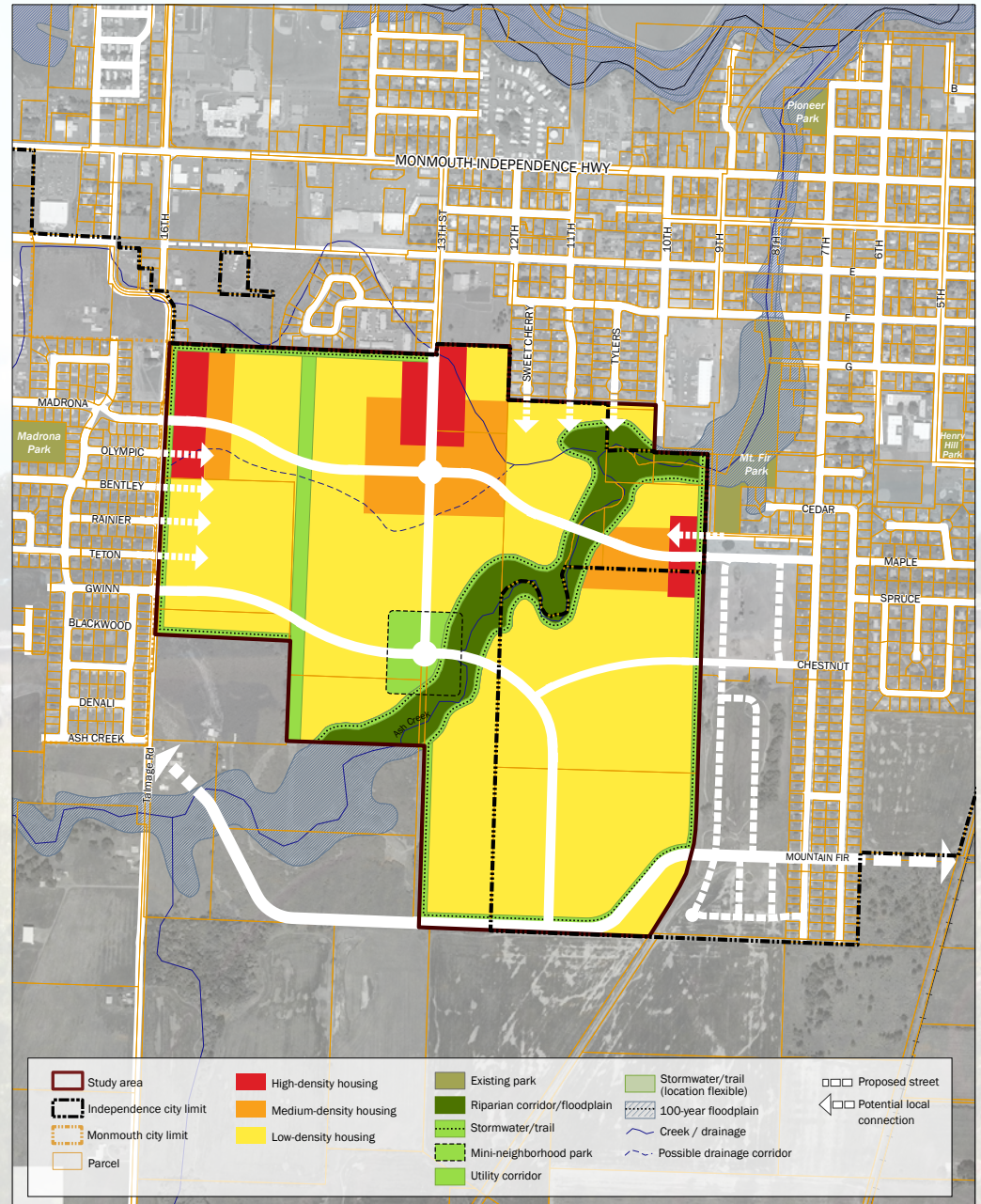


Southwest Independence Concept Plan

June 2012



Prepared for City of Independence

by Angelo Planning Group

In association with:

CH2M Hill

Cogan Owens Cogan

Greenworks

Johnson Reid

Kittelson & Associates

SERA Architects

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Acknowledgements

City of Independence Staff

Shawn Irvine, Economic Development
Director

Mike Danko, Community Development
Director

David Cline, City Manager

Aaron Wimer, Public Works

TGM Staff

Naomi Zwerdling, Grant Manager

Concept Plan Advisory Committee

Rick Igou, Independence Police
Department

William Brandt, Property Owner

Steve Oulman, Department of Land
Conservation & Development

Eric Olsen, Developer, Edward’s Addition

Chuck Goode, Property Owner

Jeff Senkel, Property Owner

Harvey Commings, Property Owner

Jagon Ferder, Property Owner

Darin Ferder, Property Owner

Independence City Council Members

Diana Lindskog

Forrest Peck

Tom Takacs

Jerry Hoffman

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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

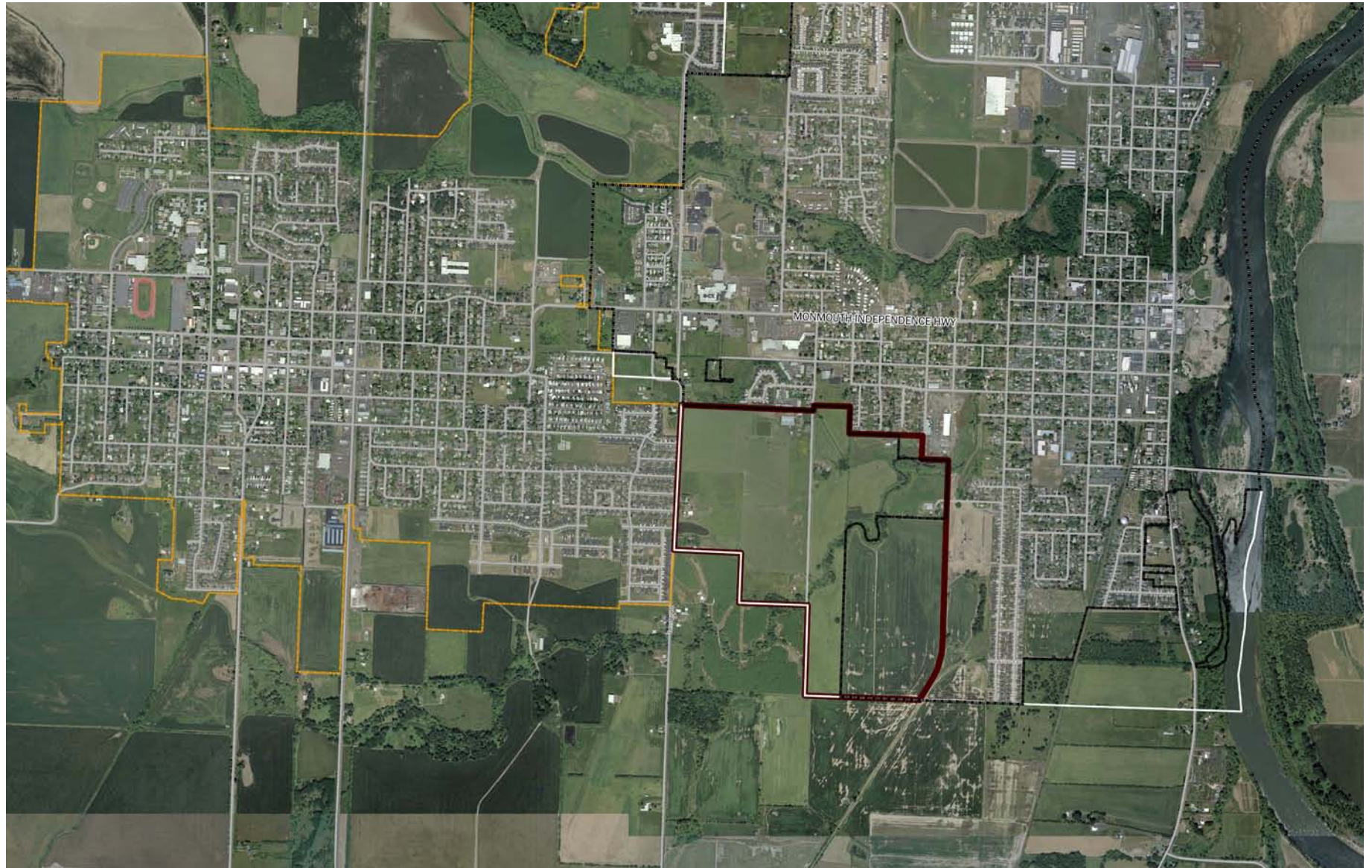
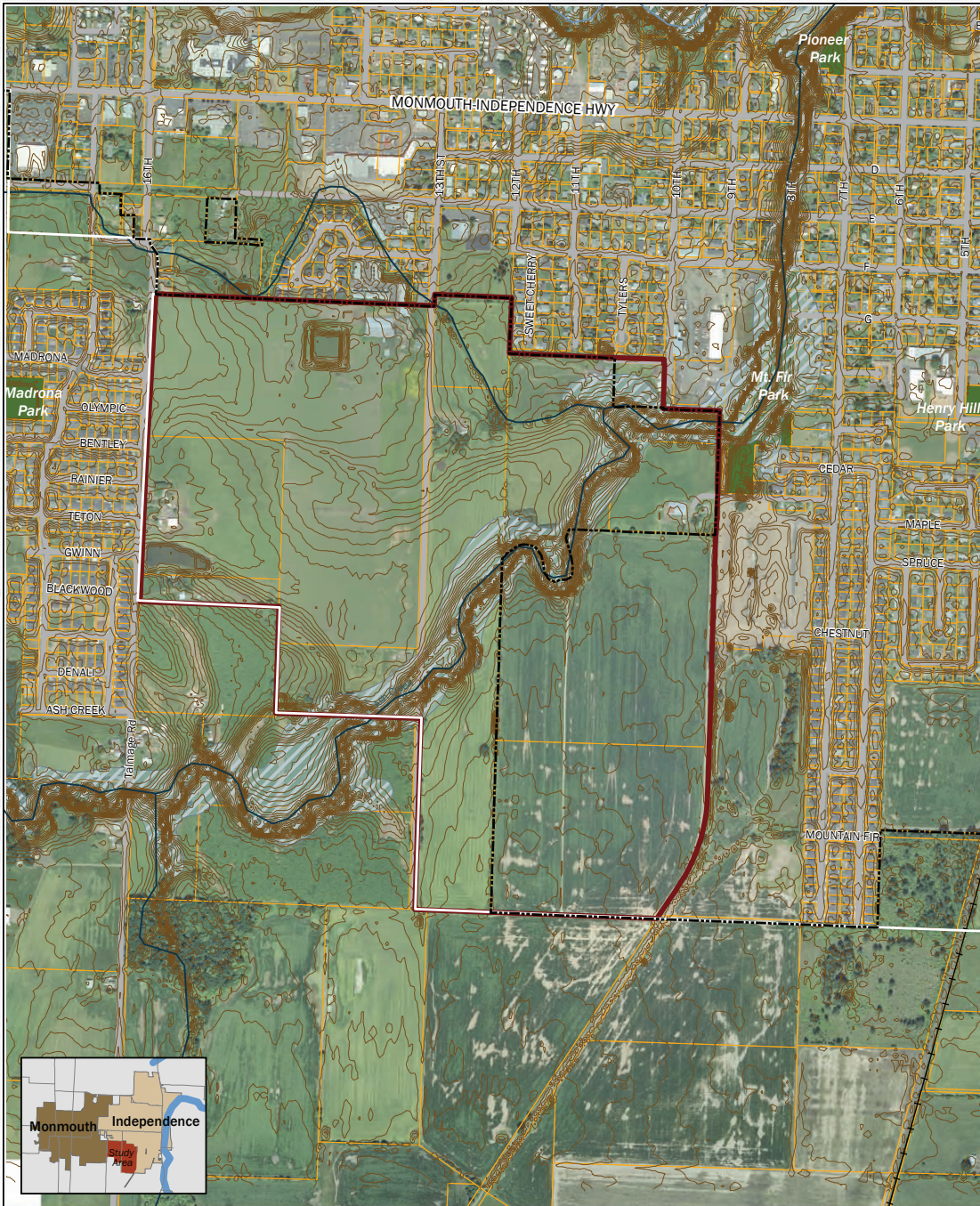


