



City of Independence

Planning Commission
Monday, April 6, 2026 @ 7:00 PM
Civic Center - Council Chambers

(see agenda footer for meeting attendance information)

1. **Call to Order**
2. **Roll Call**
3. **Minutes**
 - 3.1. Regular Meeting 03/02/2026
4. **Visitors/Public Comment**
5. **Reports/Presentations**
 - 5.1. Staff Presentation: Park Dedication Requirements
6. **Unfinished Business**
7. **New Business**
8. **Other Discussion/Information Items**
9. **Adjournment**

Meeting Attendance Information:

The Planning Commission will hold this meeting in-person in City Hall Council Chambers, via video conference (Zoom) or by phone. Meetings are also live-streamed on the City's YouTube channel at: <https://www.youtube.com/c/CityofIndependenceOR>.

- To attend in person, the City Hall address is 555 S. Main St.
- For Zoom login
visit: <https://us06web.zoom.us/j/88557437385?pwd=5vhcGnrFtmdExgGscbFv8jZV72XbqN.1>
- To participate in the meeting **by phone, dial US: +1-253-215-8782** and enter **Webinar ID: 885 5743 7385** and **Passcode: 863787**

Written comments are also welcome and may be delivered to City Hall or emailed to PlanningComments@ci.independence.or.us no later than 4:00 pm the day of the meeting.

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, or for other accommodations for persons with disabilities, should be made at least 72 hours in advance of the meeting to Myra Russell, City Recorder, 503-838-1212/TTY: 800-735-2900.



City of Independence Minutes

Planning Commission Meeting
Monday, March 2, 2026

1. **Call to Order.** Chair Chappell called the meeting to order at 7:03 pm

2. **Roll Call.**

Present: Commissioner Patrick Fugeman
Commissioner Jose Oliveros
Commissioner Rebecca Jay
Commissioner/Chair Corby Chappell
Commissioner Sally Coen
Commissioner John Southgate

Absent: Commissioner Alex Paraskevas, Excused

City Staff Present: Fred Evander, City Planner
Myra Russell, City Recorder

3. **Minutes.**

3.1. **Regular Meeting 02/02/2026.**

Action:

Commissioner Southgate moved to approve the minutes as submitted.;

Commissioner Jay seconded. Discussion: None.

Roll call vote. Motion 6-0-0

Ayes: Patrick Fugeman, Jose Oliveros, Rebecca Jay, Corby Chappell, Sally Coen, John Southgate

Nays: None

Abstentions: None

4. **Visitors/Public Comment.**

5. **Reports/Presentations.** None.

6. **Unfinished Business.** None.

7. **New Business.**

7.1. **Potential Revisions to the Park Dedication Requirements.**

Video: Frederick Law Olmsted | Best Planned City in the World | Olmsted, Vaux, and the Buffalo Park System. Planner Evander showed the commission parts of a video about park planning, about Frederick Law Olmsted, a renowned

landscape architect who designed America's first park system in Buffalo, New York. The video detailed Olmsted's vision for three unique parks connected by parkways, which became a model for urban park systems nationwide. Following the video, the group examined Frederick Law Olmsted's principles, particularly through his sons' work on the Portland Park Plan, which emphasized parks' role in enhancing city health, morality, and prosperity. The discussion highlighted Olmsted's innovative approach to using challenging terrain like wetlands and steep slopes for park development, rather than attempting costly construction on such areas. The commissioners reviewed park and open space dedications across different subdivisions, with specific attention to percentages and layouts. The discussion compared various developments including Northgate, Southwest Crossing, and Brandy Meadows, highlighting how different subdivisions implemented parks in different ways. The conversation emphasized the desire to achieve an Olmsted Brothers-style approach with natural features serving as focal points for recreational amenities. The commissioners discussed park and open space requirements in development plans, particularly regarding the option for developers to provide cash instead of land. It was clarified that while the Planning Commission has the option to allow cash payments, it cannot require this alternative. They also addressed concerns about stormwater ponds or wetlands being counted as park land and the need for criteria to determine what constitutes acceptable park space. Planner Evander will take a look at the code and bring this back to a future meeting.

