Downtown Stayton Transportation & Revitalization Plan

Technical Memorandum 1

Existing Conditions Analysis

Prepared for:

City Stayton, Oregon
Oregon Department of Transportation

March 5, 2007

City of Stayton, Oregon
Downtown Stayton Transportation & Revitalization Plan

Technical Memo 1, Existing Conditions Analysis

Analysis of Existing Land Use and Transportation Conditions in the Downtown District

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Table of Contents

Introduction	1
Stayton 2020	2
Existing Land Use & Development Policy	2
Existing Land Use and Related Conditions	6
Existing Infrastructure and Improvements	12
Existing Transportation Conditions, Policies & Plans	16
Summary of Opportunities & Constraints	24

Figures

Figure 1 Study Area Base Map	1
Figure 2 Comprehensive Plan and Zoning Designations	4
Figure 3 Historic Overlay Districts	6
Figure 4 Existing Land Use	8
Figure 5 Large Land Holdings	9
Figure 6 Ratio of Improvement to Land Values	10
Figure 7 Historically Significant Buildings	12
Figure 8 Existing Infrastructure & Proposed Improvements	14
Figure 9 Parks Master Plan and Improvements	15
Figure 10 Functional Classifications	17
Figure 11 Key Attractors	21
Figure 12 Substandard Sidewalk Conditions and Widths	22
Figure 13 Parking Availability	24

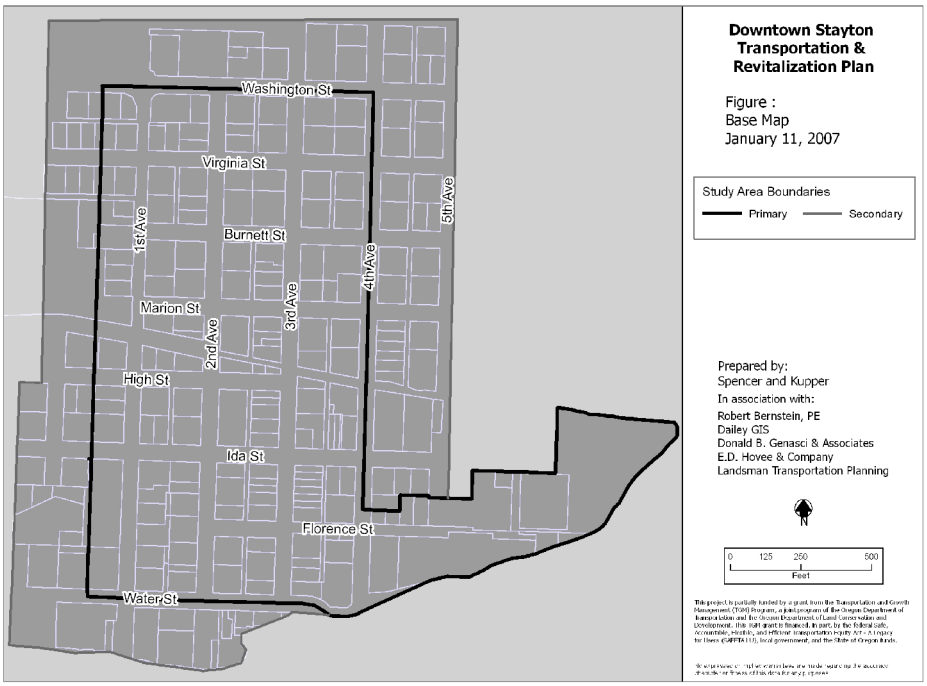
Technical Memo 1, Existing Conditions Analysis

Introduction

The purpose of Technical Memo 1 is to identify and generally describe the existing land use and transportation conditions within the planning area. City staff has compiled relevant GIS information and documents that have been reviewed by the consulting team, and are summarized below.

The study area is made up of primary and secondary areas. The primary area includes the primarily commercial areas in Downtown Stayton. **Figure 1** is a Base Map of the study area. The primary area extends from Washington Street to Water Street and from both sides of 1St Avenue to 4th Avenue. This area also includes both sides of Florence Street east of 4th Avenue. The secondary area includes an approximately one block zone around the primary area, and has primarily residential uses.

Figure 1
Study Area



Stayton 2020

Stayton 2020 is a vision document for the entire city produced in the mid-1990s that contains specific vision statements for the Downtown. Though never officially adopted by the City, the document reflected a substantial effort of public involvement that has not been replicated since. Key vision elements are:

- A unified thriving downtown district serves as the community's focal point.
- Renovation and new development are compatible with a small town atmosphere.
- A redeveloped Paris Woolen Mills site and waterways help unify and enhance downtown.
- The downtown is a mix of retail, professional offices, government, innovative housing and parks.
- Buildings are oriented to the waterways and the area is pedestrian friendly.
- Conflicts between autos and pedestrians are minimized and adequate parking exists.
- Affordable creative housing types meet the needs of a more elderly and diverse population.
- New housing types are downtown including housing above storefronts, riverfront condominiums, and housing developed on the Paris Woolen Mills site.
- Mixed use development combines residential and commercial uses with open space and natural areas.
- Pedestrian and bicycle paths link residential neighborhoods to the downtown.

Several of these elements have been incorporated into specific master plans that have been adopted by the City.

Existing Land Use and Development Policy

Comprehensive Plan

The Comprehensive Plan provides the basis for current zoning designations in the area. See **Figure 2** Comprehensive Plan/Zoning designations. The Plan also includes a number of land use and economic goals and policies that are specifically related to the Downtown:

Goals

- Promote the continued functioning and preservation of the central business district as the primary retail area of the community.
- Provide adequate off-street parking facilities for commercial development.
- Encourage a pedestrian-oriented atmosphere in the central business district.
- Encourage the protection and preservation of historic sites and structures.
- Maintain downtown Stayton as an area for specialty shops, restaurants, entertainment, government offices and professional offices.

Policies

- High density residential uses combined with commercial uses shall be allowed in the core area within the Commercial Retail and Commercial General zones. High density residential development shall be allowed on Commercial Retail and Commercial general zoned property located along the Stayton Power Canal and Salem Ditch, between N. First Avenue and N. Fourth Avenue.
- Land for medium density residential development shall be designated on the periphery of the central business area and in each sector of the city and urban growth area.
- The central business area of Stayton shall continue to be the primary retail business area of the community.
- The development regulations shall contain specific requirement for all off-street parking needed for commercial, industrial, public and residential developments.
- A pedestrian-oriented atmosphere in the downtown area shall be provided through requirements for commercial uses that include curb cuts, sidewalks and street hardware for pedestrians and the disabled.
- The central business area shall be preserved and maintained as the major shopping area of the community.
- Shopping center malls shall be limited to 80,000 square feet to maintain the competitive diversity in Stayton's retail economy.
- The size of big box stores shall be limited to 30,000 square feet to maintain competitive diversity in Stayton's retail economy.

Figure 2
Comprehensive Plan & Zoning Designations

Development Code (Zoning)

The City of Stayton City Council adopted an updating of Title 17-Development Code effective February 1, 2007. The Comprehensive Plan/Zoning Map describes allowed uses for zones within the City. Within the study area, there are two commercial zones (Commercial Retail-CR and Commercial General -CG) and three residential zones (Low Density-LD, Medium Density-MD, and High Density-HD). See **Figure 2**. There are also three properties zoned Public/Semi-Public-P.

The CR district applies within the primary study area north of Ida Street and east of 1st Avenue. This zone provides for retail, service and office uses. Housing is permitted only as part of a mixed use development and not on the ground floor. Auto-oriented uses are generally not permitted. General merchandise and

food/beverage uses (department and grocery stores) are limited to 10,000 square feet in area.

The CG District applies south of Ida Street, west of 1st Avenue and along Florence Street east of 4th Avenue. This zone provides for a wider range of commercial and professional uses than the CR district, permits auto-oriented use and has the same limitation on residential uses as the CR district. There are no size limitations for commercial uses.

