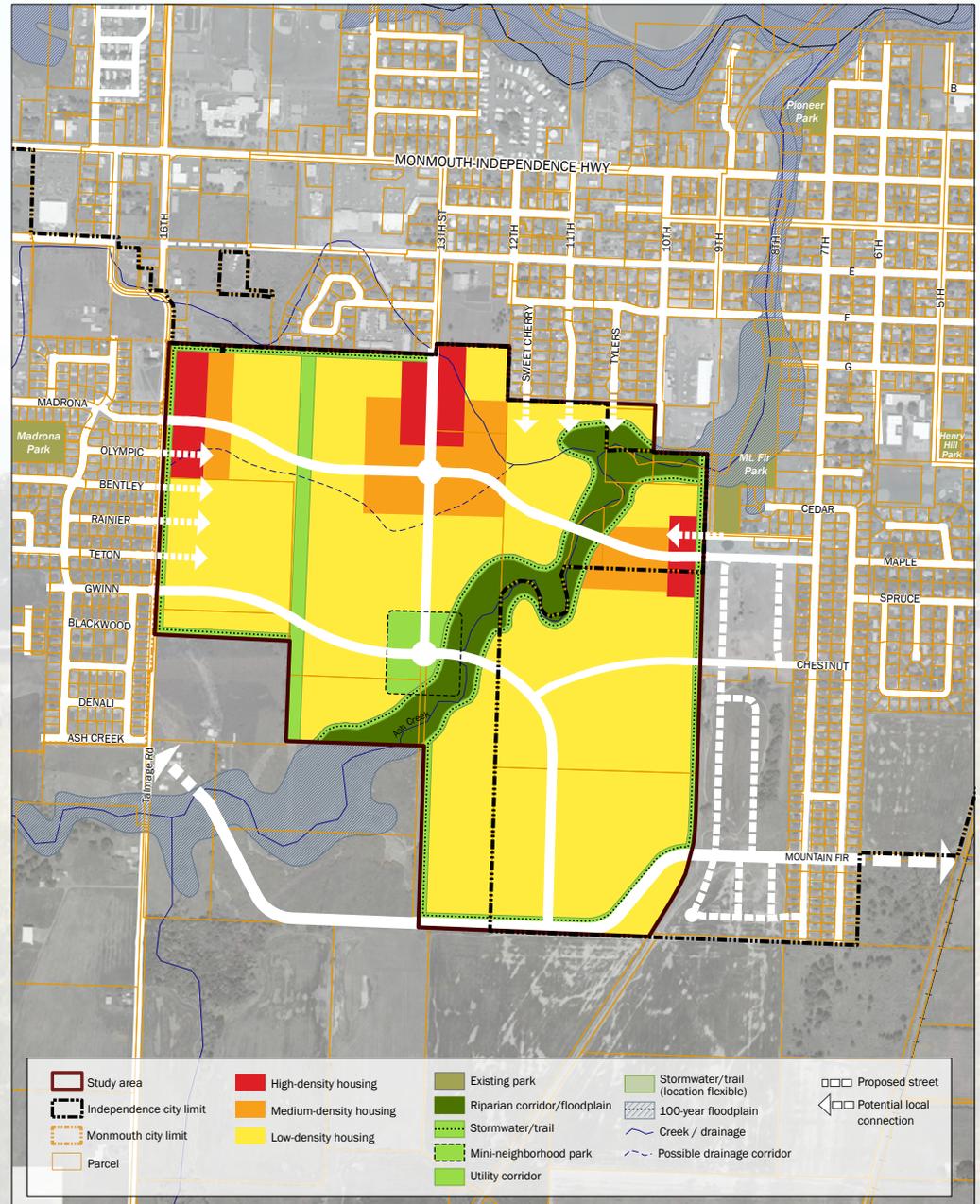


# Southwest Independence Concept Plan

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Prepared for City of Independence

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# Table of Contents

<b>EXECUTIVE SUMMARY</b>	<b>4</b>
<b>1. BACKGROUND</b>	<b>6</b>
Introduction	6
Land Use	8
Natural Resources	9
Cultural & Recreational Resources	10
Transportation	11
Utility Infrastructure	12
Zoning & Planned Land Use	13
<b>2. THE PLAN</b>	<b>14</b>
Proposed Land Use Plan	14
Transportation System	15
Bicycle & Pedestrian Network	16
Open Space & Natural Resources Management	17
<b>3. IMPLEMENTATION APPROACH</b>	<b>19</b>
Plan Policies	19
Plan and Zoning Designations	23
Streetscape Standards	25
Standards for Stormwater Management and Trail Corridors	29
Cost Sharing Approaches	30
Future Implementation Actions	31



# Executive Summary

The Southwest Independence Concept Plan area (Planning Area) includes approximately 270 acres of land located at the southwest corner of Independence. This land was brought into the city's urban growth boundary (UGB) in 2008 with the intention of providing the long-term capacity for more residential development for Independence, specifically a mix of housing types with a greater emphasis on multi-family residences. The area is comprised mostly of agricultural land with a few scattered houses. It is split in half by Ash Creek, which runs generally north-south through the area.

The planning process for this Concept Plan (Plan) began in summer, 2011 and incorporated an extensive community involvement process with a variety of opportunities for property owners and other citizens to participate, including public and advisory committee meetings, use of the City's Web site, utility bills, meeting flyers and news articles to provide information about the process and a set of public work sessions and hearings with the city's Planning Commission and Council. The process also featured a community design workshop which was held at Independence City Hall on October 11 -13, 2011. The workshop was a three-day, intensive and interactive process in which city staff, property owners, advisory groups and community members worked with the design team to prepare and refine development, transportation, and open space concepts for the Planning Area. The workshop was well-attended by community members, particularly major property owners in the area.

