City of Dayton
Dayton, Oregon

DAYTON ATLAS AND COMPREHENSIVE PLAN

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City of Dayton

Comprehensive Plan

and

Planning Atlas

CITY OF DAYTON
PLANNING ATLAS AND COMPREHENSIVE PLAN

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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 drainageways.

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.

MAP PLACEHOLDER

TOPOGRAPHY

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

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Prepared by
Yamhill County GIS
jpc

City of Dayton
Soil Classes

25 Feb 2009

LOCKS RD
LOCAL ACCESS
KREDER RD
FOSTER RD
SUNDAE LN
FLETCHER RD
EDELWEISS LN
SALMON RIVER HWY
LOOP RD
ASH ST
ASH RD
LAFAYETT
AMITY-DAYTON HWY
WILLERT WAY
REELL ST
REEDER PL
FIR ST
OAK ST
ALLEY
MAIN ST
2ND ST
1ST ST
4TH ST
5TH ST
ALDER ST
MILL ST
6TH ST
7TH ST
CHURCH ST
9TH ST
11TH ST
LAURIE LN
CHURCH ST
PARK PL
FLOWER LN
VILLAGE PL
LOCAL ACCESS
SWEENEY ST
JOEL PALMER WAY
WEBFOOT RD
RODEO DR
PIONEER ST
KALLAPUYA ST
ELIZABETH CT
SALEM-DAYTON HWY
JARIKA PL
WATER ST
NECK RD
TRIBBETT CT
PALMER LN
MAPLE ST
JONIFER PL
THOMPSON LN
WALLACE RD

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
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jpc

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MAP PLACEHOLDER

SOILS

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 streambanks 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.

Surface Water

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 drainageways, 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 sever 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 drainageways.

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
LOCAL ACCESS
KREDER RD
FOSTER RD
SUNDAE LN
FLETCHER RD
EDELWEISS LN
SALMON RIVER HWY
LOOP RD
ASH RD
LAFAYETT
AMITY-DAYTON HWY
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
LAURIE LN
11TH ST
CHURCH ST
PARK PL
FLOWER LN
VILLAGE PL
LOCAL ACCESS
SWEENEY ST
AMITY - DAYTON HWY
RODEO DR
PIONEER ST
KALLAPUYA ST
ELIZABETH CT
JOEL PALMER WAY
WEBER ST RD
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

IMPORTANT NOTICE TO ALL USERS:

DISCLAIMER AND LIMITATION OF LIABILITY

This information is not guaranteed to be accurate and may contain errors and omissions. The data are not intended to indicate the authoritative location of property boundaries, the precise shape or contour of the earth or the precise location of fixed works of humans. Yamhill County provides *NO WARRANTY AS TO THE MERCHANTABILITY OR FITNESS FOR A PARTICULAR PURPOSE FOR ANY INFORMATION HEREIN.*

Prepared by
Yamhill County GIS
jpc

MAP PLACEHOLDER

FLOOD PLAIN

MAP PLACEHOLDER

SOIL HAZARDS

DAYTON

SOILS

CLASS II
- Ah
- Ck
- Cm
- Nw
- WuB
- WuC

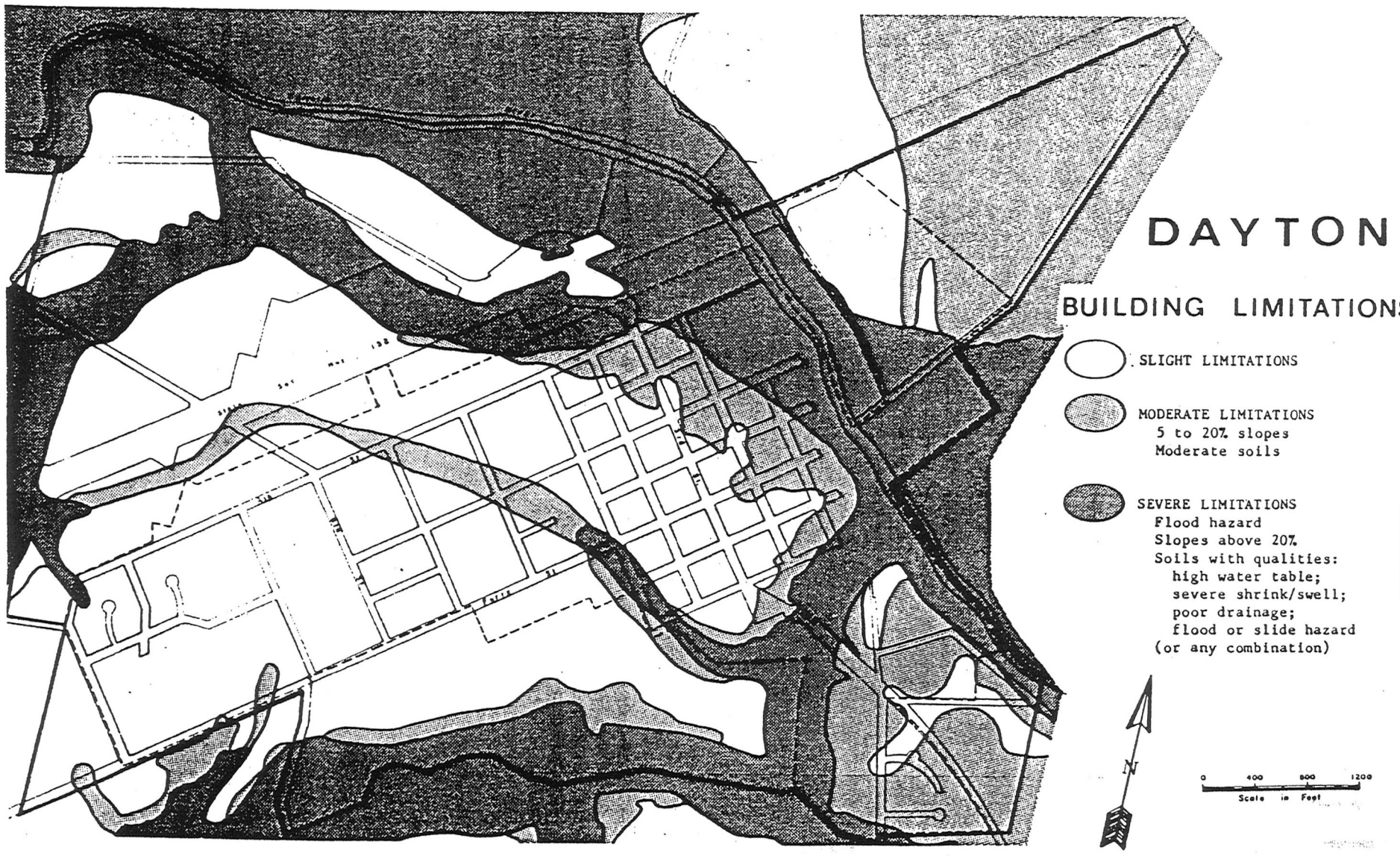
CLASS III
- Cs
- Wc
- WuD

CLASS IV
- Cn
- Cv
- Da

CLASS VI
- Te

N

0 400 800 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

MAP PLACEHOLDER

SLOPE HAZARDS

MAP PLACEHOLDER

EARTHQUAKE HAZARDS

STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES

McMinnville-Dayton-Lafayette Urban Area

Relative Earthquake Hazard Maps
for Selected Urban Areas in Western Oregon

By Ian P. Madin and Zhenming Wang

McMINNVILLE-DAYTON-LAFAYETTE

Relative Earthquake Hazard Map

Hazard zones are based on the combined effects of ground shaking amplification, liquefaction, and earthquake-induced landsliding.

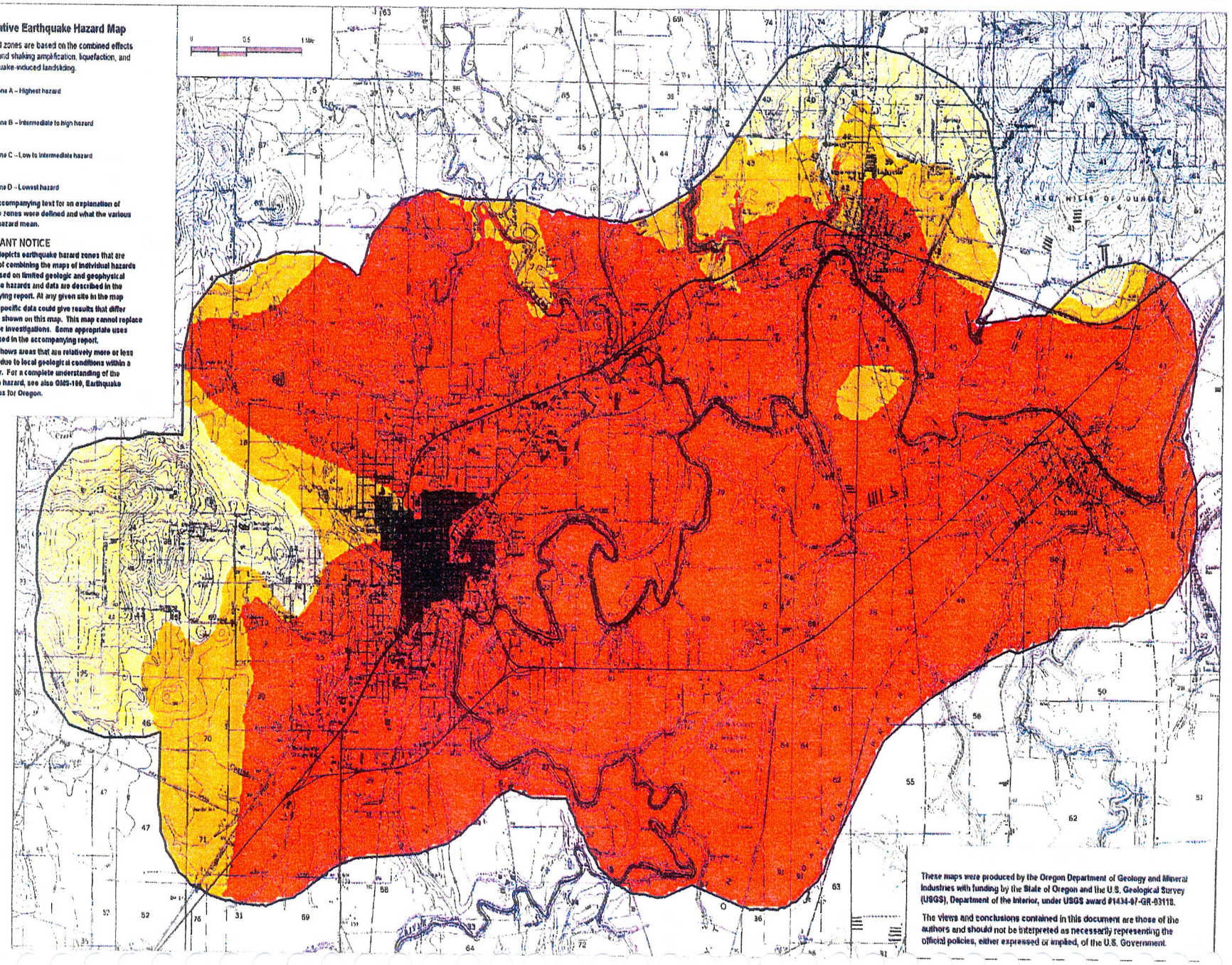
- Zone A – Highest hazard
- Zone B – Intermediate to high hazard
- Zone C – Low to intermediate hazard
- Zone D – Lowest hazard

See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.

IMPORTANT NOTICE

This map depicts earthquake hazard zones that are the result of combining the maps of individual hazards and are based on limited geologic and geophysical data. These hazards and data are described in the accompanying report. At any given site in the map area, site-specific data could give results that differ from those shown on this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.

This map shows areas that are relatively more or less hazardous due to local geological conditions within a community. For a complete understanding of the earthquake hazard, see also GMS-100, Earthquake Hazard Maps for Oregon.



These maps were produced by the Oregon Department of Geology and Mineral Industries with funding by the State of Oregon and the U.S. Geological Survey (USGS), Department of the Interior, under USGS award #1434-97-GR-03118.

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% anticpated 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 a 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 9th 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.

Redevelopable 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 *redevelopable 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 redevelopable 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 "Redevelopable 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)

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 redevelopable. 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	Redevelopable	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.

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.