Figure 2. Land Use Conditions



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

- Independence city limit
- 100-year floodplain
- Taxlot
- Urban growth boundary
- Park
- 1-foot contour
- Study area
- Railroad

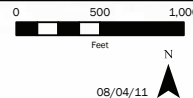
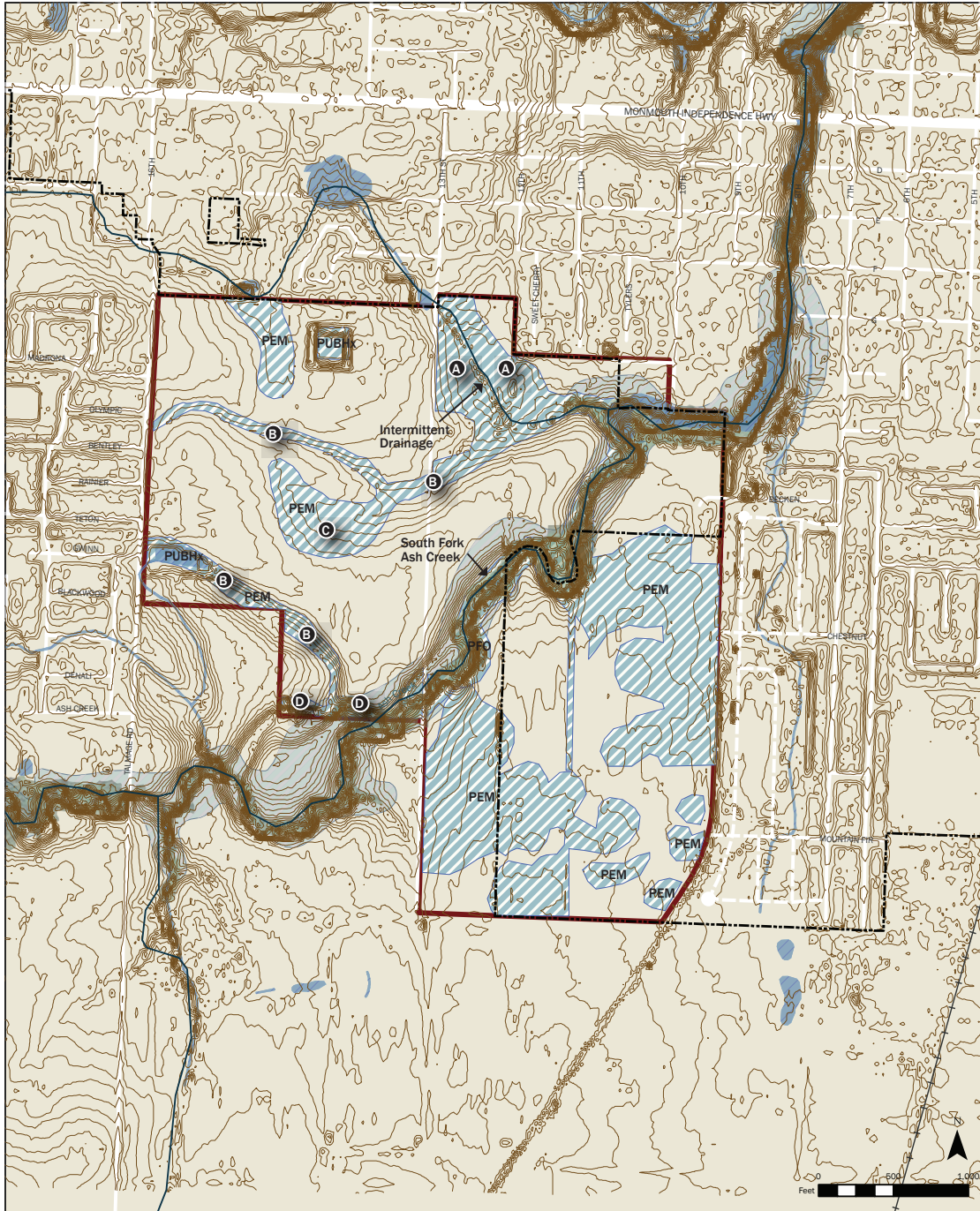


Figure 3. Natural Resource Conditions



Southwest Independence Concept Plan
Natural Features

- Study area
- Independence city limit
- Street
- Proposed street
- ~ Creek
- 1-foot contour
- 100-year floodplain
- Riparian corridor
- Approximate location of potential wetland*
- Wetland (NWI)

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



Natural Resources

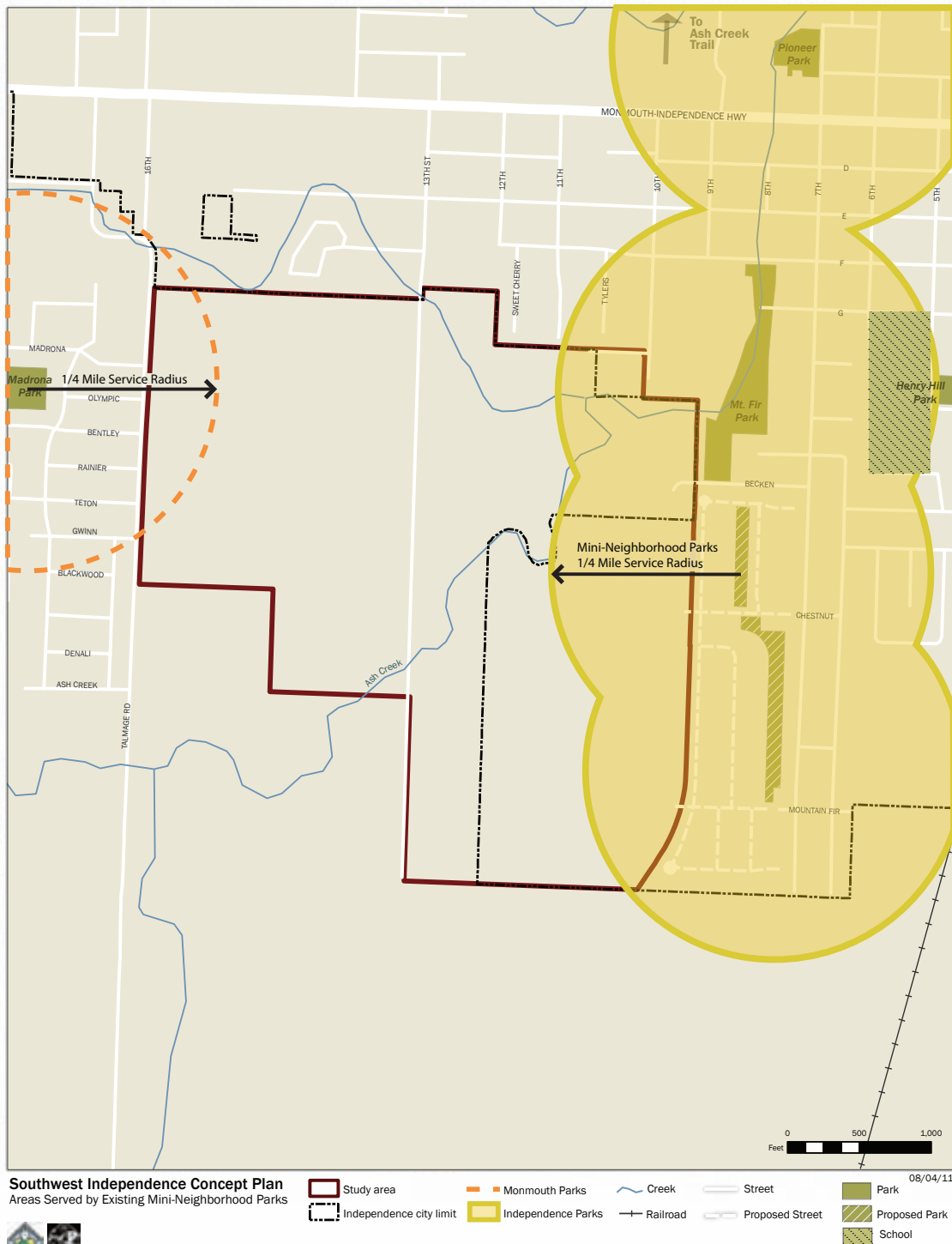
Topography within the Planning Area is generally flat. The South Fork Ash Creek flows diagonally across the Planning Area from southwest to northeast, bordered by a vegetated riparian corridor. A 25-foot setback from either side of the creek is protected from development. The creek's 100-year floodplain 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

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

- PEM = Palustrine emergent
- PFO = Palustrine forested
- PUBHx = 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

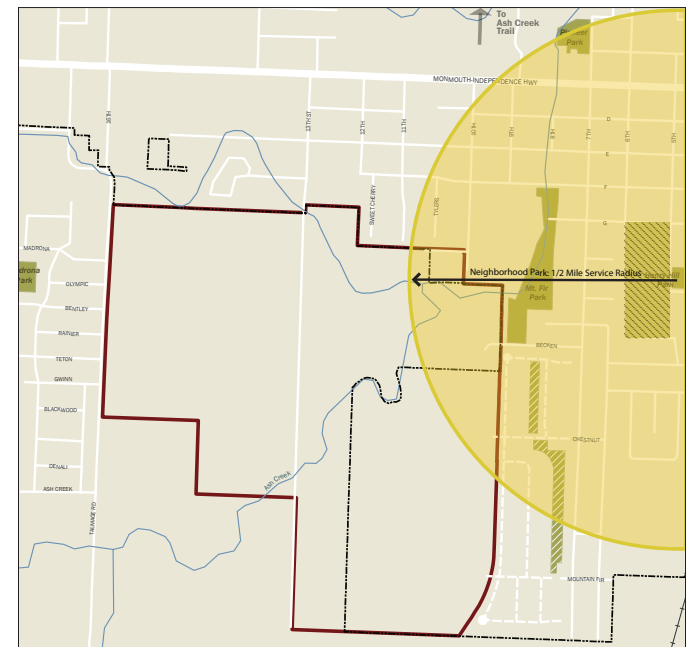
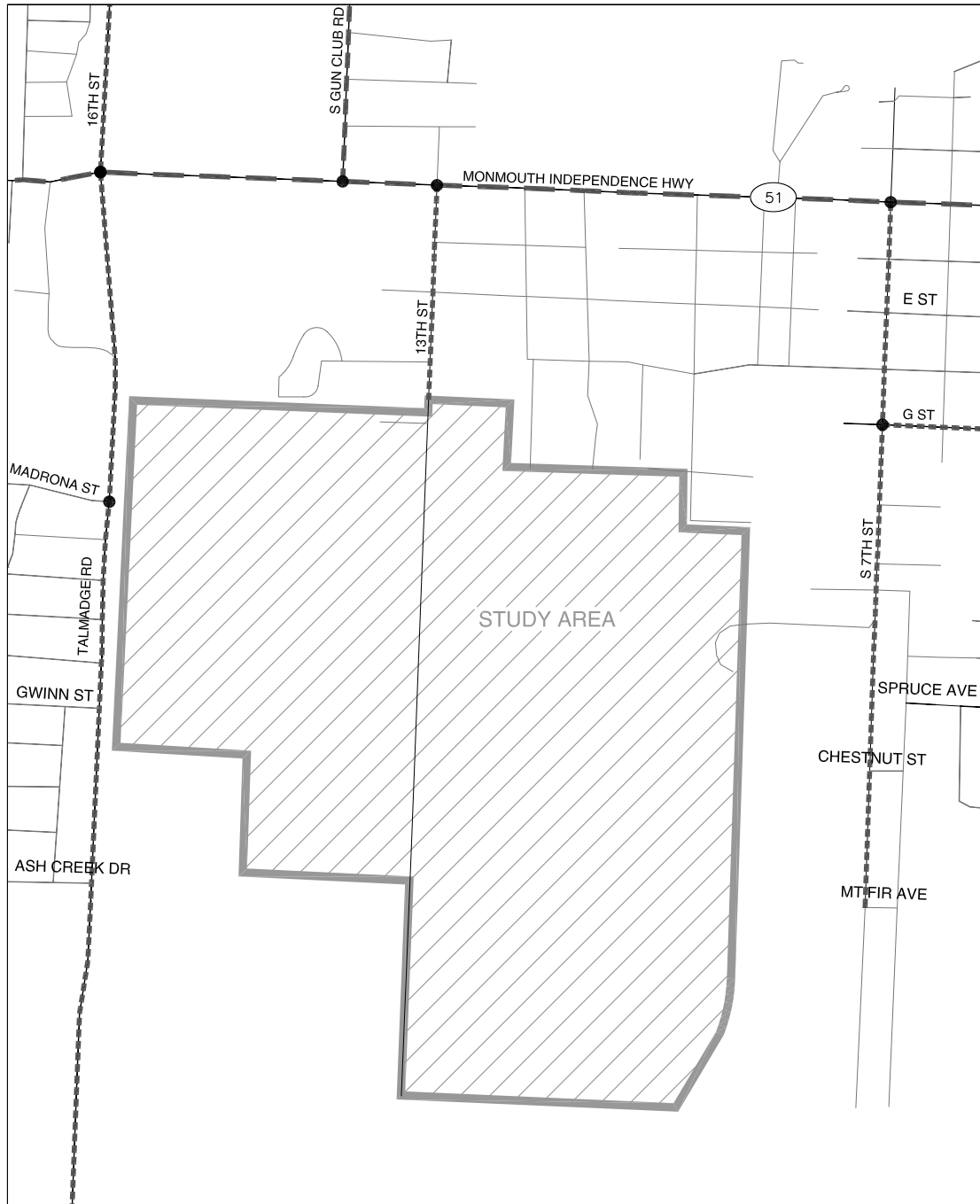


