7. Conserving and protecting wildlife habitat areas shall be a prime consideration concerning all future development in the planning area.

8. The City will pursue additional sources of water, increase storage capacity and proceed with other system improvements based on the adopted "City of Dayton Water System Master Plan."

9. The City shall support the upgrading and maintenance of the water system as a vital element to the continued well-being of the community.

10. The City shall cooperate with other communities, as well as State and Federal agencies, in efforts to improve water resources.

11. The City shall investigate and promote the conservation and development of water resources to ensure that an adequate future water supply will be available to Dayton's citizens at a reasonable cost.

12. The City will pursue grants of other funding to complete a local wetland inventory. Until such a study is completed, the City shall utilize the National Wetland Inventory Maps and the State-wide Wetland Inventory maps to provide information on the location of wetlands within the community.

13. Consistent with ORS 227.350, the City will notify the Division of State Lands concerning applications for development permits, or other land use decisions, affecting identified or potential wetland areas within the City.

14. Utilization of historic structures shall be encouraged in order to achieve the maximum use of existing structures.

15. The City shall work toward continuing and enhancing community pride in respect to local heritage and history.

16. The City's designated historic sites shall be protected, promoted and enhanced as important community cultural resources.

17. The City shall investigate funding sources and incentives to owners for the preservation of historic sites and structures.

18. Utilization of historic structures shall be encouraged in order to achieve the maximum use of existing structures rather than encouraging new development.

# CHAPTER 4 - NATURAL HAZARDS

Natural hazards in the Dayton planning area are limited to flooding, soil hazards and steep slopes. It is estimated some 28% of the planning area is subject to one or more of these hazards. These lands face moderate to severe building limitations and require serious evaluation to plan for future growth.

## 4.1 Flood Plain

Flood plains are those areas which are dry during some seasons of the year but may be covered with water during periods of heavy rain, melting snow or other conditions which cause adjacent rivers, streams or lakes to overflow their banks. The determination and extent of this overflow is the first consideration in planning for the use and control of such areas. The City of Dayton has adopted the flood hazard map provided by the Federal Emergency Management Agency (FEMA) as part of the National Flood Insurance Program (NFIP). This map identifies those areas that are flood prone and subject to specific development regulations.

It is estimated the flood hazard area affects some 20% of the planning area, however it is significantly less within the current City limits with greater impact on lands within the UGB. Most of this land is used for farming, open recreational space or located adjacent to existing rivers, streams or drainage areas. While development of this land must comply with adopted flood plain development standards, it does not present a significant limitation or constraint for development within the community.

## 4.2 Soil Hazards

Of the 14 soil types present within the Dayton UGB, three soils, occupying some 59% of the land, are categorized as having "slight building limitations" according to the County Soil Survey. Generally, these soils do not present significant issues for residential development. Of the remaining 11 soil types, three soils - some 15% of the land area - are in the "moderate" building category, while the remaining eight soils present "severe" building limitations to the remaining 26% of the land area. Approximately 18% of these "severe" lands are in flood hazard area while the remaining 8% are limited due to other limitations such as a seasonal high water table, high shrink-swell potential, low shear strength, slow permeability, excessive slope and slide problems.

## 4.3 Steep Slopes

The steepest slopes are found near the Yamhill River, Palmer Creek and intermittent drainage lying north of Highway 18 where slopes may exceed 20%. Steep slopes, while not necessarily a hazard by themselves, must be considered with other potential hazards in determining acceptable areas for development. Besides public safety issues, slopes increase building costs and thereby reduce affordability.

## 4.4 Earthquake Hazards

Based on DOGAMI maps and studies dating from 1999, the entire UGB is within Zone B (Intermediate to High Hazard) with regard to potential impacts from earthquakes. This is the primarily the result of moderate amplification (effectively increasing ground shaking) and liquefaction (the effective conversion of soils into a liquefied state) due to the underlying soil composition. Landslide potential is low and primarily located along creeks and drainage ways.

The DOGAMI research was not site specific. However, the potential for damage as a result of an earthquake is evident, and significant. The community will need to consider retrofitting buildings and ensuring new structures are capable to withstand the effects of an earthquake. Most important, the City's infrastructure - roads, bridges and facilities such a water and sewer plants - will need to be constructed or retrofitted to address this hazard.

## 4.5 Natural Hazards Goals and Policies

### Findings

1. The majority of hazard areas are in areas where land is used for open recreational space or located adjacent to existing rivers, streams or drainage areas.

2. It is estimated the flood hazard area affects some 20% of the planning area, however the greatest impact is on land within the UGB.

3. Some 59% of the land contains soils having "slight building limitations" according to the County Soil Survey. Generally, these soils do not present significant issues to development in the City. Those with sever limitations generally coincide with land in the flood plain or areas of steep slopes.

4. The steepest slopes are found near the Yamhill River, Palmer Creek and intermittent drainage lying north of Highway 18.

5. The entire UGB is located in an area of "Intermediate to High" potential for earthquakes. This is the result of the effects of amplification and liquefaction of the underlying soils.

### Goals

1. To provide protection of life and property from natural hazards and disasters.

2. To minimize danger to public safety and welfare from flooding to improve the general welfare by reducing economic loss due to interruption of business and industry, or damage to homes and other properties.

3. To recognize areas of soil hazard and recognize uses vulnerable to soil hazard be protected from future damage at the time of initial construction.

4. To designate areas containing steep slopes for land uses commensurate with the ability of the land to support the development.

5. To recognize the potential damage as a result of an earthquake and ensure structures are designed, constructed or retrofitted to address this hazard.

### Policies

1. All areas containing natural hazards shall be mapped within the Comprehensive Plan, or provided in supplementary form.

2. Wherever possible, natural hazard areas shall be designated as open space, using the Restricted Development Overlay Zone as a means to regulate potentially harmful development.

3. The City shall ensure information and material relating to natural hazards is available to the public to assist in their development decisions.

4. Development proposals in areas with natural restrictions must show construction and design techniques that would eliminate the hazard potential, thus making such areas suitable for the proposed use.

5. The City shall continue to participate in the National Flood Insurance Program.

6. The City shall restrict or prohibit uses which are dangerous to health, safety and property due to water or erosion hazards or which result in damaging increases in erosion or in flood heights or velocities.

7. The City shall require that uses vulnerable to floods, including facilities which serve such uses, be protected against flood damage at the time of initial construction.

8. The City shall ensure that building plans comply with appropriate regulations regarding development on land with soil limitations.

9. Make sure proper grading and engineering procedures are followed when building in areas of steep slopes to avoid soil erosion, roadway and geologic structure.

10. Ensure that native vegetation is retained in sufficient amounts to prevent soil erosion.

11. Ensure that adequate sedimentation, erosion and drainage plans are developed prior to building in areas of steep slopes and high erosion potential.

12. The City shall support the following measures regarding earthquake hazards:

    a. The City shall ensure new public facilities are designed and constructed to address potential earthquake hazards.

    b. When financially feasible the City shall retrofit existing public facilities to address earthquake hazards.

    c. The City shall encourage building owners to retrofit existing structures.

# City of Dayton
## F.E.M.A. Flood Zones

25 Feb 2009

**Legend**

Road Authority
- State
- County
- Cities
- Other

Streams

Dayton Boundary

ZONE
- 100 Year Flood Zone
- 500 Year Flood Zone

LOCKS RD
FOSTER RD
SUNDAE LN
FLETCHER RD
EDELWEISS LN
LOOP RD
SALMON RIVER HWY
ASH RD
LAFAYETT
AMITY-DAYTON HWY
WEBFOOT RD
JOEL PALMER WAY
SWEENEY ST
AMITY - DAYTON HWY
LOCAL ACCESS
KREDER RD
WILLERT WAY
BELL ST
REEDER PL
FIR ST
OAK ST
ALLEY
MAIN ST
2ND ST
4TH ST
5TH ST
6TH ST
7TH ST
8TH ST
9TH ST
CHURCH ST
ASH ST
11TH ST
LAURIE LN
CHURCH ST
PARK PL
FLOWER LN
VILLAGE PL
RODEO DR
PIONEER ST
KALLAPUYA ST
ELIZABETH CT
ALDER ST
MILL ST
SALEM-DAYTON HWY
JARIKA PL
WATER ST
NECK RD
TRIBBETT CT
PALMER LN
MAPLE ST
CONIFER PL
WALLACE RD
THOMPSON LN

Scale

0 0.05 0.1 0.2 0.3 0.4 0.5 Miles

Prepared by
Yamhill County GIS
jpc

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DISCLAIMER AND LIMITATION OF LIABILITY

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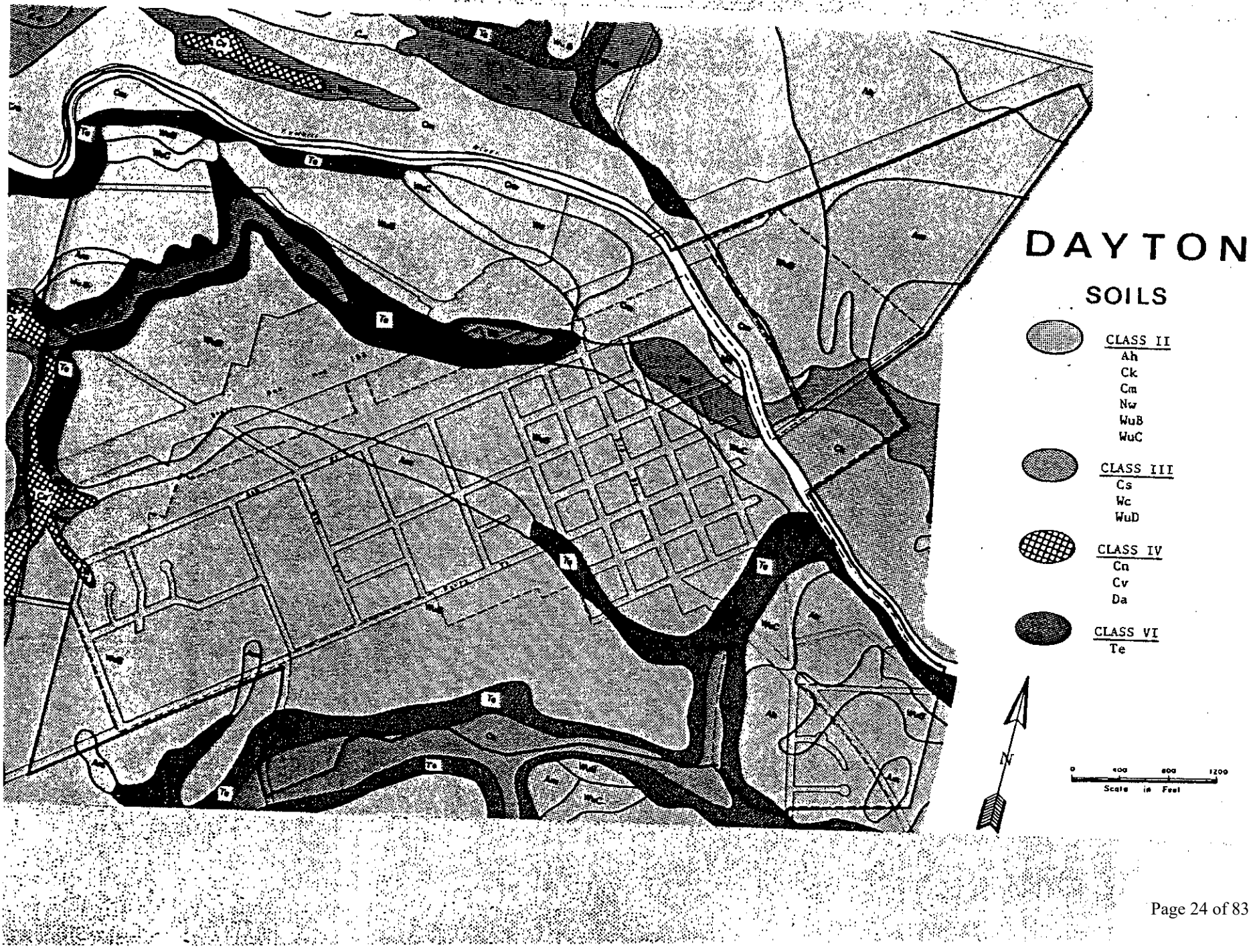
DAYTON
SOILS
CLASS II
Ah
Ck
Cm
Nw
WuB
WuC
CLASS III
Cs
Wc
WuD
CLASS IV
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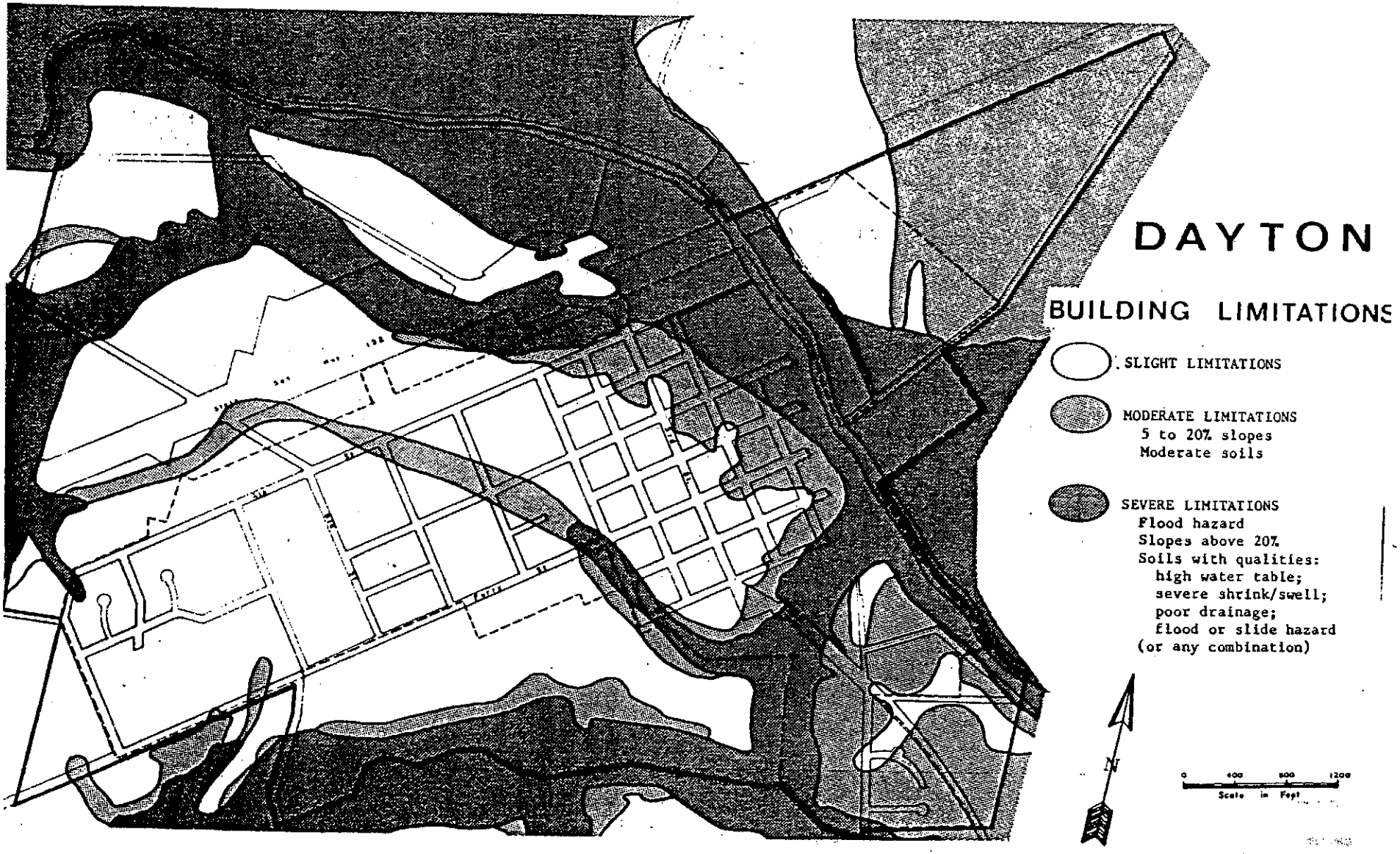
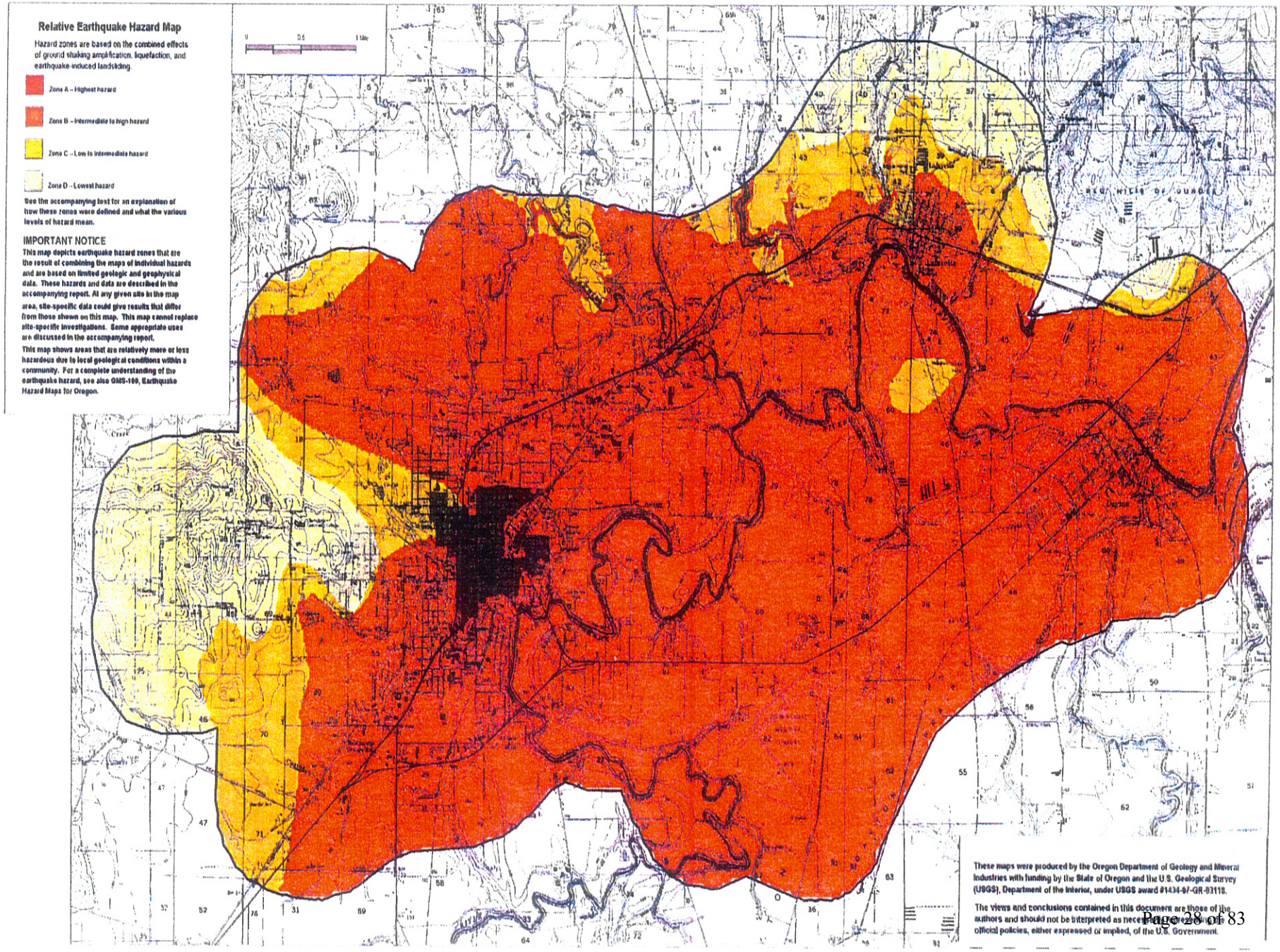
1200
Scale in Feet