The resulting Plan identifies future land uses, including a mix of housing types and densities; a transportation system, including collector and arterial roadways and bicycle and pedestrian connections; and an approach to creating an open space and

parks system which also protects important natural resources in the area. The Plan will be adopted as an ancillary document to the city's Comprehensive Plan and will be used to guide growth and development in the Planning Area.

Adoption of the Concept Plan will include the following actions in a multi-step process required prior to development in the Planning Area:

- Amendment of the Independence Comprehensive Plan text to include revised or additional policies relating to the Planning area.
- Adoption of the Concept Plan by reference as a supporting ancillary document to the Independence Comprehensive Plan.
- Adoption of amendments to the Independence Development Code to include Master Planning and other requirements associated with the Planning Area.

During the adoption process, the Plan was updated to address comments from members of the community and the city's Planning Commission and Council.

The City will retain the existing MX zoning that applies to the portion of the Planning Area within the existing city limits. The City also expects to apply the MX zone to additional portions of the Planning Area as they are annexed. As part of this planning process, a number of amendments to the MX zoning requirements and other sections of the city's Development Code are being adopted to ensure that future development is consistent with this Plan.

Additional land use approvals will be required prior to development to the scale and density envisioned in this Concept Plan, including but not limited to:

- Preparation of master plans during the annexation process to establish areas of low, medium and high density housing; identify general locations for collector streets; and identify parks and open space corridors as applicable.
- Zone change(s) for areas that are currently outside the city limit;
- Subdivision(s) to divide land in accordance with detailed master plans; dedicate local streets parks and trail and utility easements; install public and private improvements, etc.
- Potential site design review for multi-family and single-family attached residential buildings, unless clear and objective design standards are adopted as part of the detailed master plan for a particular master planning area.
- Traffic analysis will be required as part of a zone change or site design review to document that the proposed development is consistent with the overall transportation analysis of needed improvements identified in the Concept Plan.

This Concept Plan document is divided into four sections:

**1. Background** – This section summarizes background information for the planning area, including project goals and existing conditions in the Planning Area.

**2. Plan** – This section includes the key maps, figures and tables, including a proposed Land Use Plan, Transportation Network, Bicycle and Pedestrian Connections, and an approach to Natural Areas and Parks within the Planning Area.

**3. Implementation Approach** – This section includes Concept Plan policies that will be used by staff and the Planning

Commission to review future development proposals (master plans and subdivisions). It also identifies the general approach to implementing development code regulations in the Planning Area and the overall mix of housing types proposed.

This section also includes an Action Chart that identifies the issues that are left undecided, tasks left to do, or analysis that is still needed and recommended to be pursued after the Plan is adopted. The Action Chart identifies action items, responsible party, and tentative time frame.

#### **4. Appendices**

- Implementing Comprehensive Plan and Development Code amendments
- Supporting Documents, including meeting summaries, existing conditions report, charrette report, transportation analysis, and other background documents.

# 1. Background

## Introduction

In 2008, the City of Independence completed an expansion of its urban growth boundary (UGB), bringing approximately 270 acres of land into the city's jurisdiction. The expansion area (Planning Area) was primarily intended to provide more residential development for Independence, specifically a mix of housing types with a greater emphasis on multi-family residences.

The Planning Area is located at the southwest corner of Independence and is comprised mostly of agricultural land with a few scattered houses. The Planning Area is split in half by Ash Creek, which runs generally north-south through the area.

This concept plan identifies opportunities for transportation connections throughout the area and to other parts of Independence and Monmouth. It also identifies residential development patterns that will help achieve the city's goal of providing more housing stock in Independence, with a stronger emphasis on multi-family housing. Providing more housing in this area is key to meeting long-term land needs identified when the city previously amended its urban growth boundary. Approaches for meeting park and open space needs in the Planning Area are also identified. The concept plan will be adopted as an ancillary document to the city's Comprehensive Plan and will be used to guide growth and development in the Planning Area.

A critical step in the concept planning process was the community design workshop, which was held at Independence City Hall on October 11-13. The workshop was a three-day, intensive and interactive process in which city staff, property owners, advisory groups and community members worked with the design team to prepare and refine development and transportation concepts for the Planning Area. The result was a "preferred alternative"

concept that has been refined and incorporated into this Southwest Independence Concept Plan.

A preliminary step in the concept planning process was to develop a set of goals, objectives and evaluation criteria for the project. Project goals are:

- **Overall Goal:** Develop an integrated land use and transportation plan for the Southwest Independence urban growth boundary expansion area that complements the existing character of Independence and establishes the foundation for a high-quality residential neighborhood.
- **Land Use Goal:** Provide for a mix of residential uses and densities with convenient access to existing commercial areas and community services while protecting the significant natural resources in the Planning Area.
- **Transportation Goal:** Develop a comprehensive street network and circulation plan that provides connections within the Planning Area and to the existing surrounding transportation network and promotes the use of alternative modes of transportation.
- **Public Involvement Goal:** Ensure an open and meaningful public involvement process that allows a variety of opportunities for property owners, business owners, and residents to contribute to development of the Concept Plan.

These goals and related project objectives and evaluation criteria were used to compare initial alternatives, including the recommended concept identified in this plan.

Early phases of this project included a review of relevant background documents and an assessment of existing conditions within the Planning Area. A summary of that information is provided on the following pages. Figure 1 below illustrates the location of the Planning Area within the larger urban areas of Independence and Monmouth.