Figure 6. Roadway Network and Functional Classifications



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



● Study Intersections

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

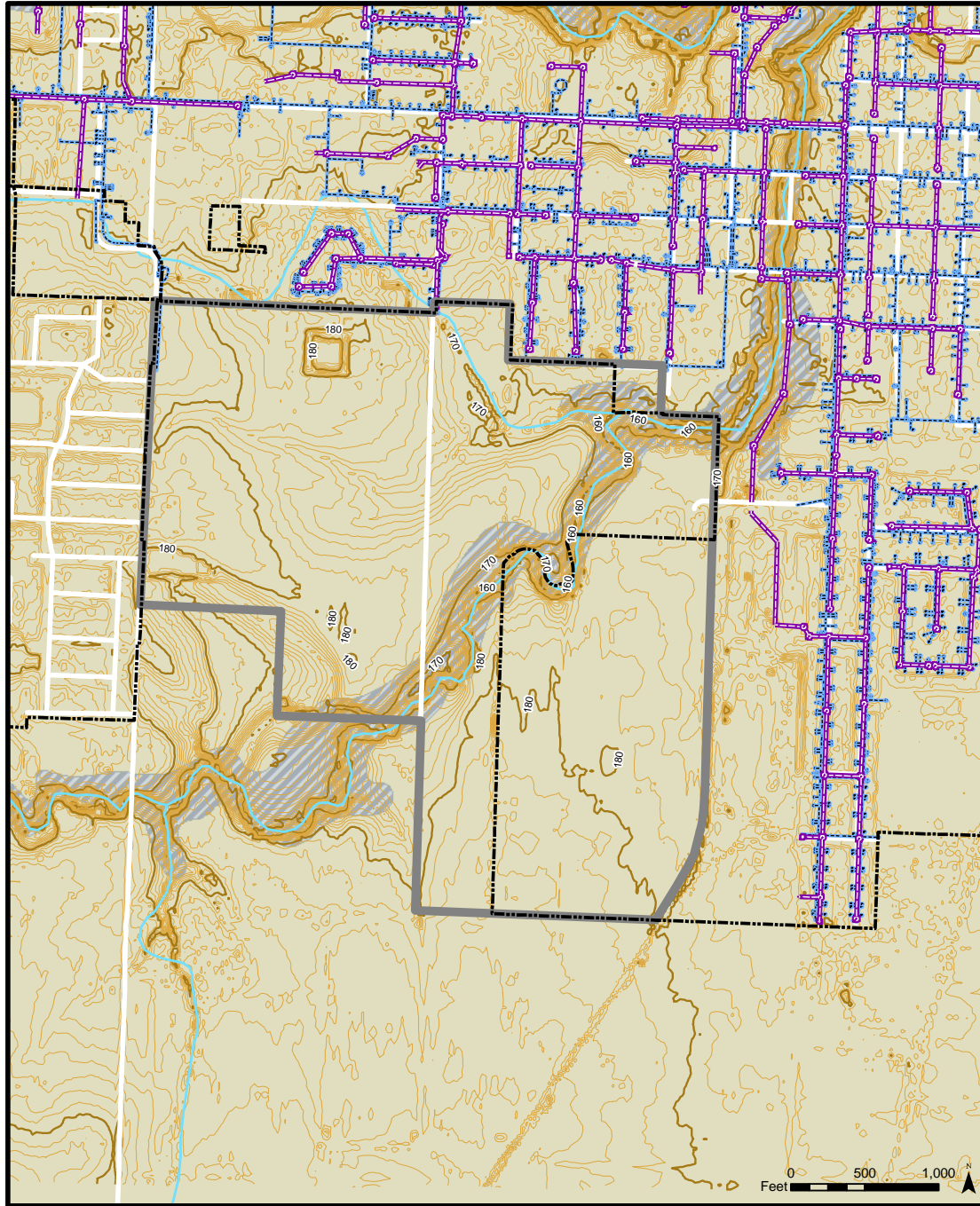
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Transportation

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

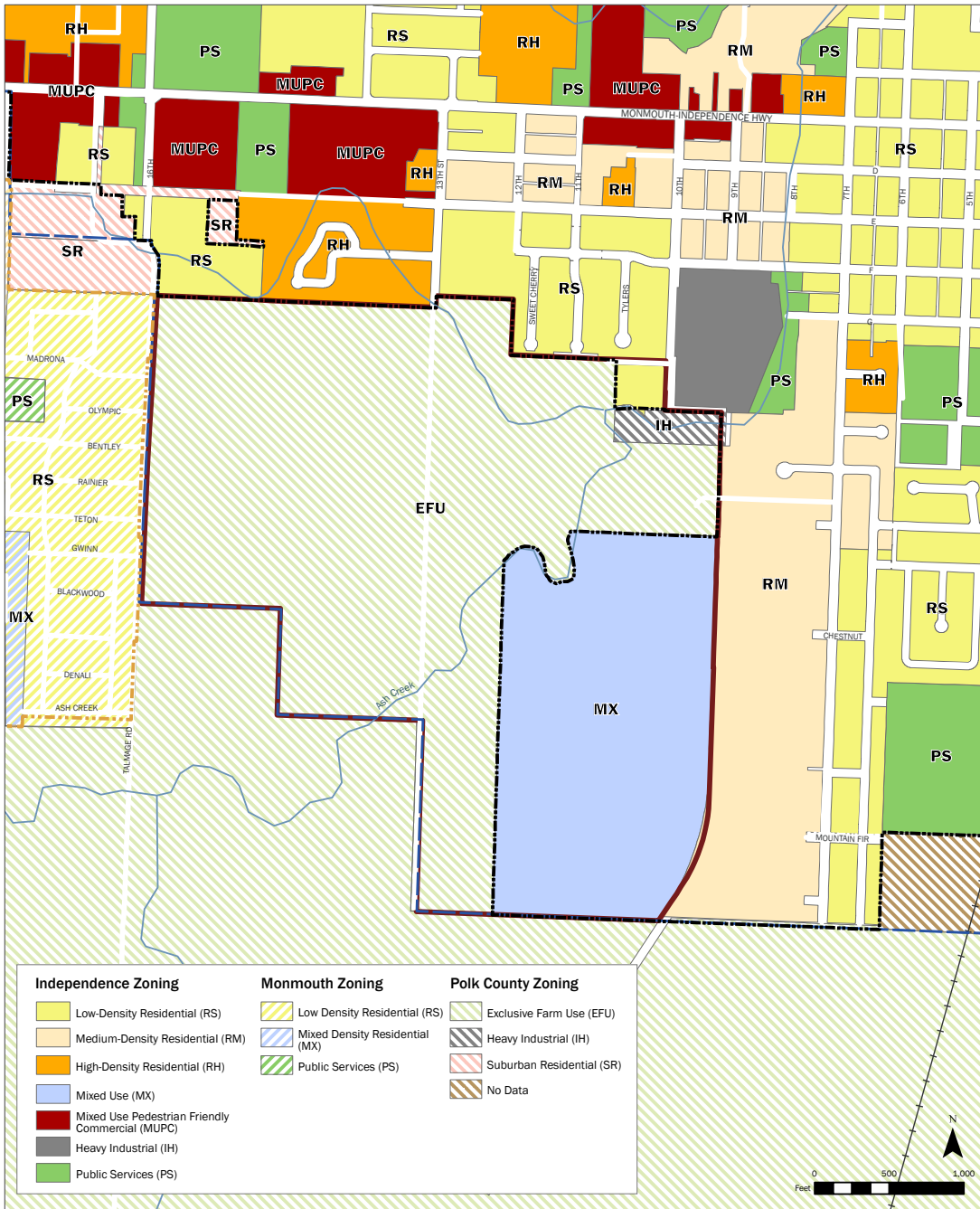


- Study Area
 - City Limits
 - Roads
 - Sewer Lines*
 - Water Lines*
 - 1 foot contours
 - 10 foot contours
 - Streams
 - 100-Year Flood Zone
- * Note: Utilities shown for City of Independence only.

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

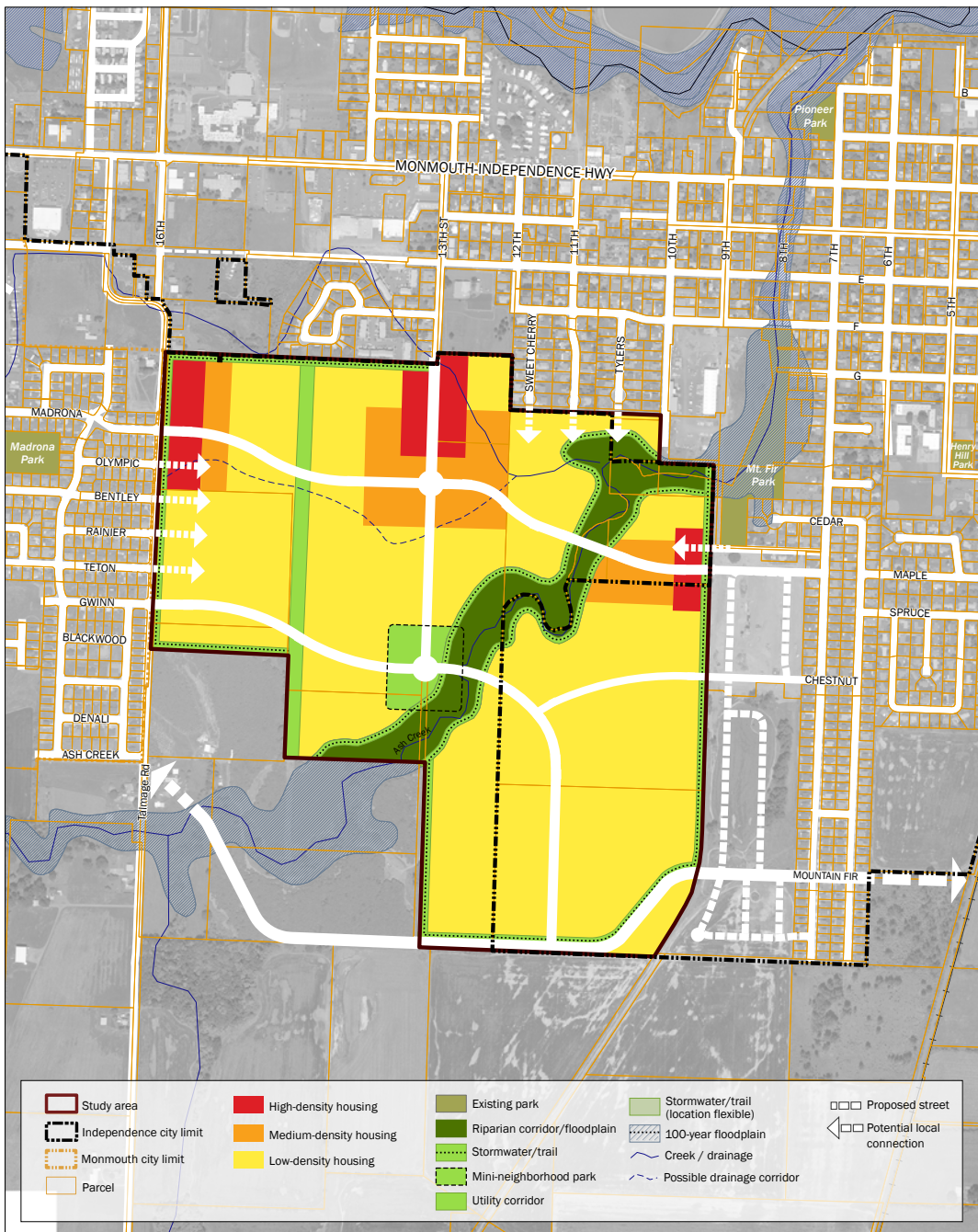


Zoning & Planned Land Use

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.