8. Other Discussion/Information Items.

9. Adjournment. Action:

Commissioner Jay moved to Adjourn; Commissioner Coen seconded. Discussion: None
Chair Chappell adjourned the meeting at 8:43 pm.

Minutes submitted by:
Myra Russell, City Recorder



PARK DEDICATION REQUIREMENTS STAFF REPORT

FROM: Fred Evander, Community Planner

TO: Planning Commission

MEETING DATE: April 6, 2026

FILE NUMBER: No File Number Assigned

RE: **PARK DEDICATION REQUIREMENTS**

ATTACHMENT:

- A. IDC 22.065 – Residential High-Density (RH) – Development Standards for Multifamily Development (2 pages)
- B. IDC 23.065 – Mixed Density Residential (MX) – Development Standards for Multifamily Development (3 pages)
- C. Draft Park Dedication Requirements – IDC 90.90.060 – Land for Public Purposes (2 pages)
- D. Draft Park Dedication Requirements – IDC 22.065 Development Standards for Multifamily Development (2 pages)

At the Independence Planning Commission meeting of April 6, 2026, the Commission will discuss potential revisions to the park dedication requirements in the Independence Development Code.

WHAT IS THE PROBLEM?

The update to the Park System Master Plan recommended revisions to the requirements for park dedications. These recommendations were proposed in part to ensure that future parks were sized appropriately and included usable land to benefit surrounding development.

Existing standards in the Independence Development Code require 6.25 percent of land in new subdivisions to be dedicated for parks and open space purposes, or a fee-in-lieu of 13 percent of the market value of the land to be paid in lieu of the land dedication. As written, however, the requirements do not provide guidance about appropriate sizes or locations of parks, or detail any considerations regarding floodplains, wetlands, or stormwater ponds and whether they are considered “suitable and adaptable for park and recreation uses.”

Additionally, the standards in the Independence Development Code require a certain amount of open space for multifamily development. These standards vary depending on whether multifamily development is proposed in the High-Density Residential Zone (see Attachment A) or in the Mixed Density Residential Zone or Downtown Riverfront Zone (see Attachment B). How the open space requirements for multifamily housing relate to the 6.25 percent requirement for subdivisions (especially in the Southwest area) is also unclear.

The Independence Planning Commission conducted a preliminary discussion of the issues at the meeting of March 2.

WHAT IS PROPOSED?

The attached documents present an initial draft of standards that attempt to better articulate lands suitable for park and open space purposes. The documents seek to tailor unique standards for different portions of the community (see Attachment C Sections IDC 90.90.060(A)(2) and IDC 90.90.060(A)(3)) and to establish basic standards of park suitability (see IDC 90.90.060(B)).

A tiered system to address certain encumbered lands is also proposed (see IDC 90.90.060(B)(4-6)). Under the system:

- Unencumbered lands may be used toward the 6.25 percent requirement.
- Floodplains may be used toward the 6.25 percent requirement, so long as a paved trail is constructed to make the area suitable for use as park land.
- Lands with highly restricted potential uses such as those encumbered by wetlands or powerline corridors may count toward the 6.25 percent total so long as a paved trail is constructed along the area to adapt the land for park use. The lands shall, however, only count at half their acreage in determining the required proportion of parks.
- Stormwater ponds that have not been designed to be accessible or usable by the public cannot be counted toward the required park or recreation land.

A flexible option that would allow developers to suggest an alternative approach would also be included (see IDC 90.90.060(C)).

In addition to the subdivision standards, the draft proposes new standards for multiple-family development (see Attachment D Section IDC 22.065). These standards would better relate the standards for multifamily development to the requirements for subdivisions and give credit for certain open spaces that are provided as part of a larger master planned development (as is typical in Southwest Independence). During the meeting of April 6, staff hopes to receive guidance from the Planning Commission about:

- The appropriate threshold/number of multifamily units to trigger the provision of open space.
- The appropriate proportion of open space to require on a project site.
- The appropriate distance where open space on a larger project site can count toward the required total.