DAYTON
BUILDING LIMITATIONS
SLIGHT LIMITATIONS
MODERATE LIMITATIONS
5 to 20% slopes
Moderate soils
SEVERE LIMITATIONS
Flood hazard
Slopes above 20%
Soils with qualities:
high water table;
severe shrink/swell;
poor drainage;
flood or slide hazard
(or any combination)
N
0
400
800
1200
Scale in Feet

STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES

# McMinnville-Dayton-Lafayette Urban Area



# CHAPTER 5 - POPULATION

## 5.1 Background

Dayton's population fluctuated markedly during the last four and one-half decades. The City experienced a 2.6% population decrease between 1950 and 1960; however, in the following decade, this was dramatically reversed as the City's population increased by approximately 35.6%. The 1970's saw the population fluctuate but generally continue to steadily increase. The early 1980's actually saw a decline in the population which the City did not recover until the middle of the decade. Since the late 1980's the City has steadily increased its population to where the average annual rate of growth between 1980 and 2000 was approximately 2.1%.

**TABLE - 5.1**

*Selected Population Figures; 1950 to 2000*

| **Year** | Population | **Year** | Population |
|---|---|---|---|
| **1950** | 719 | **1980** | 1,409 |
| **1960** | 700 | **1990** | 1,526 |
| **1970** | 949 | **2000** | 2,119 |

In comparison to some other Yamhill County cities, Dayton appears to growing at a conservative rate. The following table shows how Dayton's growth rate compares with other Yamhill County cities during the 1990-1995 period:

**TABLE - 5.2**

*Comparative Growth Rates of Selected Small Cities in Yamhill County; 1990 – 2000*

| City | 1990 | 2000 | Increase | % Change | AAGR* |
|---|---|---|---|---|---|
| Amity | 1,175 | 1,478 | 303 | 26% | 2.32% |
| Carlton | 1,289 | 1,514 | 225 | 17% | 1.62% |
| **Dayton** | **1,526** | **2,119** | **593** | **39%** | **3.34%** |
| Dundee | 1,663 | 2,598 | 935 | 56% | 5.47% |
| Lafayette | 1,292 | 2,586 | 1,294 | 100% | 7.19% |
| Willamina | 1,748 | 1,844 | 96 | 5% | 0.54% |
| Yamhill | 867 | 794 | (73) | (8%) | (0.88%) |

AAGR - Average annual growth rate.

In a town as small and rapidly growing as Dayton, reliable population projections are almost impossible to make. While the City is required to coordinate its population estimates with the County, these projections are also beneficial in order to provide a basis for decisions on zoning, utility installations, annexations, schools, and similar matters.

## 5.2 Trends

The 1979 Dayton Comprehensive Plan projected a 1995 population of 1,682. The estimated population for that year was 1,717, a difference of only 35 between the projected and estimated population numbers. This essential difference may well be the result of economic growth in the Yamhill County and Portland Metro areas during the 1990s.

However, the rate of population growth has not been static and has actually varied in recent decades. The following table displays the average annual rates of growth between each decade from 1960 to 2000. For example, between 1980 and 1990 the annual growth rate was 0.80%; that is, the population grew 0.80% a year between 1980 and 1990. This chart illustrates the period between 1960 and 1980 contained annual growth rates in excess of 3%. This rate dropped in the 1980s to less than 1% and rebounded to more than 3% again in the 1990s.

**TABLE - 5.3**

*Growth Rates*

| ▼From/To ► | 1960 | 1970 | 1980 | 1990 | 2000 |
|---|---|---|---|---|---|
| **1960** | - | 3.09% | 3.56% | 2.63% | 2.81% |
| **1970** | - | - | 4.03% | 2.40% | 2.71% |
| **1980** | - | - | - | 0.80% | 2.06% |
| **1990** | - | - | - | - | 3.34% |

The 1979 Dayton Comprehensive Plan assumed an annual average growth rate of 2.12% between 1985 and 2000. This is fairly consistent with the actual annual growth rate of 2.06% between 1980 and 2000. In 1993, the Mid-Willamette Valley Council of Governments conducted a population study for Dayton's Water Master Plan which projected an average annual growth rate of 4.0% between 1993 and 2012. The projection was based upon the assumption development of the Newberg-Dundee Bypass would create significant development impacts. It was also assumed that Dayton would be affected by the influx of Portland residents seeking more affordable housing and a small town life-style.

However, at the time of this projection (1993 and 1994), Dayton was experiencing a construction "boom" which may have skewed the projection in favor of a higher population. Further, as of 2008, the anticipated Bypass project will likely not be constructed due to financial limitations. In general, Dayton experienced a moderate growth rate of about 2.4% during the period immediately after the study, not the 4% anticipated by the Water Master Plan.

## 5.3 Population Projection

In determining the City's population projection to the year 2028, the City relied on historical annual growth rates and County population projections. Yamhill County generated population estimates for all cities within the county as part of a Transportation System Plan (TSP). This study identified an annual growth rate of 2.72% for Dayton between the years 1940 and 1994. The City recalculated this figure and determined the actual growth rate during this period was 2.24% (1940 population = 506). This is nearly 50% less than the annual growth rate of 3.34% between the years 1990 to 2000, a period of strong growth for the City, but well below the 4.0% estimated as part of the Water Master Plan.

However, while the growth rate in the decade preceding the new century was strong, this rate of growth has subsided considerably in recent years. The 2007 population estimate for the City was 2,495, a population increase of only 376 from the year 2000. The annual average growth rate during this time remained at approximately 2.2%. However, based on current market conditions (2008) this rate of growth is anticipated to decline by the end of the decade.

The City anticipates growth will likely continue at historical levels - mainly due to the City's proximity to Portland - but certainly not at the rates anticipated by the County TSP, the Water Master Plan or growth in the mid-to-late 1990s. This conclusion recognizes the growth fueled by development within the Portland Metro area will likely subside over time as additional land is brought into Metro's urban growth boundary. Rising fuel costs (approximately $4.00/gallon) and the lack of progress (or simply lack of) the Newberg-Dundee Bypass, will likely further constrain growth.

A growth rate of less then 3% is more consistent with recent trends as well as trends over the last several decades. This also recognizes that while the City has implemented plans to improve public facilities (especially the water system) which make the community more attractive for development, transportation limitations will likely provide a counter balance to growth within the planning period.

With this background information, a 2.25% annual average growth rate was used to determine Dayton's 20 year projected population. The City therefore estimates a population of **3,892** by the year 2028.

**TABLE - 5.4**

*Population Projections for Dayton to the Year 2028*
*2008 beginning population - 2,551; Average Annual Growth Rate - 2.25%*

| **Year** | Population | **Year** | Population |
|---|---|---|---|
| **2009** | 2,608 | **2019** | 3,257 |
| **2010** | 2,667 | **2020** | 3,330 |
| **2011** | 2,727 | **2021** | 3.044 |
| **2012** | 2,788 | **2022** | 3,405 |
| **2013** | 2,851 | **2023** | 3,482 |
| **2014** | 2,915 | **2024** | 3,560 |
| **2015** | 2,981 | **2025** | 3,641 |
| **2016** | 3,048 | **2026** | 3,722 |
| **2017** | 3,116 | **2027** | 3,806 |
| **2018** | 3,186 | **2028** | 3,892 |

## 5.4 Characteristics

Age Distribution

Age distribution is an important factor to consider when planning the future of a community as anticipated needs can be more readily determined if the age composition is known. For example, a large proportion of school age children might direct emphasis on education or recreation; a high portion of young adults

could point to a need for increased job creation and single family homes; or a substantial number of elderly people would place an emphasis on housing and medical needs of senior citizens.

In an earlier analysis using 1990 figures, people aged 0-17 comprised 39% of the population, while people 65 and older were only 10% of the total population. The remaining 51% were 18 to 64 years of age. Based on *2000 Census* data, the City arrives at the following age distribution:

**TABLE - 5.5**

*Age Distribution - 2000 Census*

| Age Group | Percentage of Total | Age Group | Percentage of Total |
|---|---|---|---|
| 0 - 9 | 19.1 | 35 - 54 | 25.7 |
| 10 - 19 | 20.4 | 55 - 64 | 7.5 |
| 20 -34 | 19.6 | 65+ | 7.6 |

The numbers do not directly compare with material from the previous analysis as the prior information was organized under different age groups. However, in general, the overall population is somewhat younger than the previous decade as witnessed by the decrease in the number of residents older than 65 (7.6% vs. 10%). Further, the numbers at the younger end of the spectrum have held fairly steady (39.6% to 36%) as a percentage even though this group now includes two additional years (0 - 19 vs. 0 - 17) in the age category. On balance, it does appear the growth is in the 19 to 64 age group. These individuals are either just entering the job market, forming families or becoming "empty-nesters."

For people aged 25 or older a vast majority of the residents have some high school or higher education. This level of education is in keeping with a generally older population.

**TABLE - 5.6**

*Education Attainment - 2000 Census*

| Education Level | Percentage of Population |
|---|---|
| Less than 9$^{th}$ grade | 15.4 |
| High School (Degree/No Degree) | 40.7 |
| College (No Degree) | 27.1 |
| Associates Degree | 3.6 |
| Bachelors/Graduate Degree | 13.2 |

It is interesting to compare these figures to the educational levels obtained in the 1990 census (see **Table 5.7**). On balance, the educational levels are improving with a greater number - 43.9% in 2000 versus 31% in 1990 - receiving at least some post-secondary education. This would lend further support to a somewhat younger population within Dayton and certainly one with greater educational skills.

**TABLE - 5.7**

*Education Attainment - 1990 Census*

| Education | Percentage of Population | Education Level | Percentage of Population |
|---|---|---|---|
| Less than 9th grade | 18 | Associates Degree | 5 |
| High School (Degree/No Degree) | 51 | Bachelors/Graduate Degree | 8 |
| College (No Degree) | 18 | | |

Employment Characteristics

The 2000 Population Census identified the following leading employment sectors:

| Industrial Group | Percentage Employment |
|---|---|
| Manufacturing (durable goods) | 22.0% |
| Government | 14.3% |
| Agriculture/Forestry/Mining/Fishery | 2.0% |

The 2000 Census also identified the following leading occupational categories:

| Occupation | Percentage Employed |
|---|---|
| Management & Professional Services | 25.3% |
| Sales & Office | 21.7% |
| Production, Transportation & Handling | 20.5% |
| Service Occupations | 18.1% |
| Construction | 9.2% |
| Farming/fishing/Forestry | 5.3% |

Approximately 93% of all workers drove to their place of employment with a mean commuting time of 25.7 minutes. Some 72% of the commuting trips exceeded 15-minutes and over 31% commuted to jobs outside of Yamhill County.

Income

The City's income levels compare favorably with both the County and State. Yamhill County as a whole, exceeds the State median numbers while the City is close to the State median household income, though lags in median family income. Approximately 25% of the households have annual incomes less than $25,000. Further, the City exceeds both the State and County in poverty rates for all individuals and for families. This indicates the income levels are somewhat concentrated.

**Table 5.8**

*Comparisons in Household and Family Income - 2000*

| Location | Median Household Income | Median Family Income | Poverty % All Ages | Poverty % Families |
|---|---|---|---|---|
| Dayton | $40,566 | $43,047 | 14.1 | 11.7 |
| Yamhill County | $44,111 | $50,336 | 9.2 | 6.0 |
| Oregon | $40,916 | $48,680 | 11.6 | 7.9 |

## 5.5 Population Goals and Policies

### Findings

1. Since 1960, the City's population has increased at a relatively modest but consistent rate.

2. The City anticipates growth will continue at approximately 2.25% establishing a population of 3,558 by the year 2025.

3. Since the 1990s the overall population has become somewhat younger and more educated, appearing to attract a more educated group of individuals who are likely in the family-rearing years.

4. Unfortunately, the City also has a sizable group of residents living in poverty, exceeding both the County and State levels.

### Goals

1. To continually monitor population growth to ensure an adequate land supply to meet the needs of a growing population.

### Policy

1. Consistent with State Law, the City will continue to coordinate future population projections with Yamhill County.

# CHAPTER 6 - LAND USE AND URBANIZATION

The distribution and character of existing land uses provides a basis for understanding present conditions within the planning area and for making projections for future land use requirements. To more accurately determine Dayton's future land use needs, an inventory of existing land uses was prepared. The results of this survey, which was completed in the winter of 2005 and 2006, is summarized in the following sections.