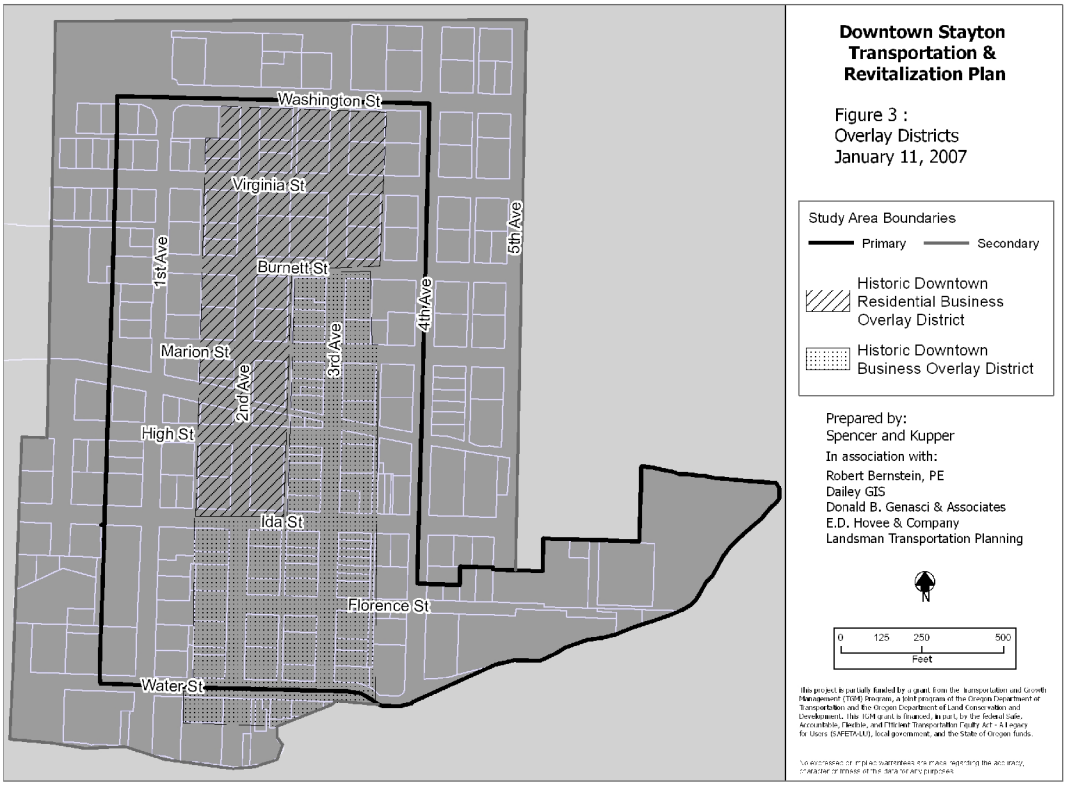
The LD District applies in the eastern portions of the secondary study area and permits primarily single family dwellings at densities up to 6 units per acre. MD areas are found within the secondary area and permit single family and attached dwellings up to 12 units per acre. The HD district is also found within the secondary study area. Multifamily dwellings are permitted at a minimum density of 13 units per acre. There is no maximum density requirement.

Two historic overlay districts also apply within the primary study area. **See Figure 3.** The Historic Downtown Business Overlay District-HDB applies along both sides of 3rd Avenue south of Burnett Street and along 2nd Avenue south of Ida Street to Water Street. This area is characterized by historic multi-story commercial buildings built to the sidewalk and having a variety of architectural detailing. Alterations and restorations of existing buildings are encouraged to conform to requirements appropriate to historic commercial structures. New buildings and structures are required to meet a variety of standards designed to retain the historic commercial character of the area. These standards apply to site and architectural design. Other requirements address streetscape, landscape, signage and demolition.

The Historic Downtown Residential Business Overlay District-HDR applies to an area that was once predominantly residential but now includes many residential structures converted for commercial use. This overlay district is south of Washington Street along 3rd Avenue to Burnett Street, and along 2nd Avenue to Ida Street. Standards require restoration of existing buildings and new construction to maintain a residential character consistent with the area. Other requirements address streetscape, landscape, signage and demolition.

It should be noted that most of the requirements identified in the two historic overlay districts may not be strictly enforceable because of language that includes “should” and “encourage” rather than “shall” and “must”.

Figure 3
Historic Overlay Districts



Existing Land Use and Related Conditions

Existing land uses within the study area are shown on **Figure 4**. These data were compiled from use codes for buildings and properties from the County Assessor’s data base and updated from field observations. This information will provide a starting point for considering future development options for the area.

In general, a commercial and office corridor exists along 2nd and 3rd Avenues and on abutting streets, particularly south of Burnett Street. Larger retail uses and some auto-oriented uses are located on the west side of 1St Avenue. South of Ida

Street there are several vacant buildings and surface parking lots, and vacant land along Florence Street east of 4th Avenue. There is a concentration of auto repair garages on Water Street and a small lumber yard. **Table 1** summarizes existing land uses for both the primary and secondary study areas.

Table 1- Summary of Existing Land Use

Land Use	Number of parcels	Acres	Percent of total area
Residential			
Single family	74	13.93	26.95
Multi-family	7	2.04	3.95
Duplex	2	0.40	0.77
Subtotal	83	16.37	31.67
Office			
General	30	4.85	9.37
Medical	7	1.16	2.24
Subtotal	37	6.01	11.61
Commercial			
Financial	2	0.50	0.97
Food/Beverage	11	1.54	2.98
Auto	4	0.94	1.82
Retail	19	3.95	7.64
Service	11	2.07	4.00
Subtotal	47	9.00	17.41
Industrial			
Manufacturing	1	0.13	0.25
Outdoor storage	3	0.89	1.73
Subtotal	4	1.02	1.98
Public/Semi-Public			
Park	4	1.09	2.10
Civic	6	4.56	8.82
Schools	3	1.02	1.97
Subtotal	13	6.67	12.89
Vacant/Unknown			
Parking	18	2.46	4.75
Vacant Parcel	25	8.38	16.21
Vacant Building	9	1.70	3.28
Unknown	1	0.10	0.19
Subtotal	53	12.64	24.44
Total acreage		**51.69**	100.00