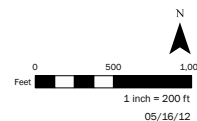
Surrounding areas in Independence and Monmouth area primarily zoned for residential use, including a mix of low, medium and high density uses. The one exception is the area north of the northeast corner of the Planning Area which is currently zoned and used for industrial use.

Figure 9. Concept Plan and Proposed Land Use



Southwest Independence Concept Plan
Preferred Alternative

Angelo Planning Group
SERA Architects
Kittelson and Associates
GreenWorks
Cogan Owens Cogan



2. The Plan

This section describes a proposed land use, transportation and open space concept for the future development of the Planning Area. An approach for implementing this concept is described in Section 3.

Proposed Land Use Plan

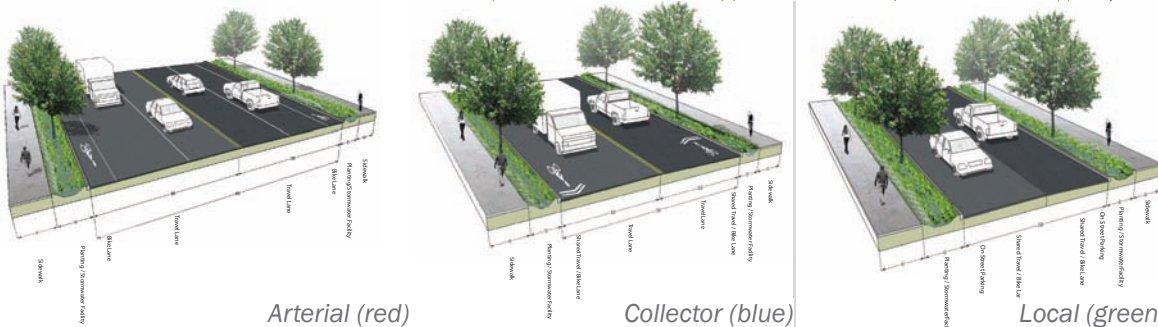
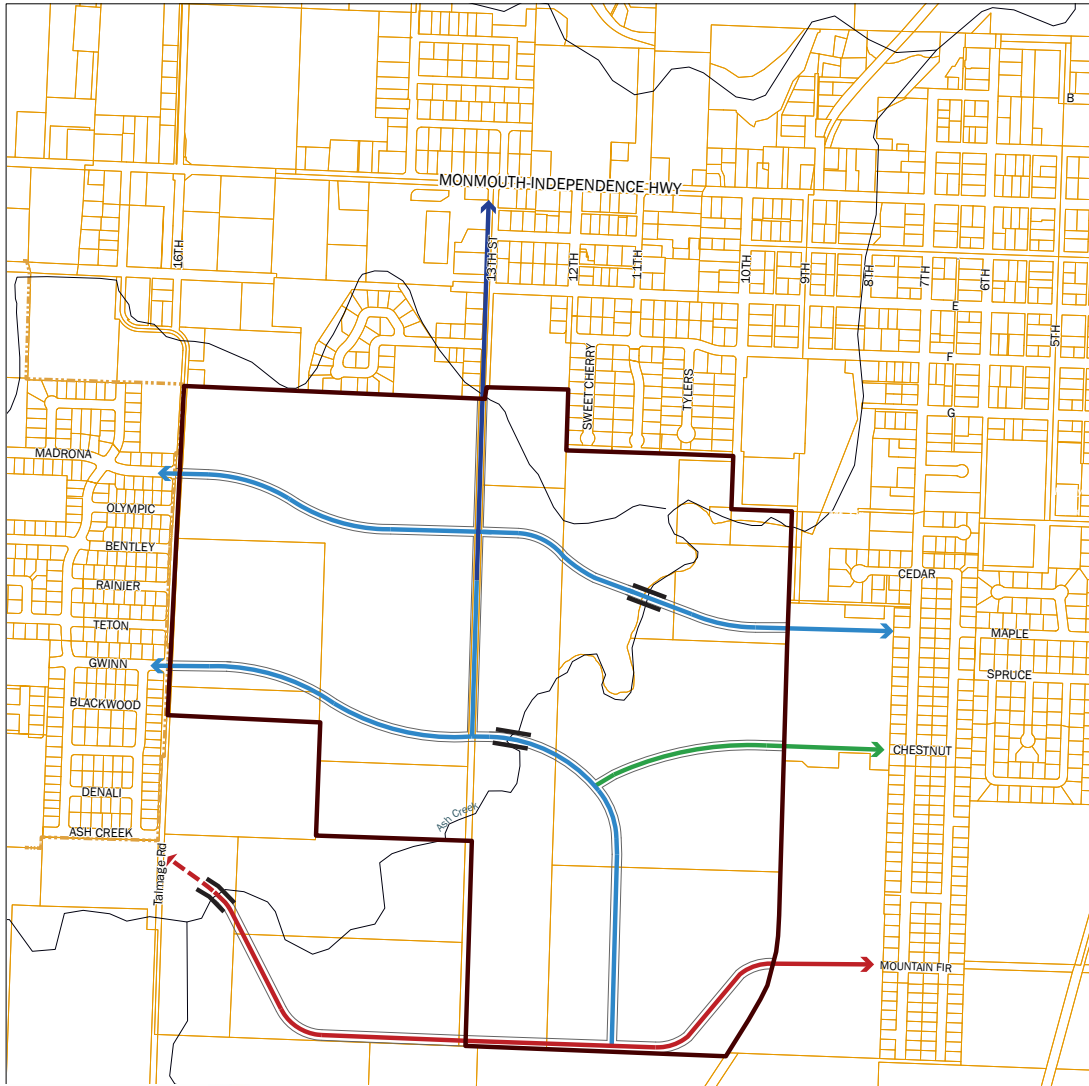
The Plan establishes general locations for low, medium and high density housing types and, to the extent possible, distributes higher density housing among the various property owners and subareas in the Planning Area. The Plan also allows the flexibility to allocate a combination of high, medium, and low density housing within the southeastern portion of the Planning Area consistent with the MX zone provisions, provided that the development meets the density targets of the zoning district, and that it is consistent with the policies found in this Plan.

This approach is described in more detail in Section 3.



Southwest Independence Concept Plan

Figure 10. Proposed Transportation System



Arterial (red) Collector (blue) Local (green)
 (See larger cross-section diagrams, page 25 through page 27.)

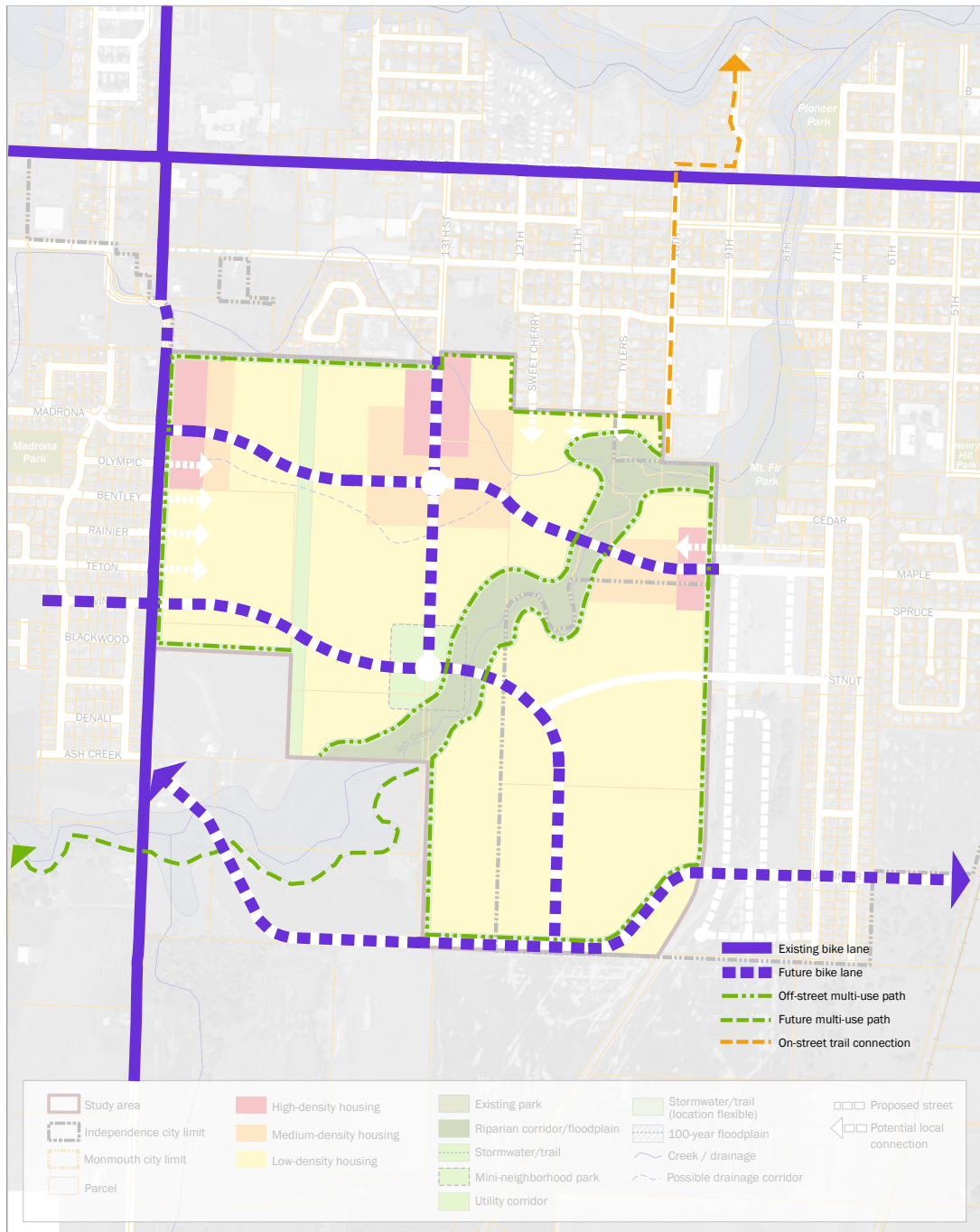
Transportation System

Figure 10 illustrates a proposed network of collector and arterial roads to provide connections within the Planning Area and to other parts of Independence and Monmouth. This network balances the need for an adequate number of east-west and north-south connections with the fiscal and environmental costs. Traffic analysis indicates that a signal may be needed at 13th St. and OR 51.¹

Several alternatives were examined for the Southerly Arterial during the planning process. The corridor shown in Figure 10 was selected to minimize the amount of the corridor outside of the UGB while also minimizing impacts to sensitive natural resources and preserving the function of this road and the transportation network in this area as a whole. However, a significant portion of the proposed Southerly Arterial alignment still lies outside of the Planning Area and outside of the UGB. As a result, this alignment should not be considered a formal designation, but rather a potential conceptual corridor. This east-west alignment is shown to generally connect to Talmage Road in the vicinity of Ash Creek Drive. Given the general alignment, a crossing of Ash Creek is shown in a location that minimizes impacts to this natural resource. Further study outside of the Southwest Independence Concept Plan will be needed to refine this road's alignment and minimize impacts to existing development. Inside the Planning Area, the Southerly

¹ Although the future build-out analysis indicates that the OR 51/13th Street intersection will meet signal warrants, further evaluation will be required related to the appropriate spacing of traffic signals along the OR 51 corridor. On state highways, construction of traffic signals requires State Traffic Engineer approval per OAR 734 020 0400-0500.