## 6.1 Background

All land subject to the City's Comprehensive Plan is located within the City's Urban Growth Boundary (UGB). This includes land within the City limit as well as land located outside the City but within the UGB. Again, for the purposes of this analysis, "UGB land" will refer just to those lands outside the City limits.

This Chapter measures the supply of land available to meet the 20-year needs of the community, including residential, commercial, and public/semi-public uses. It provides the basic inventory information by identifying developed property, vacant land and lands that have the potential for further development. Specific issues regarding housing and public land needs are found in Chapter 7, while employment demands - commercial and industrial lands - are contained in Chapter 8.

State law provides the following legal guidelines in determining "buildable lands:"

> *ORS 197.295(1) defines "Buildable lands" as follows:*
>
> *Buildable lands mean lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. "Buildable lands" includes both vacant land and developed land likely to be redeveloped.*

The type and area of "developed land likely to be redeveloped" are determined in part by local policy. When this issue must be addressed is contained in ORS 197.296(2) which reads:

*(2) At periodic review or any other legislative review of the urban growth boundary, comprehensive plans or functional plans shall provide sufficient buildable lands within urban growth boundaries established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.*

*(3) As part of its next periodic review pursuant to ORS 197.628 to 197.650 following September 9, 1995, or any other legislative review of the urban growth boundary, a local government shall:*

*(a) Inventory the supply of buildable lands within the urban growth boundary;*

*(b) Determine the actual density and the actual average mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater; and*

*(c) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the amount of land needed for each needed housing type for the next 20 years.*

In short, the regulations require the City to establish a land inventory. From this inventory, developed, vacant, and lands that have the potential to be redeveloped will be identified. Combining this inventory with population projections and other supportive data will determine whether there is sufficient land within the Urban Growth Boundary to meet anticipated needs during the 20-year planning period. In addition, the City must determine if the acreage to meet those needs is appropriately located. If not, the City has several options in which to provide such land, including but not limited to, revising the zoning within the City or expanding the Urban Growth boundary.

## 6.2 Definitions and Assumptions

Certain definitions are used throughout this and other Sections. A summary of those terms follows:

*Density* - Density identifies the number of dwelling units per acre. Density varies based on housing type and the underlying zoning.

*Developed* - This is land which contains no potential for additional development. This category would include single family homes on subdivision lots or property where additional development is not possible. For commercial or industrial property, land was considered developed if the value of the improvements exceeded the value of the land.

*Dwelling Units* - One or more rooms designed for occupancy by one family and not having more than one cooking facility. This includes all conventional and prefabricated housing which meets Uniform Building Code specifications but excludes travel trailers and recreational vehicles. Dwelling units are further divided into several subgroups, each of which is reviewed below:

Multiple Family Dwelling - A building containing two or more dwelling units designed for occupancy by two or more families living independently of each other - another term for apartments.

Single Family - A building containing one dwelling unit designed exclusively for occupancy by one family. This also includes any attached and detached single family homes and townhouse or condominium developments.

*Re-developable Land* - This is land which is capable of further development.

Non-residential - For Commercial or Industrial property this may include underutilized land or land containing non-conforming uses. For example, a Commercial zoned parcel with a single family home is assumed to be available for commercial development by either removing the home or converting the home into a commercial business.

Residential - For residential land, redevelopment may include partitioning, subdividing or constructing multi-family housing consistent with the minimum parcel sizes, dwelling densities and other requirements of the underlying zone. In estimating redevelopment potential for residential uses, the following guidelines were established:

- Redevelopment would not occur on parcels up to 0.50 acres in size and containing a single family home. This was assumed to be the threshold whereby additional development would not be desired by the property owner.

- Parcels greater between 0.50 and up to 1.00 acre could be re-divided and a new residence established. It was assumed the property owner would accept an additional home (or homes) but likely avoid multi-family development, even if permitted. One additional home was assumed for parcels between 0.50 and 0.75 and one a second home between 0.75 acres and 1.00 acres. Parcels greater than one acre would redevelop at a density consistent with the zone, less the 0.50 acres for the existing dwelling.

- In the above three cases, the 0.50 acre area containing the existing dwelling was included in the calculations for "developed" land. This was done to provide a truer picture of the actual amount of land that has no potential for further development.

It must be noted some minor revision to these number *may have occurred as part of the field survey*. This recognizes unusual shaped parcels or the location of existing residences reduced the development potential of certain properties. For example, a home placed within the center of a parcel makes it difficult to divide unless the home was removed.

*Residential Infill* - This concept includes all *vacant* and *re-developable land* zoned for residential uses and located within the existing City limits.

*Urban Growth Area (UGA)* - All land subject to the City's Comprehensive Plan is located within the City's Urban Growth Boundary (UGB). However, for the purposes of this report, and unless clearly stated otherwise, UGA will refer to those lands outside the City limits but within the UGB.

*Vacant Land* - These are parcels that are not improved with structures.

Serviceability - It was assumed public facilities either were available or could be made available to serve the site. Parcels less than 0.10 acres were simply considered undevelopable. In addition, this term includes those lands that have the potential for redevelopment. In other words, vacant land is land that is actually *vacant, and, the re-developable portions of land that include some development, such as a single family home on a large acreage parcel.*

Densities - For residentially zoned land, development of vacant land was calculated at expected densities of the particular zone. However, vacant parcels less than 0.50 acres were assumed to be limited to one single family home regardless of residential zoning.

*Zoning* - Land is divided into zones that generally correspond to specific types of land use. Zoning was selected as the best indicator of long-run use of a parcel. The following zones apply to the City:

Single Family Residential Zone (R-1) - Primary single family zone in Dayton, no multi-family development permitted. Minimum lot size is 7,000 square feet or 9,000 square feet for a duplex. The expected development density is 4 units per acre.

Limited Density Residential Zone (R-2) - Primary multi-family zone, although the R-2 zone allows single family homes. Zone also allows attached single family residences. Minimum lot size is 6,000 square feet for a single family home, 7,000 square feet for a duplex with a maximum of 12 units per acre for multi-family uses.

Medium Density Residential Zone (R-3) - The R-3 zone is intended for multiple family development on a parcel at higher residential densities. Other uses compatible with residential development are also appropriate. The minimum expected development density is 12-units per acre with a maximum of 20-units per acre.

Commercial Residential Zone (CR) - This zone allows a mixture of commercial and residential uses and is primarily designed for residences bordering the Commercial zone within the City's downtown.

Commercial (C) - This currently the primary commercial zone within the City. Uses normally associated with commercial activities, such as retail sales, offices, automotive repair, may be found in this zone.

Industrial (I) - Primarily designed for industrial type of activities, although some "heavy" commercial uses are also permitted.

Public (P) - This zone generally applies to public or semi-public facilities. Not all public uses are located on "P" zoned property as other zones also permit public uses.

The inventory includes a basic assumption regarding the use of the material with the term *Net Buildable Land.* This land is identified as total acreage less land removed from consideration due to inherent limitations on the property. Factors which reduce the buildable area of a particular parcel may include slopes, drainage areas or other similar hazards. OAR 660-008-005(2) specifically allows jurisdictions to consider land with potential slope limitations and land within the floodway as unbuildable and not part of the density calculation.

For Dayton, some land contained steep slopes adjacent to the Yamhill River or was located within a sensitive habitat area adjacent to the River. These were identified as part of the analysis and were subtracted from any potential developable acreage. No other factors were identified which provide a physical constraint on the development of property. For this reason, *net buildable land is the same as total acres available.*

Most commercial land is located within the City's downtown and is characterized by substantial buildings located on relatively small lots. The potential for redevelopment is virtually non-existent. The largest Commercial parcel contains a new RV park, and while some expansion is possible, it is doubtful that within the immediate future this land will be redeveloped for another use. Commercial land is therefore either categorized as developed or vacant.

The sole industrial parcel within near the downtown is a gravel extraction and batching facility. This land is located within the floodplain and is unique as to location and type of use. It is doubtful this parcel can be redeveloped owing to its floodplain limitations and is therefore considered developed for the purposes of this analysis. This situation does not apply to other Industrial zoned land.

Public lands are generally in use as parks or schools but also include the City Hall complex. These lands may be improved upon and the existing uses expanded. However, it is doubtful this land will be converted to alternative uses such as commercial development. Therefore this land is considered either developed or vacant.

Finally, the above assumptions are also applicable to residential land within the UGA. The only exception regards "Re-developable Land" where the minimum threshold size was raised from ½ to one acre.

## 6.3 Land Inventory

City Limits

City of Dayton contains 655.27 acres of land (excluding roads) within the entire planning area - land within the City limits and Urban Growth Boundary. Of this total, only 440.99 acres are located within the City limits. The following table identifies the amount and percentage of land within each category and zone within the City limits. The zones are clustered into "categories" to provide some contrast. All the residential zones – R-1, R-2, R-3 - were placed under the "Residential" grouping. Zones which provide employment opportunities – Commercial Residential, Commercial and Industrial - were placed under the "Employment" land category. Finally, the remaining zone – Public – was listed as "Other" land.

**Table 6.1** identifies the amount and percentage of land within each category and zone within the City limits.

**Table 6.1**
*Land Use by Zone - City Limits*

| ZONE | ACRES | PERCENTAGE |
|---|---|---|
| **Residential** | **253.53** | **57.5%** |
| R-1 | 126.40 | 28.7% |
| R-2 | 120.65 | 27.3% |
| R-3 | 6.48 | 1.5% |
| **Employment** | **84.66** | **19.2%** |
| CR | 5.81 | 1.3% |
| C | 28.04 | 6.4% |
| I | 50.81 | 11.5% |
| **Other** | **102.80** | **23.3%** |
| P | 102.80 | 23.3% |
| **Totals** | **440.99** | **100%** |

The largest portion of the land base within the City (57.5%) is devoted to residential uses. The employment base is also significant at 19.2%, with more Industrial than Commercial land. Surprisingly, 23.3% of the land is zoned for public uses. This recognizes all schools for the regional school district are located within the City limits as is park land operated by Yamhill County. This takes on even more significance as public uses are also permitted in certain residential and commercial zones.

Urban Growth Area (UGA) " l\3

There are 209.91 acres of land outside the City limits, but within the Urban Growth Boundary. Based on the Comprehensive Plan, there are specific future land use designations associated with each parcel. Approximately 66.2% of this total is directly related to potential residential uses. An additional 6.3% is designated for industrial activity while more than a quarter of the land is designated for open space. This land is primarily located adjacent to the Yamhill River and represents land designated for habitat and stream-bank protection. The remaining land is located along the River and designated for Public uses.

This information is summarized in **Table 6.2.**

**Table 6.2**
*Land Use by Plan Designation – UGA*

| DESIGNATION | ACRES | PERCENTAGE |
|---|---|---|
| Residential | 141.92 | 66.2% |
| Industrial | 13.23 | 6.3% |
| Open Space | 54.76 | 25.5% |
| Public | 4.37 | 2.0% |
| **Totals** | **214.28** | **100%** |

Land within the UGA basically has a north-south split with Highway 18 the dividing line. Some 152 acres of the UGA are located to the north of Highway 18. This is made up of Residential designated land (101.7 acres) and Open Space lands (50.76 acres). While significant in acreage, this land is highly parcelized with small acreage tracts and offers limited potential for new *urban-levels* of development.

## 6.4 Land Availability – City Limits

Land within the City was further divided into land which included net acreage, developed land, land capable of redevelopment and land that is vacant. These categories were established based on definitions and assumptions noted in Section 6.2. The "Total Available Acres" represents the stock of land available for future infill development, effectively subtracting out limitations associated with undevelopable areas. This category is calculated by combining "Redevelopable" and "Vacant" lands. The results of this analysis are found in **Table 6.3**. Land within the UGA is reviewed separately.

**Table 6.3**
*Available Acreage by Zone - City Limits*

| ZONE | NET ACRES | DEVELOPED | REDEVELOPABLE | VACANT | TOTAL ACRES AVAILABLE |
|---|---|---|---|---|---|
| **Residential** | | | | | **(37%)** |
| R-1 | 108.45 | 82.05 | 12.05 | 14.35 | 26.40 |
| R-2 | 114.28 | 86.41 | 2.13 | 23.5 | 25.63 |
| | 6.48 | 6.46 | 0 | 0 | 0 |
| **Employment** | | | | | **(26%)** |
| CR | 7.34 | 6.40 | 0 | 0.94 | 0.94 |
| C | 28.04 | 23.78 | 0 | 4.26 | 4.26 |
| I | 50.81 | 19.61 | 0 | 31.20 | 31.20 |
| **Other** | | | | | **(37%)** |
| P | 83.93 | 32.75 | 0 | 51.18 | 51.18 |
| **TOTAL** | 399.33 | 257.48 | 14.18 | 125.43 | 139.61 |

Of the 440.00 acres within the City limits, 257.48 are developed while 139.61 acres – nearly 32% - are vacant or potentially re-developable. However, nearly 40% of this total is land zoned for Public use and includes land reserved for eventual expansion of the local schools. Even within the R-2 zone some 17.05 acres of the 25.63 acre total includes land under single ownership with approvals in place to develop a 56-lot single family subdivision.

Of the Commercial zoned land, a majority is held under a single parcel located along Highway 18. There is no single parcel within the City proper that exceeds one-acre in size. What is significant are the 31.2 acres of Industrial land. A vast majority of the land is under a single ownership and located adjacent to Highway 18. In many respects, this represents a significant development opportunity for the City.

## 6.5 Land Availability – UGA

In a similar vein, land within the UGA was also analyzed. This was somewhat problematic as many parcels are in 1.5 to 2.5 acres in size and contain a single family dwelling. Larger parcels are often located adjacent to the Yamhill River but contain significant amounts of land designated for Open Space. Given these two factors, it is difficult to determine exactly the redevelopment potential for these parcels. While Section 6.2 outlines certain assumptions, it is quite likely these parcels would not be divided to create urban densities if they were ever annexed.

**Table 6.4** includes lands within the UGA, with on exception. Land designated for Open Space comprises some 54.76 acres in the UGA. This land was excluded from the analysis as it is designated for habitat and stream-bank protection and will not be developed.

**Table 6.4**
*Available Acreage by Zone – UGB*

| DESIGNATION | ACRES | REDEVELOPABLE | VACANT | TOTAL ACRES AVAILABLE |
|---|---|---|---|---|
| Residential | 141.92 | 34.14 | 16.19 | 49.33 |
| Industrial | 13.23 | 0.14 | 13.09 | 13.23 |
| Public | 4.37 | 0 | 4.37 | 4.37 |

The Urban Growth Area presents some interesting issues. The UGA is effectively divided into two parts - land to the north of Highway 18 and land to the south of Highway 18. Land to the north is somewhat less developable due to greater slopes, flooding issues and parcelization. Land to the south is closer to the City center, is relatively gentle in slope and has greater access to public services. For this reason, it is important to break-down the acreage availability based on the location north or south of Highway 18. All Industrial and Public land is located on the south side of Highway 18; the following chart is necessary for Residential designated land only:

**Table 6.5**
*Land Availability: Residential Designation - UGB*
*Location Relative to Highway 18*

| Location | Re-developable | Vacant | Total Available |
|---|---|---|---|
| North - Hwy. 18 | 22.11 | 0.00 | 22.11 |
| South - Hwy. 18 | 12.03 | 16.19 | 27.22 |
| **Total** | 34.14 | 16.19 | 49.33 |

It is important to note that all the vacant Residential land is located on the south side of Highway 18. It is this land that offers the best opportunity for future City expansion and residential development.

## 6.6 Development Potential - City and UGA

**Table 6.6** provides a summary of the development potential within the City's planning area. The **Table** focuses on total acreage available for development based on the applicable zoning or Plan designation:

**Table 6.6**

*Total Available Acreage per Land Use - City and UGA*

| Land Use | City Total Available Acres | UGA Total Available Acres | Total Acres | Percentage |
|---|---|---|---|---|
| Residential | 52.13 | 49.23 | 101.46 | 67.1 |
| Commercial | 5.30 | 0.00 | 5.30 | 3.5 |
| Industrial | 31.20 | 13.23 | 44.43 | 29.4 |
| **Total** | 88.63 | 62.46 | 151.09 | 100% |

It is interesting to note developable residential land is evenly split between the City and the UGA. What is striking is the amount of Industrial land both - zoned and designated - that is available. One particular weak area is commercial land.