Figure 4
Existing Land Uses

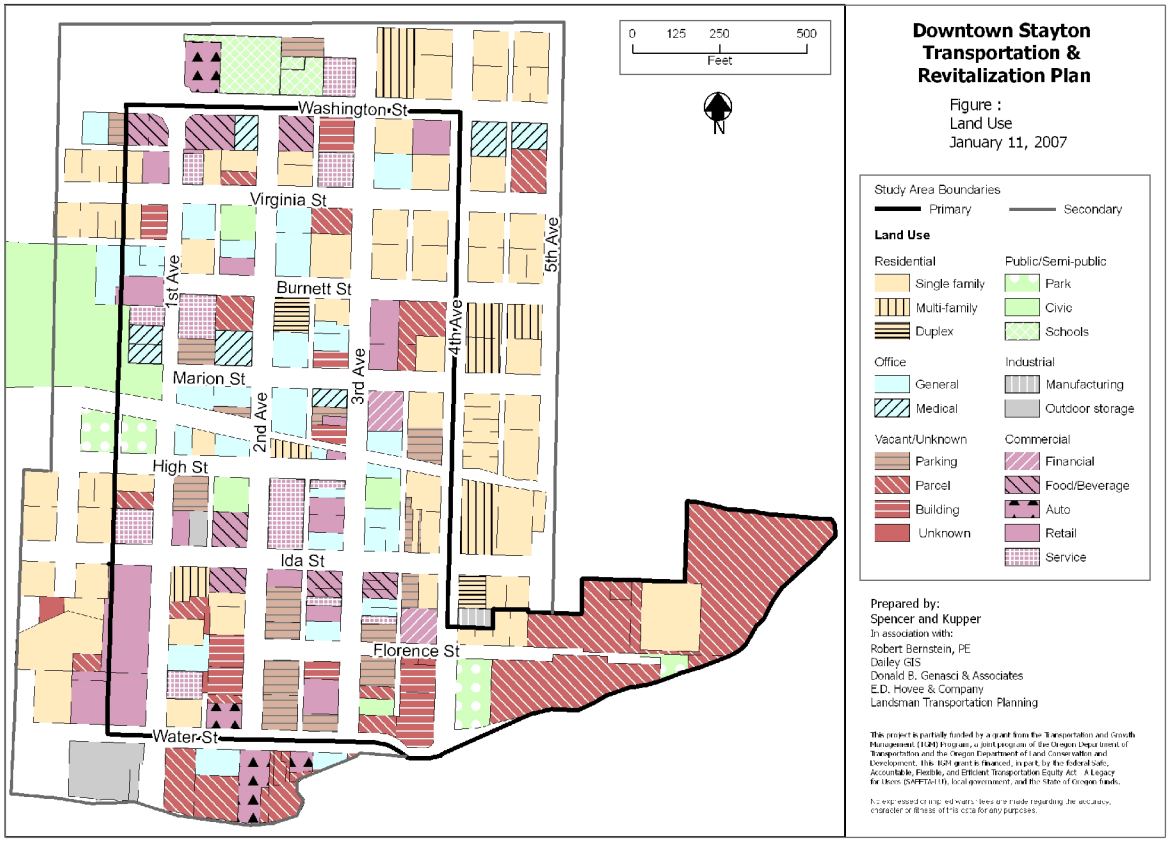
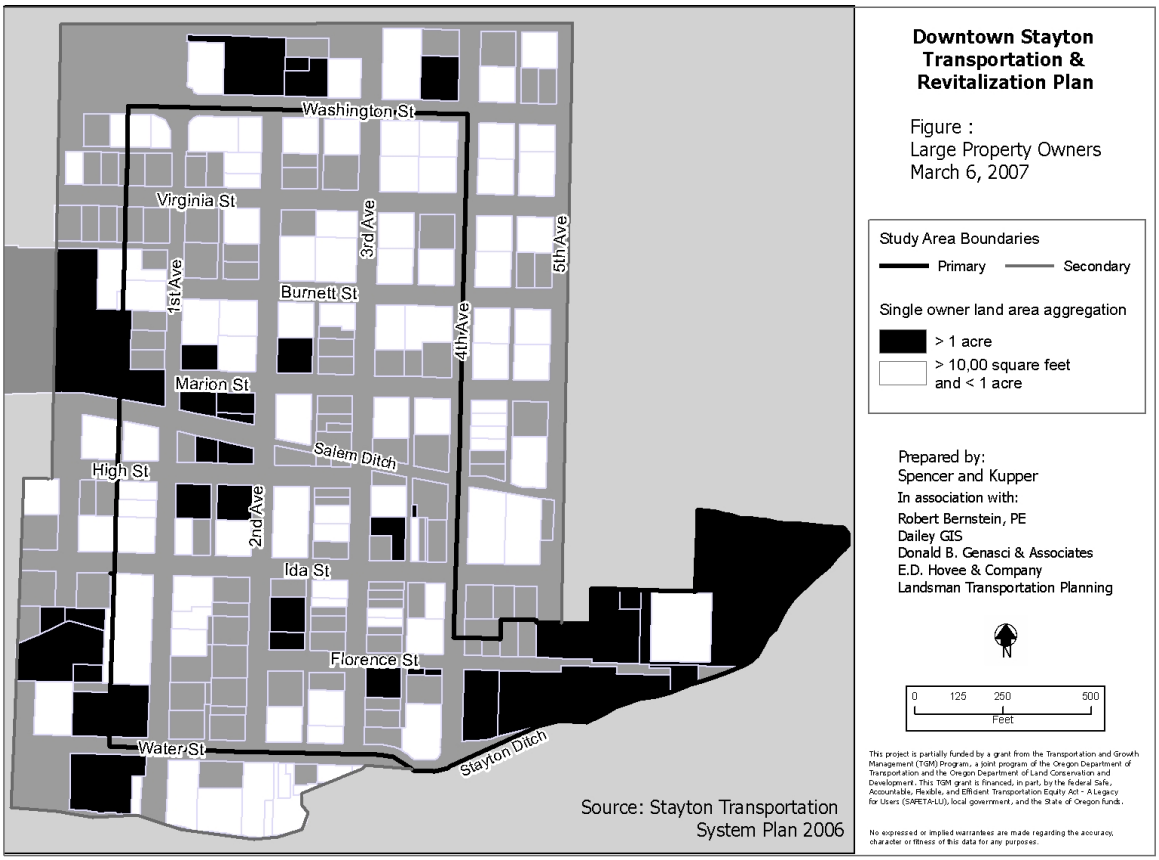


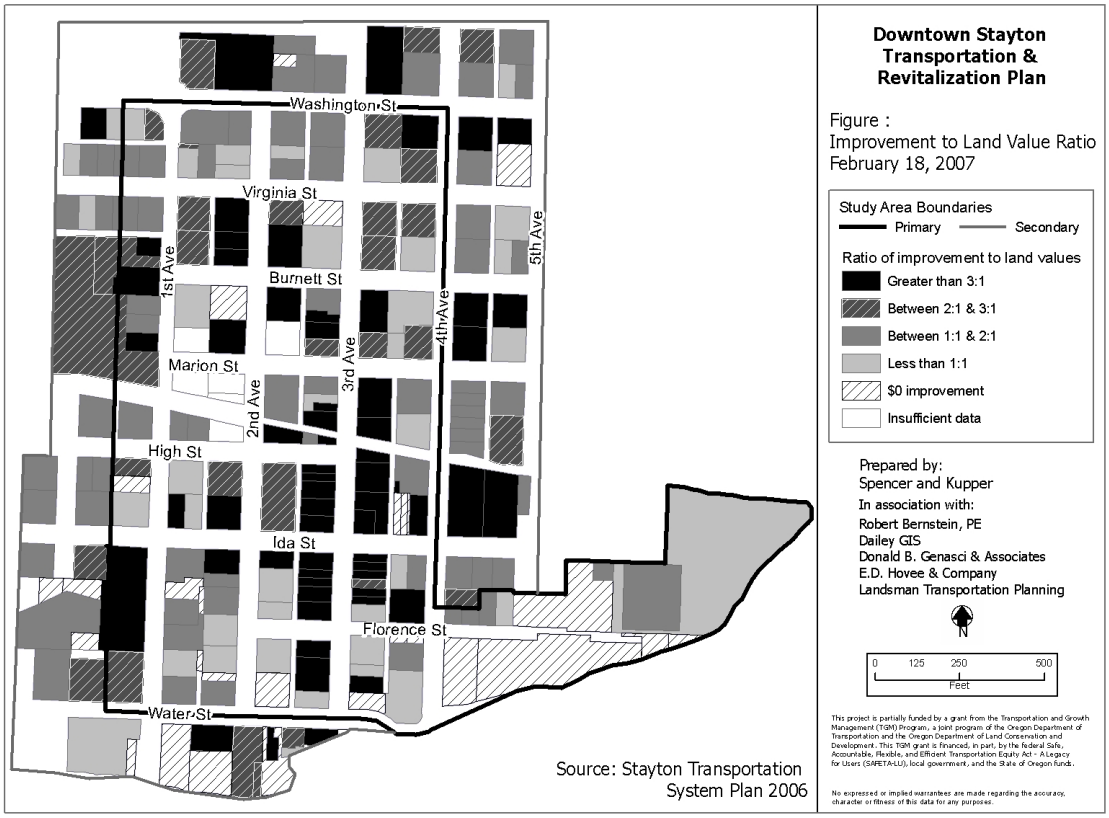
Figure 5 shows the large land holdings within the planning area. The map shows properties that are part of ownership holdings within the study area where a single owner owns properties with an aggregate greater than 10,000 square feet, and an aggregate greater than 1 acre, whether or not the commonly owned properties are contiguous. Large land holding greater than 1 acre are along the north side of Washington Street, the west side of 1st Avenue, and along Florence Street east of 4th Avenue. Ownerships in the remainder of the planning area less than one acre but greater than 10,000 square feet are more concentrated north of Marion Street. South of Marion Street, most ownerships are less than 10,000 square feet.

Figure 5
Large Land Holdings



An analysis of infill and redevelopment opportunities within the study area was completed considering current appraised values for land and improvements from the County Assessor's data base. This analysis is not meant to suggest the market value of specific properties, but rather to identify general trends within the planning area. **Figure 6** analyzes the ratio of improvement value to the value of land by parcel. This type of analysis is useful because over a 10-20 year time frame, parcels where the improvement value is low compared to the land value may be considered more likely to redevelop. In general, properties with improvement to land value ratios of 1/1 or less suggest long-term redevelopment possibilities. Properties with ratios of 2/1 or greater are less likely redevelopment candidates.