WHAT ARE OPTIONS TO PROCEED?

The Planning Commission will conduct additional discussion about the park dedication requirements at their meeting of April 6.

Staff will have additional materials available to guide the discussion at the meeting.

1. Garage. A garage is allowed subject to the design and setback requirements of the zone.
 2. Carport.
 - a. If an attached carport is proposed, the structure shall meet the setback and applicable design requirements for an attached garage.
 - b. If a detached carport is proposed, the structure shall meet the design and setbacks for detached garages, provided that the side yard setback shall be at least five (5) feet.
 3. No Carport or Garage. Where a garage or carport is not proposed, two paved, 10 by 20-foot off-street parking spaces are required for each single-family dwelling or duplex unit.
- C. Width of Paving. In no instance shall a paved portion of the front or side yard exceed more than 50 percent of the lot width.
- D. Manufactured dwellings located in manufactured dwelling parks are required to install either a garage or carport.

22.060 Residential Design Standards

Design standards for residential uses in the High-Density Residential Zone are presented in Subchapter 19.

22.065 Development Standards for Multiple-Family Development

All multiple-family residential developments in the RH Zone shall comply with the following specific standards:

- A. Signs. Signs shall be subject to the provisions of Subchapter 58.
- B. Landscaping. All development is subject to the landscaping provisions in Subchapter 54. Recreation areas may be included as part of the required landscaping.
- C. Screening. All exterior garbage collection areas, recycling areas, and mechanical equipment shall be screened with a sight obscuring fence, wall and/or sufficient landscaping. Unsightly garbage collection areas, recycling areas and mechanical equipment shall be located away from the street.
- D. Recreation Area. Each lot having a multiple-family residential building on it shall have at least 300 square feet of recreation area per dwelling unit. The required recreation area can be located within the required front or rear

yards. Such recreation areas shall be planted with grass or otherwise developed and landscaped in a manner suitable for pedestrian traffic and recreation.

- E. Access. Access points to property from a street shall be located to minimize traffic congestion, and maximum effort shall be made to avoid directing traffic into residential areas. Existing access roads and access points shall be used to the maximum extent possible to serve the greatest number of uses. All access roads and driveways shall be surfaced with asphaltic concrete or similar permanent surfacing.

22.070 Reference to Additional Standards

Additional or alternative use and development standards may be found in the following chapters:

- | | |
|---|---------------|
| A. Flood Damage Prevention | Subchapter 51 |
| B. Willamette Greenway Development District | Subchapter 52 |
| C. Buffering/Screening/Landscape/Ash Creek Setbacks | Subchapter 54 |
| D. Planned Unit Developments | Subchapter 60 |
| E. Manufactured Dwellings | Subchapter 61 |
| F. Home Occupations | Subchapter 72 |
| G. Parking | Subchapter 73 |
| H. Accessory Structures | Subchapter 74 |
| I. General Development Standards | Subchapter 75 |

b. If a detached carport is proposed, the structure shall meet the design and setbacks for detached garages, provided that the side yard setback shall be at least five (5) feet.

3. No Carport or Garage. Where a garage or carport is not proposed, two paved, 10 by 20-foot off-street parking spaces are required for each single-family dwelling or duplex unit.

C. Width of Paving. In no instance shall a paved portion of the front or side yard exceed more than 50 percent of the lot width.