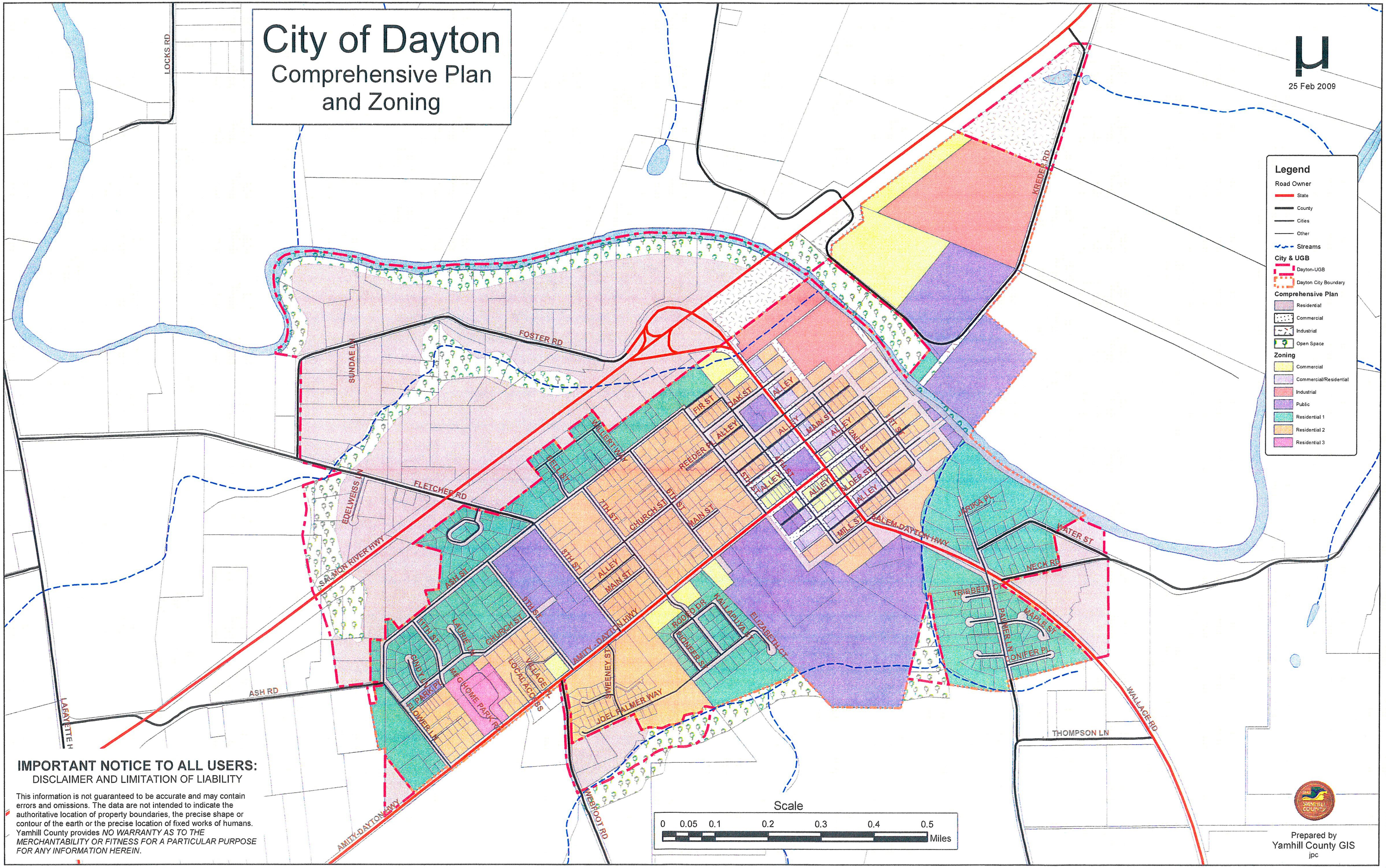
4. Methods and devices the City shall consider for guiding urban land uses include the multiple use and joint development practices and capital improvement programming.

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.

City of Dayton
Comprehensive Plan and Zoning



25 Feb 2009

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Prepared by
Yamhill County GIS
jpc

MAP PLACEHOLDER

COMPREHENSIVE PLAN MAP

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 through out 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.

Mulit-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. Do 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 seven-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 and 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 ensured 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.

City of Dayton
Dayton, Oregon

TRANSPORTATION SYSTEMS PLAN

City of Dayton
PO Box 339
Dayton OR 97114
Phone: 503-864-2221; Fax: 503-864-2956
Website: www.ci.dayton.or.us

City of Dayton, Oregon
Transportation Systems Plan

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City of Dayton, Oregon
Transportation System Plan

SUMMARY

Vehicles are the primary method of transportation in Dayton, despite the extensive opportunities offered by the small physical size and convenient layout of the city for pedestrians and bicycles. The transportation system for Dayton is essentially represented by the grid street system. Within the street rights of way there is ample location for streets, bikeways, and sidewalks, but improvements for each of these travel modes are inconsistent, which is not atypical for a city with the fiscal resources of Dayton. If population growth follows projections, the street system should be sufficient through 2020. Nevertheless, maintaining the street system's compliance with the State Transportation Planning Rule and other State and Federal regulations will require periodic improvement to the system.

Some of the key transportation system improvements identified in the Dayton TSP are:

- Prepare a complete engineering analysis of the existing streets;
- Work toward a refinement study for Third and Ferry Streets;
- Adopt new street access standards;
- Seek from ODOT higher levels of maintenance for Third and Ferry Streets;
- Re-designation of arterial and collector streets;
- Adopt street improvement priorities;
- Increase effort to develop sidewalks and bikeway between residential areas and activity centers;
- Adopt bicycle improvement priorities;
- Adopt code revisions to implement the State's Transportation Planning Rule;
- Adopt amendments to the comprehensive plan and planning atlas; and
- Continue efforts for transportation grants to continue existing improvement programs

With population growth the city of Dayton will need to address transportation requirements for both maintenance and improvement. New finances, probably as bonds or tax levies, will be needed to fund both street and associated bicycle and sidewalk improvements. Concurrently, the city will have to direct more funds toward the maintenance of the street system, otherwise the funds invested in the improvements will be subject to premature deterioration. No other transportation issue will be as important as finding the financial resources to begin a transportation improvement program.

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City of Dayton, Oregon
Transportation System Plan

INTRODUCTION

Dayton, Oregon is a small community – 1998 estimated population of 1,920 persons – located in the Mid-Willamette Valley. About 1845 Joel Palmer founded Dayton as a port city on the Yamhill River. The original land survey for the 450 acre town site was completed in 1852. The city was incorporated in 1880 with a population of about 375 people.

> *Dayton is dependent on private automobiles as the primary source of transportation, and as is typical of many small cities, problems with the street network are a major transportation concern. Of particular concern are transportation problems which affect the commercial core area. These problems are related to the secondary highways, which pass through the City center, and they include speeding, on street parking, and pedestrian hazards. Through agency coordination and local improvement programs, the City's objective is to improve present traffic conditions and also to diversify their transportation modes.*
>
> *(1986 Update to Dayton Comprehensive Land Use Plan)*

The objective of this Transportation Growth Management (TGM) grant project is to provide assistance to the city of Dayton in the preparation of a Transportation System Plan (TSP) that meets the needs of the community and brings the city into compliance with the State Transportation Planning Rule and other State and Federal Regulations.

As defined in the TPR, a Transportation System Plan is:

> *"a plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas."*

Transportation System Plans are required by federal and state legislation. The Intermodal Surface Transportation Efficiency Act (ISTEA) was passed by Congress in 1991 and updated in 1999 by the Transportation Equity Act for the 21st Century (TEA-21); the Oregon Land Conservation and Development Commission adopted the Transportation Planning Rule (TPR) (OAR 660 Division 12) in 1991 and revised it in 1995. The TPR guides regional and local transportation planning for Statewide Planning Goal 12 - Transportation. The state TSP, called the Oregon Transportation Plan, was adopted in 1992 by the Oregon Transportation Commission and developed by the Oregon Department of Transportation (ODOT). A listing of the definitions and acronyms used in this report is included as Appendix A.

The Dayton TSP includes the following key components:

- Public involvement
- Consistency with existing State and County plans,
- Recognition of the need for transportation accessibility throughout the city,
- Street re-classifications,
- Street network,
- Financial concerns,
- Access management,
- Safety,
- Pedestrian and bicycle accessibility,
- Amendments to the background data found in the Dayton Planning Atlas,

- Comprehensive Land Use Plan changes, and
- Development code revisions.

State Legislation

Since 1974, Oregon's statewide planning program has included the following Transportation Goal, 12:

"To provide and encourage a safe, convenient and economic transportation system."

In April 1991, the Land Conservation and Development Commission (LCDC) with the concurrence of the Oregon Department of Transportation (ODOT) adopted the Transportation Planning Rule (TPR) [OAR 660-12-000 through 070] as a guide to regional and local governments in carrying out Goal 12. The TPR commits all levels of government to the development of a coordinated statewide transportation planning program. The TPR also creates a number of new requirements governing transportation planning and project development with which State, counties, cities, and special districts must comply when providing transportation services. Each jurisdiction must prepare and adopt a Transportation System Plan (TSP) and implementing regulations. Depending on the population, transportation needs, and location of each jurisdiction, TSP requirements may differ. The Dayton TSP must include the following:

1. A determination of transportation needs,
2. A road plan for arterials and collectors and standards for the layout of local streets and other important non-collector street connections,
3. A public transportation plan,
4. A bicycle and pedestrian plan,
5. An air, rail, water and pipeline transportation plan, and
6. Policies and land use regulations for implementing the TSP.

Federal Legislation

The adoption of the TPR in Oregon preceded the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and the Transportation Equity Act of the 21st Century (TEA-21) of 1999. The federal acts intend to:

"...develop a National Transportation System that is economically efficient, environmentally sound, provides the foundation for the Nation to compete in the global economy and will move people and goods in an energy efficient manner."

Among the federal requirements is the mandate that states use a statewide planning process to develop transportation plans and programs. In Oregon the April 1991 TPR provided a head start in complying with the new federal requirements. By September 1992 the Oregon Transportation Plan was adopted to further comply with federal legislation. The Oregon Transportation Plan defines a statewide transportation policy and a comprehensive, long-range plan for a multi-modal transportation system which:

encourages economic efficiency, orderly economic development, safety and environmental quality (Oregon Transportation Plan, Preface).

DAYTON TRANSPORTATION SYSTEM PLAN

The Dayton TSP is a statement of current conditions of the local transportation system and specific directions for improvements that will increase transportation alternatives in Dayton. Those transportation improvements will have to be efficient, economical, timely, and environmentally appropriate. No TSP can anticipate all the variables needed to meet future transportation desires,

but the TSP can provide the decision making flexibility for Dayton's community leaders to take advantage of transportation opportunities, which will increase transportation alternatives in Dayton. The intent of the transportation system plan (TSP) is to be an addendum to the Dayton Planning Atlas. The summary is designed as a revision to the Dayton Comprehensive Plan. Some of the appendices are intended for adoption as amendments to the Dayton Development Code.

PUBLIC INVOLVEMENT AND INTERAGENCY COORDINATION

The Dayton TSP process included a technical advisory committee (TAC) with members from the City Council, Planning Commission, city staff, and ODOT. The committee met on a regular basis during the course of the study. The meeting dates for the TAC were published and the public was invited to attend. Minutes of the meeting are included in Appendix B. Early in the TSP process a survey of resident concerns was distributed through the local newspaper and made available at City Hall; response to the survey was minimal. A copy of the survey and comments received are included as Appendix C. Subsequently, the TAC identified the following objective for the Dayton TSP:

create conditions which provide workable alternatives to the automobile.

In the course of meeting the objective the TAC identified the following issues as central elements for transportation planning affecting the city:

- *Bicycle routes,*
- *Truck routes,*
- *Sidewalks, and*
- *Street improvements.*

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DETERMINATION OF NEED

Several factors were used to determine transportation needs for the TSP. These factors include the existing plans and policies; land use; population projections; employment projections; development code; finances; existing street, bicycle, and sidewalk system; maintenance; accidents; and street classifications. The factors were all given consideration in determining the priorities for street, sidewalk and bikeway improvements; and for recommendations for changes in the comprehensive plan and development code.

Existing Plans and Policies

An evaluation of existing plans and policies was an important element in preparing the transportation systems plan (TSP) for Dayton. These plans and policies set the direction for land use and transportation planning.

1986 UPDATE OF THE 1979 DAYTON COMPREHENSIVE LAND USE PLAN

The 1986 update of the 1979 City of Dayton Comprehensive Land Use Plan provides the following objective relative to transportation. Citation of the specific relevant findings and policies from the Comprehensive Plan will be presented in the various sections of the TSP, as appropriate.

OBJECTIVE

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

In addition, the 1986 Planning Atlas: A Background Document for the Dayton Comprehensive Land Use Plan provided considerable information relative to transportation planning for Dayton. Citation of the specific relevant items from the Planning Atlas will be presented in the various sections of the TSP, as appropriate. The Dayton Development Code, which was updated in 1998, was also instrumental in the preparation of the TSP.

Other background reports considered in the development of this TSP were the Oregon Transportation Plan, Oregon Highway Plan, Oregon Bicycle and Pedestrian Plan, Yamhill County Transportation System Plan, Yamhill County Bikeway Master Plan, and the Yamhill Comprehensive Plan.

Land Use

The 1986 Comprehensive Land Use Plan provides the following comments relative to land use:

POLICIES

- *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.*

- *Transportation improvements shall be used to guide urban development and be designed to serve anticipated future needs.*

About 820 acres of land are located within the Dayton urban growth boundary (UGB). The current land use allocations within the UGB are estimated to be agriculture and forest (42%), residential (26%), public service (25%), commercial (1%), industrial (3%), other (4%) [water, vacant, etc.]. A significant amount of land [150 acres (18%)] has severe building limitations, including flood plains and steep slopes (Map 1).

The Dayton Development Code provides for four categories of residential development from single family with an effective density of 5 dwelling units per acre to medium density residentiall, which provides for up to 12 dwelling units per acre.

Public lands – schools, parks, and wastewater treatment lagoons – are scattered throughout the Dayton UGB. The wastewater treatment lagoons are located northeast of the Yamhill River and the schools and park are located with frontage on Ferry Street. Agriculture land surrounds the city and UGB. Floodplain exists along both the Yamhill River and Palmer Creek.

In 2000 there were about 635 dwelling units in Dayton. The potential build out for the UGB is slightly less than 1,000 new dwelling units, but depends on services being available north of Highway 18. Over the next twenty years an additional 275 dwelling units are expected. Unless the capability to provide water and sewer services north of Highway 18 is met, the vast majority of the projected residential growth will occur as infill development within the existing city limits and on new subdivisions adjacent to the city and south of Highway 18.

New residential development will encourage new commercial development, which may occur in a single retail center. The type of commercial local services developed may be limited because of the local availability of vacant land with public services and the size, traffic, and proximity of commercial development in the nearby communities.