Figure 1. Planning Area Context Map

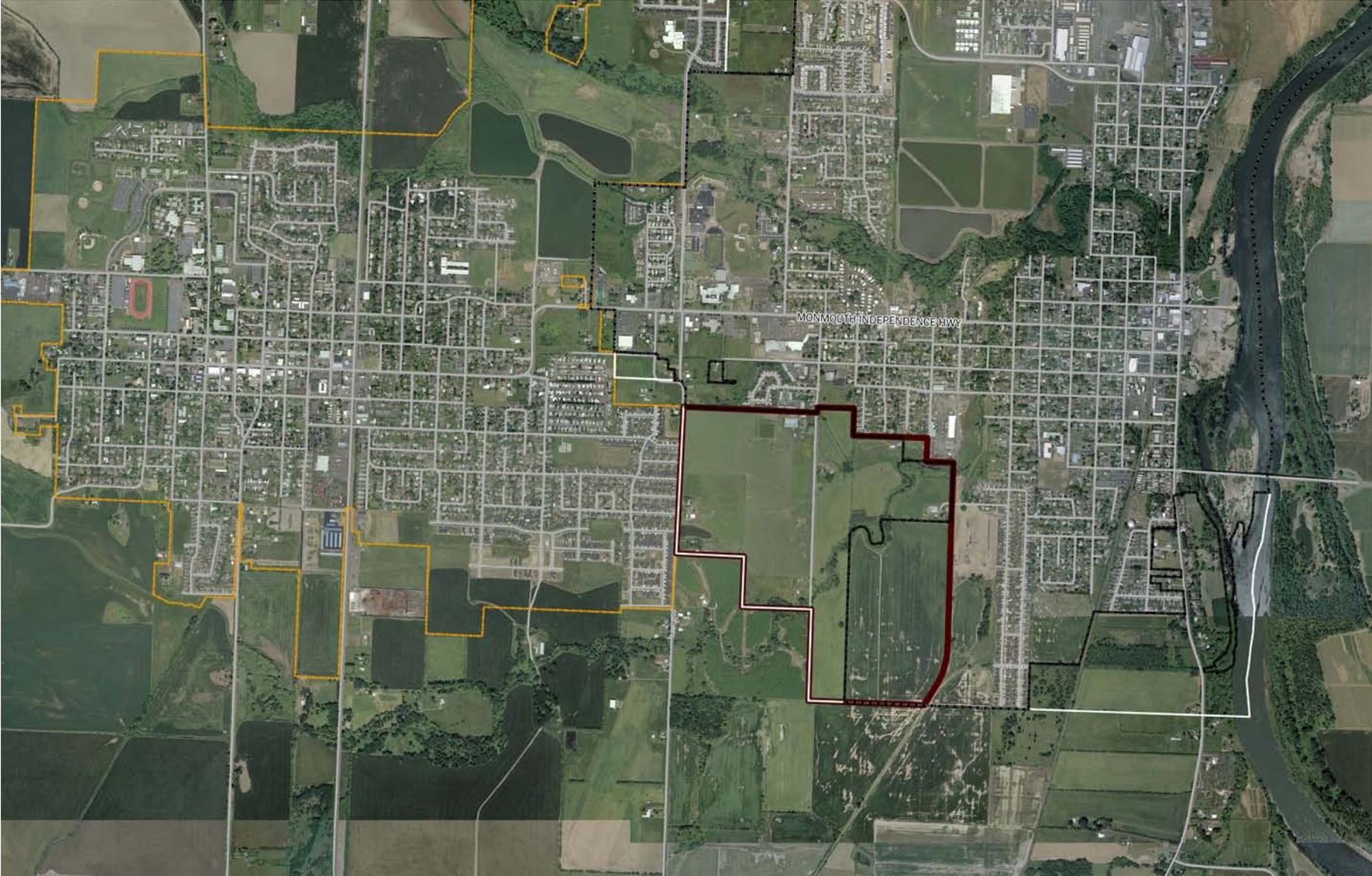
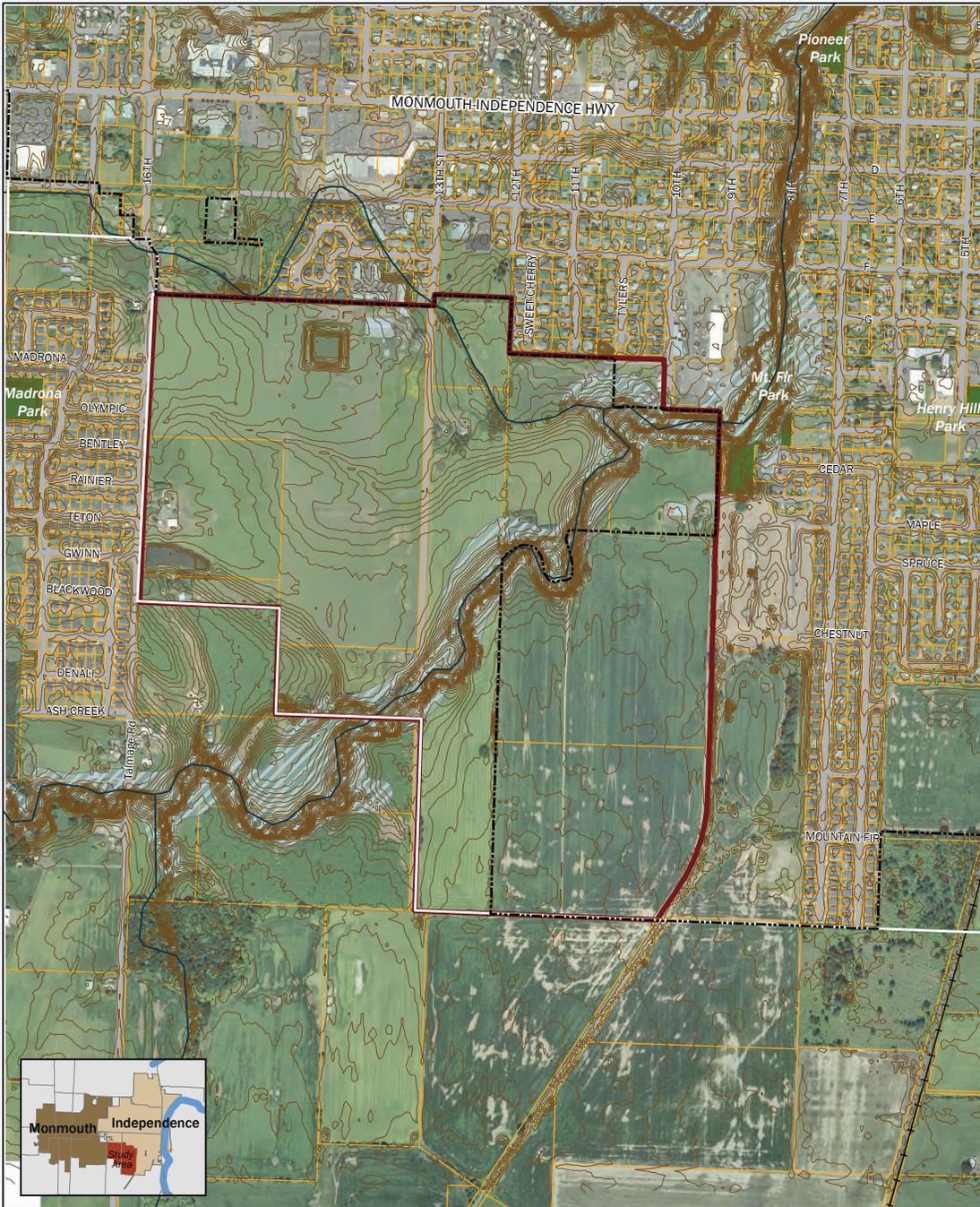