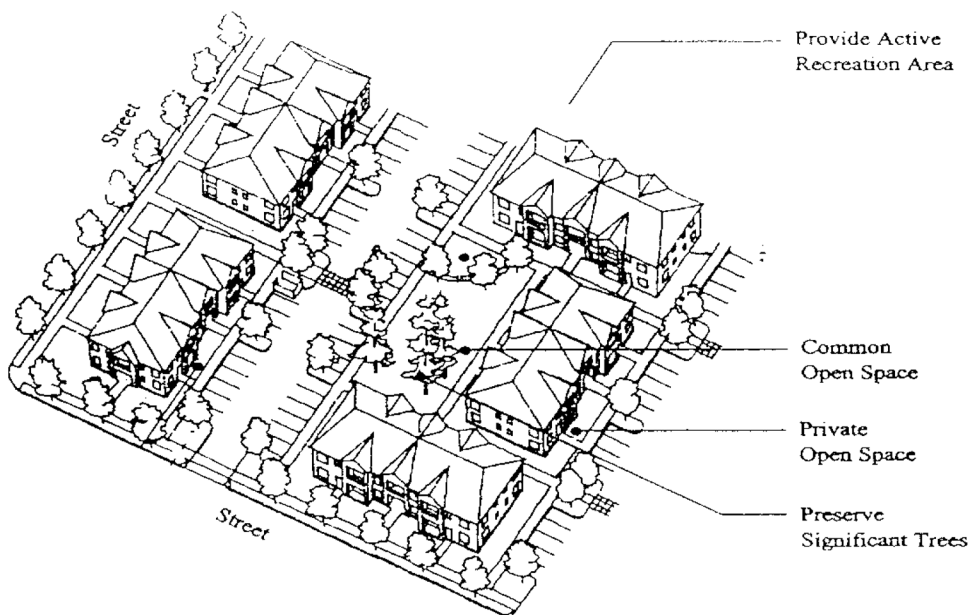
23.060 Residential Design Standards

Design standards for residential uses in the Mixed-Density Residential Zone are presented in Subchapter 19.

23.065 Development Standards for Multiple-Family Development

A. Multiple-family housing. Multiple-family housing is allowed per the Site Design Review process within the Mixed Residential (MX) Zone. Multiple-family housing means housing that provides three (3) or more dwellings on an individual lot. New multiple-family developments shall comply with all of the following standards:

Figure 23.050(3) – Multiple-family Housing (typical site layout)



1. Common open space standard. Inclusive of required setback yards, a minimum of 15 percent of the site area shall be designated and permanently reserved as usable common open space in developments that are at least three (3) acres in size with more than 10 multiple-family or attached single-

family dwellings as specified by Subsection 23.010(B). The site area is defined as the lot or parcel on which the development is planned, after subtracting any required dedication of street right-of-way and other land for public purposes (e.g., public park or school grounds, etc.). Sensitive lands and historic buildings or landmarks open to the public and designated by the Comprehensive Plan may be counted toward meeting the common open space requirements.

2. Private open space standard. Private open space areas shall be required for ground-floor and upper-floor housing units based on all of the following standards:
 - a. A minimum of 50 percent of all ground-floor housing units shall have front or rear patios or decks measuring at least 48 square feet. Ground-floor housing means the housing unit entrance (front or rear) is within 5 feet of the finished ground elevation (i.e., after grading and landscaping);
 - b. A minimum of 50 percent of all upper-floor housing units shall have balconies or porches measuring at least 24 square feet. Upper-floor housing means housing units that are more than 5 feet above the finished grade; and
 - c. Private open space areas shall be oriented toward common open space areas and away from adjacent single-family residences, trash receptacles, parking and drives to the greatest extent practicable.
3. Exemptions. Exemptions to the common open space standard may be granted for multi-unit developments of up to 10 units. Exemptions may be granted for the first 20 units of a larger project when these developments are within one-quarter mile (measured walking distance) of a public park; and there is a direct, accessible (i.e., Americans With Disabilities Act-compliant), lighted, and maintained pedestrian trail or sidewalk between the site and the park. An exemption shall be granted only when the nearby park provides active recreation areas such as play fields; children's play area, sports courts, walking/fitness course, or similar facilities.
4. Landscaping. All development is subject to the landscaping provisions in Subchapter 54. Recreation areas may be included as part of the required landscaping.
5. Screening. All exterior garbage collection areas, recycling areas, and mechanical equipment shall be screened with a sight obscuring fence, wall and/or sufficient landscaping. Unightly garbage collection areas, recycling areas and mechanical equipment shall be located away from the street.