## 6.7 Land Use and Urbanization Goals and Policies

### Findings

1. Dayton contains 655.27 acres of land within its entire UGB. Of this, 440.99 acres are located within the City limits with the remaining 214.48 acres located outside the City limits but within the urban growth boundary.

2. Only 58% of the total area within the City is developed, leaving some 139.61 acres for potential development. However, some 37% of this developable land is zoned for Public uses while another 22% is zoned for Industrial uses.

3. Approximately 22% - 52.13 acres - of all residential zoned land is vacant and developable. Therefore, it appears the City has sufficient land to increase population by approximately one-quarter without the need for annexation.

4. The amount of commercial-related vacant land is relatively small. Overall, approximately 15% of such land is vacant and buildable. However, there is only one Commercial zoned greater than one-acre in size and that parcel is located along Ferry Street, some distance from the downtown. Some additional efforts may be necessary to provide additional commercial land.

5. Approximately 61% - 31.2 acres - of all land zoned for industrial uses is vacant. This indicates there is significant land for job-related development to meet an increasing population, at least for the near term.

6. Approximately one-third of all land within the planning area is located outside the City limits. Of the total 214.28 acres, 66.93 acres are vacant and buildable with slightly less than 50-acres available for residential development.

7. Residential development (and associated annexations) will likely be limited for property located to the north of Highway 18. This land is highly parcelized and is limited due to slopes and open space restrictions. Residential growth in the UGA is likely to occur on the south of the City.

**Goals**

1. To provide for an orderly and efficient transition from rural to urban land use.

2. To ensure a compact urban growth pattern.

3. To recognize the importance of the adjacent farmland and the rural farm community to the local economy and larger Dayton and Yamhill County Community. *(Added ORD 653, effective 07/21/22)*

**Policies**

1. The City shall define a growth policy consistent with population projections and expectations and identify possible future development areas on the Plan map.

2. The City shall encourage the availability of sufficient land for various urban uses to ensure choices in the market place.

3. The City shall efficiently utilize existing facilities and services by permitting in-filling of existing, substandard residential lots.

4. Methods and devices the City shall consider for guiding urban land uses include the multiple use and joint development practices and capital improvement programming.

5. The City and Yamhill County shall mutually adopt an urban growth boundary management agreement for the purpose of guiding urbanization for those County lands located inside the boundary.

6. Change of the urban growth boundary shall be based upon consideration of the following factors:

   a. Demonstrated need to accommodate large range urban growth requirements;

   b. Need for housing, employment opportunities and livability;

   c. Orderly and economic provision of public facilities and services;

   d. Maximum efficiency of land uses within and on the fringe of the existing urban area;

   e. Retention of agricultural land until needed for development;

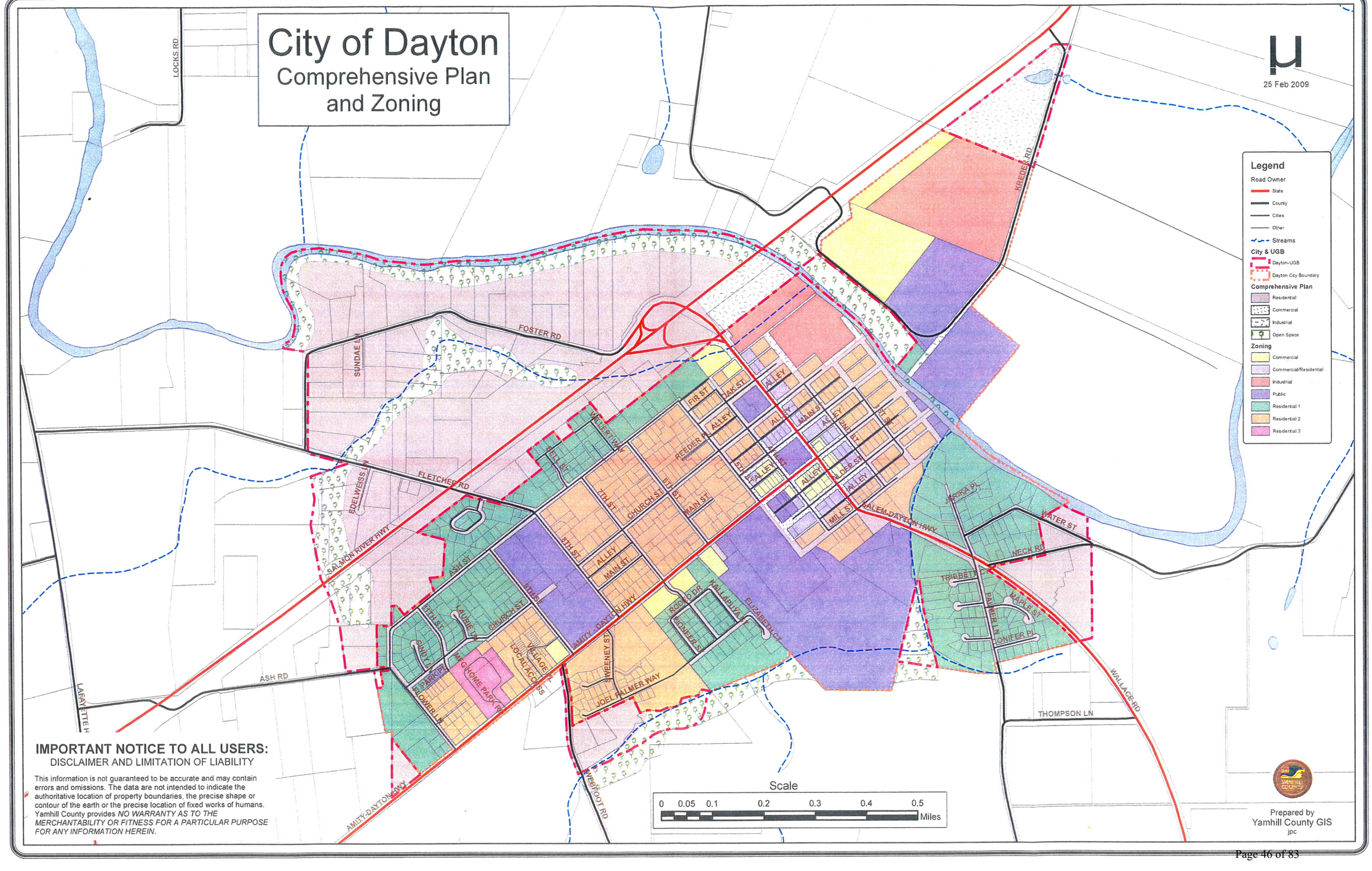
   f. Environmental, energy, economic and social consequences; and

   g. Compatibility between the proposed urban uses and nearby agricultural activities. The City of Dayton shall consider the impact on farmland in any decisions regarding and alteration or expansion of the Urban Grown Boundary. *(Amended ORD 653, effective 07/21/22)*

   h. The City of Dayton shall require buffers for new urban development adjacent (including land across public or private right-of-ways) to land designated by Yamhill County as Exclusive Farm Use to mitigate potential conflicts with farm uses. The City shall also require a deed statement recognizing that farm uses shall not be forced to change practices due to the presence of urban uses consistent with ORS 30.390. Zoning Ordinance amendments implementing this policy will be adopted before any affected land is annexed into the City. *(Added ORD 653, effective 07/21/22)*

# City of Dayton
## Comprehensive Plan and Zoning

25 Feb 2009




**Legend**

Road Owner
- State
- County
- Cities
- Other
- Streams

City & UGB
- Dayton-UGB
- Dayton City Boundary

Comprehensive Plan
- Residential
- Commercial
- Industrial
- Open Space

Zoning
- Commercial
- Commercial/Residential
- Industrial
- Public
- Residential 1
- Residential 2
- Residential 3

Scale

0 0.05 0.1 0.2 0.3 0.4 0.5 Miles

Prepared by
Yamhill County GIS
jpc

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# CHAPTER 7 - HOUSING AND PUBLIC LAND NEEDS

## 7.1 Introduction

In this Chapter, the residential land needs for Dayton are determined based on the requirements of ORS 197.196. The current housing mix and density are analyzed to establish a "base case" for existing residential development. Using demographic information, household income and housing costs, a housing needs analysis is conducted. From this, buildable land needs are determined for specific housing types - single-family, duplexes, multi-family and special needs - and potential densities. Ultimately, this results in a determining the 20-year need for residential land.

## 7.2 Statutory Provisions

Dayton must provide a 20-year supply of buildable residential land within its Urban Growth Boundary (UGB). Statewide Planning Goals 10 and 14, as well as ORS 197.295-197.312 and OAR 660-07, establish requirements for residential land use planning. All jurisdictions are required to comply with the provisions of ORS 197.296 at periodic review or any other legislative review of an urban growth boundary. ORS 197.296 contains two key objectives:

> *Housing:* Ensure that development occurs at the densities and mix necessary to meet a community's housing needs over the next 20 years, in accordance with ORS 197.303, Statewide Planning Goal 10 and OAR Chapter 660, Division 7, Housing.
>
> *Land:* Ensure there is enough buildable land to accommodate the 20-year housing need inside the UGB.

HB 2709 set forth the following step-by-step requirements related to determine the amount of residential land needed within a UGB. The following tasks are addressed to fulfill the requirements of *Chapter 7: Housing Inventory and Analysis*:

*Task 1* Establish a 20-year population projection, in this case to 2028.

*Task 2* Determine actual housing density and mix for the last 5 years or since the last Periodic Review, whichever is greater. Given the limited development, the actual current mix is reflective of recent trends within the community.

*Task 3* Project 20-year residential land needs based on actual density, in this case to the year 2028.

*Task 4* Determine housing needs based on a comparison of housing costs and income – which may be different from actual housing density and mix. Then: (a) Determine the extent to which actual housing types and densities in the City have been responsive to Dayton's housing needs; and (b) identify potential measures to increase densities within the UGB to minimize the need to expand the UGB to meet identified housing needs.

*Task 5* Determine residential land needs for school facilities and other public/semi-public uses.

*Task 6* Determine the amount of buildable land available to meet housing needs, after considering infill and redevelopment potential. The definition of buildable lands now reads:

*"Buildable Land includes both vacant unconstrained land and partially-developed unconstrained land – with redevelopment or infill potential. If growth management measures are adopted by the City, buildable land may also include 'residential infill' land, 'redevelopable' commercial and industrial land, and 'commercial intensification' land."*

*Task 7* Ensure that sufficient buildable land is designated for needed housing types at density ranges likely to be achieved in the housing market, as well as for public needs that occur within a residential plan designation.

*Task 8* Amend the UGB and/or adopt measures to provide sufficient buildable land to accommodate projected 20-year residential land need.

*Task 9* Generally, if additional land is needed within a UGB, include land that does not require a "new exception" before bringing in farm and forest land -- unless: (a) existing exceptions areas cannot be provided with public facilities and services efficiently; and/or (b) existing exceptions areas are not suitable for meeting the specific siting needs for needed land uses.

Each of these tasks will be addressed in the remainder of this Chapter.

## 7.3 Current Housing Inventory

This Section addresses the current housing density and mix. The attempt is to establish a "base case" effectively asking what the City's needs are, if there are no changes to the current mix and density of housing. This Section addresses the first three Tasks noted previously.

Task 1: Population Projection

*Chapter 5: Population Projection*, established the 20-year projection for the City. Based on the analysis, the **Dayton 2028 population projection is 3,892.** This is an increase of 1,397 from Portland State University's acknowledged 2007 population estimate of 2495, for an annual growth rate of 2.25%. This population figure will determine the housing demand for the 20-year period.

Task 2: Actual Housing Density and Mix

The housing mix (i.e., percentage of single family, duplex, multi-family, and manufactured dwelling units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, and amount of land zoned to allow different housing types and densities.

Development within Dayton has been relatively consistent over the past few decades and appears to be increasing with recent years. This variation makes it difficult to establish a trend. A single apartment complex may well meet immediate *and future* multi-family demand for the community. For this reason, the existing pattern of housing was thought to best represent recent "trends" within the City of Dayton.

This information is provided under **Table 7.1.**

**Table 7.1**

*Existing Housing Development (City Limits) - Residential Zones*

| Housing Type | Units | % of Type | % of Total Housing |
|---|---|---|---|
| **Single Family** | **624** | 100.0% | **88.8%** |
| R-1 | 301 | 48.2% | 42.8% |
| R-2 | 298 | 47.9% | 42.4% |
| R-3 | 0 | 0.0% | |
| CR | 25 | 4.9% | 3.6% |
| **Multiple Family** | **36** | 100% | **5.1%** |
| R-1 | 0 | | |
| R-2 | 34 | 94.4% | 4.8% |
| R-3 | 0 | | |
| CR | 2 | 5.6% | 0.3% |
| **Manufactured Home Park** | **43** | 100% | **6.1%** |
| R-1 | 0 | | |
| R-2 | 0 | | |
| R-3 | 43 | 100% | 6.1% |
| **Totals** | **703** | - | **100%** |

As expected, a majority of the existing dwellings (88.8%) are single family homes. The next largest category are manufactured home park spaces at 6.1%. Apartments account for 5.1% of all housing with a majority (94.4%) located within the R-2 zone.

The overall residential density is 4.12 dwelling units per acre. This is based on total residential units divided by the land specifically developed for residential uses. Dwellings in the Commercial Residential zone where excluded from this calculation as the zone permits either commercial or residential uses. Including the CR zone, the residential density increases to 4.26 dwelling units per acre.

The density includes 3.94 dwelling per acre for the R-1 zone, 4.05 units for the R-2 zone and 6.64 units for the R-3 zone. Given the rural character of the community this would appear to be a fairly reasonable density especially with a development pattern that features older - and larger - subdivision lots and dominance of single family homes. The current housing levels provides a household density (assuming all units are occupied) of 3.55 people per dwelling unit. This compares favorably to the Census estimates of 3.19 residents per owner-occupied home and 3.61 residents per rental.

Task 3: Projected 20-Year Residential Land Need

ORS 196.198(3) reads:

*(3) As part of its next periodic review pursuant to ORS 197.628 to 197.650 following September 9, 1995, or any other legislative review of the urban growth boundary, a local government shall:*

*(a) Inventory the supply of buildable lands within the urban growth boundary;*

*(b) Determine the actual density and the actual average mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater; and*

*(c) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the amount of land needed for each needed housing type for the next 20 years.*

*(4) If the determination required by subsection (3) of this section indicates that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:*

*(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;*

*(b) Amend its comprehensive plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or*

*(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.*

**Table 7.2** establishes the *projected* housing demand, assuming no change in current trends or patterns and assumes the following:

- The actual *housing mix* in **Table 7.1** is unchanged.
- The projected population is 3,892.
- Projected average household size remains at 3.55 people per unit. This is representative of the current housing status.
- The residential density will comply with current densities. Based on the data, this 3.88 units per acre for single family homes, 6.64 units for a manufactured home park and 14.25 units for multi-family development.

Total housing units requirements were determined by dividing the projected population by the anticipated household density. This establishes a total need of 1,096 units. No other assumptions are made.

**Table 7.2**
*Acreage Requirements to Meet 2025 Housing Demand*

| Housing Type | Expected Housing % | Required Units - 2028 | Existing Units | Needed Units | Housing Density | Acreage Needs |
|---|---|---|---|---|---|---|
| **Single Family** | 88.8% | 973 | 624 | 349 | 3.88 | 89.95 |
| **Multiple Family** | 5.1% | 56 | 36 | 20 | 14.25 | 1.4 |
| **Manufactured Home Park** | 6.1% | 67 | 43 | 24 | 6.64 | 3.6 |
| | **100%** | **1098** | **703** | **395** | **-** | **94.95** |

This is the "base case" for Dayton. As **Table 7.2** shows, with current housing patterns and densities, some 94.95 acres are necessary to meet expected housing demand. As noted in Chapter 6, the City retains some *101.46 acres* of vacant or redevelopable residential land within the UGB. Without changing the mix of housing or densities, the City can meet housing demand based on population projections, although just barely.

## 7.4 Housing Needs Analysis

The previous section identifies the housing demand in terms of raw units. This does not identify the type of housing necessary to meet community needs. The City believes the long-term pattern indicated in **Table 7.2** should form the basis to project future housing demand but may need to be altered to reflect economic or demographic trends. The following material addresses issues that may affect future housing demand.