There are two land use districts that permit commercial development: Commercial Residential and Commercial. The commercial areas are generally concentrated along major streets – Ferry, Third, and Highway 18 at Kreder Road.

Industrial uses are at the south quadrant of the Yamhill River/Highway 18 bridge, and additional areas are directed to the northeast between Highway 18 and Kreder Road.

For Dayton the neighborhood activity areas, which are expected to attract people, and lie generally within ¼ to ½ mile of the home or work place, are (Map 2).

Schools: Dayton Grade School, Dayton Middle School, and Dayton High School – all on Ferry Street west of Fifth Street;
Parks: Courthouse Square Park at the northwest corner of Ferry and Third Streets;
Legion Park at Oak and Fourth Streets;
Eleventh Street Park at Church and Eleventh Streets;
Alderman Park at Kreder Road;
Post Office: Ferry Street west of Fifth Street;
City Hall: Ferry Street east of Fifth Street; and
Commercial shopping area: Ferry and 3rd Streets.

Future sites might include an industrial site or park, a commercial shopping area, and park and ride locations. Ninety percent of the land within the Dayton city limits falls within a ¼ mile radius circle centered at the intersection of Ferry and Sixth Streets. As for walking or bicycling there is no location in Dayton than is more than ½ mile away from one neighborhood activity center via the existing street system. Generally speaking, no location within the Dayton city limits is more than ½ mile (as the crow flies) from another site in Dayton.

POPULATION ANALYSIS:

Dayton's population change from 1980 to 1990 and estimates to 2020 are presented in Table 1.

Dayton's annual rate of growth from 1990 through 2000 was about 1.13 percent, which is consistent with that of Yamhill County at 1.14 percent. In 1999 the Yamhill County Department of Planning and Development prepared a population estimate for the county's Transportation System Plan. The county's annual growth rate was projected at 2.1 percent through 2015. Assuming both a constant

growth rate and Dayton's population maintaining about 2.3 percent of the county population, then Dayton should have a 2020 population of about 3,010. If Dayton's 1990 average household size of 3.16 persons remains constant through 2020, there will be an additional

Year	1980	1990	1995	2000	*2005*	*2010*	*2015*	*2020*
Population	1,409	1,526	1,705	2120	*2310*	*2520*	*2750*	*3010*
Change (%)	NA (NA)	117 (8.3)	100 (6.2)	415 (24.3)	*190 (8.9)*	*210 (9.1)*	*230 (9.1)*	*260 (9.4)*

Table 1: Population Changes 1980 – 2020
Source: 1980 and 1990 US Census
Population Research Center, Portland State University
Italics indicate projections

requirement for 275 dwelling units about 13 dwelling units per year. Translated to vehicle trips at a constant of 10 trips per dwelling unit per day, there will be about 2,750 additional trips per day (nearly 9,000 vehicle trips total) within the city at the close of 2020. The existing street network can handle the added traffic.

EMPLOYMENT ANALYSIS:

Census data for 1990 shows that the Dayton work force was about 595 persons, slightly less than 40 percent of the population. Dayton is not typical of Oregon communities its size, because of the minimal retail and service employment, which serves the local community. Due to the limited employment opportunities in Dayton, most residents are employed in McMinnville, Salem, and Metro Portland.

The location of employment is reflected in the workforce transportation by the large percentage of employees who take 10 or more minutes to drive to their work place. Within the Dayton UGB there are no two locations, which are separated by more than a seven minute driving time [Map 2]. For the work commute trip, driving alone was the most common method of transportation, followed by carpooling. Seven (1%) of the population worked at home, about 115 (18%) drove less than 10 minutes to work, about 320 (53%) drove between 10 and 29 minutes, and about 155 (26%) drove more than 30 minutes to work. Less than 20 (3%) of the population walked or rode a bicycle to work; 450 (76%) drove alone to work and 110 (19%) carpooled. Assuming that the ratios continue, Table 2 shows projections for workforce transportation during the next 20 years.

Year	1990 US Census Data	*2000*	*2010*	*2020*
Population	1,525	*2,120*	*2,520*	*3,010*
Workforce	595	*825*	*980*	*1,175*
Work at home	7	*9*	*11*	*14*
Drive alone	450	*625*	*745*	*890*
Carpool	110	*150*	*180*	*560*
Work drive less than 10 minutes	115	*100*	*190*	*225*
Work drive 10 to 29 minutes	320	*445*	*530*	*635*
Work drive 3o minutes or more	155	*215*	*255*	*305*

Table 2: Workforce Transportation Characteristics
Source: US Census 1990; *Italics indicate projections;* all figures over 15 are rounded to nearest 5.

POPULATION AND EMPLOYMENT CONCLUSIONS

Dayton is a bedroom community for McMinnville, Salem, and to a lesser extent Metro Portland. The proximity of Dayton to Metro Portland places Dayton's on the cusp of being "discovered" as a bedroom community for Metro Portland. With the planned improvements to Dayton's water supply, growth may be a reasonable proposition, but the big kicker to Dayton's growth will probably result from the completion of the yet unscheduled Newberg Dundee Transportation Improvement Project (a.k.a. the Newberg-Dundee bypass), which is not likely to be built in the next twenty years. When Dayton is "discovered" as a Metro Portland bedroom community, then the residential population will increase, followed by employment opportunities, especially employment opportunities in the local retail and service trades, including restaurants, banks, and retail sales.

Upon the "discovery" of Dayton, the population and subsequent employment growth may bring significant changes in the traffic pattern. If the added population comes with many revisions to the current comprehensive plan's land use designations, then new traffic patterns will create the need for a re-examination of the recommendations from this TSP.

Each of the Newberg-Dundee Transportation Improvement Project (a.k.a the Newberg-Dundee bypass) alternatives will increase the through traffic on Highway 18. Those alternatives that include a direct tie to Highway 99W through an interchange between Kreder Road and the railroad tracks to the north will have a significant impact on the city of Dayton. In alternatives where the interchange approaches Kreder Road, the impacts on Dayton increase. At a minimum the impacts could include:

a. Elimination of the north Kreder Road access to Highway 18 because of its proximity to the interchange; this alternative would have a significant impact on the development potential of the industrial land between Highway 18 and Kreder Road; and

b. Location of the interchange within Dayton at the north Kreder Road intersection; this alternative would both eliminate the north Kreder Road intersection and use industrial land for the interchange; Dayton has very little proposed industrial land, and the elimination of industrial land with exposure and convenient but indirect access to Highway 18 limits Dayton's ability to attract industrial development.

An interchange's impact on Dayton is so significant that Dayton should make a concerted effort to both participate in the interchange planning and revise the Dayton TSP to include the impacts of the interchange. Such revisions will also require that Dayton adopt changes to the Dayton Comprehensive Plan.

EXISTING CONDITIONS

Several efforts of the city have already been directed toward improving the transportation system. These efforts include changes to the development code,

DAYTON DEVELOPMENT CODE

Major amendments of the Dayton Development Code were adopted in July 1998. As a consequence the code is in good condition relative to the requirements of the TPR. During the TSP process the code was examined and some revisions were considered by the TAC. Among the elements of the code suggested for revision are the addition of some definitions, elements related to bicycle parking, bikeways and pedestrian access, block standards, and review standards and notice. The most far reaching of the code revisions related to the street standards cited in the subdivision regulations of the code. The TAC gave careful consideration to revisions, including "skinny streets" and recommended the revisions cited in Appendix D. With these and other amendments, the Dayton development code is consistent with the TPR requirements.

FINANCES

Dayton's tax base is predominately dependent upon residential values. Cities with such a tax base are usually under financial constraints, because the growth of the tax base may not reflect inflation. Thus, in normal times Dayton will not have the financial resources to undertake both significant street maintenance programs and major capital improvements without some assistance from grant and loan programs from the state or federal governments. In fact, in many cases the local funding requirement for grant programs will be greater than Dayton can handle; consequently, grants are not necessarily a solution for Dayton's transportation problems. More likely the only answer to fund Dayton's transportation improvements is the passage of a bond issue or serial levy for transportation. Such passage action will require substantial facts to establish the need for funds; consequently, an in depth analysis of the street system would be appropriate. However, even with a definitive analysis of the street system, a street improvement program cannot happen without the identification of a need and without a "champion" to lead citizen involvement.

There is no single method to deal with streets. Construction, maintenance, and environmental costs will continue to be a problem for Dayton and other communities. Over time the efforts identified in the TSP – changes in street definitions, improvement requirements and classifications – should make a difference in the development and maintenance cost for streets and should reduce the environmental impacts related to storm water drainage. But, in the long run only a major effort to address the financing for streets will make a difference in Dayton.

Capital Improvements Program

The 1986 Comprehensive Land Use Plan provides the following comments relative to a capital improvement program:

POLICIES

- *Hazardous traffic conditions shall be examined in detail and recommendation for improvements shall be made through a systematic capital improvement program.*

Like most cities with similar level of income, the city of Dayton does not have a Capital Improvement Program. The inventory of streets (Appendix E) provides a cursory indication of the relative condition of city streets. A complete analysis of the streets would be an important beginning for an assessment of the conditions of the streets and an appropriate method to indicate the direction for future street improvements. The street analysis should be prepared by an engineer who is familiar with street construction techniques in the Willamette Valley. It would be appropriate for the analysis to develop cost estimates for a program of street improvements, including sealing, overlays, reconstruction and sidewalk/bikeway improvements. From this analysis the city will be in a better position to both recommend options for the incremental improvement of streets and recommend the value of a street improvement bond, when the public "calls" for street improvements.

Financing Opportunities

A continuing transportation financial issue for any Oregon city is sustaining the funding capability for maintenance of the existing street system. Dayton's financial management is good, but higher priority issues, water system improvements for instance, constrain the city's ability to put additional funds toward street maintenance. The city has about 11 miles of transportation facilities – streets and alleys – to maintain. In the past four years the street fund expenditures have ranged from $70,100 to $203,000 with an average of about $140,000 per year. During the same time period the city has budgeted about $100,000 for street improvements with about 80% of these funds dedicated to the Ferry Street East project. This level of street expenditure is needed on a continuing basis to upgrade the street system. But even with 40% of the street fund budget coming from State Highway Revenue, the income is not adequate, and the ability of the city to make gains on the normal deterioration of the street system is minimal. Concurrently, street maintenance is a low financial priority, but the best utilization of the finances may be for capital improvements even on a single street rather than maintenance expenditures on streets that need major rehabilitation rather than maintenance. Continuing growth will strain the ability of the city to maintain the expanding transportation system. Until the State of Oregon authorizes new funding capabilities for local governments, transportation maintenance funding will be an issue.

The city's capital outlay for streets varies in a response to projects which meet transportation need, balance financial management and respond to political requirements. Local needs for street improvements are large and beyond the ability of the city to meet the demand. Concurrently, the competition for state and federal funds for highway improvements are greater than fund availability The Dayton TSP identifies some projects – street, bicycle, and sidewalk improvements – that will meet transportation needs – capacity and safety for local residents. Each of these projects must compete against other state, county, and city projects for limited funds. Some of the most likely funding sources are cited in the following paragraphs.

CITY FUNDING SOURCES

These funds are generated locally and are under the control of city officials.

Systems Development Charge

Transportation system development charges (SDCs) can be collected in conjunction with the issuing of permits by the city for new development or redevelopment. The SDC's are calculated on the basis of the impact a development has on the transportation system as a function of the land use, size of the development, and number of vehicle trips generated by the development. The funds raised must be used on the transportation system improvements. In the last four years the range of transportation SDC collections in Dayton was from $7,400 to $26,600. The street/storm drain SDC is not a significant generator of income, and the 260% difference in the range in a few years is a budgeting difficulty for planning future capital improvements.

Debt Financing

General Obligation (GO) Bonds: These bonds, which are subject to voter approval, are the most frequently used technique by local governments for large scale transportation improvements. GO bonds are repaid with property tax revenue.

Revenue Bonds: Revenue bonds are not generally used to pay for transportation improvements by Oregon's local governments because dedicated revenue sources are difficult to create. For example, SDC money could be such a revenue source, but in Dayton's case the range of income does not lend itself to a reasonable repayment schedule.

Special Assessments

These assessments are assigned to the property that receives the transportation benefit - a street or sidewalk for instance, and are paid with the property taxes.

Agreement for Improvements: Sometimes the size of a development does not make the immediate completion of transportation improvements economical. In such instances a deferred improvement agreement is executed with the development to pay for improvements. At a future date the City may group these projects into an economical packing and "call up" these agreements. Subsequently, the benefiting properties will be charged with the improvement costs. This technique is being used by Dayton.

Local Improvement District (LID): The project costs are assessed to the properties that receive a direct benefit from the project. For administrative purposes the assessed properties are grouped as a district.

Road User or Street Utility Fees

This funding method charges city residents and nonresidential users a monthly or yearly fee for use of the city road system and is similar to water and sewer utility fees. User fees go to maintenance activities. Currently, these fees are only instituted in La Grande and Ashland.

Traffic Impact Fees

This funding method is used for required road improvements associated with new development. The fee, which varies for different land uses, is calculated based on the estimated number of vehicle trips generated by the proposed development. Revenues generated in this manner must be used for capital improvements, not maintenance activities, and a benefit to the new development must be demonstrated. These fees are not levied by Dayton.

PRIVATE DEVELOPERS

Local streets, sidewalks, and some pathways - bicycle and pedestrian - when included within or abutting the boundaries of a development are paid for by the developer as a part of the subdivision, partition, or zoning action. These transportation improvement costs are passed to the subsequent user in the sale price of the lot or building. Thus, in providing access to the property and tying into the existing transportation network, the development benefits both the new property owners and the residents of the city. Thereafter, the developer deeds the improvement to the city, and the city assumes maintenance responsibility for the improvements. This technique is the standard method for city ownership of improvements in subdivisions and is used by Dayton.