Figure 6
Improvement to Land Value Ratios



The highest concentrations of high valued properties are along the west side of 1St Avenue, on both sides of 3rd Avenue from Burnett to Florence Streets, and along Ida Street from 2nd to 4th Avenues. Lower valued properties where improvement to land value ratios are less than 1/1 occur throughout the planning area. Concentrations of relatively low value occur on the eastern side of 1St Avenue between Burnett and High Streets, on 2nd Avenue south of Ida Street, and along Water Street and Florence Street east of 4th Avenue.

Table 2 summarizes this analysis for the planning area. Again, this analysis is meant to offer a general picture of the planning area. Decisions concerning development and redevelopment of specific properties are up to property owners.

Table 2- Improvement to Land Value Ratios

Primary Area

Ratio	No. Parcels	Acres	% of total
Greater than 3	49	7.12	22.93
Between 2:1 & 3:1	21	4.17	13.43
Between 1:1 & 2:1	40	6.39	20.58
Less than 1:1	31	8.10	26.10
$0 Improvement	19	4.38	14.10
Insufficient data	7	0.88	2.85
Total	**167**	**31.04**	**100.00**

Total Area

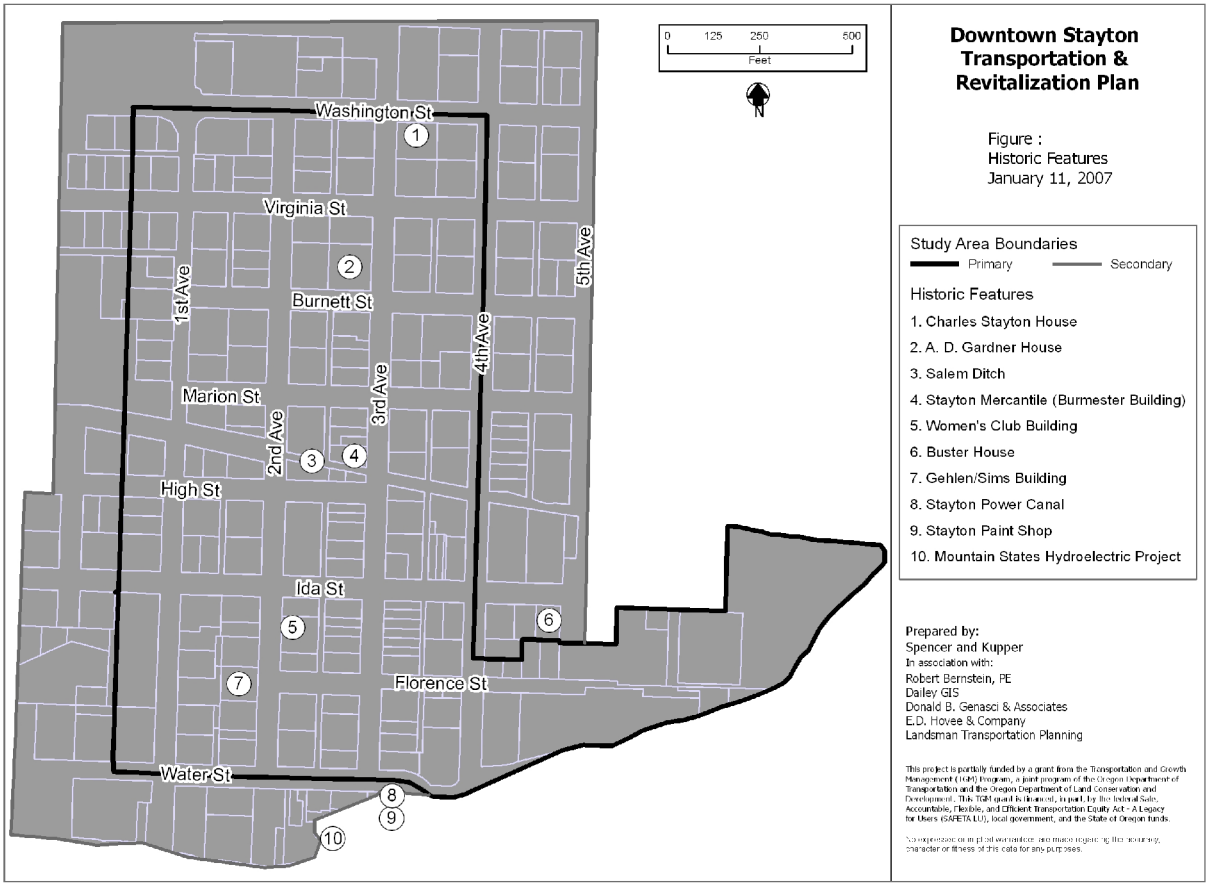
Ratio	No. Parcels	Acres	% of total
Greater than 3	64	11.02	22.41
Between 2:1 & 3:1	34	8.14	16.54
Between 1:1 & 2:1	79	13.09	26.62
Less than 1:1	42	9.86	20.05
$0 Improvement	30	6.12	12.44
Insufficient data	9	0.95	1.93
Total	**258.00**	**49.18**	**100.00**

* COUNT is not reflective of whole parcels because many parcels are dissected by the study area boundaries.

Within the Primary Study Area, approximately 40% of the area has improvement to land value ratios less than 1/1, and 60% of the area has ratios less than 2/1. This analysis indicates that there is significant infill and redevelopment potential within the study area.

The City's Comprehensive Plan recognizes historically significant buildings and other features located in the planning area as shown on **Figure 7.** There are several significant residential buildings in the northern part of the study area on 3rd Avenue, Salem Ditch, commercial buildings on 2nd south of Ida Street, and structures related to the Stayton Power Canal south of Water Street. The Gehlen/Sims Building, Stayton Mercantile, Buster House and Stayton Paint Shop show signs of deterioration and are appear to need significant improvements. More detailed assessments will be necessary to determine the economic viability of these structures.

Figure 7
Historic Features



Existing Infrastructure & Improvements

Existing water, sanitary sewer, and stormwater drainage facilities within the planning area are shown on **Figure 8**. Proposed water and sanitary sewer improvements derived from master plans are also shown.

Water Distribution

A grid of major water distribution lines are found in Virginia Street, Water Street, and 1st and 3rd Avenues. Smaller local distribution lines serve the remainder of the study area. The Stayton Water System Master Plan and Capital

Improvement Plan (2006) identify a number of needed water distribution improvements including:

- 2nd Avenue Improvements-replace undersized lines from Burnett to Virginia Streets,
- Florence Street Improvements-replace undersized line from 3rd Avenue east to improve local fire protection,
- 3rd Avenue Future Improvements-connect Virginia Street and Water Street with a new 16" line,
- Improvements on Ida Street west of 3rd Avenue are needed in order to improve fire protection and replace inadequately sized lines serving development.

Sanitary Sewer System

The existing collection system within the study area is shown on **Figure 8**. The Stayton Interceptor Master Plan (2006) identifies the need for two future collection line improvements located within the study area:

- Portions of the Ida Road Interceptor-total cost $1.12 Million
- Portions of the Marion Street Interceptor-total cost $0.58 Million

These improvements will replace existing 12 inch lines with larger lines.