Figure 2. Land Use Conditions



## Land Use

Currently the area is almost entirely in agricultural production, predominantly grass fields. The site also contains several rural home sites. Surrounding land uses include single-family residential subdivisions, undeveloped properties and agricultural uses, a recent multi-family development, a park, and a mill site that has recently resumed operations. A new residential subdivision has been proposed just east of the Planning Area and has entered the permitting process.

Southwest Independence Concept Plan  
Study Area

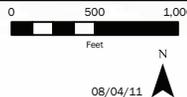
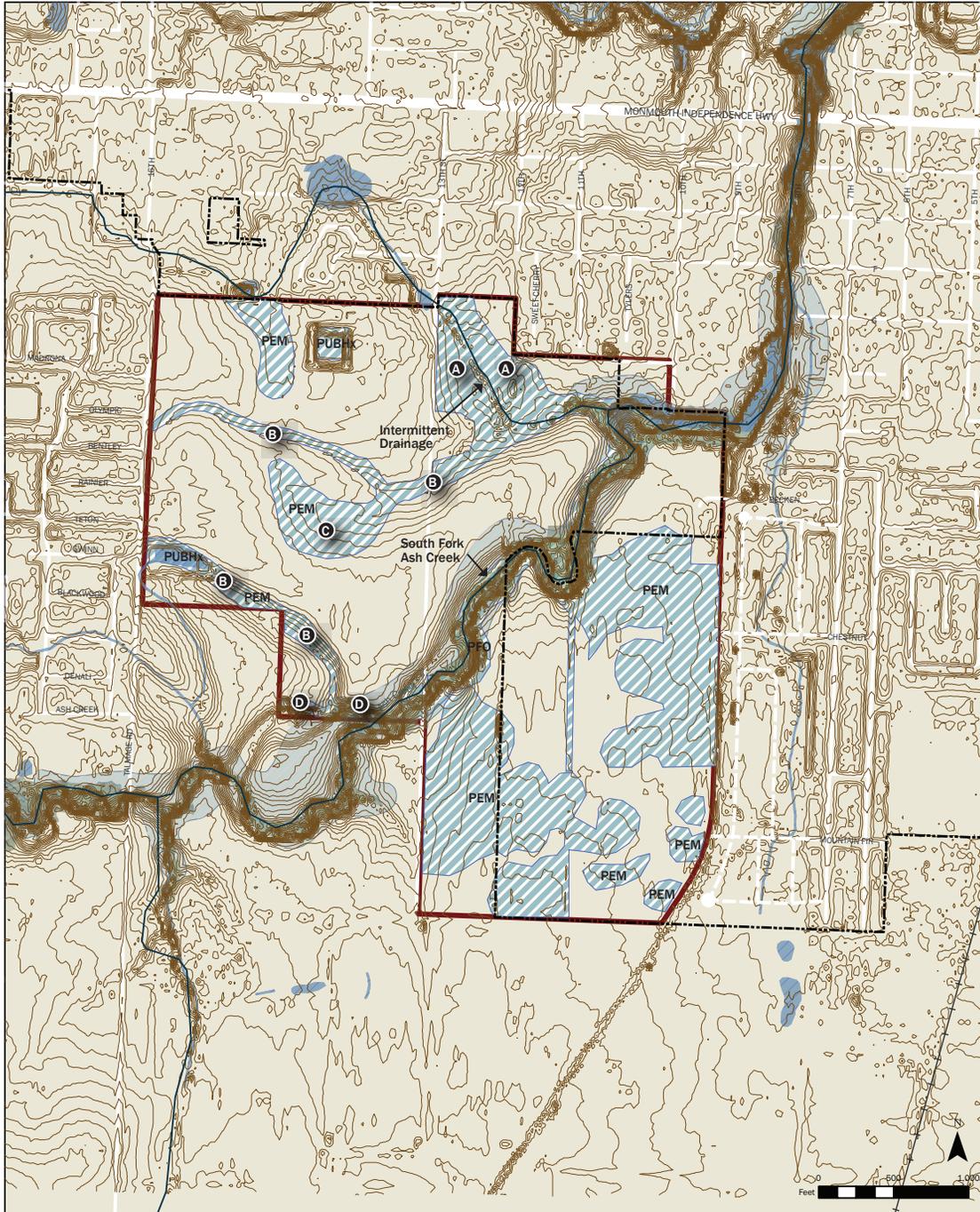