STATE AND FEDERAL

Grants

Grants are available from some economic development programs. The Immediate Opportunity Fund program, managed by OECDD and ODOT, provides two types of grants: Type A, a maximum of $500,000 for public road work associated with an economic development project of regional significance, provided the project creates primary employment and Type B, a maximum of $250,000 for the revitalization of business or industrial centers to support economic development and quality development objectives. Additionally the grantee should provide an equal local match.

Cost Sharing

In the past few years, the state has required contributions from local jurisdictions or developers for transportation improvements when new development has significant traffic impacts on the state highway system, e.g., the improvements on U.S. Highway 101 near Lincoln City, Highway 18 near Valley Junction, and the I-5 Interchange at Woodburn. Cost sharing may become more common if federal funds decrease in the future. It is expected that local contribution to or cost sharing for projects such as interchanges and bridges will continue.

Additional funding opportunities through the state and federal governments are cited in Appendix F.

STREET SYSTEM

TPR Requirements

The Transportation Planning Rule addresses a road plan for streets as follows:

OAR 660-12-020 ELEMENTS OF TRANSPORTATION SYSTEM PLANS

> (2) *(b) A road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections. Functional classifications of roads in regional and local TSPs shall be consistent with functional classifications of roads in state and regional TSPs and shall provide for continuity between adjacent jurisdictions. The standards for the layout of local streets shall provide for safe and convenient bike and pedestrian circulation necessary to carry out OAR 660-012-0045(3)(b). New connections to arterials and state highways shall be consistent with designated access management categories. The intent of this requirement is to provide guidance on the spacing of future extensions and connections along existing and future streets which are needed to provide reasonable direct routes for bicycle and pedestrian travel. The standards for the layout of local streets shall address:*
>
> *(A) Extensions of existing streets;*
>
> *(B) Connections to existing or planned streets, including arterials and collectors; and*
>
> *(C) Connections to neighborhood destinations.*

Dayton

The 1986 Planning Atlas addresses streets as follows:

> *Travel in Dayton is primarily by automobile, consequently the greatest community demand, in regard to transportation, is for continued improvement and maintenance of the City's street network. The Dayton area street network is comprised of 31 streets. There are 17 north-south streets and 14 east-west streets in the planning area. All of these streets(s) have been classified according to the primary function each street serves.*

The 1986 Dayton Comprehensive Land Use Plan, states:

> *Dayton is dependent on private automobiles as the primary source of transportation, and as is typical of may small cities, problems with the street network are a major transportation concern. Of particular concern are transportation problems, which affect the commercial core area. These problems are related to the secondary highways, which pass through the City center and they include speeding, on-street parking, and pedestrian hazards. Through agency coordination and local improvement programs, the City's objective is to improve present traffic conditions and also to diversify their transportation modes.*

While the number of streets within Dayton has changed, little else is different since these words were written. The key recognition is that the automobile is the means of transportation in Dayton. A key

objective of the TPR is to create the conditions where there will be more viability to the alternatives to the automobile; whether those alternatives are bicycles, walking, public transportation, or shared transportation. The direction of this TSP is to create a street system that will support the variety of transportation alternatives in Dayton.

INVENTORY OF STREET SYSTEM

An inventory of the existing street and sidewalk system with emphasis on arterial and collector streets was done as a part of the TSP. The inventory is included as Appendix E. The inventory provides the base data for a better understanding of the streets relative to the ownership, configuration, condition, and related issues. All of these items are important information for street network planning, street design and improvement, and bicycle/pedestrian facility plans. They also provide a basic understanding of where the city is relative to streets and where the emphasis should be directed for future street improvement.

Connectivity

Good connections in the local street network are important for convenient pedestrian and bicycle access. The grid street pattern of Dayton provides the greatest amount of connectivity possible, but such a pattern can also encourage through traffic and speeds in excess of 25 mph. Because local streets are also used as neighborhood play areas, the city should explore design techniques - necking intersections, on street parking pockets and, "T" intersections - that discourage "through" traffic and speeds in excess of 25 mph.

Access Management

TPR Requirements are:

OAR 660-12-045 Implementation of the Transportation System Plan

(2) Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions. Such regulations shall include:

(a) Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;

(b) Standards to protect future operation of roads, transit ways and major transit corridors;

(c) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites.

(d) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors, or sites;

(e) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:

(A) Land use applications that require public hearings;

(B) *Subdivision and partition applications;*

(C) *Other applications which affect private access to roads;*

(g) *Regulations assuring that amendments to land use designations, densities, and design standards are consistent with the functions, and capacities and levels of service of facilities identified in the TSP.*

Access management is a method to control access to and from the street for properties that have frontage on the street. The result of controlled access should be traffic movements that increase or maintain the function of the street to safely move a significant amount of traffic and protect bicyclist and pedestrians. Access management is usually applied to arterial and collector streets, which have a significant amount of traffic relative to local streets, but it may also be appropriate for local streets. The following examples of access management techniques can be used to maintain and accomplish safety and street function:

- Encourage vehicle access connections between adjacent properties;
- Encourage shared common driveways between adjacent properties;
- Provide alternate accesses to existing alleys or collector and local streets;
- Construct alternate parallel or marginal access streets for local property access;
- Offset opposing driveways.

Currently, the city provides access management through the development regulations, including:

7.2.307.04 A: Standards for Blocks: Blocks shall not exceed 600 feet in length between street lines, except blocks adjacent to arterial streets, or unless the previous adjacent development pattern or topographical conditions justify a variation. The recommended minimum distance between intersections on arterial streets is 1,800 feet.

Driveway access to public streets should be managed to balance the need for ingress and egress to property with the need for the streets to function for vehicles, bicycles, and pedestrians. Standards for access to streets should be added to the development code. Suggested access standards are:

7.2.307.03 Standards for Lots or Parcels
B. Access.
5. Access standards for streets are:

Street Classification	Access Spacing
Arterial	150 feet (+/- 20%)
Collector	75 feet
Local	25 feet

Table 3: Access Standards

In Dayton access management is of primary importance for Ferry and Third streets, which are both state highways under the responsibility of ODOT for access control. However, in both cases the city has control over land uses which front these important streets, thus access management is a joint responsibility of the city and ODOT, which regulates access to state highways through OAR 734-051.

These two streets present important challenges for the city to balance the activities associated with commercial retail, school, recreation and the entrances to the City off Highway 18 with the functional need to move traffic safely through the city. State and Federal funding programs offer several opportunities to channel traffic, maintain appropriate turning radii, provide for curbside parking, and close intersection curb distances for shortened pedestrian crossings. These programs, which work

with the fronting property owners, can create a safer street "climate" which can increase the aesthetic qualities of the street. The city should work with ODOT to prepare an access management plan (see OAR 734-051-0360), which will be the guide for access management, pedestrian safety, aesthetics, and traffic function on Ferry and Third streets. Such a study might focus on sidewalk installation for both sides of the streets along their entire length; bicycle lanes on both sides of the streets along their entire length; access management for abutting properties; more definition of on street parking, including curb extensions into intersections - which assist in defining parking locations; identification of off street parking opportunities; street trees and landscaping; a landscaped median with center turn lanes; burial of overhead utilities; and truck routing. Funding for the study can be available through Federal or State programs with an appropriate local match.

Maintaining a high level of service on Ferry and Third streets is most important, but service should be consistent with the access management plan guidelines. The plan should be flexible in its response to future development proposals abutting the streets and consider creative access solutions, but the city must maintain a firm commitment toward negotiating development agreements that uphold the plan guidelines, particularly for safety. The city's development code, in association with ODOT access permit requirements, will assist in maintaining a high level of service on Ferry and Third streets.

While existing access spacing may already vary from recommended guidelines, the city should require the proposed access standards on all new development and encourage the consolidation of accesses wherever possible, especially on Ferry Street and Third Street. Access management of residential development on all the collector streets is appropriate to insure that vehicle mobility and pedestrian and bicycle safety are preserved.

Notification

The 1986 Comprehensive Land Use Plan provides the following comments relative to notification:

POLICIES

- *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.*

With the overlapping responsibility for access on Ferry and Third streets, land use decisions on fronting properties should be submitted to ODOT to gain the maximum amount of protection and benefit for the city residents. The following access management objectives should be the desire of both the city, Yamhill County, and ODOT:

- Improve safety by minimizing potential conflict points;
- Improve pedestrian and bicycle mobility;
- Maintain an acceptable level of vehicle service and mobility; and
- Minimize capital costs.

Notification of the agency responsible for the street is an important element for effective access management for Ferry and Third streets. Code revisions are recommended in Appendix G to ensure that the city procedures for land use decisions include a notice to ODOT when a land use issue abuts a state highway and to Yamhill County when a land use issue abuts a county road. It is particularly important that the city receive from Yamhill County notice with an opportunity for comment on any development that accesses a County road within the Dayton UGB. The city of Dayton should join with other cities in Yamhill County and request the County to notify the cities regarding pending land use and transportation decisions within their respective UGB's.

Special Transportation Area

The transportation planning process examined the potential to designate a "special transportation area" (STA) in Dayton. STA designations apply to state highway segments, which are straddled by an existing or planned downtown, business district or community center within an urban center. An STA is intended to give the city the responsibility for urban roads within their jurisdiction. In Dayton an STA could be applied to Ferry Street from Third to Sixth Street and Third Street from Church to Mill Street. The current development pattern, the pace of development, the potential for development, the opportunities for redevelopment, and the safety record on the existing highways do not suggest that an STA designation would be beneficial for the state highways in Dayton. Currently, there are more pressing street issues that warrant Dayton's attention; as the pressure for development grows and as the city's financial ability to deal with the existing conditions improves, then it may be appropriate for Dayton to seek an STA designation on either Ferry Street (Hwy. 155) or Third Street (Hwy. 150). After Ferry and Third Streets are brought up to standards, then it may be appropriate for Dayton to seek an STA designation for portion of either Ferry Street (Hwy. 150) or Third Street (Hwy. 155) and assume responsibility for these two streets. In the interim, the important action for Dayton would be to continue a community education program directed toward mixed use development, infill development, shared parking, shared access, and other transportation and land use concepts which support each other.

Maintenance

The 1986 Comprehensive Land Use Plan provides the following comments relative to maintenance:

FINDINGS

- *The conditions of Dayton's streets are generally adequate for the existing traffic load. Substantial increases in traffic loads could be serviced provided that increased maintenance and improvements occur.*

- *The City of Dayton, the State Highway Division, and Yamhill County are responsible for the maintenance of streets in the planning area.*

POLICIES

- *All possible sources of funding for street improvement shall be investigated and used to upgrade City streets as funds become available.*

- *The City of Dayton shall coordinate with the Oregon State Department of Transportation to have alignment and elevation problems along Third Street between Ferry Street and the Palmer Creek Bridge placed on the Six-year Highway Improvement Program.*

- *The City of Dayton recognizes that its Comprehensive Plan and implementing Ordinances must be amended to provide more certainty regarding the permissibility of street, road, and highway maintenance and improvements and to coordinate the local planning review of highway projects with the Oregon Action Plan for Transportation. The City will consider appropriate amendments as soon as possible after the Oregon Department of Transportation develops model plan policies and model ordinances to guide the City in rectifying the problem.*

The street inventory, previously cited, should also identify methods to reduce the maintenance costs associated with streets. During the preparation of the street inventory it was noted that a street storm drainage system either does not exist or is in poor condition. Poor surface drainage contributes to the deterioration of the streets and may be only one of many conditions, which affect

the design life of the streets. Specifications for the maintenance of the streets should be included in the street analysis.

The need for greater maintenance on the arterial and collector streets will continue to be an issue, because these streets are subject to more wear and tear from a greater amount of traffic than other city streets. However, the current fiscal constraints on ODOT mean that the maintenance and improvement of the arterial streets, Third and Ferry, will remain a low priority. At the same time, the city is in no better fiscal condition to improve and maintain the collector and local streets in Dayton.

The limited capability of both ODOT and the city to maintain streets, combined with a higher level of population growth, may be the catalyst that initiates the demand for street improvements. Before the state makes improvements or increases the maintenance of Third and Ferry Streets, there will have to be a significant increase in the traffic load on these streets relative to other state highways in Yamhill County. Until Dayton residents are directly impacted by the need for street improvements, sufficient funds to make a difference in the current level of street improvements and maintenance are not likely to be redirected from higher priority projects in other areas. More population and the accompanying traffic may create the future community "crisis" needed to pass a bond levy for street improvements. In the meantime, Dayton must continue to cobble together its improvement and maintenance program and press ODOT to maintain Third and Ferry Streets at a higher level.

Street Construction Deferral

Currently, the city has a policy that requires the property owner to sign a Waiver of Right to Remonstrate for Street and Pedestrian Improvements for the boundary streets of the subject property. This street improvement deferral program is an incremental technique to improve substandard streets throughout the city and applies to property partitions. The TAC examined the extension of the deferral program to new structural construction and remodeling (Appendix H). The TAC did recognize that the implementation of the deferral program may be most important as an agent to address the alternatives for street improvements before the need for street improvements becomes a crisis. However, the TAC noted that there are substantial political and economic constraints with the program expansion, therefore, they decided not to recommend expanding the street deferral program.