Demographic Information

Demographic information – statistics on age, education, income, employment, and housing costs – provides some insight into expected need. *Chapter 5* established background information on the population. The following information expands the material and address the relation to potential housing needs.

Housing needs vary with age. Younger people generally tend toward apartment living and move toward single family homes as they form families and begin to raise children. Over time, the family size declines as children leave for college, the work force and to form their own families (the "empty-nest"). The corresponding need for a larger home declines as well. In retirement years people often look to smaller homes, condos or apartments. If there are medical issues, assisted living facilities or nursing homes become a necessity.

The 2000 Census provides an interesting glimpse into the community. Of the 927 people in the labor force, some 855 commuted to work with a mean travel time of 25.7 minutes. Nearly 60% of the local work force is employed in skilled or semi-skilled positions in the service, office and production occupations. Regarding income, while the median family income is $43,047, approximately 12% of the families are living in poverty. This increases to 36.8% for those families headed by a single female.

Further, some 43.8% of the families have household incomes below $35,000. Nearly 25% of the City's population aged 45 or older, while more than 35% of the community is under the age of 20.

This demographic suggests a variety of housing needs. There is a large percentage of young people, generally part of families. A nice sized lot and improvements are always preferred. However, the income and employment skill level suggests a more moderate home may be more feasible. As previously noted, the older segment of the population suggests smaller homes, apartments and eventually assisted living or skilled nursing facilities as appropriate options. The large lot and bigger yard is not critical to this group.

The City has had more of a "traditional family" nature in general than the State. For this reason, single family homes will likely dominate the housing mix for the foreseeable future with multiple family homes remaining a relatively low percentage of the total housing stock. Additional multiple family housing will likely be required, although an exact amount or percentage is difficult to determine. The City does not anticipate significant demand for multiple family housing until additional commercial services (gas station, grocery store, medical facilities) are established within the community. Further, the City is also effectively "competing" with the nearby cities of Newberg and McMinnville. These communities do not face many of these limitations which affect Dayton. A "rational" apartment dweller is more likely to select a city where retail services, employment opportunities and transportation are available.

However, apartments are only one part of the equation and only addresses a limited population segment. The 2000 Census provided future estimates as to the make-up of our population and it is clear we are getting older. Some 34.5% of America is aged 45 and older. By 2020 this group will be 41.2% of the population and 43.9% by 2050. Further, over the next 50 years the percentage of the population 65 and older will nearly double to 20.7%. Again, the housing needs for this group are significantly different from a family just starting out. Apartments alone are insufficient. Depending on the financial and physical health, smaller homes, townhouses and assisted living facilities are more likely to appeal to this group.

Housing Costs

Based on the 2000 data, median housing costs were compared to median household and family income levels for the City, and for comparison, the County and State.

**Table 7.3**
*Comparison of Median Housing Costs to Income*

| Place | Median Housing Cost | Cost/Median Household Income* | Cost/Median Family Income* |
|---|---|---|---|
| **Oregon** | $152,100 | 3.71 | 3.12 |
| **Yamhill Co.** | $146,200 | 3.31 | 2.90 |
| **Dayton** | $124,900 | 3.08 | 2.90 |

* Median Housing cost divided by Median Household or Family Income.

Homes within the County and State are 17% to 22% more expensive than within the City of Dayton. However, in relation to income, the gap begins to narrow as the higher costs are offset by greater income. Dayton housing costs are still less than either the State or County but not as significant as the median housing cost would suggest. In terms of median household income, single family homes are actually less expensive in Dayton than the County and State as a whole. A similar result occurs when comparing to the median family income, although the County and City numbers do converge.

The lower actual and relative price creates both an opportunity and a potential problem. Homes - with the current mixture of lot sizes - are relatively affordable based on current income levels. As development occurs in the southwest Metro area, Dayton will increasingly become an attractive housing market, Highway 99W bypass issues aside. This demand is likely to increase the median price of housing, as current evidence indicates, although housing prices appear to be leveling. This is not necessarily detrimental to the community. However, *if local income does not rise*, current residents may effectively be excluded from the housing market. Therefore, while the price is *currently* affordable relative to income, at least in Year 2000 standards, this likely will change in the future. And unless income levels can rise to meet increased housing costs, there will remain a strong need for affordable housing in the community.

**Table 7.4** identifies the relationship of income and rentals. Actual rental costs are cheaper in Dayton. As a percentage of either monthly household income, the State and County costs still exceed Dayton's. However, as a percentage of family income the numbers begin to converge. In this respect, the City offers no particular advantage to renters. This suggests either a lack of suitable housing, low income levels or some combination of both. Without a competitive market, it is hard to determine market demands.

**Table 7.4**

*Comparison of Median Rental Costs to Income*

| Place | Median Rental Cost | Rent - % of Monthly Household Income* | Rent - % of Monthly Family Income* |
|---|---|---|---|
| **Oregon** | $620 | 18.1% | 15.3% |
| **Yamhill Co.** | $623 | 16.9% | 14.9% |
| **Dayton** | $527 | 15.6% | 14.7% |

* Median rent divided by monthly Median Household or Family Income

Housing Need Conclusions

It appears Dayton's housing has served the needs of traditional families which, in most cases, appear to have a large household sizes and commute outside the City for employment. The existing pattern clearly represents this dynamic. Family incomes and the relative lower costs of housing keeps the single family home relatively affordable. There is an apparent trade-off. People are willing to live in Dayton with a less expensive home, and commute to work, a typical pattern of a bedroom community. However, as raw material prices are relatively the same throughout the Valley it is difficult to imagine a situation whereby new housing prices would be comparable to the current median cost. In other words, as the supply of existing homes is exhausted, there will be little in the way of affordability for *new* homes. The need for affordable housing does therefore not diminish, even in light of relative affordability today.
Those that rent face a similar problem. Compared to the State and County, the City does not offer an particular advantage with regard to rental costs. This may be a combination of a number of factors: supply has not caught up to demand thereby raising rents or there are structural limitations that prevent to construction of additional rental units.

From the above, it is clear that Dayton needs to ensure there is land to meet the need for more affordable housing types at increased densities. The change should not be significant as the population increase is not dramatic and sufficient land is available in the UGB to accommodate the growth. An increasingly

aged population will also put additional demands on affordable housing and steps may be required to provide for this group. Further, affordability for single family homes will continue to be an issue due to the anticipated demand from Portland-area commuters and the actual cost of providing new housing. Methods to address this issue include smaller lot sizes and potentially alternative housing styles, such as common wall homes.

Increased land and public facilities cost trends are likely to continue, under any zoning scheme, resulting in the need to maintain the existing smaller single family lot sizes and more multiple family housing. The existing zones can accommodate need provided revisions are made to the lot size and density requirements. There is no evidence that alternative housing - such as row houses, townhouses or similar types of development – as a separate housing category need to be encouraged through the establishment of new zones. While the City is firmly a family-oriented community with single family homes the overwhelming choice of residents, the option to create attached-single family homes is currently available in the R-2 and CR zones.

Housing Mix - Year 2028

The pattern indicated in **Table 7.2** reflects current housing trends. The alternative housing scenario assumes both changes in the mix and density of housing for the community. Housing data (as well as previous demographic material) suggest the City is relatively inexpensive regarding single family housing but may be lacking in multi-family development. The issue of affordability is also critical given the anticipated increase in demand and spiraling housing construction costs. Further, it is important to factor in an aging population. The following material addresses the projected mix of housing based on this material:

- *Single Family* - Currently, 88.8% of all residential units are single family homes. This housing type will likely remain a significant portion of the total housing stock. The actual percentage may decline as an aging population shifts housing demand toward smaller congregated quarters such as apartments, assisted living centers or nursing homes. This is a national trend and does not necessarily reflect local demographic data. In fact, the relatively low cost single family housing may well attract more families, thereby counteracting an "aging" trend. For the purposes of this analysis, it is assumed the *general* population will age, although there may be some countervailing forces. Based on these factors, it is estimated that approximately 80% of housing units in 2028 will be single family homes. This housing type also assumes an increase in density to at least 4.5 units per acre. This is not a significant rise, but does reflect current density standards in the current Dayton Land Use and Development Code.

- *Multi-Family* - Some 5.1% of all housing units are apartments. As previously noted an aging population will likely see a shift away from single family homes and toward congregated housing such as apartments. The percentage of apartments will likely rise to potentially meet immediate demand, but not significantly. The City does not contain a significant built-up commercial center, supporting health care facilities or suitable mass-transit system to provide for all apartment housing needs. Based on these factors, it is estimated that 8% of housing units in 2028 will be multi-family. The density would occur at 12-units per acre. This reflects current Development Code expectations.

- *Special Housing* - There is no special housing within the City. This housing type includes nursing homes and assisted living facilities but may also include cottage type developments with detached homes. An aging population will likely create an increase demand for this type of housing. Further, unlike apartments, a commercial center and a transportation system are not critical since

the facilities are effectively self-contained communities. It is estimated that 8% of housing units in 2025 will be allocated toward special housing needs. It is estimated density would occur at 10-units an acres. An additional option would be to provide incentives for apartments for individuals 55 and older. This may include reduced parking or landscaping provisions and higher density to reduce development – and rental – costs.

- *Manufactured Home Park Spaces* - There is a single manufactured home park in the City. Given current and foreseeable economic conditions, there is little likelihood new parks will be developed. This type of housing is estimated to decline to 4% of the total housing with no change in density.

Task 4: Housing Needs Analysis - Year 2028

Future housing needs are based on the City's population projection of 3,892 in the year 2028. The projected housing needs have two separate components: total number of units and housing mix. Total units are a function of the population and household size. The current City estimate is an average household size at 3.55 people per residential unit. It is assumed this will remain relatively constant over the next 20 years, but it is certainly unlikely to decrease. Any increase in the average household size effectively increases population density and reduces the land requirements.

**Table 7.5**
*Acreage Requirements to Meet 2028 Housing Demand*

| Housing Type | Expected Housing % | Required Units - 2028 | Existing Units | Needed Units | Expected Density | Acreage Needs |
|---|---|---|---|---|---|---|
| Single Family | 80% | 876 | 624 | 252 | 4.5 | 56.00 |
| Multi-Family | 8% | 88 | 36 | 52 | 12 | 4.33 |
| Special Housing | 8% | 88 | 0 | 88 | 10 | 8.8 |
| Manufactured Home Park | 4% | 43 | 43 | 0 | 6.64 | 0.00 |
| **Totals** | **100%** | **1096** | **703** | **393** | **-** | **69.13** |

With an expected population of 3,892, a total of 1096 dwelling units will be required. It is expected the existing homes in the CR zone will remain and will not require replacement. Given this housing base, a total of **393 new residential units** must be constructed over the next 20 years to meet the expected population demands.

Land Requirements

There are 101.46 acres of vacant or redevelopable residential zoned land within the City and UGB. From a gross acreage standpoint, this is more than sufficient to meet the expected total acreage demand of 69.13 acres. This leaves a potential residential surplus of 32.33 acres within the City limits and UGA.

Multi-family development and special housing needs will require a combined 13.13 acres. This type of development will likely be limited to the R-2 zone where there is 23.5 vacant acres. However, approximately 17 acres of this land is designated for development as a single-family subdivision, leaving 6.5 acres available. Therefore, approximately 7-acres of land within the UGB will need to zoned R-2 to meet this demand. Otherwise, the City appears to have sufficient acreage to meet expected housing demand.

## 7.5 Public Land Needs Analysis

Task 5: Public and Semi-Public Land Needs

Public facilities such as schools, hospitals, governments, churches, parks, and other non-profit organizations will expand as population increases. Such uses typically locate on land designated for residential use. This Section analyzes such need in conformance with ORS 197.296(4)(a). Existing public related uses are noted below.

Parks and Recreation

All park and recreational facilities are located within the City's Public zone. Currently, there are approximately 19 acres of land in recreational use. Approximately 8.5 acres are City or County parks and involve five major areas:

- The Dayton Courthouse Square Park, located between Ferry and Main and 3rd and 4th Street contains approximately 1.8 acres. The park includes picnic facilities, restrooms, playground equipment and the historic blockhouse. In addition, a new gazebo was constructed in the center of the park which is used for community concerts and other public events.

- A 1.8 acre softball/baseball facility (Legion Park) is located between Oak and Church, and 3rd and 4th Street.

- Dayton Landing, a two-acre boat ramp and park area is located at the east end of Ferry Street, adjacent to the Yamhill River.

- A companion park is located opposite the boat ramp (Alderman Park) and contains approximately 3.0 acres. This site is located within the County and can be accessed by a foot-bridge as well as a roadway off of Highway 18. There are no improvements on this site.

- A small neighborhood park is located on West Church Street. The 0.5 acre park is undeveloped.

The School District generally allows use of its facilities for recreational needs so that there is sufficient area for open field recreation such as baseball or soccer. There is also a linear walking trail along Palmer Creek to provide additional recreational opportunities.

While additional recreational open space is available at the two schools, these areas are not always available to the public nor fulfill the community's recreational needs. This is understandable as the property is designed to serve students and not the general public.
Recreational opportunities are also available in the immediate vicinity. Yamhill County maintains Lafayette Locks Park which is located about two miles northwest of Dayton, along the Yamhill River. The park, which is also a historical site, contains picnic facilities and playground equipment. Public golf courses are located in McMinnville and Newberg. Finally, as with many Willamette Valley communities, Pacific beaches are located within a one-hour drive and provide numerous recreational opportunities.

Recreational and open space needs vary from community to community. There is no specific language regarding the preferred ratio of recreational lands and open space to the population. A common standard employed by agencies is 7.5 acres per 1,000 population however, earlier State estimates from Parks and Recreation placed this need at 2.5 acres per 1,000. This would require a range of 9.73 to 29.19 acres of recreational space to meet the projected 2028 population of 3,982. Based on recent the lands inventory,

the approximate 8.5 acres is minimally sufficient land to meet these needs. Again, this is somewhat compensated by the use of School District property and the gradual collection of properties to develop a walking trail along Palmer Creek.

The City adopted a Parks and Recreation Master Plan to existing and potential park and recreational needs. On balance, the Plan determined there is adequate park and recreational opportunities to meet projected population needs. The Plan determined priority should be given to maintaining and improving existing facilities, and where fiscally feasible, construct a skateboard park and community center. Specific locations - and acreage requirements - for these uses were not identified. However, at this juncture, the adopted Parks Plan does not call for the acquisition of additional land for parks and recreation. Therefore, it is assumed the existing amount of park land is suitable to meet projected population needs.

Existing financing and dedication mechanisms allow the City to acquire new park land. Current Development Code language requires residential development to dedicate park land, or, contribute an equivalent amount to a park fund. System development charges are also available to purchase of new land. Finally, the City continually pursues grants, contributions, volunteer labor and similar sources to improve the existing park areas.

Other Public Needs

Other public land needs were considered; each item is reviewed, below:

- City Hall/Library - The current City Hall was remodeled in the early 1990s, primarily to expand the library. There are no plans to acquire a new building at this time. The age of the current building, the recent vacating of the adjacent fire station/community hall and the potential increase in population does not appear to warrant new facilities at this time.

- Public Facilities - The City recently completed necessary water facility improvements, including the construction of a reservoir and treatment facility on some 1.68 acres of land. The City is in the process of completing a master sanitary sewer plan. At this juncture, it appears future facility needs can be met on the existing land base. Minor facilities, such as pump stations, may be necessary and can be placed on residential zoned land. These types of facilities do not require a significant amount of acreage nor the need to designate land for this specific purpose.

- Other - Churches and other semi-public types of uses are permitted in the residential zones. Approximately 9.25 acres of residential zoned land contained non-residential uses - primarily churches and the local cemetery. Given the potential surplus of residential land within the City there does not appear to be a need for land specifically designated for these types of uses.

- Natural Areas - Most of the need for "greenways" will be met within floodplain and riparian areas, which are not considered to be buildable lands in this study. In addition, the City is in the process of connecting properties along Palmer Creek to develop a hiking trail. Current restrictions on development in these sensitive areas which ensure their availability.

Schools

Sufficient land must be available to provide for school sites in anticipation of a growing population. The District boundaries extend beyond the City limits, so that local growth is not the only factor. However, the School District has "land banked" some 42 acres of land for future school expansion including a possible new high school. Therefore, there appears to be sufficient land to meet potential school facility needs to the year 2028.