Figure 3. Natural Resource Conditions



Southwest Independence Concept Plan  
Natural Features



08/09/11  
\*Wetland locations are approximate and are not based on a formal wetlands delineation.



# Natural Resources

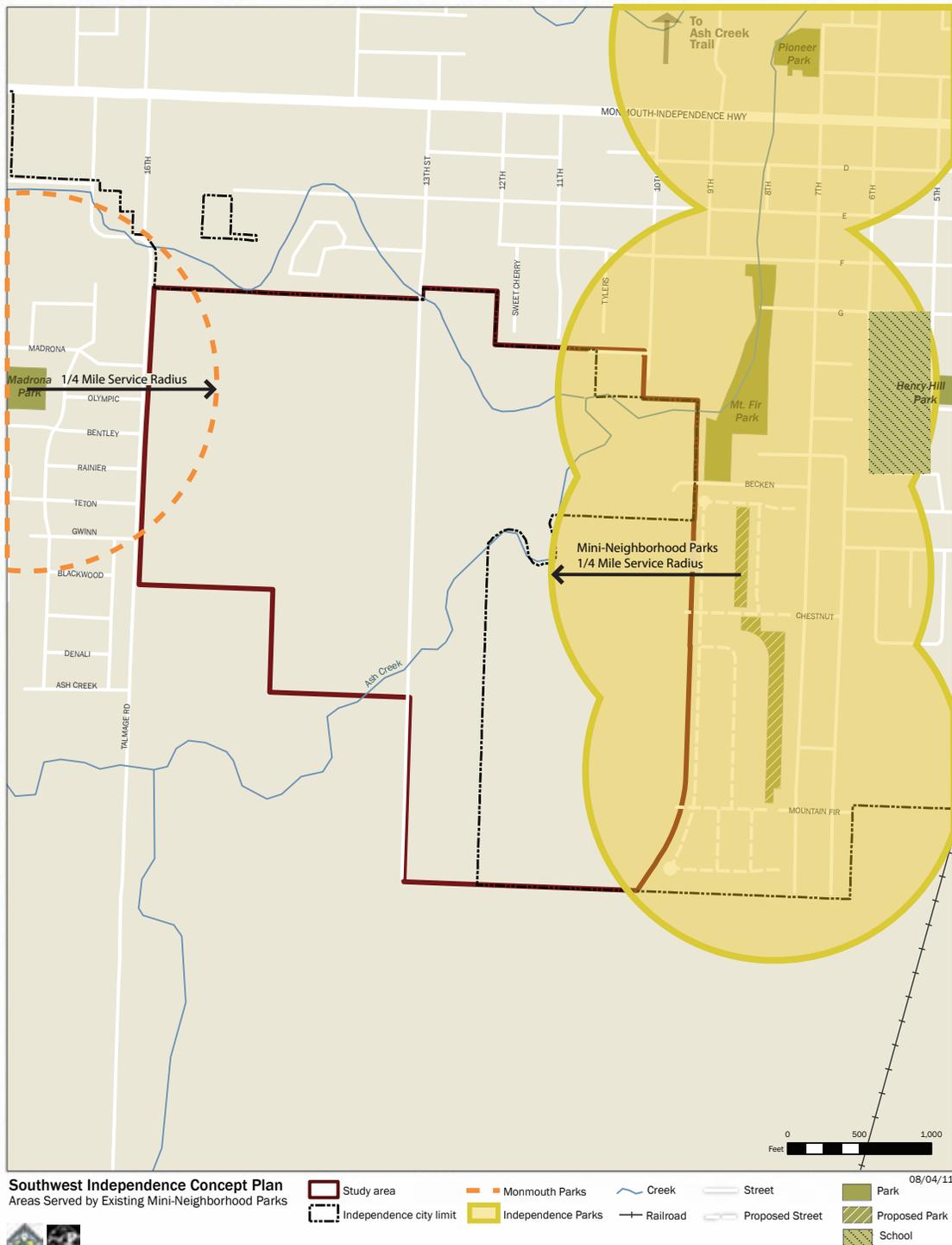
Topography within the Planning Area is generally flat. The South Fork Ash Creek flows diagonally across the Planning Area from southwest to northeast, bordered by a vegetated riparian corridor. A 25-foot setback from either side of the creek is protected from development. The creek's 100-year floodplain covers approximately 29 acres of the Planning Area. Potential wetlands have been identified during preliminary wetland surveys in areas adjacent to the riparian/floodplain area and in swales and depressional areas located throughout the site. The location and extent of these wetlands should be considered approximate and could change markedly during subsequent, more detailed wetland delineations. Formal delineation of wetlands will be required prior to development, and preservation and/or mitigation will be required for any wetlands that may be impacted. There are also two drainage ditches and two man-made freshwater ponds in the Planning Area.