Accidents

The 1986 Comprehensive Land Use Plan provides the following comments relative to accidents:

FINDINGS

- *The most serious traffic hazard exists at the intersection of Third and Mill Streets.*
- *Of City respondents in 1978, 55 percent (said) that the overall street system is safe and convenient.*

The frequency of accidents in Dayton is low. Ferry and Third streets have the greatest traffic volume and the greatest opportunity for accidents. Generally, the speed limit within the Dayton UGB is 25 mph, which somewhat acts as a constraint on accidents. During the five-year period from 1995 through 1999 there were six accidents on Ferry Street and two accidents on Third Street, all within the urban growth boundary. With this low accident rate, a pattern in the accidents is not discernable from either location or type of collision (Appendix I). Consequently, a revision to the street system to handle accidents is not warranted.

Highway 18

Highway 18 is classified as a State Expressway and provides for the majority of vehicle trips that bypass the city. In addition, the highway provides the major connection to locations well outside the urban growth boundary, particularly to Metro Portland on the east and McMinnville to the northwest. The 1999 Oregon Highway Plan classifies Highway 18 as a statewide level of importance and a National Highway System route. It is also designated as a Freight Route and an expressway. For these reasons, Highway 18 is not a significant factor relative to Dayton's internal street network.

Highway 18 is an asset to the city. Portions of this highway lie within the Dayton UGB on both sides of the river. Normally, a limited access highway acts as a barrier for street connections; because the highway is depressed west of the river, the crossing streets go over the highway, and it is not a significant barrier. Further, Highway 18 does not provide many access opportunities within the Dayton UGB, except north of the Yamhill River; where the highway provides excellent visual access into the industrial land between the east and west intersections with Kreder Road. Because Highway 18 is a limited access highway, direct access to the industrial property is not permitted. Therefore, in the future Kreder Road should function as the primary access to the industrial property from Highway 18.

In the future when an interchange at the intersection of Highway 18 and Lafayette Highway 154 is constructed, then the Ash Road access to Highway 18 may need to be closed because of expressway access standards. If the connection to Hwy. 18 is closed, then Ash Road should be extended to connect to Lafayette Highway south of Hwy. 18. The city should support such a connection, because Ash Road provides one of only two accesses to Dayton – the other being Ferry Street - that does not contain a bridge within ¼ mile of the city limits. The lack of a bridge makes this access particularly important in case of an earthquake of a severity that would damage bridges, thus limiting the Dayton Rural Fire Districts ability to access the surrounding area.

Highways 150 and 155

Highway 150 (OR221), the Dayton-Salem Highway or Third Street, runs from the Highway 18 interchange south through Dayton then to Salem. This Highway intersects with Highway 155, the Amity-Dayton Highway or Ferry Street, at the commercial center of town before it moves west to Amity. Both of these highways are classified as District highways. As such they function as a city arterial and provide links between small urbanized areas, rural centers, and urban areas. ODOT manages these roads to serve local access and traffic within urban areas for moderate to low-speed traffic flow operations with pedestrian and bicycle movements.

Bridges

A continuing issue in the Dayton area, as well as in other locations throughout the state, is the maintenance if bridges. Only two routes, Ash Road and Ferry Street, into Dayton do not have bridges within ¼ mile of the city limits. ODOT and Yamhill County do a good job of maintaining the bridges with a limited amount of funds (Appendix J). The city should support both the state and county in the maintenance and earthquake proofing of all bridges, particularly those bridges and overpasses associated with Highway 18 and Third Street (Hwy. 150).

STREET CLASSIFICATIONS

Street classifications should be a function of several of issues, including:

- the volume of traffic on the street,
- the physical layout of the street,
- the relationship between streets, and
- the fronting land uses.

Traffic Volumes

Traffic volume data is limited. Traffic county data for the state highways and some Yamhill County roads is shown in Appendix K. This data provided a valuable point of reference for considering current and future travel demand.

The population and employment data was used to adjust future traffic volumes using historic trends. Historic data was projected to 2020 based on the assumption that, over time, traffic volume increases would follow in the same pattern as population and employment. The busiest intersection in the city is the intersection of Ferry and Third streets, therefore it was used as the limiting capacity factor in Dayton. Intersection capacity analysis was prepared for this key intersection and additional locations at the elementary school; the calculations are included in Appendix L. For the Ferry and Third Streets intersection the level of service A in 2000 continues through 2020.

Street Network

The preparation of the street network plan considers how the existing transportation facilities serve existing and planned development and how alternative transportation facilities might impact the existing network. The evaluation process consisted of reviewing how the proposed network of streets achieved stated goals and objectives in light of the projected build-out of the urban area.

The street network plan is designed to provide an efficient street circulation system for all modes of transportation. It indicates to the city residents and the development community the general location of significant future streets. The street network plan is a guide for local action to complete a transportation system that compliments both the full range of transportation needs and the abutting land uses. As such, it is appropriate for use in directing the acquisition and dedication of street rights of way and guiding the improvement of related pubic facilities.

The street system improvements proposed for the Dayton UGB include a reduction in the designation of collector streets (Map 3) and the designation of future collector streets within the UGB but not currently in the city. As development occurs on properties, which front the future collector streets, it is important that the city has and exercises the opportunity to comment on these developments.

The traffic volume on any of Dayton's streets is large only when compared to other Dayton streets but is small for the amount of right of way and paving. The grid street pattern in Dayton provides a good feeder street system and ample access alternatives to fronting properties. The relationship between streets shows that some streets are more likely to attract traffic than other similar streets. While abutting land uses, such as the schools, also play a role in street designations, Dayton has no land uses that create a volume of traffic, which alone would raise the classification of a street. In general, the arterial and collector classification of streets as identified in the 1986 Comprehensive Land Use Plan is more extensive than the four issues above would warrant.

Currently, within the Dayton urban growth boundary, about 37% of the street mileage is designated as arterial or collector. This amount is high, especially for a small city. Even with the removal of

Ferry and 3rd Streets, for which the State is responsible, the percent of arterial and collector street mileage remains high at 23%.

Re-designation of the arterial and collector streets to reduce the mileage in higher classifications is appropriate. Table 4 shows attempts to relate the street classifications to the four functions previously cited and results in a reduction of street length in the higher classifications. The reduction places about 28% of the city streets in an arterial or collector classification. If the state highways (Third and Ferry - the arterial streets) are removed from the calculation, then only about 14% of the city streets are in the higher classifications.

The higher classification streets have more paved surface per foot of length, because they are wider. As a result of a re-designation the shorter linear footage of arterial and collector streets reduces the square feet of street paving. Any reduction in the amount of arterial and collector streets will mean a reduction in the improvement and maintenance cost for the city, which translates, over the long term, to a relatively smaller budget for street improvements and maintenance. In addition, the development costs for property should be lower because of the reduced street frontage for arterial and collector streets. The reduction of the quantity of street area will also have an environmental benefit because there will be less storm water runoff from the streets into the streams and river around the city.

Arterial Streets

In the 1986 Planning Atlas the following comments were directed to arterial streets:

> *The function of arterial streets is to facilitate traffic movement between communities. Two highways in the planning area serve this purpose.*
>
> *Principal Arterial: Highway #18*
> *Minor Arterial: Third Street (Salem/Dayton Highway)*
>
> *The maintenance of the arterial streets is the responsibility of the Oregon Department of Transportation (ODOT).*

Dayton's streets have the small traffic volume expected for a city its size. The traffic volumes and projections presented in Table 5 are not high ADTs relative to other state highways and place into question the need for two classifications of arterial streets. Especially when Highway 18, which is totally under the responsibility of ODOT for construction and maintenance, acts as a bypass of

Highway	ADT 1999	*Projected ADT 2020*
Hwy. 18 west of Hwy. 150 interchange	11,600	*22,000*
Hwy 155 (Ferry St.) west of Hwy 150 (Third St.)	2,300	*3,480*
Hwy 150 (Third ST.) south of Hwy. 155 (Ferry St.)	2,900	*4,830*

Table 5: Traffic Volume and Projections

Dayton. Even with two Highway 18 connections within the Dayton UGB, Highway 18 is a "non-issue" for Dayton. Therefore, the TSP recommends that there be only one classification of arterial street. The designated arterial streets are:

Ferry Street – west of Third Street, and
Third Street.

Table 4: Street Classification Revisions

Street Name	1986 Dayton Comp. Plan Classification	Proposed Street Classification TSP Location Limits	Quantity of Change in Street Designation	Maintenance Responsibility
ARTERIAL STREETS				
Highway #18	Principal Arterial	State Expressway	None	State
Third Street (Salem – Dayton Hwy.)	Minor Arterial	Arterial* Highway 18 to UGB***	None	State
Ferry Street	Major Collector	Arterial Third St. to UGB*	5,655 ft.	State
Total Changes			**+5,655 ft.**	
COLLECTOR STREETS				
Ash Street	Minor Collector	Collector Fifth St. to Ash Road	None	City
Ash Road (Yamhill Co.)	Rural Collector	Collector** Ash Street to UGB	None	County
Church Street	Minor Collector Yamhill River to Flower Lane	Local Yamhill River to Flower Lane	5,660 ft.	City
Ferry Street	Major Collector Yamhill River to UGB	Arterial Third St. to UGB* Local: Yamhill River to Third St.	5,655 ft. 1,110 ft.	State City
Fletcher Road (Yamhill Co.)	Rural Collector Resource Road (Yamhill Co. TSP)	Collector**	None	County
Flower Lane	Minor Collector	Collector	None	City
*Foster Road****	Local	Future Collector** *Highway 18 to Fletcher Road*	5,200 ft.	County
Neck Road	Local	Future Collector *Neck Road to edge of UGB*	*None*	*County*
*Kreder Road****	Local	Future Collector *Highway 18 to Highway 18*	*5,600 ft.*	*City*
Fifth Street	Local	Collector Ash St. to Ferry St.	1,375 ft.	City
Seventh Street	Local	Future Collector *Ferry St. to Joel Palmer Lane*	*825 ft.*	*City*
Eight Street	Minor Collector	Collector Ash St. to Ferry St.	None	City
Ninth Street	Minor Collector	Local	1,380 ft.	City
Total Changes			**Arterial: +5,655 ft.** **Collector: -12,430 ft.** **Local: -5,680 ft.** ***Future Collector: +13,455 ft.***	
LOCAL STREETS				
*Foster Road****	Local	Future Collector** *Highway 18 to Fletcher Road*	5,200 ft.	County
Joel Palmer Lane	Local	Future Collector *Webfoot to east of Elizabeth Ct*	*830 ft* *1,000 ft new st.*	*City*
*Kreder Road****	Local	Future Collector *Highway 18 to Highway 18*	*5,600 ft.*	*City*
Seventh Street	Local	Future Collector *Ferry St. to Joel Palmer Lane*	*825 ft.*	*City*
Total Changes			**Local: -13,455 ft.** **Collector: +13,455 ft.**	

*State of Oregon Road: State standards apply. **Yamhill County Road: County standards apply
***UGB: Urban Growth Boundary ****Indicates a designation in the future when the abutting land develops.

These two streets are state highways and are the responsibility of ODOT for improvement and maintenance. Therefore, it is incumbent on the city to insure that the actions of the city related to these two streets are consistent with state standards.

Collector Streets

The Planning Atlas currently provides the following comments directed to collector streets:

> *The function of collector streets is to collect traffic from minor streets and to distribute it to the arterial street system. The collector streets designated in Dayton are considered to be the City's most heavily traveled streets next to the arterial streets.*
>
> *Major Collector Streets: Ferry [west (of Third)]*
> *Minor Collector Streets: Ash, Church, Flower Lane, Eighth, and Ninth*
> *Rural Collector Streets: Ash Street Road, County Road #90 (Fletcher Road)*
>
> *The maintenance of Ferry Street (west) is the responsibility of the Oregon Department of Transportation. The maintenance of minor collector streets is the responsibility of the City of Dayton. Yamhill County is responsible for maintaining the rural collector streets.*

The three classifications of collector road do not seem warranted, especially, when some of the roads do not make a connection to arterial streets, thus do not fit the defined function of a collector street. Again, as a small community, the need for three classifications of collector streets in Dayton is questionable. Therefore, the number of collector streets is reduced to the following:

Ash Street, Fletcher Road, Flower Lane, Fifth Street, and Eighth Street.

As land within the urban growth boundary develops, it is expected that additional collector streets will be needed. The future collector street designations depend upon land development and traffic load, but are likely to be:

Foster Road,
Neck Road (to edge of UGB),
Kreder Road (south of Highway 18), and
Seventh Street (south of Ferry Street).

Until there are changes in population or employment, the proposed arterial and collector street designations should be sufficient to handle added traffic for any normal future growth that may occur.

Local Streets

All other streets in the city are designated as local streets. See Map 4 for proposed street classifications.

STREET STANDARDS

Dayton's Development Code addresses standards for streets in the city. These standards are based upon comments from the Planning Atlas and Comprehensive Land Use Plan.

Arterial Street Standards

The function of an arterial street is viewed differently today than in 1986 in that an arterial street is presumed to do more than "facilitate traffic movement between communities". Consequently, the proposed definition of an arterial street is:

> A minimum two lane transportation facility designed to carry "through" traffic; generally, emphasizes mobility over access by fronting properties; some access to fronting properties is provided within the urban growth boundary, but where possible access for fronting properties should be diverted to side streets, alleys, or shared access between two or more fronting properties; generally, arterial street traffic has priority over traffic from all other streets; provides bikeways; provides sidewalks; may provide on street parking.

Collector Street standards

Today a collector street is expected to provide more than "collection of traffic from minor streets and distribution to arterial streets". Consequently, the proposed definitions of a collector street is:

> A minimum two-lane transportation facility designed to provide internal links between neighborhoods; such linkage is accomplished by connecting the local internal streets to the community arterial streets system; may provide through traffic movement; generally, collector street traffic has priority over local street traffic; while access is available to all properties fronting the collector street, some circumstances may require access being diverted to side streets, alleys, or shared with abutting properties; provides bikeways; provides sidewalks; may provide on street parking.