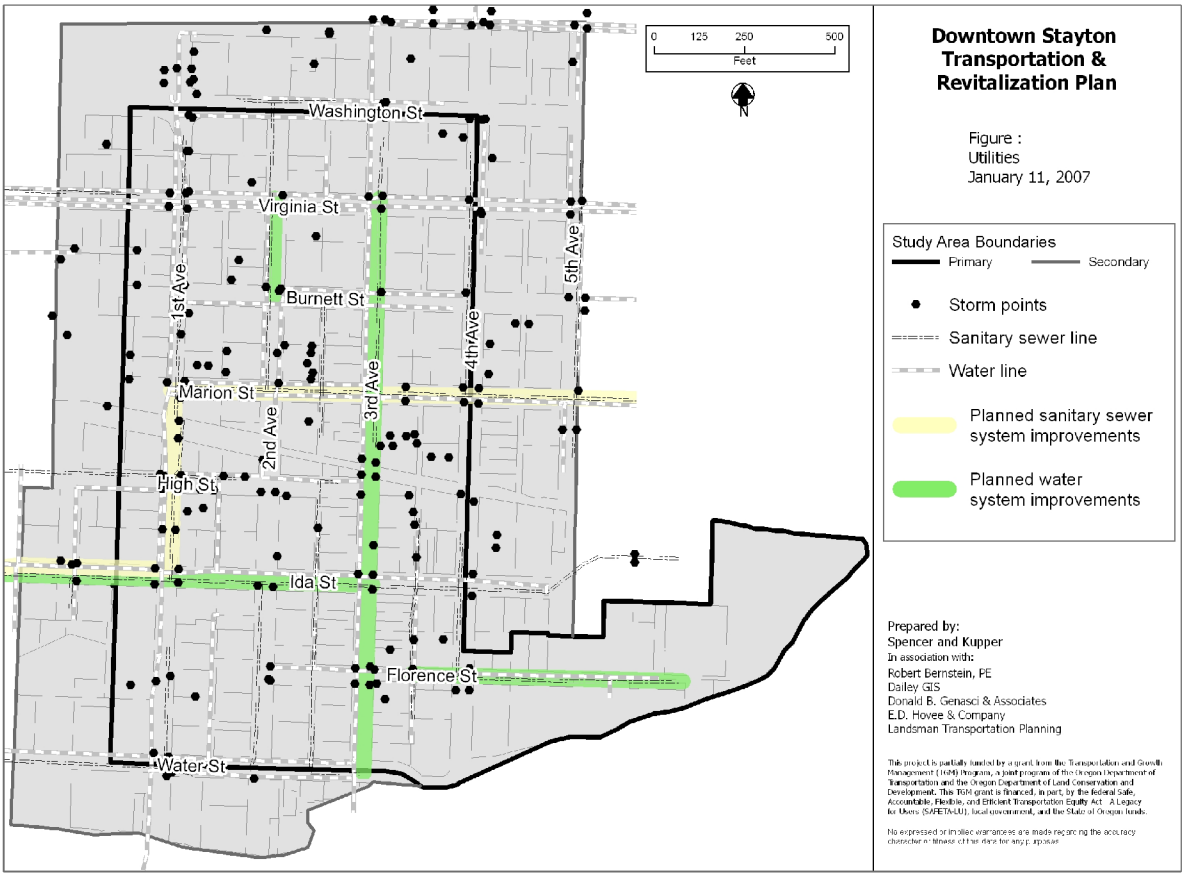
Storm Drain System

The location of existing storm water catch basins within the study area is shown on **Figure 8**. The city is currently developing a stormwater master plan and needed improvements have not yet been identified.

Street Lighting

Street lights are located at all intersections and are mounted above 20 feet. Pedestrian-oriented lighting is only provided on 3rd Avenue, primarily between Marion and Ida Streets. Approximately 8 lighting fixtures are located along this section of 3rd Avenue. The overall scale and frequency of street lighting is not pedestrian oriented.

Figure 8
Existing Infrastructure & Proposed Improvements



Park and Recreation Master Plan (2004)

The Master Plan identifies several park and recreation elements within the study area. See **Figure 9**.

- Existing Community Center Complex-located west of 1st Avenue north of the Salem Ditch. This complex includes the city's public library, a multi-purpose community center, an indoor aquatics facility, tennis courts, a playground and picnic tables. The library is accessed off 1st Avenue; the remainder of the park is east of the secondary study area and is accessed from Virginia Street. Improvements to both the library and community center as well as park facilities are recommended in the Master Plan.
- Proposed Stayton Ditch Linear Park- Stayton Ditch forms the southern boundary of the study area. The Master Plan recommends acquiring a public

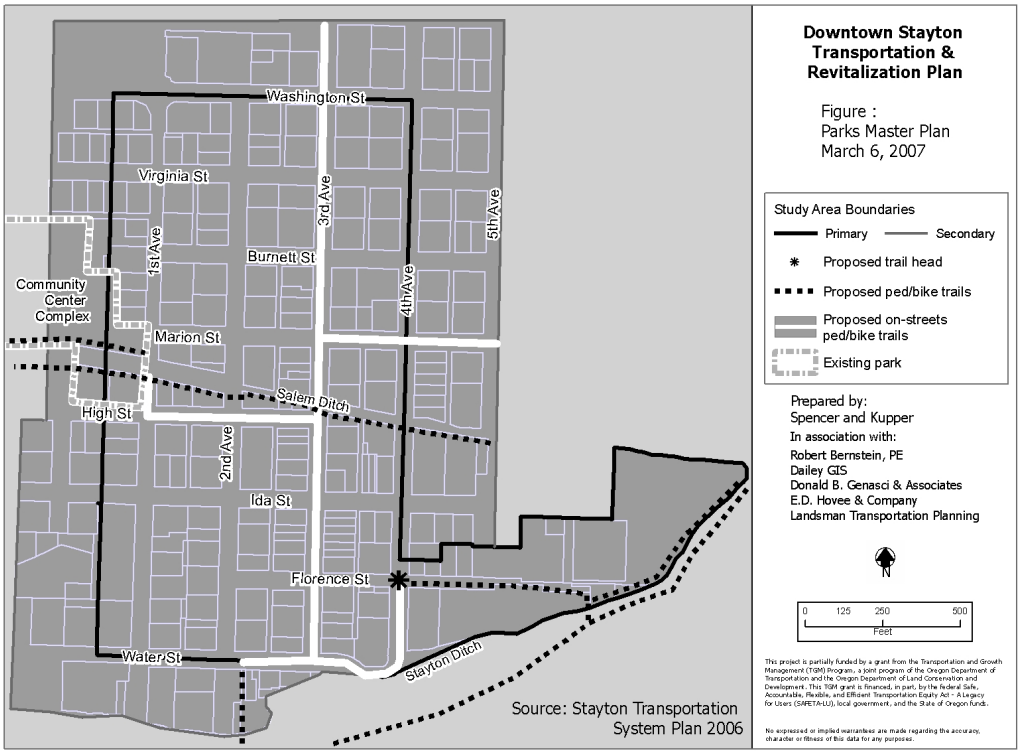
access easement along the ditch and providing pedestrian-bicycle pathways/trails, seating areas and trailhead facilities.

- Proposed Salem Ditch Linear Park-Salem Ditch crosses the entire study area. The Master Plan recommends acquiring a public access easement along the ditch and providing pedestrian-bicycle pathways/trails, seating areas and trailhead facilities.

The tennis courts at the Community Center Complex were improved in 2006 as one of the projects in the Capital Facilities Plan. An expansion of the library is currently under construction.

A Draft Stayton Dream Trails Map (2002) identifies city-wide pedestrian/bicycle trail locations. Trails along both the Salem and Stayton Ditches are located in the study area. On-street trails are identified on 3rd Avenue north of Water Street, High Street west of 3rd Avenue and Marion Street east of 3rd Avenue.

Figure 9
Parks Master Plan and Proposed Improvements



Transportation Conditions Policies and Plans

This section reviews the Stayton Comprehensive Plan, the Transportation Systems Plan, and City development codes and identifies issues or conditions related to transportation that will need to be considered in the Downtown Transportation and Revitalization Plan. This section is organized into four parts: Streets and Roadways; Transit; Bicycle and Pedestrian Facilities; and Parking.