Figure 11. Bicycle and Pedestrian Network



Arterial would lie within the UGB and connect to Mountain Fir, which is designated in the city's Transportation System Plan (TSP) as an arterial.

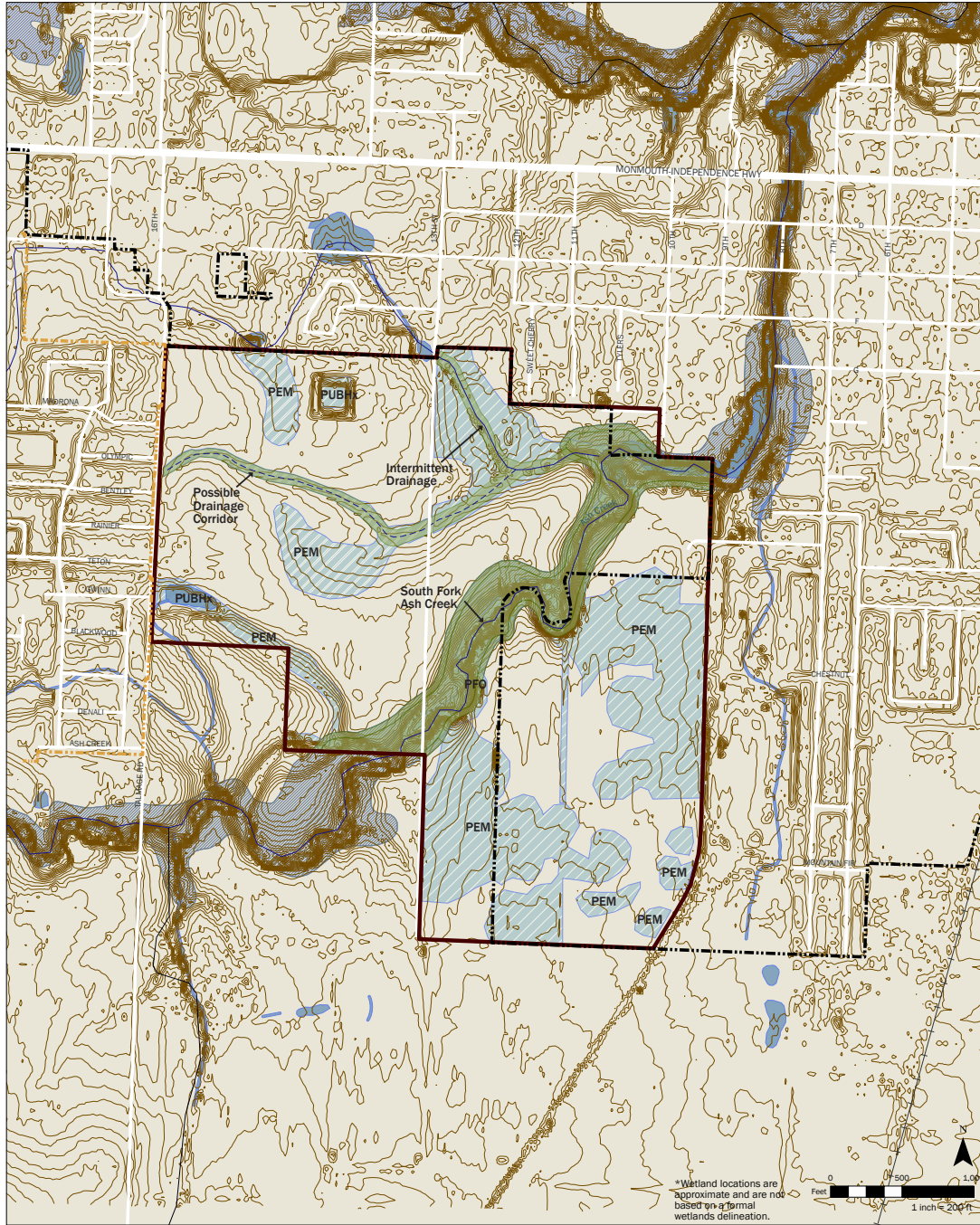
While the proposed transportation system does not identify the network of local streets within the Planning Area (only arterial and collector level roads are illustrated), it does suggest that the surrounding grid to the north, east, and west should be extended into and through the site in order to provide a high degree of connectivity.

Bicycle & Pedestrian Network

The Plan includes a network of bicycle and pedestrian facilities to serve future Planning Area development as well as accommodate regional connectivity. As shown in Figure 11, all of the collector roadways would include striped bicycle lanes and sidewalks, providing a continuous network of east-west and north-south connections. These facilities would be supported by a series of off-street multi-use paths along Ash Creek and other natural features within the Planning Area.

Southwest Independence Concept Plan
Preferred Alternative

Figure 12. Approach to Natural Resources Management



Southwest Independence Concept Plan
Approach to Natural Resources Management

Angelo Planning Group
SERA Architects
Kittelson and Associates

GreenWorks
Cogan Owens Cogan

- Study area
- Independence city limit
- Monmouth city limit
- ~ Creek
- 1-foot contour
- Riparian corridor/floodplain/
stormwater drainage/trail
- 100-year floodplain
- Wetland (NWI)
- Approximate location
of potential wetland*

*Wetland locations are approximate and are not based on a formal wetlands delineation.

03/23/12

Open Space & Natural Resources Management

The Plan incorporates an open space system centered around the South Fork Ash Creek stream/floodplain/wetland corridor. This corridor would meet multiple purposes including protection of riparian and other natural resources, opportunities for wetland mitigation, flood storage, stormwater management, a multi-use trail, and linear and mini-neighborhood park areas.

The Plan also identifies two potential drainage/wetland corridors, the location of which is based on the location of potential wetlands and intermittent drainages identified during this planning process and previous studies. However, their location may change pending the results of future wetland delineations and proposals for wetland avoidance, restoration and enhancement.

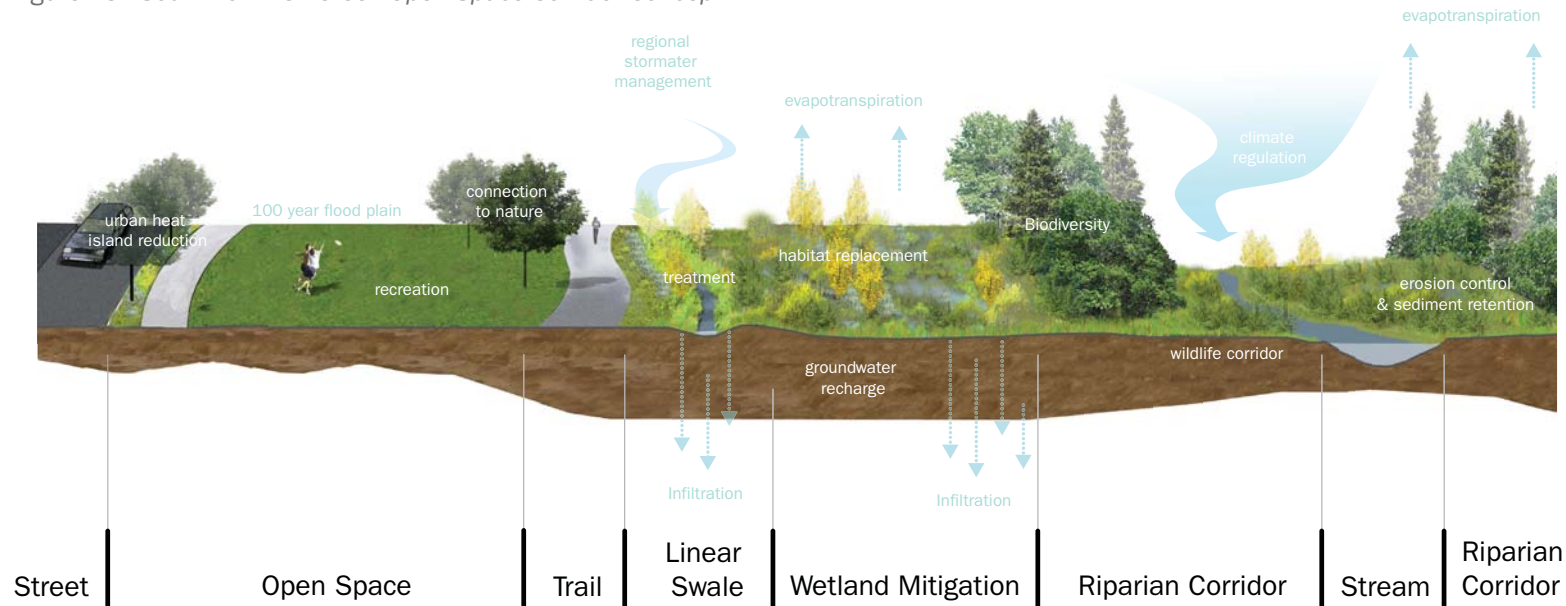
The final amount of developable land will be determined by formal wetland delineation. Depending on how wetlands are treated on the site during development, some additional existing wetland areas may be further restored or enhanced and become part of the open space network.

The open space network identified in the Plan is an essential element of infrastructure for the future community. The combination of open space, parks, and trails as in this network can deliver vital services at the scale of a watershed while fostering a livable community. The planning and design approach for the parks, trails, and open space for the Planning Area considers the multiple functions that these spaces can serve:

- **Active and Passive Recreation:** Connectivity, Alternative transportation choices, and Promoting a Healthy lifestyle
- **Natural Resources:** Protection of Natural Resources, Restoration of Riparian Buffers, Promotion of Habitat Corridors and Access to Nature
- **Stormwater Management:** Opportunities for regional low impact development strategies and Flood storage

The preferred design for the drainage/wetland areas is an 80-foot linear corridor consisting of a 50-foot wide drainage area, with an additional 30-foot wide trail/stormwater easement on one side (see Figure 13). Alternative approaches to these corridors may be proposed and potentially approved if they meet other city standards and requirements for stormwater management and any applicable state or federal agency coordination or other requirements.

Figure 13. South Fork Ash Creek Open Space Corridor Concept



The Plan also shows a mini-neighborhood park adjacent to 13th Street and the Ash Creek corridor (see “Figure 9. Concept Plan and Proposed Land Use” on page 14). This location allows for some overlap of with the Ash Creek floodplain, reducing the amount of land required for the park and responds to property owner and other public input.



A Mini Neighborhood Park is a hybrid category created for the Independence Parks Master Plan 1993. It fills the gap between a mini-park (one acre or less) and a neighborhood park/playground (15 or more acres). The Mini-Neighborhood Park must be accessible within ¼ mile radius of the community it serves. It would require not having to cross an arterial for access to the park. Independence’s Mount Fir Park, Pioneer Park and the proposed Mount Fir Village Park provide Mini-Neighborhood park service to part of the study area.