## Wetlands Existing Conditions

- May not currently meet criteria for jurisdiction as wetlands
- Drainage swales
- Large depressional area
- Remnant oxbow and/or flood channel

- PEM = Palustrine emergent
- PFO = Palustrine forested
- PUBH = Palustrine unconsolidate bottom permanent flooded excavated

Figure 5. Mini-Neighborhood Park Service Areas



## Cultural & Recreational Resources

There are several existing parks in Independence and Monmouth that would serve future development in portions of the Planning Area. The Independence Parks and Open Space Master Plan identifies a potential mini-neighborhood park in the northwestern portion of the Planning Area. In addition, based on proximity of existing facilities, one neighborhood park of approximately 10 to 15 acres would be desirable in the Planning Area, though this need may be met by a proposed greenway and linear park along the South Fork Ash Creek. There are no identified cultural or historic resources within the Planning Area.

Figure 4. Neighborhood Park Service Area

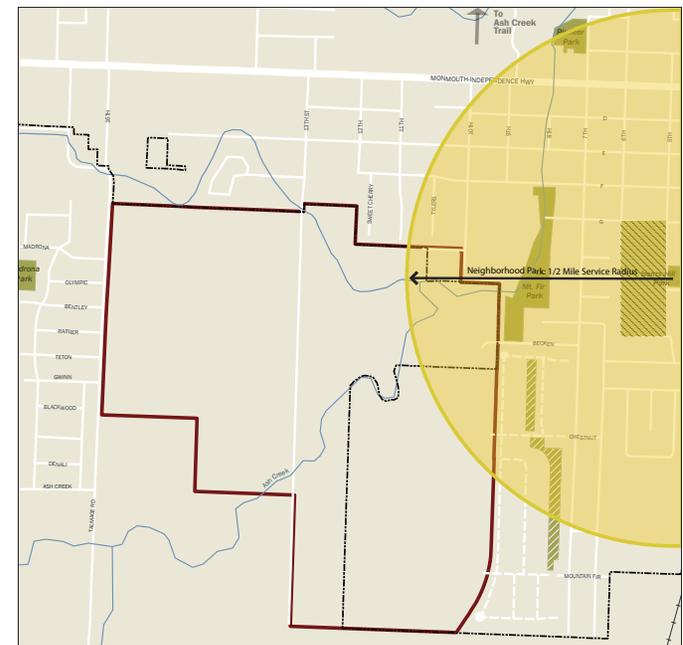
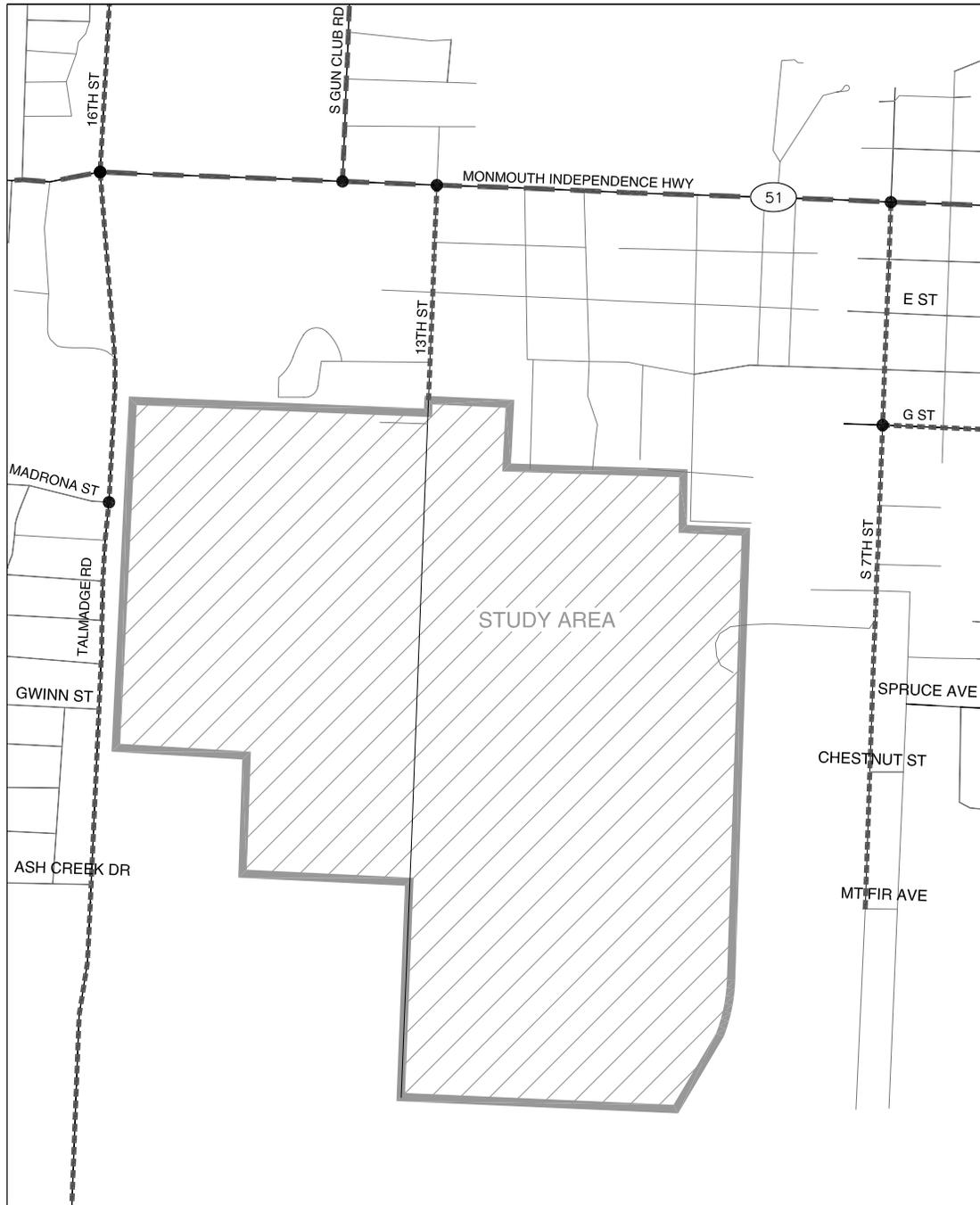