A secondary issue related to collector streets is the cost for improvement and subsequently the cost for maintenance. The large number of collector streets cited in the 1986 Comprehensive Plan means a greater cost to the city for improvements, rebuilding, and maintenance.

The intent of the reduced development standards for arterial and collector streets is to lessen improvement and maintenance cost with a minimal impact on traffic mobility. In combination with the new arterial and collector street designations (Table 4), the revised collector street improvement standards, which are stated as minimums, should give the city more transportation and fiscal flexibility to respond to future development.

Improvement requirements for street widening, bicycle paths, and sidewalks on the arterial and collector streets may become more prominent as population and employment increases or as opportunities for new businesses or residences are missed.

Local Street Standards

The Planning Atlas provides the following comments directed to minor (local) streets:

> *The basic function of minor streets is to provide access to the fronting property owners. These streets, which are at the bottom of the street hierarchy, generally carry traffic to collector or arterial streets. All the streets in Dayton, which are not classified as collectors or arterials, are either urban or rural minor streets.*
>
> *The rural minor streets were identified as: Foster Loop Road, Kreder Road (County Road #87), Neck Road, and Webfoot Road.*

The maintenance of all urban minor streets is the responsibility of the City of Dayton. Yamhill County is responsible for maintaining the rural minor streets.

The TAC was also cognizant of the requirement of the TPR as cited in OAR 660-012-0045 (7):

> *Local governments shall establish standards for local streets and accessways that minimize pavement width and total right-of-way consistent with the operational needs of the facility.*

The TAC considered several techniques to amend the local street standards and incorporate a "skinny street" concept. The techniques to amend local street standards included:

- Retaining the existing code, which does not include "skinny streets";
- One street classification plus cul-de-sac;
- Two street classifications plus cul-de-sac without an ADT determination of street categories; and
- Three street classifications plus cul-de-sac with an ADT determination of street categories.

The four alternatives each had drawbacks that were not acceptable to the TAC members. After careful consideration the TAC modified the alternatives. Their recommendation was a combination of two of the alternatives to create two classifications of local streets plus cul-de-sacs, which would provide for at least one side on street parking for all streets. The revised alternate meets "skinny street" guidelines, because the paving width of the streets is not greater than 28 feet (Appendix D).

The local streets were placed in two sub classifications of local I or II, which were determined by the principal variables – the average daily traffic (ADT) or the square feet of area served by the street. It is expected that the applicant will normally assume the lesser street classification. The street classification sets the improvement standards. The improvement standards are presented as minimums. If the applicant seeks a change from an improvement standard, then the applicant is required to seek a variance using the criteria and procedures cited in the development code. If the city desires a different street classification or standard, the Planning Commission must state the reasons – anticipation of development on adjacent property, transition to an existing street improvement, more intensive development is anticipated by the city than by the applicant, code citation, etc. – then change the street classification or standard. For any decision of the Planning Commission, the applicant may accept or appeal to the City Council.

The recommended local street classifications and standards are presented with the arterial and collector standards in Table 5 and the Map 4.

Table 6: Street Standards

Street Classification	Right of Way	Paving Width	No. Travel Lanes Lane Width	Bikeway	No. Parking Lanes Lane width	Curbs	Sidewalk Width	Planting Strip / width
All standards are *minimums*. ADT or developable land area determines local street classification.								
ARTERIAL	State Highway Standards Apply							
COLLECTOR	70 ft.	28 ft.	2 at 11 ft. each	Required (f)	(g)	6 in. each side (1 ft. total)	5 ft. each side (i)	(j)
LOCAL I Up to 79 d/u (up to 799 ADT) or less than 320,000 sf. of developable land (a), (b), (c), (d) (Attachment A)	35 ft.	24 ft.	1 at 17 ft. (e)	Not Required (f)	1 7 ft. (h)	6 in. each side (1 ft. total)	5 ft. each side (i)	(j)
LOCAL II 80 or more d/u (800 or more ADT) or 320,000 or more sf. of developable land (a), (b), (c), (d) (Attachment B)	39 ft.	28 ft.	1 at 14 ft. (e)	Not Required (f)	2 7 ft. each side (h)	6 in. each side (1 ft. total)	5 ft. each side (i)	(j)
CUL-DE-SAC Less than 450 ADT or Less than 184,000 sf. of developable land (a), (b), (c), (d) (Attachment A)	Local I 49 ft. bulb radius	Local I 38 ft. bulb radius	1 / 17 ft. (e)	Not Required (f)	1 side only at 7 ft. (h)	6 in. each side (1 ft. total)	5 ft. each side (i)	(j)
ALLEY	16 ft.	10 ft.	1 at 8 ft.	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable

Footnotes **All standards are *minimums.***

(a) Minimum lot size = as cited in the zoning district.

(b) ADT = Average Daily Trips (ITE Trip Generation Manual)

(c) Trip Generation Rater for Single Family Density = 10 ADT

(d) Calculated per street entrance; use largest number

(e) One lane requires traffic queuing. Traffic Queuing: Designing streets so that moving cars must occasionally yield between parked cars before moving forward; permits development of narrower streets; encourages vehicles to move slower; and allows for periodic areas where a 20 foot wide clear area is available for parking of fire apparatus.

(f) When a bikeway is provided, it may be a shared roadway with the motor vehicle travel lane and parking lane; but only, if together these lanes are a minimum of 14 feet wide and not more than 16 feet wide; otherwise the bikeway shall be 6 feet wide each side.

(g) Parking lane may be required on either or both sides, when provided it shall be 7 feet wide each side; parking perpendicular to the curb is not permitted.

(h) Parking is normally continuous along a street length, but the Planning Commission may require parking pockets with the parking parallel to the traffic lane.

(i) Sidewalk shall be a minimum width of 8 ft. for commercial uses in the Commercial Residential CR zone, all uses in the Commercial C zone, and abutting a public or private school site; sidewalks in historic districts and fronting historic structures are excepted from the 8 ft. requirement.

(j) Planting strip may be required on either or both sides at a minimum of 5 feet in width and located either curbside or outside the sidewalk.

Attachments A, and B are the street cross sections from Neighborhood Street Design Guidelines November 2, 2000.

On Street Parking

On street parking provides a benefit to the abutting property owners by both reducing the quantity of a site dedicated to parking and providing a shared responsibility for parking through the city government at a minimal individual cost. Commonly, on street parking is for the continual length of the street from corner to corner; this parking configuration works very well with permanent on site parking and one traffic lane. However, with "skinny streets", traffic queuing may occur to allow approaching vehicles to pass the random parking on either side of the street. Traffic queuing means that moving cars must occasionally yield between parked cars before moving forward; permits development of narrower streets; encourages vehicles to move slower; and allows for periodic areas where a 20 foot wide clear area is available for parking of fire vehicles. Where there are two lanes of traffic, there is a growing trend for parking to be in "pockets", which are parallel to the street and clearly dedicated to non-moving vehicles; with "parking pockets" continuous parking lanes from corner to corner do not exist. Parking pockets may reduce the amount of paving but may not reduce the street maintenance. In all cases on-street parking parallel to traffic is preferable to parking perpendicular to the traffic. Where perpendicular parking exists, every effort should be made to eliminate it, primarily because of the safety aspect related to backing into traffic and across a bike path.

Truck Routes

One of the traffic generators that is consistently damaging to streets is heavy trucks. While Dayton does not have a considerable amount of truck traffic, there is a lot of truck activity from Dayton Sand and Gravel and from agriculture trucks passing through town. So long as the trucks traffic stays on the state highways, which are better constructed to handle such heavy loads there is little problem. As the loaded trucks travel other streets in town they damage the streets and create un-welcomed noise. It is not practical to prohibit such trucks from all the streets in Dayton, but it is appropriate and reasonable to require loaded trucks to operate only on the arterial and collector street system. It is also appropriate to limit the truck traffic to specific routes. Incumbent in any limitation is the understanding that the city will assure the construction of such streets are adequate to withstand loaded truck traffic. It is recommended that the city designate and sign Eighth, Ferry, Fletcher, and Third as truck routes (Map 4).

STREET IMPROVEMENTS:

Ferry and Third Streets are simply the most important streets in Dayton. They are:

a. the principle entries into Dayton from the north - Highway 18; and the west;
b. the principle commercial streets;
c. the principle north-south and east-west streets;
d. the primary connection between the city, county, and state street systems;
e. accommodate most of the local trips;
f. provide through truck access; and
g. provide access to the schools.

As arterial streets, they are keys to the street networks. Ferry Street is particularly a key as it is also the frontage and access for the principle activity centers for the city – schools, park, commercial, post office, city hall, etc. Third Street is the secondary key as it is the primary access from Highway 18, the main connector with the Metro Portland area and points north and west. Therefore, the priority for improvements to the street system should be directed toward Ferry Street, Third Street, the collector streets, and finally local streets.

Ferry and Third Streets are State Highways which are the responsibility of the ODOT for improvement and maintenance. Accordingly, the city should urge the state to place these streets in a high position

for maintenance and improvement, and the city should be prepared to participate as financially feasible in the cost. With the fiscal constraints on the city and the need for other street improvement, such participation is unlikely. The range of street improvements runs from right of way acquisition through widening, bike lanes, curbs, drainage, sidewalks, signage, trees, and lights.

The recommendations in the TSP for street improvements in a priority of importance for improvement with the highest priority listed first (Map 5):

Priority	Street Name	Location of Street Improvement
Arterial Streets		
1.	Ferry Street	Fifth Street southwest to Flower Lane
2.	Third Street	Highway 18 to Mill Street
Collector Streets		
3.	Eighth Street	Ash to Ferry Streets
4.	Ash Street	Fifth to Eighth Streets
5.	Fifth Street	Ash to Ferry Streets
6.	Ash Street	Eighth Street to Flower Lane
8.	Flower Lane	Ash Road to Ferry Street
9.	Kreder Road	Highway 18 to Foot Bridge connectio
10.	Fletcher Road	Ash Street to Howard Jordan Loop
Local Streets		
7.	Church Street	Third to Eighth Streets

Future Streets:

The TSP suggests future street alignments and connections provide safe and convenient connections for most uses within the UGB. Exact locations for future streets will require more detailed refinement studies. The future streets combined with a long term street rehabilitation program should assure better traffic movement within and through the city and better access to the outlying area.

Local Streets

Fortunately, there are not many dead end streets, loop streets, or cul-de-sacs streets in Dayton. The city must remain vigilant in the planning and development process to ensure that such streets are discouraged. Where they must be created, they should be short and if possible should include pedestrian/bicycle connections.

Cost Estimates

The cost estimates are for planning purposes and give a relative cost. Exact estimates must be done for financing and construction purposes. The costs are based on a 34 foot paved street with curbs sidewalks and bike lanes. In the case of the arterial streets the costs may include the existing street. For the arterial streets the cost is for a total reconstruction. The costs for the improvements of the top 6 priorities are:

Priority	Street Name	Location of Street Improvement	Length of Improvement	Cost Estimate
Arterial Street				
1	Ferry Street	Fifth Street southwest to Flower Lane	4,065 feet	$450,000 – 560,000
2	Third Street	Highway 18 to Mill Street	1,340 feet	$225,000 – 280,000
Collector Street				
3	Eighth Street	Ash to Ferry Streets	1,380 feet	$230,000 – 285,000
4	Ash Street	Fifth to Eighth Streets	1,885 feet	$315,000 – 390,000
5	Fifth Street	Ash to Ferry Streets	1,375 feet,	$230,000 – 285,000
6	Ash Street	Eighth Street to Flower Lane	2,300 feet	$385,000 – 475,000
Total				$1.835,000 – $2,275,000

Table 7: Cost estimates for Streets

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PEDESTRIAN/BIKEWAY ELEMENT

In the 1990 US Census about 20% of the reporting residents said that their travel time to work was not more than 10 minutes; this segment of trips is likely to be those residents who live and work in Dayton. At the same time only 6% of the trips to work were by bicycle or walking. In addition, the 1990 census identified about 6% (22) of the households that did not have a vehicle available in the household. Neither the physical or age distribution of these households is available. At the same growth rate as the population projections, about 55 households would not have a vehicle available in 2020 and approximately 55 work trips could be by bicycle. Both the physical size of Dayton, no location within Dayton is more that a seven-minute drive to another Dayton site, and the low use of bicycles are a potential for growth of pedestrian and bicycles trips. However, the lack of a larger segment of population using bicycles or walking is probably due to weather, culture, and physical facilities for such trips.

Walking and bicycling are the lowest cost transportation alternative compared to any motorized vehicle, and they are available to all segments of the population, except the handicapped. Consequently, the development of a bicycle/pedestrian program reflects a commitment to encourage an alternative to the automobile for those persons not driving due to age, physical condition, finances, lack of a vehicle, or choice. The local transportation needs of these "transportation disadvantaged" persons can be met in part with an effort by the city to provide walking and bicycling routes. For instance, bicycle/pedestrian facilities provide parents of school-age children with an economical alternative to the increasing demands on their time and limited school funding, which is directly reflected in the costs of bus service. But, for reasons of safety sidewalks are not appropriate for most bicycle riding; the exceptions are for low speed bicyclists – young children on bikes with training wheels and elderly and handicapped people on three wheel bicycles.

Nationally, the greatest barrier to increased use of walking and bicycles is the relative cheapness of automobile fuel, and the resultant habit of using a motor vehicle to go anyplace at any time. Other than fuel cost, the primary local barrier to the increased use of walking and bicycles is weather; the secondary barrier is a safe route for walking and bicycling. In this regard Dayton is no different than other cities in the Willamette Valley.