Streets and Roadways

Most of the streets within the study area are designated as local streets. Streets that are not local are:

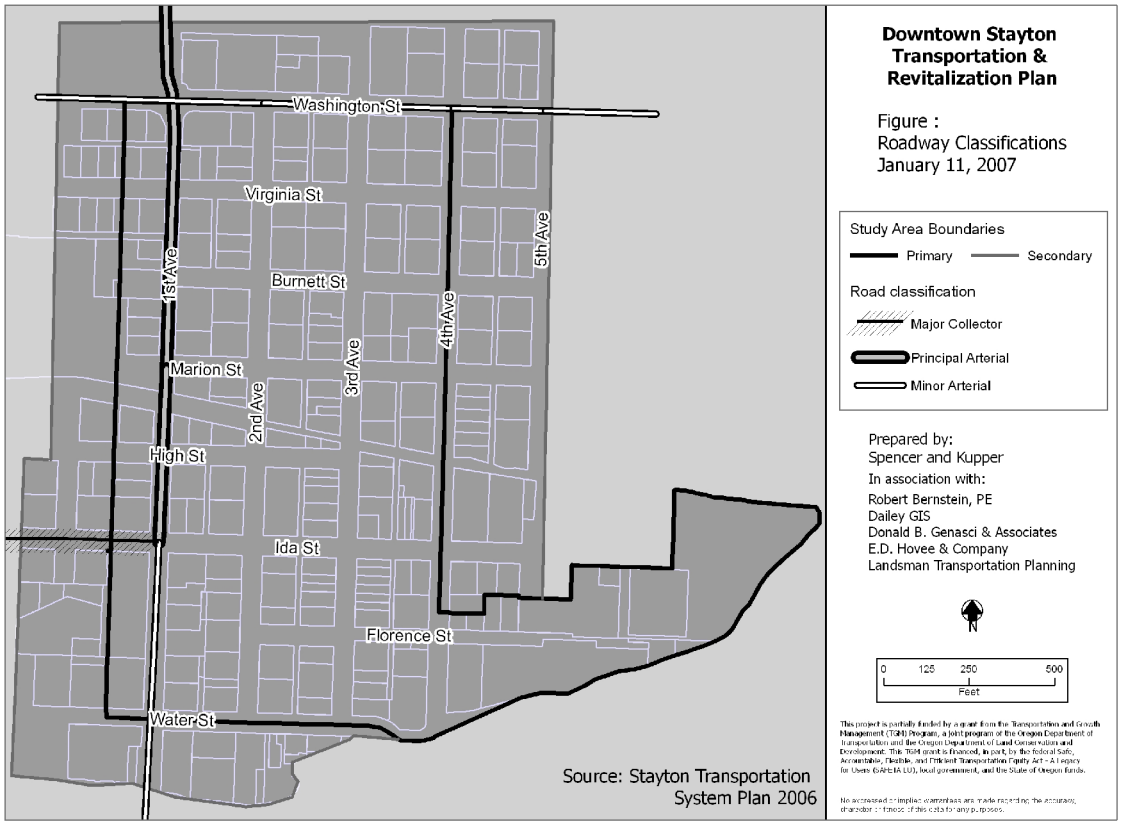
- 1st Avenue north of Ida Street: Principal Arterial
- 1st Avenue South of Ida Street: Minor Arterial
- Washington Street: Major Collector

See **Figure 10** for the Street Functional Classifications within the study area. 1st Avenue is the primary north-south street in the city and links the Downtown area to Highway 22 to the north, and rural areas of Marion County to the south. Washington Street is a primary east-west street with connections to residential areas to the east and residential and employment areas to the west of the Downtown. The local street grid within the study are forms block sizes approximately 200X215 feet, a 15 foot alley bisects blocks north-south. Not all of the alleys are utilized, and some appear to have been incorporated into adjacent parcels. Several portions of 1St Avenue on both the east and west sides of that street have longer block faces. These local streets extend into surrounding residential areas providing the Downtown area with good connectivity to the rest of the city. The local street grid within the study area provides for good circulation, relatively small blocks with frequent intersections, and good opportunities for easy pedestrian access throughout the area.

The Transportation Systems Plan (TSP) identifies minimum pavement and Right-of-Way (ROW) for Arterials, Collectors and Local streets. Arterials and Collectors should have a pavement width of 40 feet and a ROW of 100 feet. Collectors should have a ROW of 80 feet. Local streets should have a pavement width of 34 feet and a ROW of 60 feet. Atypically, the TSP recommends widening those existing

streets that do not meet the design standards, but no widening projects are identified for the study area. It is unusual to apply design standards to existing streets. Widening or other improvement projects are usually based on capacity and safety issues, not design standards. The TSP notes that the pavement cross-section of 1st Avenue may be sufficient, but it lacks sufficient ROW for an arterial in some sections.

Figure 10
Street Functional Classifications



Chapter 17.26 of the Stayton Code defines block length requirements. For downtown/main streets (applicable in the study area) minimum length of a block shall be a 100-foot block length and the maximum, a 400-foot length. The maximum block perimeter shall be 1,200 feet. Most study area blocks meet these standards. However, the east side of 1St Avenue south of Virginia Street to the Salem Ditch, both sides of 1St Avenue between Ida and Water Streets, and Florence Street

east of 4th Avenue exceed the 400 block length standard and create overall block sizes greater than 1,200 feet. However, the presence of the Salem and Stayton Ditches provide constraints to block formation, and this type of condition is addressed in the Code. The Public Works Engineer has the authority to vary the standard as long as a maximum of 600 feet and a total perimeter of 1,800 feet is achieved. Existing blocks within the study area have dimensions well within these requirements.

This same chapter also defines access management standards. Allowable minimum public intersection spacing and space between driveways are shown below.

Street Type	Minimum Public Intersection Spacing Standard	Minimum Spacing Between Driveways
Urbanized Area Principal Arterial	260 feet	260 feet
Minor Arterial	600 feet	300 feet
Collector	260 feet	150 feet
Neighborhood Collector	260 feet	50 feet
Local Residential Street	260 feet	50 feet
Local Commercial/Industrial Street	260 feet	50 feet

These standards will help support the development of a pedestrian environment in areas of new development and support the continuation of the downtown street pattern. The standard for the urbanized area principal arterial applies to 1st Avenue within the study area, but because that street is already developed, the intersection spacing standard may have little application. However, the standards indicate that there should be no new driveways on 1st Avenue.

Roadway Capacity

The TSP states under the goal of mobility that roadways and streets should maintain a minimum level-of-service (LOS) standard of LOS D for signalized intersections; maintain a minimum level-of-service standard of LOS D for all-way stop controlled intersections and roundabouts; and maintain a minimum level-of-service standard of LOS E or F with a volume-to-capacity (V/C) ratio of 0.95 or better for two-way stop controlled intersections. The existing LOS and V/C ratios for streets within the study area are all within acceptable ranges.

However, the TSP notes that 1st Avenue between Ida Street and Shaff Road has become congested. This is because of the high numbers of driveways on the west side of N 1st Avenue providing access to businesses. The Plan recommends possible driveway consolidation at the following locations, not all of which are within the study area:

- Villages Store-south of Ida Street
- Stayton Public Library-south of Burnett Street
- Chevron and Stro's Tire Store-north and south of Washington Street
- Shopping Center-east of 1st Avenue between Locust and Hollister Street (Outside Study Area)
- Ace and Old Dairy Queen-north of Regis Street (Outside Study Area)

While reducing driveways can be a good way to improve traffic flow, it is very difficult to consolidate them until redevelopment occurs.

High levels of truck traffic on 1st Avenue is an issue identified during the public involvement process for the TSP, and a truck route that runs west of 1st Avenue is identified as a potential alternative according to the TSP. The Transportation Component of the Comprehensive Plan states: It is the goal of the City of Stayton to identify and designate a through truck route system utilizing arterial and major collector roads and to minimize impacts to residential areas. The TSP does not identify a proposed truck route as a recommended or future project.

Other locations identified as problem sites during the public involvement process TSP are:

- 1st & Washington Streets
- 1st & Ida Streets

The public is concerned about the safety of these intersections.

Transit

Currently the Chemeketa Area Regional Transportation System (CARTS) provides three round trips a day connecting Stayton to Salem. This service stops at the Safeway on 1St Avenue within the study area and the Park 'n Ride on Cascade Highway. CARTS also provides demand response service for elderly and disabled people. CARTS is a partnership between Marion, Polk and Yamhill counties. There is no transit service for trips within the City of Stayton.

The Transportation Component of the Comprehensive Plan has the following goals relating to transit. It states the City should

- Coordinate with regional transit service efforts.
- Seek improvements of mass transit services to the City of Stayton.

The policies of the plan also support the need for services for the transportation disadvantaged while ensuring local autonomy.

Analysis of Vehicular, Pedestrian and Bicycle Travel Patterns

This analysis is based on field observations, traffic control device locations and street functional classifications. Most of the streets within the study area are designated local, however 1St Avenue is classified an Arterial and Washington Street is a Collector. The only signalized intersection is Washington Street and 1St Avenue. This signal has left turn cycles and lanes. There are two four way stop controlled intersections; at Ida Street and 1St Avenue, and at Ida Street and 3Rd Avenue. Traffic is allowed to flow unstopped on 2Nd and 3Rd Avenues except at the intersections with Ida Street and at Washington Street. The same is true for Ida Street where traffic flows unstopped except at the intersection with 3Rd Avenue and at 1St Avenue.