Figure 6. Roadway Network and Functional Classifications



Independence Urban Growth Boundary Concept Plan  
Study Area and Roadway Functional Classifications



● Study Intersections

- Major Arterial
- - - Minor Arterial
- · · Collector
- Local Street

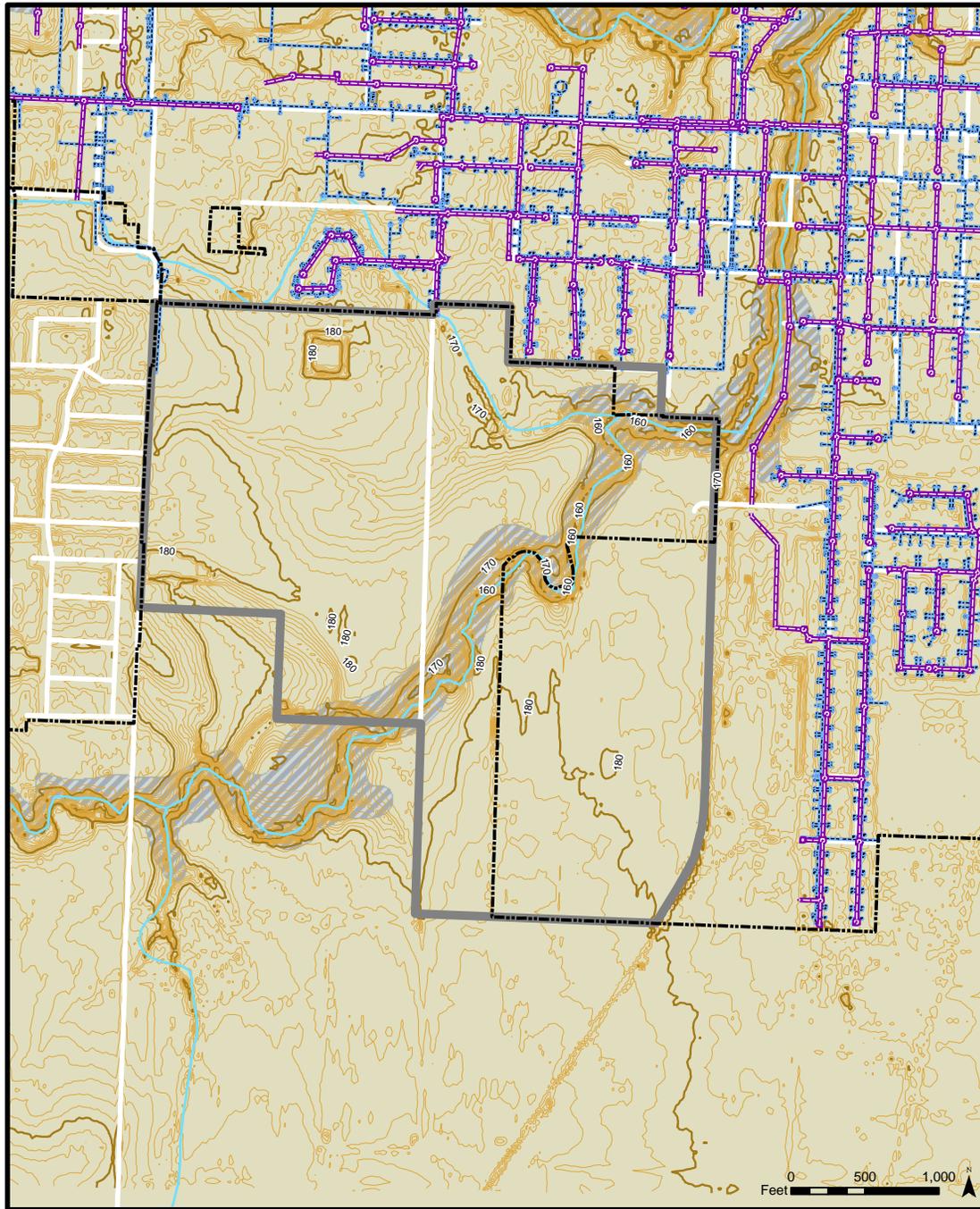
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## Transportation

There is one existing road that travels through the Planning Area: 13th Street, which is designated as a two-lane collector street. Currently, it is unpaved and does not have sidewalks on either side. The existing street network surrounding the site is comprised primarily of local and collector streets, some of which stub to the boundary of the Planning Area. The nearest arterial street is Oregon Highway 51 (OR 51), which runs east-west just north of the Planning Area. Currently, all intersections in the vicinity of the Planning Area operate at acceptable operations under 2011 base conditions per the ODOT and city operating standards. In addition, there are no identified safety concerns along OR 51 or on the city road network.