SIZE: 3 - 6 acres
 SERVICE DISTANCE: less than 1/4 mile radius

3. Implementation Approach

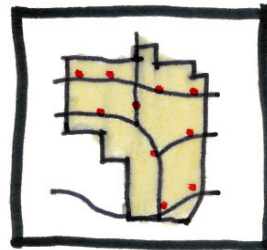
This section of the Plan includes policies specific to the Planning Area, a description of proposed planning and zoning requirements, and a summary of additional future actions needed to implement the Plan.

Plan Policies

Land Use

- **Siting Residential Density:** The Southwest Independence Concept Plan identifies the approximate location and acres of types and densities of residential land use. Through the detailed master plan and subdivision process, the applicant shall have the ability to propose minor changes to the locations of medium and higher density land uses, consistent with the overall target densities and distribution of housing types identified in the Concept Plan. However, medium and high density housing should be located in one or more of the following areas, consistent with Concept Plan diagrams and supporting narrative:

- * At gateways and along collector or arterial streets;
- * Closest to existing services and commercial areas; and/or
- * Adjacent to parks, natural areas or other amenities.



- **Master Planning:** During annexation of a property located inside the Southwest Independence Concept Planning area, a master plan shall be submitted by the property owner for

the entire property to show the proposed layout of streets and locations of low, medium and higher density housing for all residential development in the master planning area. The master plan will provide the tool to track target housing units and densities with the allocations identified in the Concept Plan.

- **Housing Types:** A mixture of different building types is encouraged within the residential areas (e.g. single family residential, duplex, attached single family residential, multifamily). Outside of the overall target number, density and general distribution of housing units, it is expected that the MX Zone will provide flexibility for a mix of housing types and lot sizes. The master plan shall identify lots intended for attached and multifamily housing. To ensure efficient use of land in the Concept Plan area, a minimum average net density of 9 units per acre is established within the Concept Plan area as a whole and to Master Planning areas. Lot sizes may be averaged and densities may be shifted between properties to provide flexibility to meet changing housing and market needs.

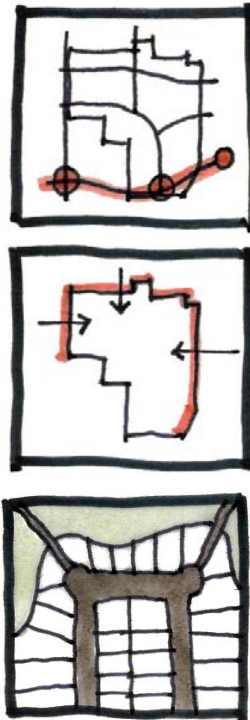


- **School Siting:** As of the date of adoption of this Plan, the Central School District had not identified the need for any specific school sites within the planning area. However, if the Central School District identifies a need for future school(s) within the Concept Plan area, appropriate site(s) shall be identified consistent with the policies of the Independence Comprehensive Plan and/or School District Facility Plan. The Southwest Independence

Concept Plan does not designate potential school sites and the transportation analysis did not assume development of a school in the Concept Plan area. At a minimum, development of a public school within the Concept Plan Area would require conditional use approval and a full traffic analysis.

Transportation

- Major Roadways:** New collector and arterial streets will connect to existing roadways as illustrated in Figure 10.
- Local Street Connections:** Local streets shall connect to adjacent local streets in existing neighborhoods except where impacts to natural features or other physical constraints make such connections infeasible or physical or other costs outweigh benefits associated with connectivity.
- Street Connectivity:** An interconnected street system shall be provided within and between individual residential areas within the Concept Plan area and between it and adjacent portions of the cities of Independence and Monmouth. All streets shall be built to established standards for street connectivity and block length as set forth in Section 90.90 of the city’s Development Code. Street standards in the Southwest Independence Concept Plan shall supersede TSP or Development Code standards where they conflict. Because local streets may be extended on an incremental basis as development occurs, it may be necessary to accept temporary



dead-ends or “stub streets” that will be extended when future development occurs.

- Cul-de-sacs:** Where cul-de-sacs are constructed, they shall comply with the maximum length standards in Section 96.90 of the city’s Development Code. A pedestrian and bicycle connection may be required between the end of the cul-de-sac and the nearest local street to provide connectivity.
- Green Street Design:** Developers will be allowed and encouraged to construct green street features on local and collector streets to reduce the amount of stormwater entering local rivers and streams, reduce demand on the city’s infrastructure and improve water quality. Modifications to street standards will be allowed without a variance at the subdivision phase if a developer proposes green street features that are approved by the City Public Works Department and Planning Commission.



- Pedestrian Facilities:** Sidewalks shall be provided along both sides of all streets. Where a wider multi-use path is provided, the multi-use path shall replace the required sidewalk.
- Bicycle Facilities:** Bicycles shall be accommodated through a combination of bicycle lanes, off-street pathways and shared use of local streets as shown in Figure 11.

Public Facilities

- **Stormwater:** The City will encourage natural stormwater drainage systems designed to manage and filter as much stormwater on site as reasonably possible and to incorporate natural drainage and management techniques. Examples and illustrations of low impact development approaches that may be appropriate in the Planning Area are included in the Background Conditions Report and Charrette Report.

Parks, Open Space, Natural Areas and Trails

- **Ash Creek Riparian Corridor:** The city will establish an open space corridor along the South Fork of Ash Creek to provide for a combination of riparian area protection, flood storage capacity, wetland preservation and enhancement, stormwater management and linear park and trail development.
- **Park Development:** A minimum of one mini-neighborhood park shall be established within the Concept Plan area. The specific location and size of this park shall be refined through the master plan and subdivision process. However, as illustrated in the Concept Plan (Figure 9 on page 14), the park site shall be generally located adjacent to and/or partially within the South Fork Ash Creek riparian/floodplain/wetland corridor. The park shall meet standards for a mini-neighborhood park as detailed in the Independence Park and Recreation Master Plan.
- **Open Space and Natural Resources:** The City will support “green” development approaches, including co-location of stormwater swales in parks and along linear trail corridors to reduce land needs and costs and create opportunities for education, amenities, and recreational activities.
- **Wetlands:** The city will encourage mitigation of wetland impacts through a combination of avoidance, on-site enhancement or restoration of existing wetlands and

participation in the State of Oregon’s wetland mitigation payment-in-lieu program. Within the Concept Plan area, the city places a particularly high priority on enhancement or restoration of wetlands adjacent to the South Fork of Ash Creek, including the designated South Fork Ash Creek open space corridor identified in “Figure 12. Approach to Natural Resources Management” on page 17. The City considers other wetland areas such as those in areas historically used for agriculture, to be of a lower priority for enhancement, restoration or avoidance. However, property owners will address potential impacts to wetland areas through coordination and consistency with requirement of the Oregon Department of State Lands (DSL) and Army Corps of Engineers. Approval of development will be conditional on meeting these requirements.



- **Trails:** A linked trail system shall be developed within the planning area, including development of trails within the South Fork Ash Creek corridor, other open space corridors and within proposed stormwater management/trail corridors. Through



the subdivision and development permit process, the City of Independence may require dedication or easements to accommodate the development of the trail system.

- **Intermittent drainages:** In addition to the South Fork Ash Creek, the Concept Plan identifies two other potential open space corridors. They are located within an east-west drainage and potential wetlands area west of the South Fork Ash Creek and along an intermittent stream corridor and potential wetland area running northwest to southeast, west and north of South Fork Ash Creek as shown in Figure 12 on page 17. Impacts or alterations to these drainage corridors shall be addressed during the subdivision process as follows:

- * The exact location of these drainage corridors may vary from the locations shown in Figure 12, depending on the results of future wetland delineations and the potential approval of alternative approaches or facilities to address stormwater management and drainage in these areas.
- * Any proposed filling of existing drainage areas shall be coordinated with and comply with requirements of the Army Corps of Engineers.
- * The City encourages designs that provide a linear drainage corridor combined with stormwater management features and recreational trails that connect with the corridor along South Fork Ash Creek. At a minimum, a 50-foot wide drainage with a 30-foot wide stormwater/trail corridor on one side, for a total 80-foot wide corridor, is the preferred design for these areas.
- * An alternative approach to managing flood storage and drainage in this area may be proposed and approved if it meets the City's stormwater management standards and requirements and it is coordinated with and approved through consultation and coordination with the Army Corps of Engineers.



Plan and Zoning Designations

In 2009, Independence adopted the Mixed Density Residential (MX) Zone with the intent of applying it to land in the Southwest Independence Concept Plan area as it is annexed into the city. Currently, this zone has been applied only to the portion of the Planning Area within the city limits but it is expected to be applied to the remainder of the Planning Area as it is annexed.

The purpose of the MX Zone is to provide a mix of housing types and densities for residents of diverse incomes and ages. The zone also promotes high-quality residential construction and a circulation pattern that emphasizes pedestrian and bicycle connections within and outside the area.

Allowed uses in the MX Zone include a variety of dwelling types (single-family, townhouses, multi-family and others), some community uses such as churches or schools, public utilities, and small neighborhood commercial uses (office and retail less than 2,000 square feet). As part of this planning process, minimum and/or maximum lot size and/or density requirements are being proposed for certain types of residential development. Lot coverage standards for specific housing types also are being proposed. In addition, residential development in the MX Zone, must achieve an overall average density of nine units per acre and at least 15 percent of all units must be either in multi-family or attached single-family dwellings (e.g., townhomes). These requirements were implemented based on the housing needs inventory conducted in 2008 when the UGB was expanded and reflect the demand for higher-density housing in the region.

Design standards in the MX Zone are intended to achieve the following:

- Establish a base for quality design of new homes

- Foster pedestrian activity and community interaction
- Promote historic residential development patterns in Independence
- Promote safety for neighborhood streets and front yards by providing “eyes on the street”
- Enhance livability through creation of attractive housing and streetscapes

To that end, the design standards include requirements for the street facing façade of homes, garage setbacks, limits on building length, porch and main entrance requirements, and roof form and exterior finishing standards. In addition, there are special standards for multi-family and single-family attached developments that limit building mass, regulate street access, and require a certain percentage of common open space.

The MX Zone will be used to ensure that development in Southwest Independence occurs consistent with the Land Use Plan in Figure 9. Language will be added to the MX Zone and/or other parts of the Development Code that requires Master Plan approval concurrent with annexation of land within the Concept Plan area. See Appendix A for these and other recommended code amendments. It is assumed that development in the Concept Plan area will occur in a somewhat gradual manner over the next 20 years or more. Requiring a Master Plan helps the city uphold the land use and transportation patterns that were envisioned through this Concept Plan process.

An applicant (or applicants, if property owners decide to work together) will be required to provide a Master Plan for their entire property (or properties), even if they plan to initially develop only a portion. The Master Plan will require submittal of a plan that

shows the general location of collector streets, parks, trails/ riparian corridors, and residential development. An applicant must indicate the general location and amount of different housing types (single-family, multi-family, etc) and demonstrate that the development will meet the overall target density and multi-family requirements (15 percent). The Master Plan will be reviewed during the annexation process and evaluated for general consistency with the development patterns envisioned in the Concept Plan.

The intent of the Master Plan process is not to adhere strictly to the exact specifications of the Proposed Land Use Plan and Transportation System, but rather to ensure general consistency while maintaining flexibility for developers to maximize development potential while also protecting or managing important natural resources. The Development Code will also identify a process for amending Master Plans to ensure flexibility and the ability to respond to changing market.