TPR Requirements

The Transportation Planning Rule addresses bicycle and pedestrian plans as follows:

OAR 660-12-020 ELEMENTS OF TRANSPORTATION SYSTEM PLANS

> (2) *(d) A bicycle and pedestrian plan for a network of bicycle and pedestrian routes throughout the planning area. The network and list of facility improvements shall be consistent with the requirements of ORS 366.514.*
>
> *OAR 660-12-045 Implementation of the Transportation System Plan*
>
> (6) *In developing a bicycle and pedestrian circulation plan as required by 660-12-020(2)(d), local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas. Appropriate improvements should provide for more direct, convenient and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e. schools, shopping, transit stops). Specific measures include, for example, constructing walkways between cul-de-sacs and adjacent roads, providing walkways between buildings, and providing direct access between adjacent uses.*

In effect, the TPR requires sidewalks along arterial, collector, and most local streets within urban growth boundaries.

Background

In the 1986 Planning Atlas the following comments were directed toward bicycles and pedestrians:

> *While walking and bicycling are most often thought of as recreational activities, their potential to serve as alternative City transportation modes is high. The need to conserve energy and relatively short distances between Dayton's commercial core and residential areas make both walking and bicycling attractive transportation choices.*
>
> *The lack of adequate facilities is a likely deterrent to bicycling and walking at the present time. Sidewalks exist on only a few streets in the city but a lack of heavy traffic on side streets make walking a relatively safe, accessible form of transportation. Streets with relatively low volumes of traffic are also the only facilities for bicycling available within the planning area. With the provision of safe and convenient walking and bicycling facilities within the planning area, and as a part of a county wide system, more people might engage in these forms of transportation.*
>
> *The Salmon River Highway, Highway 18, is included as a bicycle route in the Oregon State Bikeway System.*

The 1986 Comprehensive Land Use Plan provided the following comments relative to bicycles and pedestrians:

FINDINGS

- *Curbs and sidewalks exist on very few of the City's streets.*
- *Walking and bicycling are attractive transportation modes despite the lack of adequate facilities and funding.*
- *Of City respondents in 1978, 54 percent saw no need for a community bike path in the community.*
- *Side street serve as the primary routes for local bicyclists.*
- *There are no developed bicycle paths in the City of Dayton although the Salmon River Highway, Highway 18, is included as a bike route in the Oregon State Bikeway System.*
- *The City provides adequate handicap access to the Commercial area through handicap ramps at each major intersection.*
- *A portion of the County's share of state gas tax monies is available to the City for the construction and maintenance of bicycle paths.*

POLICIES

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

- *The City shall promote transportation improvements which address the special needs of the low-income, the handicapped, and senior citizens as future development occurs.*

- *Walking shall be encouraged by properly maintaining existing walkways and by encouraging walkways in future development.*

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

- *Bicycle paths between school, parks, commercial areas, and residential areas throughout the City shall be promoted.*

- *The City shall coordinate with and encourage the Oregon State Department of Transportation in development of designated bicycle routes.*

Current Conditions

Connectivity and circulation are important to the developed and developing neighborhoods. The street inventory (Appendix F) identifies arterial and collector streets with sidewalks and includes a citation for sidewalk deficiencies, but it does not include specific information on bike paths.

About half of the streets in Dayton have a sidewalk. However, many of the older sidewalks are generally in a poor condition relative to the width, surface, ramps, and continuity. Continuity refers to incomplete sidewalks from one lot to another, sidewalks only on one side of the streets, and crosswalks at street intersections. Sidewalks along the arterial and collector streets are of a higher degree of importance than on the local streets, because these sidewalks have more pedestrian traffic between the activity centers. Sidewalks are now required in all subdivision and new non-residential developments in Dayton.

There is no bike plan for the city of Dayton, and except for Highway 18 no bikeways have been identified. The bicycle/pedestrian element of the TSP responds to the TPR and ORS 366.514, which provides for the use of highway funds for footpaths, bicycle trails, and ADA requirements. Inter-jurisdictional consistency was also addressed by reference to the Yamhill County Bicycle Plan, and the Oregon Bicycle and Pedestrian Plan.

There is no pedestrian plan for the city of Dayton. A school group is in the process of constructing a hiking path along the north side of Palmer Creek from Webfoot Road east through the grade school grounds. Their intent is to continue this path to the Yamhill River with a branch to Ferry Street east of the grade school. This project will be completed in the next couple of years.

PEDESTRIAN ELEMENT

Sidewalks are appropriate with all streets. Even though every location in the city has some connection to a street, every street does not have a sidewalk, thus a continuous network of pathways is not available to pedestrians. As previously noted, walking is the cheap alternative for local transportation, but funding for sidewalk improvements will continue to be a problem with the current fiscal constraints on the city and the low priority of transportation relative to other issues. Nevertheless, as streets are reconstructed, sidewalks should be included in the redevelopment scheme. Where the right of way is adequate the sidewalk should be setback from the curb line particularly for arterial and collector streets. Where the right of way is inadequate, it is appropriate to meander the sidewalk within the available right of way; otherwise, it may be difficult to include sidewalks in a street redevelopment, unless the city is willing to acquire the abutting property for a sidewalk improvement. In some cases, for which there are not many in Dayton, it may be appropriate to forgo a sidewalk improvement in a redevelopment program. But in those cases where

a local street is designated for a shared bikeway because of its traffic potential and connection to activity centers via arterial and collector streets, sidewalks along that street should also have a high priority for improvement and every effort should be made to provide those sidewalks, because such streets provide the most direct route to the activity centers regardless of the method of travel.

Dayton's small size provides a unique opportunity to encourage pedestrians and bicyclists, but the capability to capitalize on the physical opportunity is limited by the demands on fiscal resources and the desires of the residents. By the very configuration of some of the streets, some residential areas have better access to the activity centers – commercial core at Third and Ferry Streets, schools along Ferry Street, and Courthouse Park at Third and Ferry Streets. The city has also taken steps to address a more subtle access issue by the ramp installation program at corners – an action which is intended to ease walking for seniors and handicapped but also makes bike riding for children a much safer activity when they can ride on the sidewalks. Considerable additional effort for sidewalks and bike paths is warranted to better connect all residential areas to these activity centers.

The street design standards include sidewalk standards. These standards apply to new construction and reconstruction. The highest priority for sidewalk improvements and maintenance should be the arterials and collector streets, which lack sidewalks; those sidewalks also give the best access to the schools and parks. The second priority should be directed toward sidewalks that improve connectivity and circulation patterns initially within the existing sidewalk system, thereafter in new development. Examples of ways to improve connectivity and circulation to local streets include constructing walkways between cul-de-sacs and nearby roads, providing walkways between building complexes, and providing walkways to parks and school sites.

The following policies for pedestrian traffic are recommended:

POLICIES

- *The existing effort to install handicapped curb cuts at street/sidewalk intersections should continue, as funds are available.*
- *New sidewalks should be free of physical obstruction, such as mail boxes, utility poles, sign posts or guy wires.*
- *In general, bicycle traffic on sidewalks is not appropriate and should be constrained.*
- *The highest priority for sidewalk improvements and maintenance should be on the arterial and collector streets, especially those sidewalks in proximity to the schools.*
- *The second priority for sidewalk improvements and maintenance should be those sidewalks that improve connectivity and circulation.*
- *Bicycle lanes will be installed as part of arterial and collector street improvements.*

BIKEWAY ELEMENT

The TPR requires bikeway facilities along arterial and major collector streets [OAR 660-012-0045 (3)(b)(B)]; in Dayton not all streets with these functional classifications have a bikeway. While the Oregon Bicycle and Pedestrian Plan identifies Highway 18 as providing wide paved shoulders which can be used by recreational cyclists, the Highway provides little to no bike/pedestrian access within the Dayton urban growth boundary because it is a controlled access highway with only two direct accesses within the Dayton UGB. Consequently, it is not meaningful as a bike route for Dayton residents.

Bikeway Standards

ODOT recommends a standard with of 6 feet for a bike lane, including shoulder bikeways. The minimum widths for shoulder bikeways are 5 feet wide when adjacent to a curb, guardrail, and or other roadside barrier, and 4 feet wide when adjacent to an open shoulder. Bike lanes should also be marked with a pavement stencil and have an 8 inch wide stripe separating the bikeway from the vehicle lanes. Shared roadway bikeways – where the roadway and parking lane together are a minimum of 14 feet wide and not more than 16 feet wide – are appropriate in urban areas for streets with low traffic volumes (3,000 ADT) and low speeds (25 mph). In Dayton's case most of the streets qualify as shared roadway bikeways.

Bikeway Network

The existing streets provide ample opportunity for a network of bikeways. No activity site - school, park, retail outlet, or industry - within the city is without street access; therefore every site is already connected to a potential bikeway network. In addition, the streets are visible public places where a modest application of common sense provides a great deal of safety for both the recreational and commuter user.

Most bikeways identified in this plan are "shared roadways", in which bicycles and vehicles share the same travel lane. Because of the low traffic volumes on a majority of Dayton's streets, the relatively small population of the city, and the broad distribution of the population, it is not necessary nor is it financially feasible for all of Dayton's streets to have separate lanes for bikeways, except on the designated arterials and collector streets, where safety is the issue. Portions of some arterial and collectors streets provide bicycle travel only on the shoulder of the roadway and in some cases these shoulders are unpaved or narrow and consequently not safe to accommodate bicycle use. In some cases minor improvements to the streets will provide a safe riding location without the purchase of additional street right of way. In most locations the bicyclists will have to share the streets with the automobiles for an interim period of time while the city seeks funding and programs improvements. The intent of the TSP is to identify locations, which are appropriate for designation as bikeways and propose strategies to accomplish those designations.

Related Activities

Indirect activities can do a great deal for the promotion and support of both bicycle and pedestrian use. For instance, the development code provides for the sidewalks with new development and revisions to the city's Development Code propose requirements for bicycle parking for all new development, except single family residential. These requirements bring the city code into consistency with the State's TPR, and indirectly encourage bicycling activities. Other activities for which the city may have some responsibility are providing marked bicycle routes through signs, pavement marking, and the application of street design standards that are bicycle friendly. The city already has a program of curb cuts at corners, which also allows youth use of sidewalks for bicycles.

The proposed revisions to the street standards include sidewalks in all residential areas and bicycle lanes where they are a part of a defined bicycle network or may be within a short distance of a facility where bicycle usage may be high - such as a school. In short, street design standards match bicycle and pedestrian needs with the street function.

A secondary step for encouraging bicycling and walking is education of the public about bicycle routes and pedestrian/motor vehicle safety – particularly where sidewalks are used by both pedestrians and young bicyclists. Education programs do not need to be a responsibility of the city, but the city can work with the school district, community organizations, and local employers to discuss routes and safety.

Proposed Bikeway Designations

Bikeway designations should provide access throughout the city without every street being a designated bikeway. Ideally access should be provided on both sides of the river. Additional connections across the river are not appropriate. The Ferry street footbridge is an adequate bicycle route. In general, the streets cited as bikeways require bikeway sign designation in all cases and in limited cases may require stripping for bikeway designation, particularly on arterial and collector streets. Funding to complete the designations and provide other improvements is available from the bikeway funds through ODOT. The result would be a community resource that meets transportation needs and enhances the connections between the people in the various residential areas.

The TSP recommends that all arterial and collector streets accommodate bicyclists on paved roadway shoulder (shoulder bikeway). The following listing of bikeways is intended to provide better access to the schools from everywhere in the city. The list is in a priority of importance for improvement with the highest priority listed first (Map 6):

Priority	Street Name	Location of Bikeway Improvement	Type of Bikeway
1.	Ferry Street	Fifth to Eight Streets	Bike lane
2.	Ferry Street	Eighth Street to Flower Lane	Bike lane
3.	Third Street	Church to Mill Streets	Bike lane
4.	Eight Street	Ash to Ferry Streets	Bike lane
5.	Ash Street	Fifth to Eighth Streets	Bike lane
6.	Fifth Street	Ash to Ferry Streets	Bike lane
7.	Church Street	Third to Eighth Streets	Shared roadway
8.	Kreder Road	River Foot Bridge to Highway 18	Bike lane
9.	Church Street	Ninth Street to Flower Lane	Shared roadway
10.	Flower Lane	Ash Road to Ferry Street	Bike lane
11.	Fifth Street	Ferry to Mill Streets	Shared roadway
12.	Mill Street	Third to Fifth Streets	Shared roadway
13.	Palmer Lane	Wallace Road to UGB	Shared roadway
14.	Seventh Street	Ferry Street to Joel Palmer Lane	Shared roadway
15.	Fletcher Road	Howard Jordan Loop to Ash Road	Bike lane

As improvements are made to arterial and collector streets, part of the improvement shall include the bikeway. If funds are available, the bikeway system should be signed, particularly those streets with shared roadway facilities.