Figure 7. Existing Water and Sewer Lines



**Southwest Independence Concept Plan**  
Existing Utilities and Topography

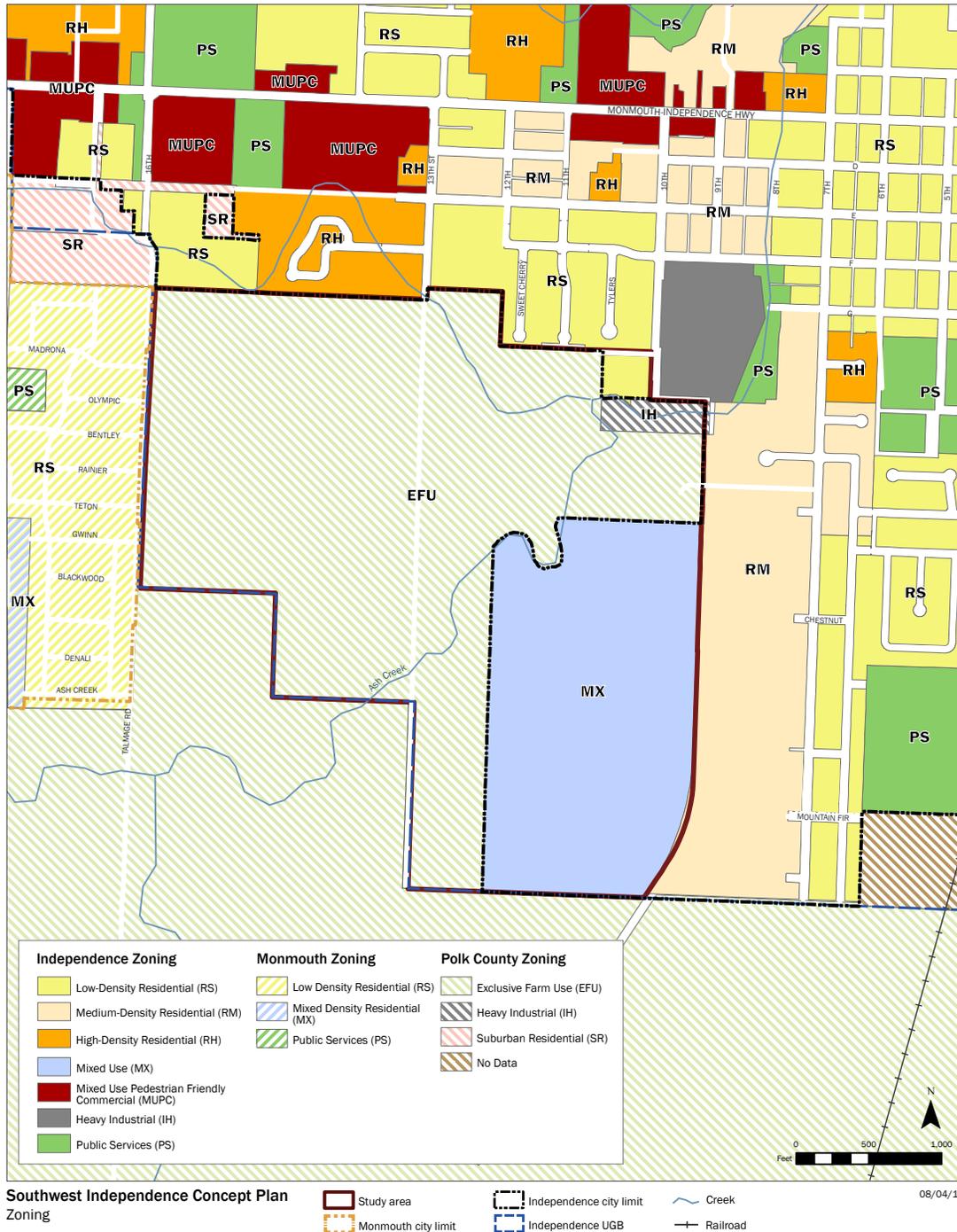


- Study Area
  - City Limits
  - Sewer Lines\*
  - Water Lines\*
  - 1 foot contours
  - 10 foot contours
  - Streams
  - 100-Year Flood Zone
  - Roads
- \* Note: Utilities shown for City of Independence only.

## Utility Infrastructure

The city's existing water system is adequate to meet the city's current demands; however, additional facilities are currently planned to meet future demand. Existing water distribution lines are available adjacent to the Planning Area on the east, north, and west. Sanitary sewer facilities are currently in place on the north and east sides of the Planning Area at the boundary of the prior UGB. The topography in the Planning Area suggests that new sanitary sewer service will be split by Ash Creek, with the eastern basin draining east and the western basin draining to the north. It is anticipated that an additional pump station and/or upgrades to existing pump stations will be required to serve the Planning Area. Development in the Planning Area will need to mitigate impacts of stormwater runoff. The primary challenge for stormwater design will likely be the lack of infiltration capacity in the area's soils; however, low impact development (LID) techniques would still be appropriate and will be required and/or encouraged in this area.

Figure 8. Zoning Designations



## Zoning & Planned Land Use

The majority of the Planning Area currently is zoned for either exclusive farm use (EFU) for the portion of the area outside the city limits, or for mixed residential use (MX) for the portion inside the city limits. The northeast corner of the area is zoned for industrial use. As the area currently outside the city limits is annexed, it is expected to be rezoned to the MX designation. The MX zone allows for and requires a mix of different housing types, as well as a limited amount of small-scale neighborhood-oriented commercial development. More information about current and proposed future development requirements within the MX zone is found in Section 3 of this Plan.

Surrounding areas in Independence and Monmouth area primarily zoned for residential use, including a mix of low, medium and high density uses. The one exception is the area north of the northeast corner of the Planning Area which is currently zoned and used for industrial use.