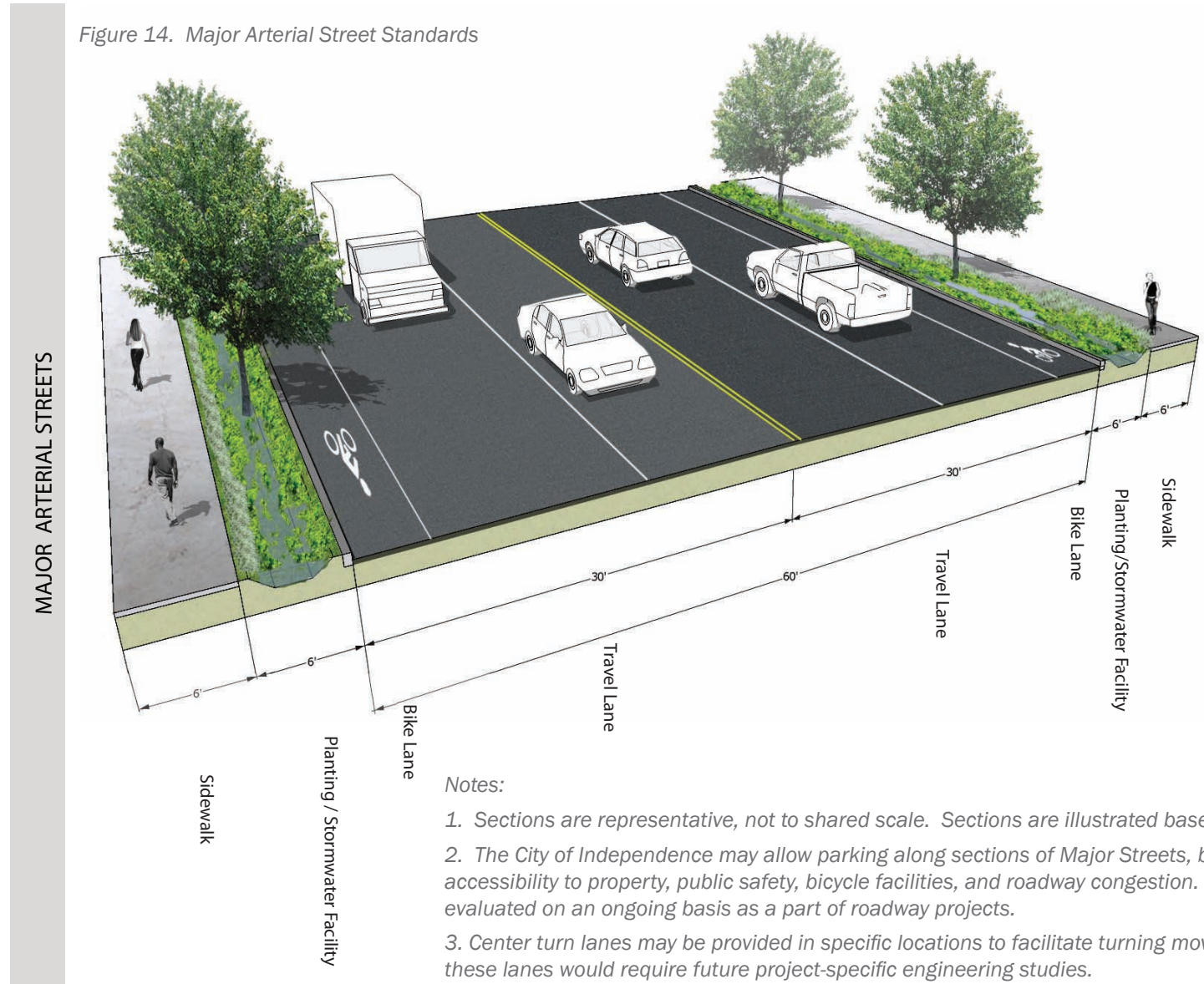
The following table summarizes projected acres of development by housing type, as well as target dwelling units for the Concept Plan area. Because the number of acres of wetlands within the area is not precisely known, the number of units will vary depending on the results of future wetlands delineations and the approach taken to address those wetlands (i.e., avoidance or on or off-site mitigation). For this reason, the table shows three possible scenarios, depending on different acreages of wetlands assumed in the area. All three scenarios are theoretical and included only to provide a rough estimate of the approximate level of development that may occur in the Planning Area. They also provide guidance related to the mix of different housing types projected for the Planning Area as a whole. It should be noted that higher levels of development could be accommodated in the planning area if future developments include a higher average density than the minimum, average net density of nine (9) units per acre required and/or the minimum 15% of single family attached and/or multi-family units required.

	SCENARIO 1 (All Wetlands Developed)	SCENARIO 2 (50% Wetlands Preserved)	SCENARIO 3 (All Wetlands Preserved)
Buildable Acreage	162.33	139.39	103.39
Residential Housing Type	Estimated No. of Units	Estimated No. of Units	Estimated No. of Units
Large lot single family (4 du/acre)	292	240	186
Medium lot single family (6-7 du/acre)	467	384	298
Small lot single family (8-12 du/acre)	159	131	101
Medium density (e.g., duplexes, cottage cluster and townhouses)	130	107	83
High density (e.g., multi-family apartments, "houseplexes" or shared court townhouses)	455	373	289
Planning Area Total	1,503	1,235	957

Streetscape Standards

New roadways in the Planning Area will be designed to the standards of the 2007 Independence TSP, as illustrated in Figure 14 through Figure 17. The Independence Development Code will be updated to reference these standards. They are generally consistent with the standards found in the city's TSP, but provide additional guidance.

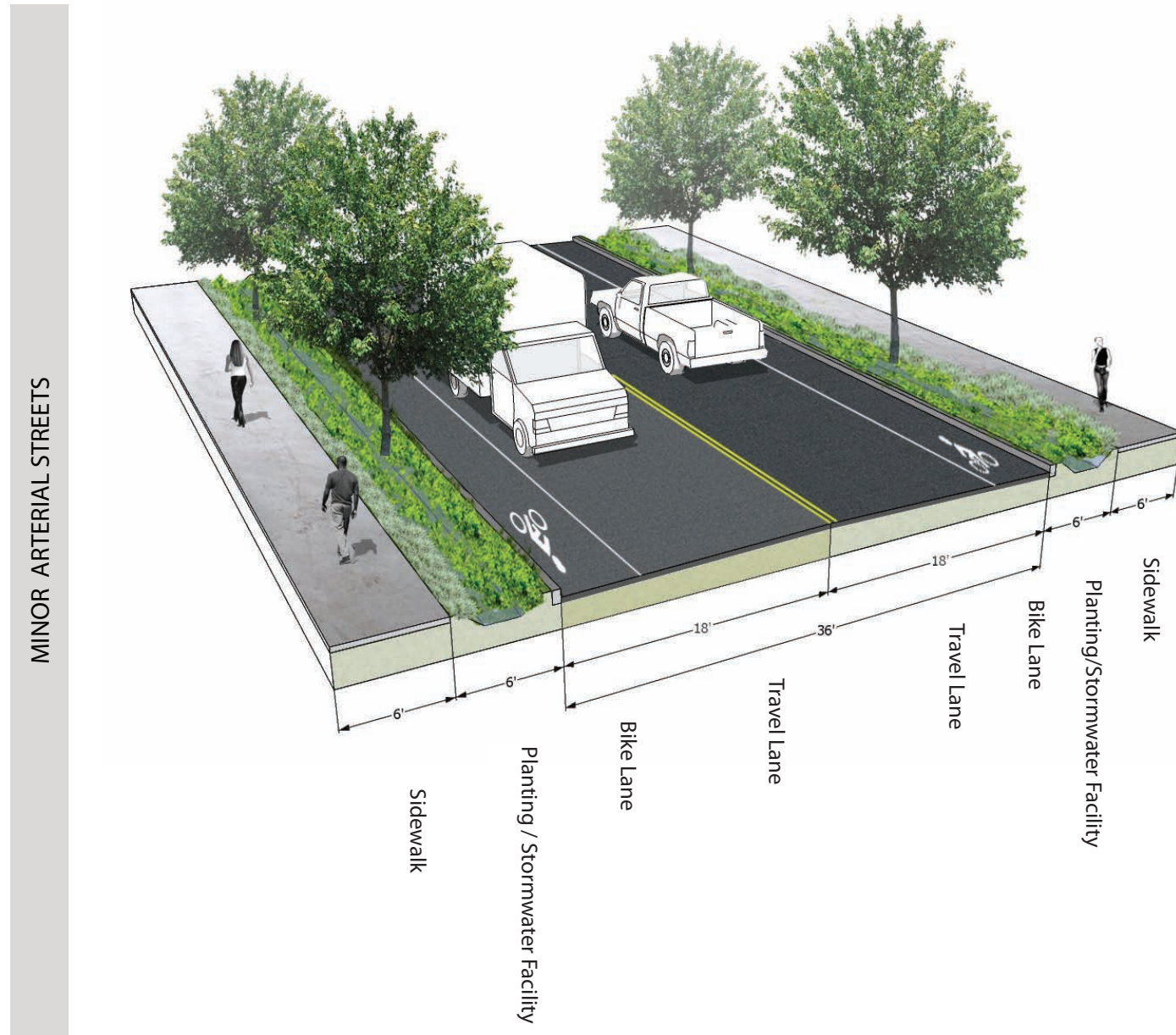
Figure 14. Major Arterial Street Standards



Notes:

1. Sections are representative, not to shared scale. Sections are illustrated based on Independence TSP 2007.
2. The City of Independence may allow parking along sections of Major Streets, balancing the needs for accessibility to property, public safety, bicycle facilities, and roadway congestion. Parking allowances will be evaluated on an ongoing basis as a part of roadway projects.
3. Center turn lanes may be provided in specific locations to facilitate turning movements. Design and location of these lanes would require future project-specific engineering studies.

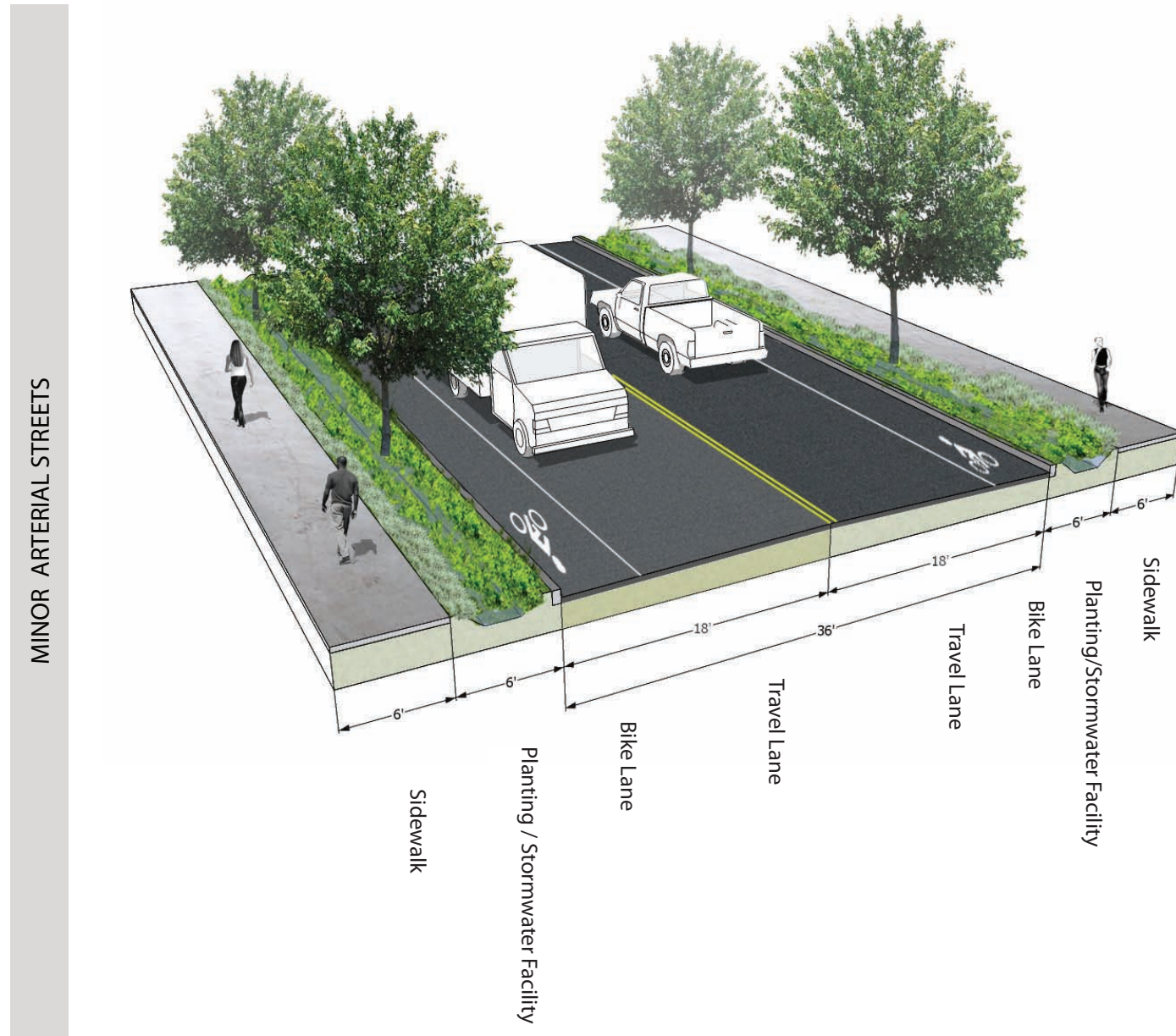
Figure 15. Minor Arterial Street Standards



Notes:

1. Sections are representative, not to shared scale. Sections are illustrated based on Independence TSP 2007.
2. The City of Independence may allow parking along sections of Minor Arterial Streets, balancing the needs for accessibility to property, public safety, bicycle facilities, and roadway congestion. Parking allowances will be evaluated on an ongoing basis as part of roadway projects.
3. Center turn lanes may be provided in specific locations to facilitate turning movements. Design and location of these lanes would require future project-specific engineering studies.