Cost Estimates

The cost estimates are for planning purposes and give a relative cost. Exact estimates must be done for financing and construction purposes. Bikeways are included as part of the cost for arterial and collector streets. Consequently, the costs for bike lane improvements on the first six priorities are included within the street cost estimates. Generally, the cost estimates are based on a six foot side addition to each side of the street and include striping and signage. The costs for the improvements of the next 6 bikeway priorities are:

Priority	Street Name	Location of Bikeway Improvement	Length of Improvement	Type of Bikeway	Cost Estimate
7	Church Street	Third to Eighth Streets	2,625 feet	Shared Roadway	$52,500 – 78,800
8	Kreder Road	River Foot Bridge to Hwy. 18	2,220 feet	Bike lane	$44,500 – 66,500
9	Church Street	Ninth Street to Flower Lane	1,625 feet	Shared Roadway (Striping and signs only)	$3,200 – 4,900
10	Flower Lane	Ash Road to Ferry Street	1,050 feet	Bike lane	$20,000 – 30,000
11	Fifth Street	Ferry to Mill Streets	670 feet,	Shared Roadway	$13,400 – 20,000
12	Mill Street	Third to Fifth Streets	740 feet	Shared Roadway	$14,800 – 22,000
Total					$148,000 - $222,200

Table 8: Cost Estimates for Bikeways

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PUBLIC TRANSIT

TPR Requirements

The TPR (OAR 660-12-020(2)(c)) requires that the TSP include a Public Transportation Plan. For a city the size of Dayton the public transportation plan requirements are:

- *Describe public transportation services for the transportation disadvantaged and identify service inadequacies.*
- *Describe inter-city bus and passenger rail service and identify the location of terminals.*

Background

In the 1986 Planning Atlas the following comments were directed toward mass transit:

> *At the present time there is no public transportation for the general public. However, a levy for the continue(d) support of a Senior Citizen and Handicapped Service was recently passed by the voters of Yamhill County.*

The 1986 Comprehensive Land Use Plan provided the following comment relative to public transportation:

FINDINGS

- *The only available form of public transportation to the City of Dayton is for the elderly and the handicapped.*

POLICIES

- *The City shall promote alternative modes of transportation that will be energy conserving and will provide maximum efficiency and utilization.*
- *The City shall promote transportation improvements which address the special needs of the low-income, the handicapped, and senior citizens as future development occurs.*

Types of Public Transportation

Public transportation includes the following services and facilities:

- Intra- and inter-city fixed route systems: fixed-route scheduled bus, rail, and park-and-ride express services.
- Para-transit services: which primarily serve the disabled, elderly, or other transportation disadvantaged individuals.
- Rideshare/Demand Management program: carpool, vanpool, buspool matching services; preferential parking programs; and reduced parking fees.
- Other: taxi services, privately owned inter-city bus lines or shuttle services.

The best mix of services in any community depends on the service population needs, spatial distribution of population, economics, and the existing transportation system and policies.

The Oregon Public Transportation Plan (ODOT, 1997) described a preferred state of public transportation with 2015 level of service standards relevant to the city of Dayton. These standards are designed to respond to state and federal goals. The plan identifies minimum levels of public transportation services which provide a range of services intended to keep pace with Oregon's changing and increasing public transportation needs. Minimum level of service recommendations are given by types of services, size of community, and distance from other major inter-modal centers (only Portland in Oregon) or urban central cities. For planning purposes, Dayton, which is about 30 miles from Portland, currently falls in the rural community category (<2,500 population) more than 20 miles from an urban central city; sometime in the latter quarter of the 20 year planning horizon Dayton will enter the small community category (2,500 or more population).

The Oregon Public Transportation Plan recommended the following level of service standards in rural communities under 2,500 population and over 20 miles from an urban central city:

- Provide public transportation service to the general public based on locally established service and funding priorities;
- Provide an accessible ride to anyone requesting services;
- Provide a coordinated, centralized scheduling system in each county;
- Provide phone access to the scheduling system at least 40 hours weekly between Monday and Friday; and
- Respond to service request within 24 hours (not necessarily provide a ride within 24 hours).

Inventory of Public Transportation Services and Facilities

Today, no fixed-route transportation service serves Dayton directly. The para-transit service in Dayton is provided by the Yamhill Community Action Agency [YCAP]. YCAP provides a 24-hour advance notice dial-a-ride services to all residents. The service operates Monday through Friday between 10 a.m. and 2 p.m. The system works with a budget that is a combination of Special Transportation Fund money, fare box revenues and a county general fund levy. The Yamhill County Veterans Transportation Program provides a Portland Shuttle to the Veterans Administration Medical Center for qualified veterans.

Currently, there are no taxi companies based in Dayton. Shamrock Taxi of Newberg and McMinnville provides 24-hour pickup and delivery as well as wheel chair transport throughout Yamhill County. The Dayton School District #8 provides school bus services within the city through a contract with a private service provider, Ryder Student Transportation.

Intercity bus service is provided by LINKS, a fixed route service of the Chehalem Valley Senior System, on a Monday through Friday five round trips per day; Lafayette, three miles northwest is the closest stop to Dayton. The Chehalem Valley service connects McMinnville, Lafayette, Dundee, Newberg to Sherwood, where it links with the Portland Metropolitan area Tri-Met system. For Dayton residents the most accessible commercial intercity bus service is by Greyhound, with stops in McMinnville and Lafayette. This is Greyhound's national route #607 starting in Portland and ending in San Francisco via Coos Bay and Eureka. It provides twice per day service in each direction.

Public Transportation Service Population

Data from the 1990 Census identifies the number of Dayton residents who are more likely to use, or be more reliant upon, non-auto transportation modes such as sidewalks, bikeways, public transportation, or para-transit services. Public transportation services are generally targeted to serve the needs of two groups:

- People who are transit disadvantaged – who do not have, or can not operate, an automobile – to obtain medical, educational, social or recreational services and employment; and
- People who presently use a car but would use other transportation alternatives to commute to work if such alternatives were available.

People living in Dayton who are characterized as transit disadvantaged in 1990 included (figures are approximate and rounded to the nearest 5):

- 175 people aged 12 to 16 years,
- 255 people greater than 60 years old,
- 45 non-institutionalized people with mobility limitations between 16 and 64 years, and
- 90 individuals 18 to 64 with low or moderate incomes who generally may have no access to a personal auto.

In 1990, approximate 565 people (37%) of Dayton's residents were potentially transit disadvantaged as such disadvantage is defined above. In the 1990 census about 6% (29) of the households stated that they did not have a vehicle available in the household. If both the current public transportation system and the same growth rate were continued, then about 1,115 persons (37%) would be potentially transit disadvantaged and about 55 households would not have a vehicle available in 2020.

Public Transportation Needs

The existing and future public transportation needs are identified by comparing existing facilities and services to ODOT recommendations (ODOT, 1997), regional studies, and input from the TAC. Limited data specific to Dayton is available to identify future public transportation needs. Regional and state data (demographic trends and policy requirements) and projections are used to generally characterize the needs in Dayton.

Demographic trends indicate an increased population, with a higher percentage of elderly (>65 years), living in Oregon in the next 20 years. Oregon's elderly population is expected to double in size.

The Yamhill County TSP concluded that, in cooperation with the cities, it should continue to investigate public transit possibilities, including bus and rail, and if economically feasible, will seek such services as are found to be safe, efficient, and convenient in serving the transportation needs of the residents of the county. Unless there is a large increase in the cost of automobile fuel in the next twenty years, there is not likely to be any significant changes in public transportation services for Dayton residents. Changes to the existing policies in the 1986 Comprehensive Land Use Plan are not warranted.

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AIR, RAIL, WATER AND PIPELINE

TPR Requirements

OAR 660-12-020 Elements of Transportation Systems Plans

> *(2) (e) An air, rail, water and pipeline transportation plan which identifies where public use airports, mainline and branch line railroads and railroad facilities, port facilities, and major regional pipelines and terminals are located or planned within the planning area. For airports, the planning area shall include all areas within airport imaginary surfaces and other areas covered by state or federal regulations.*

AIRPORT

In the 1986 Planning Atlas provided the following comments regarding airports:

> Currently, there are no airport facilities existing in the Dayton planning area. The nearest available air service is in McMinnville, approximately 3 miles to the west. There are no regularly scheduled flights provided at the McMinnville Municipal Airport, but local charter service is available. However, the runways have been recently expanded to accept larger transport.
>
> For regularly scheduled commercial flights, Dayton's population generally travels to the Portland International Airport approximately 42 miles away. This airport is served by eight airlines that provide passenger and freight service.

The 1986 Comprehensive Land Use Plan provided the following comment regarding airports:

FINDINGS

- *The nearest available air service is in the City of McMinnville.*
- *For regularly scheduled commercial flights, Dayton's population generally uses the Portland International Airport.*

POLICIES

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

Nothing has changed for Dayton relative to air service and airports since the 1986 plan update. There are no airports within the City of Dayton planning area. The nearest airport to the City of Dayton is the McMinnville Municipal airport, approximately 3 miles to the west. The closest air passenger service is provided from Portland International Airport [PDX]. Shamrock Taxi provides on-call service to PDX from Dayton. Consequently, the existing finding and policy for airports should be retained. Consequently, no changes to the Comprehensive Land Use Plan are warranted.

RAILROAD SERVICE

In the 1986 Planning Atlas provided the following comments regarding railroads:

> Currently, there are no railroad facilities existing in the Dayton planning area. Southern Pacific Railroad tracks run in an east-west direction along the south side of Highway 99W

as near as 0.25 miles north of the planning area. The railroad provides freight service to the Dayton station, but there is no passenger service available in the Yamhill County area. The train tracks are in adequate condition for the existing level of service.

The 1986 Comprehensive Land Use Plan provided the following comment regarding railroad service:

FINDING

- *The southern Pacific Railroad owns, maintains, and operates real freight service on tracks as near as 0.25 miles to the planning area.*

POLICIES

- *The City shall coordinate with the southern Pacific Railroad any future need to expand rail service to Dayton.*

In the period between 1986 and 2001 rail services have been drastically altered in the mid-Willamette Valley, that alteration came from competition from trucking, changes in the local economy, and change of ownership in the rail line. The closest rail trackage, just north of the UGB, is owned and operated by the Willamette and Pacific Railroad. Currently, no rail facilities currently exist within or adjacent to the Dayton UGB, and the closest rail service is located in McMinnville. The national reduction in trackage during the past thirty years indicates that trackage to Dayton is unlikely without a major industrial development that demands rail service.

Passenger rail services are provided by AMTRAK, with Salem,s AMTRAK Station being the closest stop. Shamrock Taxi provides on-call service to the station. The Oregon Rail Passenger Policy and Plan calls for a single-track, electric rail service between McMinnville and Tualatin. The closest point to Dayton on that line will be Lafayette. A key finding related to Dayton from the Yamhill County Commuter Rail Study is:

- *A schedule providing for 5 inbound trips (*to Portland*) in the morning peak period and 5 outbound trips (*from Portland*) in the evening on 30 minute frequencies appears realistic. Two trains in each peak would run to and from McMinnville, with the remainder operating to and from Newberg.*

Revisions to the 1986 Dayton Comprehensive Plan finding and the policy for railroads are suggested to reflect current conditions. The suggestions are:

FINDING

- *The closest available rail line, which is currently operated by the Willamette and Pacific Railroad, is about 0.25 miles to the urban growth boundary.*

POLICIES

- *The City shall coordinate with the rail line owner/operator for any future need to expand rail service to Dayton.*

WATER AND PORT SERVICE

Neither the 1986 Planning Atlas nor the Comprehensive Land Use Plan provide comments on water and port service.

Even though Dayton was founded because of the year round navigation potential on the Yamhill River, no port facilities currently exist on the Yamhill River within or adjacent to the Dayton Urban Growth Area.

PIPELINE SERVICE

No comments on pipeline service are cited in the 1986 Planning Atlas or the Comprehensive Land Use Plan. No pipeline facilities exist within or adjacent to the Dayton Urban Growth Area, but a natural gas easement exists along the Highway 18 right of way.

TRANSPORTATION SYSTEM DEMAND AND MANAGEMENT ELEMENT

Since the population of Dayton is less the 25,000 people and is not located in a Metropolitan Planning Organization area, Dayton is not required to include a Transportation System Demand and Management Element in the TSP.

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COUNCIL CONSIDERATIONS

In the implementation of the TSP the Dayton City Council should consider the following actions:

Reference Page	Council Consideration
16	Participate in the planning program for the Newberg-Dundee Transportation Improvement Program (a.k.a. Newberg-Dundee Bypass)
17	Authorize the preparation of a complete analysis of the existing street system to include cost estimates, construction techniques, street standards, storm drainage;
24	Work with ODOT to develop an access management plan for Third and Ferry Streets;
24	Join with other cities in Yamhill County to encourage the county to provide the cities with an opportunity to comment on all land use and transportation actions within their respective urban growth boundaries;
25	Continue a community education program directed toward mixed use development, infill development, shared parking, shared access, etc.;
26	Continue to press ODOT for a higher level of maintenance for Third and Ferry Streets;
27	Support the routing of Ash Road to Lafayette Highway, if the present connection to Highway 18 is closed;
29 & 31	Re-designate arterial and collector streets;
33	Adopt the new street classifications and standards;
35	Designate truck routes;
36	Adopt the street improvement priorities;
41	Include sidewalk in all street reconstruction programs;
42	Adopt the additions to the pedestrian policies;
43	Designate bicycle routes through signs, pavement markings, and street design standards;
43	In cooperation with the school district, community organizations and local employers develop and educational program for bicycle safety and routes and pedestrian safety;
44	Adopt the bicycle improvement priorities;
52	Adopt the revisions to the railroad services findings and policies;
App. G	Adopt Appendix G: Development Code Revisions; and
App. N.	Adopt Appendix M: Comprehensive Plan Revisions.

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City of Dayton, Oregon
Transportation System Plan

APPENDICES

Appendix	Title
A.	Acronyms and Definitions
B.	Technical Advisory Committee: Minutes of Meetings
C.	Survey of Transportation Issues
D.	Alternate Street Standards
E.	Street Inventory
F.	Financial Assistance Programs State and Federal
G.	Development Code Revisions
H.	Street Improvement Deferral Program
I.	Traffic Accidents
J.	Bridge Inspection Reports
K.	Traffic Counts
L.	Intersection Capacity Analysis
M.	Comprehensive Plan Revisions
N.	Transportation Systems Plan Check List