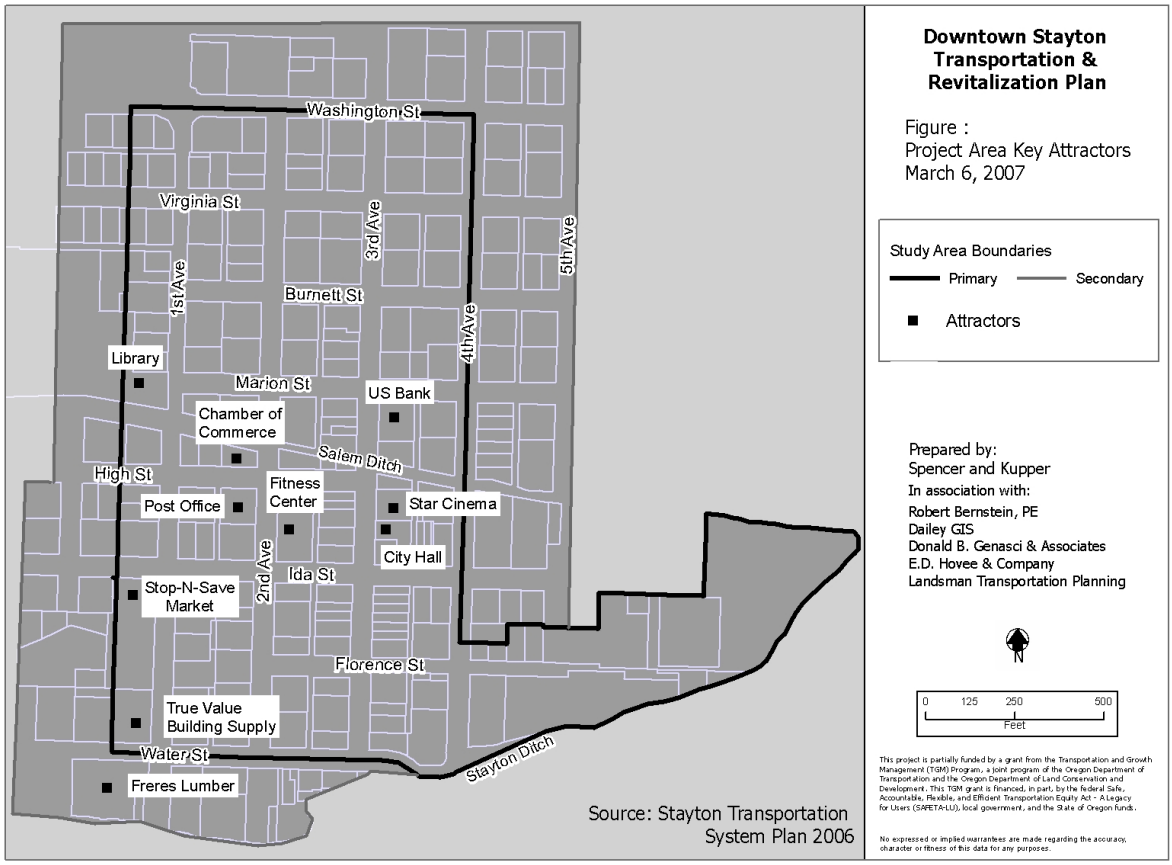
Most vehicular through traffic travels on 1St Avenue and Washington Street. When traffic enters the study area, much of it travels on Ida Street and on 3Rd Avenue in part because of the locations of businesses on these streets as well as stop sign placement. Some traffic enters and leaves the study area on Water Street; most of this is turning on to or off of 1St Avenue to or from the north. Obviously traffic travels on all the streets within the study area, based on destination, but the streets mentioned are the most heavily used.

Pedestrian traffic is most active on 3RD Avenue between Ida and Marion Streets. Some pedestrians were observed on Ida Street within one block of 3Rd Avenue. It appears that most of these pedestrians had parked their cars on 3RD Avenue or Ida Street. **Figure 11** shows the key attractors located within the study area. Important vehicular destinations including the library, Stop n Save Market, True Value Building Supply and Freres Lumber are located on the west side of 1St Avenue. Several auto service businesses are also located on Water Street. The

City Hall, Star Cinema, US Bank, Chamber of Commerce and US Post Office are all attractors located on 2nd and 3Rd Avenues between Marion and Ida Streets.

No bicycle activity was observed in the study area; therefore it is not possible to say how they are currently traveling. However, bicyclists may have the same travel patterns as do pedestrians depending on destinations and safety. Generally vehicular speeds are low on all local streets making them attractive for bicyclists.

Figure 11
Key Attractors



Pedestrian and Bicycle Facilities

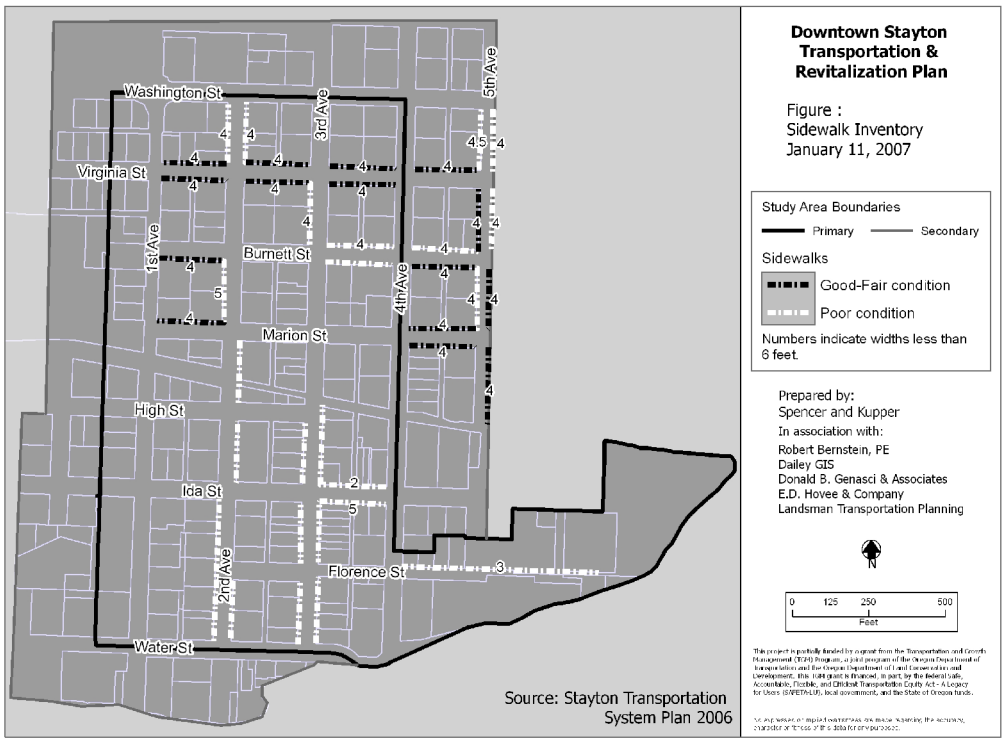
Chapter 17.24 of the recently adopted Stayton Code states that bikeways and pedestrian ways are required in accordance with the City of Stayton Non-

Motorized Plan in the adopted Stayton Transportation System Plan. This provision applies to land divisions, not necessarily other development activities. The TSP states that most streets in Stayton and all in the downtown area have sidewalks. However, some of these sidewalks are in poor condition. These include:

- Parts of 2nd, 3rd and 5th Avenues
- Ida Avenue between 3rd and 4th
- Florence between 4th and 5th
- Burnett between 3rd and 5th

Figure 12 shows the deficits in condition and the width of sidewalks of less than 6 feet within the study area. The sidewalks on the north side of Florence Street between 4th and 6th are only three feet wide and the sidewalks on the north side of Ida Street between 3rd and 4th are only 2 feet wide. Public comments during the preparation of the TSP identified problem locations for pedestrians.

Figure 12
Substandard Sidewalk Conditions and Widths
(Sidewalks in good condition and widths greater than 6 feet not shown)



Those identified problems in the study area include:

- N 1st is difficult to cross
- Washington Street from Wilco to 1st Avenue

Bicycle Facilities

There are no marked bicycle lanes within the study area. However, separate bike lanes are not generally necessary in districts like the Downtown where traffic moves at relatively slow speeds. The TSP calls for a well-connected bicycle route to be developed to encourage additional bicycle use in Stayton. To encourage bicycle use, the City code requires most new development provide bicycle parking.