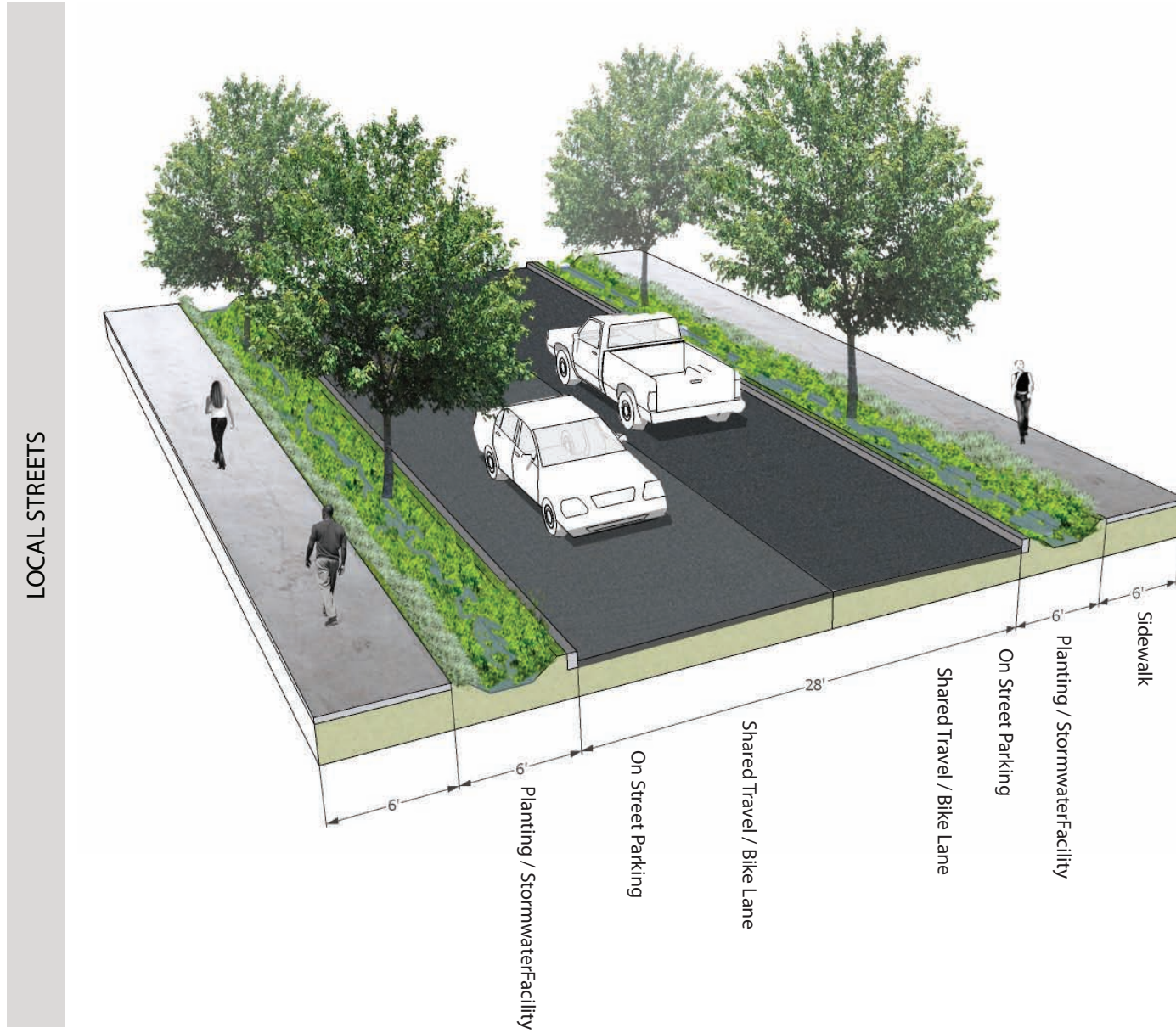
Figure 16. Collector Street Standards



Notes:

1. Sections are representative, not to shared scale. Sections are illustrated based on Independence TSP 2007.
2. Collectors with < 2,000 ADT can accommodate on-street parking and shared use of road space by bicycles and motor vehicles. These shared roadways will be designated with "sharrows". "Sharrows" are markings painted directly onto the road to promote the awareness that the road is a shared traffic lane to be used by both motorists and bicyclists. For collectors with >2,000 ADT the city will study the need to eliminate on-street parking and provide bike lanes.
3. Center turn lanes may be provided in specific locations to facilitate turning movements. Design and location of these lanes would require future project-specific engineering studies.

Figure 17. Local Street Standards



LOCAL STREETS

Notes:
1. Sections are representative, not to shared scale. Sections are illustrated based on Independence TSP 2007.

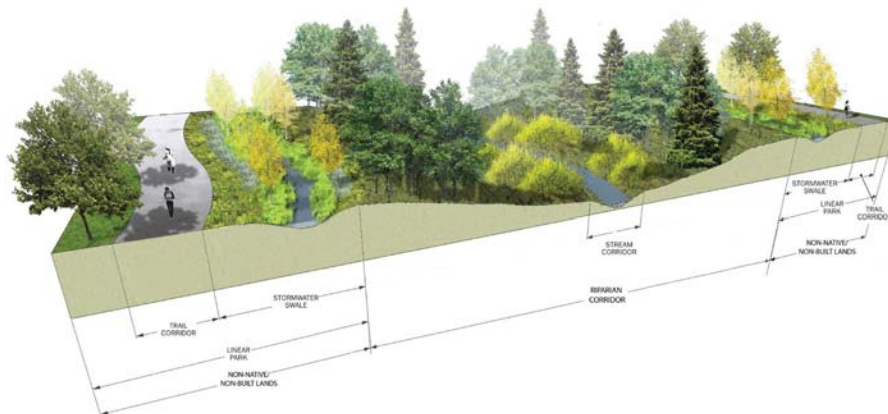
Standards for Stormwater Management and Trail Corridors

The City of Independence should develop a set of standards for low impact development (LID) practices associated with stormwater management for incorporation in future development in the study area.

Because of unique conditions in the area related to soils, flood storage capacity and hydrology, it would be potentially problematic to apply another jurisdiction's LID standards. Therefore, careful analysis of the area hydrology will be required as a part of developing LID standards for the planning area.

The City of Independence will need to consider what it is capable of administering in terms of sustainable stormwater site initiatives. These initiatives will require city design review, city inspections during construction, inspections throughout the life of the facilities to ensure functioning capacity and quality, as well as maintenance throughout the life of the facility.

The City of Independence may consider partnering with the City of Monmouth for a set of shared guidelines or standards for LID facilities and strategies. This could incorporate a watershed-based approach to consider how to implement LID stormwater practices in both communities.



Cost Sharing Approaches

A number of mechanisms can be used by the City to ensure that transportation and other public facilities are funded in an equitable manner, including the following:

- Require developers to provide for local streets, as well as water, wastewater and stormwater facilities required to serve proposed development, consistent with existing city Comprehensive Plan policies and code provisions.
- Generally use the City’s system development charges to pay for system-wide improvements associated with new growth, including growth and development in the planning area. To the extent that some needed improvements are not currently included in the Capital Improvement Plans associated with those SDCs, the CIPs and SDC methodologies and/or fees may need to be updated to accurately reflect the cost of improvements needed in the Planning Area or elsewhere, including the following:
 - * Collector and arterial roads in the Planning Area
 - * Water system improvements outside the Planning Area needed to serve new growth and development, including expanded water collection or treatment capacity
 - * Wastewater collection of treatment system improvements needed to serve new growth and development, including upgrades to existing pump stations, new pump station and/or new wastewater treatment capacity.
- Use of rough proportionality requirements to ensure that developers construct or pay for their proportional share of new collector and arterial roads within the Planning Area to the



extent that they are needed to serve development within that area.

- Consider use of development agreements to clarify responsibilities for funding and constructing new improvements, including cost-sharing among multiple property owners.
- Consider use of “late-comers” agreements to identify how property owners or developers may be reimbursed for a portion of the cost of a needed improvement if the improvement also will benefit other future development but must be constructed before that development occurs.
- Consider the establishment of a Local Improvement District (LID) so that a group of property owners can share in the cost of transportation infrastructure improvements or other types of public improvements such as installing water and sanitary sewer lines.



Future Implementation Actions

Once the Southwest Independence Concept Plan has been finalized and adopted, additional implementation measures issues will be required by the city, property owners, and/or other local and state agencies and stakeholders to support development of the Southwest Independence Concept Plan Area. The following Action Chart highlights key actions, estimated time frame and lead and supporting parties. The Action Chart does not reflect City budget commitments but is intended to highlight the scope of some of the Action Items.

ACTION #	ACTION ITEM DESCRIPTION	TIME FRAME	LEAD/SUPPORT
Land Use Planning and Zoning			
1	Apply new or updated zones to specific sub-areas	As annexation occurs	City
Natural Resources, Parks and Open Spaces			
2	Delineate wetland locations	1-2 years	Property Owners
3	Determine most feasible approach to wetland restoration, protection or mitigation	As development occurs	Property Owners / City / State
4	Dedicate land and funding for parks and refine location through development processes	As development occurs	Property Owners
5	Utilize existing Ash Creek trail design standards for future trails and refine as needed	1-2 years / as development occurs	City / Developers
6	Require dedication of and construct trail and stormwater management corridors concurrent with development or through city-wide processes	As development occurs	City / Developers
7	Update Stormwater Master Plan to address stormwater management approaches for Planning Area	?	City
8	Update City Parks and Recreation Master Plan, capital improvement plan and system development charge, as needed to reflect Planning Area needs and recommendations	?	City
9	Adopt additional policies as needed to encourage or require use of low impact development practices	1-3 years	City
Transportation			
10	Update city transportation plans to reflect updated standards, recommended improvements and cost estimates	?	City
11	Refine plans for needed Ash Creek crossing facilities within the Planning Area, including how to minimize environmental impacts	As development occurs	City / County and Developers

ACTION #	ACTION ITEM DESCRIPTION	TIME FRAME	LEAD/SUPPORT
12	Work with Monmouth and Polk County to plan for a future southern connector, including a proposed alignment outside the Planning Area, projected timing, cost estimates and funding strategy	5-20 years	City
Water and Wastewater Facility Improvements			
13	Update city capital improvement plans and system development charges as needed	2-5 years	City
14	Determine priority/phasing of needed improvements	2-5 years	City
15	Build collection and distribution pipes concurrent with development	As development occurs	Developers
16	Expand city-wide treatment and storage capacity, as needed to meet long-term development needs	5-20 years	City