6. Signs. Signs shall be subject to the provisions of Subchapter 58.

23.070 Reference to Additional Standards

Additional or alternative use and development standards may be found in the following chapters:

- | | |
|---|---------------|
| A. Flood Damage Prevention | Subchapter 51 |
| B. Willamette Greenway Development District | Subchapter 52 |
| C. Buffering/Screening/Landscape/Ash Creek Setbacks | Subchapter 54 |
| D. Planned Unit Developments | Subchapter 60 |
| E. Manufactured Dwellings | Subchapter 61 |
| F. Home Occupations | Subchapter 72 |
| G. Parking | Subchapter 73 |
| H. Accessory Structures | Subchapter 74 |
| I. General Development Standards | Subchapter 75 |

DRAFT PARK DEDICATION REQUIREMENTS

The 2026 Park System Master Plan update recommended revisions to the requirements for park dedications in Independence. These recommendations were proposed in part to ensure that future parks were sized appropriately and included usable land to benefit surrounding development. The following draft represents potential changes that could be made to Subchapter 90 (Subdivisions) of the Independence Development Code to address the recommendations.

90.90.060 Land for Public Purposes

A. The applicant shall dedicate to the City a tract of land within or adjacent to the proposed subdivision, not less than 6.25 percent of the gross area of said subdivision for public park and recreation purposes. ~~The following lands shall be dedicated: Any tract of land dedicated shall be approved by the City as being suitable and adaptable for park and recreation uses.~~

~~1. Lands defined in the Independence Parks System Master Plan or Southwest Independence Concept Plan.~~

~~2. When lands are located in the Southwest Concept area and are provided in addition to the areas shown in the Southwest Independence Concept Plan, the lands should be:~~

~~a. A half-acre in size with a minimum dimension of 120 by 120 feet or~~

~~b. Connected to a trail corridor anticipated in the Southwest Concept Plan.~~

~~3. When lands are located outside of the Southwest Concept area, the lands should be:~~

~~a. A half-acre in size with a minimum dimension of 120 by 120 feet and~~

~~b. Located in an area that could be next to park land on an adjoining developable parcel, where possible.~~

~~Where a park would not be a half-acre in size but could be sited in a manner to produce a park that meets the requirements of IDC 90.90.060(A)(3)(a) when adjoined to a park on the neighboring property, the Planning Commission may accept the land as a park dedication.~~

~~B. Any tract of land proposed to be dedicated to the City shall be suitable and adaptable for park and recreation purposes. The following conditions represent adaptable and suitable park land.~~

~~1. The land must not be polluted or covered with spoils and must be seeded with grass unless preserved natural habitat exists in the area.~~

~~2. The land must not be located along a railroad track or a major arterial roadway.~~

~~3. To ensure “eyes” on the facility, the land must have at least 50 percent of the front facades of buildings that are adjacent to the property or across a street from a park (i.e. with no intervening structures) oriented to the park.~~

4. Floodplains may be used toward the park requirement, so long as a paved trail is constructed to make the area suitable for use as park land.
5. Lands with highly restricted potential uses such as those encumbered by wetlands or powerline corridors may count toward the required park total so long as a paved trail is constructed along the area to adapt the land for park use. The lands shall, however, only count at half their acreage to determine the required amount of parks. In other words, if only wetlands or power lines are provided as park land for a project site and 6.25 percent of the site is required to be parks, 12.5 percent of the site is required to be provided as open space.
6. Stormwater ponds that have not been designed to be accessible or usable by the public cannot be counted toward the required park or recreation land. Stormwater facilities without fences, which are usable or otherwise enjoyable by the public, such as a stormwater facility next to a walkway as shown in the Southwest Concept Plan, may be counted toward the required park total using the method articulated for wetlands in IDC 90.090.060(B)(5).