Parking in the Study Area

The TSP states that the downtown area bounded by 1st Avenue on the west, 4th Avenue on the east, Burnett Street on the north and Water Street on the south has a total of 274 on-street striped spaces and three public parking lots with a total of 41 spaces. The study area is somewhat bigger than this area so it will have more on-street parking spaces. **Figure 13** depicts parking availability by block and for the public parking lots.

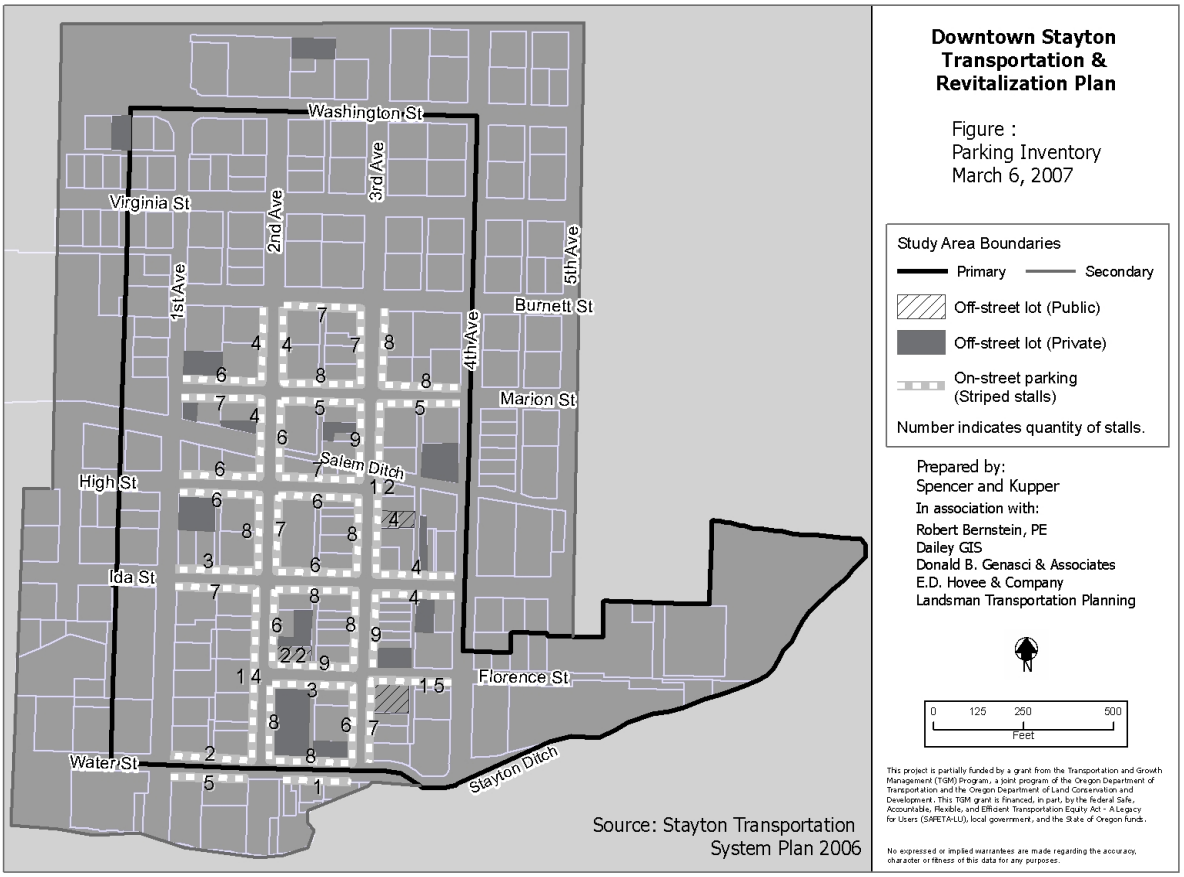
There are also approximately 15 off-street areas used for parking. Figure 4 shows the location of all of the parking lots within the study area. An exact inventory of the parking spaces in the private lots is not available; many of these parking areas do not have marked parking stalls. But assuming an average stall size of 350 square feet, there is potential for approximately 300 parking spaces on parcels now utilized for off-street parking of some kind.

In 1996, a parking utilization study indicated that highest occupancy rate was 56 percent with a 39 percent occupancy rate for public parking lot spaces. While this study may no longer be relevant, observation of parking on a weekday in October 2006 suggested that the demand for parking did not exceed 50 percent. Parking is considered at capacity at around 85-90 percent occupancy. Parking does not currently appear to be an issue within the study area.

The city code requires that commercial and residential uses provide off-street parking. As is typical in city codes, the amount of parking required is specified by

use. Within the Historic Overlay Districts, parking space requirements for commercial uses are reduced to 50 percent of the required number of spaces, and required customer parking may be provided on street.

Figure 13
Parking Availability



Summary of Opportunities & Constraints

Based on the analysis of existing conditions, following is a summary of opportunities and constraints that can help guide this project.

- Existing zoning in the CR and CG districts limit residential uses to mixed use projects and only on or above the 2nd floor. This requirement is a significant

limitation to attracting residential uses to the downtown area, and is contrary to current policies that encourage housing in the downtown.

- There is no high density zoning adjacent to the downtown area. Residential growth in and adjacent to downtowns should be provided for as a high priority.

- Design guidelines associated with the two historic overlay districts are not binding. This presents uncertainty for the downtown, property owners and citizens. High quality deign is a stated goal, but the mechanisms to ensure good design are not in place.

- Residential uses make up 32% of the study area, with office/commercial uses at 29%. Vacant properties and surface parking lots occupy 24% of the land area. The study area is already a mixed use district. There are significant opportunities for infill and redevelopment.

- Within the Primary Study Area, approximately 40% of the area has improvement to land value ratios less than 1/1, and 60% of the area has ratios less than 2/1. This analysis also indicates that there is significant infill and redevelopment potential within the study area.

- Redevelopment of the mill property and other vacant areas off Florence Street present an opportunity to attract housing in close proximity to the downtown.

- There are a number of historic resources located within the study area that can help define the character of the downtown. However, some of these buildings are in need of significant rehabilitation that may not be economically feasible.

- Current public facility master plans have identified water and sanitary sewer system improvements in the downtown, and generally speaking, existing lines are old and may need to be replaced as development and streetscape improvements are made. A stormwater master plan is currently being prepared.

- A parks master plan and identified improvements include pedestrian and bicycle paths along both the Salem and Stayton ditches, and improvements within the Community Center Complex. All of these projects would enhance the downtown. There is no plaza or other “hard surface” space identified.

- The Salem and Stayton ditches located in the study area present unique opportunities to showcase these water features as design and recreational elements, as well as capitalize on their functional and historical character.

- The city is currently evaluating potential sites for a new city hall civic center complex. This presents a significant opportunity if the project is located within the downtown area, retains local employment and a major attractor, and potentially includes a plaza or other civic open space.

- The street grid that exists within the study area is made up primarily of local streets with relatively light vehicular traffic. The block sizes formed by the grid are small, creating a good pedestrian network, and many corner parcels that are attractive to businesses.

- Current street lighting is aimed at autos not pedestrians. Pedestrian-oriented lighting can be an important streetscape element downtown.

- The focus street in the downtown, 3rd Avenue, is off-set from the main traffic street, 1St Avenue. Signage, way-finding and other improvements are needed to let both residents and visitors know where downtown is.

- Many sidewalks in the downtown are in need of improvement and/or are of substandard width.

- Currently, adequate parking exists downtown in the form of on-street and off-street parking lots. There are three public lots near 3rd Avenue, and a number of private lots throughout the study area. As infill and redevelopment occur, there will be a need for additional off-street parking.

- The zoning code requires that developments in the downtown provide off-street parking. This requirement can be difficult to meet in a downtown setting, because parcels are typically small, and many existing buildings take

up a large portion of the parcel. Many downtowns have adopted a standard that off-street parking is not a development requirement. A stronger public parking role is therefore necessary so that parking supply can match the demand for parking.