## 7.6 Buildable Lands Requirements

Task 6: Determine Amount of Buildable Land Available to Meet Housing Needs

This task was completed in *Task 3, Buildable Lands Inventory*. With the proposed housing mix and density, the City will maintain a residential surplus of more than 32 acres of land within current planning area.

Task 7: Designation of Buildable Land for Needed Housing

To ensure designation of sufficient buildable land to meet 20-year demand for housing, parks, schools and related public and semi-public uses, we developed a higher density (6.6 dwelling unit per net buildable acre) scenario. This scenario responds to ORS 196.296(4)(a, b and c), which reads:

*(4) If * * * the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:*

(a) *Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;*

*(b) Amend its comprehensive plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or*

(c) *Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.*

Residential Needs Summary

Previous information indicates there are more than 101.46 acres of residential land available for development within the planning area. It is estimated that with expected residential demand, at least 69.13 acres will be required to meet population projections. The key issue will be the need to establish more land for higher density residential uses. Of the 13.13 acres required, approximately one-half can be met within the current City limits. Therefore, at least 7-acres of land will need to be annexed and zoned (R-2 or R-3) to allow higher residential density uses.

Task 8: Amend the UGB and/or Adopt Measures to Meet Projected Needs

The previous task identified the sole change necessary to meet projected needs. Approximately 7-acres of land must be rezoned to R-2 or R-3 to allow for a variety of multi-family uses: apartments and speciality housing. This can either occur by rezoning land within the City limits or establishing one of these zones as property is annexed. Therefore, an amendment to the Urban Growth Boundary is not required to meet projected housing, and public use, demand.

In addition, it does not appear additional land is required for new parks. The adopted Master Parks and Recreation Plan emphasizing improving existing facilities. Potential needs - skateboard park and community - can be accommodated without the need to acquire significant amounts of land. Given the potential surplus of residential zoned/designated land, these improvements are likely to be accommodated within the existing planning area without affecting the City's ability to meet demand for housing.

Task 9: Alternatives to a UGB Expansion

As noted, a UGB expansion is not required. All projected residential – and public – demand can be accommodated within the existing planning area. This is based on anticipated housing patterns within the community. Revisions center on amendments to the zone map to create additional higher density residential land and addressing locational issues regarding parks.

## 7.7 Housing and Public Land Goals and Policies

### Findings

1. The population trends will likely move the City toward more higher-density types of housing and slightly less single family housing. This shift will be noticeable *but not necessarily significant*. Dayton is clearly a community in support of the detached, single family home.

2. Comparing housing costs to income, housing remains more relatively affordable in Dayton than compared to Yamhill County or the State while rental costs are relatively the same. However, the cost of new homes are likely to exceed current median housing costs, thereby reducing affordability as the younger population matures, forms families and seeks their entry-level, single family home. Efforts will be needed to ensure housing remains affordable.

3. Affordability can be met through increased densities for both single family and multi-family developments. In the former, this is accomplished through smaller lot size; for the later through greater development density. Other choices include alternative housing styles and development incentives for apartment units for those 55 and older.

4. The following estimated housing mix is projected for the year 2028: single family homes - 80%; multiple family - 8%; speciality housing - 8%, and, manufactured home park spaces - 4%. However, there is little expected development in the way of manufactured park spaces, although the development option remains.

5. There is sufficient land within the planning area to meet housing needs for the projected 2028 population based on anticipated housing trends. Increasing density addresses affordability and development options but is unnecessary purely from the point of the available land resource.

6. There is a deficiency of land for higher density residential uses. Approximately 75% of the vacant R-2 zoned land is scheduled for single family home development. The analysis identifies a need for at least 7-acres to meet higher density – and speciality – housing needs.

7. On balance, unless unusual circumstances prevail, the entire housing needs of the community to the year 2028 can be met by residential zoned land currently located within the UGB; there is no need for a UGB expansion at this point in time. The issue is one of ensuring affordability.

8. The adopted Master Park and Recreation Plan places emphasis on maintaining and improving existing facilities. It appears the limited expansion envisioned by the Plan - skateboard park and community - can likely be accommodated one existing residential zoned/designated land.

9. There does not appear to be a need to designate new land for other public facilities such as a city hall or water and sewage treatment plants. Further, there is more than adequate land to meet potential needs for the School District.

**Goals**

1. To encourage housing that will meet the needs of the community in a manner that will best afford adequate choices in all income ranges and housing types.

2. To improve the quality of the existing housing stock.

3. To ensure that the citizens are provided with safe and sanitary housing while promoting residential energy conservation design and construction techniques.

4. To establish a residential zoning pattern and use which reduces the dependency on the automobile and encourages pedestrian connections to commercial and public areas.

**Policies**

1. Programs that will increase the supply of housing for low and moderate income families should be encouraged by the City.

2. The City shall establish zoning and subdivision ordinances regulations which encourage innovative land developments and incentives to provide a range of housing types, densities and price ranges that will adequately meet the present and future needs of the City.

3. Housing densities shall be consistent with the suitability of the land to support development and shall avoid natural hazards such as unstable soils, steep topography, flood/slide hazard areas and soils with poor drainage.

4. The City shall encourage higher density residential development on those zones where multiple family homes are permitted.

5. The City shall provide alternative housing opportunities in all residential zones to meet the special housing needs of residents.

6. The City shall encourage and cooperate with the appropriate official agency to assure that the housing stock is structurally safe.

7. The City shall cooperate and coordinate with Federal, State and local agencies in assistance programs for the improvement of housing conditions and for the rehabilitation of dilapidated housing in the City, including appropriate funding.

8. Residential development should be encouraged to locate within areas presently served by public services.

9. The City shall establish adequate requirements for public improvements within residential areas, including provisions for sanitary sewer, water, storm sewer, street improvements and street lighting.

10. The City shall zone a minimum of 7.0 acres of land to either R-2 or R-3 to provide opportunity to create multiple family residences for the projected population of the year 2025. This land should be located within reasonable distance of the City's downtown.

11. The City shall continually monitor the urban land supply and residential development to ensure adequate opportunities are available to meet current and future housing needs.

12. The City shall continually explore and utilize all opportunities for financing, development and maintenance of park land and recreational facilities.

13. The City shall coordinate with the Dayton School District to allow use of school playground equipment and sports facilities by residents when such facilities are not in use by the school.

14. To assure availability of parks, property shall be acquired in advance of actual need whenever possible.

# CHAPTER 8 - ECONOMY OF THE CITY

The City of Dayton is primarily a residential community with limited commercial and industrial resources. In spite of this lack of significant economic activity, the City possesses considerable attributes - an attractive downtown surrounding a public town-square, vacant industrial lands, continual improvements to the public facility system and close proximity to the Portland Metro area. The City will need to build upon these attributes to improve its economy.

## 8.1 Introduction

The nation and region have seen tremendous economic changes over the last 20-years. Nationally, the service industry supplanted manufacturing in terms of jobs and job growth. What was once the province of a handful of scientists - computers and the Web – has now become commonplace and revolutionized the way America conducts business. Oregon saw high-tech manufacturing passing the traditional agriculture and forestry sectors to become the state's primary employer. The image of a closed sawmill was often followed by the ground breaking of a new chip plant. Today's personal computer will likely become tomorrow's buggy whip, supplanted by as yet unforeseen new technologies. Downtown's may become a thing of the past as shopping is dominated by the Internet. Office space needs may be reduced as "telecommuting" becomes more prevalent. Large industrial areas remain vacant as manufacturing is transferred overseas and current processes are replaced with more efficient technologies. For these reasons, as well as others, it is a major challenge to accurately project the commercial and industrial needs of a community.

## 8.2 Employment Projection

The initial analysis extrapolates commercial and manufacturing land needs based on current demand. US Census 2000 figures indicate Dayton's workforce is 927 individuals. This represents 65.8% of the population aged 16 and older at that time. Census information also appears to indicate some 92.2% commute to work outside the City limits, leaving some 72 individuals that are employed locally. This basic information on employment applies to both the Commercial and Industrial zones.

Commercial

The City contains 28.04 acres of Commercial zoned land within the City. Of this total, 23.78 acres is developed. This represents one acre for every 105 people. *Assuming* this ratio is maintained, a total of 37.07 acres of Commercial zoned land will be necessary to meet the estimated 2028 population of 3,892. This will require an additional 9.03 acres of commercial land. In effect, the City will be required to develop the remaining 4.26 acres of vacant land, plus, add an additional 9.03 acres to meet expected demand based solely on population. It must be noted, there is only one parcel of Commercial zoned land greater than one-acre in size. This is located adjacent to Highway 18 and is anticipated this land will be developed with transportation-related types of commercial uses such as a fast-food restaurant or service station. This leaves slightly more than an acre within the City's downtown to be developed. The larger issue then is whether the commercial land is available in the right combination of quantity and location to meet the expected demand.

However, in spite of a 77% increase in population from 1980 to 2007, Dayton has not retained nor attracted important retail services such as a gas station, a major grocery store or medical and professional services. Anecdotal evidence suggests the number of retail businesses has actually declined as other communities - especially McMinnville - provide most of the retail goods and services.

Industrial

The City contains 50.81 acres of Industrial zoned land within the City. Of this total, 19.61 acres is developed, leaving some 31.2 acres of vacant industrial land. It is important to recognize a majority of the developed property includes a gravel extraction operation. Due to the unique nature of the operation and its location within the City's flood plain, it is doubtful this land is suitable for *industrial* redevelopment. The remaining developed land is in use for vehicle storage. However, as the land does not contain buildings or other improvements, this area was considered vacant for the purposes of this analysis. In effect, this establishes one acre of developed industrial land for every 128 people. Again, assuming this ratio is maintained, a total of 30.41 acres of Industrial zoned land will be necessary to meet the estimated 2028 population of 3,892. The City currently maintains some 31.2 acres of vacant Industrial land within the City as well as an additional 13.23 acres of Industrial-designated land within the UGA. Under these circumstances, the City has sufficient land to meet projected demand based on population. As with commercial lands, the larger issue is whether the land is available in the right combination of quantity and location.

Employment Analysis

Some 72 individuals are employed on 43.39 acres of developed Commercial and Industrial zoned land. This translates to 0.60 acres per locally employed individual. Assuming the local employment ratio remains in place, the 2028 population will see a workforce of 2,560 individuals, of which 180 will be employed locally. At 0.60 acres per person, some 108 acres of Commercial and/or Industrial zoned land are required. This translates to an additional 67 (approximately) acres of land need for employment purposes.

However, this assumes all employment is related to commercial or manufacturing activities. Local employment also includes the public sector, and in this case, the local school district is centered in the City. Inclusion of these individuals reduces the acreage per locally employed individual and therefore the demand for additional land. However, for the sake of this section, the focus will remain with Commercial and Industrial lands. The question for the City is whether there is sufficient land to meet local objectives.

## 8.3 Alternative Employment Projection

The previous method draws on assumptions concerning the ratio of employment to the land base and population to the land base. In other words, if nothing changes, there will likely be a need to add additional Commercial zoned land to address local employment requirements.

As an alternative, the study considered whether an aggressive jobs-housing approach may be feasible within the community. This choice seeks to increase local employment, thereby reducing commuting times and associated traffic impacts. It works from the premise that those who live in Dayton should have local employment opportunities.

Balanced-Growth Commercial and Industrial Needs Analysis

Dayton currently has a relatively low local employee-to-population ratio – 1:32. This means that there is one resident employee working in the City for every 32 residents. This fact confirms what everyone knows: most of Dayton's residents commute to jobs outside the area. This is off-set somewhat, but not to any great significance, by those who commute to Dayton for employment. There are a number of factors for this imbalance. Retail growth has been usurped by both McMinnville and Newberg, and to a lesser

extent Salem and the Portland metropolitan area. Growth sectors of Oregon's economy are located in these areas while Dayton remains dependent of resource based industries (essentially gravel) or local service-related (including government service) employment. As a result, and with the exception of Public zoned property, only 43.39 acres of the City are currently "employed" to provide jobs. The remaining vacant Commercial and Industrial zoned lands are either vacant or underutilized. The City does lack for the want of land, but lacks for the want of employers.

Balanced-Growth Employment Projection

In suburban communities, commercial and service employment typically occurs at about 22 jobs per acre, whereas industrial and wholesale trade jobs typically occur at an average of about 10 jobs per acre. Currently, local employment is approximately 1.66 jobs per acre. This number is likely somewhat higher recognizing there are those who commute to Dayton for employment. However, there is no significant local employment to retain residents. Improving the balance effectively requires the City to become more aggressive in recruitment of businesses.

What "job" ratio is appropriate for the City is a matter of choice and purely subjective. The current rate of 1:32 is very high and relegates the community to a bedroom community status. For a starting point, reducing the ratio by half would certainly improve the local economy and improve utilization of the land. At a ratio of 1:16, there would be one local job for every sixteen residents. With an anticipated population of 3,892, this translates into 243 local jobs, more than tripling local residential employment while only increasing population by approximately 50%.

With 243 jobs, and the current employment ratio of 0.60 acre per job, some 145.8 acres of Commercial and Industrial zoned land is necessary. Given the current 78.8 acres available (developed and vacant) this would require an additional 67.5 acres of Commercial and Industrial land. With less than 14 acres of such land designated for employment uses, the City might need to consider the addition of some 50-acres of Commercial or Industrial land. However, the information also indicates the existing land is underutilized. If all existing vacant Commercial and Industrial land (35.46 acres) where developed and employed 10 people per acre, this land alone would provide more than 350 jobs, a total exceeding even conservative expectations.

What this exercise shows that at current levels of land use, an aggressive economic policy cannot be accommodated within the existing UGB. However, increasing the employment per acre simply increases the utilization of the existing and potential land resource. Therefore, it is quite possible to reduce the need for land if the employee-per-acre ratio increases.

The issue for Dayton is not land availability for commercial and industrial property. There may well be sufficient land exists and in appropriate locations. As before, the issue before Dayton is the lack of suitable employers. There is no apparent planning revision necessary to provide for either the current or even an aggressive economic policy. The response lies in developing policies to attract new business to the community.

## 8.4 Economic Opportunities Analysis

A part of the process of addressing commercial and industrial needs, Oregon Administrative Rules 660-09 requires communities to conduct an "Economic Opportunities Analysis." This analysis helps determine whether there is sufficient land, in the adequate quantities and suitable locations to meet expected commercial and industrial requirements. Briefly, the analysis contains four basic steps:

(1) Review national, regional and local economic trends.

(2) Site requirements to meet expected demand.

(3) Inventory of existing commercial and industrial sites.

(4) Assessment of community economic development potential.

National, Regional and Local Economic Trends

Nationally, the movement is away from producing goods and toward providing services. Hi-tech and services related industries are supplanting traditional manufacturing businesses. Technical education is the key for tomorrow's work force as there are fewer opportunities for unskilled labor. Occupational opportunities will include the fields of computers, health care, science and research, education, and a variety of services.

Dayton also part of the Valley/Mid-Coast Region consisting of Benton, Lane, Lincoln, Linn, Marion, Polk and Yamhill Counties. Salem-Keizer area is the population center with other significant population concentrations in Eugene-Springfield and Corvallis-Albany. The largest employment sectors are found in state government, agriculture and food processing, education and wood products, with a significant increase in high-technology manufacturing. State government employment is expected to remain fairly constant and remained focused in the Salem area. Education employment is likely to increase, reflecting an increase in the general population over time. The agricultural sector is primarily focused on the food processors located within the I-5 corridor. While never significant in Dayton, lumber processing continues to decline in importance.

Other industries are beginning to emerge within the region. Tourism is taking on new importance, especially with the expansion of the casino in Grand Ronde and the emergence of a nationally recognized wine industry centered in Yamhill County. Healthcare opportunities are also expected to increase to coincide with an aging population. Retail trade (a service related industry) is also expected to be significant, in part to its connection with tourism but also reflected in a growing population. New high-tech industries are locating within the Salem area and east Yamhill County to take advantage of their proximity to the Portland metro region and the I-5 transportation corridor. In the Corvallis and Eugene areas, local technical development is able to take advantage of the State universities. Locally, farming is still an important industry. However, Dayton does not contain grain elevators, feed stores or implement dealers to serve the agricultural community and there is no local agricultural processing firm. These services are primarily concentrating in the McMinnville area.