C. Where an applicant seeks flexibility from these standards, the applicant may seek a variation of the requirements from the Independence Planning Commission. Factors that the Planning Commission may consider include but are not limited to:

1. Whether the proposed provision of amenities within a park reduces the need for park acreage.
2. Whether the proposed park design achieves other adopted City goals or policies beyond the provision of park acreage alone.

This flexible approach, however, is not intended to propose an alternative to the protection of key pedestrian or riparian corridors shown in adopted City plans such as the Park System Master Plan, Southwest Concept Plan or Central Talmadge Plan.

~~BD.~~ Where land is not able to be provided as required in IDC 90.90.060(A) through (C), the Planning Commission At the option of the Planning Commission, the City may permit shall require the applicant to pay a sum of money in lieu of the dedication of land. -Said sum shall equal 13.0 percent of the market value of the undivided land as of the date of final plat approval, as carried on the tax roll or as determined by ~~of~~ the Polk County Assessor. -Payment of said funds must be made at the time of approval of the final plat map.

~~CE.~~ All funds collected in lieu of land shall be credited to a public park and recreation development fund which may only be expended by resolution of the City Council for the purpose of acquiring land for park and recreation purposes or for the development of existing park lands.

DRAFT PARK DEDICATION REQUIREMENTS

The 2026 Park System Master Plan update recommended revisions to the requirements for park dedications in Independence. These recommendations were proposed in part to ensure that future parks were sized appropriately and included usable land to benefit surrounding development. The following draft represents potential changes that could be made to Subchapter 22 (High-Density Residential) of the Independence Development Code to address the recommendations.

22.065 Development Standards for Multiple-Family Development

All multiple-family residential developments in the RH Zone shall comply with the following specific standards:

- A. Signs. Signs shall be subject to the provisions of Subchapter 58.
- B. Landscaping. All development is subject to the landscaping provisions in Subchapter 54. Recreation areas may be included as part of the required landscaping.
- C. Screening. All exterior garbage collection areas, recycling areas, and mechanical equipment shall be screened with a sight obscuring fence, wall and/or sufficient landscaping. Unsightly garbage collection areas, recycling areas and mechanical equipment shall be located away from the street.
- D. Recreation Area. Each lot having a multiple-family residential ~~building development with more than xxx housing units on it~~ shall have at least ~~xxx percent (or xxx square feet) of the lot suitable and adaptable for park and recreation purposes (using the standards and method of calculation defined in IDC 90.90.060(B))~~. This land:
 - 1. Shall be designed, and consolidated with existing or planned park areas where possible, to provide the largest amount of land possible for park and open space use.
 - 2. May be located off the multifamily development site, if the land has already been incorporated into the land dedication necessary for a larger development site and the land dedication:
 - a. Has occurred at the time of development and
 - b. Is within xxx feet of the multifamily development.
 - 3. If the land devoted to park and recreation purposes is larger than a quarter-acre in size or is otherwise connected to an Independence park facility, the City may require the land to be dedicated the City.
 - 4. When an applicant seeks flexibility from these standards, the applicant may seek a variation of the requirements from the City of Independence. Factors that the City may consider include but are not limited to:

a. Whether the proposed provision of amenities within a park reduces the need for park acreage.

b. Whether the proposed park design achieves other adopted City goals or policies beyond the provision of park acreage alone.

~~D. This flexible approach, however, is not intended to propose an alternative to the protection of key pedestrian or riparian corridors shown in adopted City plans such as the Park System Master Plan, Southwest Concept Plan or Central Talmadge Plan. 300 square feet of recreation area per dwelling unit. The required recreation area can be located within the required front or rear yards. Such recreation areas shall be planted with grass or otherwise developed and landscaped in a manner suitable for pedestrian traffic and recreation.~~

E. Access. Access points to property from a street shall be located to minimize traffic congestion, and maximum effort shall be made to avoid directing traffic into residential areas. Existing access roads and access points shall be used to the maximum extent possible to serve the greatest number of uses. All access roads and driveways shall be surfaced with asphaltic concrete or similar permanent surfacing.