Regarding emerging sectors, tourism is becoming more of a factor with the advent of the Spirit Mountain Casino and regional wineries. Although volatile, high-tech development continues to be an important factor in the State's growth, but less so in the immediate region.

Local Economic Activity

According to the Oregon Economic and Community Development Department and local chambers of Commerce, the leading employers within the Dayton area include the following:

**Table 8.1**

*Largest Area Employers*

| Employer | No. of Employees | Product | Employer | No. of Employees | Product |
|---|---|---|---|---|---|
| A-dec | 832 | Dental Equipment | Monrovia Nursery | 430 | Nursery Stock |
| McMinnville School Dist. | 530 | Education | Willamette Valley Medical | 425 | Medical |
| Newberg School Dist. | 525 | Education | Linfield College | 375 | Education |
| Evergreen International | 509 | Aviation | SP Newsprint | 350 | Newsprint |
| George Fox U. | 460 | Education | Wal-Mart | 330 | Retail |
| Cascade Steel Mills | 450 | Steel | Suntron | 300 | Circuit Boards |

Additional employment may be found in Dayton through the School District with 69 employees. Local manufacturing is primarily limited to gravel extraction and processing. There is no local high-tech manufacturing firm, although as noted above, there are a number within the immediate region.

As noted earlier, Census information indicates approximately 92.2% of the employed labor force commutes to work with a mean commuting time 25.7 minutes. This would indicate the majority of labor force is employed in other cities or areas for employment, most likely McMinnville and Newberg, and possibly Salem.

Potential Trends

Even with these trends for background, it remains difficult to determine with any precision the future commercial and industrial land needs for Dayton. Some general trends however can be considered:

- Government - Government employment is limited to the local schools and City Hall. With an increase in population, employment increases are not expected.

- Agriculture - While there is an active farming community, economic benefit is mainly achieved through processing and/or shipping of the raw material. The farm area surrounding the City includes a variety of agricultural products: nursery stock, fruit trees, nuts and grass seed are the dominant crops. For the most part, little if any processing is required to prepare and ship these items. One of the largest employers (Monrovia) packages and ships directly from the farm. Further, all supporting services are located within McMinnville. For these reasons, agricultural related development is likely to be extremely limited for the City.

- Manufacturing - With the exception of the gravel plant, there is no manufacturing within the City. However, the City retains suitable amounts of Industrial zoned or designated land to attract a variety of businesses. This developable area is located along Highway 18 and will be able to take advantage of the proposed Newberg-Dundee Bypass.

- Tourism/Wine Industry - Tourism is increasing, primarily due to the casino and a local wine industry centering around Dundee to the east. The later may become significant. While land in the City would not be in cultivation, the City can become a focal points for supporting activities such as processing (winery), tasting rooms, over-night accommodations, restaurants and higher-end retail businesses.

- Technology - The current hi-tech industry boom is not likely to impact Dayton in the near future. While sufficient land is available for this type of industry, the City lacks a labor pool with the necessary technical skills and is probably too far removed from Metro's "Silicon Forest" to be a significant player.

- Healthcare - An aging population will increase the demand on healthcare facilities. For most communities, this will involve nursing homes and assisted living centers. As a community within a rural setting and generally low cost housing, Dayton has certain advantages which could help attract this type of business and the supporting staff.

- Retail Services - During the 1990s, the City of McMinnville emerged as the retail center for Yamhill County. Consequently, many retail sales, service and professional needs, once common in Dayton, are now found only in McMinnville, (or Newberg to the east). Retail expansion is therefore expected to be very limited and will depend on substitution as the population increases. However, if the local wine industry continues to grow, this can become an important component for tourists.

Of the above categories, tourism/wine industry and healthcare appear to be the most prominent economic trends that could affect the community. While farming is significant, there is little likelihood of the City providing agricultural services or production. Again, these are centered in McMinnville or occur at the site. Manufacturing is declining nationally. However, the City possesses a large supply of developable industrial land along Highway 18 which can begin to attract new industries.

The City of McMinnville is the *de facto* regional shopping center for Yamhill County with major chains in retailing, restaurants, auto dealers and grocery stores as well as a range of personal services from attorneys to physicians. This trend will continue and Dayton may witness a continual shift in retail sales and services away from serving all but local needs. However, it is quite possible specialty retail type activities may be generated to serve the tourist population.

Assessment of Community Economic Development Potential

This portion of the analysis seeks to determine whether the existing land availability is suitable to meet expected needs. This is not just in terms of total amount of acres but as to individual parcel size and location.

- Government - This employment segment will be entirely concentrated at the schools and City Hall. There are no special land requirements to meet the projected needs of this segment as previous material indicated there is sufficient land to accommodate their use in the foreseeable future.

- Tourism/Wine Industry - There is a lack of a local tourist destination to draw visitors to the community. However, this is within an area containing several major wineries. As such, development will likely focus on providing opportunities for processing and supporting retail businesses such as hotels, restaurants or art galleries. Vacant Commercial zoned land is limited within the City. But as was noted under Chapter 7, there was some 5.81 acres of Commercial

Residential land that could be utilized. The CR zoned land is located adjacent to existing Commercial zoned property. While many parcels contain single family homes, these can be converted into commercial uses, such as bed and breakfast or retail boutiques.

- Healthcare - While the anticipated uses (nursing homes and assisted living centers) could be established in residential and commercial zones. There is no projected demand as to the number or size of new healthcare facilities that would likely be built within the City. This type of use may be limited by State regulation. This use was incorporated within the multifamily needs assessment.

- Manufacturing - The City contains more than 44-acres of vacant and serviceable Industrial land located along Highway 18. Construction of the Newberg-Dundee Bypass may well make this site more attractive for development, if it is ever constructed.

- Retail - The City's downtown is essentially "filled-in" with a few vacant parcels. This area also contains a number of vacant storefronts and underutilized buildings. As noted, retail growth has been marginal, at best, over the last 27-years in spite of a 77% increase in the City's population. As McMinnville has become the de-facto retail center, it is expected better utilization of the downtown buildings can meet most *local* retail needs, but potentially provide greater opportunities for tourists.

- Technology - Specific land requirements were not identified as all Manufacturing zoned land is available for this sector. The community's distance from Portland and lack of a high-tech labor force will likely limit the City's ability to attract this type of industry. McMinnville and Newberg absorb some of the high-tech spinoffs.

- Agriculture - The area agricultural crops (nursery, fruit, nuts and ornamentals) can generally be prepared on-site for shipment and potential limits on water would restrict the processing of food crops. For these reasons, it is unlikely the City will witness an interest in agricultural related firms. Further, agricultural serves are primarily concentrated in McMinnville.

- Expansion of Existing Firms - Land should be provided to allow for the future expansion of existing manufacturing businesses. However, there are currently no firms or any size anticipating expansion.

Site Requirements

The anticipated site requirements of each segment are reviewed below:

- Government - Generally, the existing land meets current and anticipated needs.

- Tourism/Wine Industry - No particular demand is required if a change in the Development Code clarifies whether wineries can use Commercial zoned property. Increase in local wineries may provide opportunities for restaurants, art galleries, etc. But these can likely be accommodated within existing commercial areas as many buildings are underutilized.

- Healthcare - Healthcare facilities will likely focus on nursing homes and assisted living centers. These uses usually require 1 to 4 acres of area and are often allowed in residential and commercial zones. As self contained facilities, proximity to the downtown is not critical in their location.

- Manufacturing - Manufacturing requirements vary considerably. It is assumed at least ten acres or more is required for most manufacturing facilities, although less may be feasible for smaller operations. Generally, the land should be relatively flat and capable of being served by public facilities. Arterial street or highway access is critical; rail access is beneficial but probably not essential. Access should not run through residential areas.

- Retail Services - The current Comprehensive Plan supports of a strong downtown. The downtown is well defined but contains vacant storefronts or under-utilized properties. Better utilization of the downtown buildings would likely meet most local retail needs. However, McMinnville will still remain the primary retail center for the community.
- Technology -The City lacks the skilled workforce to be a significant player in the high-tech field, even though sufficient land and water are available for this type of industry. Therefore, *specific* land needs for this sector were not identified.

- Agriculture - Unless there is a change in the local mix of agricultural products, the City will not become a provider to this industry.

- Expansion of Existing Firms – At this juncture, there is no apparent demand for additional land from existing firms.

Target Industry Summary

Regarding specific types of employment uses based on potential trends, the City appears to be ideally situated and in no case is the City lacking available land to meet these trends. Each of the employment sectors is summarized below:

- Government - No additional land demand is expected for employment purposes.

- Tourism/Wine Industry - Commercial zoned or designated land is available within the downtown to meet expected tourist demand. Opening Commercial zoned land to wineries would also be beneficial.

- Healthcare - Location is not a critical issue for this segment. High-density residential land is available throughout the City to provide the anticipated healthcare facilities.

- Retail Services - The downtown has a number of store vacancies that can be better utilized to meet future needs.

- Technology - No specific needs were identified, although any industrial property can accommodate hi-tech industries.

- Agriculture - No specific needs were identified, although any industrial property can accommodate processing firms. Existing crop base and water availability will be limiting factors.

- Existing Firms – There are no specific land requirements at this time.

Dayton is primarily a residential community with very limited commercial and industrial activity. This is not through lack of availability but the result of factors outside the City's control. Growing population may change this, but recent history has shown even significant increases in population do not always

translate into commercial and industrial growth. Changes in technology, distribution and the concentration of retail services in other communities diminishes the City's potential advantages. In this respect, the City has limited control over a number of factors that will influence potential employment growth. Even the identified assisted living sector is closely regulated by the state.

However, the City has the potential to use its location to become a center for wineries and therefore a destination for tourists. Wineries often attract other food processors (e.g., cheese, baking) as well as support an active commercial retail base. What is especially attractive that, unlike other area communities of similar size, Dayton maintains a central square that provides a focal point downtown activities. This creates a much sought after pedestrian friendly environment that can support tourism.

In addition, the City retains a significant amount of vacant industrial land within the city limits and the UGB. And while recent trends may signal a movement away from manufacturing, this land provides opportunities for other significant, and possibly unknown, uses. The City should view the maintenance of this property as critical for both local economic development and the regional economy.

## 8.5 Economy of the City Goals and Policies

### Findings

1. The majority of employment and commercial opportunities are located outside the City of Dayton.

2. Significant commercial businesses, such as a major grocery store, gas station or medical services, are not available within the City.

3. While businesses have located in Dayton, no *significant employer* has moved to Dayton in the last decade nor has any existing firm significantly increased the size of its work force.

4. The City's downtown, surrounding the central square, represents the primary commercial area of the community. Due to its location and historic character, this area has great potential but is unevenly developed and is in need of general upgrading.

5. Future commercial development should be focused on the existing downtown area, recognizing the City has neither the land area, location nor desire to attract major retailers.

6. To improve the quality of the downtown, and attract customers, renovation of existing structures and improved building design should be encouraged.

7. The City may wish to consider an emphasis on the wine industry as a means to attract tourists and associated supporting businesses to the community.

8. To increase local employment opportunities, existing industrial lands will need to be developed. The City should pursue opportunities, through partnerships or other means, to develop the industrial area on the east side of the City.

9. On balance, the City maintains sufficient land, and in suitable locations, to meet expected demand as well as sufficient surplus industrial land to meet potential manufacturing opportunities.

## Goals

1. To diversify and improve the City's economy.

2. To provide sufficient, orderly and convenient commercial and industrial development that will enhance the livability of the community and meet the needs of the citizens.

3. Create an environment that will enhance the downtown and provide a focal point for both residents and visitors.

## Policies

1. The City shall promote diversification of the City's economy by designating sufficient lands for commercial and industrial uses.

2. The City shall support and cooperate with appropriate regional, State and Federal agencies that acknowledge and aid the special needs of rural communities for the purposes of improving the economy of Dayton.

3. The City shall actively pursue measures and incentives to encourage the retention and expansion of existing firms and attract new commercial and industrial businesses to locate in Dayton.

4. The City shall encourage, and establish regulations supporting, the location of wineries and their attendant businesses in the community.

5. The City shall ensure necessary public services are available, are of sufficient capacity and adequately maintained to provide for growth and development of identified commercial and industrial property.

6. Development shall be controlled in such a way that the maximum utilization of public utilities can be achieved.

7. Commercial development shall take into consideration traffic safety and compatibility with respect to Ferry Street, Highway 18 and Highway 221. The City shall confer with the Oregon Department of Transportation regarding development along or near these streets.

8. The City shall promote the continued function and preservation of the central business district as the primary retail center of the community. This general policy statement shall be supported by the following policies:

    - The City shall designate Commercial zoned land located south of Church Street, east of fifth Street, north of Alder Street and west of Second Street as the Central Business District (CBD).

    - Competing commercial activity outside the CBD, especially linear "strip" commercial development, shall be discouraged.

    - Downtown development and redevelopment, renovation of existing structures, and preservation of historic structures in the CBD shall be encouraged.

- High quality development in the CBD shall be encouraged through separate design standards and the design review process.

9. The City shall encourage the development of existing designated industrial land through partnerships with other agencies, private entities or other reasonable methods that will promote growth in local employment.

# CHAPTER 9 - PUBLIC FACILITIES AND SERVICES

## 9.1 Water Service

The City of Dayton has a water supply and distribution system which has served the citizens for nearly a century. Over this period, the system has been upgraded many times to meet the growing needs of water users and to keep current with the requirements of the State Health Division.

Until recently, City of Dayton relied on a series of wells and springs within the Red Hills, approximately two miles north of the City. There are three additional wells in the City, and in combination with the watershed, produced some 562,900 gallons per day (gpd). Both the wells and springs required treatment to remove iron and manganese (and in one case sulphur).

*Previously*, the City's storage capacity was rated at 985,000 gallons. Distribution is through an eight-inch steel main conveying stored water two miles to the distribution system. The downtown is served by six-inch and eight-inch steel and cast iron lines while six-inch or smaller lines serve the residential areas. The City has continued replacing older lines as needed.

The City completed the "City of Dayton Water System Master Plan" in 1994. The system plan noted the following general information on the existing public water system:

- The system is supplied from five wells and one spring complex. These existing sources are gradually losing capacity due primarily to falling groundwater tables.

- The spring produces a consistent flow with good water quality but the spring can only supply approximately 5% of the required 20-year summer water requirements. It can provide up to 25% of the current winter demand. It may, in the future, be of some concern to the State Health Division due to potential contamination with surface water.

- There are two wells located on the hill near the springs. They produce good quality water but have consistently lost capacity over the last several years and are expected to continue this loss as the groundwater levels fall.

- The three wells in Dayton are all experiencing water quality problems and will also lose capacity as they are used. They require treatment to remove iron and manganese (and sulfur in one well) before the water can be placed in the distribution system.

- The existing water supply is capable of supplying only two-thirds of the summer peak demand, requiring rationing of water during average and warmer summers.

- A new high volume, dependable water supply is needed for the City to meet the significant water demands projected over the 20-year design period. The existing system is barely adequate to meet current demand while the demand for water is expected to double over the next 20 years.

It was the conclusion of the Master Plan study the City has no alternative but to seek additional water sources and provide additional storage capacity. In response the City embarked on a joint project with the City of Lafayette to procure additional well sites and construct new treatment and storage facilities. The result was the establishment of five new well sites to the west of the City, on land currently zoned Exclusive Farm Use by Yamhill County. In addition, a new treatment facility and 1.5 million gallon

reservoir were constructed along Ferry Street at the west end of the City. These improvements address issues of supply and fire suppression and are expected to provide sufficient water during the planning period. However, to ensure residents will continually be served, these services should not be extended outside the City limits.

## 9.2 Sanitary Sewer

The City of Dayton is designated as a Sewage Works Implementation Agency under Section 208 of the Area-wide Waste Treatment Management Plan, a program designed to carry out the Clean Water Act. The City has the responsibility for planning, operating, maintaining and financing sewage works. The Oregon Department of Environmental is the designated regulatory agency for design criteria, operation and maintenance of sewage facilities. DEQ is responsible for approving treatment plant construction and system improvements.

Dayton's sewerage treatment facility is a lagoon system, consisting of four oxidation ponds. The facility is sited on a 33-acre site in the northeast section of the City (and within the UGB) and is located adjacent to Industrial zoned or designated property. Originally constructed in 1965 it was updated in 1982. Currently, the system treats 60,000 to 70,000 gallons of effluent per day. The system was originally designed to accommodate up to 2,300 residents. While repairs were made during the most recent up-date, the system still has excessive infiltration/inflow. To ensure residents will continually be served, these services should not be extended outside the City limits.

The last sewer master planning document was completed in 1976. Anticipated population projections clearly require the City to update or replace the facility. The City recognizes this need and is in the process of establishing a new master plan for wastewater treatment.

## 9.3 Storm Drainage

There is no City-wide storm drainage system. Drains are currently provided within the central city area and along portions of Ash Street. The remainder of the City relies on surface drainage. New developments are required to construct in-ground storm sewer improvements and disposing of storm water to an approved point of discharge.

## 9.4 Fire Protection

Fire protection is provided through the Dayton Rural Fire District. The District provides service to the City and outlying areas, covering some 75 square miles of service area. The District recently constructed a new station along Ferry Street and is staffed by 46 paid and volunteer members.

## 9.5 Police Protection

The City does not provide a local police force. It has in the past contracted directly with the Yamhill County Sheriff's Department, specifically assigning a half-time or full-time officer to provide services. However, this relationship is entirely dependent upon voter-approve levies to fund the position. If funding is not approved, the City simply becomes a part of the regular Sheriff's Office patrol.

## 9.6 Medical Services

There are no medical services or facilities in the community. The closest facilities are in the City of McMinnville. The old McMinnville hospital was recently replaced by the Willamette Valley Medical

Center located on a 30-acre campus some four-miles west of Dayton. The 140,000 square foot hospital also includes a physician office building of nearly 30,000 square feet. The hospital employees 425 and includes a Cancer Center. In addition, Providence Newberg Hospital recently completed an approximate 400,000 square foot regional facility in Newberg. This new campus employees 250 with a staff of 100 physicians. Both hospitals provide ambulance services. On balance, with the exception of a community based medical clinic, regional services are capable of meeting the medical care needs of the City.

## 9.7 Solid Waste

Solid waste disposal is both a local and regional concern. Western Oregon Waste provides solid waste disposal services for the City, as well as many adjacent communities. Refuse is collected and transported to the Riverbend Landfill some three miles west of McMinnville. This is the only fill site in the County as both the Whiteson and Newberg Landfills were closed for failing to comply with stricter environmental regulations. To ensure continued use of this site, Yamhill County Solid Waste embarked on a significant effort to implement recycling, of which Dayton is a part of. Based on the 2004 analysis, some 150,000 tons of waste are generated in the County each year. Fortunately, 54% of this waste is recovered, leaving some 67,600 tons of material that are hauled to the Riverbend Landfill. This recovery rate is the highest rate in the State allowing continued use of the Landfill for the foreseeable future.

## 9.8 Education

Educational services are on the most important assets of a community. The educational system is often a primary determinant in families selecting a home or businesses selecting a new location. Academic, social and athletic activities sponsored by the schools also helps create a community identity and promotes citizen interaction. Further, schools provide space and facilities for civic and organization functions that might not be possible due to limited resources. Previous information identified the importance of school facilities in providing recreational opportunities.

Local educational services are provided by the Dayton School District #8. While centered in the City, the District serves an approximate 55-square mile region surrounding the City.

The system includes an elementary school, junior high school and high school. The elementary school was constructed in 1951 with an expansion in the early 1960's. The High School dates back to 1936 with an addition constructed in 1968 to accommodate junior high grades. The schools are near capacity and a bond measure to construct a new high school facility failed in the 1990s. Subsequent measures allowed for minor building improvements. However, the School District retains more than 40-acres to permit eventually expansion of District facilities. Current enrollment includes 348 students at the High School, 247 at the Junior High and 465 elementary school students. Finally, the community is also served by a Head Start program housed in a new building located adjacent to the elementary school.

## 9.9 City Government

Dayton has a mayor-council form of government. Daily administration is under the supervision of a City Manager. Current department services include public works, library and city administration. Engineering, building and planning services are provided under contract with private firms. In addition, the planning program is overseen by a five-member Commission appointed by the City Council.

## 9.10 Social and Cultural Services

While a rural community, the City of Dayton is fortunate to have a variety of social and cultural opportunities within the City. There are several organizations that allow local citizens opportunities to both socialize and provide social services to the community. Area museums include the Evergreen Aviation Museum in McMinnville and the County Historical Museum in Lafayette. Art galleries and theaters - both stage and screen - are located in McMinnville and Newberg and both communities offer a variety of community events. Further, Dayton's close proximity to Portland and Salem provides additional social opportunities. On balance, the City is generally well served by social and cultural services, if not within Dayton itself, certainly within the immediate area.

## 9.11 Utilities

Energy

Electricity, propane, heating oil, wood and fuel oil are the energy sources available and used in the community. While there is a natural gas easement along Highway 18, the City is not served by this energy source. With the exception of wood, all fuels are imported into the City. Portland General Electric is the primary energy provider.

It is important to recognize that, like most communities, the City is dependent on outside sources to meet its energy requirements; there are effective or efficient local substitutes to meet demand. Therefore, energy costs, especially vehicle fuel costs, will impact whether the City is able to attract new residents.

Communication

The City is served by Comcast which provides both cable-TV services and Internet connections. With this, residents have access to regional television stations, national networks and the variety of channels offered. Internet service is also provided by the local phone company, Verizon. The City also has a Website: www.daytonoregon.org.
Local newspapers include the thrice-weekly *McMinnville New-Register*. Daily newspapers include the *Oregonian* out of Portland and the *Statesman-Journal* out of Salem. Finally, Dayton has received postal service since 1853.

## 9.12 Public Facilities and Services Goals and Policies

### Findings

1. The City recently completed necessary water system improvements. It is anticipated these improvements will provide sufficient water at least through the immediate future.

2. The sanitary sewer system is closing in on its upper limit of serviceability. It is apparent a new or upgraded system will be required to meet future sanitary sewer needs. To this end, the City will need to develop a new master plan.

3. The City is lacking sufficient storm drainage facilities. This will become more of a problem as the City continues to develop. A master plan addressing storm needs of the City will be necessary.

4. Fire protection is more than adequate with service provided by the Dayton Rural Fire Protection District. However, police services are sometime erratic and dependent on local bond measures to ensure staffing by the Sheriff's Office.

5. Hospitals in McMinnville and Newberg provide necessary medical services for the community. However, the City is lacking in a local clinic or specialist services such as a dentist.

6. Solid waste services are available and it appears the local land fill is adequate for the foreseeable future.

7. Educational services are provided by the Dayton School District which serves the City and surrounding region. The District maintains elementary, middle and high schools within the City.

8. The City is operated with a council-manager system.

9. Private utilities such as electrical power, telephone and cable are available in the City.

**Goals**

1. To develop a timely, orderly and efficient arrangement of public and private facilities and services as a framework for future development.

**Policies**

1. Public facility and services plans shall coordinate the type, location and delivery of public facilities and services in a manner that best supports the existing and proposed land use of Dayton.

2. Water, sewer and storm drainage services shall be adequately provided and maintained in order to meet the residential, commercial and industrial needs of the city.

3. The City shall, when determined to be in the best interest of the community, support and cooperate with appropriate state, federal and regional agencies in order to maintain acceptable standards regarding water quality and sewage disposal.

4. The City will continue to recognize previously authorized connections to the City water or sewer systems beyond the city limits.

5. The City shall not provide sewer and water services to lands outside the City limits.

6. The City shall not extend water or sewer services into the area between the city limits and the urban growth boundary unless the property owner has:

    a. Agreed to pay the costs incurred by the City;

    b. Signed an agreement with the City which waives the right to remonstrate against annexation; and

    c. Demonstrates a need for water or sewer service due to an existing health hazard on that property.

7. When funds become available, the City shall update its master plan for sanitary sewer.

8. When funds become available, the City shall create a master storm sewage plan. Until such time, new development shall be responsible for providing an adequate storm drainage and collection system within the development.

9. Developable area which are most easily served by public facilities and services shall be identified and promoted as priority development areas.

10. A public facility and service shall not be provided in a developable area unless there is a provisions for the coordinated development of all facilities and services applicable to the kind of development intended.

11. A high standard of police protection shall be provided. Special consideration shall be paid to areas of critical concern, especially juvenile problems.

12. A high standard of fire protection shall be maintained and expanded as needed, and the City shall investigate improvements that will improve its fire rating.

13. When making land use decisions, the City shall consider the impact of all communication systems.

14. The City shall coordinate local planning with communication agencies so the availability and quality of service will be maintained.

# CHAPTER 10 - TRANSPORTATION

## 10.1 Introduction

Consistent with requirements in the State Transportation Planning Rule, the City of Dayton developed a Transportation System Plan (TSP) in conjunction with the Mid-Willamette Valley Council of Governments. Findings from the TSP provide updated information on traffic, street classifications and conditions, traffic hazards, rail systems, airports, public transit, pedestrian and bicycle needs, and, long-range transportation needs.

This document, titled the "City of Dayton, Oregon Transportation System Plan" and dated June 2001, is hereby incorporated as Appendix "A" into the *Dayton Planning Atlas and Comprehensive Plan*. This document establishes background information and related findings on transportation issues.

The document also contains supportive Plan policies and Land Use and Development Code amendments. For reasons of clarity, supportive findings, goals and policies will be enumerated in the following Section.

## 10.2 Transportation Goals and Policies

### Findings

1. The automobile constitutes the primary mode of travel in Dayton.

2. The conditions of Dayton's streets are generally adequate for the existing traffic load. Increases in traffic counts will require additional improvements and maintenance.

3. Few streets are improved with curbs and sidewalks.

4. The most serious traffic hazard exists at the intersection of ?? and Third Streets.

5. The closest available rail line, which is currently operated by the Portland and Western, is about 0.25 miles to the urban growth boundary.

6. The nearest available air service is in the McMinnville; the nearest scheduled air service may be found in Portland.

7. At the present time the only localized public transportation available to Dayton is through the Yamhill Community Action Program. The bus provides transportation for the elderly, handicapped and other desiring rides.

8. The relatively short distances between Dayton's commercial core and residential areas, make both walking and bicycling attractive transportation choices. Side streets serve as the primary routes for local bicyclists.

9. There are no developed bicycle paths in the City although Highway 18 is included as a bicycle route in the Oregon State Bikeway System.

10. The City provides adequate disabled access to the Commercial area though ADA ramps at the major intersections.

**Goals**

1. To provide a safe, convenient, aesthetic and economic transportation system through a variety of transportation means.

**Policies**

1. Transportation facility designing shall be done in a manner which will minimize adverse effects on the existing land uses and natural features and will meet accepted safety and design standards.

2. The Dayton Transportation Systems Plan shall designate arterial, collector and local streets and proposed streets to assist in prioritizing street development and maintenance.

3. The City shall promote alternative modes of transportation that will be energy conserving and will provide maximum efficiency and utilization.

4. The City shall support and encourage mass transit and public transportation programs.

5. The City shall continue to investigate all sources of funding for street improvement and to upgrade City streets as funds become available.

6. The City shall coordinate with Yamhill County and the Oregon Department of Transportation with regard to City actions and needs which may affect traffic on State and County roads within the Urban Growth Boundary.

7. The City shall promote transportation improvements and actions which address the special needs of low income, the disabled and senior citizens as future development occurs.

8. The City shall insured that transportation improvements are used to guide urban development and are designated to serve anticipated future needs.

9. The City shall coordinate with the Portland and Western Railroad on any future need to expand rail service to Dayton.

10. The City shall coordinate with Yamhill County and the Oregon Department of Transportation in the development of a county-wide bikeway plan and a designated bicycle route.

11. Bicycle paths between schools, parks, commercial areas and residential areas throughout the City, shall be promoted.

12. Bicycle lanes will be installed as part of arterial and collector street improvements.

13. As funds are available, the existing effort to install disabled curb cuts at street/sidewalk intersections should continue.

14. Walking shall be encouraged by properly maintaining existing walkways and by encouraging walkways in future developments.

15. New sidewalks should be free of physical obstruction, such as mail boxes, utility poles, sign posts or guy wires.

16. The highest priority for sidewalk improvements and maintenance should be on the arterial and collector streets, especially those sidewalks in proximity to the schools.

17. The second priority for sidewalk improvements and maintenance should be those sidewalks that improve connectivity and circulation.

18. The City shall examine hazardous traffic conditions in detail and make improvement recommendations through a systematic capital improvement plan.

19. The City shall participate in any updating process for the City of McMinnville Master Airport Plan and strive toward maintaining a compatible relationship between growth of the airport and nearby environs.

20. The City shall coordinate with the Oregon Department of Transportation to have alignment and elevation problems along Third Street between Ferry Street and the Palmer Creek Bridge.

**Policies – Newberg-Dundee Bypass**[1] *(Added ORD 605 Adopted 3/21/11)*

1. The City actively supports the development of the Bypass in the southern location corridor selected as the preferred alternative in the Tier 2 Environmental Impact Statement (EIS) process. The preferred alternative includes an extension of Ferry Street and a new bridge across the Yamhill River and improvements to connect Kreder Road under the existing Oregon 18 bridge. The City's support of the Bypass project is also based on ODOT's commitment that the existing Dayton interchange to Oregon 18 will not be closed.

2. The City supports the designation of the Bypass as a moderate to high-speed statewide expressway and freight route as defined in the Oregon Highway Plan. The Bypass and interchanges will be fully access controlled and no direct access will be allowed from private properties onto the Bypass. The primary function of the Bypass is to provide for moderate to high-speed statewide and regional trips and to relieve congestion through downtown Newberg and Dundee.

3. The functions of the Bypass are to accommodate and divert longer-distance statewide through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g. McMinnville, Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas planned for commercial development within Dayton.

4. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County took to advance construction of the Bypass, the City of Dayton acknowledges that reliance upon the Bypass as a planned improvement to support comprehensive plan amendments or zone changes is premature.

   In accordance with OAR 660-012-0060, no portion of the Bypass will be considered a planned improvement that is reasonably likely to be constructed during the 20-year planning horizon until the OTP includes all or a specific phase of the Bypass in the construction section of the Statewide

Transportation Improvement Program (STIP) or until ODOT agrees, in writing, that all or a portion of the Bypass may be considered a planned improvement.

5. The City of Dayton will coordinate with ODOT, Yamhill County and affected property owners to complete an Interchange Area Management Plan (IAMP) for the Dayton Interchange as a way to help protect the function and capacity of the interchange for at least a 20 to 25-year planning period. The IAMP must be adopted by the Oregon Transportation Commission (OTC) before construction of the respective interchange, consistent with the requirements of the 1999 Oregon Highway Plan and OAR 734-051-0155(7).

6. The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an Interchange Area Management Plan to protect interchange operation or an access management plan for segments along the highway [OHP Action 1B.8]. Thus, the City will work with ODOT, property owners, and citizens to finalize the Dayton IAMP prior to construction of the full Bypass or a phase of the Bypass, as appropriate. The IAMP must be consistent with the Dayton Comprehensive Plan and adopted by the OTC.

7. The IAMP for the new Dayton Interchange will consider access and circulation options to support uses in the commercial / industrial area within the UGB and east of the S. Yamhill River.

8. The IAMP will include consideration of any proposed or adopted plan for developing the East Dayton Industrial Park, which comprises the area annexed to the City by Ord. No. 532 along with remaining property designated for industrial use within the UGB and adjacent to Oregon 18.

9. To preserve lands intended for industrial use and protect the function of the Bypass, the City will discourage commercial zoning to the east of the S. Yamhill River. Until the IAMP is adopted, the City will coordinate with ODOT through the Site Design Review process to provide an opportunity to work with applicants in an effort to avoid actions that would negatively impact future construction and operation of the Bypass.

10. To provide a basis for coordination at site plan review, the City of Dayton Transportation System Plan (2001), incorporated as "Appendix A" to the Comprehensive Plan, shall be amended to show the proposed changes to local circulation and access that are included in the Tier 2 EIS and would be necessary to support mitigation for local roads and access that would be severed or disrupted by the Bypass.

[1] These policies are proposed for the Newberg-Dundee Bypass. As requested by the City, the policies are formatted to fit the existing Chapter 10 – Transportation.